

WORK SESSION AGENDA

- I. Welcome** *MaryJane Dolan, Mayor*
- II. Work Session Agenda Overview** *Wynter C. Benda, City Manager*
- III. Work Session Agenda Items** *Wynter C. Benda, City Manager*
 - III.1.** Presentation of the FY 2022 Annual Comprehensive Financial Report (ACFR) and Related Reports
 - III.2.** Lynchburg Parks and Recreation Master Plan
 - III.3.** Review of Legislative Package
- IV. Business Item Briefing(s)**
 - IV.4.** LRHA Resolution to designate the Dearington Hills Apartments as a Revitalization Area
 - IV.5.** FY 2024 Community Development Block Grant (CDBG) and HOME Program Annual Action Plan Goals
 - IV.6.** Eastwood Park Future Land Use Map Amendment and Rezoning
 - IV.7.** 434 Center - 1001, 1009 Dillard Drive & 2009 Enterprise Drive Conditional Use Permit (CUP)
- V. Closed Session**
 - V.8.** Consideration of a closed session to discuss the resolution of an active lawsuit currently faced by the City, pursuant to §§ 2.2-3711(7) and 2.2-3711(8) of the Code of Virginia, 1950, as amended.
 - V.9.** Consideration of a closed meeting to discuss the appointments to the following Boards and Commissions: Lynchburg Regional Airport Commission, Planning Commission, Community Development Advisory Committee, Horizon Behavioral Health Board of Directors, Economic Development Authority, Lynchburg Redevelopment Housing Authority, Lynchburg Parking Authority, and Greater Lynchburg Transit Company Board of Directors, pursuant Section 2.2-3711(A.)(1) of the Code of Virginia, 1950, as amended.
- VI. Roll Call**

AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Donna Witt, Chief Financial Officer

AGENDA ITEM # III.1

Presentation of the FY 2022 Annual Comprehensive Financial Report (ACFR) and Related Reports

RECOMMENDATION

Hear a presentation on the FY 2022 Annual Comprehensive Financial Report from the City's auditors.

SUMMARY

Representatives from the City's external auditing firm, Brown Edwards, LLC, will present the results of the annual audit to City Council. Electronic versions of the reports will be sent by separate email prior to the Council meeting.

PRIOR ACTION(S)

None

FISCAL IMPACT

None

CONTACT(S)

Donna Witt, Chief Financial Officer
Starlette Early, Budget Analyst

ATTACHMENT(S)

None

REVIEWED BY

Donna Witt, Chief Financial Officer

Date: December 06, 2022



Metchi Braun, Executive Assistant to the City Manager

Date: December 06, 2022



Wynter Benda, City Manager

Date: December 07, 2022



Alicia Finney, Clerk of Council

Date: December 07, 2022

AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Jenny Jones, Director of Parks and Recreation

AGENDA ITEM # III.2

Lynchburg Parks and Recreation Master Plan

RECOMMENDATION

This is an informational briefing no action is requested as this time.

SUMMARY

Lose Design Consultants will present the Lynchburg Parks and Recreation Master Plan. The function of this Lynchburg Parks and Recreation Master Plan is to assess the City of Lynchburg's public parks and recreation system and provide recommendations to enhance services across the community over the next decade. This Lynchburg Parks and Recreation Master Plan provides recommendations for existing parks and recreation facilities, programming, and administration in the community with the goal of maximizing and improving the efficiency of service delivery. The window for implementation is from 2022 through 2032. This Master Plan is a working and flexible document that provides guidance by establishing a clear vision for the future as well as goals and objectives regarding Lynchburg's park system. This will serve as a strategic action plan to help guide future programs, parks, and recreational capital improvement projects.

PRIOR ACTION(S)

June 23, 2020 City Council approved funding for the Parks and Recreation Needs Assessment in FY21 Capital Improvement Budget.

March 30, 2020 Needs Assessment Public Meeting

September 28, 2021 Lose Design Consultant presented initial findings at the City Council Work Session

September 22, 2022 Lynchburg Parks and Recreation Master Plan Public Meeting

FISCAL IMPACT

None associated with adoption of the Lynchburg Parks and Recreation Master Plan. It is expected that implementation of the plan's recommendations would use a variety of neighborhood, non-profit, grant and public resources.

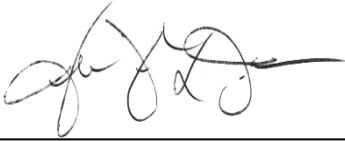
CONTACT(S)

Jenny Jones, Director of Parks and Recreation

ATTACHMENT(S)

1. 20150_LYNCHBURG DRAFT REPORT_110222_ExecSumm 3 (2)
2. 20150_LYNCHBURG DRAFT REPORT_110222 3 (1)
3. Lynchburg_Presentation_112122 (3)
4. 20150_LYNCHBURG DRAFT REPORT_110222_Appendices 3 (3)

REVIEWED BY



Jenny Jones, Director of Parks and Recreation

Date: December 07, 2022



Greg Patrick, Deputy City Manager

Date: December 07, 2022



Alicia Finney, Clerk of Council

Date: December 07, 2022



LYNCHBURG
**PARKS
& REC**

2022 - 2032

Lynchburg, Virginia

**PARKS AND
RECREATION
MASTER PLAN
EXECUTIVE SUMMARY**

Prepared by: Lose Design

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Cover photo of Hollins Mill Park by Dirtman's Images

Blackwater Creek Trail, photo by Kipp Teague

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1. INTRODUCTION

The purpose of this master plan is to evaluate the Lynchburg public parks and recreation system and submit recommendations designed to increase the level of service across the community. This master plan provides recommendations regarding parks and recreation facilities, operations, programming, and administration in the community from present to 2032.

This document serves elected and appointed officials and City staff as both a strategic plan and an action plan. The plan provides the City of Lynchburg with guidelines and strategies for future program and activity expansion efforts and planning of major capital improvement projects. The plan also serves City residents as a benchmark of current recreational offerings and future recreational goals.

Assessments were performed that targeted different aspects of a parks and recreation system. These assessments included:

- Community profile
- Public engagement
- Park Classifications and Service Criteria
- Programming Review
- Staffing Assessment
- Recreation and Program Trends
- Health Equity Assessment
- Budget and Funding Analysis
- Cost Recovery Assessment
- Capital Improvement Plan



Upon completion of the above referenced tasks and assessments, determinations regarding the parks and recreation system were made.

LYNCHBURG DEPARTMENT OF PARKS AND RECREATION

MISSION

The Lynchburg Parks and Recreation Department's Mission is to improve the health and happiness of our diverse community by stewarding parks, public spaces, and trails, and offering comprehensive recreation services.

VISION

The best parks and recreation department for our community.

2. BENEFITS OF PARKS



Recreation improves overall physical and mental health.



Parks support social equity by providing recreational opportunities for the whole community.



Parks support wildlife, conservation, and provide open space for future generations.



Parks engage communities and reduce crime.¹



Parks create jobs.²



Recreation facilities, programs, and events support local businesses.³



Parks can increase property values by 5% or more.⁴



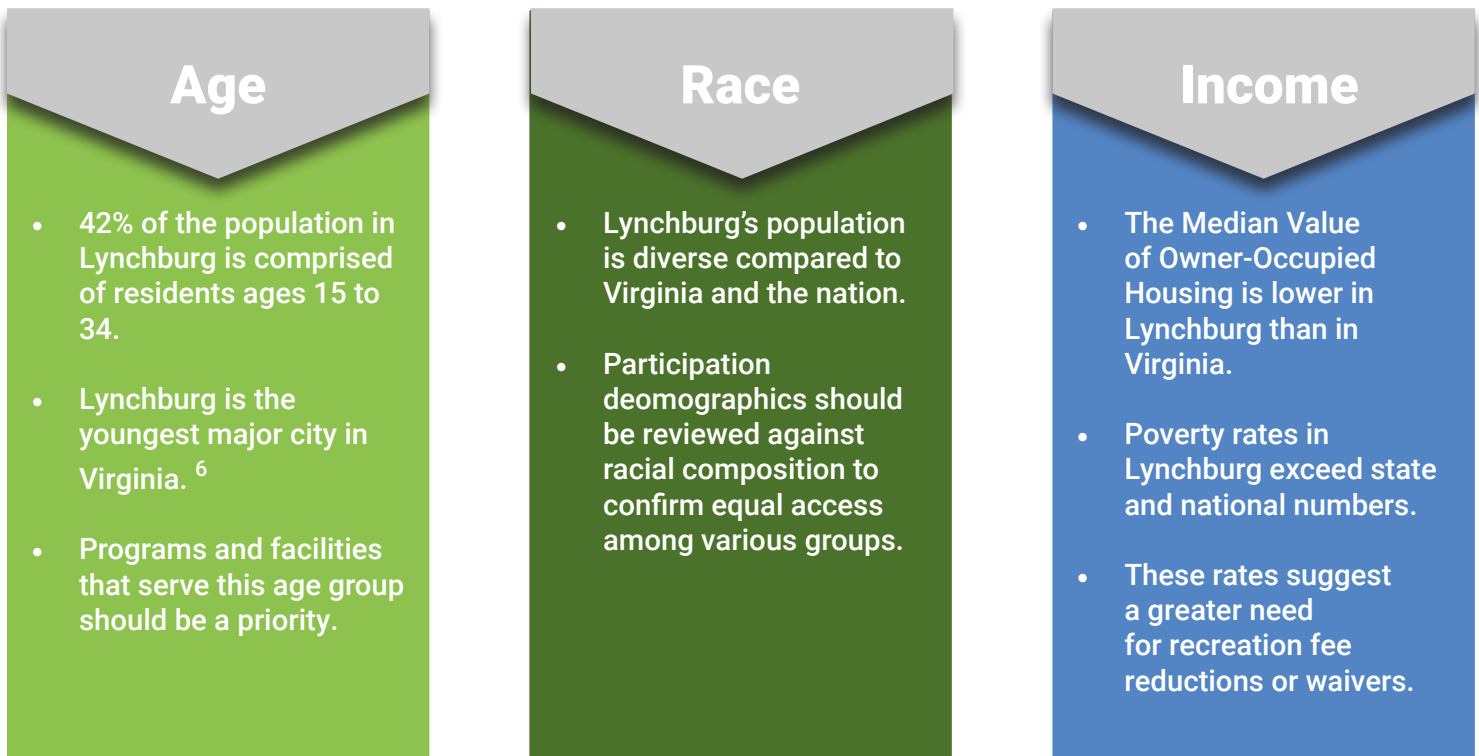
Parks keep cities cool.⁵



Blackwater Creek Bikeway, photo from VDOT

3. COMMUNITY PROFILE

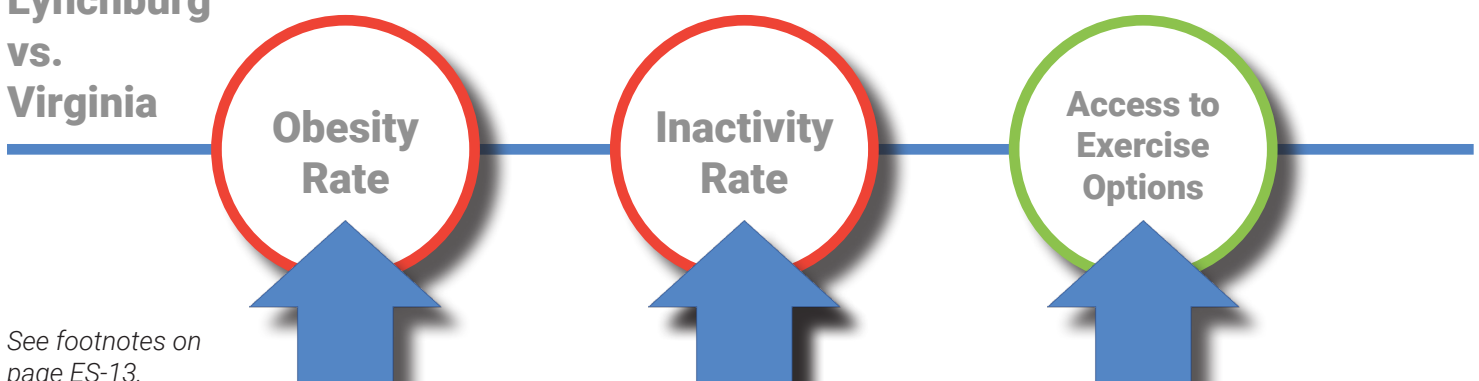
To gain a better understanding of the park and recreational needs of the City of Lynchburg, a community profile was developed. The demographic factors in this section include population, economic, and health trends and are summarized below.



The role of the built environment is important in encouraging physical activity. Improved parks, recreation amenities, sidewalks, bicycle lanes, and greenways can help support residents overall physical and mental health. Continued strategic investment in parks and recreation should be a priority in an effort to improve health outcomes.

While Lynchburg's obesity rate and inactivity rate are higher than the State of Virginia, Lynchburg has more access to exercise options than Virginia. However, although Lynchburg residents have more access to exercise options, limitations such as time, cost, and location can deter residents from accessing parks and facilities.

Lynchburg vs. Virginia



See footnotes on page ES-13.

4. PUBLIC ENGAGEMENT

The public engagement effort for the master plan successfully involved residents in numerous ways including a project website, pop-up events, and focus groups. Hundreds of responses gathered demonstrated significant public support for improvements to existing parks and trails. Residents of Lynchburg love their parks and trails and want to see the park system grow.

COMMON THEMES

Improvements to existing parks and facilities are the top priority.

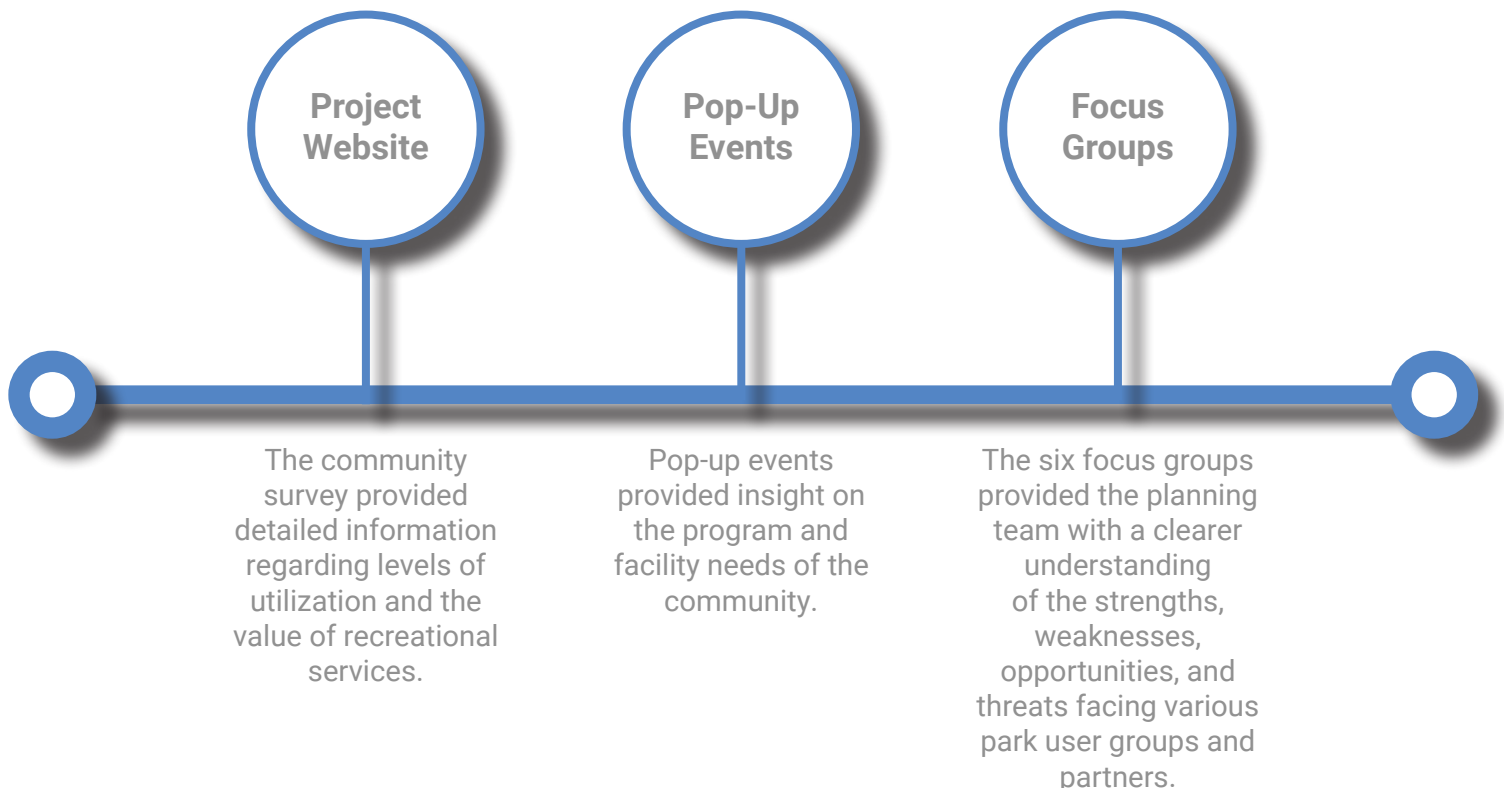
Nature programs and **trails** to facilitate walking, hiking, and bicycling are highly desired.

There is a need for **new parks** in specific areas of Lynchburg.

Seventy percent of Lynchburg residents travel **outside of Lynchburg** to use parks and recreation facilities.

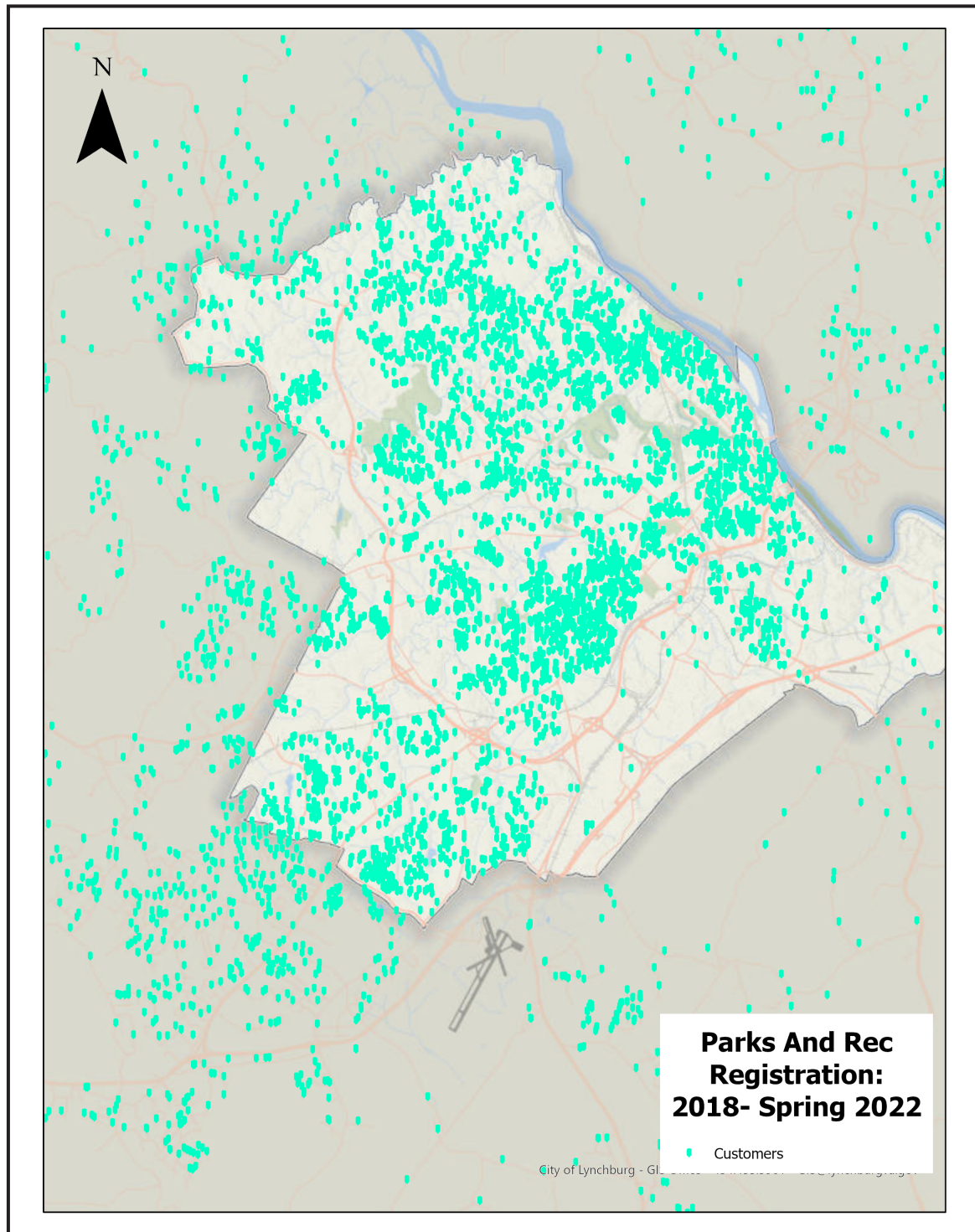
Pop-up engagement results indicate that special events like **movies in the park** and **concerts** are desired.

Residents of Lynchburg overwhelmingly **love their parks and trails** and support efforts to improve them.



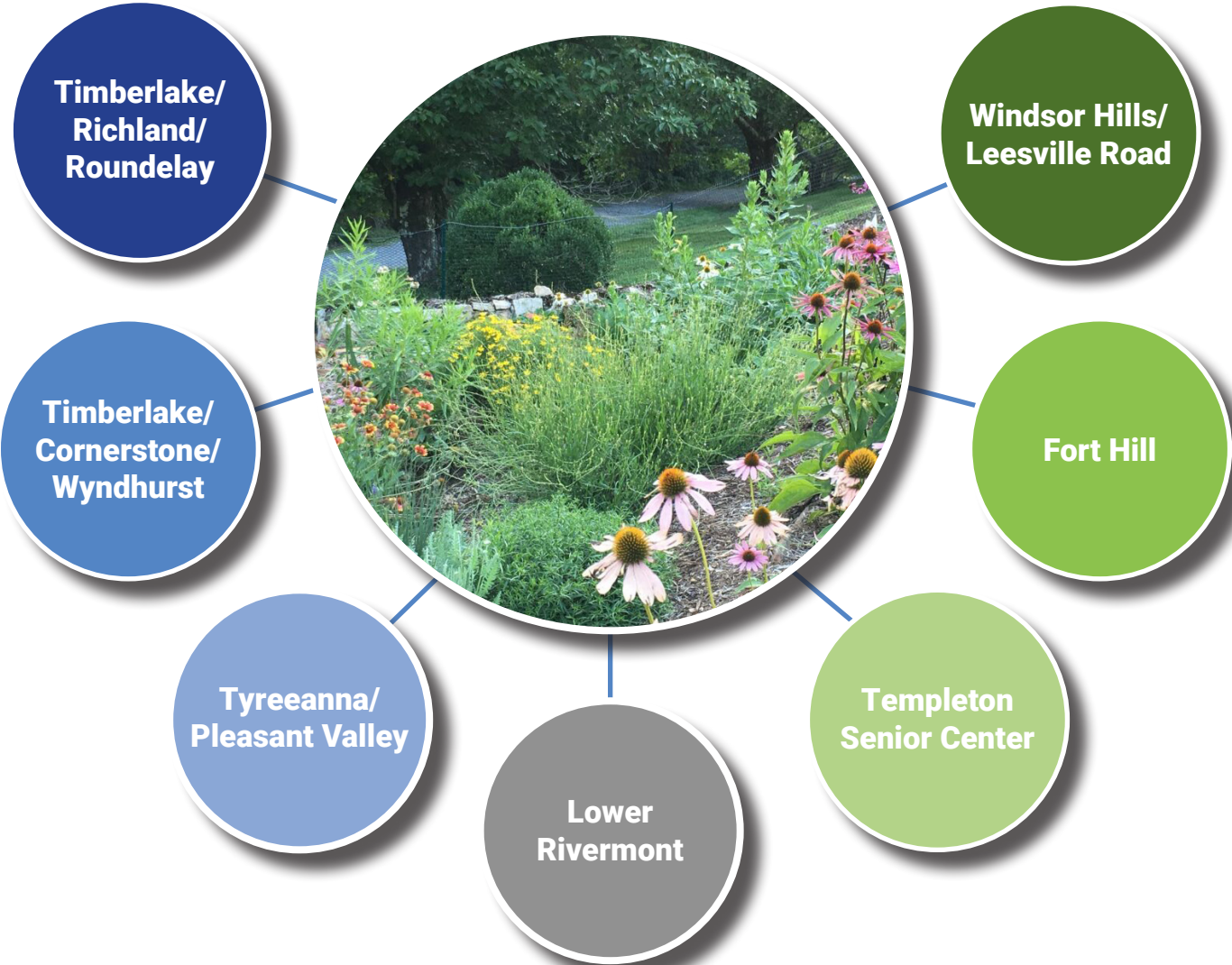
5. SERVICE IMPROVEMENTS

To understand the community's program and recreation service coverage, density maps were used to show participation across the City of Lynchburg. Overall, the registration map shows that participation is distributed evenly throughout the community.



After accessing facilities in the Lynchburg parks system, the planning team has developed a series of recommendations for improving access to facilities and programs desired by the community. Although there is equitable distribution of services throughout Lynchburg, the equitable distribution of parks/faciliites needs improvement.

**The planning team
identified 7 areas
throughout Lynchburg
where parks or recreation
facilities are needed:**



The following investments are recommended:



**Recommendations
were made for
individual park
properties**

**Recommended:
ways to increase trail
connectivity**



**Recommended: a new
indoor multipurpose
facility**

**Recommended:
expansion of the
Templeton Senior
Center**



6. RECREATION & PROGRAMMING TRENDS

Recreation trends can be used by staff when planning new programs and creating the annual budget and capital improvement plan. The following are recreation program trends, grouped according to age categories.

13 & YOUNGER

- Traditional Sport Programming
- STEM, STEAM Programming
- Summer and School Break Camps
- Nature-Related Programming
- Camping

13 - 24 YEARS

- Esports
- Parkour
- Outdoor Active Recreation
- Bicycling
- Life Sports



25 - 54 YEARS

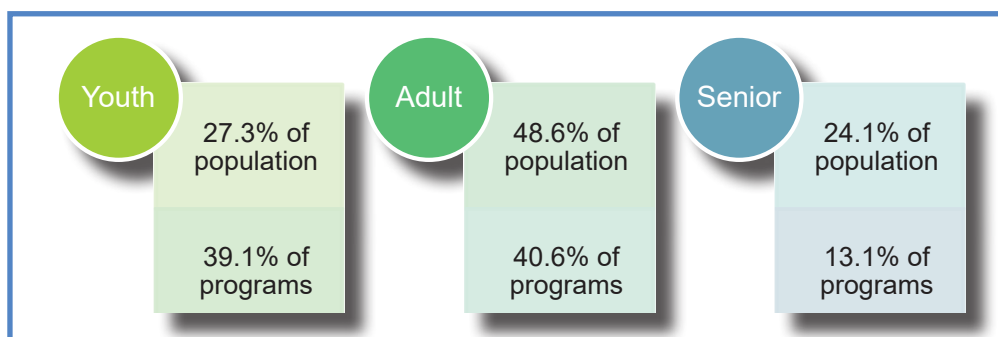
- Aerobic Activities
- Fun Fitness
- Group Cycling
- Yoga
- Paddle sports



55 & OLDER

- Lifelong Learning
- Fitness and Wellness
- Encore Programming
- Specialized Tours
- Birdwatching

A typical goal of a public recreation provider is to offer programs for all ages in a manner that balances resident demand with an equitable supply. The figure below depicts Lynchburg's current programming age segmentation.



7. PROGRAMMING RECOMMENDATIONS

Programming is an important component of a complete park and recreation system. The following key recommendations are suggested for Lynchburg Parks and Recreation to consider.

Expand programming dedicated to active seniors and recent college graduates.



Continue to provide programs and services at price points that meet the needs of all income levels.



Mitigate transportation barriers to participants, such as purchasing an accessible vehicle and providing additional multipurpose neighborhood fields.



Improve access to seasonal programs by expanding the printed guide and developing an app for classes and programs.



Create a phased staffing plan.



Add indoor programming space.



Increase access to local bodies of water for kayaking and canoeing.



TOP 8 REQUESTED PROGRAMS

01 Concerts

02 Movies in the Park

03 Gardening classes

04 Arts festival

05 Programs for people with
special needs

06 Cooking/Nutrition classes

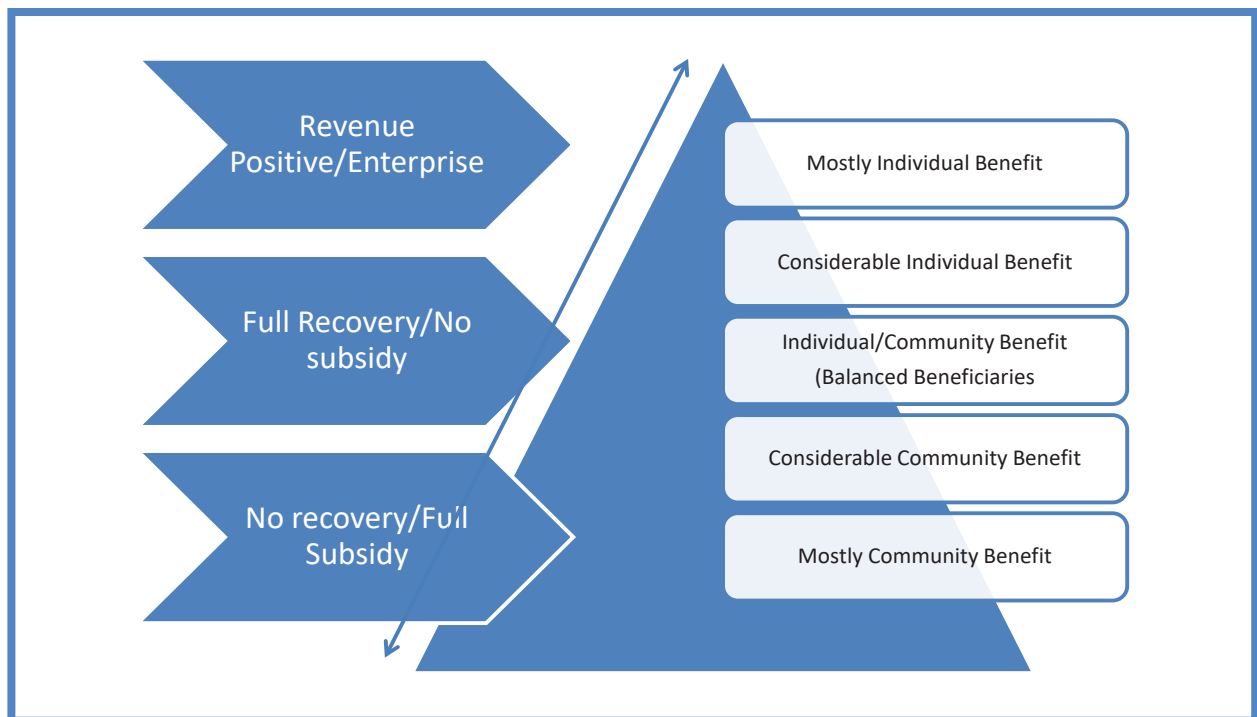
07 Adult fitness/wellness

08 Nature programs



8. COST RECOVERY ASSESSMENT

The Lynchburg Parks and Recreation Department currently has a broad-based cost recovery plan that is currently used as a guideline for setting fees and systemic resource allocation. The graphic below illustrates the Department's philosophy establishing expectations for cost recovery. The bottom of the pyramid represents a variety of programs providing community benefits with no expectation of revenue generation. Proceeding up the pyramid, the intended audience narrows, the level of subsidy is reduced, and expectations for cost recovery increase.



Cost Recovery Subsidy Allocation Philosophy Category Examples

Mostly Individual Benefit

Examples: Pottery classes, facility rental, trips and tours

Considerable Individual Benefit

Examples: Community recreation classes, cooking classes

Individual/Community Benefit (Balanced)

Examples: Health and Wellness classes, Environmental Education classes, children's classes

Considerable Community Benefit

Examples: Youth Sports, Miller Park Pool, Therapeutic programs

Totally Subsidized – Greater Good

Examples: All parks and open space, all trails, neighborhood centers (drop-in), internal events, playgrounds

9. CAPITAL IMPROVEMENT PLAN

Capital Improvement recommendations were made to address the needs of the City's park system. Accomplishing this goal will require a balanced approach to acquiring additional funding sources for land acquisition, planning and design, and development. A variety of funding opportunities are suggested to supplement local funds targeted for these improvements. With dedicated leadership and a unified vision, Lynchburg Parks and Recreation can accomplish the physical improvements discussed in this master plan.

TOP CIP PROJECTS IN ALL CATEGORIES

Accessibility and General Park Improvements

01 Accessibility and General Park Improvements - \$5,000,000

02 Park and Trail Security Initiative - \$2,500,000

Existing Park Renovations

01 Heritage Park Expansion- \$3,000,000

02 Miller Park Pool Reimagined - \$7,000,000

New Park and Facility Development

01 Multipurpose Recreation Center - \$25,000,000

02 Brookville Neighborhood Park - \$3,075,000

03 Rivermont Neighborhood Park - \$3,075,000

Trail Development

01 Greenways - \$3,000,000

02 Blueways - Water Recreation Trail - \$250,000

10. CONCLUSION

The pandemic of 2020 has reminded us all just how important our parks and recreation departments are to our physical, emotional, and mental health. Through the plan's significant public engagement efforts, our residents have echoed the importance of these services and facilities to Lynchburg. This master plan document provides direction for Lynchburg Parks and Recreation to meet these priorities through staffing, operations, facilities programming, and partnerships.



Biggers Neighborhood Park, photo by Kendall Warner

Footnotes from page ES-2 and ES-3:

1- Shepley, Sachs et al. (2019). *The Impact of Green Space on Violent Crime in Urban Environments: An Evidence Synthesis*. *International journal of environmental research and public health*, 16(24), 5119. <https://doi.org/10.3390/ijerph16245119>

2, 3, 4 - Conservation Tools. (n.d.). *Economic Benefits of Parks*. Retrieved March 30, 2022, from <https://conservationtools.org/guides/98-economic-benefits-of-parks#:~:text=Proximity%20to%20parks%20increa%20ses%20property,to%20proximity%20to%20a%20park>

5 - National Recreation and Park Association. (n.d.). *Climate Resilient Parks*. Retrieved March 30, 2022, from <https://www.nrpa.org/our-work/Three-Pillars/conservation/climate-resilient-parks/>

6 - Lexington is the Youngest Place in the Country, Census Bureau says. Retrieved September 20, 2022, from <https://cardinalnews.org/2022/07/26/lexington-is-the-youngest-place-in-the-country-census-bureau-says/>

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PREPARED BY:

LOSE
DESIGN
SPACES FOR LIFE.

2809 FOSTER AVENUE, NASHVILLE, TN 37210 | WWW.LOSE.DESIGN



LYNCHBURG
**PARKS
& REC**

2022 - 2032

Lynchburg, Virginia

**PARKS AND
RECREATION
MASTER PLAN**

Prepared by: Lose Design

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Appendices: Please see separate document titled " <i>Lynchburg, Virginia Parks and Recreation Master Plan Appendices</i> "	
Memorandum: Please see separate document titled " <i>Lynchburg, Virginia Parks and Recreation Master Plan Memorandum</i> "	

Special **ACKNOWLEDGEMENTS**

***City of Lynchburg* CITY COUNCIL**

Mayor MaryJane Dolan, Ward 1

Vice Mayor Beau Wright, At-Large

Sterling A. Wilder, Ward 2

Jeff S. Helgeson, Ward 3

Chris Faraldi, Ward 4

J. Randolph Nelson, At-Large

Treney Tweedy, At-Large

***City of Lynchburg* DEPARTMENT OF PARKS AND RECREATION LEAD TEAM**

Lose would like to acknowledge Director Jenny Jones and the Parks and Recreation Lead Team:

Chris Higgins, Park Services Manager

Ricky Kowalewski, Lynchburg Community Market Manager

Charlotte Lester, Neighborhood Centers Manager

Maggie Mace, Recreation Services Manager

John Ramsey, Support Services Manager

***City of Lynchburg* CITY MANAGER'S OFFICE**

Wynter Benda, City Manager

Kent White, Acting Deputy City Manager

John H. Huges, IV, Assistant City Manager

cover photo: Hollins Mill Park by jen_m_stewart

Special **THANKS**

Lose Design would like to thank all of the elected officials, partnerships, stakeholders, staff, and citizens who participated in the development of this master plan. Through your commitment and dedication to parks and recreation, the planning team was able to develop this plan to guide the delivery of recreation services to the citizens of Lynchburg.

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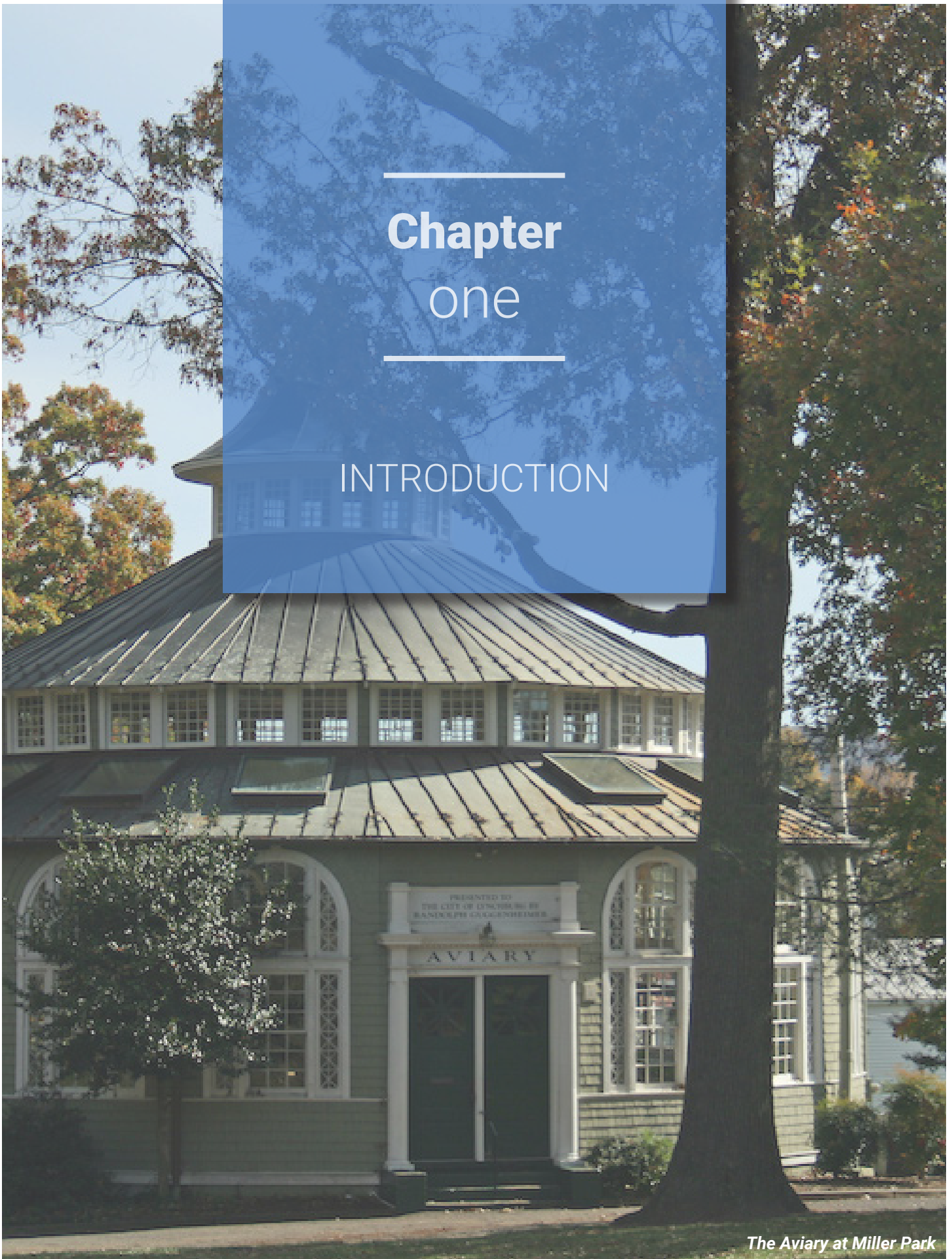
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Chapter one

INTRODUCTION



The Aviary at Miller Park

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Riverwalk Trail

INTRODUCTION

The function of this master plan is to assess the City of Lynchburg's public parks and recreation system and provide recommendations to enhance services across the community over the next decade. This parks and recreation master plan provides recommendations for existing parks and recreation facilities, programming, and administration in the community with the goal of maximizing and improving the efficiency of service delivery. The window for implementation is from 2022 through 2032. This master plan is a working and flexible document that provides guidance by establishing a clear vision for the future as well as goals and objectives regarding Lynchburg's park system. This will serve as a strategic action plan to help guide future programs, parks, and recreational capital improvement projects.

The planning team, coordinated by Lose Design, a multi-disciplinary firm specializing in park and recreation planning, includes consulting firm BerryDunn and the City of Lynchburg Parks and Recreation Department (the Department). The planning team also includes focus groups consisting of diverse, local stakeholders and officials that have insight into parks and recreation facilities, programming, and community engagement. Development of this report included researching demographics, assessing current facilities, engaging focus groups on thematic topics, and conducting public input meetings. BerryDunn assisted in assessing department staffing needs and program offerings.

The City of Lynchburg's Parks and Recreation Department Mission and Vision are as follows:

Mission

The Mission of the Lynchburg Parks and Recreation Department is to improve the health and happiness of our diverse community by stewarding parks, public spaces, and trails, and offering comprehensive recreation services.

Vision

The best parks and recreation department for our community.

This vision will serve as a framework for the long-term use and development of parks and recreation needs over the span of ten years. The master planning process identifies the recreation needs of a community, predicts future demand, and makes recommendations to improve recreation services across the community. This plan was developed through a combination of public input, insight from City of Lynchburg staff and elected officials, and professional analysis.



*James River Heritage Trail,
photo by Joshua Scheule*

METHODOLOGY

This master plan document is based on a review of reports and data, best practices analysis, and interviews with stakeholders, focus groups, elected officials, department staff, and the citizens of Lynchburg. An inventory of existing facilities, programs, policies, and services related to parks and recreation was developed. The National Recreation and Park Association's (NRPA) Park Metrics were reviewed for a high-level benchmarking comparison of Lynchburg facility inventories to comparable communities. Finally, interviews with stakeholders provided a snapshot of the level of utilization and individual perception of the Department and the park system. This information is key when determining the needs of residents and for the prioritization of physical, programmatic, and operational improvements.

Recommendations designed to improve the level-of-service across the city over the next ten years are provided as part of the master plan. This plan provides recommendations regarding Department of Parks and Recreation facilities, programming, and administration from 2022 to 2032. Recommendations for future growth are based on demographics, assessing current facilities, public input, and interviews with elected officials, appointed officials, and city staff.

This document serves elected and appointed officials and Department staff as both a master plan and an action plan. The plan provides Lynchburg with guidelines and recommendations for decision making and future investment. This master plan also identifies current recreational offerings and future recreation goals to be implemented as the population grows and changes. The plan will answer the following questions:

1. **What**
recreational
programs and
facilities
exist?

2. **What**
recreational
programs and
facilities
are **needed?**

3. **Where**
should new
facilities
be **located?**

4. **How**
can
services
be
improved?

5. **How**
might new
and improved
facilities
be **funded?**

Successful park and recreation master plans are based on defining and addressing the needs of the community. Changes in elected officials and staff may occur. There will be numerous competing priorities for the City to address. However, an engaged public can push a plan forward amid such changes and distractions.

Short-term and long-term goals will be identified in this master plan. These goals are prioritized based on complexity, cost, need, and public input of residents. A Capital Improvement Program (CIP) is the best tool to ensure implementation of physical improvements recommended in the plan. A suggested ten-year CIP is provided as part of this document.



Assessments were performed that targeted different aspects of a parks and recreation system. These assessments included:

- Community profile
- Public engagement
- Park Classifications and Service Criteria
- Programming Review
- Staffing Assessment
- Recreation and Program Trends
- Health Equity Assessment
- Budget and Funding Analysis
- Cost Recovery Assessment
- Capital Improvement Plan

Upon completion of the above referenced tasks and assessments, determinations regarding the parks and recreation system were made. Based on information obtained, additions or changes to programs and activities offered by the Department will be made to better accommodate community needs. Physical improvements to infrastructure within the parks and recreation system will be based on gaps identified in the Facility Assessment. Estimated costs and proposed locations will be included in this master plan. An all-inclusive, wide-ranging analysis with recommendations for the Department system will be provided.

The Nature Zone



The planning process included an analysis of the existing organizational structure and staffing for the Parks and Recreation Department. A separate document was provided for the Department's internal use with recommendations to ensure the Department is sufficiently staffed and positioned to effectively deploy this master plan.

In addition, the planning team provided a separate health equity assessment, a strategic approach to community health that recognizes the combined importance of environment, resources, and programming in encouraging individuals to move more, eat nutritiously, engage with their community, spend time in nature, and find purpose in their lives. Effectively shifting behaviors requires that the desired behavior becomes the easy choice ("healthy default"). With the support of the City and other community partners, the Department can be a powerful force in promoting healthy default behaviors and reducing health disparities in the community.

Together, the analysis and recommendations from the Staffing Assessment and Health Equity Assessment complement the master plan to ensure alignment with the plan's goals.

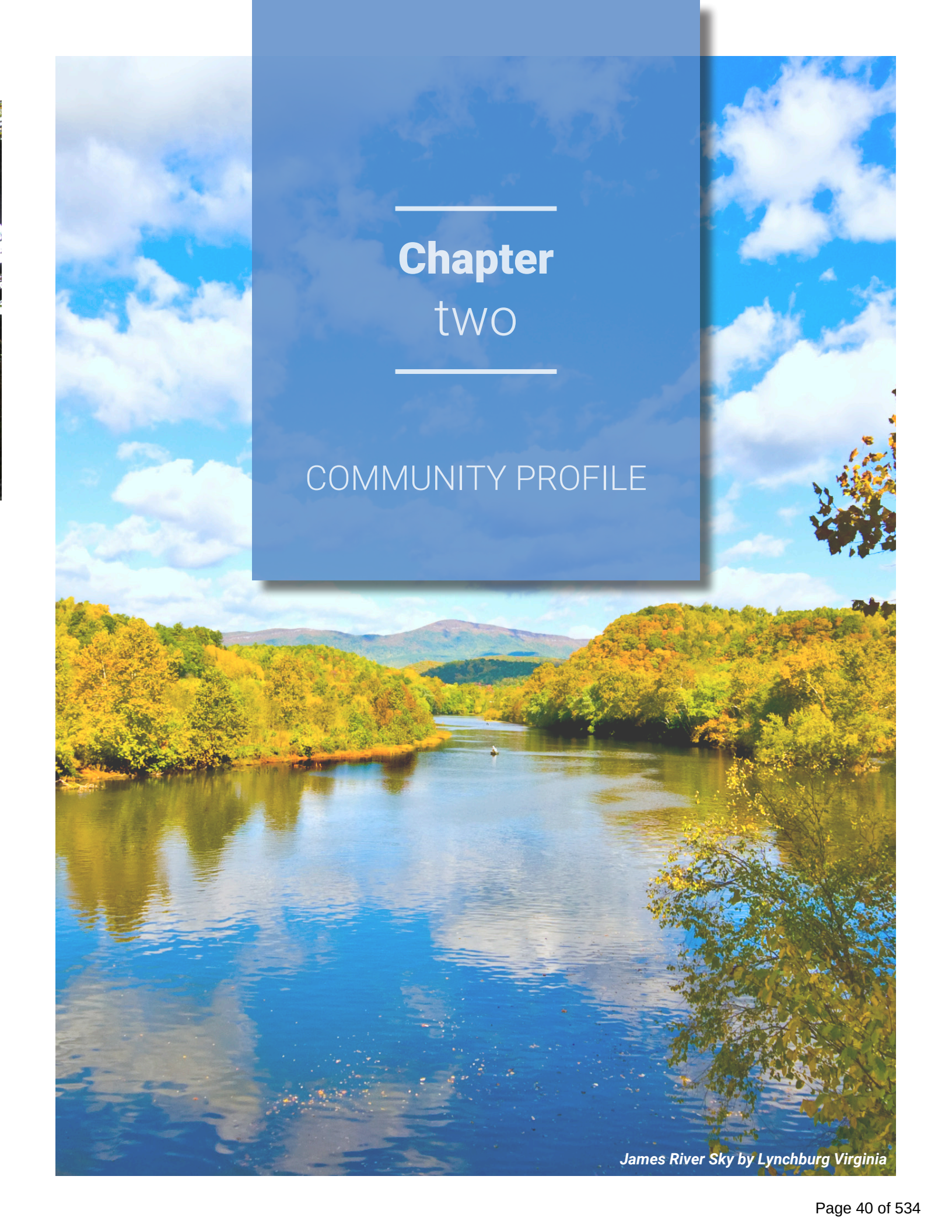
Peaks View Park, photo by Ollie K



PHASING PLAN

A timeline for implementing the recommendations is provided. Recommendations are prioritized with associated cost estimates. This phasing plan is intended to be a tool to assist in the budget process over the timeframe of the ten-year plan.

Park facilities and programs now serve all residents, all ages, and a variety of interests. This requires a diversification of services based on research, demographic data, and market conditions. Development demands, shrinking publicly accessible land, increased property values, and residents with busy schedules have collectively placed a demand for well-designed and efficient facilities, park space, and recreational opportunities that serve the wide and varied needs of Lynchburg citizens. Park facilities have become social gathering spaces, opportunities for improving health, and benchmarks for the quality of life within a community. The master plan will serve as a tool to guide decisions by city officials, prioritize maintenance, identify new projects and programs, and ensure the delivery of recreational services to meet the needs of a socially diverse community with a growing population.

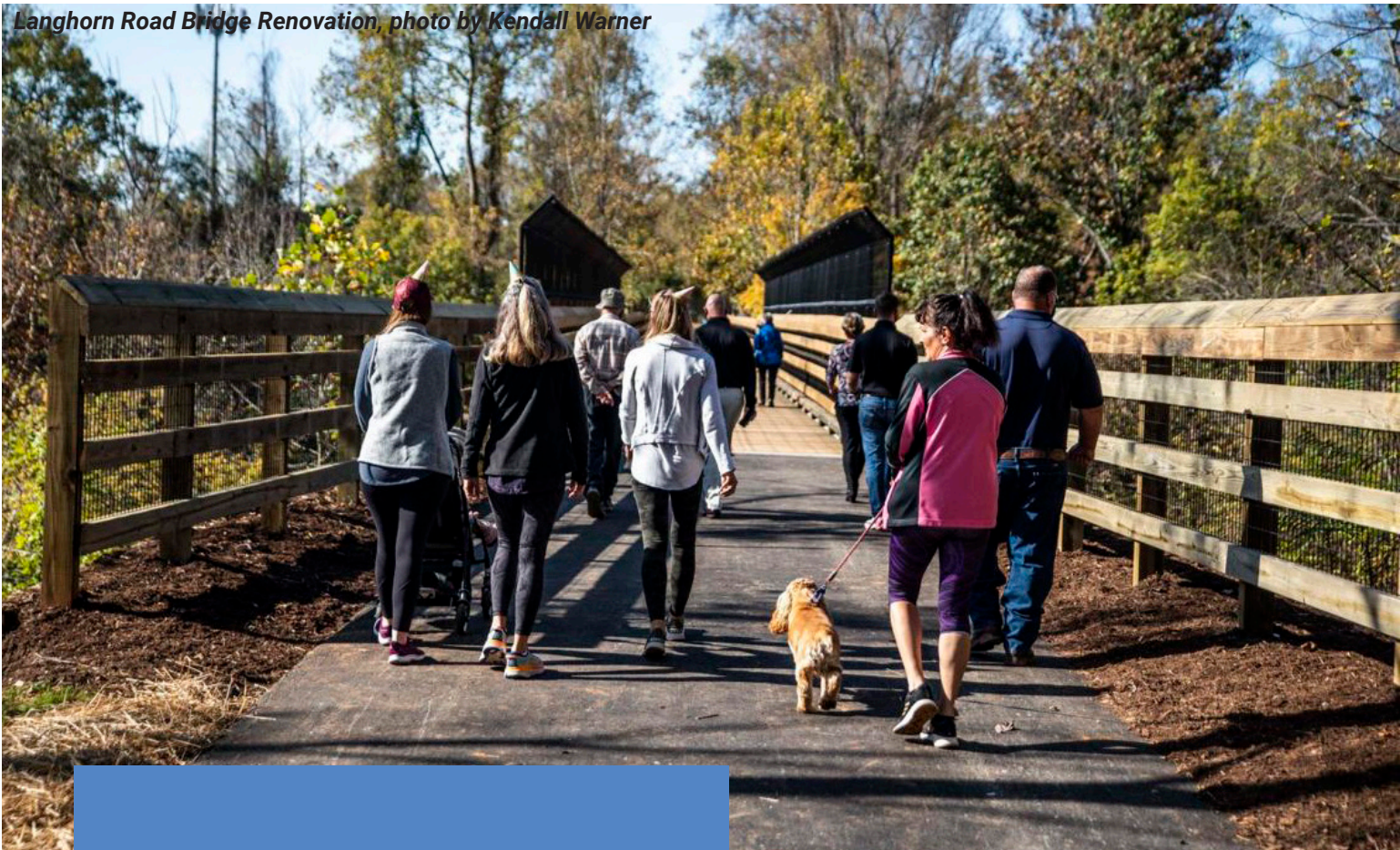


Chapter two

COMMUNITY PROFILE

James River Sky by Lynchburg Virginia

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INTRODUCTION

The recreation needs and trends of a city are dependent on the preferences and way of life of its residents. Desired programs and recreation needs are often dependent on age, gender, education, and socio-economic status. Public desires can be anticipated by reviewing demographic data and public input. Activities that will likely be popular as the community's demographic profile changes can also be predicted by reviewing demographic data.



Lynchburg youth basketball

Nationwide, demographic factors of all communities are constantly changing, and Lynchburg is no different. One demographic factor, age, is significant in determining recreation trends. For example, a child who is ten years old when a plan is developed may be interested in team sports like baseball or soccer; however, at the end of the plan's timeframe, that interest may have shifted to individual recreation activities such as running or cycling. Knowledge of age and its predicted changes are useful when a large percentage of the population will soon reach an age at which their recreation preferences are likely to change.

Demographics are the population characteristics of an area. Long-term demographic studies help local elected officials identify trends and show how a population is changing. A clear understanding of these trends is necessary to understand Lynchburg's needs. The current and projected population establishes the type of facilities and services needed in the future.

To gain a better understanding of the park and recreational needs of the City of Lynchburg, a community profile has been developed. The demographic factors in this section include:

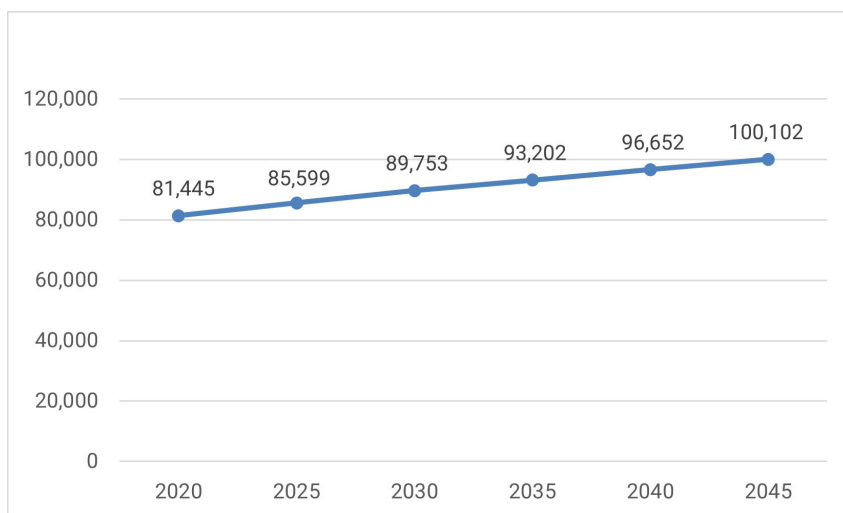
- Population Trends
- Economic Trends
- Health Trends

Making long-term decisions guided by city demographics and population projections will result in a well-planned and effectively managed park and recreation system, which is important because parks and recreation help build communities and are critical attractors of new residents.

POPULATION TRENDS

To fully understand the local interests and the park and recreational needs in the City of Lynchburg, an updated community profile has been prepared. As part of this profile, population data was used to determine and evaluate subsets within the population. Historic population data was gathered from the U.S. Census Bureau. Future population projections for Lynchburg were taken from the University of Virginia's Weldon Cooper Center for Public Service.

Figure 2.1: Lynchburg Population Projections: 2020 to 2045



Source: University of Virginia Weldon Cooper Center, Demographics Research Group. (2019). Virginia Population Projections. Retrieved from <https://demographics.coopercenter.org/virginia-population-projections>

The population of Lynchburg has increased over the past decade and is projected to increase for the next twenty years (see Figure 2.1). In 2010, the population of Lynchburg was 75,553. The population continued to grow over the next ten years to an estimated 81,445 people in 2020. Lynchburg is projected to grow in population from 81,445 in 2020 to over one hundred thousand in 2045 (100,102). This increase results in a growth rate of 18.7%. For comparison, the Commonwealth of Virginia has a projected growth rate of 14.3% for the same twenty-year period from 8,744,273 to 10,201,530. Lynchburg's growth rate can possibly be attributed to successful economic development efforts, high quality parks and recreation opportunities, thriving colleges and universities, and successful downtown revitalization efforts.



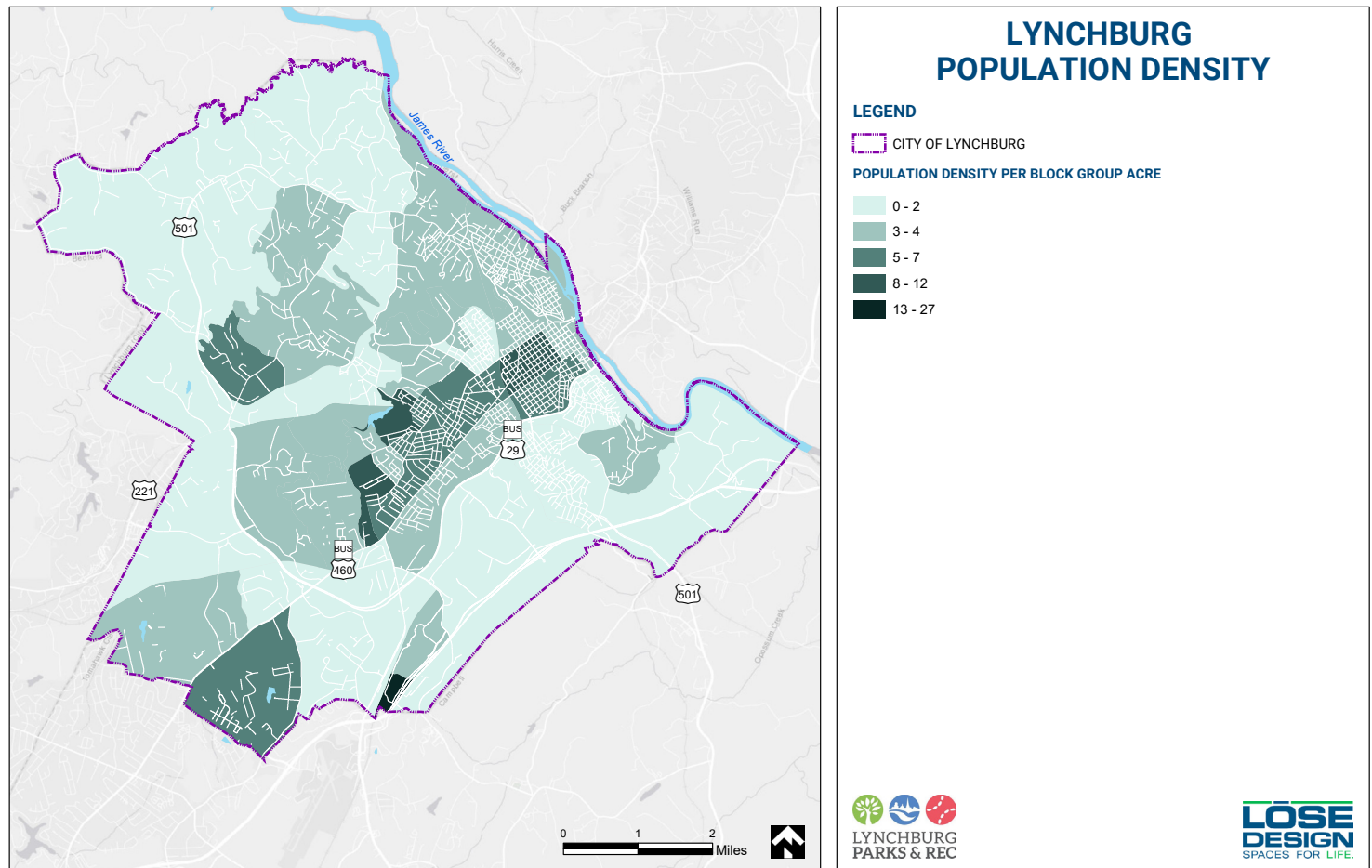
Downtown Lynchburg



POPULATION DISTRIBUTION

Figure 2.2 illustrates the population distribution by census block group as reported by the American Community Survey five-year estimates (2015 – 2019). The darker areas indicate a higher number of people per acre, and the data is displayed per each block group. Densely populated areas can be found along the Fort Avenue/Business 460 corridor and in southern Lynchburg along Timberlake Road/Business 460. Two of the more dense areas can be attributed to the University of Lynchburg and Liberty University. Lynchburg's historic downtown area, located between the James River and Kemper Street, is another relatively dense part of the community. Understanding population distribution clarifies where recreation facilities and services are needed.

Figure 2.2: Lynchburg Population Density per Block Group Acre



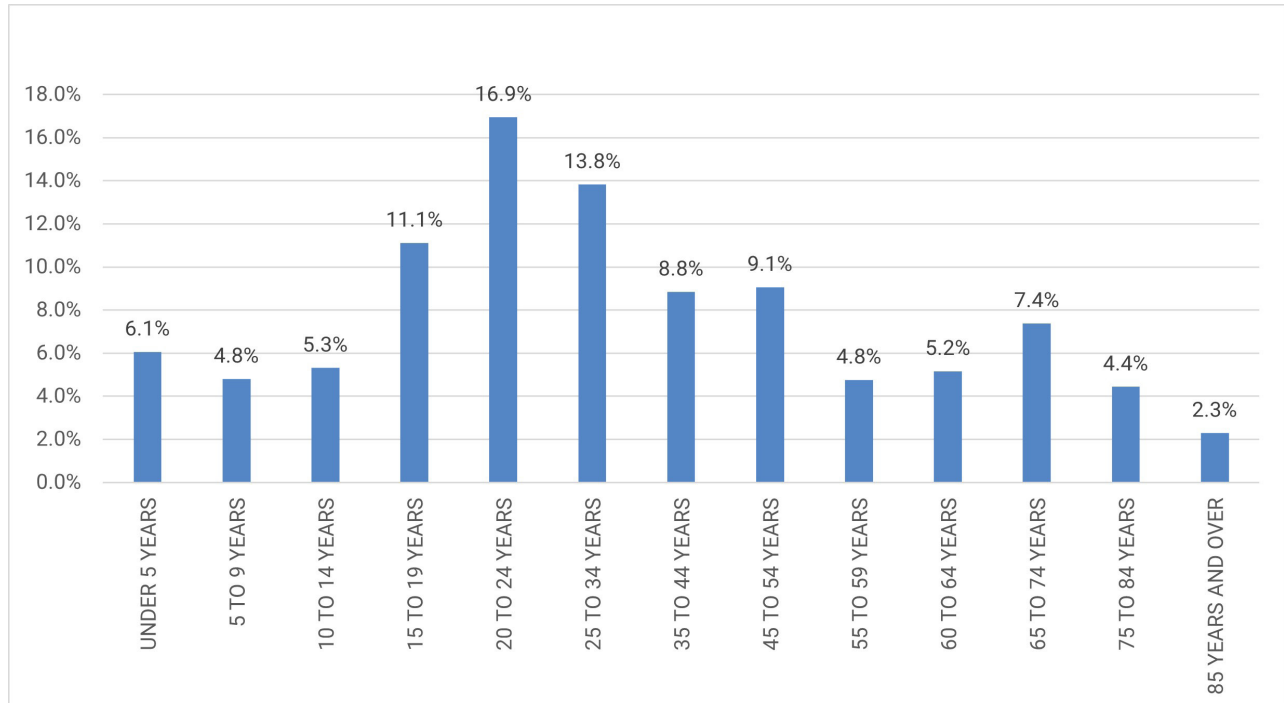
Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

POPULATION BY AGE

Understanding the age distribution of residents living in Lynchburg is a critical element to understanding types of programs and facilities that would be beneficial to a community. Approximately 23% of the population in Lynchburg is comprised of adults ages 25-44 (see Figure 2.3). These age groups typically include working adults and young families. The largest single age group in Lynchburg is adults ages 20-24 (17%). This is likely due to the number of universities and colleges located in Lynchburg. A recent article in the Cardinal News listed Lynchburg as the fifth youngest locality in the State of Virginia.

People between the ages of 55 to 74, comprise approximately 17% of the City of Lynchburg's population. This age group is typically active and create unique needs for parks and recreation. Data from the U.S. Census Bureau suggest these age groups have increased by one percent (1%) when compared to the 2010 census data. This demographic shift may indicate demand for specific types of recreation facilities and programs, if the trend continues.

Figure 2.3: Lynchburg Population By Age

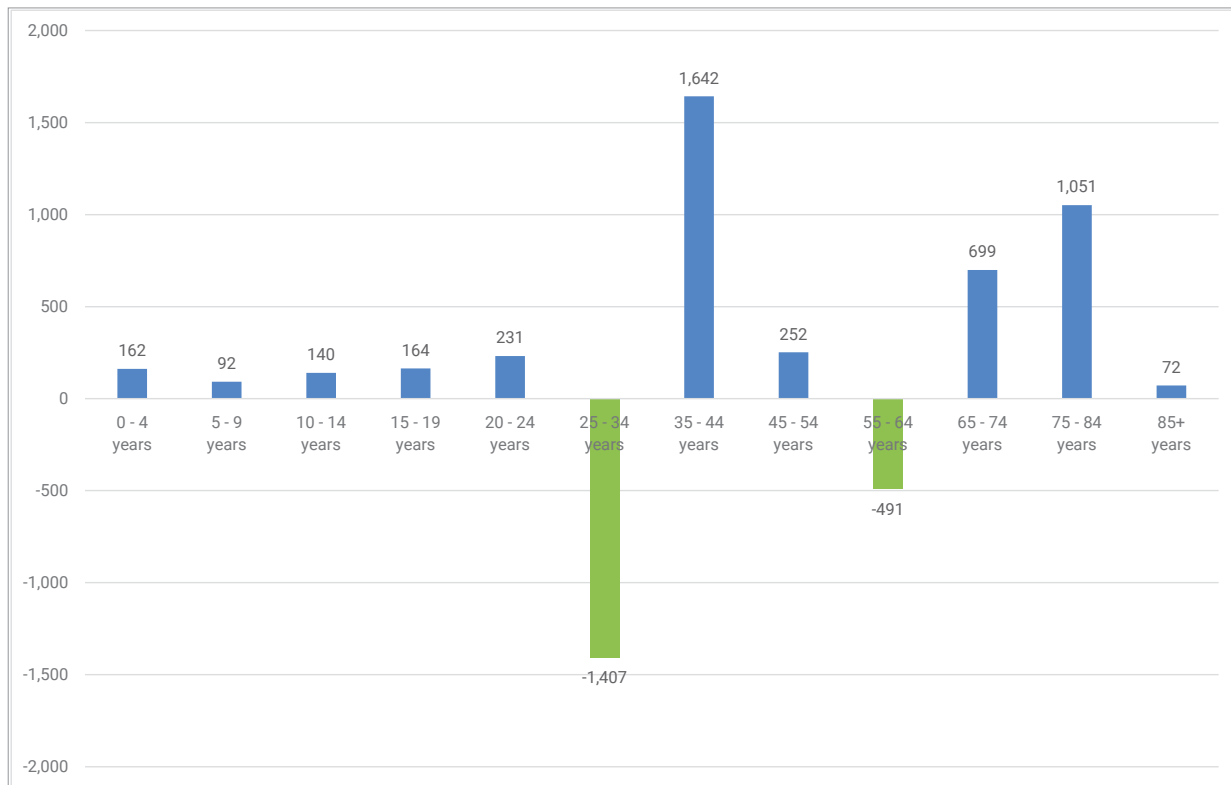


Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

To understand age shifts over time, the planning team obtained demographic data from Esri, a research and development organization that specializes in population projections and market trends. Esri's demographic estimates for 2021 and 2026 were used in the age shift analysis.

Figure 2.4 breaks down the population shift between the same age groupings used in Figure 2.3, and Figure 2.5 shows the shift between youth, adults, and seniors.

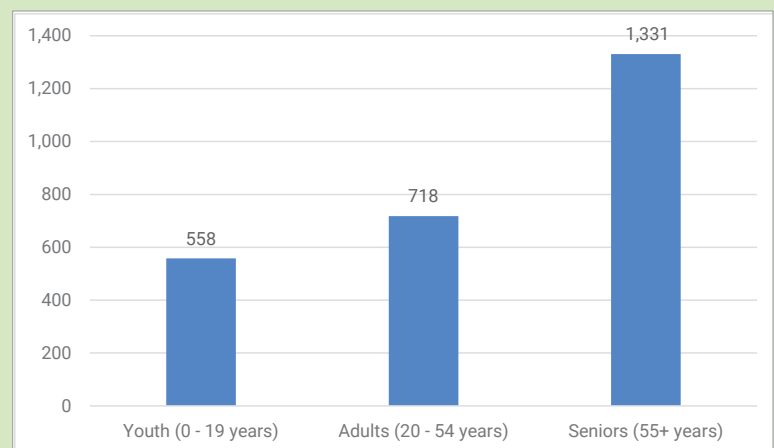
Figure 2.4: Age Shift (2021 - 2026) - All Age Categories



Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates; ESRI estimates

Although two groups (25 - 34 years and 55 - 64 years) show population decreases in Figure 2.4 between 2021 and 2026, the decline in the 25 - 34 age group may represent graduating college students leaving Lynchburg to begin careers. Overall, all age groups (youth, adults, and seniors) increase in that time period as shown in Figure 2.5. Seniors, those 55 years and older, had the largest increase of the three groups. This data suggests that older adults are staying in the community and aging in place. This will require enhanced and expanded adult and senior programming. Accessible facilities, parks, and trails are critical for this age group.

Figure 2.5: Age Shift (2021 - 2026) - Youth, Adults, and Seniors

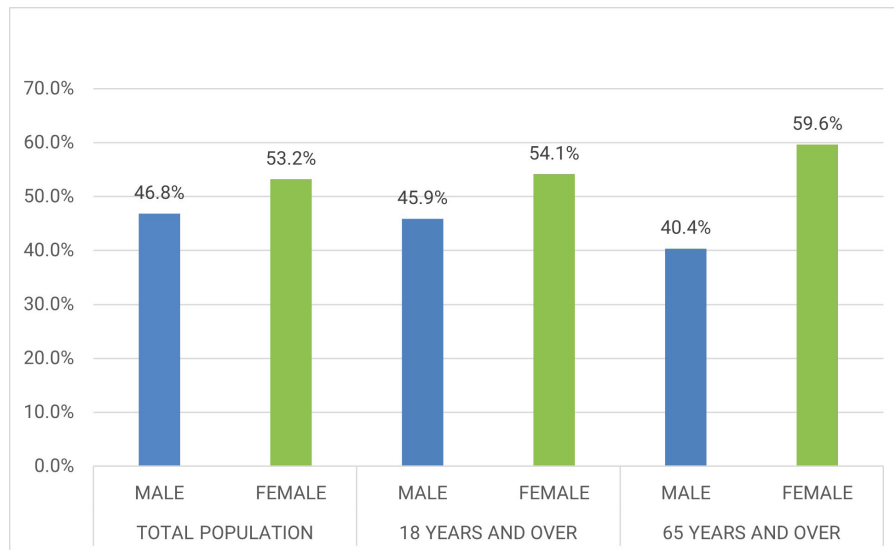


Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates; ESRI estimates

POPULATION BY GENDER

The gender ratio of Lynchburg residents is estimated to be 47% male and 53% female (see Figure 2.6). This ratio is comparable to commonwealth and national ratios. The ratio for Lynchburg residents 65 years and older is 40% male and 60% female. Typically, females exceed males in older age groups. Females outnumber males in Lynchburg, which is the case for Virginia and the United States. Women account for over half of the total population in the United States, Virginia, and Lynchburg.

Figure 2.6: Lynchburg Population by Gender



Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates



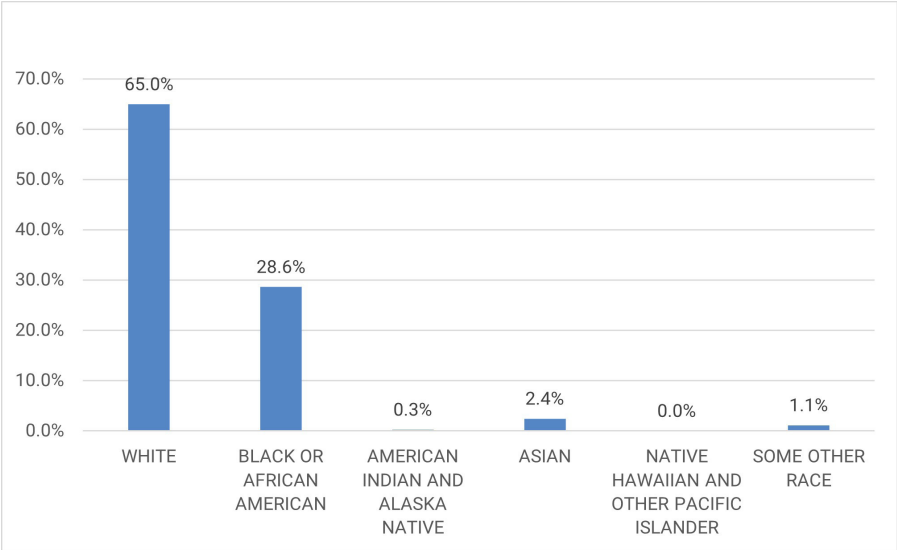


University of Lynchburg students

POPULATION BY RACE AND ETHNICITY

The analysis of Lynchburg’s race and ethnicity shows that the population is predominantly white (see Figure 2.7). The U.S. Census Bureau estimates Lynchburg’s population in 2019 was 65% white and 29% black. In comparison, the Commonwealth of Virginia had a population of 68% white and 19% black. The Asian and Hispanic (a designation independent of race designation) percentages, 2.4% and 4.2% respectively, are lower in Lynchburg than in Virginia and the United States. While preferences for park facilities and programs can be similar among all races and ethnicities, the Department should increase outreach to minorities if participation in recreation programs does not reflect the racial diversity observed within the community.

Figure 2.7: Lynchburg Population by Race and Ethnicity



Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

ECONOMIC TRENDS

Median Household Income, Owner-Occupied Housing Rate, Median Value of Occupied Housing Units, and Persons Below Poverty Level were all reviewed for Lynchburg's economic profile. These numbers are important to compare to commonwealth and national averages to understand where Lynchburg falls in terms of these economic trends.

INCOME AND HOUSING CHARACTERISTICS

As shown in Table 2.1, when comparing Median Household Income, Owner-Occupied Housing Rate, and Median Value of Owner-Occupied Housing Units, Lynchburg has lower numbers in all three categories than Virginia and the United States. The Median Household Income in Lynchburg is \$32,187 less than in Virginia and \$16,434 less than in the United States. The Owner-Occupied Housing Rate for Lynchburg is approximately 18% lower than Virginia and 15% lower than the United States. In Lynchburg, the Median Value of Owner-Occupied Housing Units is \$113,000 lower than Virginia and \$57,400 lower than the United States. The percentage of Persons Below Poverty Level is approximately 9% higher in Lynchburg than in Virginia and 6% higher than the United States.

Table 2.1: Income and Housing Characteristics

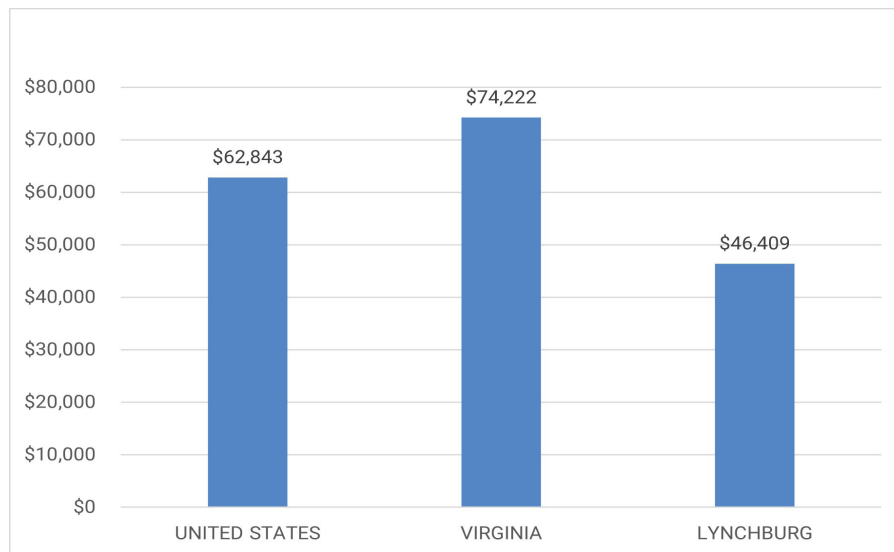
	United States	Virginia	Lynchburg
Median Household Income	\$62,843	\$74,222	\$46,409
Owner-Occupied Housing Rate	64.0%	66.3%	48.7%
Median Value of Owner-Occupied Housing Units	\$217,500	\$273,100	\$160,100
Persons Below Poverty Level (%)	13.4%	10.6%	19.5%

Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates



Houses in the Lynchburg Historic District

Figure 2.8: Median Household Income



Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

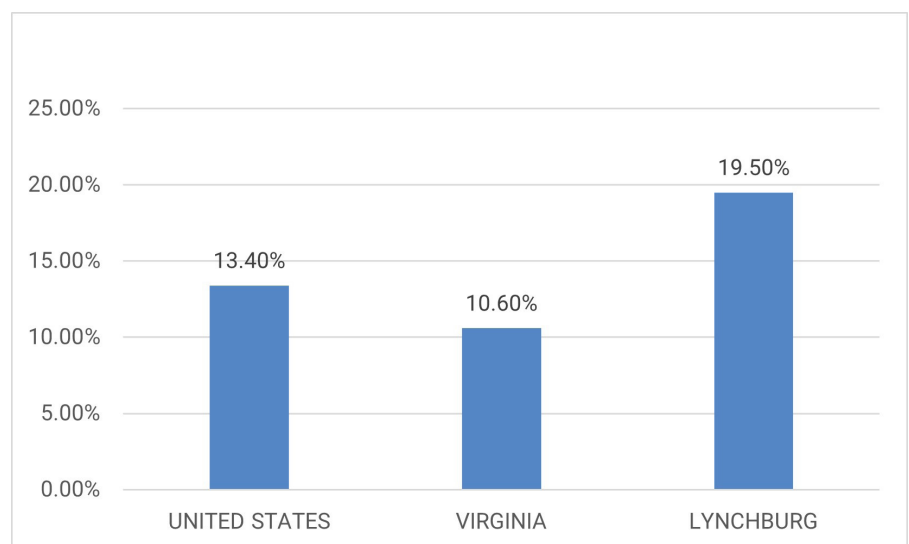
Income levels are notable because they relate to a resident's ability to pay for participation fees and other costs related to recreation programs (see Figure 2.8). In communities with low-income levels, local governments typically play a leading role in meeting resident needs by providing funding to subsidize recreation programs. This information may inform decisions regarding fee structure, which should be set at levels that do not limit participation. Reduced program fees may, in turn, impact revenue recovery efforts if alternate sources of revenue are not identified. Understanding household income can inform pricing strategies for recreation programs.

POVERTY

The U.S. Census Bureau uses poverty thresholds to determine poverty status. Each person or family is assigned one out of 48 possible poverty thresholds. If a family's total income is less than the family's threshold, then that family and every individual in it is considered in poverty (source: www.census.gov).

As shown in Figure 2.9, the poverty rate in Lynchburg (19.5%) is 9% higher than the Commonwealth of Virginia and 6% higher than the United States. Estimates from the U.S. Census suggest there may be a greater need for recreation fee reductions or waivers in Lynchburg because of the higher poverty rate.

Figure 2.9: Percent Below Poverty



Source: U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

HEALTH TRENDS

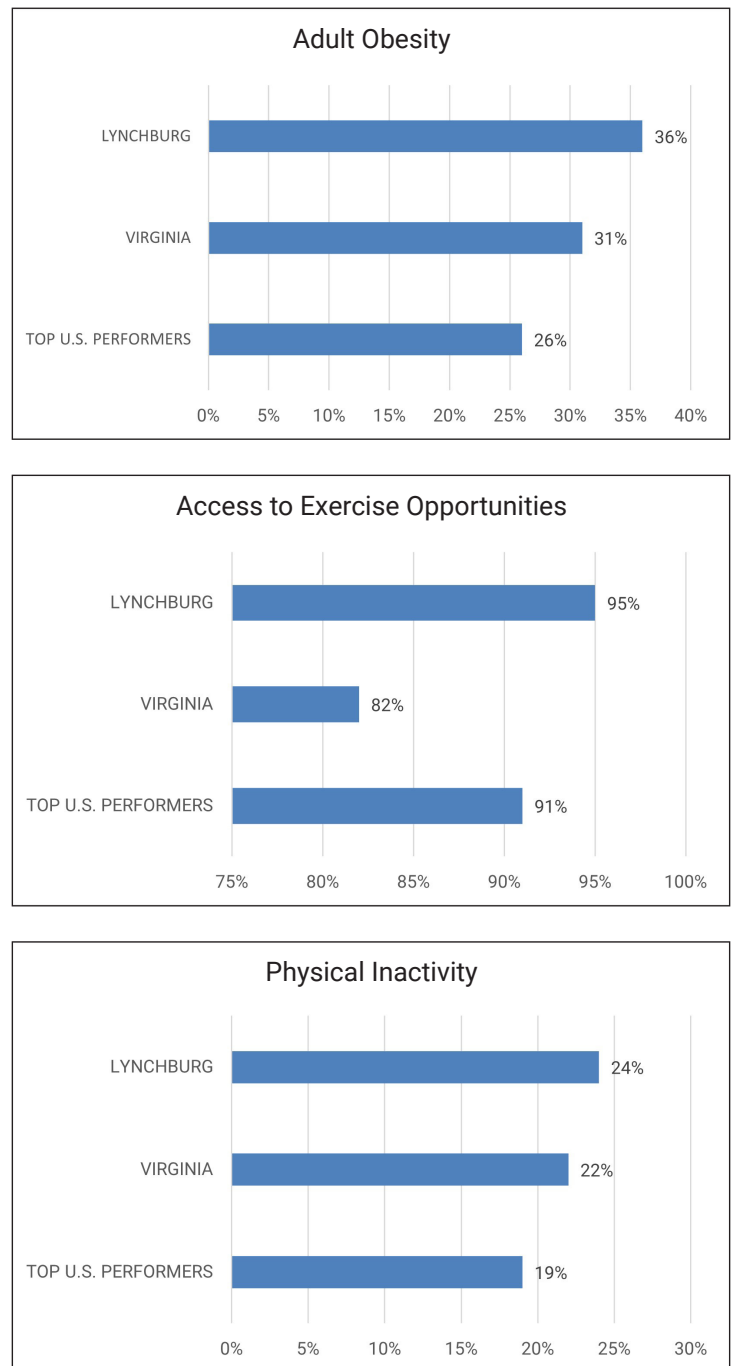
People are generally less active than in the past and tend to lead sedentary lifestyles. This inactivity has led to an obesity epidemic, which continues to grow in many parts of the United States. The most dramatic increases in obesity are in the southern United States. This affects life expectancy and has economic impacts related to medical spending and productivity in the workplace. According to the Center for Disease Control (CDC) in 2015, “an estimated annual medical cost of obesity in the U.S. was \$147 billion in 2008 U.S. dollars; the medical costs for people who are obese were \$1,429 higher than those of normal weight.”

Physical activity not only helps maintain a healthy weight, but also benefits mental health. According to a 2006 article from the Primary Care Companion to the Journal of Clinical Psychiatry, exercise improves mental health by reducing anxiety, depression, and negative mood and by improving self-esteem and cognitive function. Exercise has also been found to alleviate low self-esteem and social withdrawal (Source: Exercise for Mental Health by Ashish Sharma, M.D., Vishal Madaan, M.D., and Frederick D. Petty, M.D., Ph.D.). Research from the University of East Anglia (UEA) and the Centre for Diet and Activity Research (CEDAR) in 2014 also reveals that commuters who regularly walk or bicycle to work have noticeably better mental health than those who commute by car.

Elected and appointed officials, as well as residents, need to understand the risks associated with obesity and inactive lifestyles. Strong action at the community level is critical to addressing chronic disease trends by providing facilities and recreational programs that attract residents and establish healthy lifestyles at an early age. This may include youth sports, exercise programs for working adults, and passive activities for those age 65 and older. A well-rounded parks and recreation system that offers opportunities for all age groups and interests is key to establishing healthy lifestyles.

According to County Health Rankings and Roadmaps, the adult obesity rate (percentage of adults that report a Body Mass Index of 30 or greater) in Lynchburg is 36% (see Figure 2.10). This rate is higher than Virginia, which has an obesity rate of 31% and higher than the top U.S. performers (26%). Lynchburg’s physical inactivity rate (24%) is about the same as Virginia (22%), but higher than the top U.S. performers (19%). Approximately 95% of Lynchburg residents have access to exercise options, which is higher than the top U.S. performers (91%) and Virginia (82%).

Figure 2.10: Lynchburg Health Rankings



Source: www.countyhealthrankings.org

Increased physical activity is associated with lower risks of Type 2 Diabetes, cancer, stroke, hypertension, cardiovascular disease, and premature mortality. The role of the built environment is important in encouraging physical activity. According to the University of Wisconsin Population Health Institute, individuals who live closer to sidewalks, parks, and gyms are more likely to exercise. Improved parks, recreation amenities, sidewalks, bicycle lanes and greenways can help to support residents' overall physical and mental health. Continued strategic investment in parks and recreation should be a priority in an effort to improve health outcomes.



photo by SeanPavonePhoto

SUMMARY

Lynchburg is a diverse community with many strengths, including a high percentage of residents that have access to exercise options. There are also potential challenges in the areas of household income and poverty that will need to be considered when making future decisions. The demographic data described in the preceding text was used to formulate recommendations contained in this document.

Chapter three

PUBLIC ENGAGEMENT

Pop-up event attendees participate in a sticker exercise at Dick's Sporting Goods in Lynchburg

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INTRODUCTION

Public input is a critical component in developing a comprehensive parks and recreation master plan. Citizens of Lynchburg played an important role in the development of the master plan as the primary users of the park system facilities and programs. For the master plan to be effective in improving services, the plan must accurately reflect the facilities and programs most desired by Lynchburg residents. Recommendations provided were informed by public input gathered through interviews and online through the Social Pinpoint website, focus group sessions, and public pop-up events. These activities allowed for spontaneous and casual conversations about park and recreation needs in a variety of settings throughout the community.

The public input process started with interviews that included meetings with the City of Lynchburg Department of Parks and Recreation (the Department) director, park staff, other municipal employees, and elected officials. These interviews provided an overview of how the Department functions. The interviews also highlighted opportunities for operational improvements and how the Department fits into the City of Lynchburg's long-term vision.



SUMMARY

Various public engagement activities were used to foster public involvement to identify potential parks and recreation needs and priorities for Lynchburg. Efforts included a project website that provided a community survey, mapping tool, community forum, and budget questions. Six focus group workshops, and 24 public pop-up events were held in addition to the online public engagement. Approximately 2,700 residents participated in the process. While there were a variety of specific needs and desires that were mentioned, these key topics emerged:

- Improvements to existing parks and facilities are the top funding priority.
- Nature programs and trails to facilitate walking, hiking, and bicycling are highly desired.
- There is a need for new parks in specific areas of the city.
- Seventy percent of Lynchburg residents travel outside of Lynchburg to use parks and recreation facilities.
- Pop-up engagement results indicate special events like concerts and movies in the park are desired.

The following section provides an overview of the findings from each of the public engagement activities. These methods are designed to identify needed facilities and programs, public perception of the Department's parks and recreation system, and the level of support for improving offerings.

ONLINE PUBLIC ENGAGEMENT

INTRODUCTION

As part of the City of Lynchburg Parks and Recreation Master Plan, an online community survey, hosted by Social Pinpoint, was used to foster discussion and collect ideas and recommendations for the parks and recreation system (see Appendix B). Social Pinpoint is "a leading digital engagement tool that enables Community Planning Professionals to build hybrid participation strategies that drive greater reach, diversity, consultation and collaboration on a wide range of projects." The community survey was part of the overall public engagement process to determine if residents use Lynchburg parks and why, and their opinion of the quality, accessibility, and importance of the parks system. In addition to the community survey, participants could use the Social Pinpoint site to place comments on a map of Lynchburg with opinions on where new facilities should be located or what improvements are needed for existing facilities. Answers to the community survey questions and comments collected from the map will inform decision makers in Lynchburg regarding the growth and expansion of park services and how best to serve residents' needs.

A total of 1,901 individuals provided input through the project website. Three hundred and sixty map comments were made, 215 residents completed the online community survey, 62 provided budget recommendations and 32 discussions were initiated. This information, coupled with in-person public outreach including public meetings, pop-up events, and collection of one-on-one stakeholder input, provides a robust picture of residents' perception and desires for the parks and recreation system.

MAP COMMENTS

Some of the most interesting forms of public input received during the public input phase came from the online mapping exercise. This tool is uniquely helpful because it allowed commentors to tell the planning team what they would like to see and provide a location for *where* that should happen. The online mapping exercise also allowed the public to agree or disagree with comments provided by others.

The map report generated 360 comments. Each comment was classified and placed into one of these six categories:

- Ideas and Suggestions (132 entries)
- Something I Like (13 entries)
- Make a Comment (42 entries)
- Greenway (127 entries)
- New Park or Facility (35 entries)
- Natural Open Space (11 entries)

Trail and greenway comments were well represented. Many comments gave precise recommendations on possible routes to connect existing separate trails and ideas for improving bicycle and pedestrian connections to parks. These comments illustrate real opportunities to connect trails and parks in a way that will improve access for many in the community. New facilities were mentioned in the map tool in a number of ways. One of the most “liked” recommendations was to create a landing for batteaus on the James River that would serve as river access and help with interpretive discussions of river history.

Just as popular was a suggestion to construct a climbing wall under the John Lynch Memorial Bridge. This is a creative way to utilize gray infrastructure as a recreational asset.

New facility comments also spoke to previously identified park deserts. Specifically, new facilities were desired in Tyreeanna, Rivermont, and south Lynchburg near Timberlake Road. There were also comments for building a new indoor facility and an amphitheater, as well as expanding the Templeton Senior Center. These comments reinforce previous studies conducted by the Trust for Public Land that identified needs for parks in these areas. The comments also supported the parks and recreation facility recommendations in the Comprehensive Plans, including the Tinbridge Hill, Tyreeanna and Pleasant Valley, and Dearington neighborhoods, as well as the Downtown 2040 Master Plan.



SURVEY RESULTS

Sixty percent of survey participants rated the condition of Lynchburg's park facilities as "good quality" and 20 percent of participants responded with "high quality." Additionally, 57 percent responded that the Department staff was easily accessible for information regarding the parks system. Another question on the survey addressed the perceived reputation of Lynchburg's parks and recreation system, which 47% feel is "good." Thirty percent of respondents reported a "great" reputation and 16 percent reported an "average" reputation. Only two percent rated the system's reputation as "poor."

Fifty percent of survey participants stated they would volunteer to personally assist with making improvements in the parks and 91 percent support efforts to improve facilities and programs over time as funding becomes available. Many respondents are also willing to walk to parks if it is safe to do so. Approximately 43 percent stated they would walk one to two miles to access park facilities and an additional 12 percent reported they would walk two miles or more.

Two-thirds of respondents reported they travel outside of Lynchburg to use parks and facilities. Bedford, Roanoke, and regional/state parks were some of the places that respondents traveled to outside of Lynchburg for recreation. Facility type was a major factor in this consideration with 36 percent stating that other places offered facilities that were not available in Lynchburg. Some specific facilities referenced in these responses include the Appalachian Trail, Smith Mountain Lake, various state and national parks, regional mountain bike trails and disc golf courses. Roanoke and Amherst County parks were mentioned often in these responses. Roanoke parks are perceived as having "bigger and better" trails and skate parks. Amherst County is perceived as being more peaceful and quieter by some respondents.

Twenty-seven percent responded that other organizations offered better quality services and 11 percent responded that other facilities were closer to their residence or workplace.

Survey data should play a vital role in budgetary considerations for the Department regarding expansion of facility and program offerings. Sixty-seven percent of participants stated they would be open to increased



costs to improve recreational offerings in the system. Sixty-three percent stated they would support a cost of \$1 to \$15 a month to improve Lynchburg's park system and many responses indicated support for even higher amounts.

The community survey and opportunities to comment were available on Social Pinpoint from April 2021 through May 2021. The survey also included questions regarding the Community Market, neighborhood centers, Big Ideas, and environmental issues. The entire community survey is included in Appendix C of this report along with graphs and tables, which provide detailed information regarding demographics of the participants of the survey. Additional comments from the survey are included in Appendix D.



Pop-up event attendee participates in a sticker exercise

PUBLIC POP-UP EVENTS

In addition to the online survey, Lose Design also hosted four pop-up events around Lynchburg in March 2021. The Department hosted 19 additional pop-up events throughout April 2021 to collect information about residents' recreation needs and priorities. Pop-up events were held at the following locations:

- Riverside Park Playground/Sprayground (multiple)
- Awareness Garden (multiple)
- Hollins Mill Park
- Lynchburg Community Market (multiple)
- Point of Honor Trail
- Yoder Center
- Jefferson Park
- Ivy Creek Park
- Fairview
- College Hill
- Daniel's Hill
- Diamond Hill
- Riverfront Park
- Peaks View Park
- Dick's Sporting Goods (multiple)

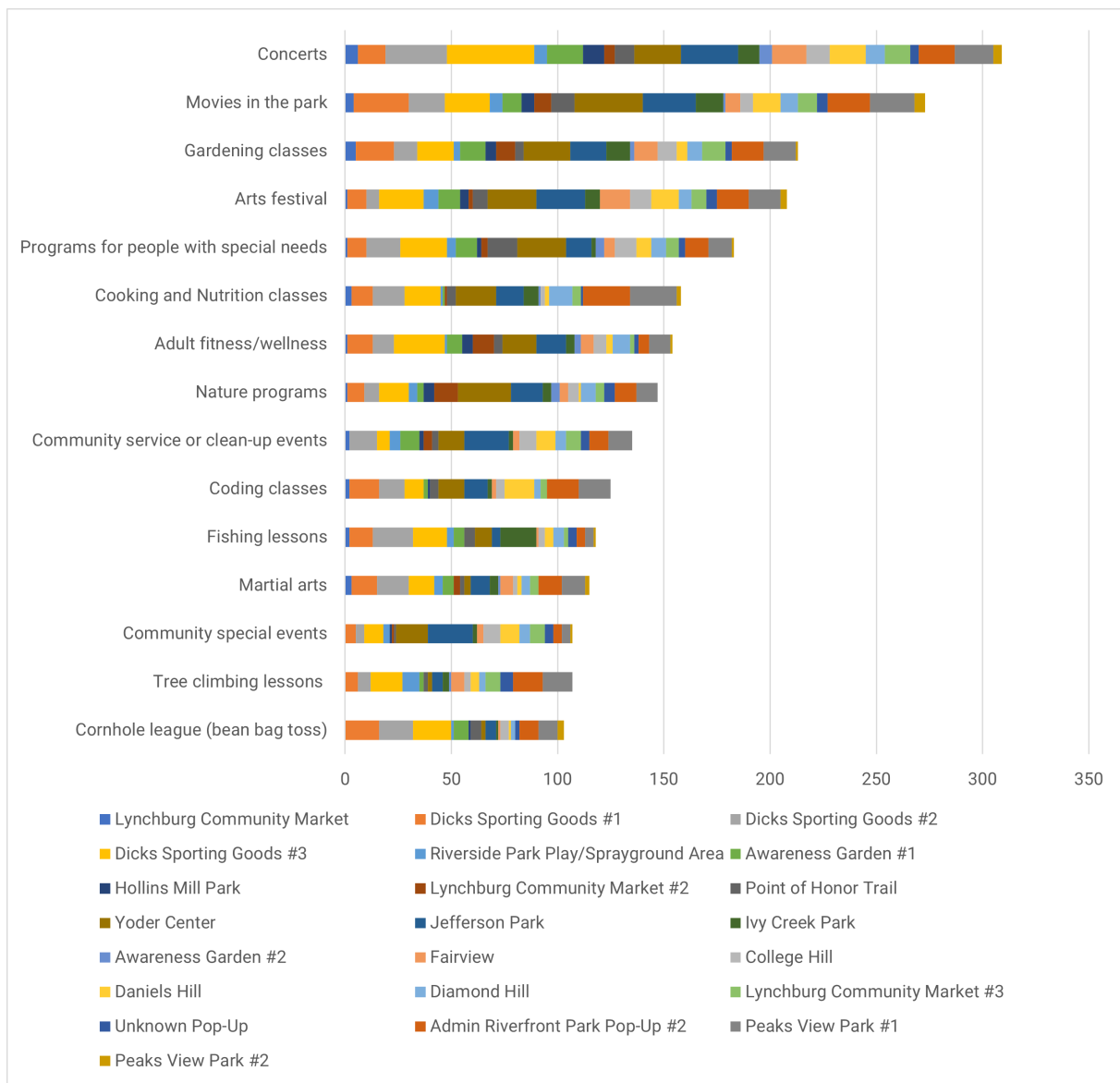
Participants were asked to complete two activities, regarding recommendations for facilities and programming. These activities allowed for a high-level of interaction with the planning team and helped inform recommendations provided in the following sections.

STATION 1: PROGRAMS INPUT

Pop-up event attendees used stickers to identify programs and facilities they felt were needed but were not adequately provided in Lynchburg. Options were extensive and included 90 different programs and 67 types of facilities to choose from. Votes were tallied at each pop-up event.

The top identified program opportunities included concerts, movies in the park, gardening classes, an arts festival, and programs for people with special needs. Interestingly, athletic programs were well down the list. This may mean that participants are satisfied with the current availability of athletic programs, or it could indicate that pop-up event participants were not interested in athletics when compared to other opportunities. Figure 3.1 details the Top 15 program opportunities. The full results are shown in Appendix A.

Figure 3.1: Pop-Up Event Program Opportunities (Top 15)



STATION 2: FACILITIES INPUT

Facilities were prioritized using the same method as program opportunities. Options for facilities was also extensive, with 67 types of facilities to choose from. A farmers market, paved walking and hiking paths/trails, boardwalks, canoe/kayak blueways and fishing rose to the top of most-wanted facility types. Figure 3.2 details the Top 15 facility opportunities, and the full results are show in Appendix A.

Figure 3.2: Pop-Up Event Facility Opportunities (Top 15)



FOCUS GROUPS

Over a period of two days, workshops were held with members of various interest groups, including those representing community and wellness hubs, partner group needs, accessibility and inclusion, environmental sustainability, park and trail buildout, and big ideas. One hundred forty-eight individuals participated in these sessions. These focus groups provided information on utilization of city facilities, interaction with Department staff, visions for program growth, and collaborated with City staff to achieve Departmental goals.

Focus group workshops were held in March 2021 with the following focus groups:

- Community and Wellness Hubs
- Partner Group Needs
- Accessibility and inclusion
- Environmental Sustainability
- Park and trail buildout
- Big ideas

These focus groups provided more specific information on opportunities for and limitations of the current park system. Notes from these workshops can be found in Appendix E.



COMMUNITY AND WELLNESS HUBS FOCUS GROUP

The Community and Wellness Hub (CWH) focus group gathered to discuss how the Lynchburg community could collaborate on expanding community wellness. Over 25 organizations were represented in this focus group some of which included Lynchburg Human Services, Lynchburg Public Library, Lynchburg Parks and Recreation Department, Lynchburg City Schools, Virginia Department of Health (VDH), Central Virginia Workforce Development, members of the Food Insecurity taskforce, Live Healthy Lynchburg, Centra, and Johnson Health. The inclusion of different neighborhoods, the Community Access Network, the variety of interested organizations, the breadth of activities, trust, and outreach were several of the strengths listed by the CWH focus group.

The focus group also listed weaknesses that are impediments to expansion of community hubs. Redundancies, overloading of centers, lack of awareness, a digital divide, and limited connectivity were listed as a few of the barriers to establishing effective wellness hubs.

Four specific threats were identified by the CWH focus group representatives. These threats are:

- Lack of money
- Not focusing on a specific outcome
- Not enough people/time
- Program planning challenges

While these issues are significant, the group also listed many opportunities to address these threats and weaknesses. These opportunities included:

- Access to medical, nutrition, physical activities
- Holistic health delivery
- Rotating mental health services
- Transportation assistance
- Educational opportunities and assistance (i.e., financial literacy, healthcare literacy, parenting support, etc.)
- Satellite clinics
- Support groups
- Guide to available resources
- Partnership with Lynchburg city schools
- Increased collaboration with other organizations

A key takeaway was that the neighborhood centers don't need to physically expand to house satellite social services, police departments, libraries, and the Virginia Department of Health. Instead, a navigator can be positioned in neighborhood centers to connect residents with needed services.

The community wellness hub focus group highlighted many unique goals and opportunities for the City of Lynchburg to consider. Using park facilities as conduits for social services has been identified as a top goal for the Department.



PARTNER GROUP NEEDS FOCUS GROUP

The Partner Group Needs focus group included representatives from the City of Lynchburg, the Lynchburg Parks and Recreation Department, Thomas Road Baptist Church, youth sports partners, Hill City Master Gardeners, Central Virginia Master Naturalists, Natural Bridge Appalachian Trail Club, Bee City, 7 Hills Art Club, various Friends groups, college and university partners, Renaissance Theatre, and various volunteer groups.

Partner groups discussed threats to parks and recreation service delivery to residents of Lynchburg. The threats included:

- Department competition
- Internal resistance to change
- Competition for limited resources
- Climate change
- Failing infrastructure
- Lack of economic development
- Housing costs and gentrification
- High poverty rate
- Crime/Vandalism
- Resistance to change
- Impacts from development
- Politics





ACCESSIBILITY AND INCLUSION FOCUS GROUP

The Accessibility and Inclusion focus group gathered to discuss the strengths and weaknesses of the Lynchburg parks and recreation department regarding accessibility. Some of the strengths included:

- Having community centers in multiple neighborhoods
- ADA ramp access and parking access
- Red Wagon food program
- Customized programming for various mobilities
- Partnership with University of Lynchburg
- Small and low-cost programming
- Current upgrades to community centers
- Trails remained open during the COVID-19 pandemic
- The 32-page Parks and Recreation guide listing facilities and programming

In addition to these strengths, the Accessibility and Inclusion focus group discussed opportunities to help strengthen the department services for the community such as making residents feel welcome, placemaking, separating trails (low impact versus high impact), replacing hardscape with green space, providing options for virtual community center programming, increasing outreach, taking advantage of strategic partnerships (e.g., Liberty University, AARP, etc.), seeking out sponsorships for programming, conducting technology tutorials, and partnering with adjacent governments.

This group also shared their concerns including senior centers not being stops on public transportation routes, and distances to bus stops. Trails tend to service a wide variety of users (children, bicyclists, runners, parents with strollers, etc.). Crime at Miller Park was raised as a concern (see Appendix F for confirmation of crimes in Miller Park). Aligning hours of operation with community need was discussed, as was, the need for additional ADA accessible playgrounds. Safety concerns were also raised at threats. Some other threats to the parks and recreation department that were discussed by the group included industry competition, staffing constraints, state and federal regulations, lack of brand awareness, minimal community involvement, and lack of state-of-the-art facilities.

ENVIRONMENTAL SUSTAINABILITY FOCUS GROUP

The Environmental Sustainability (ES) focus group included representatives from over 20 organizations some of which included the City of Lynchburg, Lynchburg residents, Central Virginia Community College, Bee City, Hill City Master Gardeners, Blue Ridge Conservancy, Lynchburg Bird Club, Lynchburg Grows, Randolph Environmental Club, University of Lynchburg Environmental Sustainability Society, and Get Greener Lynchburg. This focus group met in March 2021 to discuss environmental issues and sustainability goals. Bee City, Tree City, Lynchburg's trails, river access, greenspaces, connectivity, teaching gardens, the James River Heritage Trail, outreach from the Department to the community, stewardship, and resident care and commitment were some of the strengths of the community that the focus group discussed.

Some of the concerns that were discussed included:

- Trash and recycling challenges
- Drainage issues
- Food deserts
- Growth rate impact
- Urban tree policy
- Sedimentation and stormwater management

In addition to these strengths and weaknesses, the ES focus group mentioned several opportunities including planting native trees on Percival's Island, green infrastructure, considering a plastic bag tax, a whitewater park, sustainability education opportunities, Safe Routes to Schools, trail connectivity to neighborhoods, and invasive species management. Economic development, flooding, invasive species, and a lack of racial diversity in stakeholders were discussed as threats to environmental sustainability goals.

The group also developed some recommendations to consider going forward. They included:

- Develop Tree Replacement Strategy
- Development of a Land Conservation and Stewardship Advisory Board
- Change city code regarding tree harvesting
- Use more green infrastructure like solar installations in parks and sustainable erosion and sediment control measures

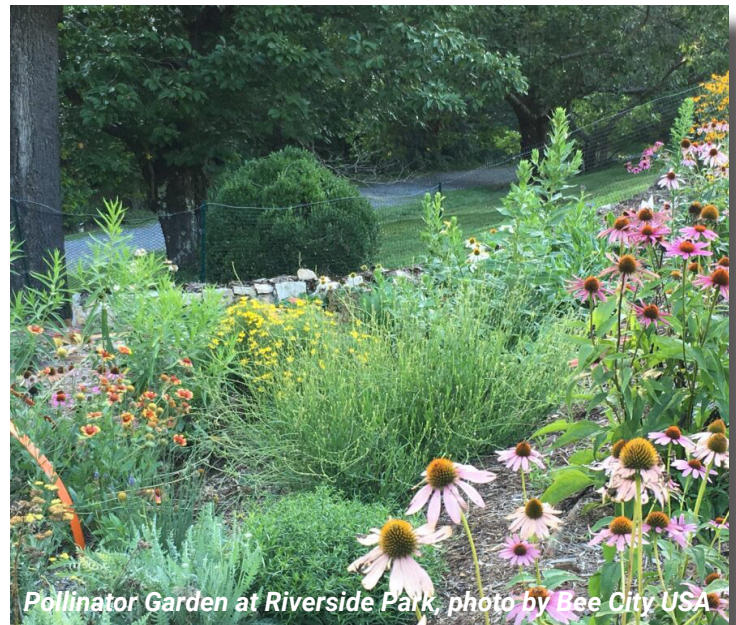
PARK AND TRAIL BUILDOUT FOCUS GROUP

Representatives from the City of Lynchburg Department of Parks and Recreation, Public Works Department, Community Development, and the City Manager's Office met in March 2021 to discuss park and trail buildouts.

Strengths included:

- People and expertise
- Public support
- Donations and volunteers
- Trails
- Athletic fields
- History
- Land distribution
- Master plans
- Various funding sources
- Longevity of institutional knowledge

In addition to strengths, the Park and Trail Buildout focus group discussed weaknesses including competing municipal needs, funding, hierarchy, climate impacts, geography, communication, and connectivity. Threats to this focus group included lack of staffing, delays in projects, and misalignment of responsibilities. Opportunities, such as communication and outreach, assets, partnerships, demonstrating economic benefits of parks, and grant possibilities were identified as ways to combat these weaknesses and threats.



BIG IDEAS FOCUS GROUP

A Big Ideas focus group met to discuss game-changing ideas that would dramatically change recreation. The big ideas that came from this session included:

- Create a whitewater course
- Create a Vision Plan for the James River
- Create a Lynchburg loop trail
- Bicycling ideas
 - Create a new pump track
 - Expand single-track mountain bicycle trails
 - Host a free bicycle exchange
- Address flooding at Peaks View Park and along other trails
- Add an environmental education center at Ivy Creek Park
- Add a fun passport system for experiences

These “big ideas” are major initiatives that would function as regional attractions for visitors to Lynchburg for unique and one-of-a-kind opportunities. The James River looms large in this discussion and is a tremendous resource to leverage in a way that respects the resource while improving river access.



CONCLUSION

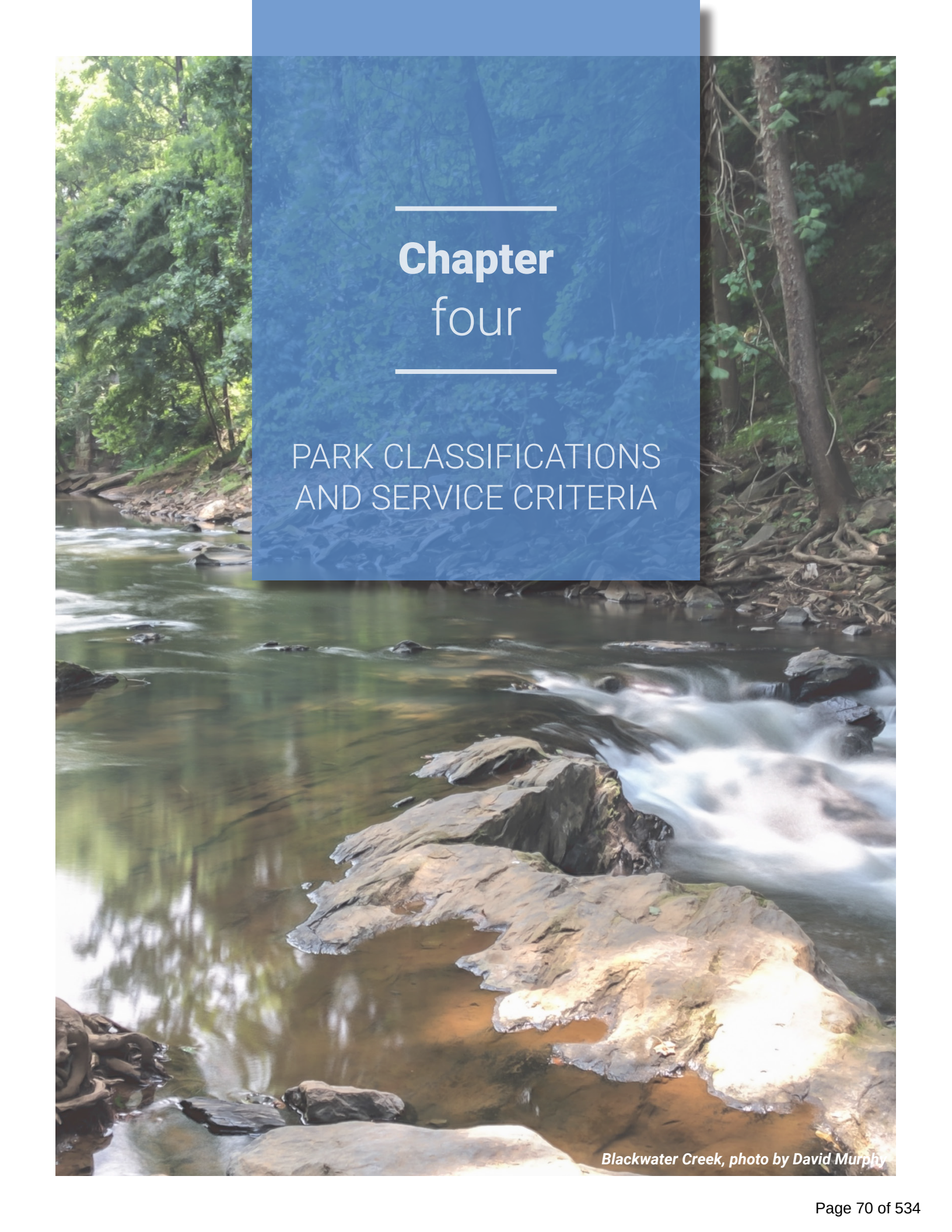
The public engagement effort for the master plan successfully involved residents in numerous ways. The community survey provided detailed information regarding levels of utilization and the value of recreational services. Pop-up events provided insight on the program and facility needs of the community and the six focus groups provided the planning team with a clearer understanding of the strengths, weaknesses, opportunities, and threats facing various park user groups and partners.

The following themes were common among all the public engagement efforts.

- Citizens value the City of Lynchburg Department of Parks and Recreation.
- Better communication and marketing are needed.
- Walking and biking on trails is highly desired.
- Natural resources are highly valued.
- Social infrastructure provided through community wellness hubs is a priority.
- There are areas in the City of Lynchburg where new parks and trails are needed.

Robust citizen participation in this effort demonstrates the level of support the Department has within the City of Lynchburg. Comments and feedback were offered in a cooperative and constructive spirit and should be received in that manner. Ideas shared in the public engagement sessions were instrumental in forming the recommendations contained in this master plan.

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Chapter four

PARK CLASSIFICATIONS AND SERVICE CRITERIA

Blackwater Creek, photo by David Murphy

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A photograph of a playground at Miller Park. Three children are playing on a blue metal structure with arches. One child is hanging from an arch, another is sitting on a lower arch, and a third is on a red circular spinner. The background shows green trees and a grassy area.

INTRODUCTION

Effective service delivery is a critical component to the success of park and recreation providers. Understanding where services are available and how to best facilitate public access allows providers to efficiently deliver recreation opportunities in an equitable manner for the community's benefit. To perform an assessment of a park system's service, several tools are used to determine the status of the overall system and how to improve the system going forward.

Categorizing facilities into park typologies allows the planning team to assess the overall diversity and distribution of facilities throughout the community. Benchmark comparisons against national standards allows the planning team to identify surpluses or deficiencies in facility types and establishes a point of reference for decision makers. The National Park and Recreation Association (NRPA) collects and maintains a database of standards for park improvements and infrastructure. Next, a gap analysis is performed to determine if there are any areas in the community that are lacking in service coverage. Finally, a connectivity analysis is performed to determine if facilities are accessible to create an overall network of recreation services. This collective information allows the planning team to develop strategies for enhancing the current service delivery system and address any deficiencies identified.

Miller Park

PARK CLASSIFICATIONS

In 1995, the National Recreation and Parks Association (NRPA) published *Park, Recreation, Open Space and Greenway Guidelines* by James D. Mertes, Ph.D., CLP and James R. Hall, CLP. The book outlined a template for typical park classifications, number of acres that a park system should have, and recommended service levels based on population size. Strictly intended as a guideline, the book does not consider the unique character of a place. Local trends and popularity of some activities often dictate a greater need for specific facilities. The guidelines outlined in *Park, Recreation, Open Space and Greenway Guidelines* serve as a good baseline for determining a minimum standard for a parks system. These guidelines, along with individual park assessments, and community input were used to develop service standards for the City of Lynchburg.

Critical to the service delivery of any recreation system is the identification of the four basic park categories:

- Mini park
- Neighborhood park
- Community park
- Regional park

Beyond these four basic park types are:

- Special-Use park
- Sports park/complex
- Natural area/preserve
- Greenway
- School park
- Private park/facility

Table 4.1 shows a description of NRPA park classifications along with information on desirable size and service area criteria.



Table 4.1: NRPA Park Classifications with Service Area Criteria

Classification	Description	Desirable Size	Service Area Criteria
Mini Park	Small parks with limited activity that should provide seating, landscape and possibly a playground, community garden or other passive recreation activities	5 acres or less	¼-mile service radius
Neighborhood Park	Area for more intense recreational activities, such as playing fields, larger playgrounds, shelters, trails, swimming pools, restroom, etc.	5 to 20 acres	½-mile service radius
Community Park	All-inclusive facility that provides a mix of active and passive activities and attracts users of all ages, from sports fields to a community center	20 to 75 acres	1-mile to 3-mile service radius
Regional Park	Unique outdoor recreation area with various amenities, which may include boating, fishing, swimming, camping, but may also include a water park, etc.	50 to 250 acres	Varies
Special-Use Park	Special-use parks are designed to meet the needs of a specific user group, such as an aquatic center, golf course, zoo or a museum	Varies	Varies
Sports Park/Complex	Parks that are dominated by athletic facilities	Varies	Varies
Natural Area/Preserve	Land with natural resources, historic landscapes, visual beauty, biodiversity, etc.	Varies	Varies
Greenway	Linear corridors that loop and/or link to other amenities	50-feet wide	½-mile service radius
School Park	Typically found at middle and high schools with youth athletic fields that support team sports	Varies	Varies

Source: Table adapted from Mertes, J.D. and J.R. Hall. *Park, Recreation, Open Space, and Greenway Guidelines*. Alexandria, VA: National Recreation and Park Association, 1995

The following gives descriptions of the different park and facility types common to a park system.

MINI PARK

The smallest type of park, a mini park, is typically less than five acres. These parks are designed primarily to attract residents who live within a quarter mile of the park. Vehicle parking facilities are typically limited or not provided. Mini park service levels range from 0.25 to 0.50 acres per 1,000 residents. Size normally prescribes these parks to be passive, limited-activity facilities. Common elements include benches, playgrounds, and tables in an attractively landscaped setting. The parks are sometimes themed to blend in with the surrounding neighborhood. Designs sometimes match the existing homes, fencing, sidewalk pavers, etc. A park of this size is not developed with fields for league play or community-wide events.

NEIGHBORHOOD PARK

Neighborhood parks are found in most county and city systems. These parks normally include two to ten acres and typically serve a population living within a half-mile of the park. Neighborhood parks concentrate higher volume recreation activities and facilities into a limited amount of space. Facilities typical for this park classification include:

- Parking facilities
- Playgrounds
- Playing fields
- Restrooms/Concessions
- Shelters
- Swimming pool
- Walking paths

Vehicular parking is necessary for this park classification due to its scope of activities and size. The standard for parking is a minimum of seven spaces for the first 10 acres and one additional space for each acre over 10. This may vary based on intended activities and program appeal. If team sport facilities or distinctive features (such as a swimming pool) are included, 40+ parking spaces per field will be needed.

The scope of people served by a neighborhood park can vary based on densities and the number of other parks available. Typically, one neighborhood park should serve between 10,000 and 20,000 residents, or one to two acres per 1,000 people. Many neighborhood parks are less than five acres and typically do not include athletic fields.

COMMUNITY PARK

Community parks are needed within a system to ensure that the recreational needs and interests of all users are met. This type of park expands beyond a local neighborhood and may include several neighborhoods. The concept for community parks is to include a “one-stop-shop” for all recreation users. A community park should include a mix of active and passive activities and attract users of all ages. From sports fields to a community center, the park should provide as many recreation and support services as possible. A park of this size and scope commonly includes 30 to 50 acres. Community parks have both day and night activities. Large facilities, such as an indoor fitness/recreation center or multi-field sports complex, can be placed in such a facility because of the amount of space available and ability to buffer from the surrounding community. The service area for such a park can vary based on the size and scope of activities offered. However, a community park may serve anywhere from 50,000 to 80,000 people or five to eight acres per 1,000 people. User analyses are often based upon a service radius, while other analyses in more urban areas may be based upon drive times.



REGIONAL PARK

A regional park is typically the largest park within a system. These parks are normally found in the park systems of major urban cities, highly populated communities, or communities with pockets of high populations. The size of these parks varies from a minimum of 50 to 75 acres up to several hundred acres, depending on the type of activities and the amount of use. The service radius for this park classification is related to the facilities provided in the park and the overall community composition. In many large urban systems where multiple regional parks exist, each park will serve a five-mile or 15-minute to 30-minute drive time for core recreation services. Each regional park may also serve an entire community if a unique or one-of-a-kind facility is being provided. Regional competitive sports teams are often hosted at regional parks.

SPECIAL-USE PARK

Special-use parks are designed to meet the needs of specific user groups. Examples include golf courses, zoos, and museums. Special-use parks are often good revenue generators. If maintained and properly staffed, these parks can provide a substantial cash flow for the designated entity. These facilities can vary in size according to the demand and type of layout. For example, a regulation size golf course (par 72) needs at least 140 acres, while an executive style layout (par 60) requires only 100 to 120 acres based on amenities such as driving ranges and practice facilities.

SPORTS PARK/COMPLEX

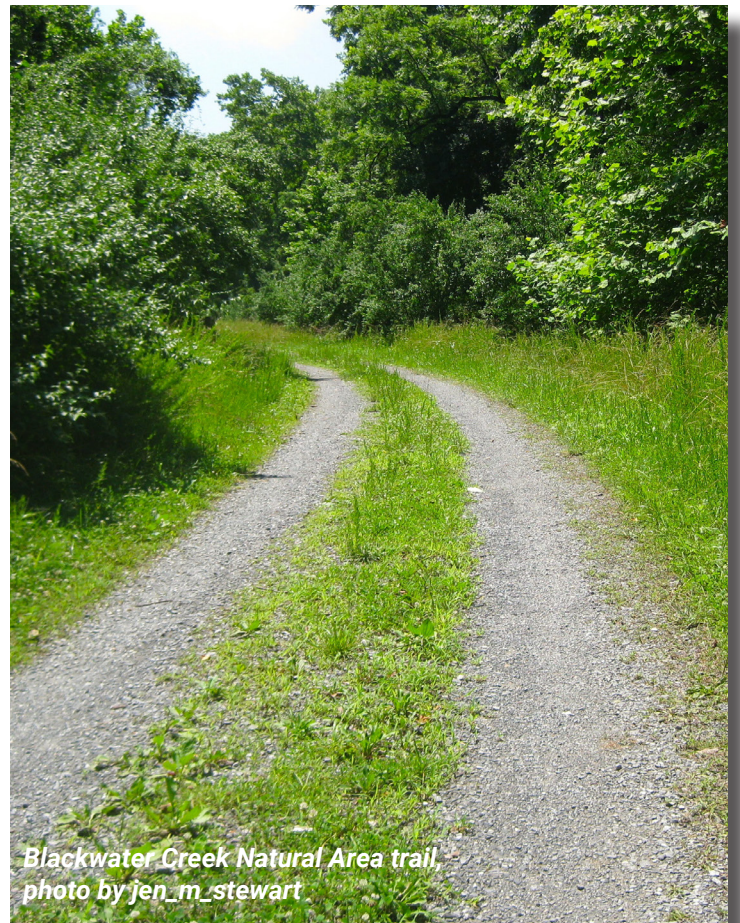
Sports parks/Complexes are parks that are dominated by athletic facilities. Most of these types of parks will also include a small amount of support facilities (e.g., walking tracks, playgrounds, and picnic facilities), but the primary function of the park is to facilitate organized sporting activities. Sports parks/Complexes vary in size, depending on the types of facilities being programmed. Rectangular fields can range between 1 to 2.5 acres while individual tennis courts are not even a tenth of an acre. Once the programming needs of a sports park/complex are determined, a more accurate area requirement can be calculated.

NATURAL RESOURCE AREA/PRESERVE

According to the NRPA, natural resource areas are defined as “lands set aside for preservation of significant natural resources, remnant landscapes, open space, and visual aesthetics/buffering.” These lands consist of:

- Individual sites exhibiting natural resources.
- Lands unsuitable for development but offering natural resource potential (e.g., parcels with steep slopes and natural vegetation, drainageways and ravines, surface water management areas, and utility easements).
- Protected land, such as wetlands, lowlands, and shorelines along waterways, lakes, and ponds.

Acquisition of natural resource areas/preserves serves to enhance the quality of the community by maintaining a portion of its natural amenities.



*Blackwater Creek Natural Area trail,
photo by jen_m_stewart*

GREENWAY

Greenways have become one of the most popular family recreation activities across the country. The value of greenways in terms of recreation, education, and resource protection is invaluable. Greenways serve as links between cities, parks, schools, commercial areas, and neighborhoods. They provide a safe mode of transportation that preserves the environment.

Typically, greenways vary between 10 to 14 feet wide of paved or natural surfaces. When developing a greenway system, corridors should be identified where people will access the area easily. Greenways connect elements within the community and incorporate all the characteristics of natural resource areas. Greenway corridors should be no less than 50 feet wide (except in neighborhoods, where 25 feet may be acceptable). In his article published in 1995, Julius Fabos, a former professor of Landscape Architecture at the University of Massachusetts, divides greenways into three categories – ecological, recreational, and cultural. While each group maintains its own definition, many greenways share characteristics of each.

- Ecological greenways are typically located along natural environments such as rivers, ridgelines, and coastal areas. These trails provide connections to nature, protect and maintain biodiversity, minimize development, and provide for wildlife migration across natural and human-made boundaries.
- Recreational greenways commonly link elements that have diverse and significant landscapes. Many connect rural areas to more urban locales and range from local trails to larger systems. Most are paved trails that accommodate pedestrians, skaters, and bicycles.
- Cultural greenways connect areas of significant historic value and culture. Economic benefits from these types of trails may be significant if linkages can be directed toward areas of commerce to provide an infrastructure for commuting.

SCHOOL PARK

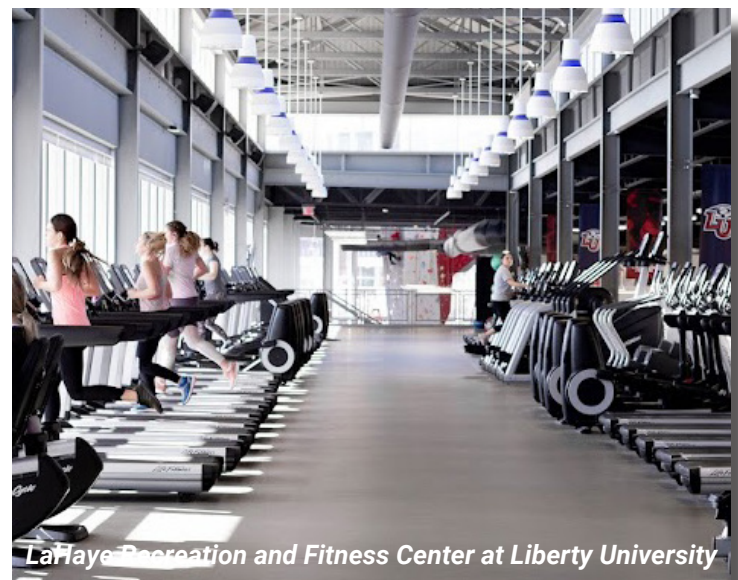
School park sites are an excellent way to combine resources and provide accessible recreation amenities to the community. Depending on the school type,

elementary, middle, or high school, the size of the park will be dictated by the available land adjacent to the school. Typically, middle and high schools are constructed with youth athletic fields to support team sports. School parks provide the basis for developing a community park or at the very least, youth athletic fields for recreation programs. The selection of school sites is determined by the school district, as well as the countywide or citywide distribution of students. The school site selection criteria may or may not meet the needs for parkland distribution. When school park development is possible, guidelines for neighborhood and community parks should be followed to meet the needs of residents. When joint developments occur, features common to other parks in the county and surrounding cities (e.g., signs) should be used to identify the property as a public facility.

PRIVATE PARK/RECREATION FACILITY

As described by the NRPA, private parks/recreational facilities meet one of the two following characteristics:

“Private Parks, such as swimming pools, tennis courts, and party houses, are generally within a residential area developed for the exclusive use of residents and are maintained through a neighborhood association. They are not, however, a complete substitute for public recreation space. Private Recreation Facilities that are for-profit enterprises, include health and fitness clubs, golf courses, water parks, amusement parks and sports facilities. Not-for-profit private providers include the YMCA, churches, and private schools and colleges that offer sports and recreation facilities.”



LaHaye Recreation and Fitness Center at Liberty University

LEVEL-OF-SERVICE

Evaluating the level-of-service of a parks and recreation system helps determine whether that system is meeting the needs of the population it serves. The analysis begins with a review of existing facilities (indoor and outdoor) and the level-of-service offered by the City of Lynchburg Department of Parks and Recreation. Table 4.2 summarizes the inventory of indoor and outdoor facilities located in Lynchburg. The facility inventory includes 38 park properties with a total acreage of approximately 1,009 acres and approximately 40 miles of trails, of which, 16 miles are paved and 24 are earthen.

Once the existing facilities inventory was completed, the overall number and types of facilities were compared to NRPA park metric data. NRPA collects park facility, programming, staffing, budget, and agency funding data from parks and recreation agencies across the United States. This data allows parks and recreation departments to compare facility, programming, staffing and budget information against peer agencies and can assist parks and recreation professionals in managing resources. In addition to nation-wide comparisons, the data provided by NRPA allows agencies to perform comparisons to providers with similar sizes and functions. Recreation agencies can search for comparable agencies based on population size or agency type. For the purposes of this report, the planning team utilized metrics for similarly sized incorporated municipalities.



basketball at City Armory

The comparison of the Department facilities to the NRPA data revealed surpluses and deficits of city facilities. For example, the Department has ten outdoor basketball courts, whereas the average NRPA park metric based on Lynchburg's population is nine basketball courts. Therefore, the Department has a surplus of one basketball court. While these standards provide guidance on the quantity of facilities, they should not be used indiscriminately or without understanding facility quality, location and considering public input.

While these NRPA standards are good for planning, facility preferences differ from city to city. A facility assessment provides a starting point for further investigation. To determine demand, actual scheduling of facilities should be used as well. For example, if current sports fields are constantly programmed at full capacity, additional sports fields may need to be considered.

The largest deficiencies are playgrounds (-14) and youth baseball facilities (-9). The largest facility surpluses are tot lots (+2), outdoor basketball courts (+1), youth softball facilities (+1) and a stadium (+1). Addressing facility deficiencies should be weighed against the specific needs of the community. While the comparison to NRPA data indicates a significant need for additional youth baseball fields, the Department should evaluate program participation numbers to determine a more realistic facility need to support community desires. The Department should evaluate facility surpluses by determining the specific community needs. For example, a community's need for playgrounds may be driven by specific demographics (higher levels of households with children) or ease of accessibility by reducing drive-times in urbanized areas. If the Department does identify a specific facility surplus as excessive, consideration should be given for renovating an existing facility to address one of the identified facility deficits. This approach may provide significant capital savings as compared to developing additional acreage to address community needs.

Table 4.2: Facility Surplus and Deficit Analysis

	Current Lynchburg Inventory	Current Lynchburg Need (based on NRPA data)	Current Surplus/Deficit	Projected Lynchburg Need (2030)	2030 Surplus/Deficit
INDOOR FACILITIES					
Recreation centers	1.5	2	0	2	-1
Community centers	1	2	-1	2	-1
Senior centers	1	1	0	1	0
Performance amphitheaters	1	1	0	2	-1
Nature centers	0	1	-1	1	-1
Stadiums	2	1	1	1	1
Ice rinks	0	1	-1	2	-2
Teen centers	0.5	1	-1	2	-1
Arenas	0	1	-1	1	-1
OUTDOOR FACILITIES					
Adult baseball	1	4	-3	4	-3
Adult softball	5	6	-1	7	-2
Adult soccer	5	5	0	6	-1
Basketball courts	10	9	1	10	0
Community gardens	2	2	0	2	0
Cricket field	0	1	-1	1	-1
Dog park	1	1	0	2	-1
Field hockey	1	3	-2	4	-3
Football field	1	3	-2	3	-2
Lacrosse field	1	2	-1	3	-2
Multipurpose rectangular field	3	7	-4	8	-5
Multipurpose synthetic field	0	2	-2	2	-2
Multiuse courts: basketball and volleyball	0	3	-3	4	-4
Outdoor swimming pool	1	6	-5	7	-6
Outdoor tennis courts	13	14	-1	16	-3
Overlay field	1	8	-7	8	-7
Playgrounds	8	22	-14	25	-17
Skate park	1	1	0	1	0
Tot lots	8	6	2	7	1
Youth baseball	3	11	-8	12	-9
Youth soccer	2	10	-8	11	-9
Youth softball	2	7	-5	8	-6

Source: Lynchburg Department of Parks and Recreation; 2019 NRPA Agency Performance Review

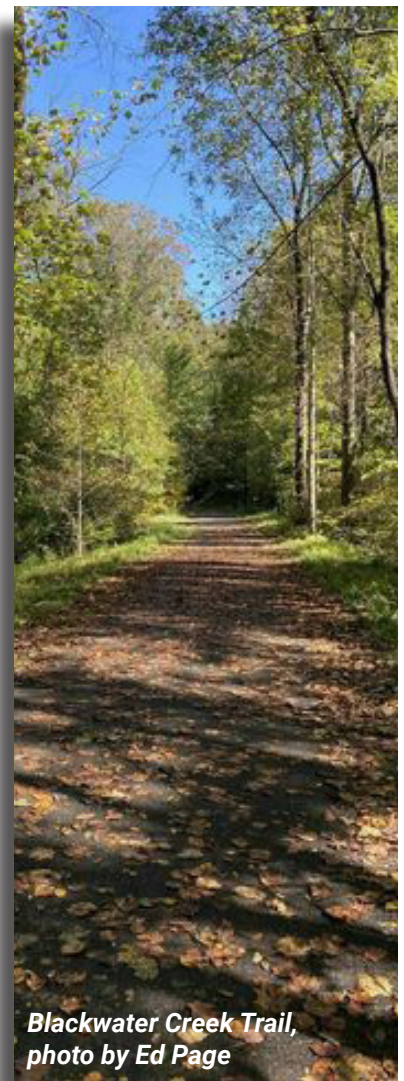
Demand for some facilities listed in the inventory may fluctuate in from today to 2030. For example, while dog parks appear to be meeting the community's current needs, it is anticipated the city's growth may generate a need for an additional dog park by 2030. It is also important to note that some facilities listed in Table 4.2 are typically less popular in Virginia. For example, cricket fields might be indicated as a need based on the total population. However, if there is little interest in the sport, it would not make sense to invest in that facility type.

NRPA does not address pickleball or golf in the same manner. Therefore, it is necessary to assess the Department needs for these facilities in other ways, such as the public engagement exercises described in Chapter 3: Public Engagement.

Lynchburg exceeds reported national averages of parkland acreage. NRPA reports an average of one park for every 2,277 residents served and 9.9 acres of parkland for every 1,000 residents. Based on the 2020 population estimate of 81,445 people, approximately 36 parks and 806 acres of parkland are needed to meet national averages. With 38 parks and approximately 1,009 acres of parkland, Lynchburg has met the national averages in both the number of parks and amount of parkland available.

Current population estimates and population projections for the year 2030 were used to determine current facility deficits and surpluses in Lynchburg. Currently, the Department has a deficit in approximately 65% of indoor and outdoor facilities.

Some facilities, like performance amphitheaters, could be provided by other orgnaizations. Schools facilities can be valuable partners in filling some of the deficits identified in this exercise. For example, E.C. Glass has a performance space that could serve as a community concert venue if joint use agreements are agreed to.



Blackwater Creek Trail,
photo by Ed Page

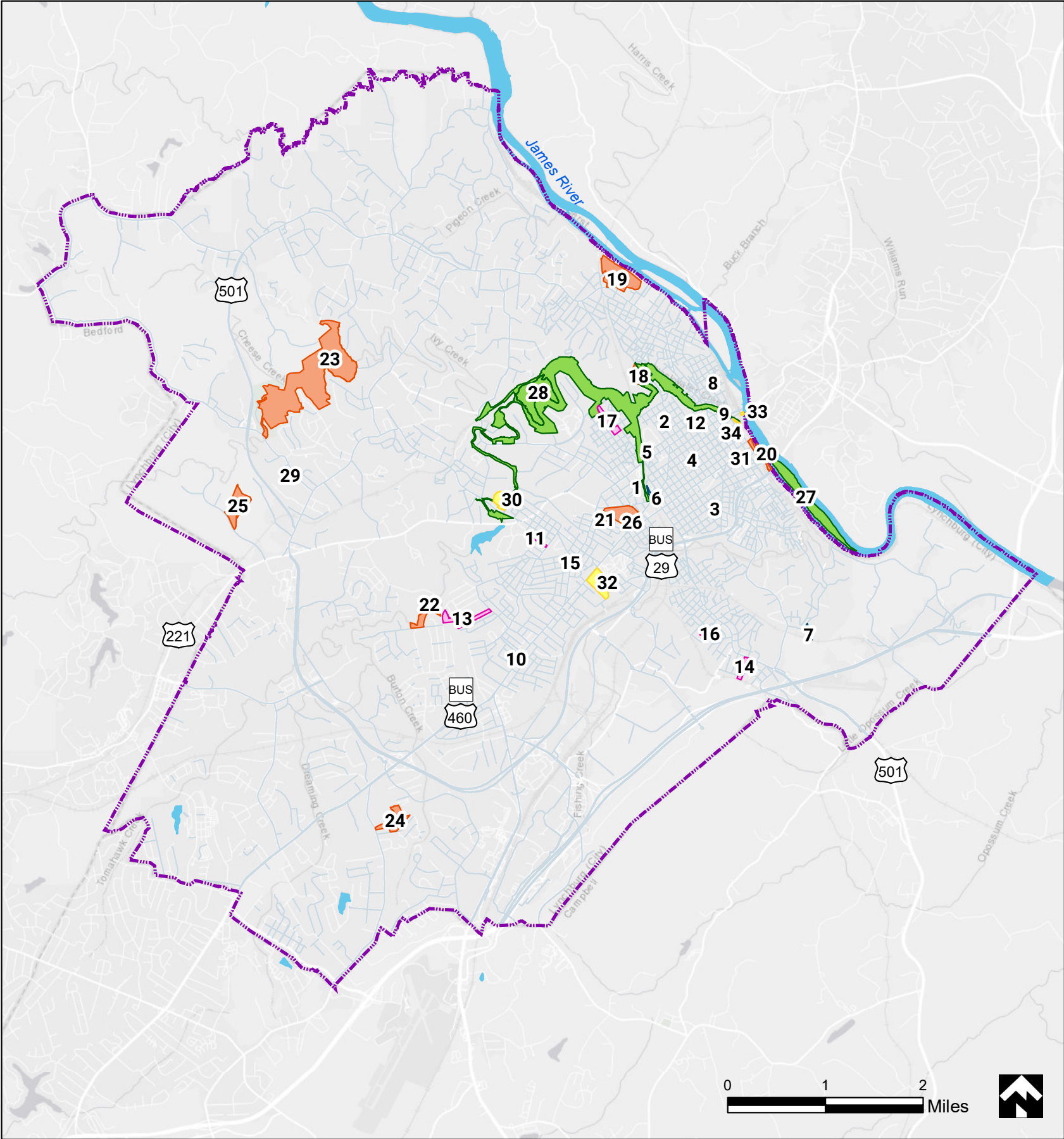
EXISTING PARK LOCATIONS

Currently, the Department owns and maintains 38 park sites throughout the city. In general, these facilities are in central Lynchburg. Existing park locations and park types are shown on Figure 4.1. The distribution of these facilities is driven by population density with areas of higher density having more parks, and areas with lower density having fewer. This approach continues to be an effective delivery model in that city resources are planned where areas of higher service demands are required.

Areas with a higher level of service include east and west of the Business US 460 corridor and along the James River. Conversely, areas with potentially lower levels of service include less densely populated areas outside of the US 501 corridor (see Figure 4.4 for population density).

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Figure 4.1: Lynchburg Existing Park Locations



LYNCHBURG EXISTING PARK LOCATIONS

LEGEND

CITY OF LYNCHBURG

PARK CLASSIFICATIONS

MINI PARK

- 1 KEMPER STREET STATION
- 2 AUBREY BARBOUR NEIGHBORHOOD PARK
- 3 DIAMOND HILL NEIGHBORHOOD PARK
- 4 COLLEGE HILL NEIGHBORHOOD PARK
- 5 VALLEYVIEW PLAYLOT
- 6 KEMPER STATION PARK
- 7 JACKSON HEIGHTS NEIGHBORHOOD PARK
- 8 DANIEL'S HILL NEIGHBORHOOD PARK
- 9 CLIFFS EDGE POCKET PARK

NEIGHBORHOOD PARK

- 10 FORT AVENUE NEIGHBORHOOD PARK
- 11 COLLEGE PARK
- 12 BIGGERS NEIGHBORHOOD PARK
- 13 PERRYMONT PARK
- 14 FAIRVIEW HEIGHTS NEIGHBORHOOD PARK
- 15 WESTOVER NEIGHBORHOOD PARK
- 16 YOUNGER PARK
- 17 JEFFERSON PARK

COMMUNITY PARK

- 18 HOLLINS MILL PARK
- 19 RIVERSIDE PARK
- 20 RIVERFRONT PARK
- 21 MILLER CENTER SITE
- 22 SANDUSKY PARK
- 23 PEAKS VIEW PARK
- 24 HERITAGE PARK
- 25 IVY CREEK PARK
- 26 MILLER PARK

NATURAL RESOURCE AREA

- 27 PERCIVAL'S ISLAND NATURAL AREA
- 28 BLACKWATER CREEK NATURAL AREA

SPECIAL-USE PARK

- 29 TEMPLETON SENIOR CENTER SITE
- 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK
- 31 COMMUNITY MARKET PLAZA
- 32 CITY STADIUM COMPLEX
- 33 JAMES RIVER CANOE RAMP
- 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK



Source: Lynchburg Parks and Recreation

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GAP ANALYSIS

A gap analysis is an assessment of the service areas related to parks and recreation facilities to determine if there are areas of a community that are under-served. Figure 4.3 identifies gaps in the overall service standard for these park categories: mini parks, neighborhood parks, community parks, and regional parks. Remaining park types (i.e., special-use parks, sports parks, natural resource areas, etc.) serve regional needs and as such, the service areas for these types of parks do not need to be mapped for this gap analysis.

The service area analysis begins by classifying existing parks using the park classifications previously discussed. All existing parks were classified based on NRPA definitions, park offerings, and size. Service areas for each category were assigned accordingly and population distribution was reviewed to determine if park locations are accessible to most residents.

POTENTIALLY UNDER-SERVED AREAS

This gap analysis identifies potentially under-served areas. These areas are described as follows and indicated with corresponding red numbers on Figure 4.4 (Lynchburg Park Gaps):

- 1. Timberlake/Richland/Roundelay
- 2. Timberlake/Cornerstone/Wyndhurst
- 3. Tyreeanna/Pleasant Valley
- 4. Lower Rivermont
- 5. Templeton Senior Center
- 6. Fort Hill
- 7. Windsor Hills/Leesville Road

Providing additional park facilities in these areas will enhance access to recreation opportunities and offer a more consistent level-of-service across the community. This analysis identified gaps that correspond with park deserts identified by the Trust for Public Land in a previous study.

PROPOSED PARKS AND ASSOCIATED SERVICE AREAS

The following facility investments are recommended for consideration based on findings of the gap analysis and input received from the public through the community engagement efforts. The proposed facilities can be categorized in three categories:

Indoor Facilities

- Templeton Senior Center Expansion
- Multipurpose Indoor Recreation Center

Neighborhood Parks

- Brookville
- Beechwood Hills
- Rivermont

Community Parks

- Tyreeanna/Pleasant Valley
- Windsor Hills/Leesville Road Community Park

The addition of these facilities would diversify recreation opportunities where they may be limited or not available (see Figure 4.5).

MULTIPURPOSE INDOOR FACILITY

A multipurpose indoor facility would provide much needed indoor courts, fitness, and wellness class spaces. Such a facility should include indoor aquatics and a child care wing. The planning team recommends such a facility be located near City Stadium near Fort Hill. A recreational site plan was previously developed for this area. This facility should be considered as a potential special-use park.

TEMPLETON SENIOR CENTER EXPANSION

The current senior center is undersized to serve Lynchburg's current active adult population. Additionally, the space is not suited for health and fitness classes. Securing additional property would allow for an overhaul and expansion of the current facility that will serve Lynchburg residents well into the future.

FUTURE NEIGHBORHOOD PARKS

The planning team recommends considering three new neighborhood parks. Two neighborhood parks are recommended in southwest Lynchburg near the Timberlake/Richland/Roundelay area. Another neighborhood park, Monsview Park, is recommended in the Lower Rivermont section of Lynchburg (see Figure 4.2). These neighborhood parks are recommended to provide more passive recreation opportunities in established residential areas. They would supplement larger community parks and private recreation providers by offering a smaller, more intimate public space for nonprogrammed recreation activities such as walking, picnicking, etc. These areas were identified as areas of interests in the community engagement process and were previously highlighted by the Trust for Public Land as park deserts.

FUTURE COMMUNITY PARKS

Two future community parks are recommended. The Tyreeanna/Pleasant Valley area has identified the need for a public park and trail system in its Neighborhood Plan. The opportunity to reclaim a former landfill site for a large community park exists here and may represent an opportunity to effect positive change for the area. The Tyreeanna/Pleasant Valley neighborhood is currently limited on access to public parks. The addition of a community park in this area would address this concern.

A second community park could be located in the southern portion of Lynchburg in the Timberlake/Cornerstone/Wyndhurst area. Most of the recreation facilities in this area are privately owned. For example, the Lakeland Lake property, which includes a lake, a basketball court, a tennis court, a dock, and a small beach, serves neighborhood residents and escorted guests only. A similar passive recreation area is owned by the Cornerstone Property Owners Association. The City should explore opportunities to partner with owners of existing facilities and/or develop a new facility to serve this area.

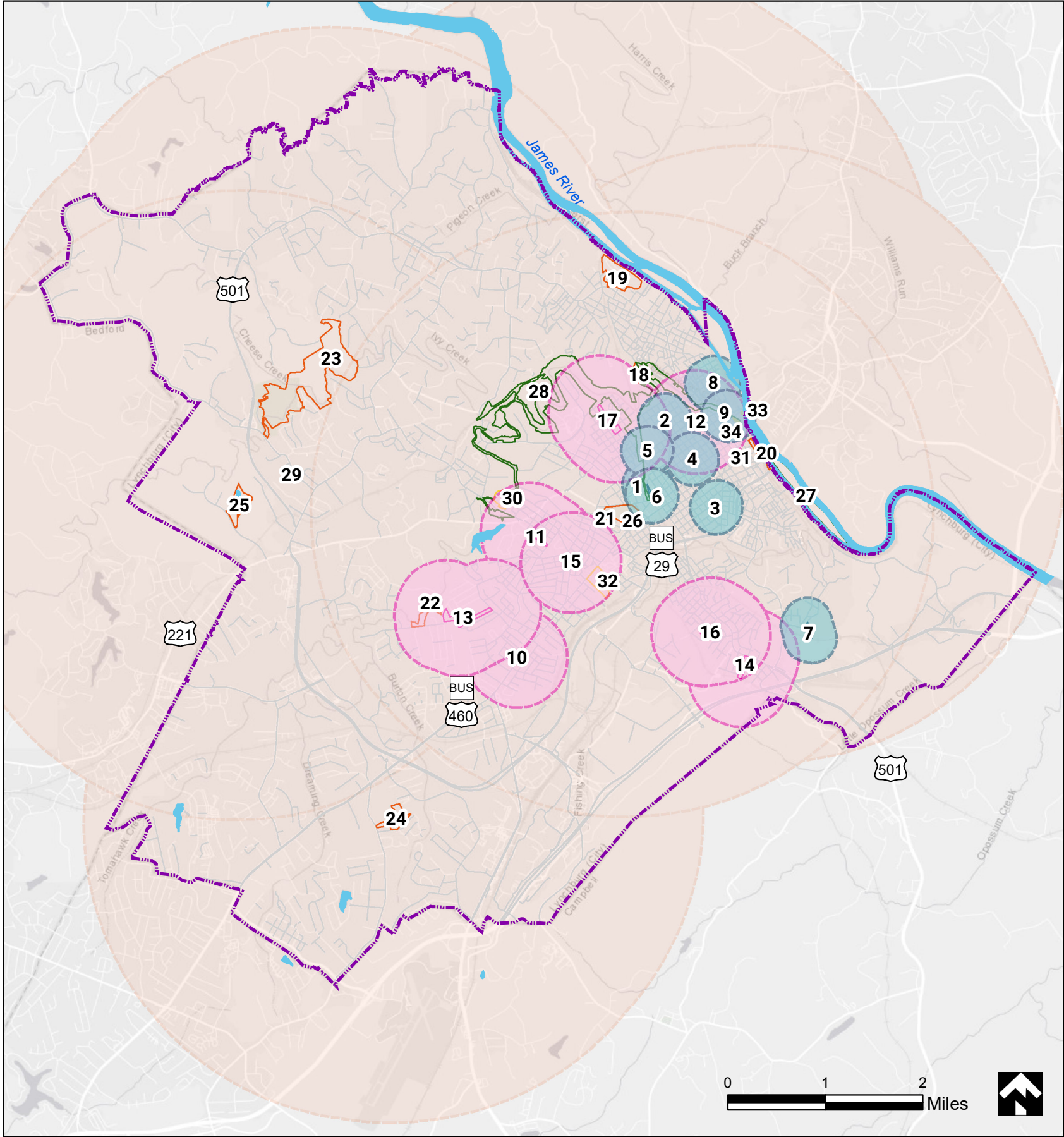
Figure 4.2: Monsview Park Concept Plan



Source: Lynchburg Parks and Recreation

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Figure 4.3: Lynchburg Gap Analysis



LYNCHBURG GAP ANALYSIS

LEGEND

CITY OF LYNCHBURG

PARK CLASSIFICATIONS

MINI PARK

- 1 KEMPER STREET STATION
- 2 AUBREY BARBOUR NEIGHBORHOOD PARK
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- 20 RIVERFRONT PARK
- 21 MILLER CENTER SITE
- 22 SANDUSKY PARK
- 23 PEAKS VIEW PARK
- 24 HERITAGE PARK
- 25 IVY CREEK PARK
- 26 MILLER PARK

NATURAL RESOURCE AREA

- 27 PERCIVAL'S ISLAND NATURAL AREA
- 28 BLACKWATER CREEK NATURAL AREA

SPECIAL-USE PARK

- 29 TEMPLETON SENIOR CENTER SITE
- 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK
- 31 COMMUNITY MARKET PLAZA
- 32 CITY STADIUM COMPLEX
- 33 JAMES RIVER CANOE RAMP
- 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK

SERVICE AREAS

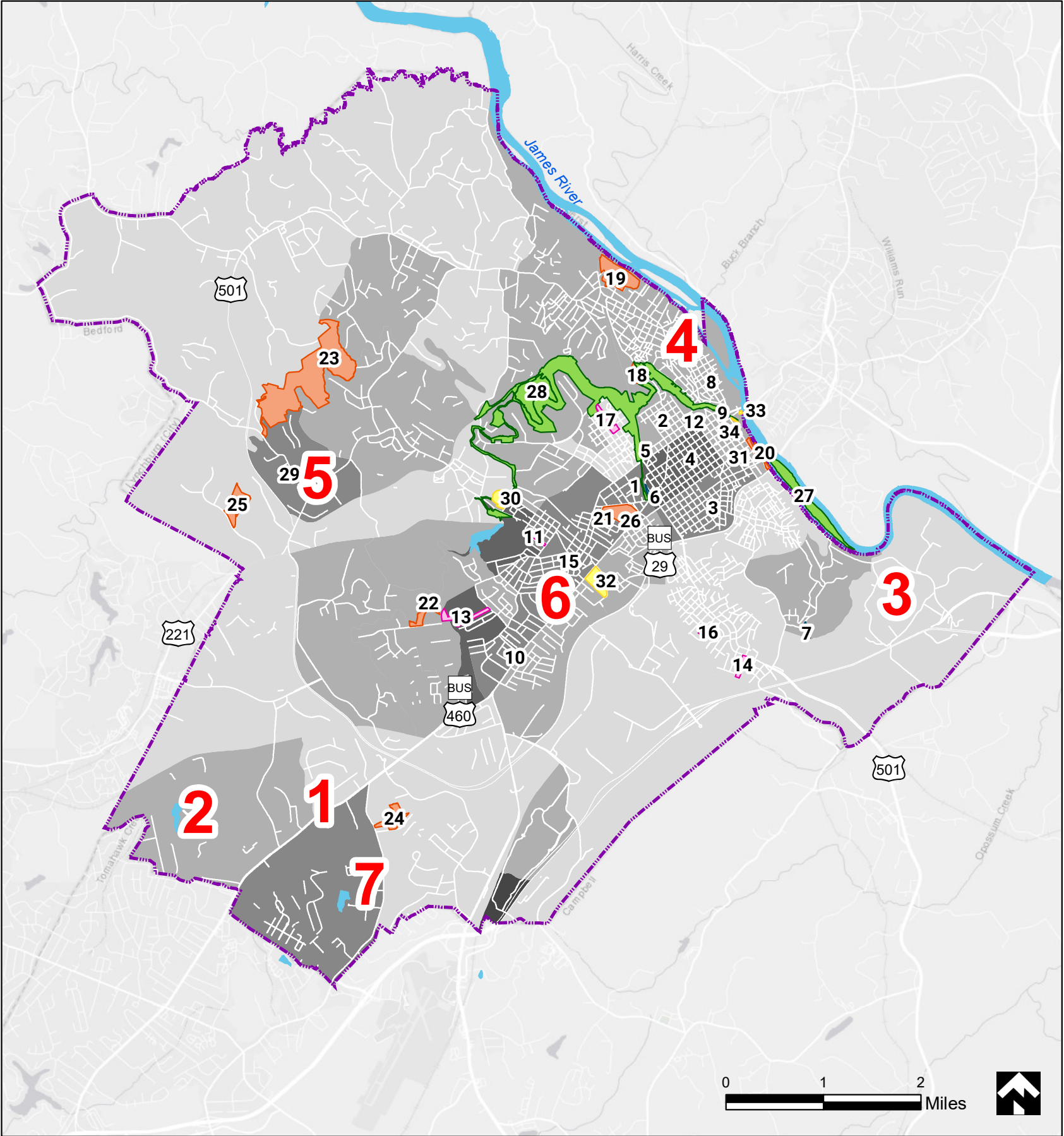
- MINI PARK - 1/4 MI
- NEIGHBORHOOD PARK - 1/2 MI
- COMMUNITY PARK - 3 MI



Source: Lynchburg Parks and Recreation

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Figure 4.4: Lynchburg Park Gaps



LYNCHBURG PARK GAPS

LEGEND

CITY OF LYNCHBURG

PARK CLASSIFICATIONS

MINI PARK

- 1 KEMPER STREET STATION
- 2 AUBREY BARBOUR NEIGHBORHOOD PARK
- 3 DIAMOND HILL NEIGHBORHOOD PARK
- 4 COLLEGE HILL NEIGHBORHOOD PARK
- 5 VALLEYVIEW PLAYLOT
- 6 KEMPER STATION PARK
- 7 JACKSON HEIGHTS NEIGHBORHOOD PARK
- 8 DANIEL'S HILL NEIGHBORHOOD PARK
- 9 CLIFFS EDGE POCKET PARK

NEIGHBORHOOD PARK

- 10 FORT AVENUE NEIGHBORHOOD PARK
- 11 COLLEGE PARK
- 12 BIGGERS NEIGHBORHOOD PARK
- 13 PERRYMONT PARK
- 14 FAIRVIEW HEIGHTS NEIGHBORHOOD PARK
- 15 WESTOVER NEIGHBORHOOD PARK
- 16 YOUNGER PARK
- 17 JEFFERSON PARK

COMMUNITY PARK

- 18 HOLLINS MILL PARK
- 19 RIVERSIDE PARK
- 20 RIVERFRONT PARK
- 21 MILLER CENTER SITE
- 22 SANDUSKY PARK
- 23 PEAKS VIEW PARK
- 24 HERITAGE PARK
- 25 IVY CREEK PARK
- 26 MILLER PARK

NATURAL RESOURCE AREA

- 27 PERCIVAL'S ISLAND NATURAL AREA
- 28 BLACKWATER CREEK NATURAL AREA

SPECIAL-USE PARK

- 29 TEMPLETON SENIOR CENTER SITE
- 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK
- 31 COMMUNITY MARKET PLAZA
- 32 CITY STADIUM COMPLEX
- 33 JAMES RIVER CANOE RAMP
- 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK

POPULATION DENSITY PER BLOCK GROUP ACRE

- 0 - 2
- 3 - 4
- 5 - 7
- 8 - 12
- 13 - 27

POTENTIALLY UNDER-SERVED AREAS

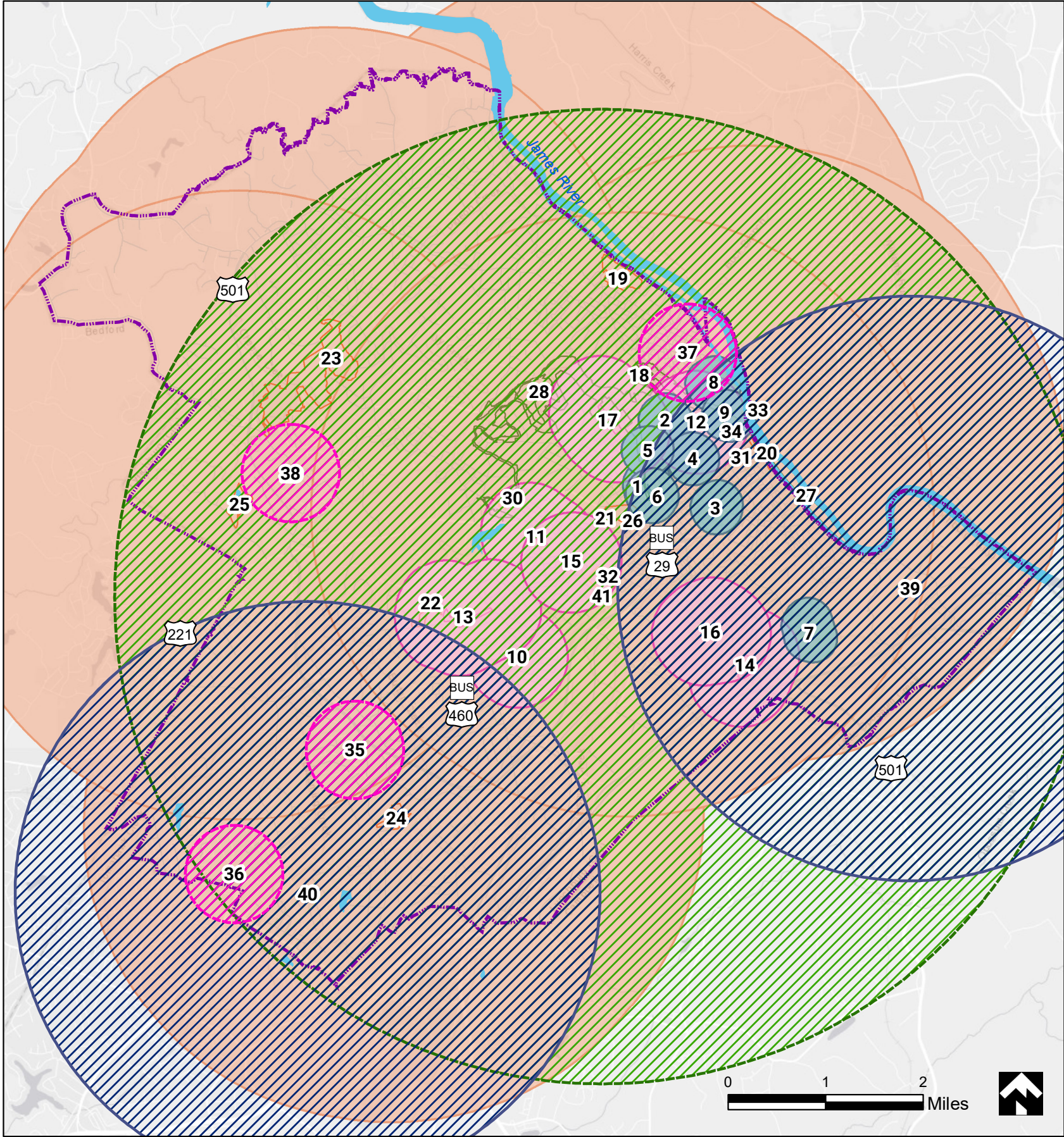
- 1 TIMBERLAKE/RICHLAND/ROUNDELAY
- 2 TIMBERLAKE/CORNERSTONE/WYNDHURST
- 3 TYREEANNA/PLEASANT VALLEY
- 4 LOWER RIVERMONT
- 5 TEMPLETON SENIOR CENTER
- 6 FORT HILL
- 7 WINDSOR HILLS/LEESVILLE ROAD



Source: Lynchburg Parks and Recreation; U.S. Census Bureau, 2019 American Community Survey 5-Year Estimates

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Figure 4.5: Lynchburg Proposed Service Areas



LYNCHBURG PROPOSED SERVICE AREAS

LEGEND

CITY OF LYNCHBURG

PARK CLASSIFICATIONS

MINI PARK

- 1 KEMPER STREET STATION
- 2 AUBREY BARBOUR NEIGHBORHOOD PARK
- 3 DIAMOND HILL NEIGHBORHOOD PARK
- 4 COLLEGE HILL NEIGHBORHOOD PARK
- 5 VALLEYVIEW PLAYLOT
- 6 KEMPER STATION PARK
- 7 JACKSON HEIGHTS NEIGHBORHOOD PARK
- 8 DANIEL'S HILL NEIGHBORHOOD PARK
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NEIGHBORHOOD PARK

- 10 FORT AVENUE NEIGHBORHOOD PARK
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- 16 YOUNGER PARK
- 17 JEFFERSON PARK

COMMUNITY PARK

- 18 HOLLINS MILL PARK
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- 23 PEAKS VIEW PARK
- 24 HERITAGE PARK
- 25 IVY CREEK PARK
- 26 MILLER PARK

NATURAL RESOURCE AREA

- 27 PERCIVAL'S ISLAND NATURAL AREA
- 28 BLACKWATER CREEK NATURAL AREA

SPECIAL-USE PARK

- 29 TEMPLETON SENIOR CENTER SITE
- 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK
- 31 COMMUNITY MARKET PLAZA
- 32 CITY STADIUM COMPLEX
- 33 JAMES RIVER CANOE RAMP
- 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK

SERVICE AREAS

- MINI PARK - 1/4 MI
- NEIGHBORHOOD PARK - 1/2 MI
- COMMUNITY PARK - 3 MI

FUTURE SERVICE AREAS

- 1/2 MI FUTURE NEIGHBORHOOD PARK
 - 35 BROOKVILLE
 - 36 BEECHWOOD HILLS
 - 37 RIVERMONT
 - 38 TEMPLETON EXTENSION
- 3 MI FUTURE COMMUNITY PARK
 - 39 TYREEANNA/PLEASANT VALLEY
 - 40 FUTURE COMMUNITY PARK
- 5 MI FUTURE SPECIAL-USE PARK
 - 41 FUTURE INDOOR FACILITY



Source: Lynchburg Parks and Recreation

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Blackwater Creek Trail, photo by jen_m_stewart



TRAILS AND GREENWAYS

Trails and greenways are a critical component of Lynchburg's park system. They are highly valued by the community as described in the Public Engagement section of this report. There is a desire to expand the trail system, particularly paved trails, to new parts of the community. At the same time, there is a pressing need to maintain these trails to a higher standard. Storm events and significant rainfalls have damaged stream crossings at times in the past. These repairs are difficult at times and can be costly in terms of time and expense. Considering how important trails are to the community, trail maintenance should be included in the Department's capital budget.

CONNECTIVITY ANALYSIS

The National Recreation and Parks Association (NRPA) has established the "three pillars," which are guiding principles for creating a better life for everyone to build strong, healthy, and resilient communities. One of these pillars, equity, establishes the principle of ensuring all people have fair and just access to the benefits of high-quality, local parks and recreation. One way that parks and recreation providers strive to provide equitable service is to enhance the overall connectivity between public spaces, schools, places of business, and residential areas. Over the last few decades, community planners across the nation have recognized the need to facilitate this access through safe pedestrian corridors.

Comments related to trail connectivity were some of the most prevalent suggestions mentioned on the community engagement website. Commentors often gave specific destinations or neighborhoods where they feel additional trails are needed. Suggestions ranged from regional in scope to very local and provided good insight on how Lynchburg residents want to use their trail system. The Downtown 2040 Master Plan includes proposed trails expected to be completed by Community Development and include improvements for pedestrian connections to Amherst County via the John Lynch Memorial Bridge and the Carter Glass Bridge.

INNER AND OUTER LOOPS

The planning team was made aware of the community desire to develop "inner" and "outer" loops of trails to serve the community.

THE INNER LOOP

The inner loop would provide greenway connections to neighborhoods, parks, and other valuable destinations within interior portions of Lynchburg.

Inner Loop Phase 1 Improvements

The planning team has identified approximately seven miles of new paved trail alignments for the City to consider

as part of what could be the first phase of inner loop improvements. The proposed trails will extend existing paved greenway trails and make important connections between some of Lynchburg's most popular parks. Construction of these recommended greenway segments could be the next step in creating a trail loop through the City. These segments utilize stream corridors where possible. The three segments discussed in this plan are:

- Peaks View Park to Ivy Creek Park along Ivy Creek (1.9 miles) (Peaks to Creeks Trail)
- Langhorne Trestle to Peaks View Park along Ivy Creek (3.2 miles)
- Sandusky Park to Shirley Road Terminus/College Lake (1.8 miles)

Inner Loop Phase 2 Improvements

The second phase of improvements for the Inner Loop include over eight miles of new greenways and bicycle/pedestrian improvements in three segments. These routes build on Phase 1 and are described as follows:

- Ivy Creek Park to Sandusky Park (2.4 miles)
- Sandusky Park to Heritage Park along Burton Creek (2.6 miles)
- Complete streets redesign of Fort Avenue to include bike lanes and improved sidewalks (3.6 miles)

The route from Ivy Creek Park to Sandusky Park is complicated by the need to cross the Lynchburg Expressway and will need additional consideration. Roadway adjacent greenways may be a good option for a portion of this segment.

The segment from Sandusky Park to Heritage Park provides opportunities to connect three public schools with greenways. These schools would be Sandusky Middle School, Sandusky Elementary School, and Heritage High School. Safe Routes to School grants may assist in the construction of greenways that serve schools in this way.

Fort Avenue is a recognized transportation corridor that connects residents with multiple parks, schools, community centers, and transit stops. The current four-lane street configuration could be modified through a "road diet" that would provide a center turn lane, two travel lanes, two dedicated bike lanes, a curb and grass planting strip, and continuous sidewalks within the existing right-of-way. Traffic counts and other planned transportation projects should be considered as improvements to Fort Avenue are considered and move through the design process.

If constructed as proposed, trail users could access the trail system at Heritage Park, travel north past Sandusky Elementary School and Sandusky Middle School, continue to Ivy Creek and Peaks View Parks before passing near Linkhorne Middle School, and continuing through the Blackwater Creek Natural Area. From this point, the trail offers two routes for returning to Heritage Park. The user could follow the trail through the Blackwater Creek Athletic Area to Sandusky Park and back to Heritage Park. Alternatively, the user could take a longer route that travels by Valleyview Playlot, and Kemper Street Station. From here, pedestrian and bicycle improvements on Fort Avenue would provide a safe and enjoyable route past the City Stadium Complex and Fort Hill Community School before returning to Heritage Park. The full mileage of the inner loop is estimated at approximately 15.5 miles.

THE OUTER LOOP

The Outer Loop is intended to function as more of a regional trail that will provide opportunities to connect to destinations outside of the city limits like Thomas Jefferson's Poplar Forest estate.

The Outer Loop has been discussed for several years and the City of Lynchburg has included it as a proposed future trail on previous maps. The planning team used this reference as a starting point with the goal of connecting the inner loop trails proposed in this document to a proposed outer loop. The corridor for the outer loop was developed by identifying stream corridors, utility easements, and road rights-of-way that would allow for the

construction of a trail meeting the intent of previous planning efforts. The updated route for the outer loop is shown with the proposed inner loop trails on Figure 4.13.

Beginning where two Inner Loop segments are proposed to converge near Sandusky Park, the proposed Outer Loop meanders to the southwest along Tomahawk Creek until it reaches Enterprise Drive near the Wyndhurst development, which includes residences, dining, medical, and professional services. An entrance to Poplar Forest is directly across Enterprise Drive.



From this point, the planning team proposes the Outer Loop should follow Enterprise Drive with a roadside pave trail to accommodate both pedestrians and cyclists. It appears this portion of Lynchburg is developing rapidly and using existing rights-of-way may be the most cost-effective way to provide trail connectivity in this area. The City may also find opportunities to work with the development community to provide trails in this area that complement the intent of the routes shown here. Greenways often provide benefits to developers as well as the community if mutually beneficial arrangements can be identified through the development process.

The trail should turn away from Enterprise Drive near Laxton Road near Brookville High School while roughly following the city limits of Lynchburg. Crossing Timberlake Road, the route continues to Greenview Drive where the planning team anticipates a roadside greenway trail through this corridor. The Outer Loop could tie into the Cornerstone development providing connections to more commercial businesses and destinations while serving residents in this area.

The route for the Outer Loop then turns to the northeast along Leesville Road. From here the greenway would bounce between residential and commercial areas of the City before connecting to the Fairview Heights Neighborhood Park. The trail then continues to the Jackson Heights Neighborhood Park. At this point a connector could be provided to reach the previously discussed Pleasant Valley Greenway.

From Jackson Heights Neighborhood Park, the Outer Loop continues north to the riverfront and a crossing to Percival's Island. Crossing the river in this location is complicated by the CSX rail yard. However, the ridges along Concord Turnpike near Winston Ridge Road and Fishing Creek may provide opportunities to locate a greenway bridge that spans the river and the railyard.

Once the greenway reaches Percival's Island, the Outer Loop is completed. The planning team has estimated the length of the Outer Loop at approximately 15.2 miles. This mileage will most likely change as segments are

designed and alternate routes are identified. The intent of this section is to provide a framework for the overall route and potential connections that will enrich experiences for trail users of all types.

OTHER VALUABLE SEGMENTS

PLEASANT VALLEY GREENWAY

In addition to the Tyreeanna area having little park access, there is no trail access at all. The Pleasant Valley Greenway would connect the neighborhood to the landfill park via a trail and could be part of a future regional connection with Amherst, connecting back to Downtown Lynchburg. See pages 48-49 of the Tyreeanna and Pleasant Valley Neighborhood Plan, and page 89 of the Downtown 2040 plan.

The long-term goal of the greenway is to link destinations within Tyreeanna/Pleasant Valley and establish connectivity to other parts of the City. The proposed route begins on Holcomb Path Road, crosses U.S. Route 29/U.S. 460 Bypass and crosses through the neighborhood to the east side of the river to link to the James River Heritage Trail. The Tyreeanna/Pleasant Valley Greenway is to be completed in four (4) phases:

Phase 1 converts two underutilized lanes on Pleasant Valley Road into a multipurpose pathway. This phase includes improvements starting at the west end of Pleasant Valley Road up to the bridge where the road crosses U.S. Route 29. This portion of the greenway will create opportunities to extend connections to future recreation sites and residential areas. Public art and streetscape elements can highlight the neighborhood's history and brand in portions of the greenway near the proposed commercial area.

Phase 2 extends the greenway northwest along a new residential road and onto Tyreeanna Road on an off-street alignment.

Phase 3 connects the greenway system to Amherst County by providing a safe route for pedestrians and cyclists under the Monacan Bridge. The concept also proposes a trail link to the James River Heritage Trail in Downtown Lynchburg and the Pleasant Valley Historic Mile.

Phase 4 links the north and south sides of the neighborhood, currently split by Route U.S. 460 via a multi-modal bridge.



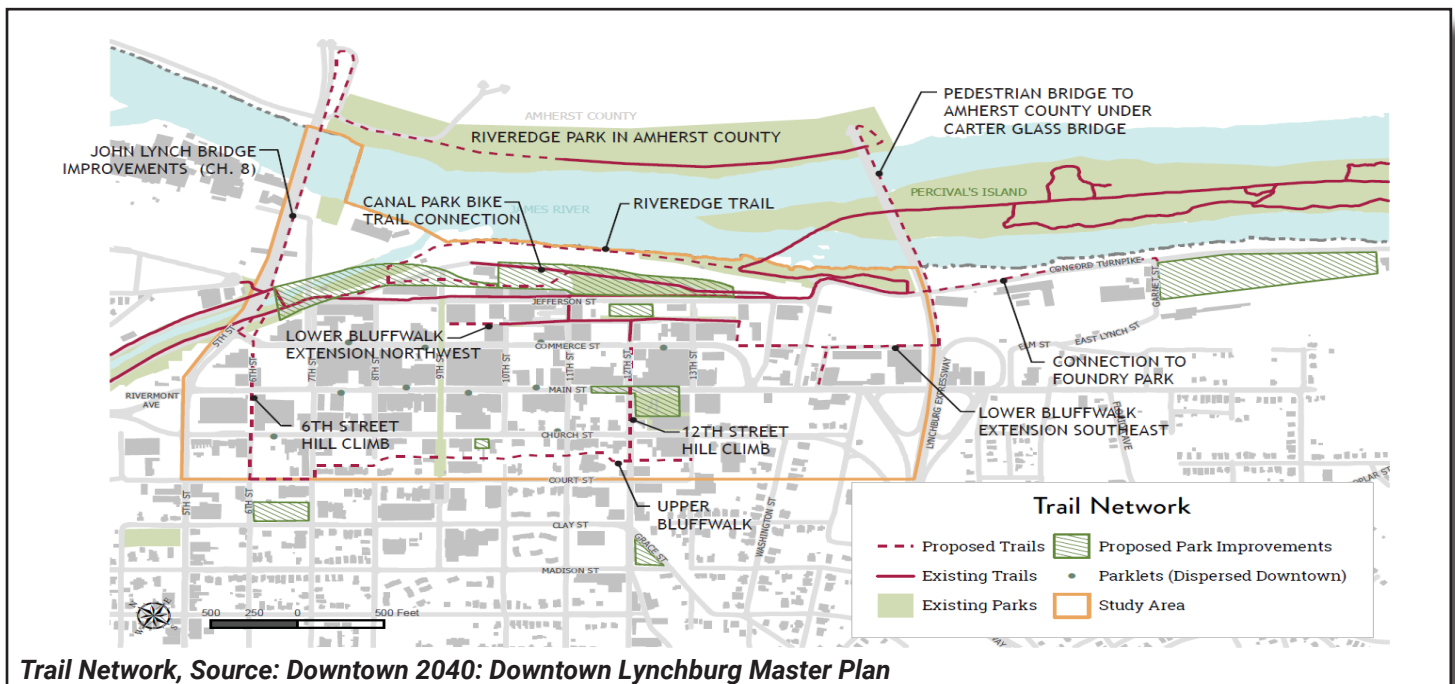
TINBRIDGE HILL TRAIL SPUR

A fitting example of a project that can bring much-needed connectivity to an existing neighborhood is the Tinbridge Hill Trail Spur. This trail connector and overlook is currently in development and will provide access to the Blackwater Creek Bikeway. For more information, see https://issuu.com/cityoflynchburg/docs/tinbridge_hill_plan.



DOWNTOWN 2040 - DOWNTOWN LYNCHBURG MASTER PLAN

The Downtown 2040 plan, adopted in 2018, identifies two key pedestrian loops (see Trail Network map below). The first loop circulates through the central business district along 6th street, 12th street, and the Bluffwalk. The second loop crosses the James River and connects to Riveredge Park in Amherst County via the John Lynch Bridge. The second loop also includes a proposed pedestrian bridge to be constructed beneath the Carter Glass Bridge.



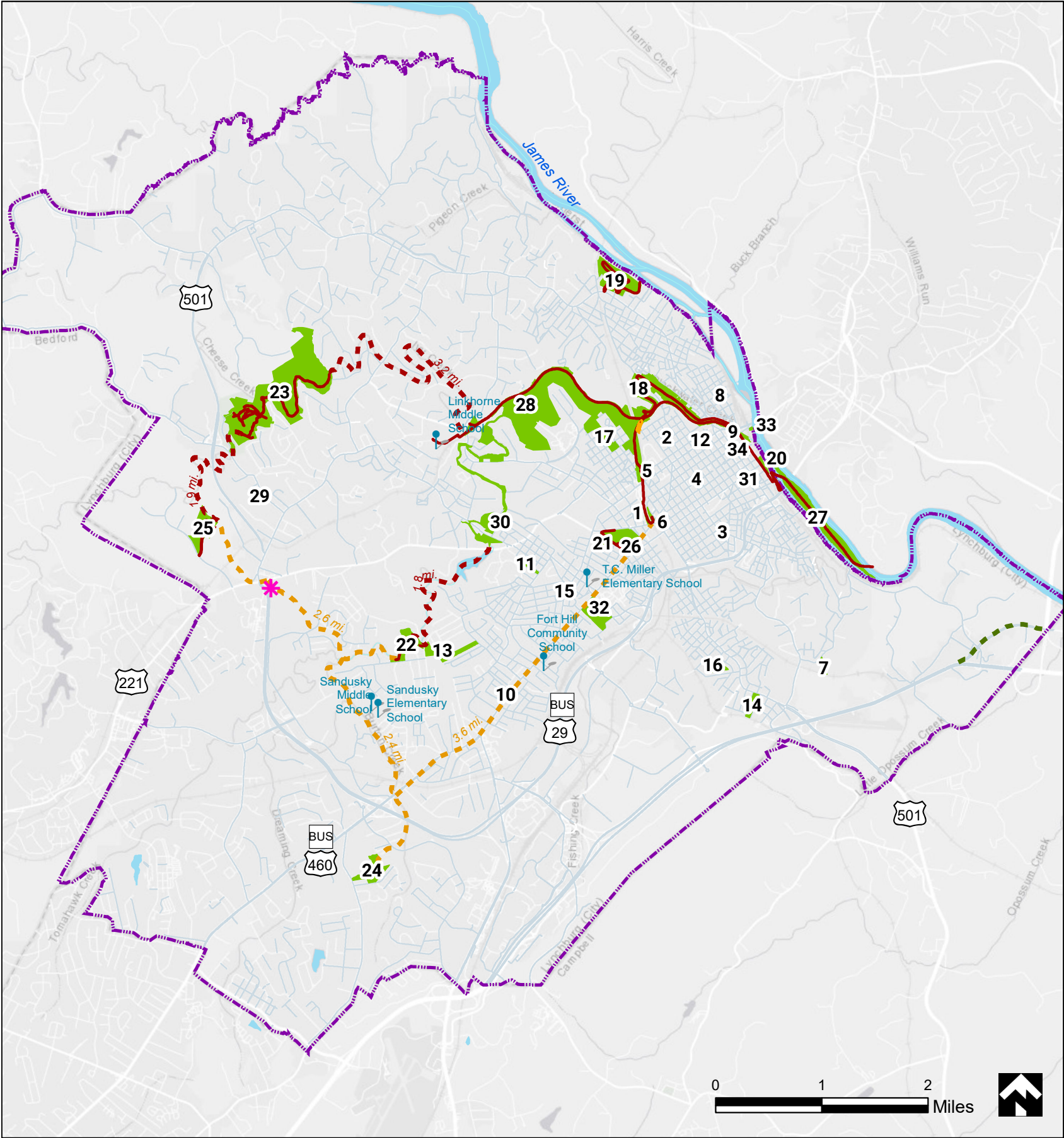
Also shown on the Trail Network map is the Canal Park Bike Trail Connection. The Downtontown 2040 mentions using remnants of the Kanawha Canal and aquaduct that ran through downtown Lynchburg in the 1840s to create Canal Park. A master plan was created for Canal Park in 2015, which recommends the canal be repurposed as a continuation of Riverfront Park. Additional concepts for the park include adding amenities to interpret the industrial history of the land, enhancing the Rotary Centennial Riverfront Skatepark with visitor seating, and providing an additional outdoor play area for visitors of Amazement Square, the children's museum located directly adjacent to the proposed park.

The two loops proposed in the plan hope to connect people to under-visited portions of downtown in an effort to support downtown businesses, drive residential development, and enhance tourism within the City.

These recommended segments that will further develop the Inner Loop are illustrated in Figure 4.6 through Figure 4.12. These maps demonstrate how the development of these segments will increase connectivity to several parks, schools, and residential areas, while expanding the trail network into central and southern portions of Lynchburg.

Over 33 additional paved miles of trail are proposed in this plan. This is largely due to the value the community places on the trail system and the desire to expand and improve trail experiences. It is clear trails and greenways will continue to be a hallmark of Lynchburg's recreation portfolio.

Figure 4.6: Lynchburg Proposed Inner Loop Segments



LYNCHBURG PROPOSED INNER LOOP SEGMENTS

LEGEND

- NEARBY PUBLIC SCHOOLS
- PROPOSED TRAILHEAD
- EXISTING PAVED TRAIL
- PHASE 1 EXTENSIONS
- PHASE 2 EXTENSIONS
- PROPOSED TINBRIDGE HILL TRAIL
- PROPOSED PLEASANT VALLEY GREENWAY
- CITY OF LYNCHBURG
- EXISTING PARKS

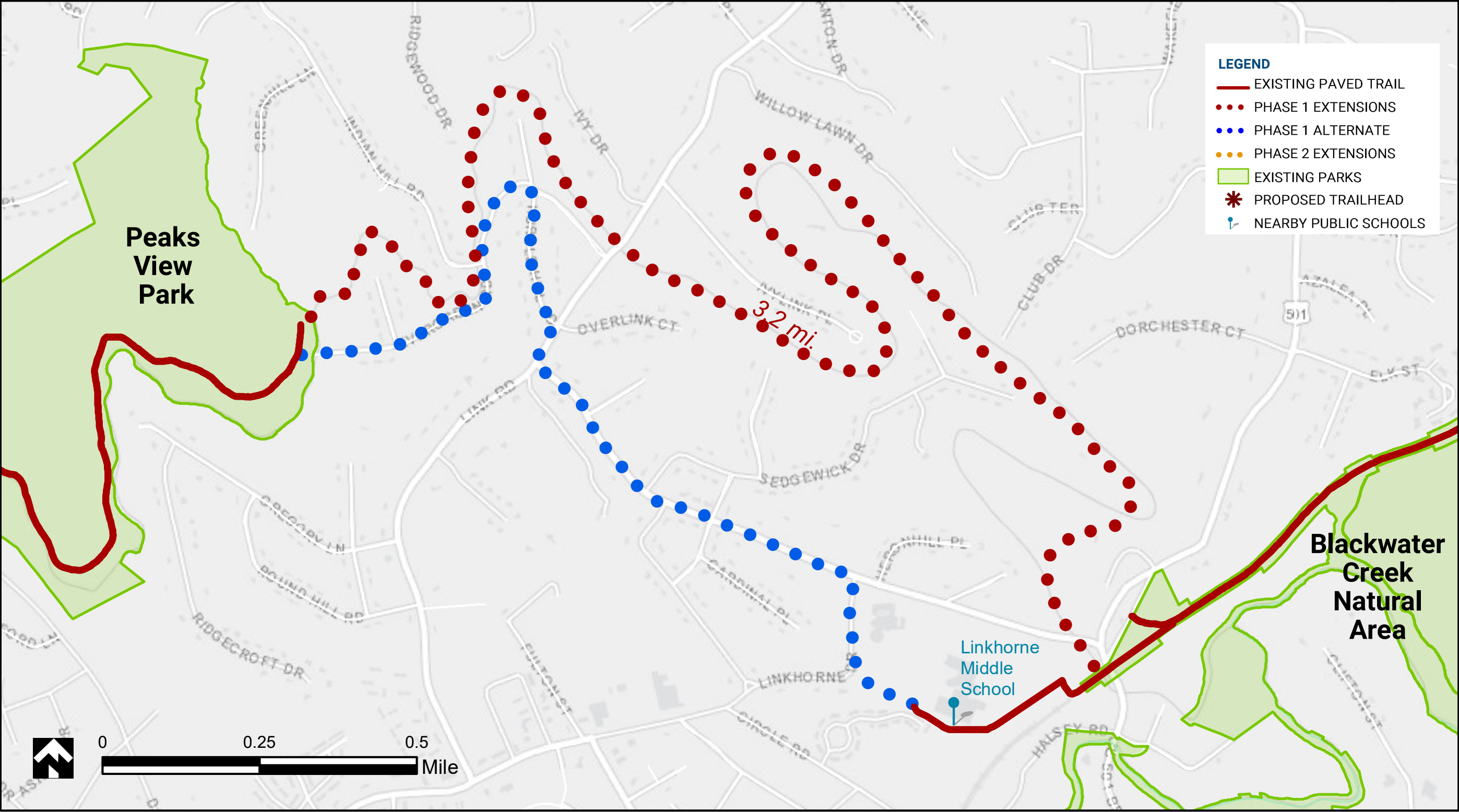
- | | |
|---------------------------------------|--|
| 1 KEMPER STREET STATION | 18 HOLLINS MILL PARK |
| 2 AUBREY BARBOUR NEIGHBORHOOD PARK | 19 RIVERSIDE PARK |
| 3 DIAMOND HILL NEIGHBORHOOD PARK | 20 RIVERFRONT PARK |
| 4 COLLEGE HILL NEIGHBORHOOD PARK | 21 MILLER CENTER SITE |
| 5 VALLEYVIEW PLAYLOT | 22 SANDUSKY PARK |
| 6 KEMPER STATION PARK | 23 PEAKS VIEW PARK |
| 7 JACKSON HEIGHTS NEIGHBORHOOD PARK | 24 HERITAGE PARK |
| 8 DANIEL'S HILL NEIGHBORHOOD PARK | 25 IVY CREEK PARK |
| 9 CLIFFS EDGE POCKET PARK | 26 MILLER PARK |
| 10 FORT AVENUE NEIGHBORHOOD PARK | 27 PERCIVAL'S ISLAND NATURAL AREA |
| 11 COLLEGE PARK | 28 BLACKWATER CREEK NATURAL AREA |
| 12 BIGGERS NEIGHBORHOOD PARK | 29 TEMPLETON SENIOR CENTER SITE |
| 13 PERRYMONT PARK | 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK |
| 14 FAIRVIEW HEIGHTS NEIGHBORHOOD PARK | 31 COMMUNITY MARKET PLAZA |
| 15 WESTOVER NEIGHBORHOOD PARK | 32 CITY STADIUM COMPLEX |
| 16 YOUNGER PARK | 33 JAMES RIVER CANOE RAMP |
| 17 JEFFERSON PARK | 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK |



Source: Lynchburg Parks and Recreation

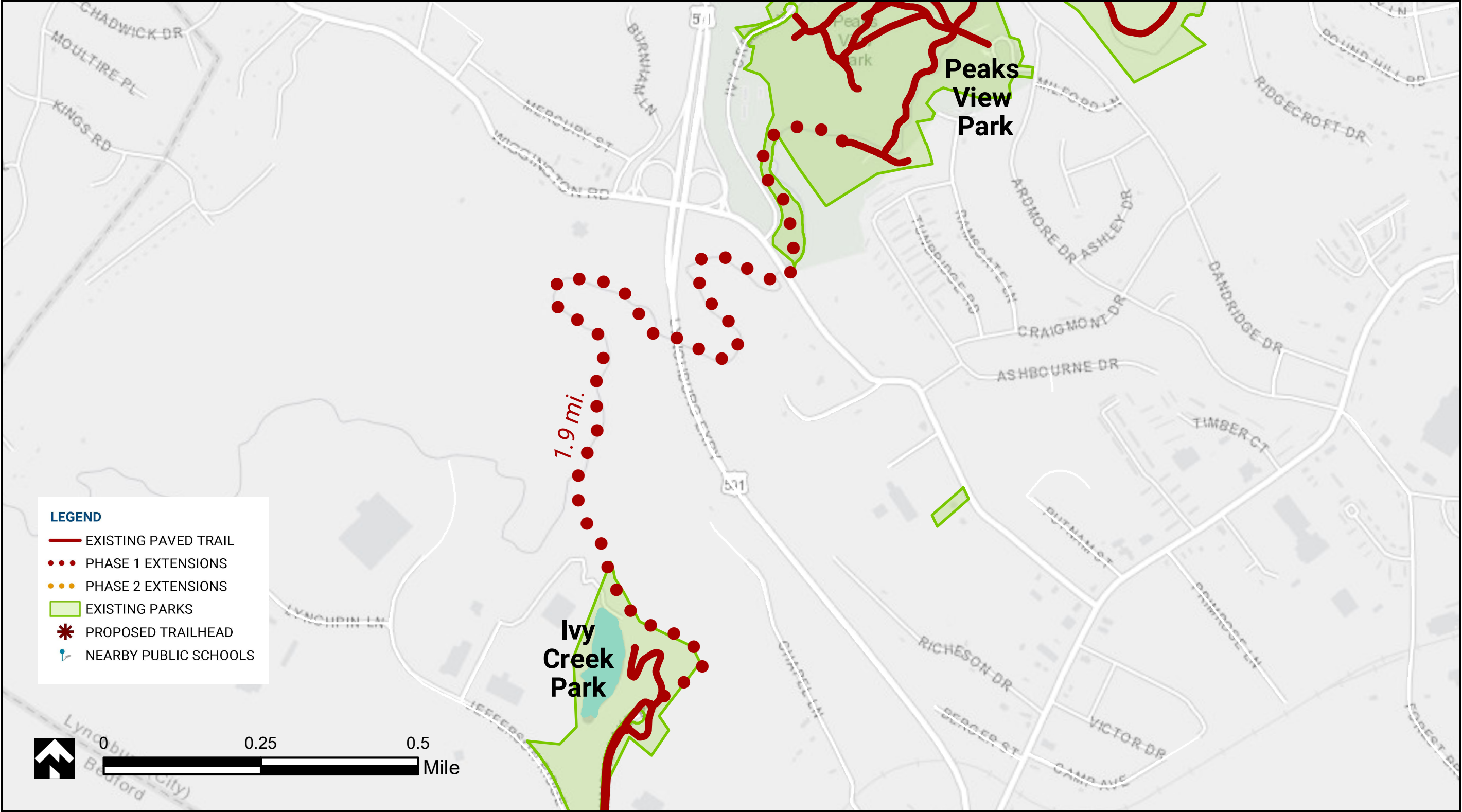
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Figure 4.7: Lynchburg Proposed Greenway Connections: Phase 1A - Blackwater Creek Natural Area to Peaks View Park



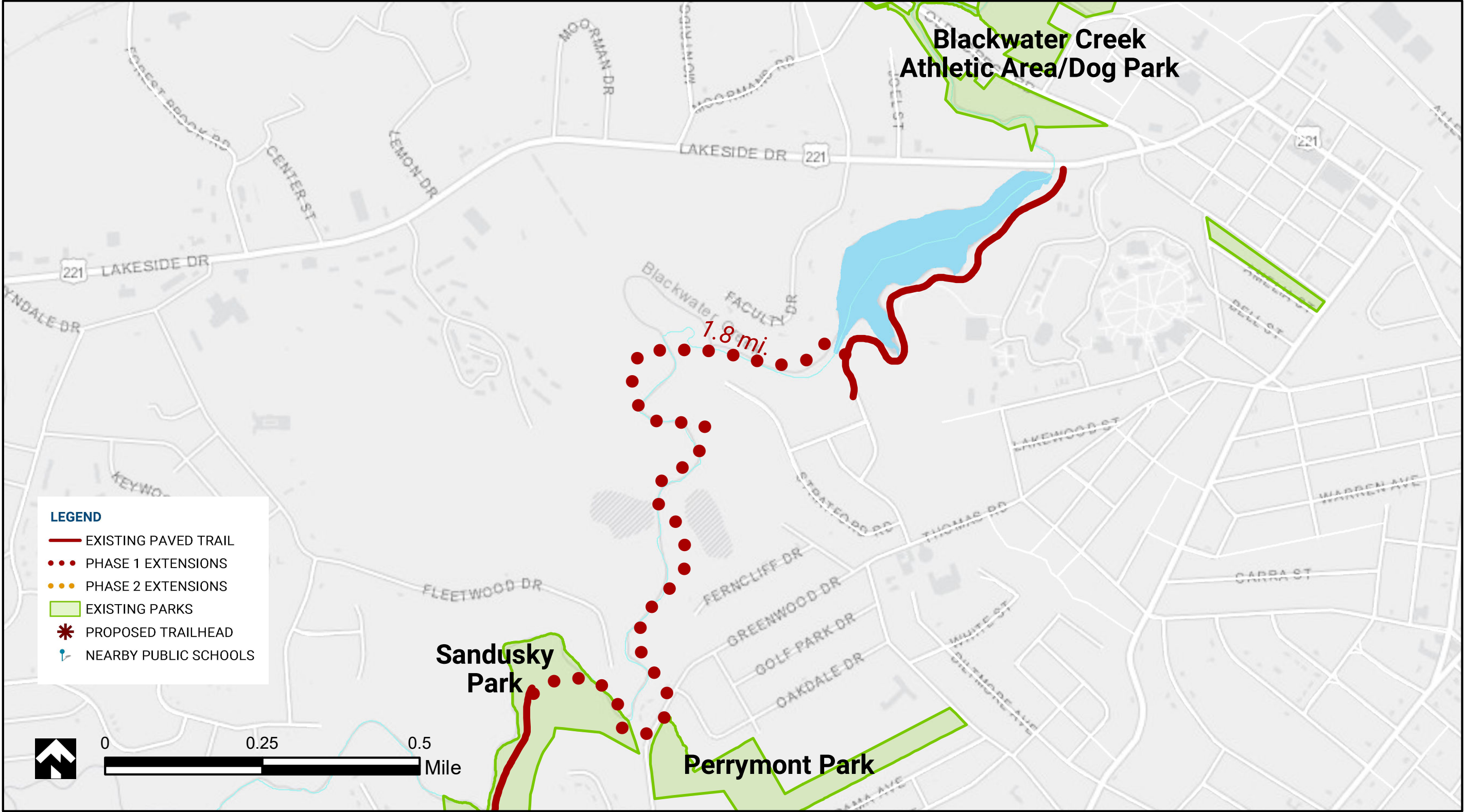
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Figure 4.8: Lynchburg Proposed Greenway Connections: Phase 1B - Peaks to Creeks Trail



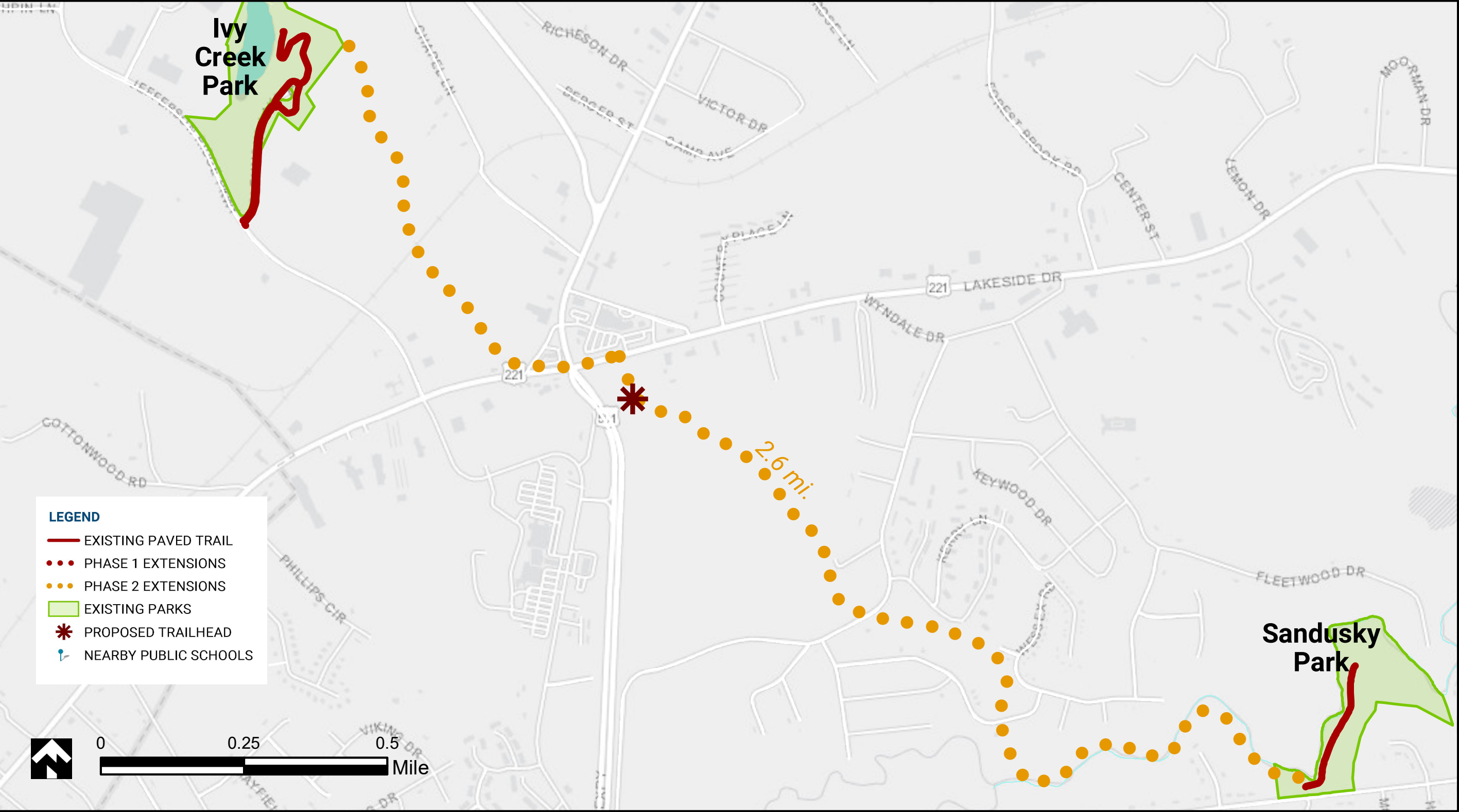
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Figure 4.9: Lynchburg Proposed Greenway Connections: Phase 1C - Blackwater Creek Athletic Area/Dog Park to Sandusky Park



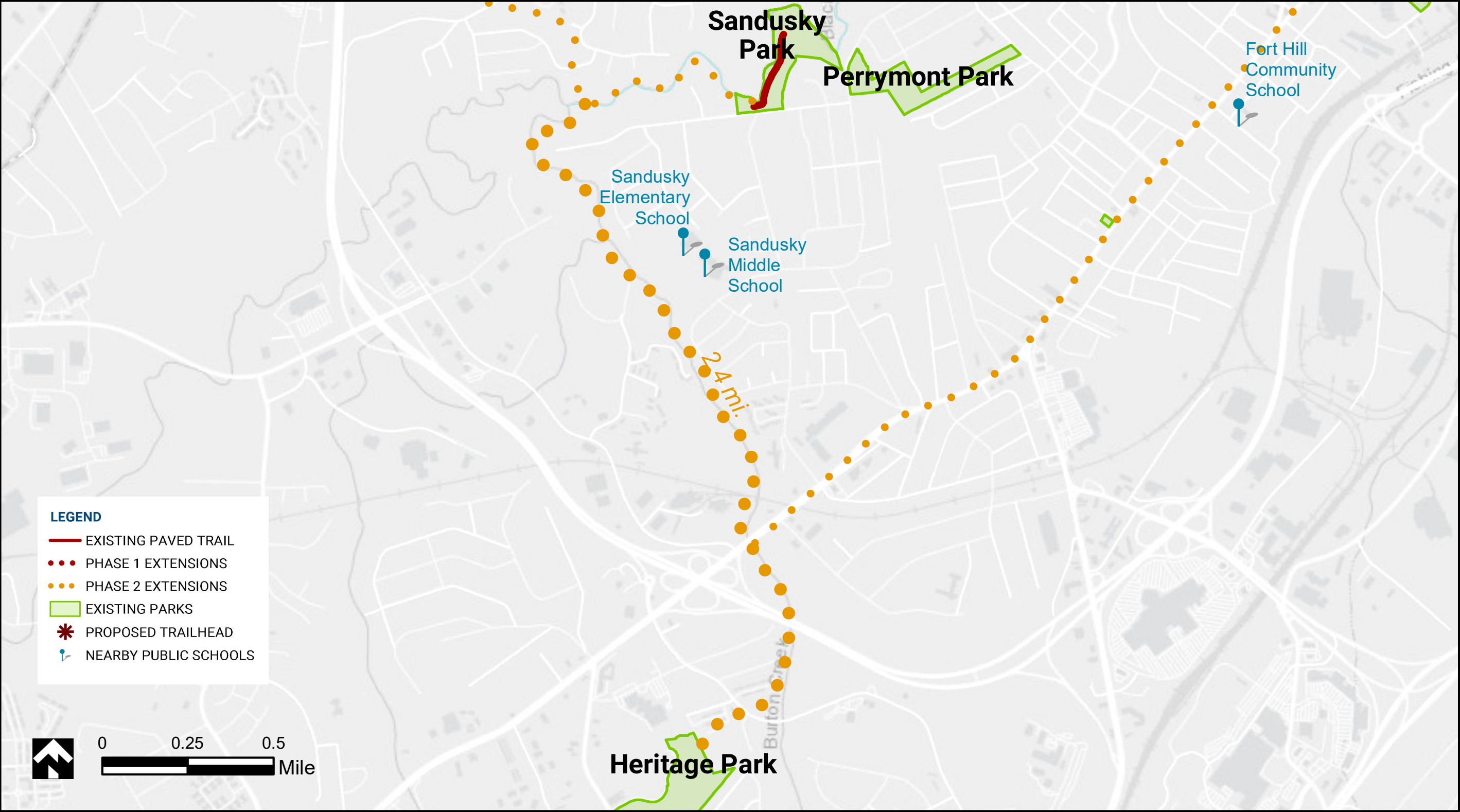
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Figure 4.10: Lynchburg Proposed Greenway Connections: Phase 2A - Ivy Creek Park to Sandusky Park



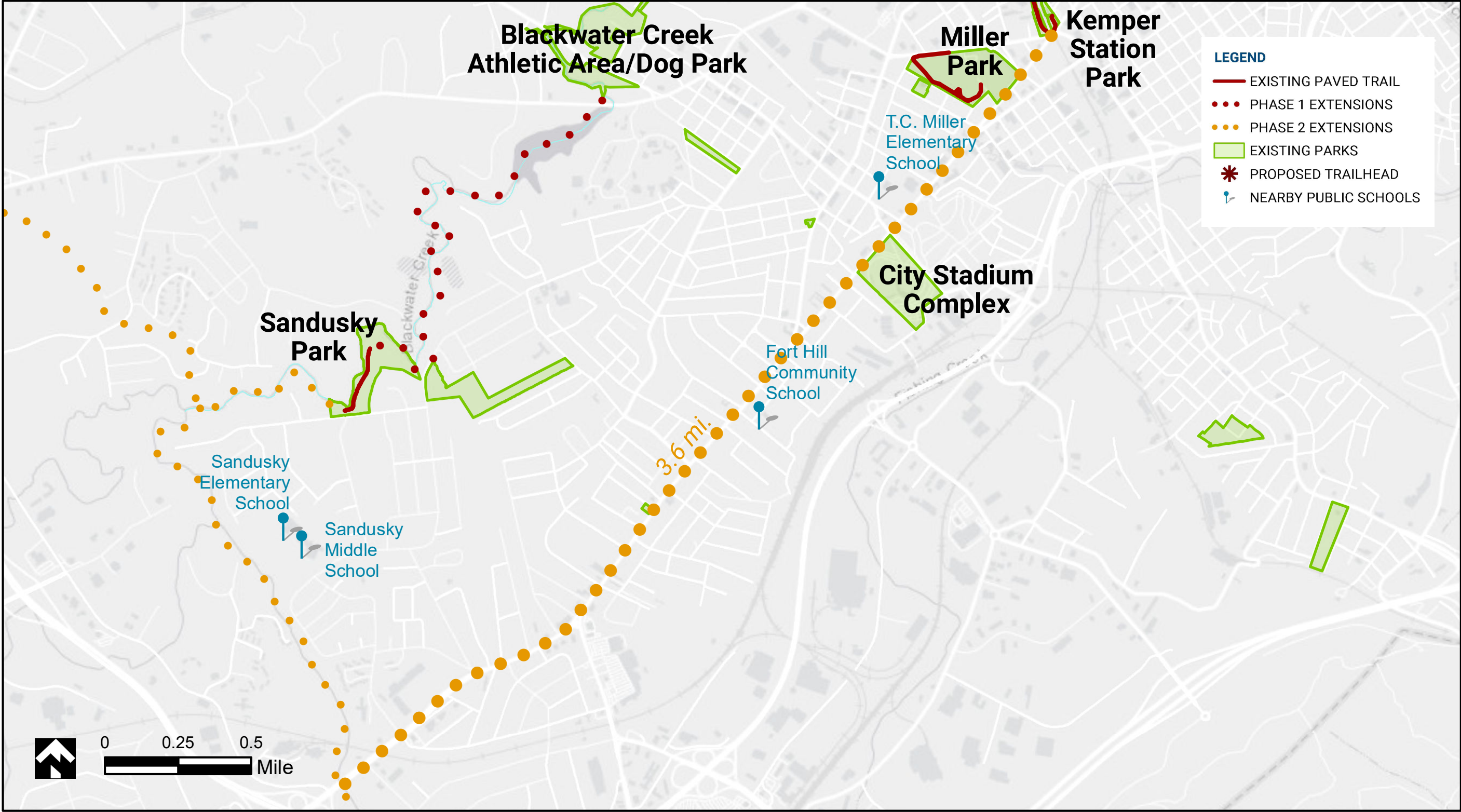
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Figure 4.11: Lynchburg Proposed Greenway Connections: Phase 2B - Heritage Park Connector



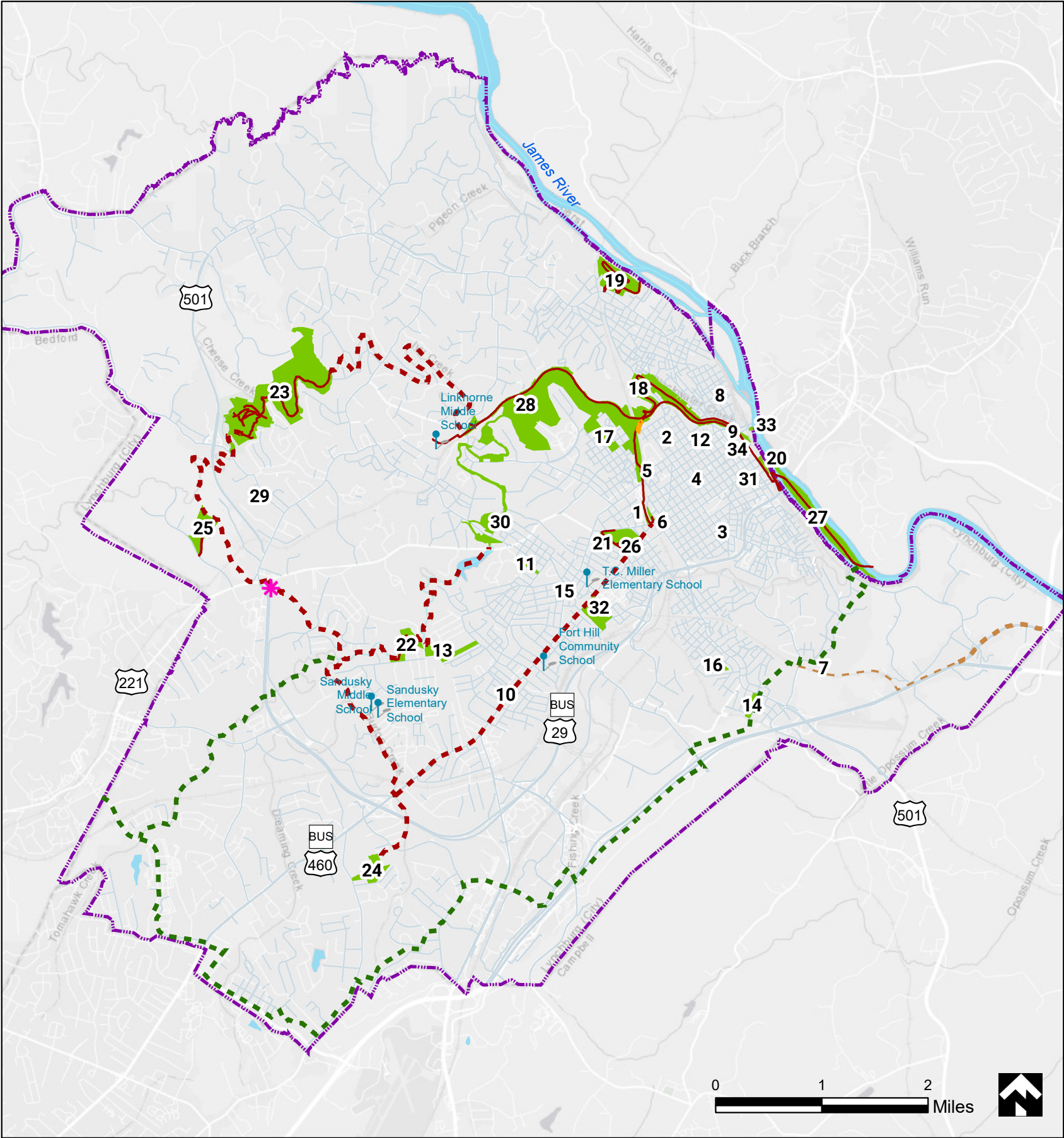
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Figure 4.12: Lynchburg Proposed Greenway Connections: Phase 2C - Fort Avenue Complete Street Improvements



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Figure 4.13: Lynchburg Proposed Inner and Outer Loops



LYNCHBURG PROPOSED INNER AND OUTER LOOPS

LEGEND

- NEARBY PUBLIC SCHOOLS
- PROPOSED TRAILHEAD
- INNER LOOP
- OUTER LOOP
- PROPOSED PLEASANT VALLEY GREENWAY
- PLEASANT VALLEY GREENWAY CONNECTION
- PROPOSED TINBRIDGE HILL TRAIL
- EXISTING PAVED TRAIL
- CITY OF LYNCHBURG
- EXISTING PARKS

- | | |
|---------------------------------------|--|
| 1 KEMPER STREET STATION | 18 HOLLINS MILL PARK |
| 2 AUBREY BARBOUR NEIGHBORHOOD PARK | 19 RIVERSIDE PARK |
| 3 DIAMOND HILL NEIGHBORHOOD PARK | 20 RIVERFRONT PARK |
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| 8 DANIEL'S HILL NEIGHBORHOOD PARK | 25 IVY CREEK PARK |
| 9 CLIFFS EDGE POCKET PARK | 26 MILLER PARK |
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| 17 JEFFERSON PARK | 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK |



Source: Lynchburg Parks and Recreation

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INDIVIDUAL PARK ASSESSMENTS

Park and recreation agencies continuously strive to provide safe, accessible, and enjoyable recreation opportunities to enhance their community's overall quality of life. To ensure that this goal is being met, facility assessments are regularly performed to determine if a park is functioning as intended and what, if any, renovations are needed to improve the park user experience.

Facility assessments are performed in the field to review general park conditions in terms of facility age, overall safety, maintenance practices, and compliance with requirements of the Americans with Disabilities Act (ADA). This information is used by the planning team to develop recommendations for repairs and renovations, as well as establishing guiding principles to improve park quality.

Park and recreation agencies continuously strive to provide safe, accessible, and enjoyable recreation opportunities to enhance their community's overall quality of life. To ensure that this goal is being met, facility assessments are regularly performed to determine if a park is functioning as intended and what, if any, renovations are needed to improve the park user experience.

Facility assessments are performed in the field to review general park conditions in terms of facility age, overall safety, maintenance practices, and compliance with requirements of the Americans with Disabilities Act (ADA). This information is used by the planning team to develop recommendations for repairs and renovations, as well as establishing guiding principles to improve park quality.



AUBREY BARBOUR NEIGHBORHOOD PARK

Address: 109 Jackson Street, Lynchburg, VA 24504

Classification: Mini Park

Acreage: 0.92 acre

Description: The Aubrey Barbour Neighborhood Park is located at the Yoder Community Center in the Tinbridge neighborhood and was named after Aubrey Barbour, life-long resident of the Tinbridge Hill neighborhood and 42-year supervisor of the Yoder Community Center. With the dedication of the Aubrey Barbour Park in 2011, the Yoder Center received new playground equipment, landscaping, a picnic pavilion with grills, a newly resurfaced basketball court, and ADA compliant sidewalks and walkways.

Observations: This park is well organized in the way the playground area, plaza, and basketball court are laid out. The ornamental fencing delineates the boundary of the park nicely. Parking is easy to access and convenient to park amenities. Sidewalks are present in the neighborhood, but appear to be disconnected at times.

There appear to be only a couple of street lights in this area. The park may be very dark at night, which may invite unwanted activities.

Recommendations: Recommendations to consider for this park include:

- Add fully shielded light fixtures to illuminate the park without impacting neighboring residents.
- See general notes regarding ADA requirements in Appendix J.



Aubrey Barbour Neighborhood Park



Aubrey Barbour playground



Aubrey Barbour playground and basketball court

BIGGERS NEIGHBORHOOD PARK

Address: 501 5th Street, Lynchburg, VA 24504

Classification: Neighborhood Park

Acreage: 0.94 acre

Description: Biggers Park is in the Garland Hill neighborhood. The shady park is completely fenced and is surrounded by an old stone wall with three access points for neighborhood residents. This neighborhood park is designed for family-friendly activities and provides recreation for all age groups. Biggers Park includes a basketball court, a picnic area, grills, and a playground.

Observations: The park fencing is not consistent in style. The main entrance to the park from 5th Street is ornamental, while the three other sides of the park are chainlink. On-street parking is informal but readily available.

ADA accessible pathways are available once inside the park. Entrances into the park may be challenging for some.

Recommendations: Recommendations to consider for this park include:

- Consider installing formal on-street parking with meters along Clay Street and Lucado Place.
- Replace chainlink fencing with an ornamental fence of appropriate height.
- Install permanent restrooms for park users.
- Add additional park lighting for security.
- Add sport court lighting to extend hours of play.
- See general notes regarding ADA requirements in Appendix J.



BLACKWATER CREEK ATHLETIC AREA AND DOG PARK

Address: 515 Monticello Avenue, Lynchburg, VA 24501

Classification: Special-Use Park

Acreage: 16.85 acres

Description: The Blackwater Creek Athletic Area (BCAA) and Dog Park includes Phase I of the only off-leash dog area in Lynchburg. The park includes a multipurpose lighted field that accommodates football or soccer, restrooms, and a connection to the Creekside Trail, which leads to the Blackwater Creek Natural Area.

Observations: This park was recovering from a significant rainfall event during the park assessment. The dog park appears to be the primary use of this site. The athletic area and mulituse field appear to be designed for less competitive play and are more appropriate for practices or unprogrammed pick-up games.

The park appears to be very low in the watershed of Blackwater Creek. Evidence of flooding was observed during the site assessment. While parks are often located in floodplains, consideration should be given to what recreational uses are most appropriate in low lying areas that may flood regularly. Dog parks and athletic fields require fencing, which can be damaged by flooding events. Flood levels on new flood maps have increased two to three feet along Blackwater Creek. There will be increases in water levels in various areas downstream from College Lake. It is understood the athletic field and dog park will be relocated. New locations for these facilities should be a priority.

Recommendations: Recommendations to consider for this park include:

- Consider rethinking this park as a natural area with an emphasis on natural floodplain restoration and protection.
- Find new locations for the multipurpose field and dog park.
- Consider the addition of canoe/kayak launches in support of blueway development.
- See general notes regarding ADA requirements in Appendix J.



BLACKWATER CREEK NATURAL AREA



Address: Trail Entrances:

Ed Page – 1720 Langhorne Road

East Randolph Place – 340 East Randolph Place

Downtown Lynchburg – Jefferson St. and 8th St.

Linkhorne Middle School – 2525 Linkhorne Drive

Classification: Natural Resource Area

Acreage: 394.77 acres

Description: The Blackwater Creek Natural Area includes almost 400 acres of forested land situated within a narrow stream valley along Blackwater Creek. An extensive trail system, several miles in length, can accommodate hikers, joggers, and bikers, and is accessible in some areas. Within the natural area is the 155-acre Ruskin Freer Nature Preserve, which is a plant and animal sanctuary.

Observations: The planning team was able to experience many of the trails in the Blackwater Creek Natural Area. The trails are incredibly popular and used by a variety of trail users including cyclists, runners, walkers, and hikers. Trail lighting is very limited. The trail can seem very dark during early morning and late afternoon hours.

Land adjacent to the trail could be used for expanding single track mountain biking opportunities in the City.

Blackwater Creek is also used as a blueway both above and below the Hollins Mill Dam. Blueway users may benefit from launch improvements, stream guages, and informational signage about optimal stream conditions for paddling.

Recommendations: Recommendations to consider for this park include:

- Consider lighting or emergency call boxes for certain paved trail sections.
- Install blueway signage and improved access on Blackwater Creek where appropriate.
- Work closely with the Central Virginia Planning District to have the new Blackwater Creek Watershed blueway opportunities included.
- Work with local mountain bike partners to expand single track mountain bike options.
- See general notes regarding ADA requirements in Appendix J.



CITY STADIUM COMPLEX

Address: 3176 Fort Avenue, Lynchburg, VA 24501

Classification: Special-Use Park

Acreage: 26.90 acres

Description: The City Stadium Complex is in the Fort Avenue neighborhood and hosts a baseball and football field. The football side of the City Stadium Complex is primarily used by Heritage and E.C. Glass high schools for varsity games as well as limited use by other groups for sporting events. Bleachers can seat audiences of up to 10,000. The facility includes two press boxes as well as a scoreboard, natural turf grass field, and gravel track. The baseball side of the City Stadium Complex is the home of the Lynchburg Hillcats, affiliated with the Cleveland Indians. In addition to the two fields, the City Stadium lawn is used as an event space for larger events up to 5,000 people. With lots of parking and attractive, newly renovated facilities, the Lynchburg City Stadium Complex is a great place for team practices and games, large company picnics, and other events.

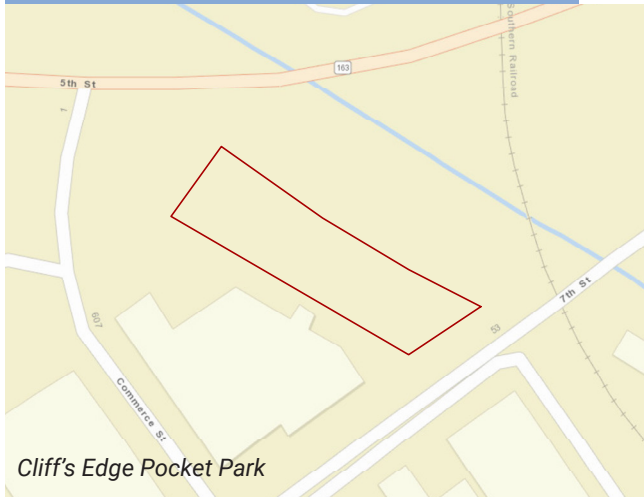
Observations: City Stadium does a great job of relaying local sports history in a modern facility. The field, plaza areas, and spectator areas will serve the community for years. The City Stadium Complex is adjacent to additional city-owned property that could be incorporated into this complex for even more recreational offerings.

Recommendations: Recommendations to consider for this park include:

- Find ways to expand access to City Stadium for additional athletic and special events including concerts which are desired by the community.
- Look to incorporate adjacent properties for additional recreation uses.
- Add a parking garage.
- Add security improvements including a security camera system and security room.
- Continue planned football stadium visitor side improvements.
- See general notes regarding ADA requirements in Appendix J.



CLIFF'S EDGE POCKET PARK



Address: Behind 100 Fifth Street, Lynchburg, VA 24504
(Accessible from the James River Heritage Trail)

Classification: Mini Park

Acreage: 0.44 acre

Description: The Cliff's Edge Pocket Park is located adjacent to the Cliff's Edge Lofts on Commerce Street next to the James River Heritage Trail. The park offers a covered bench, shade trees, a water fountain, and an earthen path. Directly across from the park is a James River Heritage Trail bridge that crosses Blackwater Creek.

Observations: This mini park provides a great setting along the James River Heritage Trail greenway. The park is connected to a residential development. Park furnishings and fixtures appear to be in good condition.

Recommendations: Recommendations to consider for this park include:

- Consider adding a restroom building at this location.
- See general notes regarding ADA requirements in Appendix J.



COLLEGE HILL NEIGHBORHOOD PARK

Address: 811 Jackson Street, Lynchburg, VA 24504

Classification: Mini Park

Acreage: 0.68 acre

Description: The College Hill Neighborhood Park is located at the College Hill Community Center. The park includes a playground and a basketball court.

Observations: The playground equipment appears to be in good condition but may need to be replaced in coming years. The property is not fully fenced, which is not the case at other similar parks. Basketball court fencing and backboards are showing signs of age and should be replaced when possible.

Recommendations: Recommendations to consider for this park include:

- Plan to update playground equipment in coming years as necessary.
- Add ornamental fencing to define the edge of the park similar to other parks of this size in the City.
- Replace basketball court fencing and backboards.
- Resurface basketball court.
- See general notes regarding ADA requirements in Appendix J.



COLLEGE PARK



Address: 101 Breckenbridge Street, Lynchburg, VA 24501

Classification: Neighborhood Park

Acreage: 3.08 acres

Description: This small, linear park is located near Lynchburg College, between Amelia Street and Breckenbridge Street, and contains three separate picnic areas with grills, and a basketball court. A small tributary of Blackwater Creek meanders through the center of the park, with large trees providing shade.

Observations: The park is currently pretty sparse. The main feature of the park is the stream tributary. There are also benches and a basketball court. There are no designated pathways to access part of the park. It is easy to mistake this property as nothing more than a median to the roadway.

A master plan was completed for College Park in 2007. The plan highlights opportunities for stream restoration, pedestrian pathways, and formal landscaping. In a joint effort with the Department of Water Resources, the College Park Master Plan is currently being updated. This update involves reassessment of park uses, streams, green infrastructure, stormwater capabilities, and public outreach in a "Walkable Watershed" plan. Adoption of the updated plan is expected in late 2022.

Recommendations: Recommendations to consider for this park include:

- Complete and implement the master plan for College Park.
- See general notes regarding ADA requirements in Appendix J.



COMMUNITY MARKET PLAZA

Address: 1219 Main Street, Lynchburg, VA 24504

Classification: Special-Use Park

Acreage: 1.61 acres

Description: The Community Market has played a key role in the development and growth of downtown Lynchburg since 1783. The market has been located numerous places around Lynchburg since then but has always remained a central social gathering place for the community. Today, farmers, artisan food vendors, restaurants and shops, a crafters gallery, and an artist alley can all be found at the market. The market features the We Got the Beet campaign, which is a collaborative effort between the City of Lynchburg, Central Virginia Health District of the Virginia Department of Health, and Virginia Cooperative Extension, to raise awareness about eating locally produced fresh and healthy foods.

Observations: The market interior is inviting and vendors are easy to identify and access. The plaza entrance to the market could be improved. The plaza structure that hosts the farmer's market is outdated. Modern structures could allow for improved circulation space under a roof while improving sight lines through to the indoor market.

The plaza surface and fountain could use some reconditioning.

Recommendations: Recommendations to consider for this park include:

- Update the market plaza shade structure.
- Improve sight lines to the indoor market entrance and implement remaining recommendations of the 2006 redevelopment plan.
- Evaluate viability of charging for parking during non-farmers market hours.
- Bring the Wendell Plan to 100% completion holistically looking at the connectivity of adjacent City properties.
- See general notes regarding ADA requirements in Appendix J.



DANIEL'S HILL NEIGHBORHOOD PARK



Address: 317 Norwood Street, Lynchburg, VA 24504

Classification: Mini Park

Acreage: 1.35 acres

Description: Daniel's Hill Neighborhood Park is located on Norwood Street and D Street in the historic Daniel's Hill Neighborhood. The park has a full basketball court, a half basketball court, a playground, and picnic tables with a grill.

Observations: This park is similar to other small parks in the system. The basketball courts, playground, and picnic tables appear to be in good condition. The lawn is a good size and allows for passive recreation in a nice setting.

The park lacks shade trees and may benefit from additional shade during summer months. The fencing is not consistent with other parks of this size or the historic nature of the surrounding neighborhood.

Recommendations: Recommendations to consider for this park include:

- Replace chainlink fencing with the ornamental fencing used at similare sized parks in other parts of the City.
- Add accessible routes to all park amenities.
- Consider adding a shade structure over the playground area.
- Consider adding shade structures, grills, and tables to improve the picnic area.
- See general notes regarding ADA requirements in Appendix J.



DIAMOND HILL NEIGHBORHOOD PARK

Address: 1005 17th Street, Lynchburg, VA 24504

Classification: Mini Park

Acreage: 0.66 acre

Description: The Diamond Hill Neighborhood Park is located at the Diamond Hill Community Center on 17th Street. This park has a basketball court, a playground, benches, picnic tables, and a grill.

Observations: The park is well maintained and inviting in appearance. Fencing, trash cans, tables, and lighting complement each other well. Landscaping is well maintained. Overall, this park is a good example to emulate at other parks in the system.

Recommendations: Recommendations to consider for this park include:

- Use this park as the standard for mini parks located at neighborhood centers.
- Consider implementing community feedback gained at the Strong Neighborhood Alliance meetings. (Community Tool Shed checkout and Washer and Dryer availability in the neighborhood center).
- Consider adding shade structures, grills, and tables to improve the picnic area.
- See general notes regarding ADA requirements in Appendix J.



Diamond Hill Neighborhood Park



Diamond Hill playground



Diamond Hill basketball court

FAIRVIEW HEIGHTS NEIGHBORHOOD PARK

Address: 3621 Campbell Avenue, Lynchburg, VA 24501

Classification: Neighborhood Park

Acreage: 7.45 acres

Description: Fairview Heights Neighborhood Park is located at the Fairview Heights Recreation Center. This park has a playground, picnic tables, tennis courts, a full basketball court, and a half basketball court.

Observations: The park is well maintained. Park features are connected by walkways. There are several steps in the park that may be difficult to navigate by some visitors.

A large open lawn is located on the south side or rear of the property. This area seems suitable for casual pick-up games of football or soccer. The addition of a backstop in one of the corners would allow for baseball and softball practices or informal games as well. This area is also large enough to host special events for the neighborhood. However, parking would need to be addressed if large events were hosted here.

Recommendations: Recommendations to consider for this park include:

- Create a multipurpose field with sports lighting.
- Evaluate the need for ADA accessible ramps in place of stairs.
- Complete fencing around the functional portions of the property.
- Add striping for pickleball to existing tennis courts to meet needs identified by community input.
- Convert tennis courts to tennis/pickleball courts by resurfacing and adding new fencing and nets.
- See general notes regarding ADA requirements in Appendix J.



FORT AVENUE NEIGHBORHOOD PARK

Address: 4831 Fort Avenue, Lynchburg, VA 24501

Classification: Neighborhood Park

Acreage: 0.41 acre

Description: Fort Avenue Park is located on Fort Avenue, past the City Stadium and Fort Early. This completely fenced neighborhood park is a popular spot for nearby residents to hold family reunions, picnics, or enjoy a game of basketball. There is also a play area in Fort Avenue Park.

Observations: This park is in overall good condition. The tables, basketball court, and playground appear to be in good condition. A shade structure over the playground might be beneficial on hot summer days. Accessible walkways do not connect the playground or basketball court. The park is terraced and slopes may be difficult for some to navigate.

Recommendations: Recommendations to consider for this park include:

- Install accessible walkways to all park features including the playground and basketball courts.
- Replace chain-link fence with black powder-coated fence.
- See general notes regarding ADA requirements in Appendix J.

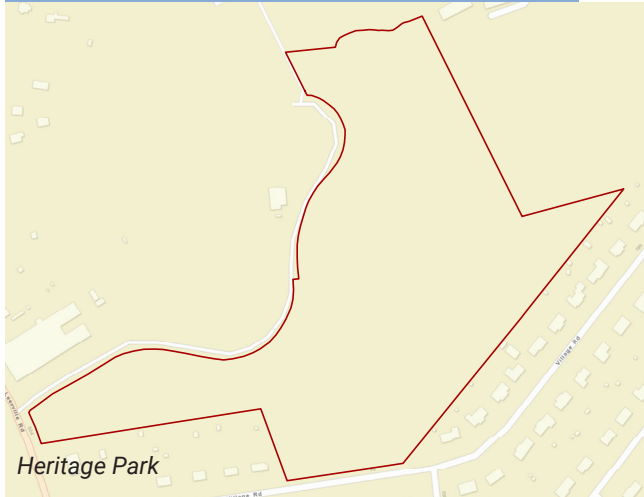


Fort Avenue Neighborhood Park



Fort Avenue basketball court and picnic tables

HERITAGE PARK



Address: 557 Leesville Road, Lynchburg, VA 24502

Classification: Community Park

Acreage: 22.61 acres

Description: This 59-acre site provides recreation for both school and park users. Extensive hiking and mountain bike trails are found in Heritage Park, which is located behind Heritage High School. Heritage Park's bike trails are for beginner, intermediate, and advanced riders. While mountain bike trails have been a focus of this heavily wooded park in the past, new uses like disc golf are now being considered for this location.

Observations: This park is heavily wooded with rolling terrain. The park and high school campus appear to function as one property. Opportunities for partnership with the school would seem very good at this location.

The high school currently maintains a football field to the west of Heritage Park. This is not the primary football facility for the school and may make sense to transfer responsibility of this area to the Parks Department. This area could be used by the Department for youth sports (football or soccer) or more passive activities to complement the vast wooded area targeted for disc golf.

The paved sidewalk to the high school from the Heritage Park parking area requires several steps, which may be difficult for some to navigate.

Recommendations: Recommendations to consider for this park include:

- Evaluate wooded area for use as a disc golf facility.
- Discuss opportunities for the future management of the small football fields located west of the parking area with the school. This might fill the need for a dedicated youth football facility.
- Create and implement a new master plan for the park.
- See general notes regarding ADA requirements in Appendix J.



HOLLINS MILL PARK

Address: 521 Hollins Mill Road, Lynchburg, VA 24503

Classification: Community Park

Acreage: 9.63 acres

Description: This popular park provides large shade trees, a lush open field, fishing access, and wonderful views of Blackwater Creek and historic Hollins Mill Dam. Picnic tables and grills are accessible. Visitors can enjoy the old stonework of the dam as the water surges over the edge. The park also includes trail connections to the Blackwater Creek Bikeway, including the Point of Honor Trail section.

Observations: This park is a great location to access a trail, enjoy good access to the water, or have a picnic in the open field. There is a good amount of parking for these uses. The trail uses a low water crossing to traverse the creek. While this alignment provides interesting views of the historic dam, the low water crossing is less than ideal for trail users after heavy rains.

A portable toilet serves this park. A more permanent but environmentally sensitive solution would serve the public better.

Blackwater Creek is easily accessed here. The park could function as a more formal take out location for paddlers finishing trips that began upstream. A designated portage around the dam could also assist paddlers seeking to extend their trip below the structure.

Recommendations: Recommendations to consider for this park include:

- Replace the low water crossing with a bicycle/pedestrian bridge that is connected to the upstream side of the Hollins Mill Road bridge.
- Consider replacing the portable restroom with a permanent restroom structure. A waterless vault toilet may meet demand at this location.
- Improve boat launch and signage.
- Consider adding a picnic shelter along the trail in the park to allow for picnics or gatherings during times of uncertain weather.
- See general notes regarding ADA requirements in Appendix J.



IVY CREEK PARK



Address: 118 Clemmons Lake Place, Lynchburg, VA 24501

Classification: Community Park

Acreage: 29.12 acres

Description: Ivy Creek Park (the nature park) is in the Lynchpin Industrial Park, which houses nine major businesses with over 1,400 employees. Ivy Creek Park is a green oasis that includes the six-acre Clemmons Lake, multi-use trails, picnic and play areas, and an auxiliary site for the naturalists of the Nature Zone. Clemmons Lake provides opportunities to canoe or kayak, fish from the pier, or enjoy a picnic lunch on the shore. The grounds of Ivy Creek Park incorporate green design principles such as aggregate paving in the parking lot to help reduce stormwater runoff along with landscaping that includes native plants and trees selected to attract wildlife and provide food and shelter.

Observations: The park setting is interesting due to the number of employers in the area. A multi-use paved trail connects the park to the sidewalk network at Jefferson Ridge Parkway. The trail extends beyond the parking area and around the lake.

There appears to be ample room to construct a formal nature center here in the future.

Recommendations: Recommendations to consider for this park include:

- Evaluate need for a permanent nature center at this location for future investment.
- Consider adding solar installations to this park as a pilot project.
- Work with adjacent landowners to create an access road for people with disabilities to enter the park on the same grade as the pier.
- Plan and install sustainable features such as solar panels, stormwater measures, pollinator gardens, etc. for sustainability and for educational purposes.
- See general notes regarding ADA requirements in Appendix J.



JACKSON HEIGHTS NEIGHBORHOOD PARK

Address: 720 Winston Ridge Road, Lynchburg, VA 24501

Classification: Mini Park

Acreage: 3.31 acres

Description: The Jackson Heights Neighborhood Park is home to the Jackson Heights Art Studio, which specializes in pottery and stained glass. This unique neighborhood art studio features ten potter's wheels, a slab roller table, extruder, and a variety of clay and glazes for creating hand-built and wheel projects. Stained glass artists are provided with grinders, light boxes, an array of textured and colored glass sheets, solder, and tools to make colorful window hangings. Instructors practice hand over hand instruction, and work to cultivate a space of creativity and growth.

Observations: The art studio is the primary attraction to this park. The studio is highly valued and should be expanded based on analysis of participation demand. There appears to be suitable room for expansion at this location.

A small pavilion provides shelter for a picnic table. The pavilion is not connected to the parking area with an accessible route. Accessing the pavilion could be difficult for some visitors.

This property is larger than it first appears. Approximately half the site is wooded and may be suitable for a small nature trail.

Recommendations: Recommendations to consider for this park include:

- Expand the art studio.
- Consider adding a playground and nature trail in this location to diversify recreation at this park.
- See general notes regarding ADA requirements in Appendix J.



JAMES RIVER CANOE RAMP

Address:

Classification: Special-Use Park

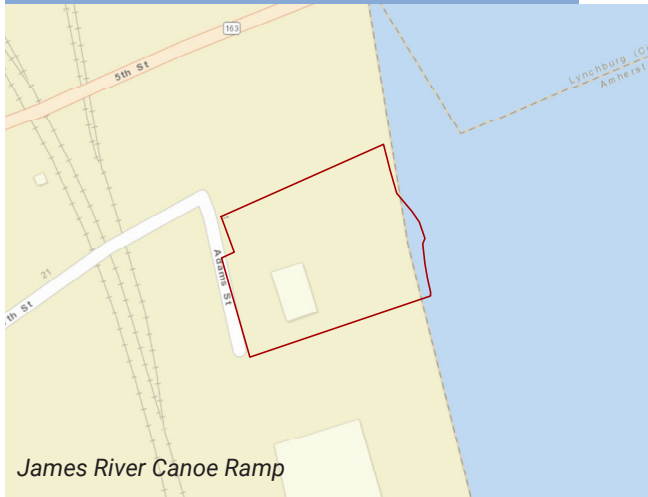
Acreage: 0.56 acre

Description: The James River Canoe Ramp is located at the end of 7th Street, just upriver from Langley Foundation. There are 11 parking spaces allocated for vehicles and the facility is open from dawn to dusk. No fishing, camping, wading, or swimming is allowed at the ramp.

Observations: The parking area is paved and appears to be in good condition. This area could be very dark in early morning hours. Additional lighting may be helpful for safety.

Recommendations: Recommendations to consider for this park include:

- Add lighting and security cameras in the parking area.
- Add well marked parking spaces.
- Improve the launch area.
- Install signage so ramp can be located.
- Create and implement a blueway plan for creeks and rivers throughout Lynchburg that includes additional formal put-ins, mapping, signage, etc.
- See general notes regarding ADA requirements in Appendix J.



JEFFERSON PARK

Address: 405 York Street, Lynchburg, VA 24502

Classification: Neighborhood Park

Acreage: 14.50 acres

Description: Jefferson Park is home to the Jefferson Park Neighborhood Center that serves as the hub for much of the activity in the park. The park includes a playground, athletic fields, two tennis courts, horseshoe pits, and a basketball court for active recreation. An open field for play is located next to the neighborhood center. The picnic shelter and grills accommodate up to 80 people, ideal for a family reunion or neighborhood gathering. The Jefferson Park Trail is in Jefferson Park and provides access to the Blackwater Creek Natural Area and Creekside Trail.

Observations: The park property is connected to the surrounding neighborhood by an existing sidewalk network. This pedestrian network could be improved by addressing gaps.

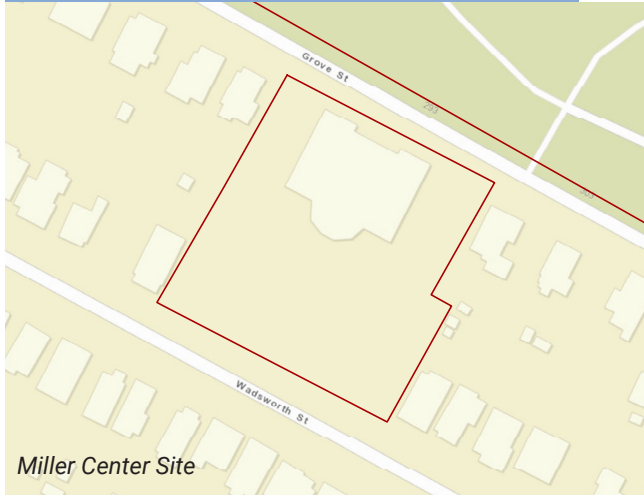
The Dearington Neighborhood Plan includes recommendations for this park that should be carried forward as improvements are made at this location.

Recommendations: Recommendations to consider for this park include:

- Pave the existing trail connection to Creekside trail.
- Implement new Jefferson Park Master Plan in phases as funding allows.
- Consider additional lighting for this park to extend hours of use.
- Implement the new master plan, which was part of the Dearington Neighborhood master planning process.
- Plan and install sustainable features such as solar panels, stormwater measures, pollinator gardens, etc. for sustainability and for educational purposes.
- Implement wildflower field on bank behind apartments.
- See general notes regarding ADA requirements in Appendix J.



MILLER CENTER SITE



Address: 301 Grove Street, Lynchburg, VA 24501

Classification: Community Park

Acreage: 1.28 acres

Description: Located in Midtown adjacent to historic Miller Park, the Miller Center serves as the Lynchburg Parks and Recreation headquarters. The newly renovated Miller Center is also home to the Nature Zone environmental education center, which has a newly restored 186-seat theatre, fully equipped classroom space, and a new dance/fitness studio. The center was originally built as an elementary school building and was completed in 1911. Current renovations began in 2012. A key component of the 2012 renovation was to follow the recommendations of the Miller Park Master Plan, which called for a stronger connection between the Miller Center and Miller Park.

Observations: The Miller Center is a great facility for administrative functions required of a recreation system this size. The center also provides quality classroom spaces and room for the nature program. Recreation programs that are based at the Miller Center keep the facility active and provide good access to residents of the immediate area and beyond.

The building is easy to access. Accommodations are available for visitors with physical limitations. The building is clean and appears to be well maintained.

Recommendations: Recommendations to consider for this park include:

- Maintain the historic attributes of the building.
- Plan and install sustainable features on-site such as solar panels, stormwater measures, pollinator gardens, etc. for sustainability and for educational purposes.
- See general notes regarding ADA requirements in Appendix J.



MILLER PARK

Address: 2100 Park Avenue, Lynchburg, VA 24501

Classification: Community Park

Acreage: 29.70 acres

Description: Miller Park has almost 30 acres and includes two picnic shelters that can be rented as well as the historic Aviary, which can be used for weddings and other events. Miller Park Pool is the only public outdoor pool in Lynchburg and can be rented for special occasions. Miller Park includes baseball fields, a basketball court, horseshoe pits, an Olympic size pool and diving well, and playgrounds.

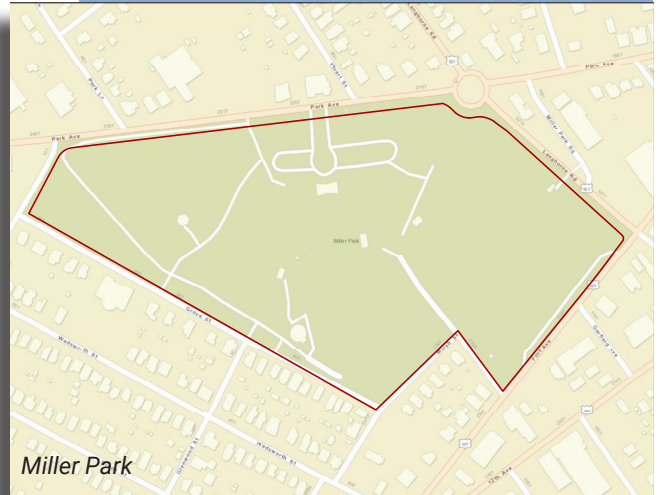
Observations: This park is a very large park in a highly developed part of the City. The amount of development surrounding the park makes investing in Miller Park very important. The park has a good mix of active and passive recreation.

Parking seems limited for some uses like the three diamond fields. Youth sports require a lot of parking and a different location may be more suitable for these fields.

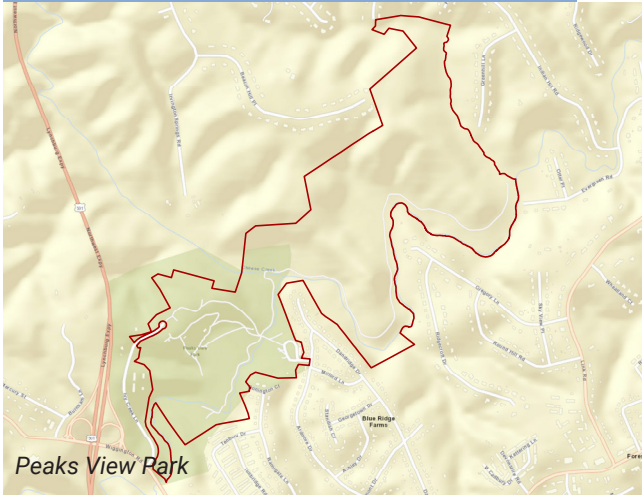
Trails within the park are in need of repair in a number of locations. ADA requirements should be addressed in conjunction with repairs when necessary.

Recommendations: Recommendations to consider for this park include:

- Consider finding a new location for the three diamond fields.
- Consider using a bubble or other seasonal enclosure to extend use of the Olympic pool.
- Actively maintain the Aviary and Fireman's Fountain as special features of the park.
- Address needed trail repairs.
- Plan and implement the replacement of the pool.
- Develop the Miller Mile Trail around the park and mark with 1/10 mile markers.
- Implement recommendations found in the Security Assessment for Miller Park (2021) in Appendix F.
- See general notes regarding ADA requirements in Appendix J.



PEAKS VIEW PARK



Address: 170 Ivy Creek Lane, Lynchburg, VA 24502

Classification: Community Park

Acreage: 253.66 acres

Description: Peaks View Park is the second largest park in Lynchburg and offers both passive and active recreation. The park has three lighted tennis courts, four multipurpose fields (soccer and football), seven softball fields, a basketball court, mountain bike trails, and a disc golf course. The park also has a popular playground and picnic shelters. The Ivy Creek greenway can be accessed from Peaks View Park.

Observations: The park is very large and could benefit from wayfinding signage to assist visitors in understanding what is available and how to access it.

There are seven diamond fields located in the park. All of these fields are very low and are prone to occasional flooding. Flooding is especially hard on softball fields because of the dirt required for the infields. The planning team observed areas where this dirt had been washed into the nearby creek in numerous instances. Parking is not convenient to the northernmost and southernmost fields.

The upper portions of the park appear to be in good condition. The tennis courts, newer playground, and rectangular fields are all in good condition and ready for use.

Recommendations: Recommendations to consider for this park include:

- Build up diamond fields to prevent future damage during rain events.
- Upgrade field lighting and remove unused poles.
- Improve trail drainage.
- Provide wayfinding signage within the park.
- Plan and implement stream restoration throughout the park.
- Plan and implement repairs and flooding measures for park features.
- Implement recommendations found in the Security Needs Assignment in Appendix F.
- See general notes regarding ADA requirements in Appendix J.



PERCIVAL'S ISLAND NATURAL AREA

Address: 1600 Concord Turnpike, Lynchburg, VA 24504

Classification: Natural Resource Area

Acreage: 60.52 acres

Description: Percival's Island Natural Area is a beautiful, heavily wooded island located along the James River in eastern Lynchburg. Once a private home and later a rail yard, the island is approximately 1.5 miles long and is Lynchburg's newest park (opened in 1998). Percival's Island houses the trailhead for the James River Heritage Trail. Visitors may see herons, migrating waterfowl, and many different plants and animals as they follow the paved Riverwalk Trail, which bisects the natural area and is accessible.

Observations: The island is an easily accessible way to experience views of the river from a greenway trail. The island overlook from the greenway bridge is well constructed and accessible to all. The trail itself is a good width for two-way traffic.

Some concerns about invasive and non-native flora were shared with the planning team. Percival's Island provides a great venue to engage with conservationists and naturalists to use their passion and knowledge to benefit the community through structured efforts like weed wrangles and nature walks.

Recommendations: Recommendations to consider for this park include:

- Explore options for removing the low dam on the south side of the island.
- Add communal swing set near the 4.5-mile marker in the grassy area and remove concrete slab.
- Add Youth Remembrance Trail and Seven Rails Trail signage at trailhead.
- Develop a management plan for the natural area.
- Plan and implement sustainable/natural features, which could be used for educational programming.
- See general notes regarding ADA requirements in Appendix J.



PERRYMONT PARK

Address: 409 Perrymont Avenue, Lynchburg, VA 24502

Classification: Neighborhood Park

Acreage: 18.95 acres

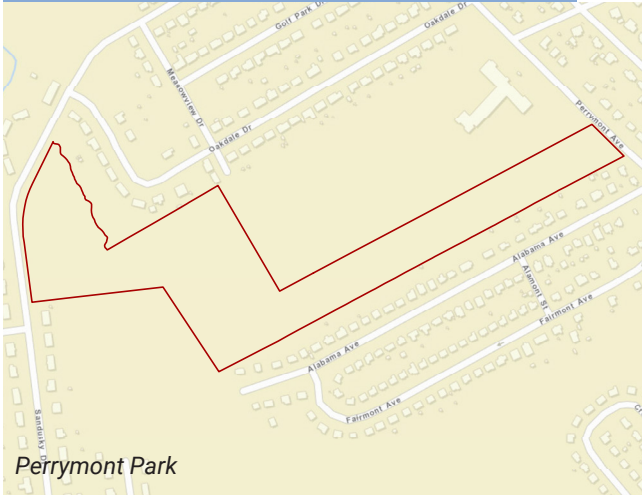
Description: Located on Perrymont Avenue, adjacent to Perrymont Elementary School, this park includes a wooded grassy area, an athletic field, and a playground.

Observations: A previous master plan has been completed for Perrymont Park. The plan discusses additional parking off of Meadowview Drive, revisions to the trail system to improve issues with erosion, and programmatic elements of the park.

Sandusky Park and Perrymont Park could be connected by a paved trail along a tributary of Blackwater Creek. This should be explored as a future opportunity.

Recommendations: Recommendations to consider for this park include:

- Continue implementing recommendations from the previous master plan for this park.
- Construct a trail connecting to the Sandusky Park trail system.
- See general notes regarding ADA requirements in Appendix J.



RIVERFRONT PARK

Address: 1100 Jefferson Street, Lynchburg, VA 24504

Classification: Community Park

Acreage: 7.27 acres

Description: Riverfront Park is located near the river in downtown Lynchburg and includes a large open field suitable for festivals and other special events. The park connects to the Riverwalk Trail along its northern edge. The Riverwalk Trail leads to Percival's Island in the James River. The level ground near the river is ideal for an easy stroll or bike ride. Recent renovations to Riverfront Park include several boardwalks, rain gardens with native wildlife plantings, benches, new shade trees, and a stage area for events. A zero-depth fountain is open seasonally near the stage area for young and old to enjoy.

Observations: The park is well maintained and provides much needed open space to residents and visitors of downtown Lynchburg. The rail lines adjacent to the park separate Riverfront Park from the river and Percival's Island. While it is possible to access Percival's Island via an at-grade rail crossing located at Washington Street, a grade-separated bridge for bicycles and pedestrians running from the Lower Bluffwalk stairs at Jefferson Street to the James River Heritage Trail would connect Riverfront Park to Percival's Island, providing a safe crossing for trail users.

The City should consider purchasing additional property along the riverfront as it becomes available for park development to increase park and trail connectivity and allow for additional river-based recreation opportunities.

Recommendations: Recommendations to consider for this park include:

- Provide improvements to accommodate concerts and other community events at Riverfront Park.
- Develop a grade-separated crossing from Riverfront Park to Percival's Island as a long-term goal.
- Purchase additional riverfront properties as they become available.
- Implement recommendations from the Downtown 2040 Master Plan.
- See general notes regarding ADA requirements in Appendix J.



RIVERSIDE PARK

Address: 2238 Rivermont Avenue, Lynchburg, VA 24503

Classification: Community Park

Acreage: 49.86 acres

Description: One of the most beloved parks in Lynchburg, and the second oldest, Riverside Park has over 49 acres of rolling parkland with walking trails that provide views of the wooded hillsides and the river beyond. Active recreation opportunities include tennis and basketball, with extensive playground equipment for younger children located in the front of the park. The latest addition to the park is the first fully accessible playground in Lynchburg. The park also includes the sprayground. The transportation exhibit in the park includes a train locomotive, tender, caboose, the Fink Deck Truss Bridge, which is a national engineering landmark, and the hull of the packet boat, Marshall. Two picnic shelters and a gazebo can be rented for picnics, birthday parties, or family reunions.

Observations: The park grounds are well maintained. Landscaping appeared to be healthy and crews were on site during the assessment. The playgrounds appeared to be in good condition as well. The sprayground was being renovated at the time of the assessment.

The park's exhibits provide insight into Lynchburg's engineering and transportation histories. Trails and walkways were in overall good condition. Public input suggested paving the gravel section of Treasure Island Road to make it easier for trail users with strollers.

Recommendations: Recommendations to consider for this park include:

- Add additional exhibits to the former pool, which was decommissioned in the 1960s.
- Add a senior communal swing set under the large tree canopy.
- Pave gravel sections of Treasure Island Road.
- Add additional play equipment for young children.
- Install a shade structure for the sprayground area.
- Install lighting infrastructure for Celebration of Lights.
- Continue to plan and implement improvements to the transportation displays (train, trestle, and packet boat).
- See general notes regarding ADA requirements in Appendix J.



ROTARY CENTENNIAL RIVERFRONT SKATEPARK

Address: 11 9th Street, Lynchburg, VA 24504

Classification: Special-Use Park

Acreage: 0.77 acre

Description: Rotary Centennial Riverfront Skatepark was opened in 2008 on land donated by the City and funded by the City and two Lynchburg rotary clubs. The skatepark is currently a 14,000 square foot complex with a street course and a bowl. The park is an outdoor hybrid that was designed by Artifex and built by California Skateparks. The street course (a 9,000 square foot pad) includes multiple flat bars, a bench pyramid with hubba, two quarter pipes, a loading dock with a kicker ramp, a complete platform with ledge, and concrete bank stairs. The concrete bowl includes a shallow five-foot section, two hips, and a deep eight-foot section.

Observations: The skatepark equipment and fixtures appear to be in good condition. The planning team observed users at different times giving an indication the park is used for the intended purpose and fills a need within the community.

The park is located on Blackwater Creek. The public engagement process identified a need for additional river access points. Additionally, this site was suggested as a possible location for a canoe/kayak launch. A launch would be a complementary use to the skatepark and could be provided just east of the skatepark.

Recommendations: Recommendations to consider for this park include:

- Add a shade structure to the skate park.
- Consider adding a canoe/kayak launch in this location.
- Continue improvements and additions of skating features over time.
- Install permanent restrooms for park users.
- Implement recommendations found in the Security Needs Assignment in Appendix F.
- See general notes regarding ADA requirements in Appendix J.



SANDUSKY PARK

Address: 5805 Rhonda Road, Lynchburg, VA 24502

Classification: Community Park

Acreage: 21.47 acres

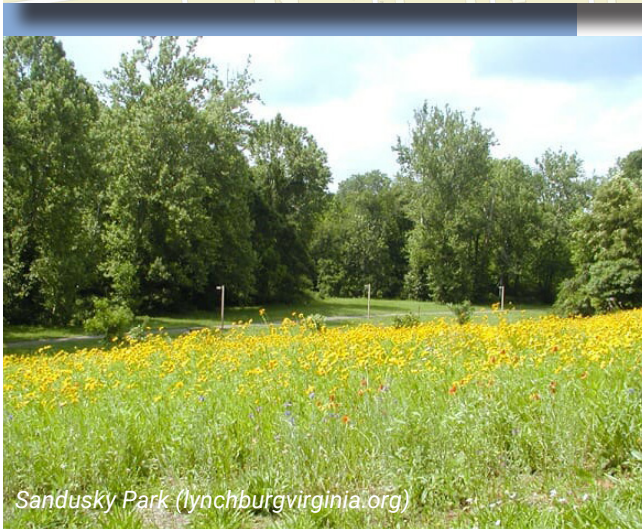
Description: Sandusky Park features athletic fields, a picnic area, a paved pathway, and an 18-hole disc golf course. The park is a lovely place to take a walk near Blackwater Creek. Benches provide resting spots for visitors to admire the many native plants and trees, including viburnum, hypericum, sycamores, and dogwoods. The paved pathway follows along Blackwater Creek and ends at a large open green field perfect for pick-up soccer games. With over 21 acres of parkland to explore, Sandusky Park offers plenty of space for families to spend some time outdoors exploring the flora and fauna native to the area.

Observations: The park is sizable, allowing for diverse recreation opportunities. The native plants and trees coincide with the informal athletic fields nicely. A large playground could further expand recreational opportunities here and address comments raised in the public input process.

Sandusky Park and Perrymont Park could be connected by a paved trail along a tributary of Blackwater Creek. This should be explored as a future opportunity.

Recommendations: Recommendations to consider for this park include:

- Begin exploring development of a greenway connection to Perrymont Park.
- See general notes regarding ADA requirements in Appendix J.



TEMPLETON SENIOR CENTER SITE

Address: 225 Wigginton Road, Lynchburg, VA 24502

Classification: Special-Use Park

Acreage: 0.81 acre

Description: The Templeton Senior Center serves seniors and adults of all ages in the Lynchburg area. This location has served as a gathering place in the community since 2004 and offers participants a great place to gather and have fun. The center is the hub of activity for both the community and bridge enthusiasts alike. A variety of activities are planned monthly. Templeton also offers Zumba, yoga, cardio fitness and tone classes, and even video chair exercise. Beading, watercolors, botanicals, oil painting, and acrylic painting are also offered at the center. Outdoor amenities include a gazebo and community gardens. Off-site activities include softball, bowling, pickleball, putt-putt, Golden Gourmets, and a chapter book group.

Observations: The facility is well maintained and efficiently used to provide a number of programs and services to senior residents of Lynchburg. Staff expressed concerns about outgrowing the current building. Adjacent property is available, which would allow for expansion of the current site and parking areas.

With additional land, a small mini park could be developed around the center to activate the site as a multi-generational facility.

Recommendations: Recommendations to consider for this park include:

- Purchase adjacent land for facility expansion.
- Expand the current building to serve seniors at this location for years to come.
- Develop a small park with playgrounds designed for older users and picnic tables.
- Request a bus stop be added in front of center.
- See general notes regarding ADA requirements in Appendix J.



Visitors playing games (lynchburgparksandrec.com)

VALLEYVIEW PLAYLOT

Address: 1417 4th Street, Lynchburg, VA 24501

Classification: Mini Park

Acreage: 0.16 acre

Description: The Valleyview Playlot is a small park located between 4th Street and Valley Street that offers a picnic area with a grill and a playground.

Observations: This park is located on what appears to be a quiet street in a residential area.

Recommendations: Recommendations to consider for this park include:

- Standardize the fencing, trash cans, and picnic table to match those used in other parks of this size.
- Provide level concrete pads for the picnic table and bench.
- Update playground equipment to modern standards.
- See general notes regarding ADA requirements in Appendix J.



WESTOVER NEIGHBORHOOD PARK

Address: 3117 Memorial Avenue, Lynchburg, VA 24501

Classification: Neighborhood Park

Acreage: 0.30 acre

Description: Westover Neighborhood Park is completely fenced and includes playground equipment for younger children as well as a picnic table. A half basketball court, located in the center of the park, provides entertainment for older children. Small trees provide shade for the playground and picnic table.

Observations: The park is highly visible from public roads and is generally well maintained. Fencing, trash cans, and lighting is not consistent with other similar parks in the system.

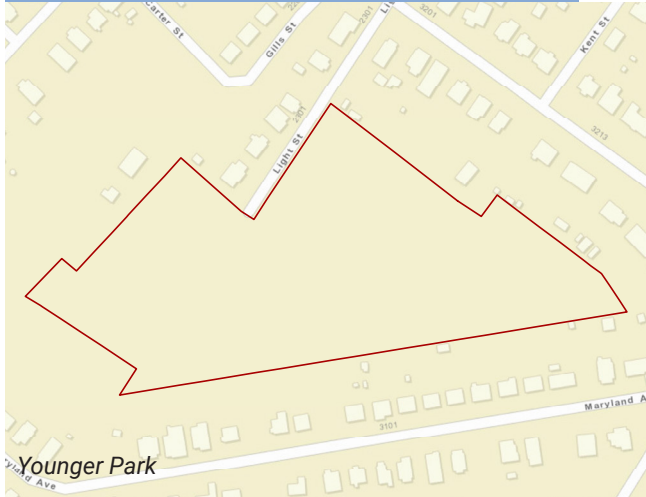
Overall, the park seems well situated to serve residents who live within walking distance.

Recommendations: Recommendations to consider for this park include:

- Standardize the fencing, trash cans, and picnic tables to match those used in other parks of this size.
- Install new picnic areas that include shade structures, grills, and tables.
- Add an appropriate mural to the brick wall.
- Implement recommendations found in the Security Needs Assignment in Appendix F.
- See general notes regarding ADA requirements in Appendix J.



YOUNGER PARK



Address: 2338 Light Street, Lynchburg, VA 24501

Classification: Neighborhood Park

Acreage: 7.50 acres

Description: Located in the quiet Fairview Heights neighborhood, Younger Park is surrounded by the backyards of adjacent homes. The park has over seven acres of land with several large canopy trees on a rolling terrain. Younger Park underwent master planning in the fall of 2004. Capital funding from the City of Lynchburg was used to complete the renovations in the summer of 2011. Designated as a neighborhood park, the renovations added a new basketball court and playground, two picnic tables and grills, and a small trike track for younger children. Also included was new lighting, signage, park amenities, and a new parking area with additional spaces.

Observations: The park renovations completed in 2011 appear to serve the residents well. The playground equipment is aging, but should last several more years. The basketball court and parking lot are also in good condition.

Site furnishings such as bike racks, trash cans, and signage appear to meet Department standards for parks of this type.

The undeveloped portion of the park appears suitable for community events.

Recommendations: Recommendations to consider for this park include:

- Monitor need to upgrade playground equipment.
- Upgrade lighting throughout park.
- Install permanent restrooms for park users.
- Implement recommendations found in the Security Needs Assignment in Appendix F.
- See general notes regarding ADA requirements in Appendix J.



GENERAL FINDINGS AND RECOMMENDATIONS

The facility assessment findings identified some general trends throughout the system. Overall, the facilities are in fair condition. The responsibilities for addressing park maintenance lies mostly with the Public Works Department. The Public Works Department is responsible for addressing maintenance concerns for the entire community and must divide staff hours and budget allocations to meet this significant demand. Additionally, park maintenance requires specialized training, skills, and equipment to deliver a high standard of care. Additional maintenance staff with specialized park maintenance training and equipment should be added as budgets and funding allow.

The planning team noted that these parks have a broad range in age, maintenance levels, design standards, and compliance with safety and ADA codes, which is not uncommon for a park system of this size. The Department regularly undertakes renovation projects to rehabilitate old or non-functional park facilities to current standards and improve the overall quality of the system. Although specific needs vary between parks, several issues were found to be consistent through the city, including stormwater issues, the need for general maintenance, and ADA accessibility issues. The following summary recommendations should be evaluated by Department staff and implemented where feasible:

AMERICANS WITH DISABILITIES ACT (ADA) COMPLIANCE

A large issue facing both public and private recreation providers is the ability to enhance access for disabled patrons. Park and recreation departments are not exempt from this requirement, and legislation dictates that primary park amenities be barrier-free. The park system recommendations address how best to ensure compliance with accessibility requirements of the Americans with Disabilities Act (ADA). These system-wide recommendations address existing conditions, use patterns, and the potential for redevelopment and expansion. Equitable access should be prioritized to reduce the limitations of service. Due to the age of many of the facilities in the City's park inventory, many still contain original design elements that are not in compliance with current accessibility codes. The planning team observed multiple instances of non-compliant parking spaces and pedestrian routes to primary use areas. Many athletic facilities did not have accessible routes to team and spectator areas. Re-evaluation of the total system on a recurring basis is recommended to continue to monitor park conditions for code compliance. See Appendix J for ADA compliance standards.

SAFETY AND SECURITY

The Parks and Recreation Department is working to ensure park users have a safe and welcoming experience in all of city parks. Parks and Recreation has sought input from the Lynchburg Police Department to address a variety of crimes that have recently occurred in the parks. These crimes range from alcohol and drug related offenses to violent assaults and a shooting. The collaboration with the Police Department has identified several areas of investment to address this concern. Investments recommended include:

Security Measures Needing Major City Investment

- Special Park Officers
- Lighting Systems
- Fencing Improvements
- Security Camera Systems
- Landscaping Improvements

These items are further detailed in Appendix F: Security Needs.

PARK STANDARDS

Another prominent issue within some park systems is the non-compliance of playground equipment to safety standards by organizations such as the American Society for Testing and Materials (ASTM), the U.S. Consumer Product Safety Commission (CPSC), and the International Play Equipment Manufacturers' Association (IPEMA). The standards proposed by these organizations are meant to serve as a guideline to help create atmospheres that are safe and pose a minimal threat of injury. Studies show that many injuries sustained on public playgrounds are to the head — a result of falls from the play structure to the ground. For this reason, consideration has been given as to what the critical fall height would be in which a fatal head injury might occur. Guidelines have been established measuring the impact performance of various materials. As with ADA issues, alternatives should be studied, and a standard established for implementation of safe play environments throughout the parks system.

Safety surfaces should be under specific consideration, with options lying under two main categories:

- unitary materials (mats, tiles, poured-in-place rubber surfacing, etc.) or
- loose-fill surfacing materials (engineered wood fiber, rubber mulch, pea gravel).

The use of the latter is common in many park systems, but it should be noted that these materials require much higher maintenance to maintain safety ratings. Newer poured-in-place rubber surfaces are becoming more cost effective, as they involve a higher initial cost but eliminate the need for annual maintenance and material costs. As playgrounds are added to the system and older equipment is updated, this type of surfacing should be examined as an alternative. The planning team recommends that at least one Department staff person maintain a playground safety certification (Certified Playground Safety Inspector, CPSI) to monitor and report playground conditions and limit liability. The certified staff person should minimally hold a supervisory position for oversight and delegation of safety-related tasks and maintenance. This is a standard practice in public park agencies across the country.

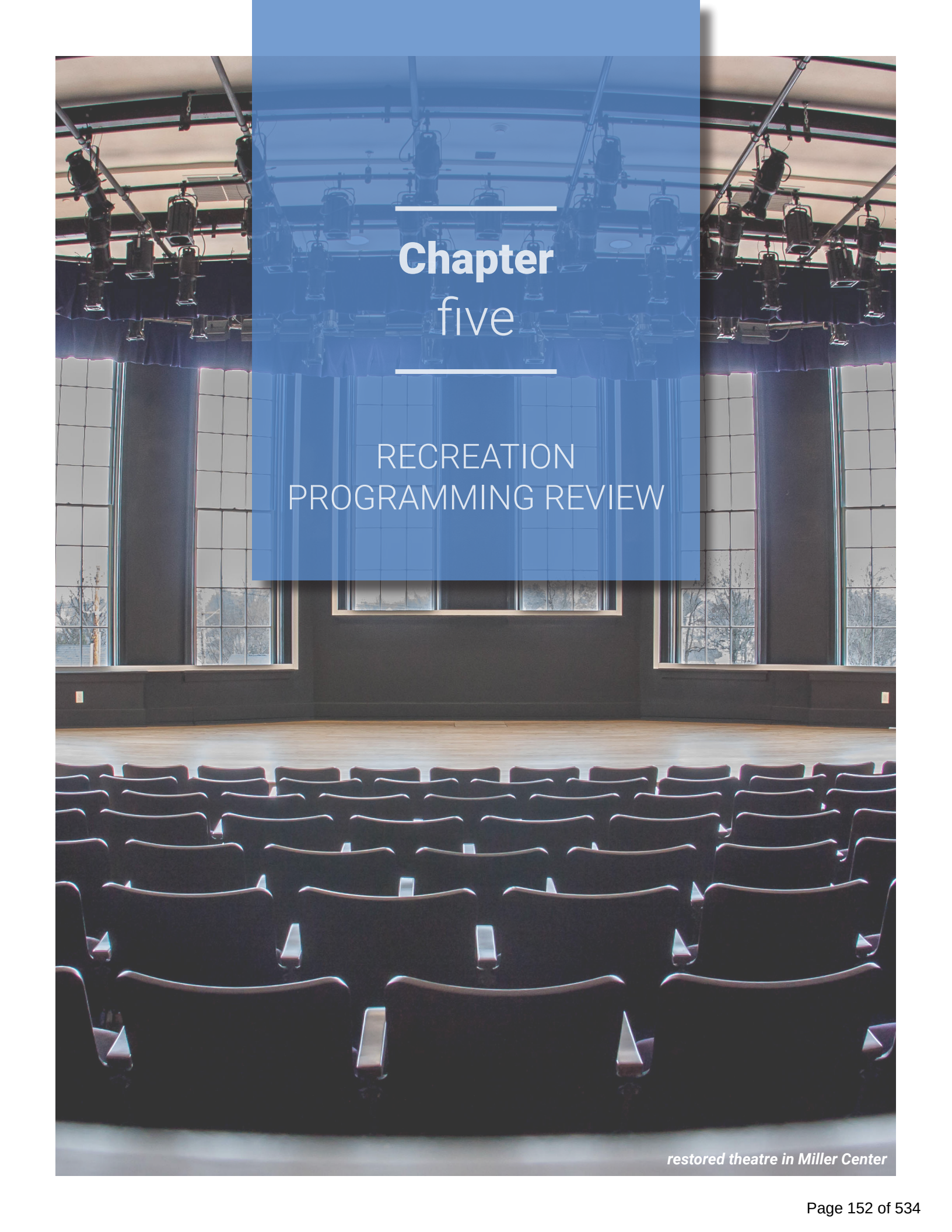
RECOMMENDATIONS FOR ADDITIONAL ENGAGEMENT

The Department has a number of park properties in early stages of design that warrant additional planning and public input. The parks and properties listed below are recommended for further consideration and public discussion as the Department works to increase access to parks throughout the community.

- Foundry Park
- Tyreanna/Pleasant Valley Park (Landfill Park)
- Clay Street Reservoir Park
- City Stadium Park
- Perrymont Park
- Chambersville Park

SUMMARY OF FINDINGS

After accessing facilities in the Lynchburg parks system, the planning team has developed a series of recommendations for improving access to facilities and programs desired by the community. The planning team identified seven areas where parks or recreation facilities are needed based on spatial analysis and public consensus. The planning team also identified a new indoor multipurpose recreation facility and expansion of the Templeton Senior Center as projects to undertake over the next ten years. Additional recommendations were made for individual park properties. The planning team also identified ways to increase trail connectivity based on current trail alignments and public comments indicating where additional trails are needed. The findings of the section are carried forward in the Capital Improvement Plan provided in Section 8 of this master plan.



Chapter five

RECREATION PROGRAMMING REVIEW

restored theatre in Miller Center

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musicians perform on the stage at Miller Center

INTRODUCTION

The Lynchburg Department of Parks and Recreation's mission is to steward and manage essential parks, spaces, and services to improve the health and happiness of its diverse community.

RECREATION PROGRAMMING

The City of Lynchburg (the City) has two divisions within the Department that provide recreation programs and services to Lynchburg residents including Recreation Services and Neighborhood Centers. These two divisions are supervised by the manager of Recreation Services and the manager of Neighborhood Centers, both of whom report to the Parks and Recreation Director.

The missions of the two divisions are distinctly different. The purpose of the six Neighborhood Centers (College Hill, Daniel's Hill, Diamond Hill, Fairview Center, Jefferson Park, and Yoder Center) is to provide services, spaces, and connections, which build strong neighborhoods. The three focus areas include supporting work, family, and education for the residents who live in the surrounding neighborhood. The mission of Recreation Services is to build community through recreation. The Recreation Services Division is composed of four subdivisions which include Athletics and Aquatics, Citywide Recreation, Environmental Education and Outdoor Recreation, and Volunteer Services. Recreation Services offers educational and enrichment programming, which focuses on the pillars of equity, wellness, and conservation. Programs offered through Recreation Services provide equitable recreational opportunities for all Lynchburg residents.

BerryDunn assessed the recreation programs offered by the Department through a series of individual analyses using programming data from 2017 – 2019 (pre-pandemic). The outline of this chapter is as follows:

- Recreation Services Overview
 - Marketing Challenges
 - Program Categories
 - Core Program Areas
 - Distribution of Core Programs
 - Program Age Segment Analysis
 - National Recreation and Park Association (NRPA) Park Metrics
- Neighborhood Centers Overview
- Future Program Alignment with Public Engagement
- Positioning Future Programs
- Recommendations

Most of this chapter focuses on the programming data provided by Support Services. The data for Neighborhood Centers is complex as it is a combination of manual daily attendance tracking via sign-in sheets (for most programs) and registration software tracking. Mixing the two types of data is a difficult way to determine the number and type of programs offered and the number of people being served. If the registration that is tracked manually were combined with the information from the registration software system, some course and registrants would be included twice. This is different from the programs offered by Recreation Services where all course participation is entered into the registration software system and a child who signs up for a 10-week class is only counted once, whereas a child who comes to after-school care at one of the Neighborhood Centers every day for the entire school year could be counted as many as 180 times.

RECREATION SERVICES OVERVIEW

The Recreation Services Division includes one full-time manager who directly supervises four full-time staff including a Chief Naturalist (responsible for the management of two environmental education centers, animal care, and boat rentals), an Athletics and Aquatics Supervisor (responsible for three aquatic facilities, youth and adult athletic leagues, athletic events, and tournaments), a Volunteer Coordinator (responsible for volunteers, work-study students, and interns), and a Citywide Recreation Supervisor (responsible for the management of three City facilities: Templeton Senior Center, Jackson Heights Art Studio, and Miller Center).

Recreation Services staff value collaboration to accomplish their goals and mission. This division works closely with other divisions within the Department and with many other City departments. The Recreation Services staff coordinate athletic field and park usage with the Parks Services Division, Public Works, and the Buildings and Grounds Department. The staff also have a partnership with the Water Resources Department, who assist with classes and events including trail cleanups, rain barrel workshops, and stormwater landscaping. The Aquatics staff work with the Fire Department on emergency training and the Naturalists partner with the Aquatics staff to provide the Lynchburg Plunge event. The Lynchburg Police Department is utilized for some special events, RAD self-defense classes, facility security recommendations, and security as needed. The Naturalist staff works with the Fire Department to ensure safety during events.

MARKETING CHALLENGES

The Marketing team (who report to the Support Services Manager) includes two staff members: one full-time and one part-time. The team is not currently large enough to handle everything that is needed to successfully promote the Department's programs and services (including the seasonal program guide, social media, posters, photography and videography of programs and events, updating the website, etc.). This creates a burden on the Recreation Services staff who must create and manage alternative marketing strategies in order to inform the public of programs and classes including managing multiple social media pages on Instagram and Facebook, submitting information to local online calendars, developing engaging social media content, creating newsletters, flyers, and direct phone and email communication with customers.

PROGRAM CATEGORIES

Table 5.1 shows a list of major program categories that parks and recreation agencies throughout the country typically provide. This list helps to identify if there are any common program areas not offered by an agency. Most agencies offer a majority of the programs. In matching the City's Recreation Services Division inventory against this list, over three quarters of the program areas, 76.6%, are represented. (Red text represents programs not offered.) The planning team is not suggesting that Recreation Services offer all of these programs – 80.9% is a very high percentage compared to the database of completed recreation assessments from across the country. As the City seeks out new program ideas, the activities in red would be appropriate areas of focus.

Table 5.1: Major Program Categories

Active Adult	Gymnastics/Tumbling	Seniors
Aquatics	Historical Programs	Specialty/Community Events
Before-/After-School	Homeschool Programs	Specialty Camps
Biking	Horseback Riding	Sports Instruction
Birthday Party Services	Ice Skating/Hockey	Sports Leagues/Adult
Childcare	Language Arts	Sports Leagues/Youth
Cooking	Lifelong Learning	STEM/STEAM*
Dance	Martial Arts	Summer Camp (day-long)
Day/School Break Camps	Music	Sustainability/Green
Esports	Open Gym	Teen
Early Childhood	Outdoor Adventure	Tennis
Environmental/Nature	Pets	Therapeutic Recreation
Extreme Sports	Performing Arts	Trips
Fitness	Pickleball	Visual Arts
General Interest	Preschool (9-month)	Wellness
Golf	Running/Walking	

Source: BerryDunn

*Note: Naturalists provide STEM/STEAM programs to schools and organizations in the region by request.

CORE PROGRAM AREAS

This section provides details about the core recreation programs offered by Recreation Services. Department leadership identified core program areas as:

- Aquatics
- Arts
- Adult Athletics
- Youth Athletics
- Camps
- Enrichment
- Events
- Health and Fitness
- Nature
- Seniors
- Therapeutic Recreation

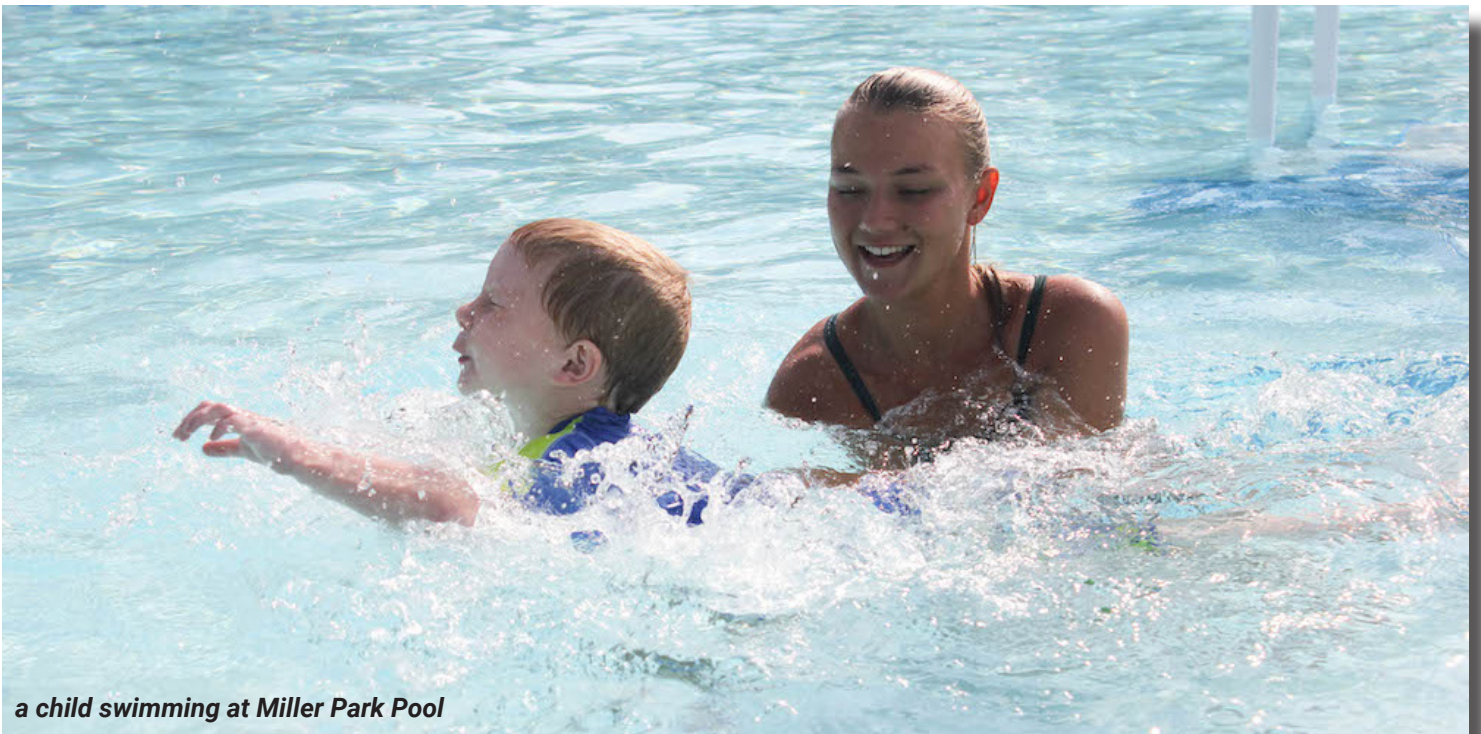
AQUATICS

The City owns and manages one outdoor public pool, the Miller Park Pool. Located in mid-town, this facility includes an Olympic size pool, a children's swimming area, a water slide, high dive, and an area for very small children that includes a waterfall. This facility has an ADA accessible hydraulic life chair allowing those with special needs access to the pool. Miller Park Pool also has a concession stand for drinks and snacks. Historically, this facility opened and closed based on the Lynchburg Community Schools schedule. This facility is anticipated to be open to the public from Memorial Day to Labor Day from 1:00 pm to 6:00 pm beginning in 2022.

In addition to public swim, Recreation Services offers a variety of swim lessons for children ages 18 months through 15 years. Recreation Services also offers adult Learn to Swim classes as well. For children not ready to participate in swim lessons alone, there is a parent-child class for young children 18 to 48 months and a parent. For teens, there are several lifeguard training programs (training, certification, and re-certification) as well as a Water Safety Instructor class. An open swim time is offered for those that like to swim for exercise. Family events have included a dive-in movie, a Paws in the Pool pet event, the Great Cardboard Boat Race, and holiday celebrations.

The Riverside Park Sprayground provides summer fun for all ages. This facility includes dumping buckets, pop jets, and tulip sprays. Riverside Park Sprayground opens for the summer season May 1 to Labor Day and is open daily from 10:00 am to 7:00 pm.

Riverfront Park, located near the river in downtown Lynchburg, includes a fountain, which is open to the public. When the City hosts special events at this location, which occurs frequently, this area is closed to the public.



a child swimming at Miller Park Pool

ARTS



Lynchburg is known as an arts community and provides a wide variety of opportunities for artists of all ages. There are numerous arts academies, clubs, galleries located in Lynchburg. Dance, culinary, and a variety of preschool art-related classes are staples at Miller Center. Currently, the Department is fostering a partnership with the Renaissance Theatre Company as their theater-in-residence program to utilize Miller Center Theater as a community theatre performance. A year-long dance education program is offered in partnership with Kuumba Dance that provides studio quality dance education to participants who are unable to afford private studio education. This is a successful program that includes ballet, modern, tap, and Afro-Caribbean classes for ages two years and older.

There is a plethora of art classes offered for adults including a number of acrylic and stained glass classes, a variety of pottery classes, several levels of tap dancing, DIY workshops, and painting. In all age groups, there are one-time art workshops with different themes, often relating to the season or a specific holiday.



The Jackson Heights Art Studio was originally built as an elementary school known as Jacksontown School. It was transformed into a community center in the 1960s and became the art studio in 2015. This facility provides opportunities to create pottery and stained glass. For pottery, the studio features 10 potter's wheels, a slab roller, extruder, and a variety of clay and glazes for creating hand-built and wheel-thrown projects. To make stained glass, artists have access to grinders, light boxes, an array of textured and colored glass sheets, solder, and tools to make colorful window hangings. Per the staff who manages the facility and the art programs held at Jackson Heights Art Studio, there is a high demand for additional pottery and stained glass programs. However, due to limited space, and lack of a full-time staff member dedicated to the center, holding additional classes to fulfill this demand is currently not possible.



Additional art classes are held at Miller Center and Templeton Senior Center, but are highly focused on painting and crafting classes due to their lack of equipment and electrical work needed to offer additional pottery and stained glass classes out of these centers. The 7 Hills Art Club meets monthly at the Miller Center. The Neighborhood Centers offer some art classes on occasion as well.

ADULT ATHLETICS

The Adult Athletic programming in Lynchburg consists of many offerings including several levels of tennis instruction, and leagues for kickball, flag football, dodgeball, softball, and volleyball (only played at Lynchburg City Schools facilities). Some of the leagues are just for women, some just for men, and some are co-ed. Drop-in programs are offered such as pickleball. Adult athletic programs are held at Peaks View Park, Blackwater Creek Athletic Area, and the Armory. Fifty-Plus Athletics includes the Lynchburg Legends Softball League for men 50 and older and a drop-in senior softball pick-up game at Peaks View Park. Annually, athletic fields are open for play from March 15 to November 15.

YOUTH ATHLETICS

The Athletics subdivision depends on the use of local school facilities to provide youth sports activities. Accessing the schools is becoming difficult due to scheduling conflicts. The City operates two gymnasiums, the Armstrong Place Gym, which is a middle school-sized junior basketball court and the City Armory, which has one full size and one junior size court. The use of the City Armory is limited to evenings and weekends. The Armstrong Place Gym is rented by the Department for recreation programs and leagues.

Outdoor field sports are played at Miller Park (which has three baseball fields), Peaks View Park (which has seven softball fields, three multipurpose athletic fields, four tennis courts, an 18-hole disc golf course, and over 20 miles of mountain bike trails), and Blackwater Athletic Area (which is slated to close in 2022).

Lynchburg offers a comprehensive instructional tennis program for youth ages 4 through 18 years on the courts at Peaks View Park. The tennis program has more than doubled in participation in the past five years under the leadership of the current head tennis professional.

In addition to a youth basketball instructional program for ages 6 through 8, the agency offers youth basketball teams for girls and boys ages 9 through 18 years. Additional athletic programs include disc golf lessons and kickball.

Lynchburg Parks and Recreation also partners with the following athletic organizations to offer youth athletic programming to the community:

- Blue Ridge Lacrosse Club
- Central Virginia United
- Challenged Sports Exchange (for people with disabilities)
- Girls on the Run
- Healthy Kids Running Series
- Lynchburg Little League Baseball
- Southwest Virginia Association Hill City Football and Cheerleading
- Greater Lynchburg Off-Road Cyclists (This group has an arrangement with Parks Services, which includes assisting with trail maintenance)
- Lynchburg Area Youth Sports Initiative (LAYSII)

There are concerns that barriers to participation in youth athletics exist for some in the community. These barriers appear to be based on transportation to and from athletic fields. This issue could be partially solved by organizing transportation for player in need. Additionally, development of practice fields in neighborhood parks may also allow for increased participation in youth athletics.

CAMPS

Lynchburg camp programs attract over 200 children each summer. Offerings include several specialty enrichment camps including:

- Local Superheroes! Emergency Services Camp
- Survivor Camp
- Make and Bake Camp
- Project Runway Jr. Camp
- Master Chef Jr. Camp
- Stop Motion Film Animation Camp
- Kayak and Canoe Paddling Camp
- Archery Camp

There are also camps (both half-day and full-day) offered by the Neighborhood Centers at several facilities including Fairview Center, Yoder Center, Diamond Hill Center, and Armstrong Gym.

ENRICHMENT

Enrichment programs are offered for all ages in Lynchburg and attract over 1,000 participants annually. This is a very large program area Lynchburg categorizes enrichment programs into nine categories including:

- Culinary
- Enrichment
- Games
- Gardening
- Literary
- Preschoolers
- Presentations
- Technology
- Trips

Culinary programs are offered for all ages. For young children, programs include Family Culinary Night, Kids in the Kitchen (with several different themes), German Soft Pretzels, and Brunch. For teens, programs include knife skills, searing, frying, cupping and Mexican Fusion. For adults, offerings include Insta Pot Basics, Bean Burgers, Family Meal Planning on a Budget, Hearty Fall Salads, Break Making, DIY Wedding Cupcakes, Beyond the Box (Mac and Cheese and Lasagnas), Wine Making, Cast Iron Cooking, Couples Date Night, Backyard Charcoal Grilling, Smoked BBQ and Ribs, and Family Culinary Night. All of these programs are offered at the Miller Center except for German Soft Pretzels, which was offered at the Community Market.

The most popular general Enrichment offerings for youth include several programs focused on American Girl Dolls and Character Counts. For young adults, enrichment courses include Dengue: What you Need to Know, Rape Aggression Defense Class, and Family Internet Safety. For older adults, popular enrichment offerings include Bladder Fitness, Blessing Bags for the Homeless Assembly, Speaking Italian, Speaking German, the Benefits of Laughter, and Gardens of the World.



Master Chef Jr. Camp participant

The enrichment programs that focus on Games include several levels of Bridge, Mahjong, and Canasta and are offered primarily for seniors.

Gardening enrichment programs are very popular in Lynchburg and include: flower arranging, rain barrel workshops, beekeeping, gardening by the season, and Lynchburg native plants.

Literary enrichment programs include poetry and novel writing.

The Preschool enrichment classes include several sessions that include a story and an activity or a story and a snack. Other offerings include a series themed “When I Grow Up” and “Build a Lunch.” The Naturalist and Citywide Recreation subdivisions have partnered to offer expansive preschool enrichment opportunities that are offered weekly. Programs include Preschool Ballet, Bake with Me, Interactive Story Time, Sensory Play, Nature Education, and Crafts.

Free enrichment Presentation programs include topics relating to history (Buffalo Soldiers of America’s West) or place (Cuba), something to celebrate (Black History Month), or topics related to health and wellness.

The free Technology enrichment offerings include Internet Safety, Cover Letters, and Resume Writing. In 2020, Templeton Senior Center staff developed a technology series called “Rec Tech.” In the fall of 2021, Templeton Senior Center staff partnered with the University of Lynchburg Beard Center of Aging to offer a new program within the Rec Tech series called “Help Desk” in which participants schedule an individualized appointment with a college student to receive technology assistance with items such as smartphone basics, using social media, Zoom, and email. This partnership with the University is expected to grow.

The Trip enrichment programs appear to be designed for a senior audience and include theater performances, festivals, luncheons, a Cruise on the Virginia Dare, and day trips to popular locations within a short distance (one to two hours) from Lynchburg.

EVENTS

Events are also very popular in Lynchburg, attracting thousands of attendees annually. Many events are free including the Movies in the Park, Celebration of Lights, Art in the Park (new), Glow Ride, Veteran’s Appreciation Luncheon, Haunted Trail (new), Easter Egg Roll, and Bunny Hop. Fees for other events are minimal and the most popular are Daddy Daughter Dance, Celebration of Lights Carriage Ride, and the Lynchburg Plunge. The Recreation Services staff rely on support from multiple divisions in the implementation of these events. These events are supported by the General Fund, sponsorships, and some vendor fees.

One athletic event, which is made possible by a partnership with Virginia Amateur Sports, is hosting the Commonwealth Games, an annual event held in July and open to all ages and skill levels. From archery to wrestling, this event offers sports competition venues for over 45 different Olympic and Pan American sports. The Games are held at Liberty University, Peaks View Park, Miller Park Pool, and various Lynchburg City School locations. The Athletics staff rely on the assistance of Parks Services, Buildings and Grounds, Lynchburg City Schools, and Liberty University to host this event. Although this event depends on the services of both the Athletics subdivision and the Parks Services Division, the City did not increase funding to these budgets to provide these services.

HEALTH AND FITNESS

The focus of the Lynchburg Recreation Services Health and Fitness courses is active adults. Group fitness classes currently include Tai Chi, Modern Line Dance, Video Chair Exercise, Yoga, and Aerobics. Prior to the pandemic, fitness classes attracted over 560 registrants annually.

Lynchburg Wellness offerings include a wide variety of topics such as hearing health, headache relief, spinal screenings, CPR and AED classes, detoxing your diet, the importance of sleep, Herbalism, super foods, protein, fall prevention and recovery, breast feeding, and staying healthy and active. These programs are typically free, with many drop-in participants, and attendance is not accurately tracked in ReCPro.

NATURE

With the eastern edge of Lynchburg bordering the Blue Ridge Mountains, easy access to the Appalachian Trail, and several bodies of water in and around the community, nature and outdoor recreation programming are also very popular with residents. Nature programming is divided into two categories: environmental education and outdoor recreation.

Environmental education programs for young children include Fish Printing, Creek Critters, Toddler Treasure Hunt, Nature Crafts, a series titled I Spy focusing on a different topic in each class (treasure hunt, family night hike, owls, the moon, and birding) and a variety of classes focusing on items found in nature such as owls, the moon, and birds. Outdoor Recreation for young children includes a Family Campout.

For youth, environmental education programming includes Birding for Beginners and outdoor recreation includes kayaking, canoeing, and archery. The Great Cardboard Boat Race is a popular nature event offered for ages eight and older. The Lynchburg Trail Challenge was a popular event in 2019 with over 150 participants.



In addition to the nature programs offered by Recreation Services to the general public, another 80 nature programs were provided in 2019 to Scout groups, school groups, birthday parties, and others, generating over \$11,000 in additional revenue. The naturalists on staff have the ability to teach programs on a wide range of topics that appeal to a wide range of ages.

Nature programming for adults includes Birding 101, Deck the Halls Naturally, and Master Gardner Training. Outdoor recreation offerings for adults include: backpacking, campfire cooking, hiking, archery, biking, kayaking, canoeing, and several Outdoor Survival Skills classes (DIY Fire Starters, Build Your Own Stove, Ten Essentials for the Trail, and Pack Your Backpack). A few courses are offered specifically for women. Boat rentals are another popular outdoor activity with over 415 customers in 2019.

SENIORS

Templeton Senior Center is the City of Lynchburg's only designated "senior" center, focusing on serving active adults aged 50 years and older. Within this age range, there are three demographics that the center serves: working 50+ adults, active retirees, and adults 70+. Within this range are three generations: newly Gen-X, baby boomers, and "The Greatest Generation" that survived WWII and the Great Depression. The mission of the Templeton Senior Center is to contribute to a healthy, active, and educated aging community by providing a community gathering space and creating opportunities for adults to participate in rich variety of recreational activities.

The 50+ generation is aging radically different than previous generations. Today's older generation start businesses, run marathons, and travel widely. Active adults (baby boomers) have fast become the most sought-after consumer group in the country. They make up over half of the U.S. population and have more disposable income than any other generation. With increased longevity and substantial wealth, they put a premium on health, wellness, and nutrition. The Department data indicates that this generation is not being served as much as it could be.

Senior programming in Lynchburg is comprehensive and includes art classes, athletics, enrichment (including culinary, games, presentations, and technology), fitness, wellness and trips. Programs are held in a variety of locations including Miller Center, Fairview Center, Templeton Senior Center, Peaks View Park, Yoder Center, Daniel's Hill Center, Diamond Hill Center, and a few off-site locations (trips). Program fees are minimal and, often, programs are free of charge.

Currently, fitness and dance classes are offered in classroom space in Templeton Senior Center, which are not designed for these types of activities. Adding a new multipurpose facility with classroom space, meeting rooms, a dance studio, and gymnasium would allow the City to better serve seniors in the community.

THERAPEUTIC RECREATION

Therapeutic Recreation is considered a core program by the citizens, staff, and the Director. Due to a lack of therapeutic recreation staff, only four programs in this category were offered in 2019 for children ages 10 and older including: Sensory Play, Pumpkin Rice Crispy Treats, Pottery, and Positive Paint. Of these four free classes, only two received registrations (3 each). This is an area where Lynchburg could focus efforts for future programming. In order to do so the following changes are recommended in order to ensure programming success including:

- Hire a full-time position for a Certified Therapeutic Recreation Specialist (CTRS).
- Add an additional budget line item for interpreters for the programs, as this service is required by the ADA.
- Purchase an accessible vehicle to transport participants to and from programs and events. Currently, the Department has bus with a wheelchair lift, but it is not accessible to participants due to the addition of a bus bench which was installed to create additional seating.



therapeutic art for children, Getty Images

DISTRIBUTION OF CORE PROGRAMS

Table 5.2 shows the core programs offered by Recreation Services by season, along with the corresponding percentage of the whole, by both program area and season.

Table 5.2: Program Types by Season (2019)

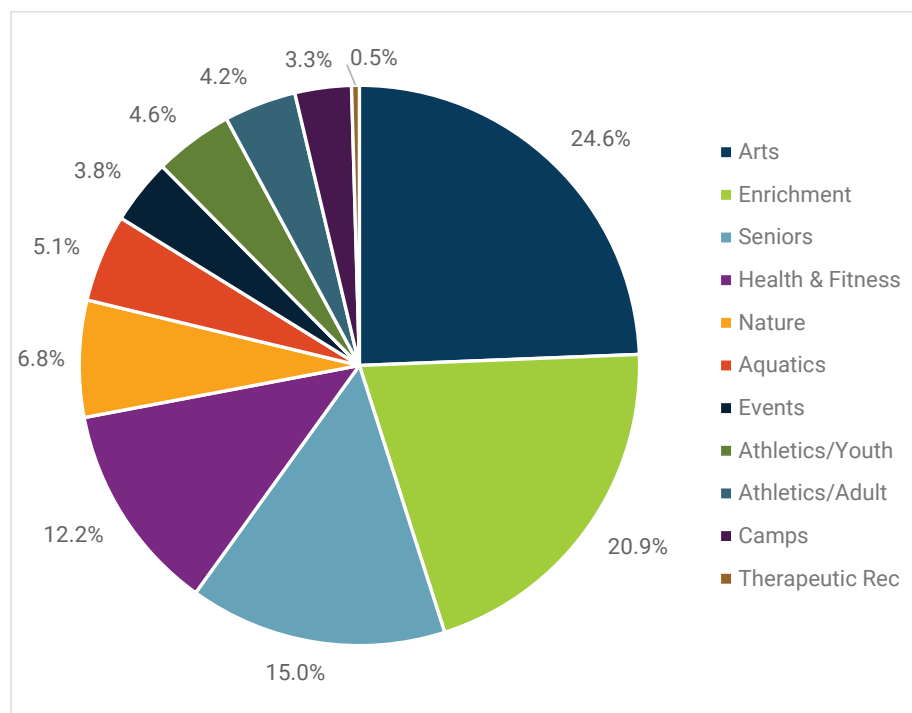
2019								
Core Program Area	Winter/Spring		Summer		Fall		Total	
	offered	%	offered	%	offered	%	offered	%
Aquatics	0	0.0%	37	15.3%	0	0.0%	37	5.1%
Arts	70	28.0%	46	19.0%	61	26.9%	177	24.6%
Athletics/Adult	10	4.0%	9	3.7%	11	4.8%	30	4.2%
Athletics/Youth	11	4.4%	13	5.4%	9	4.0%	33	4.6%
Camps	5	2.0%	11	4.5%	0	0.0%	16	2.2%
Enrichment	58	23.2%	33	13.6%	59	26.0%	150	20.9%
Events	7	2.8%	12	5.0%	8	3.5%	27	3.8%
Health and Fitness	33	13.2%	28	11.6%	27	11.9%	88	12.2%
Nature	19	7.6%	19	7.9%	11	4.8%	49	6.8%
Seniors	37	14.8%	34	14.0%	37	16.3%	108	15.0%
Therapeutic Rec	0	0.0%	0	0.0%	4	1.8%	4	0.6%
Total	250	34.8%	242	33.7%	227	31.6%	719	100.0%

Source: Lynchburg Parks and Recreation

Total programming across the three seasons was very consistent. Art had the highest total quantity of programs (177), which accounted for nearly 25% of the total and anywhere from 19% to 28% of the program menu in any given season. Enrichment programming is a close second at nearly 21% (or 150 programs) of the total offerings. Conversely, the area with the lowest quantity of programming is Therapeutic Recreation with 4 (0.6%). Athletics (both adult and youth), along with aquatics, camps and events all ranged from 3.3% to 4.9% of total programming. It should be noted that Lynchburg has an outdoor pool, but is lacking access to an indoor pool, so there are no aquatic programs offered during fall or winter/spring.

Figure 5.1 captures the quantity of total programming offered by Recreation Services during the year examined and how the programming was distributed across core program area categories.

Figure 5.1: Lynchburg Recreation Services Program Distribution



Source: Lynchburg Parks and Recreation

PROGRAM AGE SEGMENT ANALYSIS

The age segment analysis shows the distribution of program offerings according to the age segments serviced. For the purpose of this assessment, age categories were delineated according to the following age structure:

- Early Childhood, ages 0 – 5 years
- Youth, ages 6 – 12 years
- Teen, ages 13 – 17 years
- Adult, ages 18 – 49 years
- Active Adults, ages 50+ years

Table 5.3 shows the City's 2019 program menu and percentage of programs offered per season and in total according to each age segment. This information was developed by reviewing the program data provided from the Lynchburg Support Services Manager. The number of program opportunities geared toward particular age groups were tallied for the three seasons. If a program section spanned clearly across two age categories (e.g., 8–14), that section was counted once in the youth and once in the teen categories. Special Events typically service participants of all ages and were, therefore, included in the all ages category. The age distribution within program offerings is as follows:

Table 5.3: Age Segments of Programs Offered (by Season)

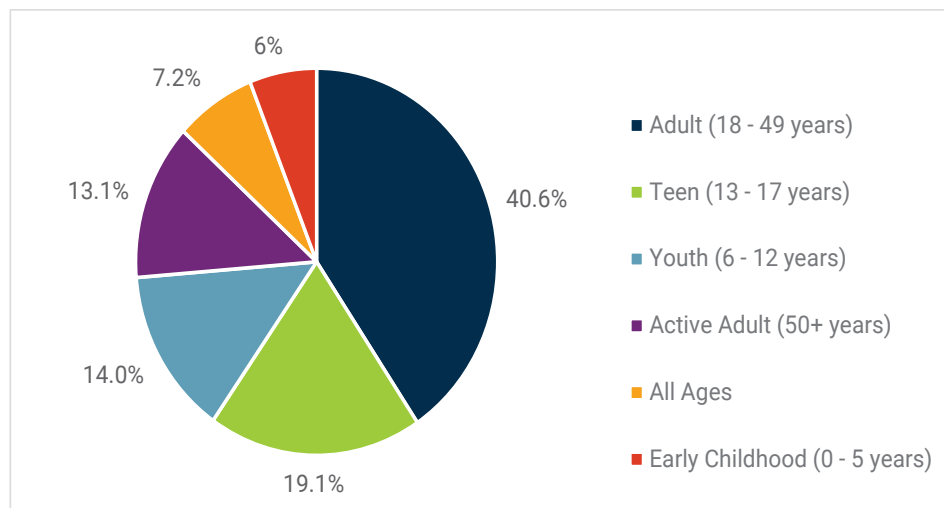
Ages	Winter/Spring		Summer		Fall		Age Segment Total	
	offered	%	offered	%	offered	%	offered	%
0 - 5 years	9	3.2%	22	7.7%	18	7.1%	49	6.0%
6 - 12 years	33	11.7%	56	19.5%	26	10.2%	115	14.0%
13 - 17 years	55	19.6%	56	19.5%	46	18.1%	157	19.1%
18 - 49 years	122	43.4%	103	35.9%	109	42.9%	334	40.6%
50+ years	37	13.2%	34	11.8%	37	14.6%	108	13.1%
All ages	25	8.9%	16	5.6%	18	7.1%	59	7.2%
Season Total	281	100.0%	287	100.0%	254	100.0%	822	100.0%

Source: Lynchburg Parks and Recreation

The Adult category (ages 18 - 49 years) was the age group that had the highest quantity of programs planned at 334 programs or 40.6% of all programs offered. Programs for teens (ages 13 – 17 years) was the second-highest total offering, with 157 or 19.1% of the total. The Early Childhood category (ages 0 – 5 years) was the least likely to have programs with 6.0% of total programs available.

The planning team observed that the teen category tends to be a “spillover” age group rather than an age group where programs were designed specifically for this age range. Based on the program descriptions or the time offered, several of the programs that included 16 and 17 year-olds were specifically designed for adults. Some examples of these programs include adult sports leagues, a number of art and cooking classes, and all of the fitness classes. This is an important note to keep in mind when reviewing the segmentation analysis in this report. Figure 5.2 represents the full year’s programmatic opportunities by specific age segments.

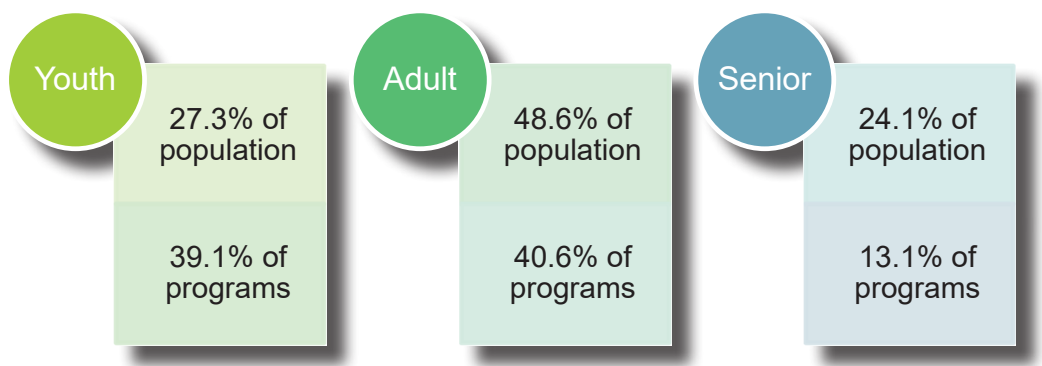
Figure 5.2: Age Segmentation



Source: Lynchburg Parks and Recreation

A typical goal of a public recreation provider is to offer programs for all ages in a manner that balances resident demand with an equitable supply. Figure 5.2 depicts the programming age segmentation that currently exists. The segmentation review can be used to assess the extent to which each age group is being serviced. The segmentation does not necessarily need to mirror the community’s age demographic segmentation in an exact manner; however, an ongoing goal can be to balance the menu toward a reflection of the community makeup. The side-by-side comparison of the City’s actual population and Recreation Services program offerings in Figure 5.3 demonstrates the current scenario.

Figure 5.3: Population vs. Program Menu



As Recreation Services considers opportunities for program expansion, Figure 5.3 can help identify target areas for enhancements, additions, and/or innovations. Extending the programmatic reach to those age segments that have the highest spread between offerings and population is more likely to result in a higher potential of market capture (e.g., seniors with a current 10.9 percentage point difference).

Considering the age demographic data of the City, staff should give attention to programming for the growing population of residents over the age of 50.

While conducting this exercise, the planning team noticed that there is not much conformity to how age ranges are applied to programs and it was impossible to determine which programs were cancelled due to low enrollment.

In 2019, 47 programs were offered for ages zero to 250 years. This information is included in the registration software but not seen by the public in the program guide. Some of these programs were clearly not for young children including Smoked BBQ and Ribs, Beachbody Fit Club, and The Legendary Buffalo Soldiers of America’s West. Looking back at the data of the ages of the participants in these programs could provide staff some direction on a more appropriate age range.

In reviewing the same data from 2019, there are several programs that range in age from 5 to 17 years. This is a very large span and the difference between 5 year olds and 17 year olds is vast. Going back to the data to see what the ages were of the actual class participants and tightening up future age ranges may be worthwhile. Some other interesting observations for programs for those ages 7 to 250 years included Square Dancing, several American Girl Doll classes, and Zombie Laser Tag. The age range of 8 to 17 years was also common in this data and included programs such as Birding, Kayaking, and several Archery programs.

The age group for all of the therapeutic recreation courses offered in 2019 was 10 to 110 years. Based on the titles of the courses, a more appropriate age range would be 10 to 14 years. The Teen Paint Night age range was for ages 11 years to 250 years. A more appropriate range would be 11 to 15 or 16 years.

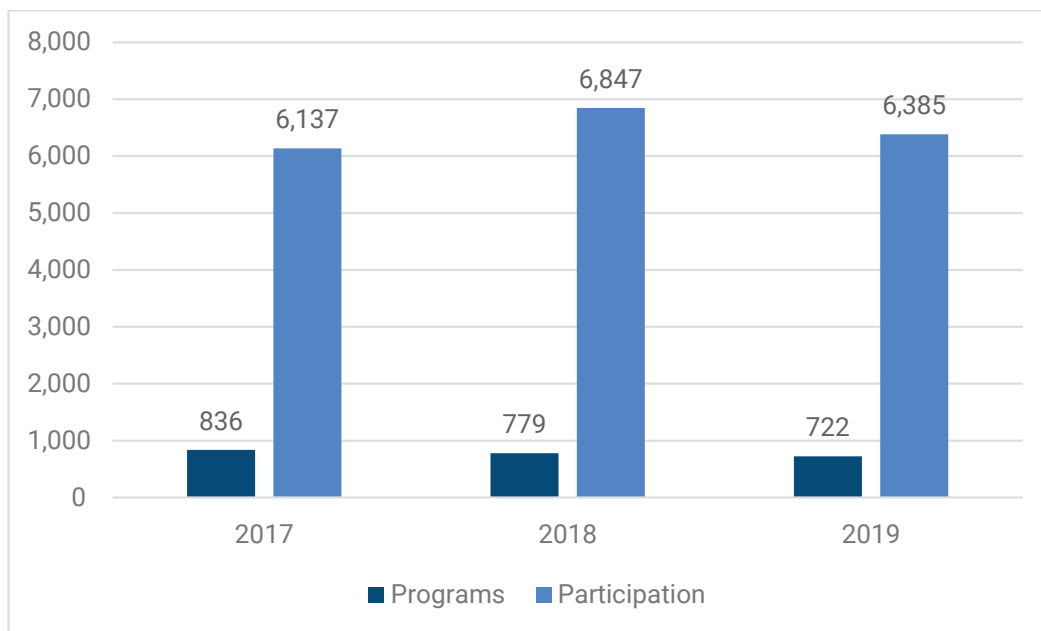
Currently, the Recreation Services part-time staff and contractors select the ages they feel are appropriate for their programs. The planning team recommends that the Recreation Services staff come up with some firm guidelines regarding age ranges. It's understandable that some may fit outside the range (like Kids Free Tennis Day), but creating some target choices will help ensure the integrity of the program data.

A total of 155 programs offered in 2019 were free-of-charge and many others had very low fees. It would be a good exercise for the team to reevaluate all of these free programs as none are covering the cost of electricity, heat, custodial, building repairs, promotion, or registration staff.

PROGRAMMING TRENDS

From 2017 through 2019, the number of total programs offered by Recreation Services only differed a bit. From 2017 to 2018, program offerings dipped 13% (from 836 to 779). From 2018 to 2019, program offerings dipped again but by less at 7.3%. Total program attendance increased from 2017 to 2018 by 11.5% (up 710 program participants). From 2018 to 2019, program attendance decreased by 6.7% (down 462 program participants). Figure 5.4 shows programs offered and program participation over the three-year period.

Figure 5.4: Recreation Services Program Trends

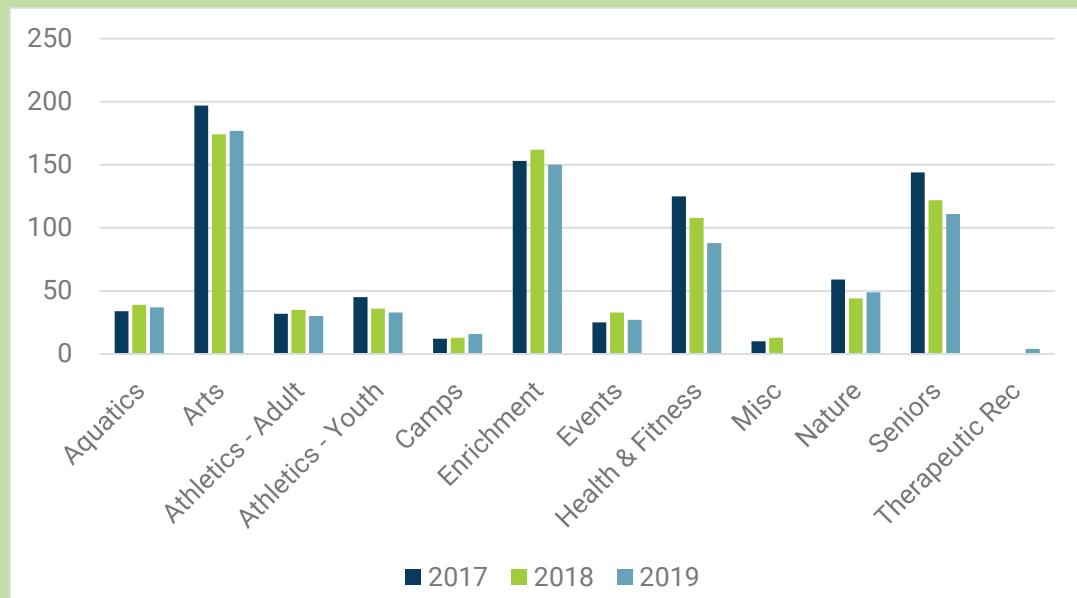


Source: Lynchburg Parks and Recreation

It is important to note that these totals do not include offline nature programming, which are the nature programs that are not offered to the general public but requested by school groups, birthday parties, or scout groups. In the registration software, the total programs requested are tracked, but the participation totals are not, so those were removed for these figures. A total of 33 offline courses were requested in 2017, 41 in 2018 and 32 in 2019. These courses have been a good source of revenue for this growing program area and an indication of the importance of these programs in the community.

In Figure 5.5, the total number of program areas for all of the core programs are charted for 2017, 2018, and 2019 showing fairly stable offerings with dips in arts, health and fitness, and seniors.

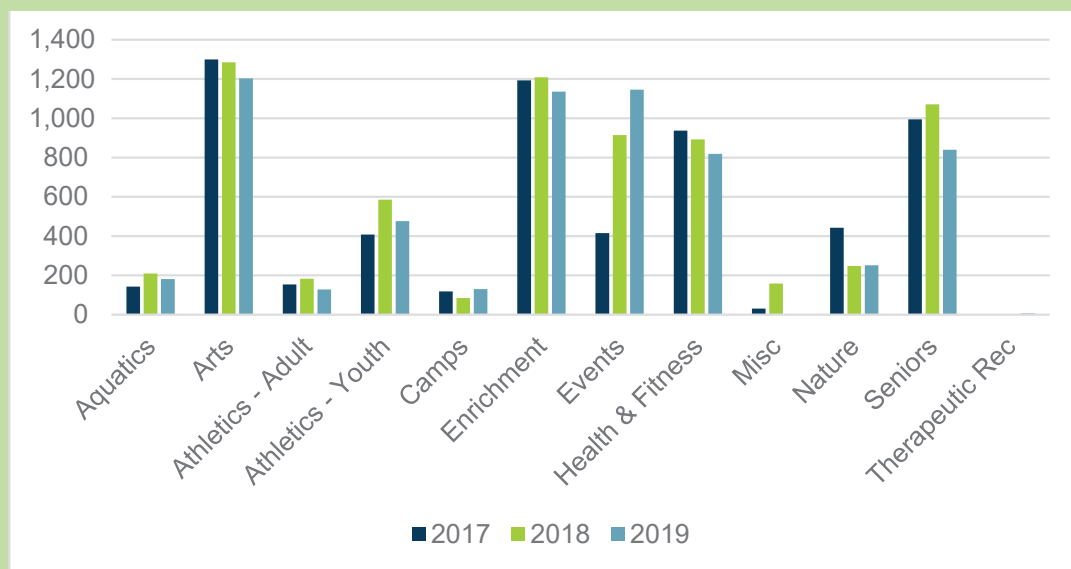
Figure 5.5: Recreation Services Core Program Offerings



Source: Lynchburg Parks and Recreation

Figure 5.6 includes program participation for 2017, 2018 and 2019. For the most part, the participation trends are in close alignment with programs offered with a couple of exceptions. The number of events offered stayed about the same, but the participation increased over the three-year period. With seniors, the number of programs offered decreased over the three-year period, but there was an increase in participation from 2017 to 2018.

Figure 5.6: Recreation Services Core Program Participation



Source: Lynchburg Parks and Recreation

Overall, the Recreation Services staff provide a variety of programs that are well-attended and program offerings and program registration remain stable. There is concern among the staff members that marketing and promotion is lacking and that not all programs are included in the three seasonal program guides. If this issue is addressed, and the guide size (number of pages) is increased to its former number of pages, one would expect participation to increase. Although there is a desire and push to get residents to visit the website, across the country, the seasonal program guide is still the most important tool for people to use to find information regarding recreation programs and services. Another suggestion would be for the Department to develop an app for classes and programs that includes information such as time, location, reminders about upcoming programs, etc.

NATIONAL RECREATION AND PARK ASSOCIATION (NRPA) PARK METRICS

In order to benchmark Lynchburg Recreation Services to similar providers, the NRPA Park Metrics program was used. This program replaced the former NRPA Standards in 2009 because it was determined that there is not a single set of standards for parks and recreation that could possibly encompass the uniqueness found in every community across the country. Communities vary greatly in size, needs, and desires; so too should their recreation offerings. To assume that agencies in Virginia, Washington, and Florida should hold themselves to the same standard is unrealistic, impractical, and potentially detrimental. The NRPA Park Metrics program is the most comprehensive source of data benchmarks and insight for park and recreation agencies.

The NRPA Park Metrics program breaks down data into a lower quartile (the lowest 25%), a median (the standard), and an upper quartile (the top 25%) and provides agencies an opportunity to look at their peers and to evaluate how they compare.

For this analysis, the following information was entered into the Park Metrics database: city systems with a population of 50,000 to 100,000 in Virginia and in the surrounding states for 2019. The following seven park and recreation systems came up as comparable agencies to Lynchburg from the Park Metrics Database:

- City of Bartlett, TN Parks and Recreation (population: 59,102)
- City of Gastonia, NC (population: 75,887)
- Greenville, NC Recreation and Parks Department (population: 91,921)
- City of Kannapolis, NC Parks and Recreation (population: 48,630)
- Kingsport, TN Parks and Recreation (Population: 53,376)
- Rockville, MD Recreation and Parks Department (population: 67,542)
- City of Rocky Mount, NC Parks and Recreation (population: 54,548)

It should be noted that not all agencies enter their system's data into the system (for example Lynchburg is not in the database). Table 5.4 shows how Lynchburg compares to similar park and recreation systems within Virginia and in the immediate surrounding states. Table 5.4 includes respondents in the lower quartile (bottom 25%), the median (or average), and the upper quartile (top 25%).

Table 5.4: NRPA Park Metric Results for Communities with a Population Between 50,000 and 100,000

	Lower Quartile	Median	Upper Quartile	Lynchburg
Percentage of agency's total operating expenditures for the following categories:				
Parks	31.0	40.0	48.5	25%
Recreation	38.5	50.0	61.5	65%
Other	6.5	13.0	15.8	10%
Agency's total annual non-tax revenues	\$448,206	\$973,000	\$3,529,395	\$518,000
Total number of full-time equivalent employees (FTEs)	48.5	73.2	129.8	52.6
Total number of programs offered	111	200	336.3	567
Number of volunteers	137.5	341	2,112.5	1,055
Total hours worked by volunteers	1,459	2,500	17,651.5	16,357

Source: <https://www.nrpa.org>

To summarize Table 5.4:

- Lynchburg spends less on parks than all others, but a good portion of park maintenance in Lynchburg is provided by Public Works, which is not included here.
- Lynchburg spends more on Recreation than all others because it does not have a comparable park maintenance budget.
- Although providing more than double the programs, Lynchburg is near the bottom quartile in full-time staff.
- Lynchburg relies heavily on volunteers. In 2019, Lynchburg had a total of 1,055 volunteers (much higher than the standard but below the upper quartile) who provided a total of 16,357 hours of time. This total is much higher than the median and only slightly below the upper quartile. This is an area where additional staffing should be considered to keep up with the demands.

The overall story of the NRPA Park Metric data is that the investment into recreation programming has paid off with a very high number of program offerings, which have been summarized in earlier sections of this report.

NEIGHBORHOOD CENTERS REVIEW

The Lynchburg Parks and Recreation Department includes the management and oversight of six Neighborhood Centers including: College Hill, Fairview Heights, Diamond Hill, Daniel’s Hill, Jefferson Park, and Yoder. The purpose of the six Neighborhood Centers is to provide services, spaces, and connections, which build strong neighborhoods. Services are connected to three broad areas including supporting work, family, and education.

The six Neighborhood Centers were established in central neighborhoods between 1964 and 1991. The facilities range in size from 3,500 square feet to 4,500 square feet, are of similar design and construction, and serve as activity hubs for neighborhood residents of all ages. Much needed upgrades were made to all six sites over the past three years. Each center includes a large recreation room, a small classroom, a kitchen, bathrooms, and an office. The large open recreation room has been designed as a flexible space to serve as one large room for community gatherings or as a series of interconnected areas for small-group activities. Each center is supervised by a full-time senior recreation specialist and two part-time staff. Additionally, there are volunteers who provide assistance with Neighborhood Center programming.

The Neighborhood Centers are located in low- to moderate-income neighborhoods. Staff members are committed to improving the quality of life for neighborhood residents, by working with nonprofit and government partners, to deliver relevant services.

Although much of the programming framework at the six centers is similar, each senior recreation specialist has the ability to add programs and events as needed. Typically, programming includes the following:

- After-school programming
- Classes and workshops
- Open recreation
- Caregiver-attended preschool programs
- Summer camp
- Senior programs
- Holiday celebrations
- Special Events
- Neighborhood meetings

A description of services provided at neighborhood centers is included in Appendix G.

Select centers may also offer meal nights, serve as neighborhood watch meeting locations, and provide additional out-of-school time services.

Program registration is conducted through the Department’s RecPro system for some programs. In addition, daily participation and center attendance are tracked manually, via sign-in sheets and entered into a database.

The high level of contact hours at the Neighborhood Centers is also important to note. For example, a child who comes to an after-school program could be at the center for 2.5 to 3 hours after school five days a week for the entire school year (up to or exceeding 450 hours). This is vastly different than a child who signs up for a 30-minute eight-week swimming class or a 90-minute, ten-week art program. These are important items to note as the participation data for the Neighborhood Centers is reviewed and comparisons are made between the two service areas.

Table 5.5 shows program participation detail for 2019. During this time period, Jefferson Park was closed for renovation, so there is no data for that facility. All neighborhood centers were renovated over a three-year period from 2019 to 2021. Participation data reflects these temporary closures.

Table 5.5: Neighborhood Centers Participation for 2019

Center	Activity	Youth	Teen	Adult	50+	Total	% of Total
College Hill	After-School Program	619	1,438	351	22		
	Classes/Workshops	0	0	191	10		
	Holiday Celebration	15	25	20	15		
	Open Recreation	141	277	69	0		
	Preschool Playgroup	16	0	11	0		
	Special Event	0	786	9	0		
	Summer Camp	211	0	0	0		
College Hill Totals:		1,002	2,526	651	47	4,226	16%
Daniel's Hill	After-School Program	2,144	345	59	2		
	Early Dismissal	12	12	0	0		
	Center Meal Night	0	0	24	8		
	Classes/Workshops	31	0	32	19		
	Open Recreation	28	12	0	0		
	Preschool Playgroup	862	20	811	7		
	Senior Program	11	0	29	293		
	Special Event	0	0	18	0		
	Summer Camp	537	123	0	0		
Daniel's Hill Totals:		3,625	512	973	329	5,439	21%
Diamond Hill	After-School Program	1,740	754	458	278		
	Classes/Workshops	0	0	27	111		
	Holiday Celebration	22	15	26	36		
	Neighborhood Watch	0	0	20	5		
	Open Recreation	0	0	21	43		
	Senior Program	0	0	63	296		
	Special Event	16	17	209	82		
	Summer Camp	923	147	32	24		
Diamond Hill Totals:		2,701	933	856	875	5,365	20%
Fairview	After-School Program	3,797	6	162	0		
	Early Dismissal	61	0	4	0		
	Center Meal Night	117	0	96	0		
	Classes/Workshops	0	0	4	971		
	School's Out	578	0	50	0		
	Senior Program	5	0	81	1,255		
	Special Event	3	0	12	0		
	Summer Camp	489	0	0	0		
Fairview Totals:		5,050	6	409	2,226	7,691	29%

Table 5.5: Neighborhood Centers Participation for 2019 (continued)

Center	Activity	Youth	Teen	Adult	50+	Total	% of Total
Yoder	After-School Program	1,587	713	18	17		
	Preschool Playgroup	11	0	11	0		
	Senior Program	0	0	0	313		
	Special Event	0	0	38	0		
	Summer Camp	790	0	0	0		
Yoder Totals:		2,388	713	67	330	3,498	13%
Grand Totals:		14,766	4,690	2,956	3,807	26,219	
Percent of Total:		56%	18%	11%	15%		

Source: Lynchburg Parks and Recreation

Review of this data indicates that the programs for children are the most popular, making up over 56% of all attendance. Fairview is the most visited site overall with 29% of the total and has the greatest attendance for the After-school program and Senior programming.

There are some very large differences in participation between a couple of the centers for specific program areas such as the preschool playgroup that attracted:

- 11 at Yoder
- 16 at College Hill
- 862 at Daniel's Hill

Staff have relayed that center facility renewal programs disrupted these services from 2017 to 2020. The Yoder playgroup was started in 2019; Daniel's Hill playgroup was started in 2013; and College Hill does not have a playgroup.

Regarding the special events for teens, the numbers are as follows:

- Daniel's Center, Fairview and Yoder attracted zero
- Diamond Hill attracted 17
- College Hill attracted 786

For 50+ programming:

- No programming at College Hill
- Approximately 300 visits at Daniel's Hill, Diamond Hill, and Yoder
- Over 1,200 visits at Fairview

According to staff, College Hill was not fully staffed and did not have a senior program. Daniel's Hill, Diamond Hill, and Yoder Center held senior programming one day per week, while Fairview Heights Center held senior programming three days a week.

There is a great deal of collaboration between the Neighborhood Centers and other City departments including Community Development, Lynchburg City Schools, and Lynchburg Health Department as well as with nonprofit partners. The Centers are providing food to the neighborhoods through partnerships with the National School Lunch program and the Blue Ridge Area Food bank.

At times, it can be difficult for the Neighborhood Centers to get services from Park Services. Park Services is responsible for cleaning the Centers and Public Works is tasked with making facility repairs, but repairs don't always occur. Park Services has two staff who clean all six Centers in the evening and if one staff is out, not all Centers get cleaned. This means that the Center staff must clean their own facilities on top of the rest of their responsibilities. It appears improved communication systems would help these two important staff groups work together more efficiently. For example, at the time of the staff interviews there were several outstanding maintenance requests: leaky pipes in one center, missing ceiling tiles in another, and a set of lights out at a third.

Although there is already a collaboration with Recreation Services (for aquatic and environmental programming), there is an opportunity to find ways to work together. Since the centers are located outside of the Department headquarters, where the majority of offices and staff are housed, connection must be thoughtfully addressed.

In a post-pandemic world, Center staff are looking forward to offering new programming in outdoor spaces and creating programs that focus on culture and nature and how they connect. All staff are anxious for the City to connect all of the Neighborhood Centers to the main trail system and plan to work to connect people to other public spaces via the trail.

The COVID-19 pandemic hit in March of 2020 and programming changed. The Centers have remained open throughout the pandemic and have adapted to various safety requirements. Initially, the Centers were hubs for light-touch services, including Lynchburg Cares Covid-Safety Kits, fresh produce and pantry items, recreation-to-go supplies, and meals for children. Outdoor programs were later incorporated and eventually indoor/outdoor services resumed.

These Centers play a vital role in each of the neighborhoods they serve. The City has recently reinvested in the Neighborhood Centers through facility renewals and staff. Each site is now staffed with one full-time staff and two part-time staff. Staff are now connected to the neighborhoods and to their goals, which makes the future very bright. It was noted during the staff focus groups that additional centers may be needed in other low-income neighborhoods in Lynchburg, such as the areas of White Rock Hill, Midtown, Bedford Avenue, Tyreeanna/Pleasant Valley, and College Park.

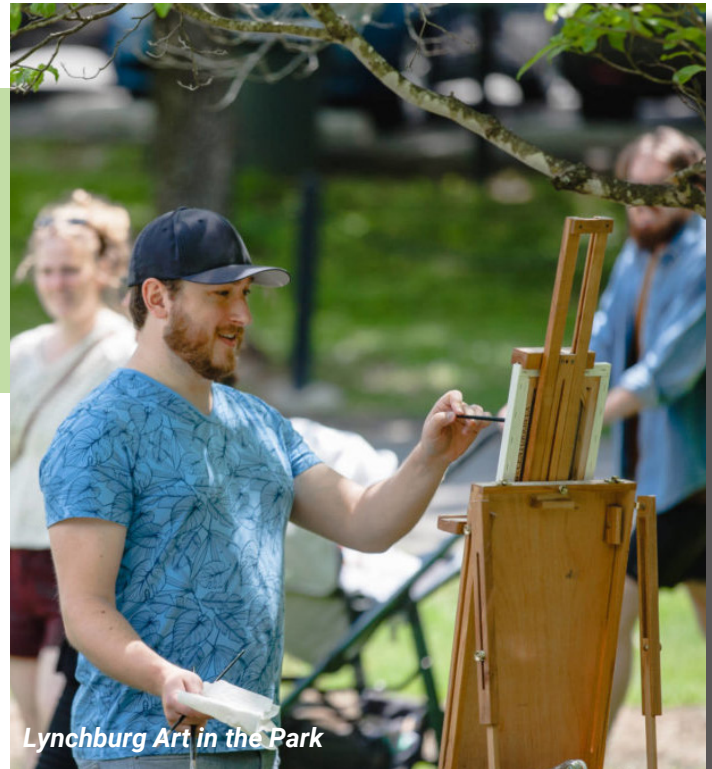
FUTURE PROGRAM ALIGNMENT WITH PUBLIC ENGAGEMENT

To obtain input from residents, the Lynchburg staff hosted a total of 18 pop-up events between April 1 and May 6, 2021. These events were held at a variety of Lynchburg parks, at the Community Market, and at several Neighborhood Centers. Over 2,000 people participated in these events and shared their thoughts regarding recreation programming and facility needs. The highest attendance occurred at Yoder Center on April 14 with 90 people in attendance.

The top eight requested programs from the pop-up events include:

- Concerts
- Movies in the Park
- Gardening classes
- Arts festival
- Programs for people with special needs
- Cooking and nutrition classes
- Adult fitness/wellness
- Nature programs

The free concerts and movies that public park and recreation agencies offer are commonly enjoyed by residents across the country. Residents are often eager for more of these types of events, especially with the notion of being outdoors in conjunction with the COVID-19 pandemic. Securing sponsors and adding movies at the Neighborhood Centers might be an ideal way to connect with all of the families in the area. Although Recreation Services offers an art festival called Art in the Park, there appears to be a desire for more of these types of events.



Riverfront Park, Lynchburg City Stadium, and E.C. Glass School could be the major venues for concerts going forward. Riverfront Park and Lynchburg City Stadium could host during warm weather months while E.C. Glass could provide an indoor setting for winter months or specific acts that are better suited for an indoor venue.

Recreation Services already offers many gardening classes, but more research might be conducted to determine if the programs are offered on the appropriate day, and at the appropriate time and location. A total of 16 garden-related classes were offered in 2019 and there were no waitlists. Although a third of the programs offered had a solid enrollment of 10 or more participants, three had one or two participants. Half of the courses were about creating a rain barrel, so it is possible residents are interested in more in-depth gardening classes.

Programs for people with special needs rated highly during the engagement and based on the program data, this should be an area of focus for Lynchburg. Although this is considered a core program area, only four programs for people with special needs were offered in 2019. Adding a therapeutic recreation programmer to increase programming in this area is recommended.

Nature programs also rated highly during the pop-up engagement. This is another area where the Department excels. A desire for a Nature Center also rated in the top ten requested facilities. This is clearly an area where residents are seeking more in terms of programming and indoor facility space. A logical addition to Recreation Services is a Nature Center and additional staff to meet the increasing programming demands of the community.

Community service or clean-up events are typical as many in the active adult age group are looking for ways to give back to the community. These types of events are already held at the Neighborhood Centers and through Citywide Recreation and Volunteer Services, but it appears more of these types of events are desired.

An interest in more fitness and wellness was also a very common response during public engagement regarding parks and recreation needs. Recreation Services offers a wide variety of health and wellness programs throughout the year. In looking at the data for 2017, 2018, and 2019, there were virtually no waitlists for fitness classes and between 21 (2019) and 41 (2017) of the classes offered had four people or less registered. If the community does desire more health and fitness classes, more research should be conducted to determine what people are looking for, when they want it offered, and where they are willing to go to participate.

POSITIONING FUTURE PROGRAMS

There is already a great deal of successful programming in place in Lynchburg – at both the Neighborhood Centers and through Recreation Services. The Neighborhood Centers staff should continue to survey their program participants to see what program offerings are missing. Future programming in Recreation Services should focus on adding programs for early childhood, youth sports, STEAM/STEM, therapeutic recreation, and active adult programs. Table 5.6 lists some examples of possible new offerings.

Table 5.6: Future Program Planning Ideas

Program Type		Program Ideas
	Early Childhood	• Music • Science • Sign Language • Toddler Open Gym • Tumbling • Nature Based Preschool
	Youth Sports	• Badminton • Dodgeball • Gymnastics/Tumbling • Pickleball • ESports
	STEAM/STEM	• Lego ® Model Building • Minecraft • Movie making • Robotics • 3D Printing • Video Game Design
	Therapeutic Recreation	• Bowling • Horseback Riding • Socials • Day Camps • Overnight Trips • Special Olympics Sports Programs • Special Events • Performing Arts

The Lynchburg Recreation Services Division offers a wide variety of programs for active adults (technology, lunch events, fifty-plus softball, many fitness classes, trips, discussion groups, games, estate planning, Medicare, and fall prevention to name a few). No program recommendations have been made for the active adult group.

The planning team suggests this group of participants be surveyed or some focus groups scheduled to learn more about their needs when it comes to recreation programming. It should also be noted that many seniors are served by the Neighborhood Centers in Lynchburg and not included in this data.

RECOMMENDATIONS

The following recommendations are listed as recommendations for Recreation Services, recommendations for Neighborhood Centers, and recommendations for both.

RECOMMENDATIONS FOR RECREATION SERVICES

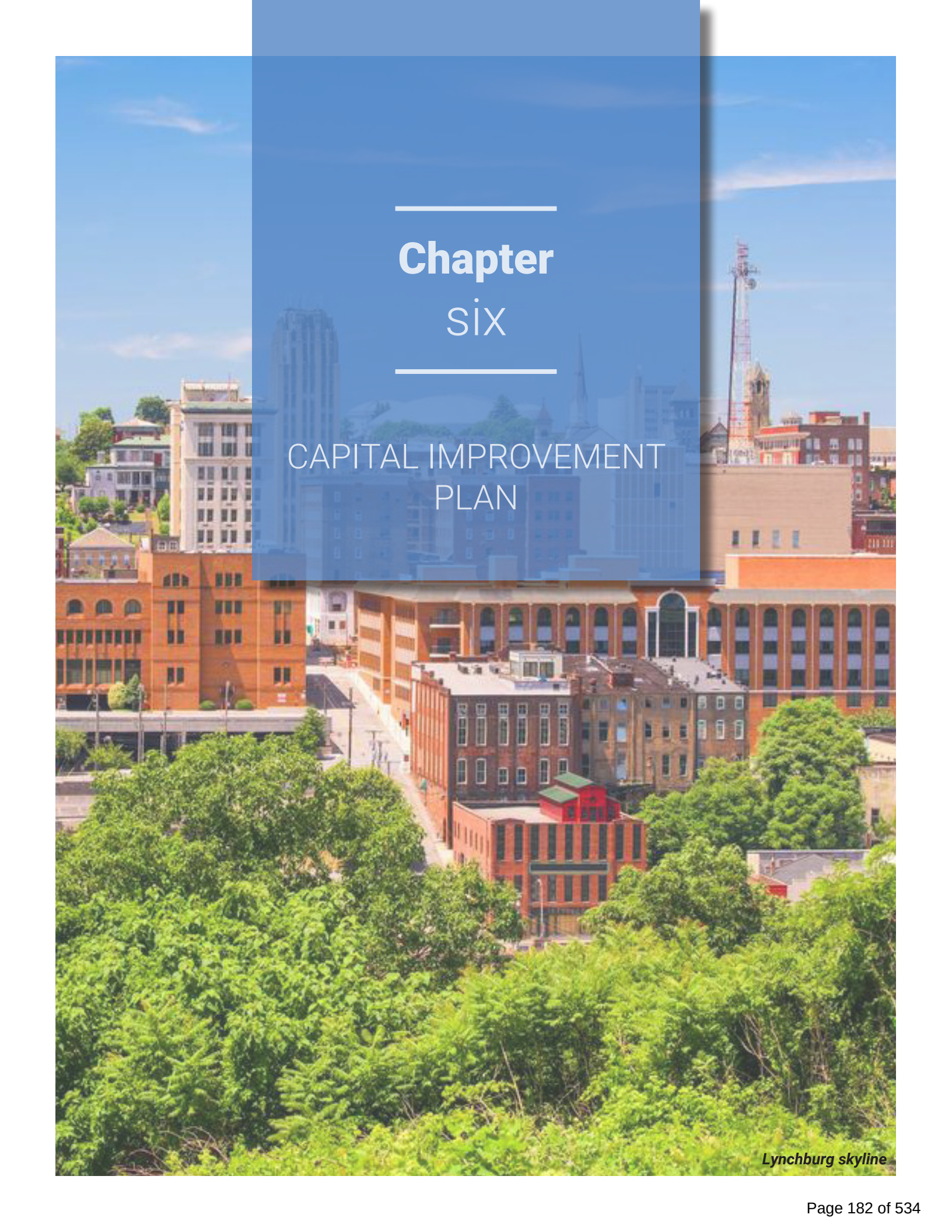
1. Create a phased staffing plan to support therapeutic recreation, volunteer coordination, neighborhood centers, athletics, and aquatics.
2. Add indoor programming space to include a new gym with multiple sports courts; a new, larger facility for the arts studio (with multiple classroom spaces, adequate storage, and a kiln room); a new facility for the Senior Center (to include a full range of programs and services); and construction of the Ivy Creek Nature Center.
3. Add additional lighted multipurpose athletic fields.
4. Increase access to local bodies of water for kayaking and canoeing, specifically on the James River. Include water access, a large parking area, easy boat launch access, restroom facilities, an indoor facility with boat storage, and picnic tables. Boat launches should be easily identified from downtown with signage along roadways. Also include boat launch information online.
5. Evaluate the capacity of the existing ReCPro software system to determine if this is the proper recreation registration software for Lynchburg. Provide designated staff support for the system and/or replace (with a more suitable software solution).
6. Develop a more comprehensive cost recovery policy that highlights opportunities for low-cost or no cost programming for youth and families.
7. Improve customer service by extending registration hours beyond 5:00 pm on weekday evenings. Provide more opportunities for customers to access services online such as renting a room or an athletic field and scholarship applications.
8. Perform an annual review of programs and use focus groups to determine new programming, as well as what should be eliminated based on low enrollment. Senior and adult fitness programming, childcare, Esports, extreme sports, gymnastics/tumbling, pet programming, preschool (early childhood), STEM/STEAM, gardening classes, and therapeutic recreation programs were all suggested during the public engagement process.
9. Review program participation data and create some firm age ranges for future programs and encourage part-time staff and contractors to select from those ranges.
10. Increase the number of pages in the program guides and include a complete list of programs. Feedback during public engagement indicated the primary means which parents and seniors learn about programs and services are the seasonal program guides.

RECOMMENDATIONS FOR NEIGHBORHOOD CENTERS

1. Enhance the means through which visitors sign-in for programs and services. Work with staff to improve the efficiency of data tracking through a database such as ReCPro or a similar system.
2. Improve the communication between Public Works staff and Neighborhood Center staff. Track when requests are made and when completed. Work with staff to reduce the gap in time from request to completion. If additional staff positions are needed, look to add these with the other staffing needs.
3. Add additional neighborhood services in other Lynchburg neighborhoods such as White Rock Hill, Midtown, Lower Rivermont (Bedford Avenue), Tyreeanna and Pleasant Valley, and College Park.

RECOMMENDATIONS THAT APPLY TO BOTH RECREATION SERVICES AND NEIGHBORHOOD CENTERS

1. Increase the collaboration and connection between the Neighborhood Centers and Recreation Services. Identify opportunities for these groups to work together more frequently, from simply changing the time of the department staff meeting to staff training, onboarding, staff development, and event planning.

An aerial photograph of the Lynchburg skyline, showing a mix of historic brick buildings and modern structures. A large, semi-transparent blue rectangle is overlaid on the upper half of the image, serving as a background for the chapter title. The foreground is filled with lush green trees.

Chapter six

CAPITAL IMPROVEMENT PLAN

Lynchburg skyline

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Riverfront Park

INTRODUCTION

As with any parks and recreation department, the planning and implementation of capital improvements for Lynchburg are critical to the execution of its service delivery to the community. The Park Classifications and Service Criteria section findings suggests multiple proposed investments in facilities to address current and future community needs. Additional findings identified a potential need for more neighborhood parks for underserved areas in the community. Future expansion will address deficiencies in the Lynchburg Parks and Recreation Department's (the Department's) established levels of service as well as its service area coverage. At a minimum, these new neighborhood parks should contain a mixture of both active and passive multi-generational recreation facilities, including, but not limited to, open greenspace, walking trails, pavilions, restrooms, playgrounds, and fitness equipment. The connectivity analysis and public input identified several opportunities to expand trails and greenways. Implementation of these findings will require strategic phasing and funding over several years.

In response to these recommendations, a ten-year capital spending plan is provided, which defines costs for recommended improvements to existing and proposed parks and park facilities. The Department will have to provide additional facilities to meet citizen needs and improve service delivery where not adequately provided. Additionally, the community has identified a need to leverage the James River as a regional recreational asset. It is important to the community to have public access to this regionally significant resource. The needs for capital investment correspond with an identified need to invest in existing park and recreation facilities to improve the quality of service, foster a sense of community, and enhance the overall health of residents.

The recommended funding distribution for these projects is presented in three prioritization levels or tiers. Tier 1 is generally intended to address immediate needs, such as ADA access improvements, general safety renovations, urgent renovation projects, and planning efforts for upcoming projects. Funding shown in Tier 2 is for the development of new facilities that are currently in the planning stages as well as initial development of the expanded trail and greenway network. Additional funding for continued renovations to existing parks is in this tier as well. Tier 3 projects have been identified as upcoming needs that are not currently funded. As with Tier 2, the third tier also includes funding for continued renovation to existing facilities and sport field conversion. The capital improvement budgets shown are recommendations from the planning team based on experience with similar scale projects in the region.

TEN-YEAR SPENDING PLAN

This capital improvement plan (see Table 6.1) identifies approximately \$107,150,000 in renovations and new facility development. Projects in Tiers 1 and 2 have an approximate value of \$63,050,000. Tier 3 projects have approximately \$44,100,000 in anticipated costs. A "future" category is provided in the table that can be used for important efforts that fall just outside higher priority needs. This allows decision makers to recognize longer term needs that may require more time to address. The approximate value of these future projects is \$4,000,000.

The planning team learned during the community engagement process that 59% of survey respondents support additional spending to fund recreation and parks system improvements. Most of these respondents were willing to pay between an additional \$1 and \$15 per month. The City could collect this amount in a number of ways. One way could be through a "Friends of the Parks" 501c3 organization. The planning team estimates this might generate between \$200,000 to \$3 million in additional annual revenue for park improvement efforts if 60% of Lynchburg households participated. Four hypothetical scenarios are shown for illustrative purposes in Figure 6.1.

Figure 6.1: Potential Increased Annual Revenue



The spending plan highlights the safety and accessible items identified by the planning team during the facility site visits and discussed in the facility assessments. Those items are identified for potential spending in the first two years of the spending plan as well as several maintenance issues. Other expenditures are distributed in the table over the course of the remaining years.

The following provides a summary of the total costs identified in the spending plan:

- Accessibility and general park improvements: \$11,000,000
- Existing park renovations: \$36,500,000
- New park and facility development: \$54,400,000
- Trail development: \$9,250,000

PRIORITY RECOMMENDATIONS

The top Capital Improvement Plan projects in each of the four categories above are as follows:

- Accessibility and general park improvements: \$11,000,000**
- ADA and general park improvements - \$5,000,000
 - Security for parks improvements - \$2,500,000
- Existing park renovations: \$36,500,000**
- Heritage Park expansion - \$3,000,000
 - Miller Park Pool Reimagined - \$7,000,000
- New park and facility development: \$54,400,000**
- Multipurpose recreation center - \$25,000,000
 - Brookville Neighborhood Park - \$3,075,000
 - Rivermont Neighborhood Park - \$3,075,000
- Trail development: \$9,250,000**
- Greenways - \$3,000,000
 - Blueways - Water recreation trail - \$250,000

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Table 6.1: Lynchburg, Virginia - Ten-Year Capital Spending Plan

	TIER 1 (Years 1-2)	TIER 2 (Years 3-5)	TIER 3 (Years 6-10)	Future	TOTAL
ACCESSIBILITY AND GENERAL PARK IMPROVEMENTS					
Accessibility Improvements and General Improvements	\$1,000,000	\$1,500,000	\$2,500,000	on-going investment	\$5,000,000
Park and Trail Security Initiative	\$500,000	\$750,000	\$1,250,000		\$2,500,000
Athletic Field Maintenance/Improvements	\$500,000	\$750,000	\$1,250,000	on-going investment	\$2,500,000
Sustainability Improvements (solar, stormwater, etc.)	\$200,000	\$300,000	\$500,000	on-going investment	\$1,000,000
ACCESSIBILITY AND GENERAL PARK IMPROVEMENTS TOTAL	\$2,200,000	\$3,300,000	\$5,500,000		\$11,000,000
EXISTING PARK RENOVATIONS					
Templeton Senior Center Expansion		\$10,000,000			\$10,000,000
Heritage Park Expansion	\$500,000	\$2,500,000			\$3,000,000
College Park - Master Plan Implementation			\$3,000,000		\$3,000,000
Miller Park Pool Reimagined		\$7,000,000			\$7,000,000
Community Market Renovation	\$1,000,000	\$3,500,000			\$4,500,000
City Stadium - Visitor Side Improvements		\$750,000			\$750,000
City Stadium - Sports Turf Replacement	\$1,750,000				\$1,750,000
Jackson Heights Art Studio Expansion			\$2,500,000		\$2,500,000
Jefferson Park - Phase 2 and 3				\$4,000,000	\$4,000,000
EXISTING PARK RENOVATIONS TOTAL	\$3,250,000	\$23,750,000	\$5,500,000	\$4,000,000	\$36,500,000
NEW PARK AND FACILITY DEVELOPMENT					
Multipurpose Recreation Center (with Aquatics)		\$25,000,000			\$25,000,000
Whitewater Park and Riverfront Improvements	\$100,000		\$5,000,000		\$5,100,000
Brookville Neighborhood Park	\$75,000		\$3,000,000		\$3,075,000
Beechwood Hills Neighborhood Park	\$75,000		\$3,000,000		\$3,075,000
Rivermont Neighborhood Park		\$75,000	\$3,000,000		\$3,075,000
Tyreeanna/Pleasant Valley Community Park			\$10,000,000		\$10,000,000
Windsor Hills/Leesville Road Community Park		\$75,000	\$5,000,000		\$5,075,000
NEW PARK AND FACILITY DEVELOPMENT TOTAL	\$250,000	\$25,150,000	\$29,000,000		\$54,400,000
TRAIL DEVELOPMENT					
Greenways Expansion (7 miles)	\$2,000,000	\$3,000,000	\$4,000,000	on-going investment	\$9,000,000
Blueways - Water Recreation Trail (signage, launch upgrades, etc.)	\$75,000	\$75,000	\$100,000		\$250,000
TRAIL DEVELOPMENT TOTAL	\$2,075,000	\$3,075,000	\$4,100,000		\$9,250,000
Tier Totals	\$7,775,000	\$55,275,000	\$44,100,000	\$4,000,000	\$111,150,000
Tier 1 and Tier 2 TOTAL				GRAND TOTAL	\$111,150,000
Tier 3 TOTAL					
TOTAL					
FUTURE				TEN YEAR TOTAL	\$107,150,000

Land acquisition costs not included.

Opinion of cost estimates as of January 2022.

*Based on current market trends, anticipate construction cost escalation of approximately 5-7% annually for budgeting.

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CAPITAL IMPROVEMENT FUNDING

The City should consider a combination of funding resources, which includes increasing revenues, considering utilization of special taxes, and securing grants and private funding to meet the capital improvement goals identified in this report. The combination of these funding sources would increase the ability to make identified improvements.

Many funding sources are available that the City should consider for funding capital improvements of parks and recreation facilities. While this document lists the following as options to consider, local leaders must decide which options best suit local needs. Historically, the main sources of capital funding for parks and recreation agencies in the state of Virginia are:

- General Fund Tax Dollars
- General Obligation Bonds
- Sales Tax
- Program User Fees
- Impact/Development Fees
- Tax Dollars from Special Excise taxes (such as hotel, liquor, food, and rental taxes)
- State and Federal Grants

GENERAL FUND TAX DOLLARS

These options offer stable funding for parks and recreation departments to cover operational costs and some capital improvements associated with routine maintenance projects or minor renovation projects. In general, these funding sources may not support larger projects unless leveraged with significant bond programs.

GENERAL OBLIGATION BONDS

Communities across the country fund capital projects using general obligation bonds to build public facilities while spreading the facility cost over an extended period.

The use of a bond program would be a viable option to initiate a major capital program for parks and recreation facilities. The City could initiate a bond to fund a portion of the capital projects outlined in this master plan. The bond would be paid back by the City over a 20- or 25-year period and would allow the City to begin to meet the facility needs of the community.

SALES TAX

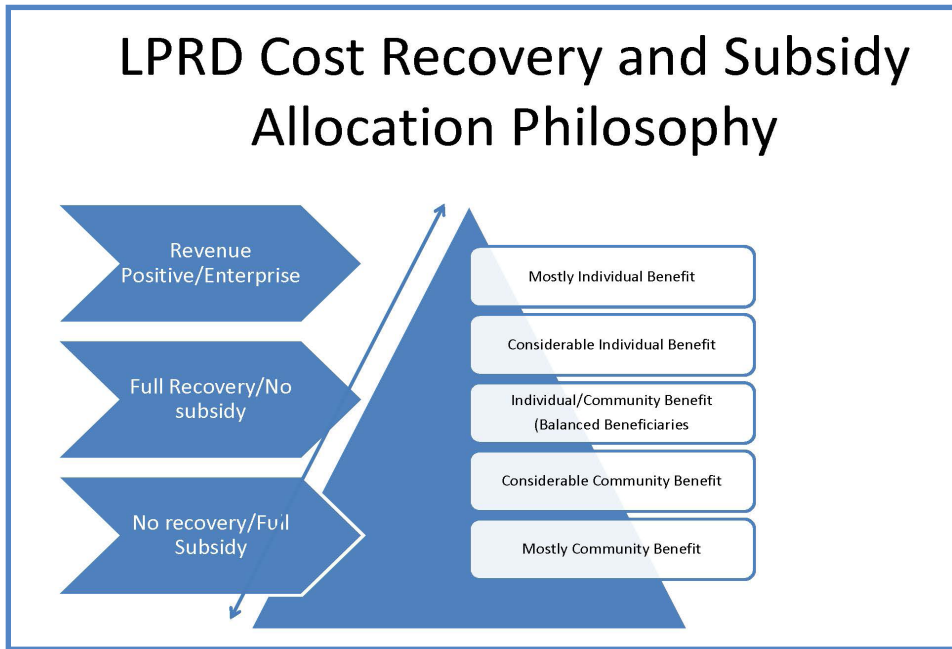
Sales taxes are applied to almost everything that is purchased as a good or service. There are often exemptions for necessities such as groceries. Lynchburg currently has a 1% sales tax in addition to the Virginia sales tax of 4.3%. Sales taxes are paid by Lynchburg residents along with individuals or businesses visiting the City. In this way, a sales tax can leverage dollars from outside of the community to fund local improvements.

PROGRAM USER FEES

User fees assessed by parks and recreation agencies vary across the state. Fees can be charged by the Department to support facility maintenance, added to program registrations, or required for park access on a daily or annual basis. Other user fees include memberships to special facilities and centers and program fees charged for instructional programs. The combination of these fees can generate major revenue for the City.

Program user fees are a collection of entry fees and program registrations. These fees are primarily used by the City to offset the operating costs required to provide services to Lynchburg residents.

The Lynchburg Parks and Recreation Department currently has a broad-based cost recovery plan that could be used as a guideline for setting fees and systemic resource allocation. An expanded description of the cost recovery and subsidy allocation policy is provided in Appendix H.



Venue fees for special events are being considered by the Department. These fees would set flat rate fees for events like trail races or neighborhood events held in a small park or larger city-wide park. These fees are intended to cover cost related to event set up, take down, and clean up.

IMPACT/DEVELOPMENT FEES

Impact fees are payments required by local governments of new development for the purpose of providing new or expanded public capital facilities required to serve that development. The fees typically require cash payments in advance of the completion of development, are based on a methodology and calculation derived from the cost of the facility and the nature and size of the development, and are used to finance improvements offsite of, but to the benefit of the development.

The Commonwealth of Virginia allows communities to impose and collect impact fees in amounts consistent with the methodologies used in its comprehensive plan to defray the capital costs of public facilities related to residential development. Such fees can only be used by the City for public facilities that are impacted by residential development. State legislation in Virginia includes parks, open space, and recreation areas and related facilities.

TAX DOLLARS FROM SPECIAL EXCISE TAXES

Many communities across the country are incorporating lodging taxes to pay for tourism-related programs, including parks and recreation improvements. This method is typically popular because it typically places the cost on visitors and not residents. Counties have implemented, or are considering instituting, a lodging tax to fund future capital improvements that may lead to increased tourism. Silverthorne, Colorado, for example, passed a 2% lodging tax in 1999. Total collections have been divided: 85% going towards capital projects relating to parks, trails,

open space, and recreation and 15% to help market the Town of Silverthorne and its amenities. Other communities from Washington to Texas have adopted similar funding measures that have helped develop large-scale recreation facilities that have attracted more visitors.

STATE AND FEDERAL GRANTS

Grant programs for parks and recreation improvements are available through various state and federal agencies. Many state agency grants allocate federal dollars for projects such as transportation enhancement grants, trails and greenways, and parks improvements. Grants are also available through non-profit and not-for-profit agencies. Because grants are typically highly competitive, any pursuit to acquire grant funding should begin with an understanding of the grant requirements, including matching fund requirements, understanding what the grant will and will not cover, the time frame for completion, and what obligations may be required in the future, such as deed restrictions, maintenance and reporting.

A few examples of alternative funding sources include the following:

- Transportation Grants /SAFETEA-LU
- Transportation Enhancements (TE)
- Recreational Trails Program
- Community Development Block Grants (CDBG)
- Environmental Education Grants
- Land and Water Conservation Fund

TRANSPORTATION GRANTS/SAFETEA-LU

The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) provides funds for various transportation projects, including greenways. Built upon the foundations of the Transportation Equity Act for the 21st Century (TEA-21), SAFETEA-LU was signed into law in August 2005.

TRANSPORTATION ENHANCEMENTS (TE)

The Transportation Enhancements (TE) program funds a wide variety of transportation related community projects. This program is the largest source of funding for trails and related facilities. Transportation Enhancement projects must relate to surface transportation and compete against numerous other projects. Greenways and other recreational trails are eligible for TE funding, if the project has a transportation element being funded.

There are 12 eligible Transportation Enhancement categories. The three that most relate to greenways and recreational trails are: pedestrian and bicycle facilities; pedestrian and bicycle safety and educational activities; and conversion of abandoned railway corridors to trails. These grants are 80% federal and 20% local funding. Therefore, the City receives \$4.00 for every \$1.00 invested.

RECREATIONAL TRAILS PROGRAM

This program was initiated through the TEA-21 legislation. Funds are awarded for the construction of trails and support facilities. Emphasis is on the construction of multi-use trails such as biking, hiking, equestrian, motorized, etc.

COMMUNITY DEVELOPMENT BLOCK GRANTS (CDBG)

Although this program specifically funds housing, public facilities, economic development and community projects, recreation could be a minor component of the project seeking grant funding. The City has used these funds to facilitate baseline renovations to the neighborhood centers, to expand trails, and for the renovation of athletic and community park facilities.

ENVIRONMENTAL EDUCATION GRANTS

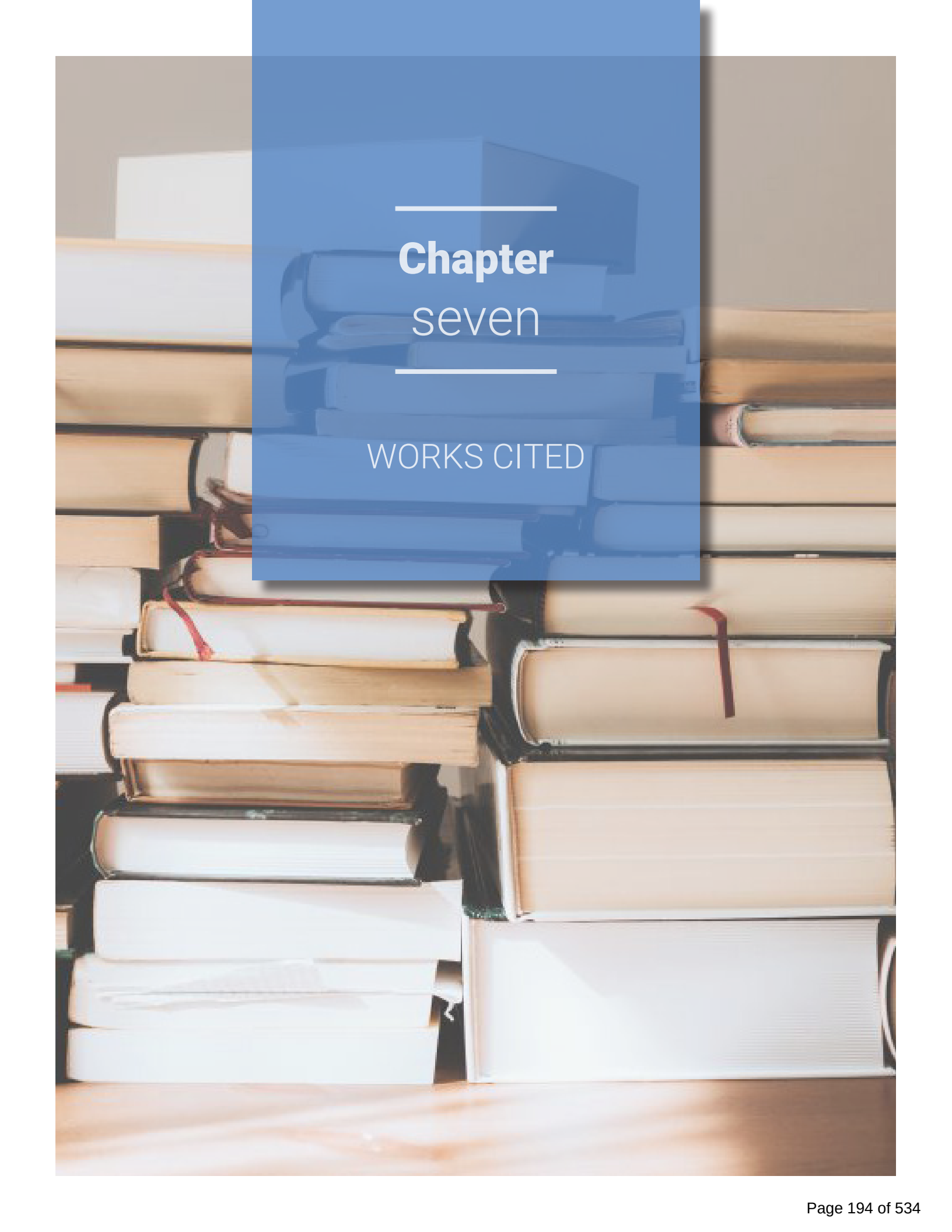
This program is sponsored by the Environmental Protection Agency's (EPA) Environmental Education Division (EED), Office of Children's Health Protection and Environmental Education. The program supports environmental education projects that enhance the public's awareness, knowledge, and skills to help people make informed decisions that positively affect environmental quality. The EPA awards grants each year based on funding appropriated by Congress. Annual funding for the program ranges between \$2 and \$3 million. Most grants awarded will be in the \$15,000 to \$25,000 range.

LAND AND WATER CONSERVATION FUND

Since the mid-1960s, the Land and Water Conservation Fund (LWCF) program has provided funds for outdoor recreation acquisition and development. Congress is responsible for setting the funding level each year. Should the Commonwealth receive funds from the federal government, this would be another useful source of funding for the City.

SUMMARY

The identified capital improvements needed to address the current needs of the parks system for the City of Lynchburg is \$111,150,000 (see Table 8.1). Accomplishing this goal will require a balanced approach to acquiring additional funding sources for land acquisition, planning and design, and development. Alternative funding sources will likely be required to execute this program. The City should look for opportunities to use fees, grants, and lodging taxes for additional recreation funds to support future development. Funds from the American Rescue Plan Act could possibly cover the cost associated with years one and two of the Capital Improvement Plan. Additionally, there appears to be public support for dedicated funding of parks improvements. With dedicated leadership and a unified vision, Lynchburg Parks and Recreation can accomplish the physical improvements discussed in this master plan.

The background of the page is a photograph of a large stack of books. The books are of various thicknesses and colors, mostly in shades of tan, cream, and light brown. Some books have red or white ribbons sticking out from between the pages. A semi-transparent blue rectangular overlay is positioned in the upper half of the image, containing the chapter title and the section heading.

Chapter seven

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SPACES FOR LIFE.

2809 FOSTER AVENUE, NASHVILLE, TN 37210 | WWW.LOSE.DESIGN

Lynchburg, VA

Parks and Recreation Master Plan

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Our Team

LOSE
DESIGN
SPACES FOR LIFE.

Josh Gulick, PLA, ASLA
Project Manager

Valerie Romano, AICP, LEED BD+C
Planner



Barbara Heller,
Senior Consultant

Lisa Paradis,
Senior Consultant

Elsa Fischer,
Senior Consultant, CPRP



Benefits of Parks



Recreation improves overall physical and mental health.



Parks support social equity by providing recreational opportunities for the whole community.



Parks support wildlife, conservation, and provide open space for future generations.



Parks engage communities and reduce crime.¹



Parks create jobs.²



Recreation facilities, programs, and events support local businesses.³



Parks can increase property values by 5% or more.⁴



Parks keep cities cool.⁵



What is a Master Plan?

A master plan is a **working and flexible document** that provides guidance by establishing a clear vision for the future, as well as goals and objectives regarding Lynchburg's park system.

The document is shared with the public to demonstrate how the Department of Parks and Recreation plans to meet public needs and expectations through stated goals and objectives.



Community Profile

Age

- 42% of the population in Lynchburg is comprised of residents ages 15 to 34.
- Lynchburg is the youngest major city in Virginia.⁶
- Programs and facilities that serve this age group should be a priority.

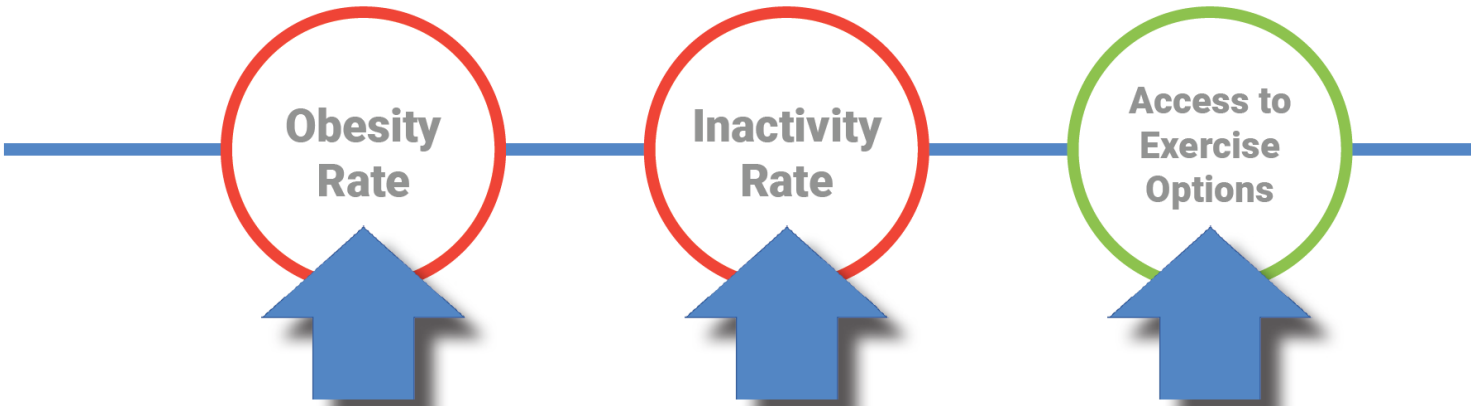
Race

- Lynchburg's population is diverse compared to Virginia and the nation.
- Participation demographics should be reviewed against racial composition to confirm equal access among various groups.

Income

- The Median Value of Owner-Occupied Housing is lower in Lynchburg than in Virginia.
- Poverty rates in Lynchburg exceed state and national numbers.
- These rates suggest a greater need for recreation fee reductions or waivers.

Lynchburg vs. Virginia

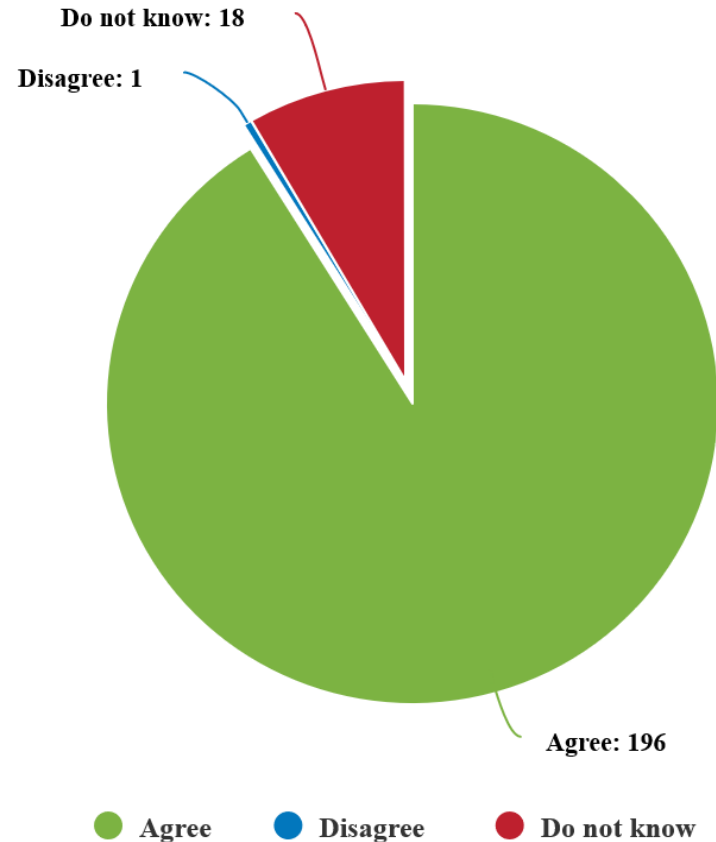


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Online Survey Highlights (185 participants)

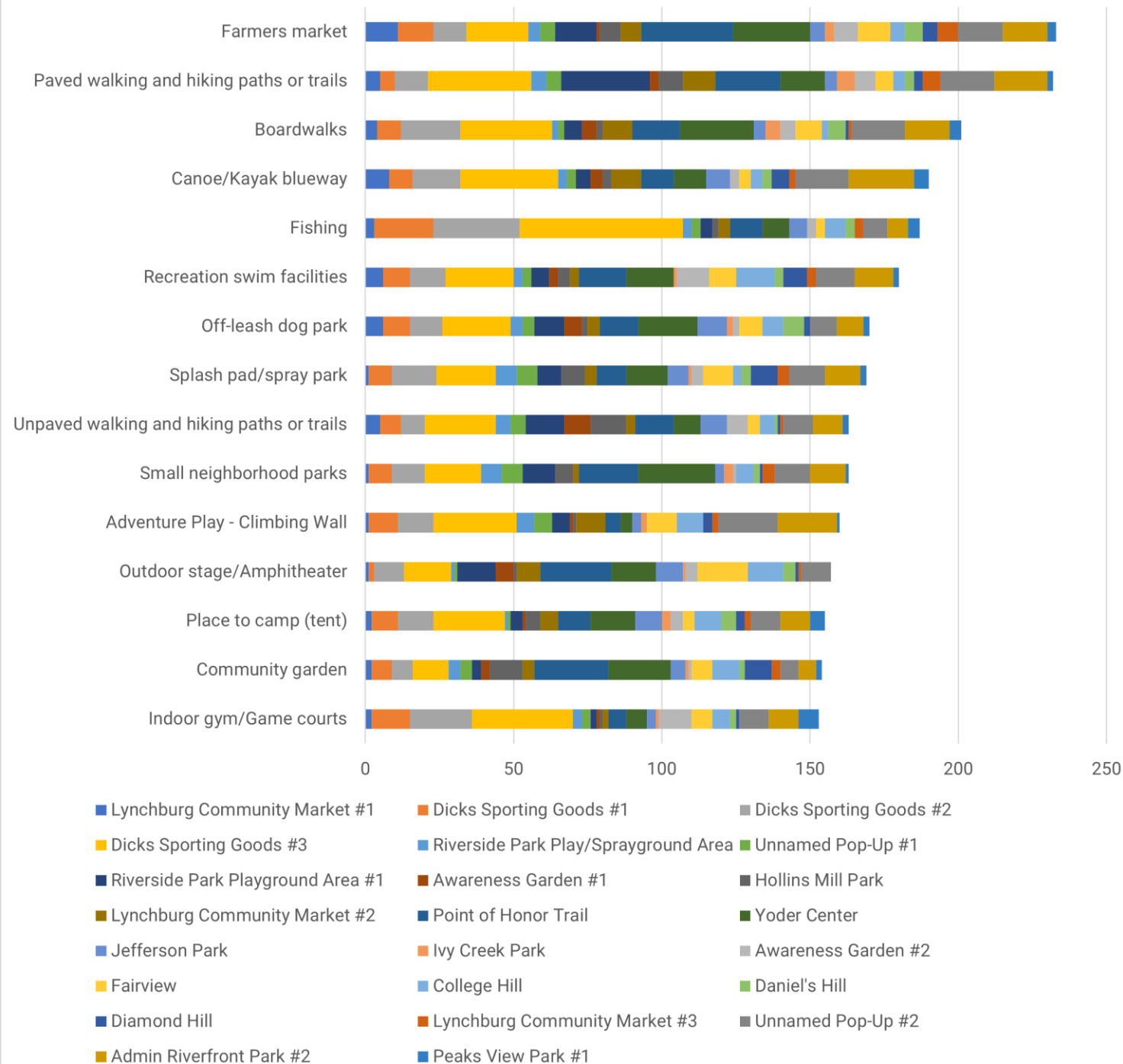
Q9. I support efforts to improve Lynchburg's park facilities and programs over time as funding options become available.



- 79% rate the condition of Lynchburg parks as “[high quality](#)” or “[good quality](#).”
- [Blackwater Creek Natural Area](#) is the most visited park, followed by Peaks View Park.
- “[Not aware of facilities available](#)” was identified as the greatest barrier to using parks.
- 94% believe [parks and recreation are important to the community](#) even when compared to other priorities (i.e., public safety, streets, utilities, schools, etc.).
- 70% of respondents [travel outside of the city](#) to use parks and recreation facilities.
- A [trail loop around the City that connects to all City parks](#), Poplar Forest, and Amherst County was the most popular “Big Idea.”
- “[Contamination of the James River](#)” was the most important environmental issue for the City to address.
- 64% of respondents would be [willing to pay](#) \$1 -\$5 a month to support improvements to park/recreation facilities in Lynchburg.

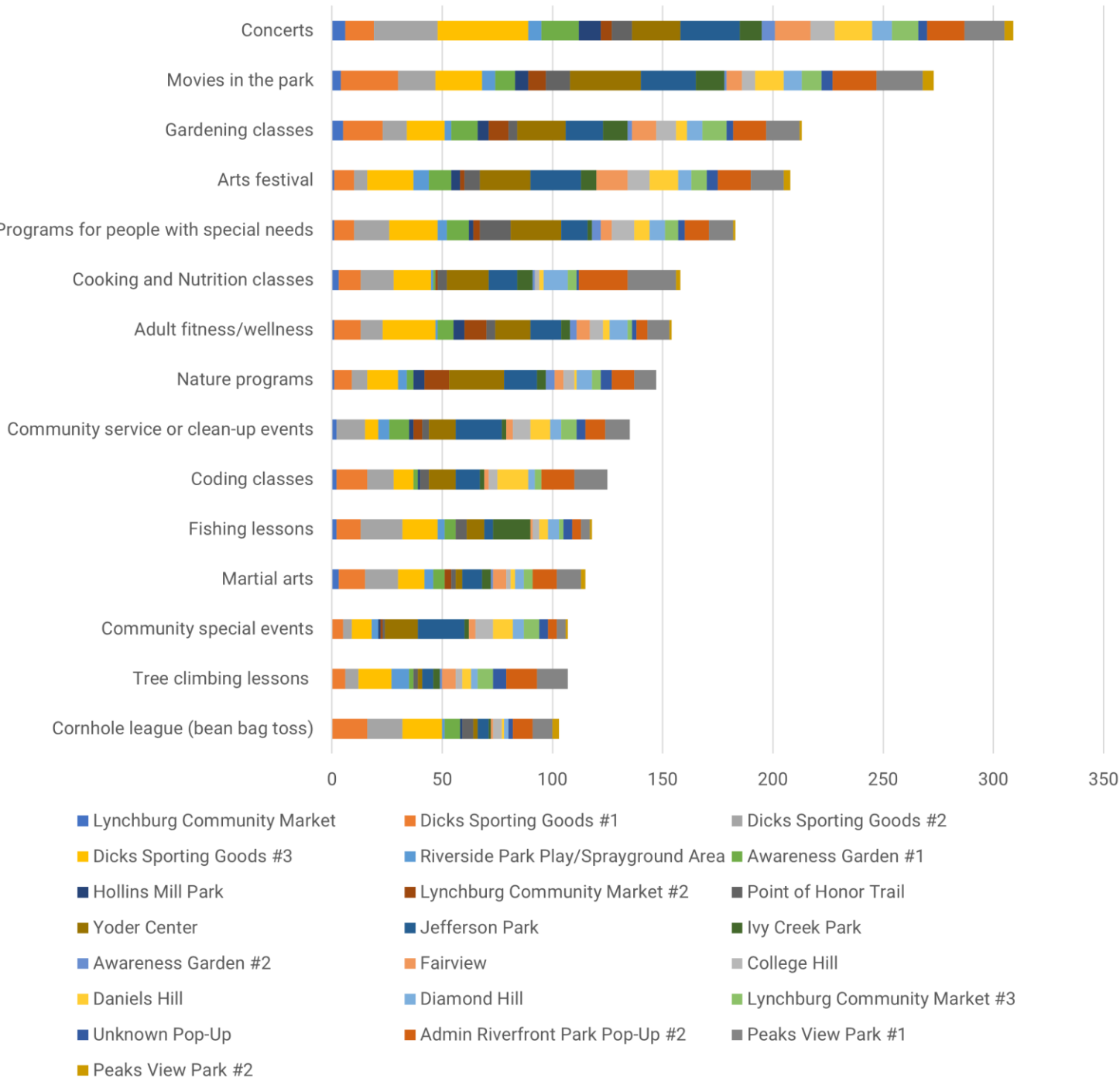
Pop-Up Events: Top 5 Desired Facilities

1. Farmers market
2. Paved walking/hiking paths or trails or trails
3. Boardwalks
4. Canoe/Kayak blueway
5. Fishing



Pop-Up Events:
Top 5 Desired Programs

- 1. Concerts
- 2. Movies in the park
- 3. Gardening classes
- 4. Arts festival
- 5. Programs for people with special needs

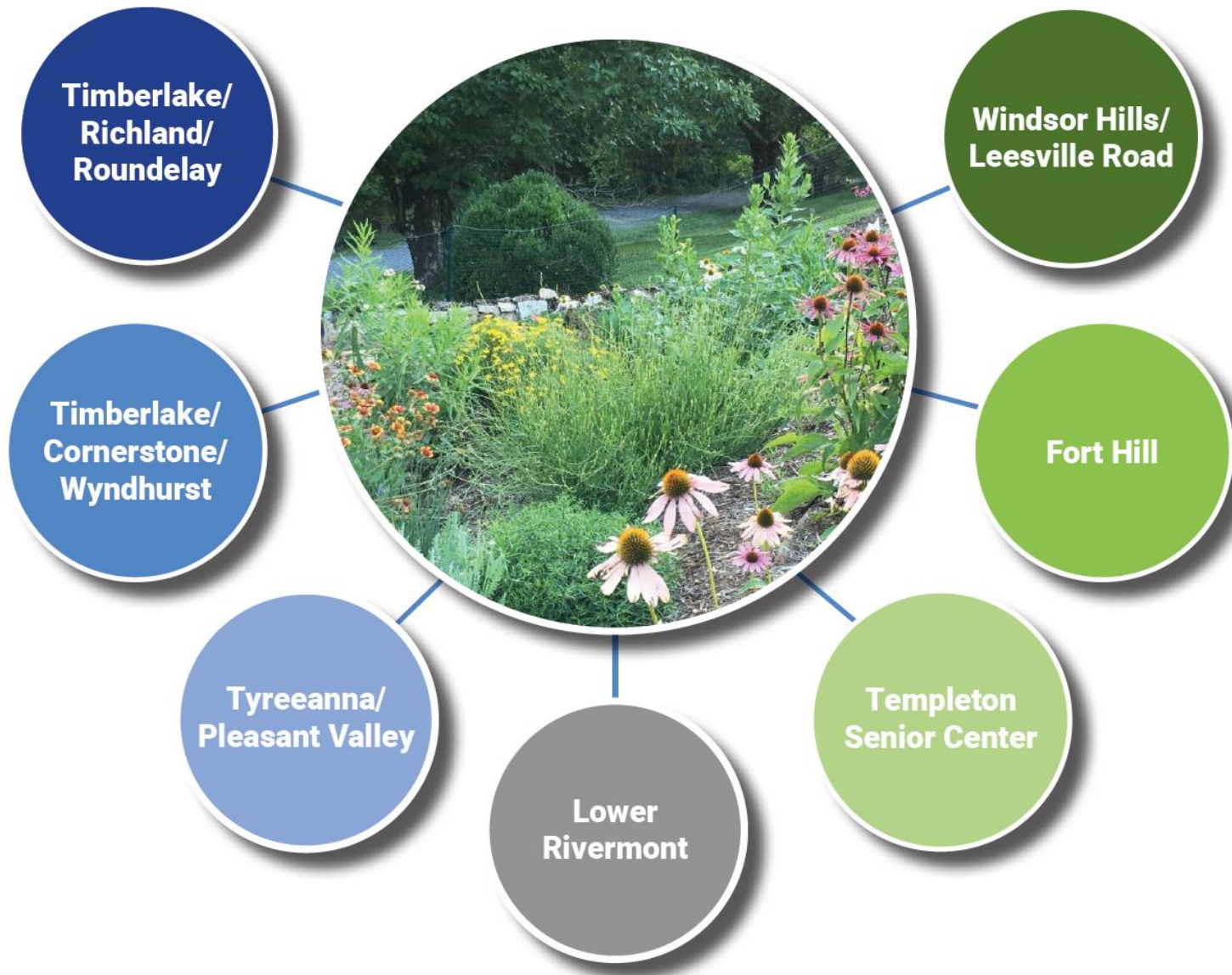


Common Themes

- **Improvements** to the existing parks and facilities are the top priorities.
- **Nature programs** and **trails** to facilitate walking, hiking, and bicycling are highly desired.
- There is a need for **new parks** in specific areas of Lynchburg.
- 70% of respondents **travel outside of the city** to use parks and recreation facilities.
- Pop-up engagement results indicate that special events like **movies in the park** and **concerts** are desired.
- Residents to Lynchburg overwhelmingly **love** their parks and trails and support efforts to improve them.



The planning team identified 7 areas throughout Lynchburg where parks or recreation facilities are needed:





Recommendations were made for individual park properties

Recommended: ways to increase trail connectivity



Recommended: a new indoor multipurpose facility

Recommended: expansion of the Templeton Senior Center



Summary

Other recommendations:

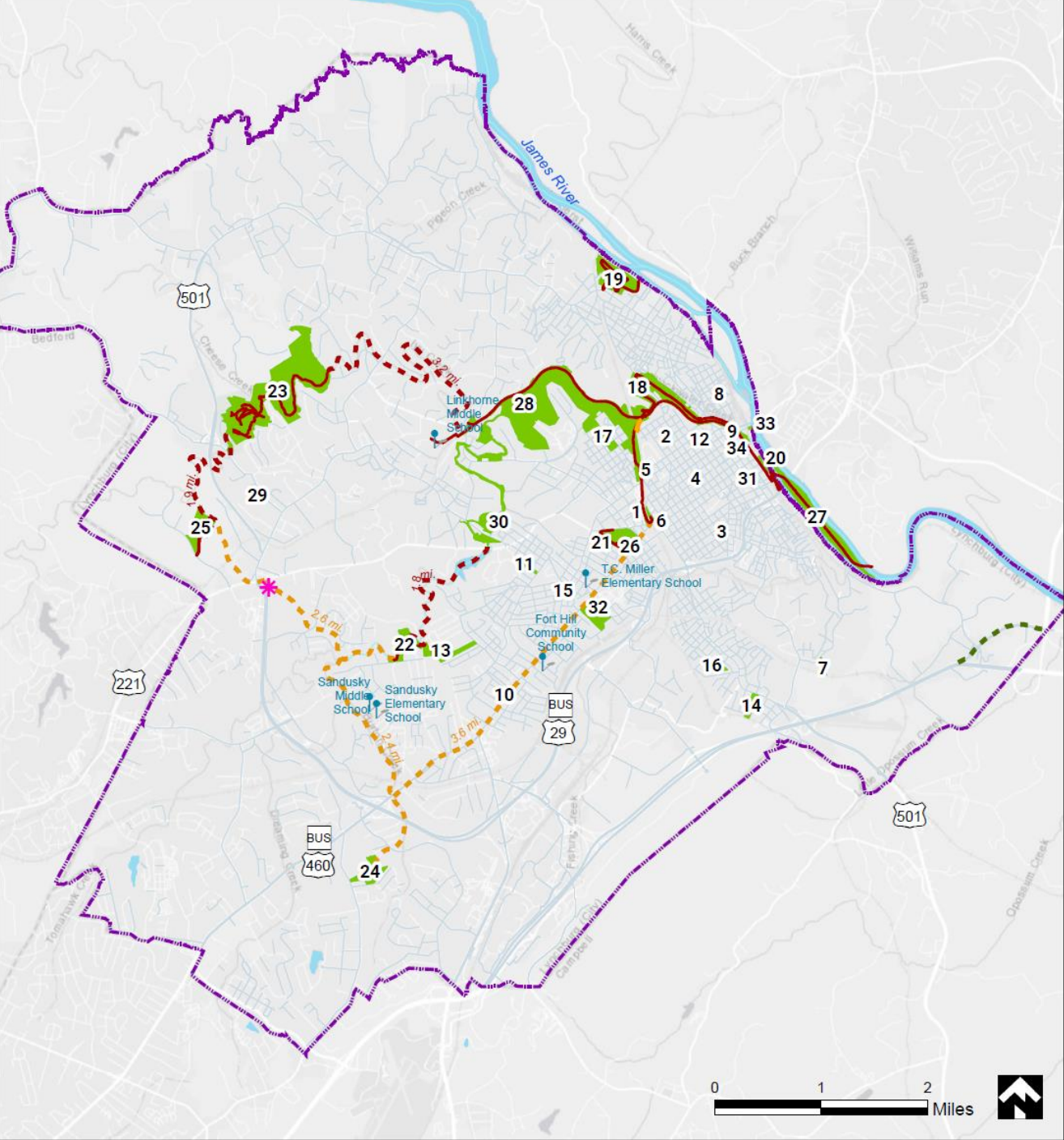
- Recommendations were made for individual park properties
- Ways to increase trail connectivity
- A new indoor multipurpose facility
- Expansion of the Templeton Senior Center

LYNCHBURG PROPOSED INNER LOOP SEGMENTS

LEGEND

-  NEARBY PUBLIC SCHOOLS
-  PROPOSED TRAILHEAD
-  EXISTING PAVED TRAIL
-  PHASE 1 EXTENSIONS
-  PHASE 2 EXTENSIONS
-  PROPOSED TINBRIDGE HILL TRAIL
-  PROPOSED PLEASANT VALLEY GREENWAY
-  CITY OF LYNCHBURG
-  EXISTING PARKS

- | | |
|---------------------------------------|--|
| 1 KEMPER STREET STATION | 18 HOLLINS MILL PARK |
| 2 AUBREY BARBOUR NEIGHBORHOOD PARK | 19 RIVERSIDE PARK |
| 3 DIAMOND HILL NEIGHBORHOOD PARK | 20 RIVERFRONT PARK |
| 4 COLLEGE HILL NEIGHBORHOOD PARK | 21 MILLER CENTER SITE |
| 5 VALLEYVIEW PLAYLOT | 22 SANDUSKY PARK |
| 6 KEMPER STATION PARK | 23 PEAKS VIEW PARK |
| 7 JACKSON HEIGHTS NEIGHBORHOOD PARK | 24 HERITAGE PARK |
| 8 DANIEL'S HILL NEIGHBORHOOD PARK | 25 IVY CREEK PARK |
| 9 CLIFFS EDGE POCKET PARK | 26 MILLER PARK |
| 10 FORT AVENUE NEIGHBORHOOD PARK | 27 PERCIVAL'S ISLAND NATURAL AREA |
| 11 COLLEGE PARK | 28 BLACKWATER CREEK NATURAL AREA |
| 12 BIGGERS NEIGHBORHOOD PARK | 29 TEMPLETON SENIOR CENTER SITE |
| 13 PERRYMONT PARK | 30 BLACKWATER CREEK ATHLETIC AREA & DOG PARK |
| 14 FAIRVIEW HEIGHTS NEIGHBORHOOD PARK | 31 COMMUNITY MARKET PLAZA |
| 15 WESTOVER NEIGHBORHOOD PARK | 32 CITY STADIUM COMPLEX |
| 16 YOUNGER PARK | 33 JAMES RIVER CANOE RAMP |
| 17 JEFFERSON PARK | 34 ROTARY CENTENNIAL RIVERFRONT SKATEPARK |



National Recreation Trends By Age Group

13 & YOUNGER

- Traditional Sport Programming
- STEM, STEAM Programming
- Summer and School Break Camps
- Nature-Related Programming
- Camping

13 - 24 YEARS

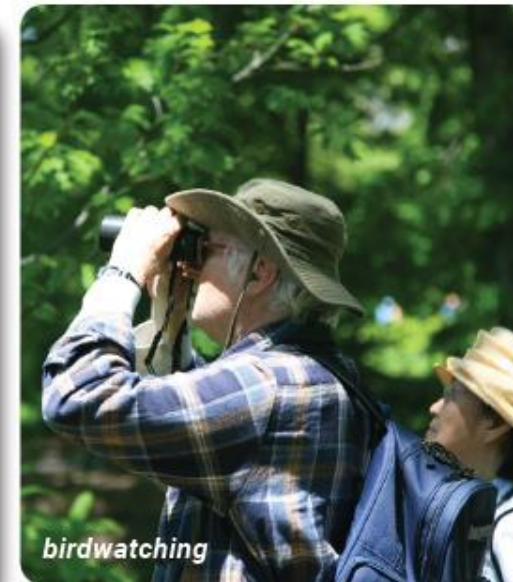
- Esports
- Parkour
- Outdoor Active Recreation
- Bicycling
- Life Sports

25 - 54 YEARS

- Aerobic Activities
- Fun Fitness
- Group Cycling
- Yoga
- Paddle sports

55 & OLDER

- Lifelong Learning
- Fitness and Wellness
- Encore Programming
- Specialized Tours
- Birdwatching



Top Requested Programs

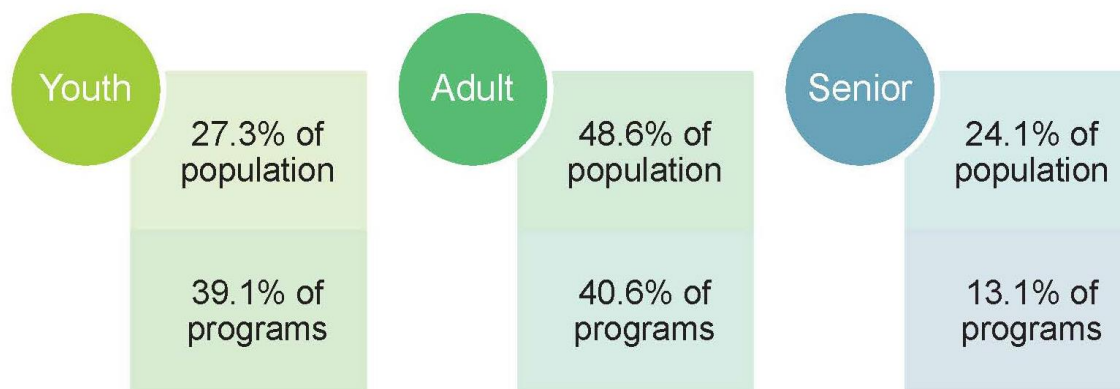
- 01 Concerts
- 02 Movies in the Park
- 03 Gardening classes
- 04 Arts festival
- 05 Programs for people with special needs
- 06 Cooking/Nutrition classes
- 07 Adult fitness/wellness
- 08 Nature programs





Balance

Lynchburg's current programming age segmentation:



Programming



Expand programming dedicated to active seniors and recent college graduates.



Continue to provide programs and services at price points that meet the needs of all income levels.



Mitigate transportation barriers to participants, such as purchasing an accessible vehicle and providing additional multipurpose neighborhood fields.



Improve access to seasonal programs by expanding the printed guide and developing an app for classes and programs.



Create a phased staffing plan.



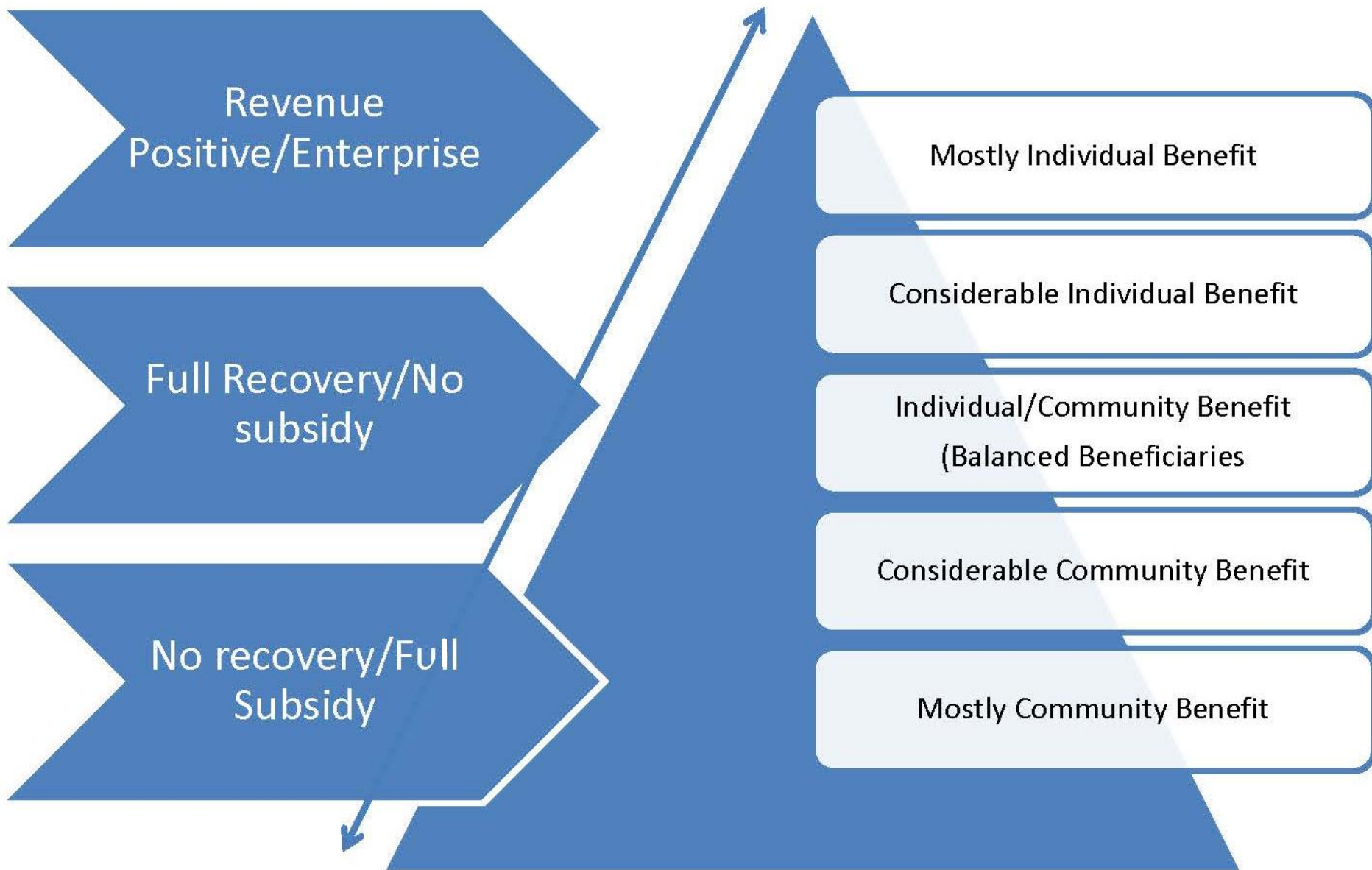
Add indoor programming space.



Increase access to local bodies of water for kayaking and canoeing.



Cost Recovery Assessment





Top CIP projects in all categories:

Accessibility and General Park Improvements

- Accessibility and General Park Improvements
- Park and Trail Security Initiative

Existing Park Renovations

- Heritage Park Expansion
- Miller Park Pool Reimagined

New Park and Facility Development

- Multipurpose Recreation Center
- Brookville Neighborhood Park
- Rivermont Neighborhood Park

Trail Development

- Greenways
- Blueways - Water Recreation Trail

The future is **BRIGHT** for Lynchburg Parks and Recreation!

Lynchburg residents **value** and support efforts to improve parks.

Almost 80% of survey respondents rated the condition of Lynchburg parks as “**high quality**” or “**good quality**.”

There are opportunities for **improved access** to diverse recreation opportunities.

Services and facilities provided by LPRD are **critical** public health infrastructure and should be supported as such.



Thank You!

Questions?

Josh Gulick
jgulick@lose.design
615-242-0040



Draft documents can be found using the QR Code above or at the link below:
https://losedesign.mysocialpinpoint.com/lynchburg_va_parks_and_rec

Please send comments to: askthedirector@lynchburgva.gov





LYNCHBURG
**PARKS
& REC**

2022 - 2032

Lynchburg, Virginia

**PARKS AND
RECREATION
MASTER PLAN
APPENDICES**

Prepared by: Lose Design

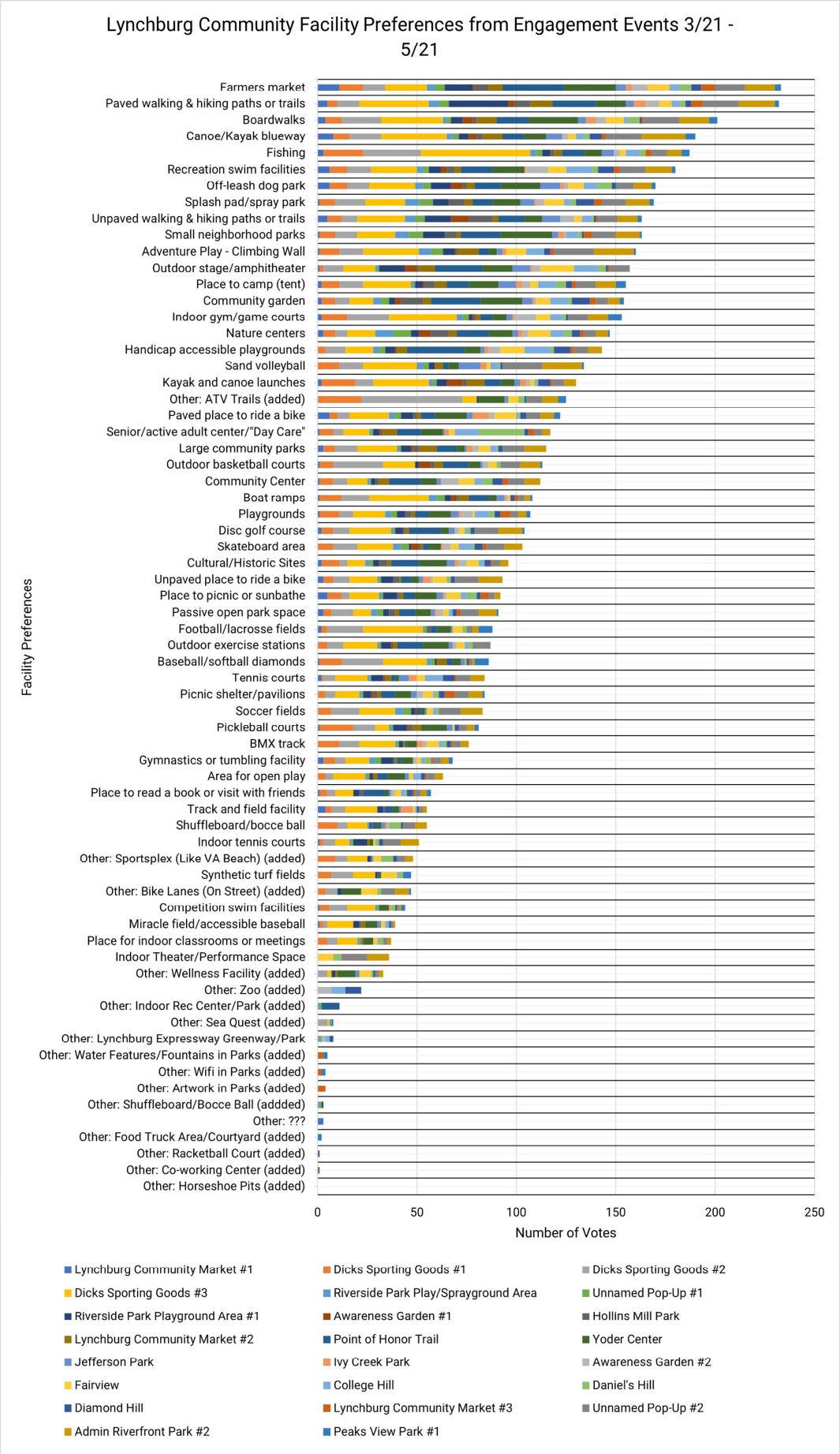
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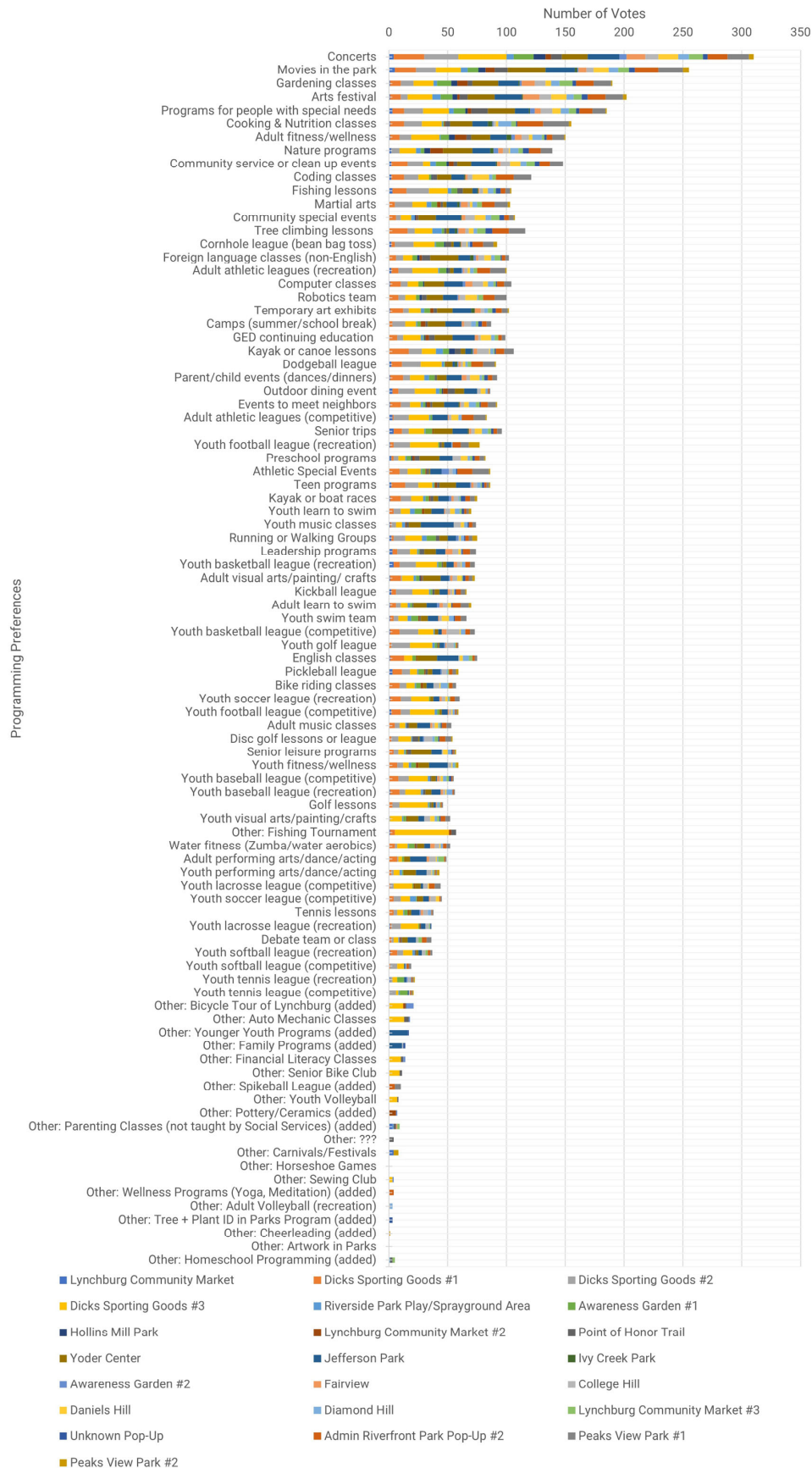
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Appendix A

FACILITY AND PROGRAM PRIORITIES



Lynchburg Community Programming Preferences from Engagement Events 3/21 - 5/21



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Appendix B

ONLINE SURVEY

Community Survey

1. How would you rate the condition of Lynchburg's park facilities?

- ☐ High quality
- ☐ Good quality
- ☐ Poor quality
- ☐ Varies by park

2. If you answered "Poor quality" in the previous question, please tell us why in the box below.

3. Which types of parks are you or members of your household likely to visit? Please check all that apply.

- ☐ Mini Park: a small passive park around 5 acres or less (ex. Biggers Park).
- ☐ Neighborhood Park: a park of 5 to 20 acres primarily serving nearby residents with larger playgrounds, shelters, trails, etc. (ex. Fairview NC Park).
- ☐ Community Park: a large park of 20 - 75 acres or more with active and passive recreation features for users of all ages (ex. Riverside Park).
- ☐ Regional Park: a large park of 50 - 250 acres with various amenities that may include boating, fishing, swimming, camping, waterpark, or other regional attraction (ex. Peaks View Park).
- ☐ Special Use Park: a park design for a specific purpose like an aquatic center, golf course, or similar (ex. Lynchburg Dog Park).
- ☐ Sports Park: a park focused on athletic facilities (ex. Lynchburg City Stadium Facility).
- ☐ Natural Area/Preserve: land with natural resources, historic landscapes, visual beauty, etc. (ex. Blackwater Creek Natural Area).
- ☐ Greenways: linear corridors that allow for walking and biking and link destinations together (ex. Blackwater Creek Bikeway).
- ☐ School Park (ex. parks typically found near schools that have athletic facilities supporting team sports)

4. Please select and rank the following Lynchburg parks you or your family use from most visited to least visited in the last 12 months. Only rank the parks you have visited in the past 12 months.

Move items here.

Aubrey Barbour Neighborhood Park
Bigger's Neighborhood Park

Blackwater Creek Athletic Area
Blackwater Creek Natural Area
Chambersville Neighborhood Park
City Stadium Park
Cliff's Edge Pocket Park
College Park
Community Market Plaza
Daniel's Hill Neighborhood Park
Diamond Hill Neighborhood Park
Fairview Heights Neighborhood Park
Fort Avenue Neighborhood Park
Heritage Park
Hollins Mill Park
Ivy Creek Park
Jackson Heights Neighborhood Park
Jefferson Park
Kemper Station Park
Miller Park
Monument Terrace
Peaks View Park
Percival's Island Natural Area
Perrymont Park
Riverfront Park
Riverside Park
Rotary Centennial Riverfront Skatepark
Sandusky Park
Templeton Senior Center Site
Valleyview Play Lot
Westover Neighborhood Park
Younger Park

5. Please tell me if any of the following prevents you from using Lynchburg parks, facilities, or trails.

- ☐ Not interested in recreation
- ☐ Lack of money
- ☐ Not aware of facilities available
- ☐ Not aware of programs available

(continued on next page)

- ☐ Accessibility concerns (lack wheelchair access)
- ☐ Limited hours of operation
- ☐ Belong to private organization that meets my recreation needs
- ☐ Inadequate parking
- ☐ Condition of parks
- ☐ Unsafe to walk or ride a bicycle to local parks
- ☐ Concerns about personal safety (i.e. crime, off-leash dogs, unsafe equipment)
- ☐ Fees or costs too high relative to other comparable options
- ☐ Lack of free time

6. Tell me if you agree with the following... "Parks and recreation are important to a community when compared to other priorities (public safety, streets, utilities, schools)."

- ☐ Agree
- ☐ Disagree
- ☐ Do not know

7. I am able to contact Lynchburg Parks and Recreation staff for information easily.

- ☐ Agree
- ☐ Disagree
- ☐ Do not know

8. I am willing to be a volunteer to improve our parks.

- ☐ Agree
- ☐ Disagree
- ☐ Do not know

9. I support efforts to improve Lynchburg's park facilities and programs over time as funding options become available.

- ☐ Agree
- ☐ Disagree
- ☐ Do not know

10. How far would you be willing to walk to a park if it were safe to do so?

11. If you selected, "No, I would not be willing," please share why not.

12. Do you travel outside Lynchburg to use parks and/or recreation facilities?

- ☐ Yes
- ☐ No

13. If so, where and why?

14. Which of the following factors cause you to use these other facilities?

- ☐ They are closer to my residence or workplace.
- ☐ They offer facilities that are not available through Lynchburg.
- ☐ They offer better quality facilities.
- ☐ Their programs are run better than those offered by Lynchburg recreation programs.
- ☐ The fees are more affordable.
- ☐ Other (please specify)

15. Please use the choices below to express you you feel about the following statement... "I would be willing to pay more to improve the quality of facilities and programs provided by the Lynchburg Parks and Recreation Department." Do you...

- ☐ Strongly agree...
- ☐ Agree...
- ☐ Disagree
- ☐ Strongly disagree with this statement?
- ☐ I don't know/It depends...

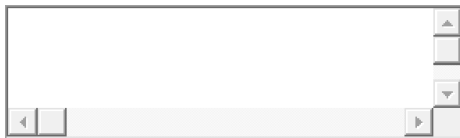
16. Which of the following best describes how much would you be willing to pay on a monthly basis to support improvements to park and recreational facilities and services in Lynchburg?

- ☐ Would not be willing to pay
- ☐ \$1 to \$15 per month
- ☐ \$15 to \$25 per month
- ☐ \$25 to \$50 per month
- ☐ \$50 to \$75 per month
- ☐ More than \$75 per month

17. How would you describe the Lynchburg Parks and Recreation Department's reputation?
Would you say its reputation is....

- ☐ Great
- ☐ Good
- ☐ Average
- ☐ Poor
- ☐ Very Poor
- ☐ I do not know

18. Briefly tell us why you feel that way.



19. Lynchburg Community Market is exploring changes to the Market. Which of the following would you most like to see happen?

Please choose your favorite.

20. Which "Big Ideas" would you be willing to fund through bonds or tax dollars earmarked for specific projects?

Choose one or more of the following.

- ☐ A park in every neighborhood so all have equal access to physical fitness opportunities.
- ☐ A whitewater course on the James River between Scotts Mill Dam and Percival Island.

(continued on next page)

- ☐ Blueways - canoe and kayak routes
- ☐ An ice rink with adjoining public curling courts.
- ☐ State of the art senior center with pickleball courts, adult fitness center, senior playground, therapy pool, etc.
- ☐ A trail loop aaround the City of Lynchburg that connects to all City parks, Poplar Forest, and Amherst County.
- ☐ A multipurpose field complex located at 300 Rutherford Street property.
- ☐ A multipurpose indoor recreation facility complete with competition pool, fitness area, ball courts, conference rooms, child care, teen center and game area.
- ☐ Other (describe)

21. Neighborhood Centers programming focuses on support for families, education, and work. If funding and resources were no object, what would you like to see added to Neighborhood Centers?

- ☐ City bill pay mechanism.
- ☐ Citizen First extension.
- ☐ Library extension, such as library card applications and book delivery.
- ☐ DMV Select
- ☐ Workforce Navigator
- ☐ Infrastructure expansion to include indoor fitness facilities.
- ☐ Other (describe)

22. What do you think is the most important environmental issue for the City to address?

23. We'd like to ask you a few questions about yourself. This information will be used for statistical purposes only, such as comparing the responses among various subgroups of respondents. This information will not be used to identify you in any way. What is your 5 digit postal zip code?

24. How long have you lived in Lynchburg?

☐ 0 – 5 Years

(continued on next page)

- ☐ 6 – 10
- ☐ 11 – 20
- ☐ Over 20
- ☐ I do not live in Lynchburg

25. Which of the following categories describes your age? Are you...

- ☐ 18-24
- ☐ 25-34
- ☐ 35-44
- ☐ 45-54
- ☐ 55-64
- ☐ 65-74
- ☐ 75 or older

26. Are you a...

- ☐ Home Owner (or lives with a homeowner)
- ☐ Renter (or rents from someone who owns home)

27. Which of the following best describes your household's total income?

- ☐ Under \$20,000
- ☐ \$20,000 - \$35,000
- ☐ \$35,000 - \$50,000
- ☐ \$50,000-\$75,000
- ☐ \$75,000 - \$100,000
- ☐ \$100,000 - \$150,000
- ☐ \$150,000 - \$200,000
- ☐ Over \$200,000
- ☐ Do not know/Prefer not to answer

28. How would you describe your gender?

- ☐ Male

(continued on next page)

- ☐ Female
- ☐ Other

29. Are you of Hispanic, Latino, or of Spanish origin?

- ☐ Yes
- ☐ No

30. Please provide any additional comments you have about Lynchburg's parks, facilities, programs or funding.

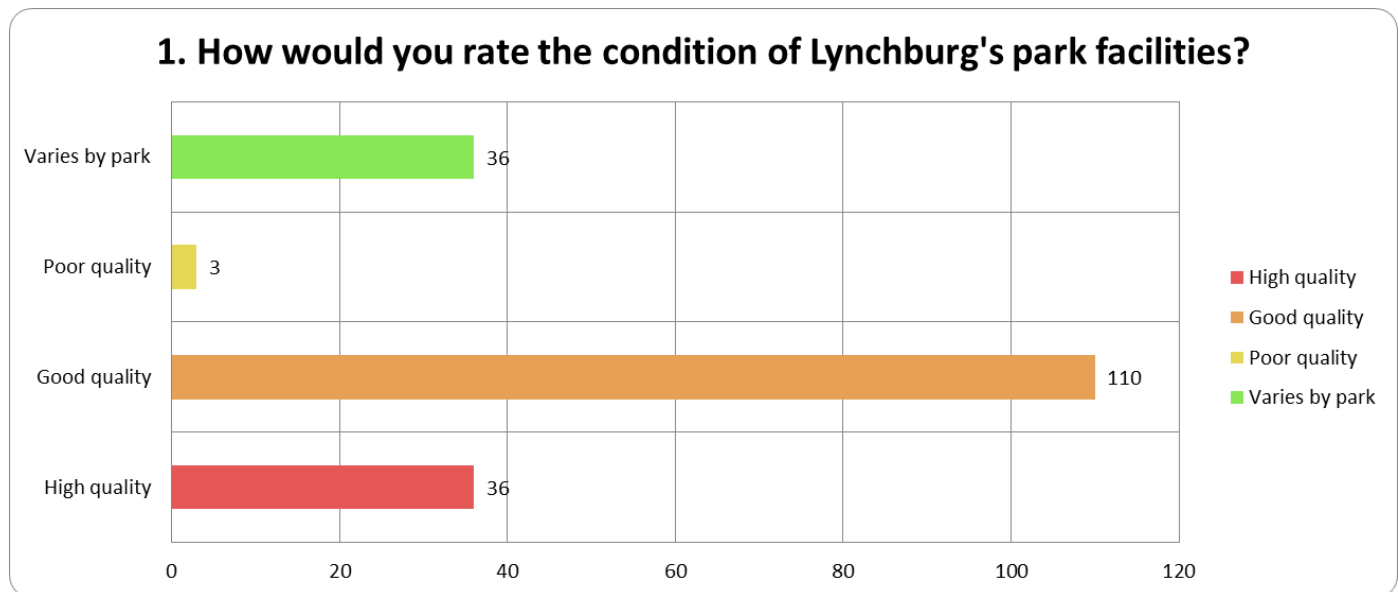
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Appendix C

ONLINE SURVEY RESULTS

Question 1: (185 answered)



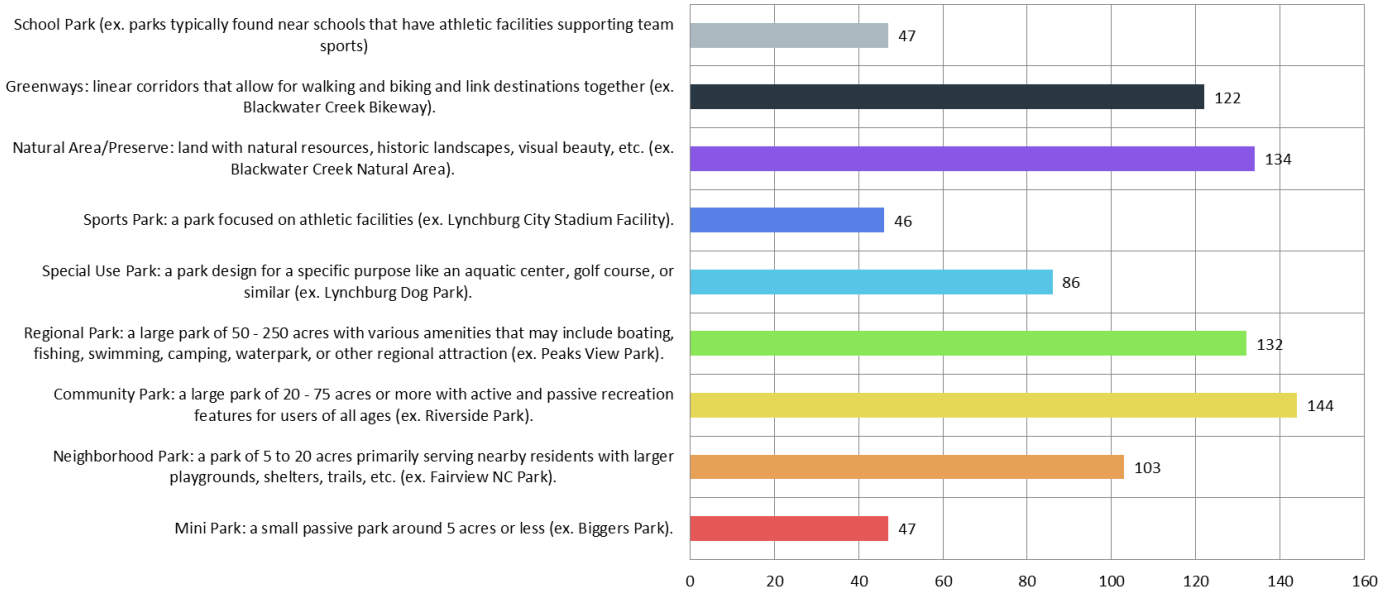
Question 2: (3 answered)

If you answered "Poor quality" in the previous question, please tell us why in the box below:

1. Old restrooms
2. Most are excellent. However, the dog park is a muddy disaster.
3. There needs to be littering signs up as well as education centers to assist people in learning how to treat the park. I am a clean up volunteer for your parks and I get tired of cleaning up cigarette butts and Chic Fila bags. I think that needs to be maintained more often. I feel like they are ignored.

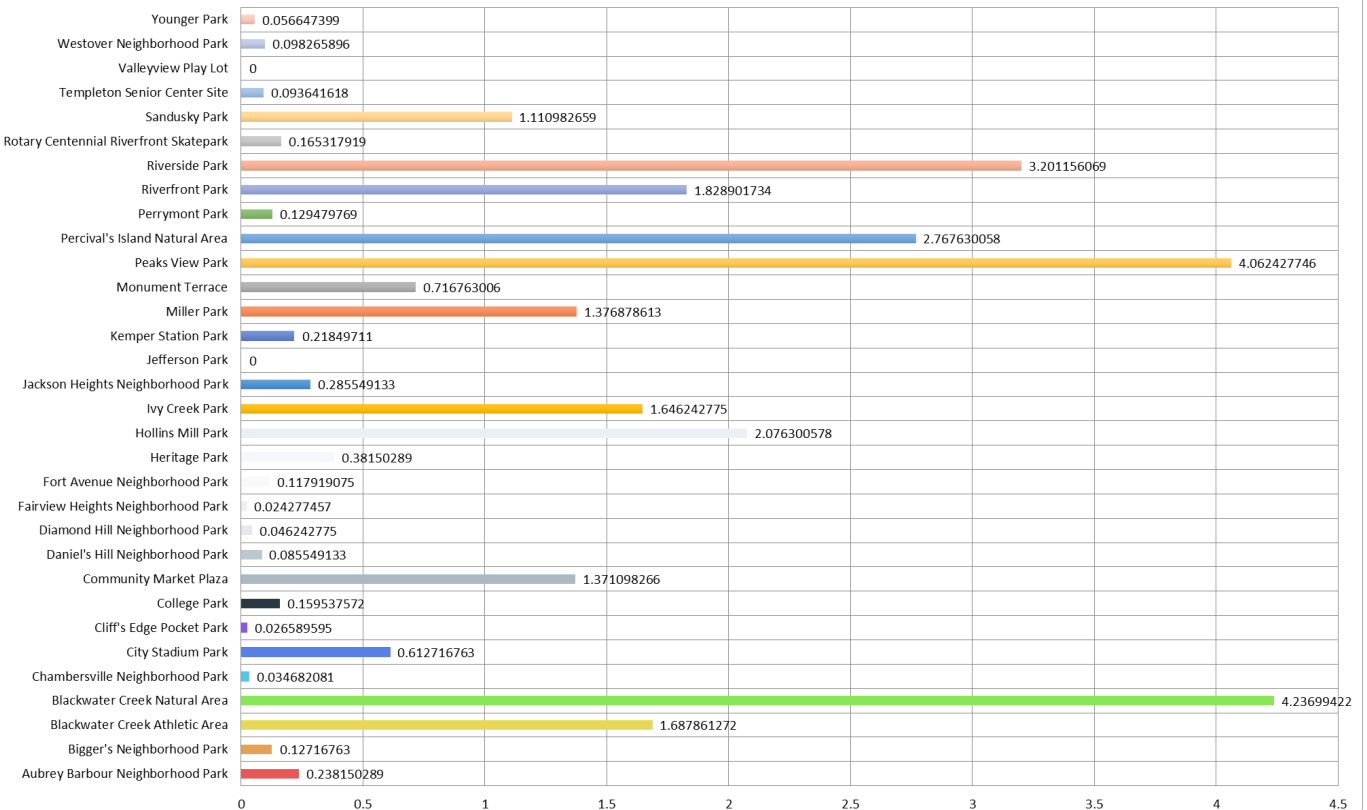
Question 3: (861 answered)

3. Which types of parks are you or members of your household likely to visit? Please check all that apply.

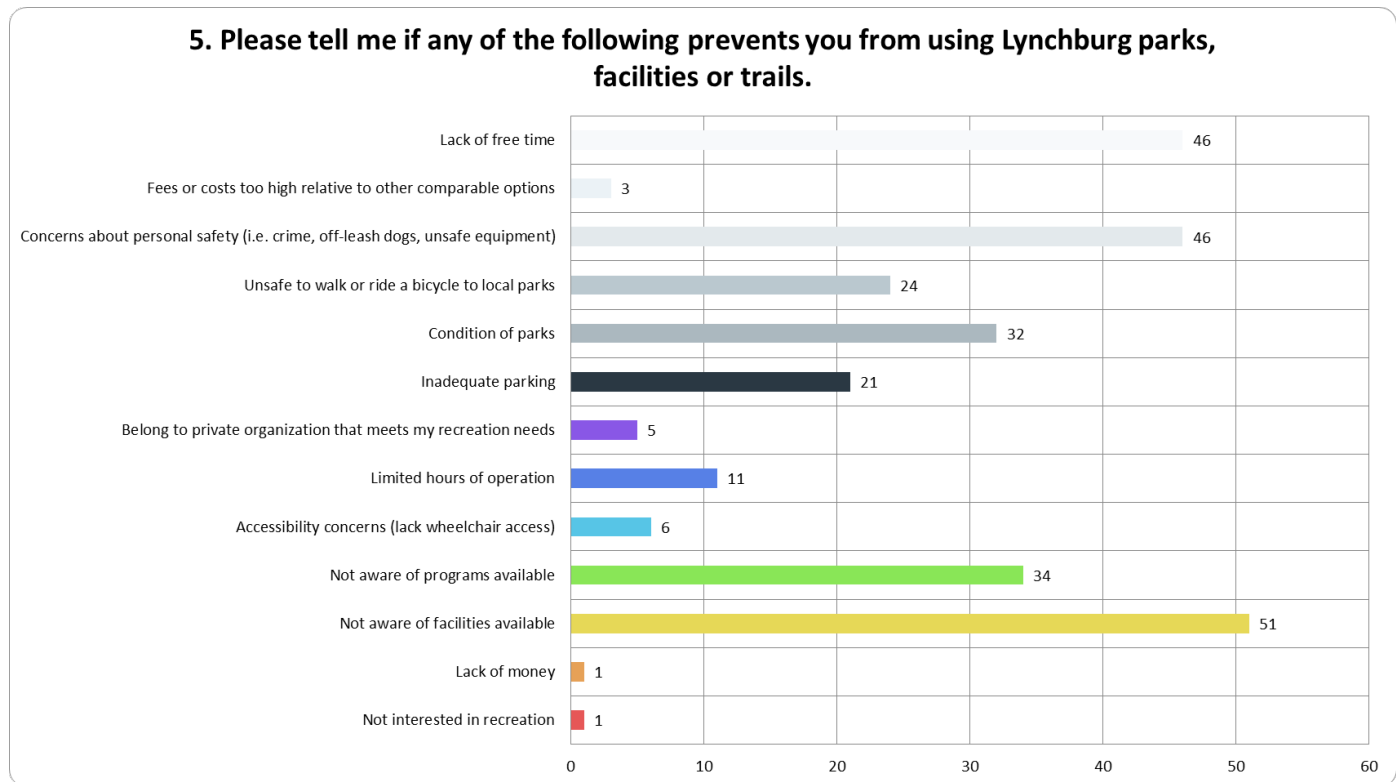


Question 4: (865 answered)

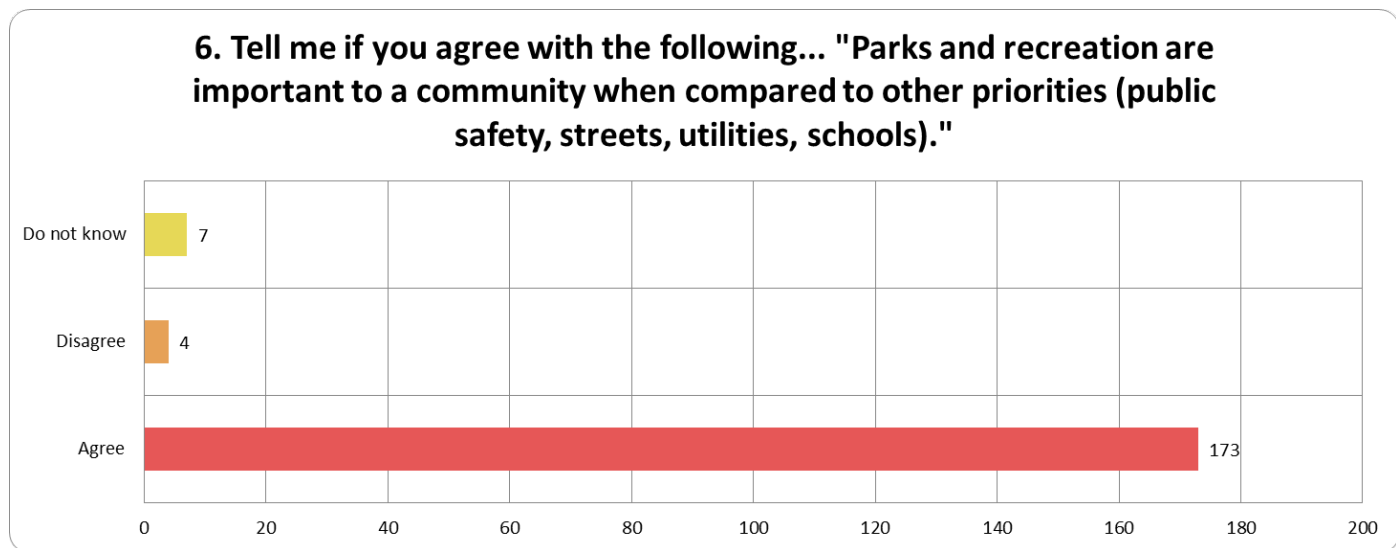
4. Please select and rank the following Lynchburg parks you or your family use from most visited to least visited in the last 12 months. Only rank the parks you have visited in the past 12 months.



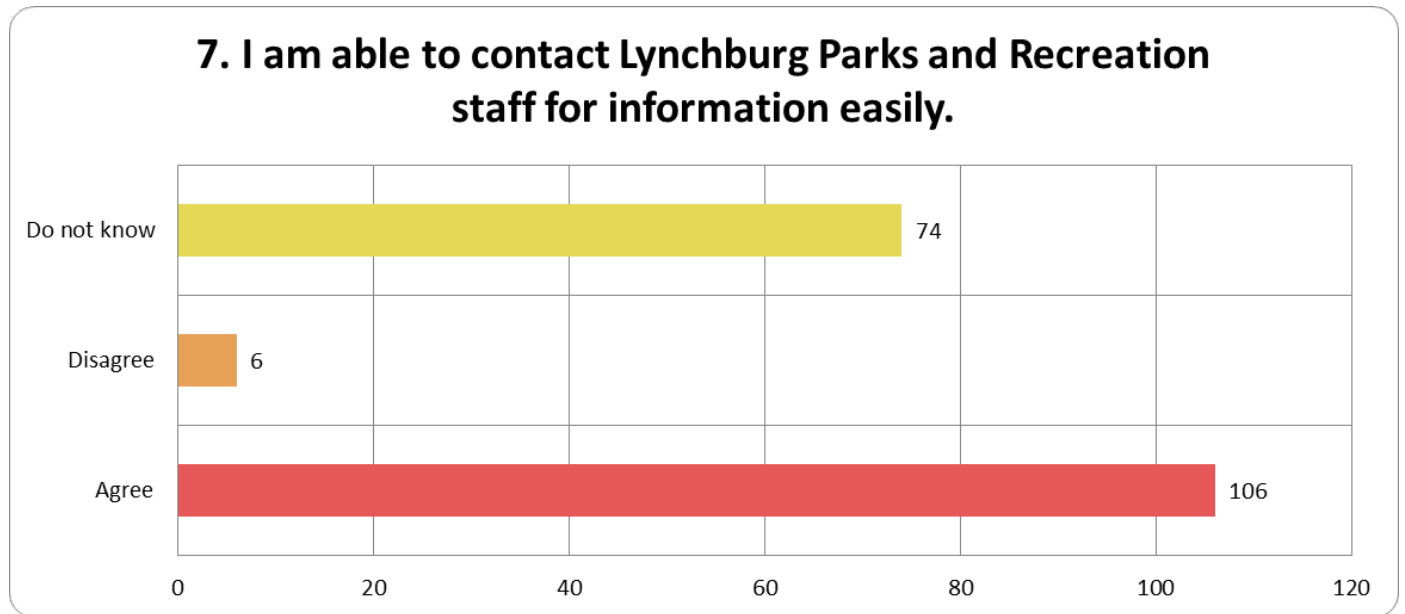
Question 5: (281 answered)



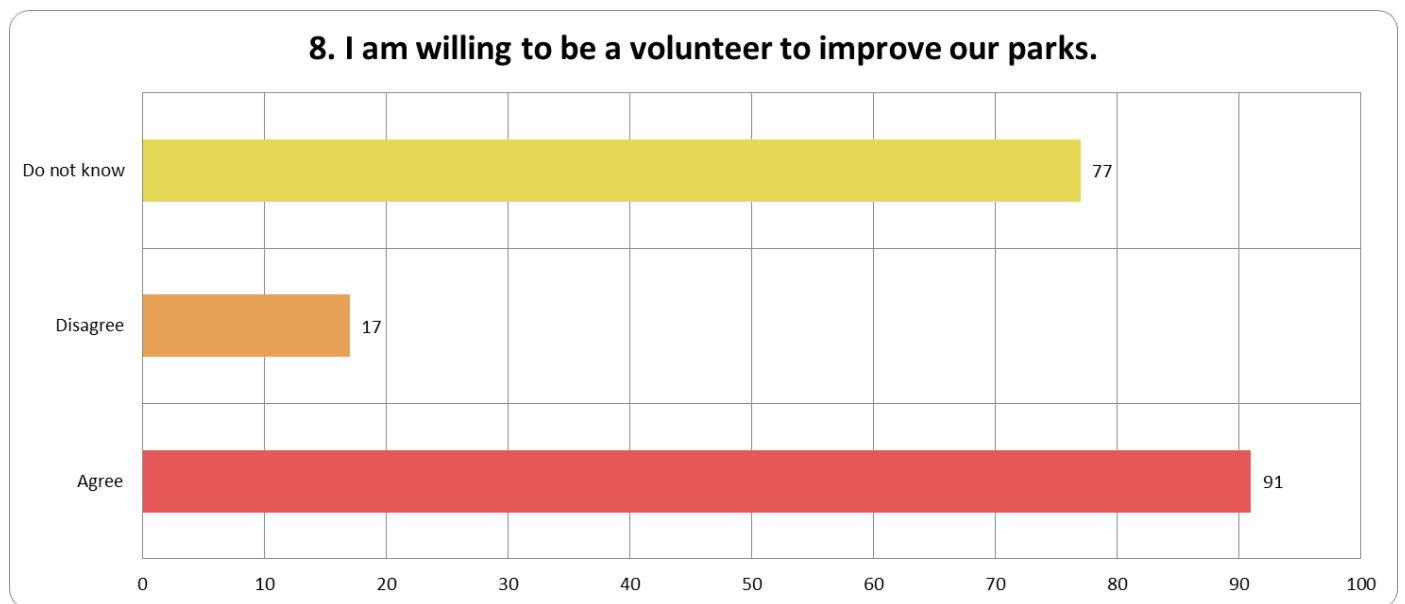
Question 6: (184 answered)



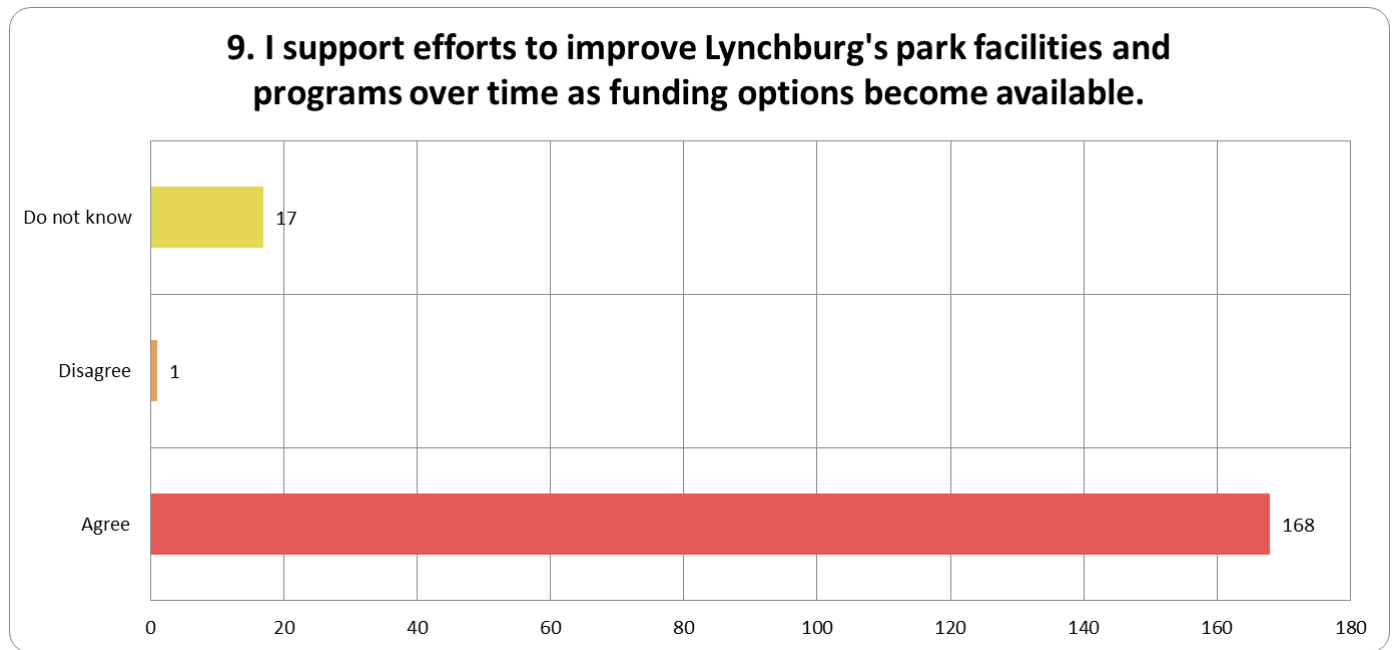
Question 7: (186 answered)



Question 8: (185 answered)



Question 9: (186 answered)



Question 10: (185 answered)

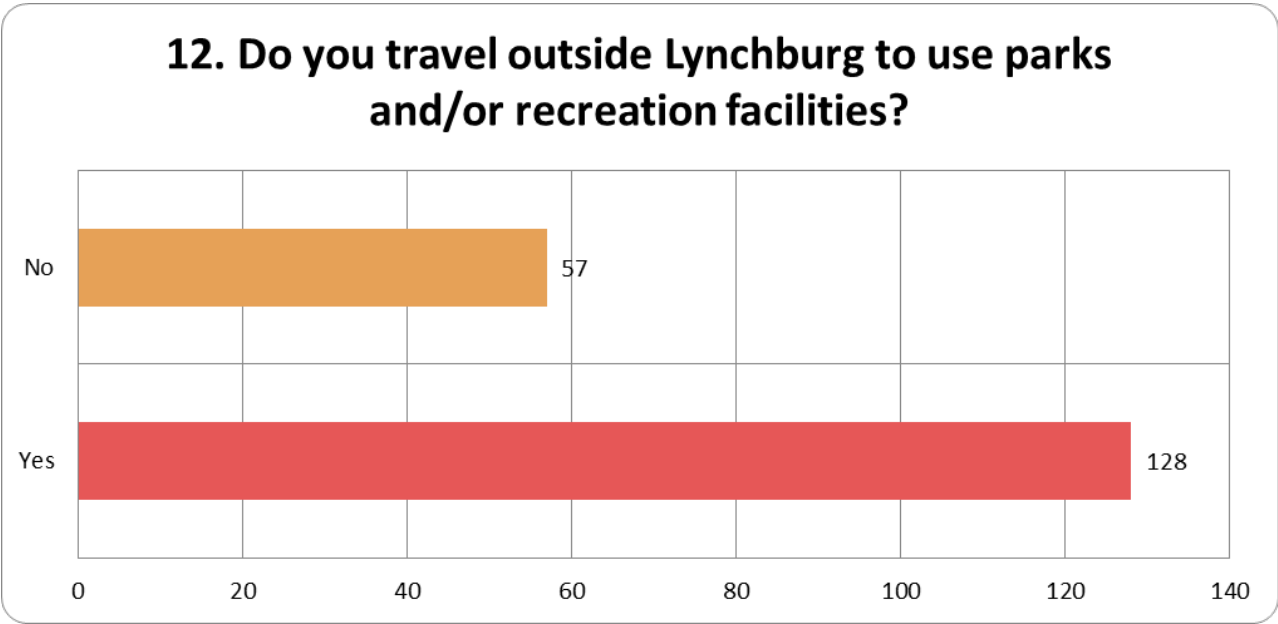


Question 11: (8 answered)

If you answered “No, I would not be willing,” please share why not:

- 1. I would not want to be tired when I got to the park.
- 2. Limited mobility
- 3. Not enough free time
- 4. ONLY IF THERE WERE SAFE, CLEAN, PATHWAYS, SIDEWALKS OR TRAILS TO GET THERE
- 5. Impatient children, no sidewalks, too many hills
- 6. I have limited mobility.
- 7. I prefer not to walk city street as they are often noisy and not enjoyable. If over a mile, my wife and I would ride a bike or drive.
- 8. No sidewalks in our small neighborhood. Lack of parks within walking distance that would meet our desires (i.e., off leash dog parks).

Question 12: (185 answered)



Question 13: (117 answered)

If so, where and why?

- 1. Altavista at English Park since I live in Campbell County
- 2. I travel to Roanoke and Farmville to switch up scenery.
- 3. Peaks of otter – for hiking
- 4. Peaks of Otter
- 5. Holiday State Park... Enjoy the lake there. High Bridge Trail... Enjoy the hike
- 6. I live in Campbell County and travel to use the parks twice a week with my kids. I also travel to the mountains and viewing areas and other parks in the region just to spice it up and see new things.
- 7. Hiking
- 8. Bedford – Safety and cleanliness for young children, Disc golf, bike trails, and fishing. North Garden – Safety and cleanliness for young children, Disc golf, bike trails, lake swimming/kayaking
- 9. To a pool in the county where we are members. To golf courses in the counties.
- 10. Tennessee national parks

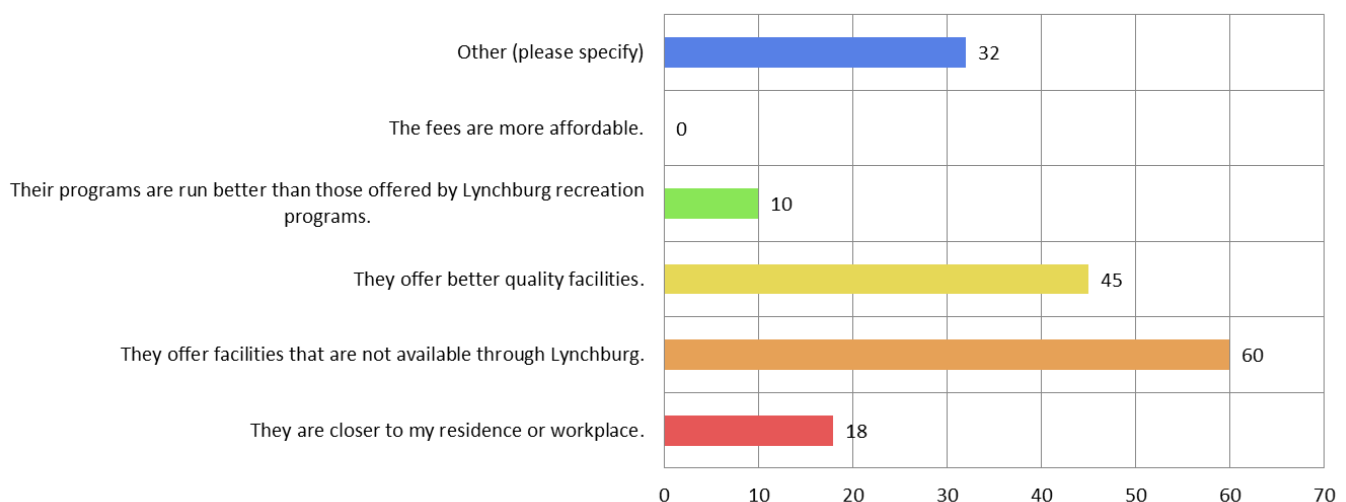
11. We usually only travel to parks when we will be out of town for something else at the same time. We have been to a few in Roanoke and Campbell County.
12. I travel to mountain bike at other parks or to hike
13. SCENERY, WILDLIFE, EASY HIKES, WATER FEATURES, LESS PEOPLE, LESS PETS, CLEANER
14. Hiking trails
15. Roanoke water park & great wolf lodge water resort; no water slide here for little kids. Bedford park and forest library bike loop for more flat places to ride bikes with playgrounds and restrooms.
16. Wayside park in Hurt has a great playground, clean bathrooms. Alta Vista spray ground is nicer than at riverside. Smith Mtn Lake State Park for the beach
17. Roanoke and Blacksburg to visit with grandchildren
18. Roanoke because the facilities are better
19. Campbell, Bedford and Amherst Counties. Usually just exploring or for something different.
20. Travel for work
21. Fenced in small park for smaller children. Water activities. Swings
22. Blue ridge parkway
23. Holiday Lake Park in Appomattox for camping. Other out of state campsites
24. Bedford Parks to play disc golf
25. State parks often for camping. State parks and other city parks (ex. Roanoke & Bedford) for trail running.
26. Blue Ridge Parkway/hike
27. Bedford County wilderness areas and the Parkway. Parks with athletic fields.
28. The parkway
29. I have 4 children vary in age from 14-4 and need a park with playgrounds for all ages. Also, I look for parks with shade around the playground or shade tents so I don't have to worry about sunburn or heat. Love parks with water and sand features too.
30. Bedford, less crowded. Change of scenery
31. Chris Greene Lake
32. Longer and different trails
33. Outdoor concert amphitheater
34. Nature areas, state parks. To enjoy the environment and gather with friends/family
35. Better parks/conditions elsewhere
36. NRV bike trails
37. Cheswick and Arc Parks in RVA because they are so fun and varied in their playground set up.
38. We like to visit new playgrounds and hiking areas.
39. Richmond
40. Douthat State Park for hiking.
41. Various hiking trails in the Blue Ridge Mountains because they aren't around here.
42. National parks/amenities that Lynchburg does not offer. Mainly more water features.
43. Just experimenting
44. Richmond
45. Claytor Nature Center, Bedford, Roanoke, state parks. Beauty, programs at the parks, parking.
46. Mountain bike trails
47. Smith Mountain Lake
48. I frequent parks and trails in the bedford area as well as Blacksburg for hiking and camping
49. Bedford, Moneta, and all along the Blue Ridge Parkway- we like being near water and nature above all. Blackwater Creek and James River seem so contaminated to me that I am afraid to get in the water. I wish they were cleaner, then we would might use them more.
50. App. Trail, Amherst Trail, hiking, dog exercise
51. Have gone to national and state parks as destinations.
52. Hiking throughout area
53. Amherst for parent meet up groups.
54. Smith mountain lake because of the lake
55. Roanoke, Charlottesville, Bedford
56. Smith mountain lake state park. Fishing and hiking, nice view.

57. Travel to Roanoke to Kayak at reservoir. Travel to parkway to use hiking trails and enjoy the scenery. Farmville Va to kayak the Blueway. Amherst VA to use Mill Creek, Stonehouse and Thrasher's Lakes.
58. State parks, Hiking, Camping, Cabins
59. I love going to the Blue Ridge Mountains because there are great walking and hiking trails available.
60. Bedford, disc golf and hiking
61. Amherst – quietness
62. Appalachian Trail, BRP, etc.
63. Bedford, change of scenery, quiet uncrowded parks
64. I go to Bedford, Appomattox, and Roanoke to play disc golf
65. Charlottesville
66. I travel to regional/state parks for their nature and to see historic landmarks.
67. Falling creek park (Bedford) beautiful landscaping, clean and bathrooms open
68. I primarily use our parks to play disc golf and walk my dog. The options for disc golf in the surrounding areas cannot be ignored. Lynchburg Parks and Rec has two terrific disc golf courses (given the space available) and one that needs to be finished (Heritage Park). If Heritage Park were finished it would be the closest course to my home and probably my most played.
69. Go to a different disc golf course
70. Monticello Trail System, Trails of Blue Ridge Area, River Edge Park, Amherst
71. I love parks! All over the state.
72. Just like getting out of the city. Bedford, more hiking areas.
73. Bedford. They have beautiful parks that are very well maintained and public bathrooms that are always heated during the winter and open! They have so many fun activities for my whole family to enjoy! Also the disc golf scene has grown so much so they are responding to that growth and building some pretty incredible courses!
74. Bedford and surrounding areas to play disc golf
75. 1. Falling creek park in Bedford, VA (disc golf, trail running, biking) 2. New London Tech Trails Bedford, VA (disc golf) 3. Independence Park Bedford, VA (disc golf)
76. Traveling for disc golf
77. Bedford, Roanoke, etc. disc golf primarily
78. Bedford for their disc golf courses.
79. I play disc golf and like to play the different courses
80. I will travel to find disc golf courses that are better maintained (updated baskets, manicured tee pads, grass mowed more frequently, etc....)
81. Virginia State Parks
82. Bedford, moneta, Roanoke. For disc golf courses!! Lynchburg does not have competitive level courses meant for challenging growing players. The courses that exist here now are great for families and beginners but not for improving players.
83. I travel to Bedford, Roanoke, and Charlottesville for their disc golf courses.
84. For camping mostly or aquatic clubs for summer swimming.
85. More ability to let my kids and dogs run around, climb rocks, mountain views, etc.
86. Amherst River Edge Park, New London and Bedford (disc golf, skatepark, mountain bike trails)
87. My family often goes to Smith Mountain Lake because it is a great place for our dogs to swim.
88. Larger disc golf courses in bedford county.
89. Smith Mountain Lake State Park because of beach, kayaking, picnic area, and trails
90. I often visit Virginia Beach and I love going to their dog parks. They are located in or right next to family parks. They're so open and inviting. I do not like going to Lynchburg's one and only dog park because he is so isolated and I do not feel safe.
91. Smith Mt Lake, different hiking trails
92. If on vacation we will look for ADA parks and playgrounds for my son to use
93. Roanoke, Charlottesville, Harrisonburg, etc. for youth soccer
94. Longer trails
95. We have had to travel outside of Lynchburg for our children to participate in sports/games/athletic practice because there was not enough field space and/or field in poor condition.
96. State parks for recreation

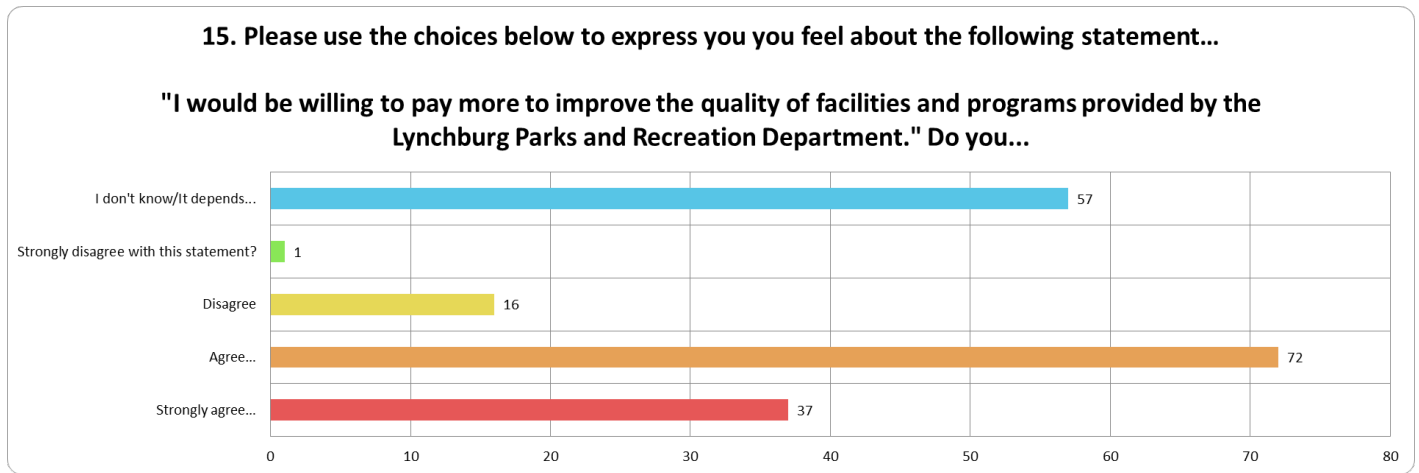
97. Many locations. Near or far to regional, state or national parks.
98. Up to 2 hours around, to find bike trails
99. state parks and B.R. Parkway. because they're there.
100. High Bridge in Farmville, VA - beautiful view, fun bike ride for the kids. Also frequent the Blue Ridge Parkway.
101. Gretna area, Pittsylvania wayside park, Bedford parks, High bridge trail Farmville, Multiple roanoke county/city parks
102. I travel to Peaks of Otter.
103. Blueridge Parkway: Peaks of Otter, Otter Lake, James River Park at Big Island, etc. Skyline Drive, Poplar Forest, High Bridge Trail
104. Blue ridge parkway
105. We go to historic parks and natural areas for hiking
106. All the hiking and biking trails around us! High Bridge trail is our favorite. Love to go bike and end in Farmville for a lunch and treat! Would love to see this happen in Downtown Lynchburg!
107. Douthat State Park, Carvins Cove, Falling Creek Park, New London Tech Trails *all for biking and hiking
108. Different trails
109. New London bike trails. Really nice trail system.
110. The Mountain Bike trails here are excellent for a municipal level, but I do prefer larger trail systems such as Carvin's Cove outside of Roanoke. The easier access to dog parks in the Roanoke area also make it a more appealing city.
111. Appalachian trails – views, Ocean – views
112. Bedford, VA, Roanoke, VA, and Chestfield VA for better single-track mountain biking access.
113. There are some nearby places in Roanoke, for example, with their "explore park" that have more recreation opportunities. One issue with some of Lynchburg's facilities is that they are not always turned on (i.e., the spraygrounds at Riverside and Riverfront parks) so I would rather drive somewhere I KNOW will be in use than make plans to show up somewhere and not have access.
114. Roanoke – different events
115. VA state parks. Appalachian Trail. Because they are more wilderness-like. I also visit Lynchburg's parks, but if my family wants something bigger, we go out.
116. National parks for scenic beauty. State parks with beaches
117. State and national parks for a variety of hiking, camping, kayaking, and more difficult trails. James River State Park, Smith Mountain Lake State Park, Peaks of Otter, Otter Creek, and other parks within 2 hours.

Question 14: (165 answered)

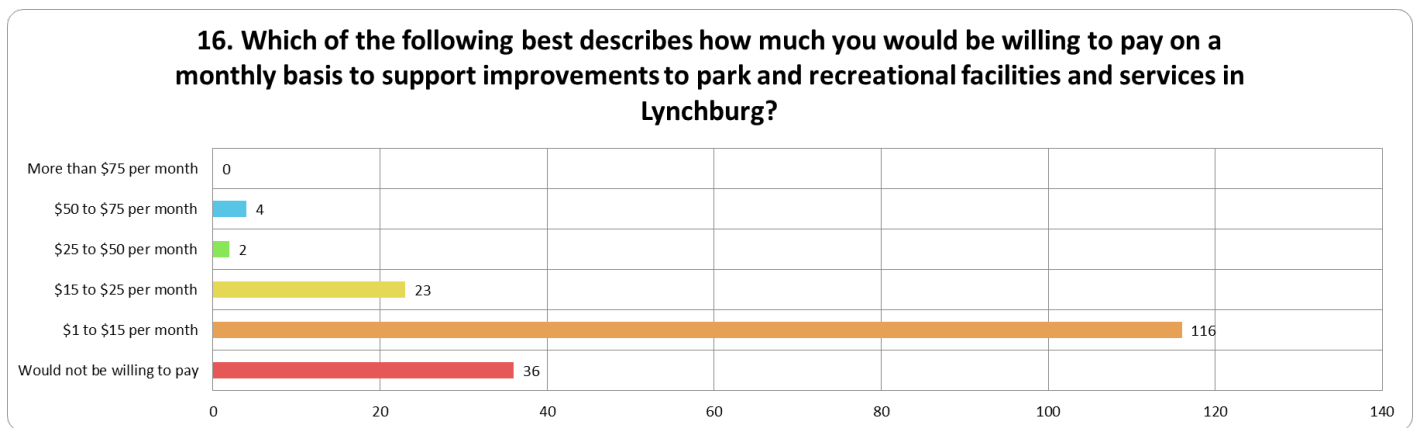
14. Which of the following factors cause you to use these other facilities?



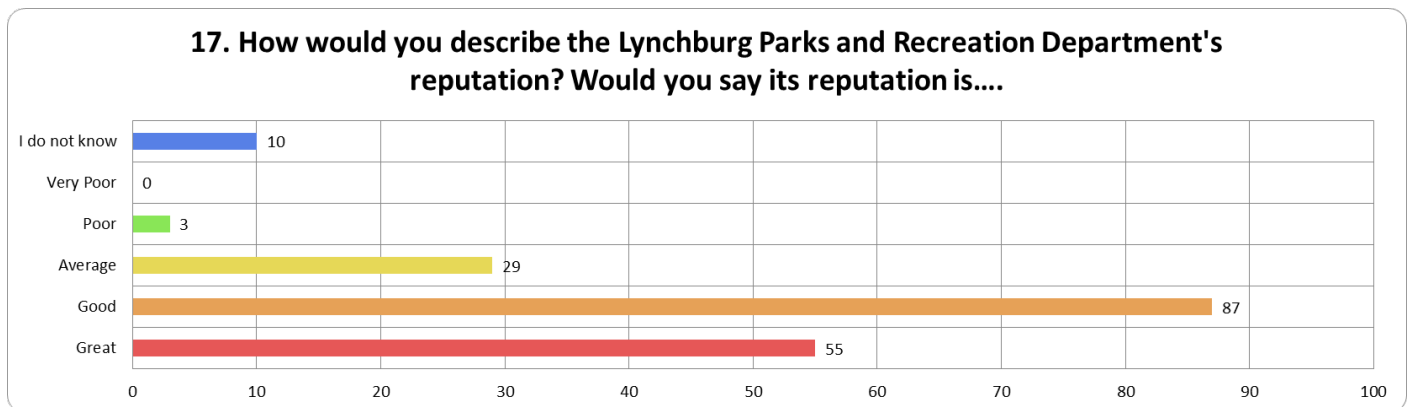
Question 15: (183 answered)



Question 16: (181 answered)



Question 17: (184 answered)



Question 18: (90 answered)

Briefly tell us why you feel that way.

1. I have teenagers and I feel there aren't enough programs for their age group.
2. Nothing is impressive to me and my particular interests such as FISHING and particularly TROUT FISHING.
3. I enjoy the recreational area. I walk and run at Blackwater.
4. Just take a look at our great parks. They are beautiful and the staff of Parks and Rec. are wonderful to the community.
5. None
6. The parks are beautiful, but many trails that get damaged in storms stay closed for long periods of time. This mostly includes washed out/knocked down bridges.
7. They do their best to make Lynchburg great.
8. They have so many options and programs. If you actually take advantage of it, its amazing!
9. They offer a variety of activities. I love getting the activity guide in the mail and seeing what is happening in our community.
10. Parks are keep clean but the locations and surrounding neighborhoods are not the best (Diamond Hill, Miller), Riverfront - good location but limited parking, lack of activates/facilities for children (water play area could be improved)., Riverside - great water play area but is very overcrowded (safety issue). I wish there were 4 or more more water play park areas (Riverfront, Peaks view, Heritage, and Miller), Ivy Creek - The only place to kayak with the family but I can't use my own kayak!!!! (can we get another grand park with kayaking, bike trails, disc golf, and food trucks over near Forrest/Wyndhurst/Timberlake areas?)
11. I have been a participated with P&R programs since childhood and feel they do a very good job of meeting the needs of the community.
12. The magazine sent out is well done, clearly gives solid recommendations, and has caused me to know more about what's offered in our area.
13. Most of the parks in Lynchburg are well maintained and offer a variety of opportunities for play. The programs that P&R offer are amazing.
14. I know you do a lot, but haven't had a whole lot of time to explore mostly due to COVID.
15. I hear that the LYH Parks and Rec budget is one of the lowest around but that parks and rec accomplishes a lot with their "meager" resources.
16. Parks are kept clean and used by many people
17. There are parks and programs available. I think Lyn Parks & Rec tries.....
Facilities are not well maintained in certain areas nor are they cleaned frequently.
18. ?
19. Disc golf courses could be better, they have gotten better but I feel that's mostly club driven
20. Good program offerings. Well maintained parks
21. Good facilities, opportunities seem good, nice marketing and info materials
22. Haven't heard many complaints
23. My kids are all growing up here. We have always used our LCS school parks. We go sledding in Perrymont Park in winter. We like to swim at Miller Pool (took swim lessons too) Not huge hikers/walkers but have used trails occasionally. Loved sprayground when kids were younger. Now were into skateboarding, basketball, sport uses of the park.
24. LYH Parks and Rec has so many activities and programs for it's residents and local community
25. I believe most of our parks are well maintained, and I think they have many educational and recreational opportunities. The publication we are mailed it quality.
26. The non-asphalt trails at Blackwater Creek Trail are poorly maintained and do not get repaired after storm damage. Other parks aren't mowed frequently enough during warm seasons.
27. Camps, facilities, interactions with staff
28. Good
29. We have a wide selection of recreational areas, but not enough recreational programs.
30. I think there are considerable offerings that they provide for classes and events. These are really interesting and diverse opportunities. I also think that some of the park spaces are great-I love

Blackwater Creek Trail especially. Other parks could use some updating and I think that some better outdoor event spaces/venues would be beneficial. I don't think enough people use our Parks and Rec for the gem that it is.

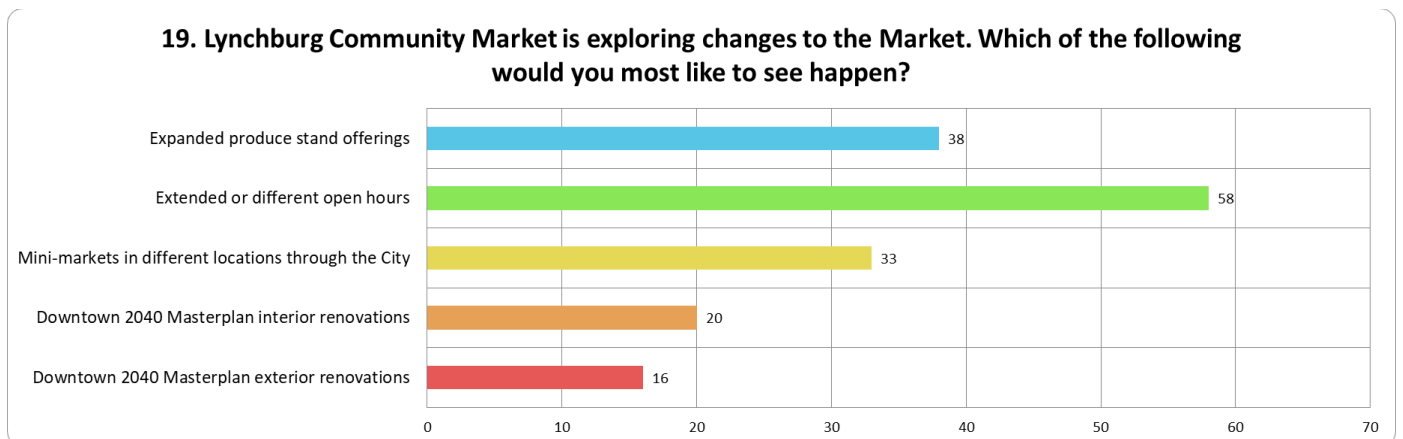
31. Only positive experiences with Parks & Recreation staff
32. What is known is good, but I feel like I don't hear a lot about them. I see the pamphlet come out a couple times a year, but other than that I don't really remember that they are there.
33. Rachel at Jackson Heights is amazing she is always on top of programs and scheduling and friendly as well as willing to answer questions!
34. My experience has been average.
35. I think the outreach and presence is good.
36. I have grown up in Lynchburg and parks and rec always had good programs for all ages. It is still that way today.
37. Feel the parks and park activities are well known in the area and are known positively.
38. Everyone is positive and helpful
39. I think you probably accomplish a lot with very little money to spend. Also love the way old things are renovated (miller center) history is preserved (pool exhibit at riverside park) and work is constantly being accomplished.
40. the programs continue to improve and are varied. I am sorry when there are not enough people to fill a class
41. Parks are in good condition, could use some improvements such as more shaded and seating areas at Riverside park by the play ground. We miss the wooden play ground that was beneath the trees providing much needed shade in summer. The one shade structure is not nearly enough there. Also, bathrooms need to be open year round, since winter and fall can be so mild the park will be full of families and no bathroom for kids so you are forced to leave.
42. I love the programs and have many friends that feel the same
43. I don't think that you get the word out very well about your parks. There needs to be more marketing. There needs to be more care of the parks. I would like to see more programming in the parks, for example, you should pair up with the University of Lynchburg to get the students from the environmental program to assist you. I would have liked to attend the community input meetings in March and April, but I didn't know they were happening.
44. I think the city tries but some resources are dated compared to other cities - like waterpark in Roanoke
45. They are responsible for acres of land. Everything is always clean and well taken care of.
46. Good programs, good trails. I think they could get the word out more for volunteers. I know there is a sign up online, but be proactive. I bring students and do clean ups, but there is so much to be done. People might now have the money to pay fees now, but they can give time and labor is not cheap! Take advantage of resources like time that are no cost but valuable. Market/communicate.
47. The classes are great, we are doing a pretty good job of upkeep. I have personal concerns about supervision of day camps for children, I have observed adults not properly supervising children during a summer program.
48. The parks and programs seem typical as compared to most small cities.
49. Haven't thought about it at all
50. Upkeep is great! Parks are beautiful and kept clean
51. I believe Lynchburg parks and Recs is doing a really good job but they are on to being great!
52. I would pay to play disc golf on a course owned and operated by the parks & recreation department if it meant the course was maintained and the design was high quality
53. A few new disc golf courses over the years and they are maintained well. Would love to see a few more in Lynchburg city instead of just Bedford building all the courses around.
54. There's always room for improvement
55. I haven't heard anything particularly bad about Lynchburg p&r but I don't use the resources super often so I'm not sure if anything is outstanding
56. I feel like the quality of facilities and grounds keeping is good, just not anything to brag about
57. There is a huge (and rapidly growing) disc golf community in Central VA, and I feel like course development/ maintenance is not a huge priority. I would love to see a portion of the parks budget dedicated to course improvement/development/general maintenance.

58. I deal in youth sports and it is very difficult to get useable field space.
59. As a avid disc golfer I appreciate the effort in keeping the courses maintained. I just wish there were more options besides Sandusky, Peaks View, and Heritage Park.
60. Some of the facilities are dated or in need of general up keep and repair. Miller park pool could be larger and have more slides and more elaborate con sessions in addition to longer hours.
61. There are some nice facilities, but they are crowded and there are no good benches near the kids play areas. The few benches that are there are either in the blazing sun or have no view of the play area. I'd rather hike a mountain than sit in the sun and do nothing.
62. haven't heard good or bad
63. Parks are known for being clean and well-maintained; there is a huge variety of parks and programs; it is affordable to use parks and attend programs; Parks and Rec is known for paying attention to low-income areas of the city
64. Slow response times. Red tape.
65. I love the trails and the area parks but as mentioned earlier, I think Lynchburg does not do a good job at all for dog owners who would like to take their dogs to play at a park.
66. I've heard nothing but good things, and I appreciate the variety of activities shared in the newsletter and online.
67. Some events/programs/parks seem well-run, others do not.
68. The staff has always been easy to work with. They respond to messages. I feel they have been aware of the challenges regarding availability of field space for youth sports and need to improve some of the fields. They work hard to provide space for everyone and alternatives when necessary. There's just wasn't enough good field space for growing programs when our kids were growing up.
69. Anecdotes
70. I LOVE THE PARKS HERE. My family of 5, many neighbors and their families, we all use your parks DAILY. I also started a Trail Group during 2020 that deeply explores the Trail System here in the heart of town. It is such an integral part of our lives. I can not imagine why anyone would feel differently.
71. General sense—great trails, increased visibility to community through social media & quarterly booklets mailed to homes.
72. There have been good and bad comments about Lynchburg Parks & Rec. So, I don't want to say it bad because there are some good. On the flip side, I don't want to say it is good, when there is some bad.
73. I am very frustrated by the maintenance of the trails. There are wonderful trails that are left unusable because parks and rec has yet to fix the bridges and walkways. Over 5miles of trail near my house has been closed for nearly a year. I want to use the trails, but this keeps them closed. Very sad. I used the Jefferson Art Center and other rec areas and love it.
74. Everyone I know that has participated in parks and rec events speaks with glowing reviews of their experiences.
75. Parks should be accessed for free. Paid for by taxes. Overall park conditions are good.
76. I have two young children and we frequent the parks and trails multiple times a week. It is great to be outdoors, we have an incredible community that is beautiful. I have friends travel to Lynchburg because they love the pictures I post and they want to enjoy the facilities. It is one of my most favorite things about Lynchburg.
77. Improved significantly over the last 20 yrs I've been here. Playgrounds are still less impressive than i would expect for a city our size though. Happy to see the additions to Peaks view. Wish the downtown water fountain ran more often [pre covid it was hit or miss]. Both Roanoke county and Cville have more desirable parks and playgrounds, but more people and money I expect. With the exception of blackwater creek trail. Very unique and one of the high points of our city. I use it multiple times a week typically. Devastated to see all the logging that took place and destroyed the habitat between the 1 mi and 2 mi, but I know that wasn't owned by parks/rec
78. I think Parks and Rec is fantastic, but I would just love to see more trails (or reopen current ones) and more paved/flat trail for distance running/biking safely.
79. Limited outreach - even bulletin boards are not updated; trails are not maintained and have been closed for over a year; parks and Rec director should elevate visibility of city projects with "small wins" and a few ribbon cuttings, invite council for photo ops, elevate your visibility. Parks and recreation should be the #1

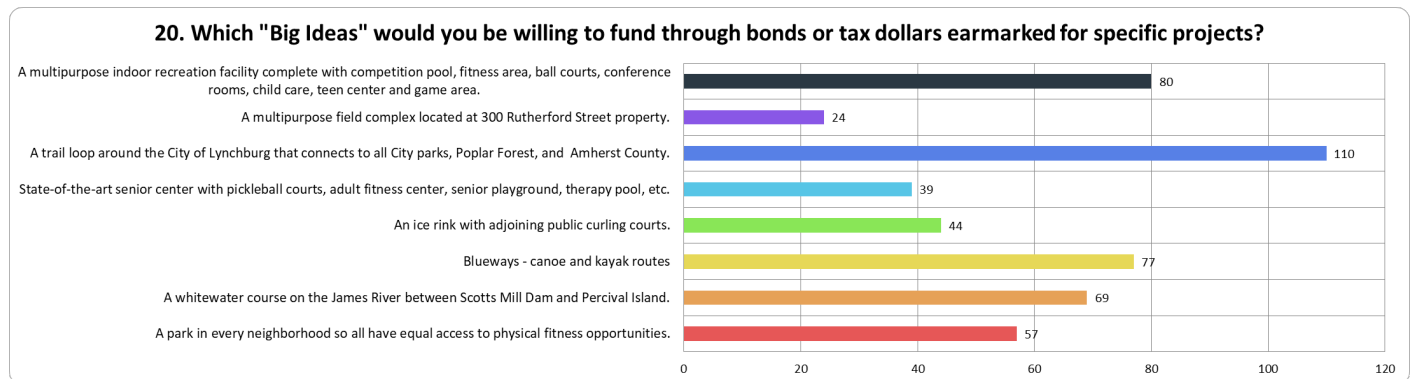
contact that most citizens have with the city on a daily basis but there's not nearly enough emphasis on what is available.

80. I don't know much about the department, except that I do wish more effort would be made to help those with pets have nice spaces. Having one dog park be closed for 25% of the year is discouraging.
81. Lack of maintenance resources, extreme lack of funding from city budget on a year to year basis
82. I have not lived here long enough to have a true opinion, but it is not great at the moment. On one hand, Blackwater Creek Natural Area and Peaks View Park provide some of the best rugged paths and MTB trails I have seen from a municipal department (although the MTB trails seem to rely on volunteers from GLOC). On the other had, it is truly shameful that a city this size has only one municipal dog park. The current park, even when the larger one opens back up, will not be enough to service the needs of the city.
83. Large variety of facilities and course offerings. Great parks and trails. Creekside trail needs to be repaired from flood and some of the rec facilities, such as Templeton Center, need to be updated.
84. It has won awards. It has passionate and innovative leadership.
85. The Lynchburg Parks and Rec department offers a huge variety of programs and the staff is always very nice. The parks are clean and beautiful.
86. I honestly don't know much about their reputation
87. I have heard both good and bad.
88. I have not heard anything negative about the Parks and Rec Department and they offer a variety of programming for various interests/needs.
89. I have lived in several different states. I can tell that Lynchburg's Parks and Rec is well funded and has a solid staff. I'm impressed that it keeps expanding (trails, new parks, skate park, etc) instead of just staying put with what they already have.
90. I always feel that Lynchburg is a forest with a city in it and the parks and rec department makes that forest accessible.

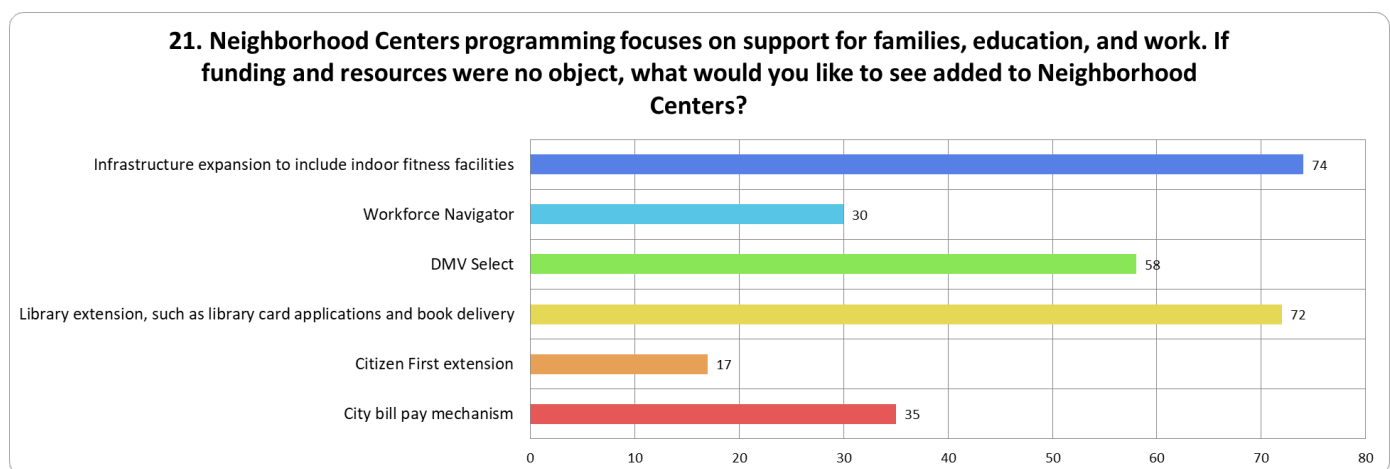
Question 19: (165 answered)



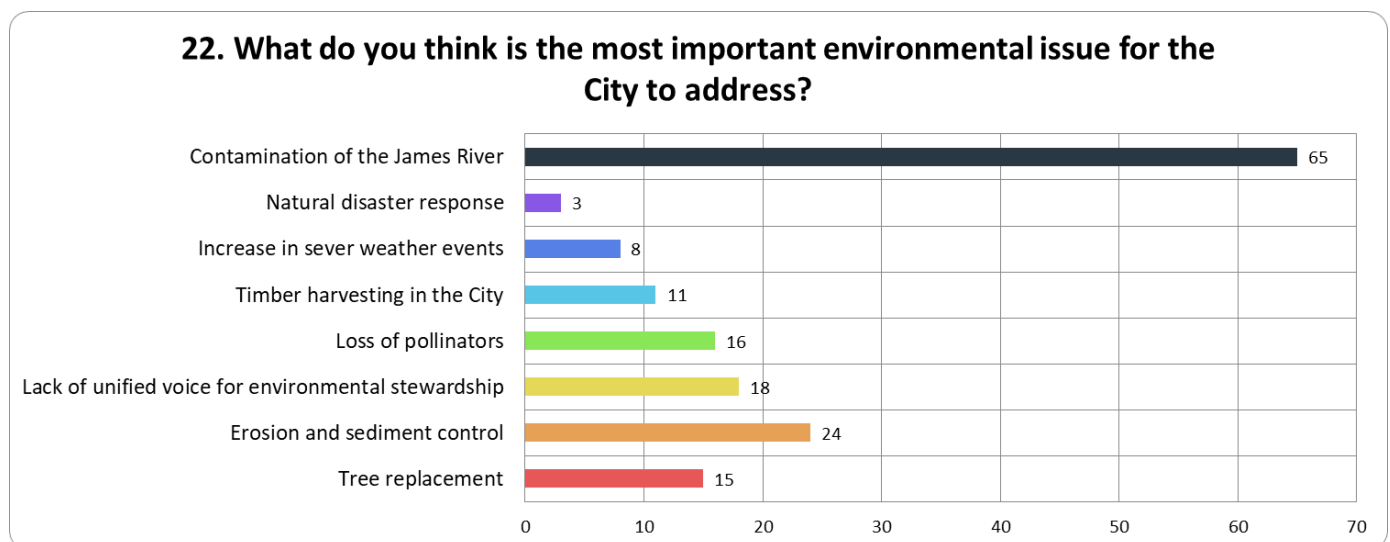
Question 20: (500 answered)



Question 21: (286 answered)



Question 22: (160 answered)

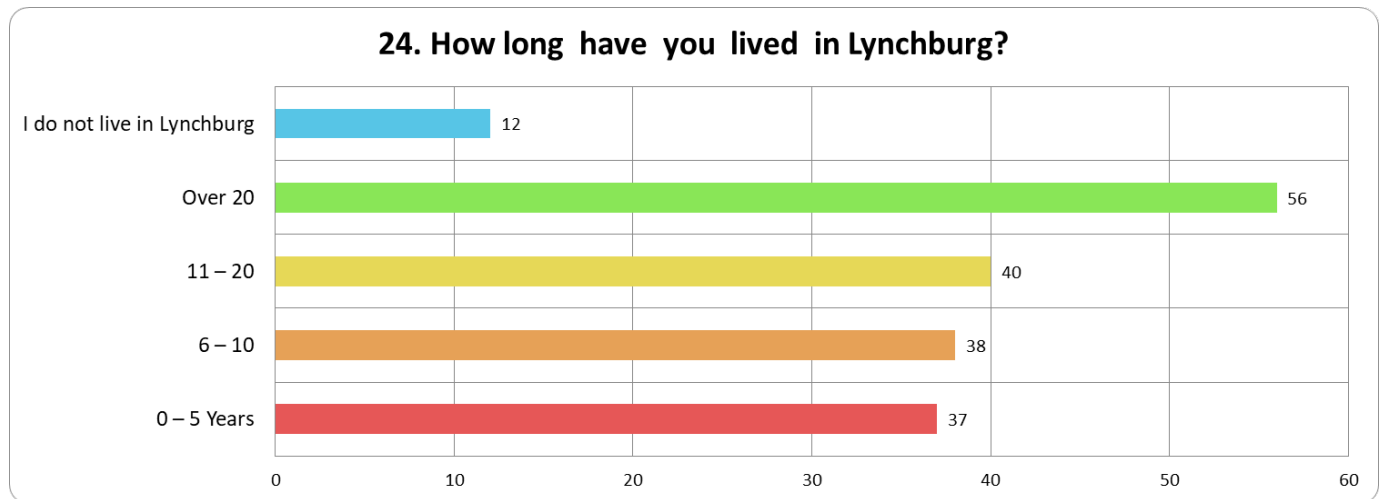


Question 23: (153 answered)

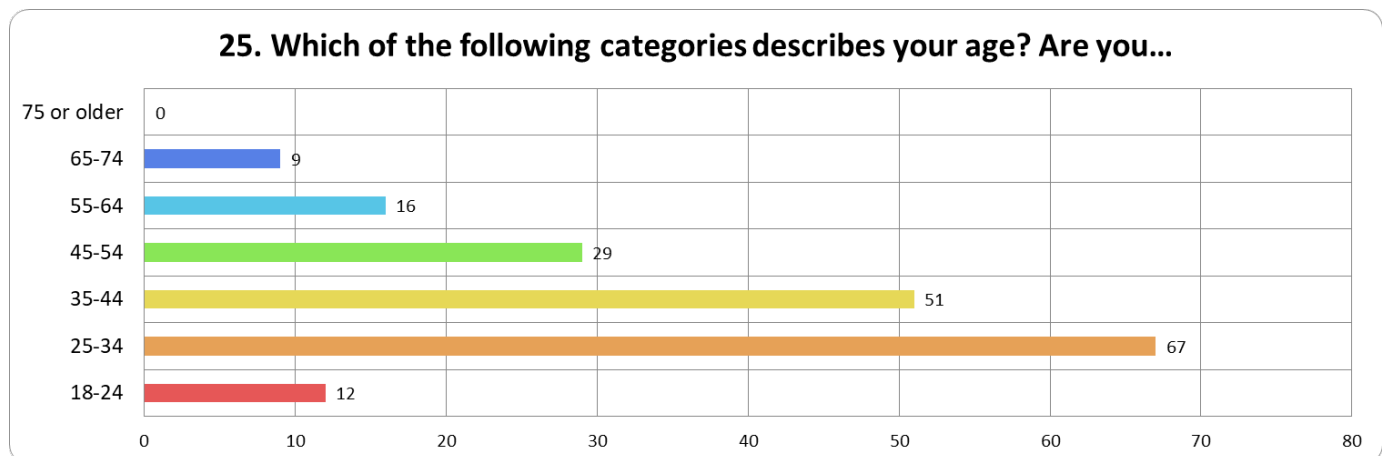
What is your 5-digit postal zip code?

24501 – 31 (20.3%)
24502 – 64 (41.8%)
24503 – 39 (25.5%)
24504 – 6 (3.9%)
24523 – 1 (0.7%)
24526 – 1 (0.7%)
24551 – 5 (3.3%)
24554 – 1 (0.7%)
24556 – 1 (0.7%)
24572 – 2 (1.3%)
24574 – 1 (0.7%)
24588 – 1 (0.7%)

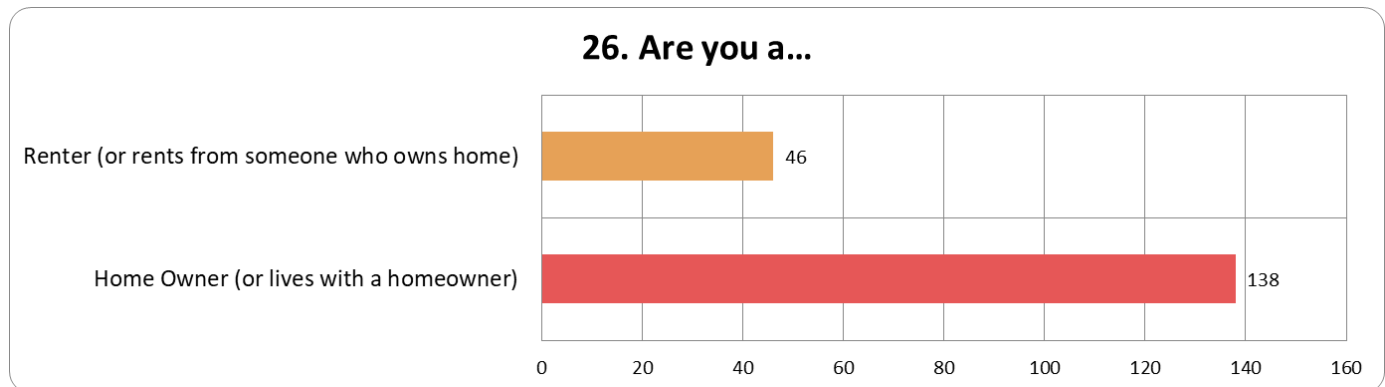
Question 24: (183 answered)



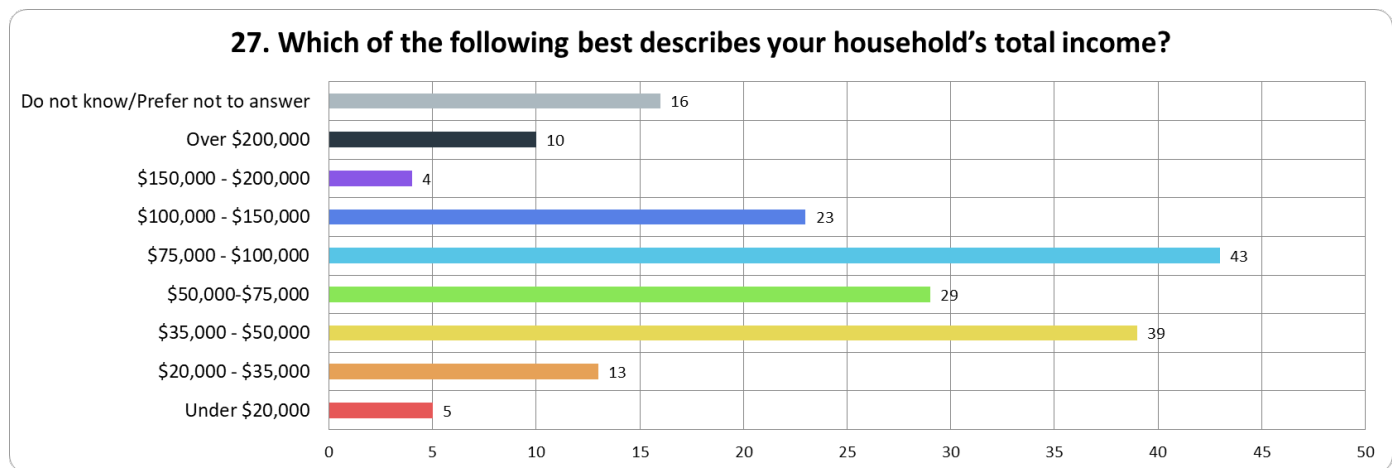
Question 25: (184 answered)



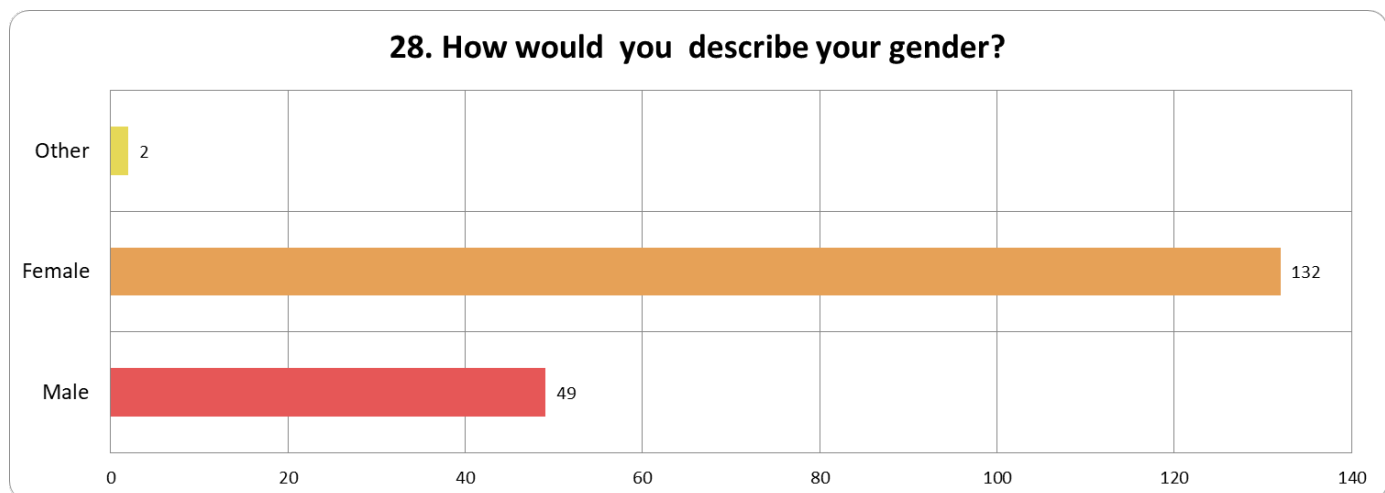
Question 26: (184 answered)



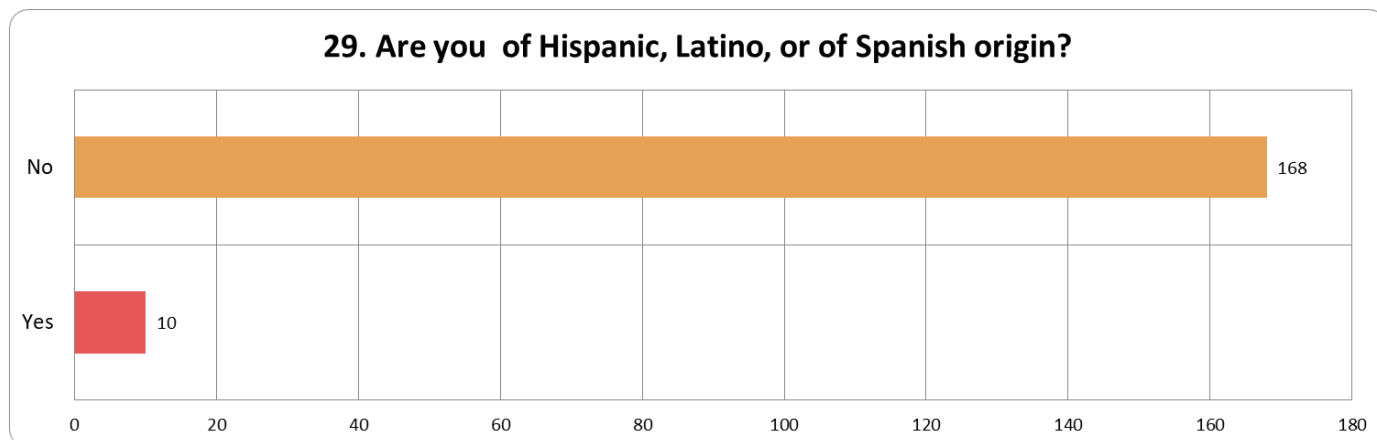
Question 27: (182 answered)



Question 28: (183 answered)



Question 29: (178 answered)



Question 30: (63 answered)

Please provide any additional comments you have about Lynchburg's parks, facilities, programs, or funding.

1. I think there should be a community center near Heritage Elementary school. There is no recreations close by for that part of the city. I am also willing to pay more for programs that I think are worth it.
2. Outdoor pickleball courts are a must please!
3. none
4. Wish there were a community golf course.
5. N/A
6. I love the wide range of options for places to take my son to play.
7. I moved here because I was impressed with the parks when I visited for a job interview!
8. I love the idea of connected parks and blue way that link all the communities
9. WE REALLY NEED BEACH VOLLEYBALL COURTS!!!
10. More theater camps including kids under 10! Love the activity guide.
11. Disc golf
12. We need public pickleball courts!
13. there are not enough parks or trails in the 24502 areas
14. There should be at least one swing at one of the bigger parks where a child with limited trunk control, but is not a baby can use. I have a child that loves to swing but is too big for the baby swings but is not able to use the regular swings well. A few years ago my women's club tried to donate \$2000 to the parks and rec department for this, but was turned away.
15. Appreciate all the work you guys are doing to bring good programs to Lynchburg families and children. Thank you for working to make our city's recreational options better. This is part of what draws and keeps people in a community.
16. The repair of the bridges on the Creekside Trail / Blackwater Creek Trail would be first on my wishlist of improvements.
17. I love Riverside Park. It is a wonderful walking park with beautiful trees. It would be nice if the road down to the river could become part of the park.
18. It would be great to have a turf field accessible to the public since the city stadium field really is not accessible. We currently use high school fields, but they're not available when high school teams are using them.
19. we need a new kiln for pottery
20. I take pottery through Jackson Heights, the space is cramped, it would be nice to have access to more tools, more staff to be able to take more classes, and more equipment as the turn around time has decreased 200% as they have added more classes. It could be functioning as a well oiled machine!
21. I want calisthenics friendly parks!!! Only Peaks View has a proper pull up bar. If every park had pull up bars in more places I'd go to the parks more often

22. I have kids who NEED rec sports. The basketball program is amazing. We need more!
23. The Templeton Senior Center is a wonderful resource that I have just discovered this year! I loved the art class, and intend on taking more of the same and yoga or dance if it is on offer too.
24. Love the art studio! Very fun environment to learn a new art.
25. Jackson Heights is a wonderful facility but needs more space! Needs more wheels for students and open studio time during the week. More kilns for faster firing time. Also more staff to help with firings! So we have quicker turn over! Staff is great and friendly!
26. Love parks and rec, especially the parks. Always support the efforts of the parks dept.
27. I would love to see more money invested in the arts. More pottery wheels and kilns and more open studio opportunities would be wonderful
28. Love you guys! Please keep up the good work. Please also enlist the community. My family and I would love to hear about more opportunities to volunteer as a family. Donations to neighborhood centers, or ways we can go to neighborhood centers to help, get involved, or participate in activities. We loved Preschool playgroup at Daniels Hill. Please bring it back as soon as you can! Also more programs on weekdays for children would be great.
29. love them
30. Please open the riverside spray ground this season. I think taking a poll of residents would show you most people want it open.
31. Warning signs or a memorial should be placed at riverside park for train track deaths - the railroad refuses to do anything else but 5 deaths over 10 years is too many. Parks and rec should help in preventing future deaths by making the danger of walking on the railroad obvious to the college students in the area who are unaware of the dangers and previous events that have happened on the bridge. Last weeks incident should have been more of a wake up. I've been in Lynchburg for 5 years and 3 of these incidents have affected people I am close with - because a friend or loved one of theirs has been injured or killed in this location that is accessed by walking thru Riverside Park
32. Some park are lack of attention from maintenance and flood control.
33. I am grateful for Parks and Rec. Kids learned to swim, I have done pottery, and exercise classes. The walking trails of blackwater creek are a break from city life. I was recently disappointed in the condition of Sandusky park. Paths were very muddy and sandy from flooding. I appreciate the city's commitment to making Lynchburg a well rounded city.
34. RECYCLING EVERYWHERE! Make BWC Trails safe with Blue Light systems (see if LPD can help), and keep bathrooms safe and clean. But seriously, we need to talk about pollution. And then talk some more. CITY WIDE RECYCLING. And please go into the urban housing parts and teach them. Someone literally laughed and threw their fast food breakfast trash at us as we were cleaning up BWC near Hollins Mill. It's poor education and poor stewardship all around. We can do better, and we HAVE to!
35. I think that Lynchburg needs parks and that it will bring people together. Beautiful spaces bring people of all types together, and that is what this city needs.
36. I would love to see more disc golf courses in the area. Central virginia has become a hot spot for disc golf and Bedford and Roanoke are way ahead of Lynchburg in quality of disc golf courses.
37. I would love to see the interconnected trail system expand!
38. I would like to see a few more disc golf courses
39. I use the Blackwater Creek trails frequently and look forward to having the bridges repaired.
40. More disc golf funding for more courses and disc golf youth education! It is a hugely popular sport with more people trying it out than ever before. The city is hungry for more courses.
41. we are thankful for the mountain biking amenities
42. We need a public driving range or golf course can offer paid membership options
43. As far as the Lynchburg Community Market. They really need to get store fronts on the interior that reflect the age demographic of the individuals who are moving to the lofts and inhabiting the greater downtown. The stores that are currently inside the market would be better served at the community senior center. I'd love to see some of the local makers who participate in the LYH downtown market in Nov to have permanent stand, a pop up, or a rotation at one stand. More prepared foods for downtown dwellers and more trendy offerings.
44. I hope Lynchburg can become a premier outdoor adventure city

45. Super important to make best use of the river, its islands, and an extensive Blackwater Creek trail connecting as many parts of the city as possible to allow everyone easy access to trails
46. Please look into making the dog parks more visible and inviting.
47. I wish some of the parks had lighting until maybe 9:00 in the summer, and not only when there happens to be a softball game. I would feel safer as it begins to get dark and I make my way to the car. Lights on the multipurpose field at Sandusky park would also be great. Don't sacrifice large multipurpose fields, they are already too low in number.
48. Parks staff does a great job with what they have to work with. Regulations on field use was frustrating in past years, poor field conditions, etc. Hope it will improve.
49. a TOTAL gem of a outreaching greenspaces program that i have never seen anywhere else.
50. I think Lynchburg Parks and Rec is doing a fantastic job! I am especially willing to support the Neighborhood Centers.
51. Please fix the blackwater bike trails, I really miss them.
52. The pottery program at Jackson Heights is easily my favorite thing about living in Lynchburg. I've also attended many more parks and rec events since joining because they let us know about upcoming events and activities that I would otherwise miss. I love the quarterly booklet, but it would be nice to receive a monthly printed newsletter too - emails get buried and that booklet tends to get misplaced after about a month
53. I am a huge fan of Lynchburg's parks, facilities, programs, etc. I am a Lynchburg native and Lynchburg Parks & Rec. played a major role in my life. I attended the summer programs growing up, I developed a love of theatre with Follystick Players, my children and I frequent the parks multiple times a week. I love the peace that being outdoors brings and we are so LUCKY to have the quality of parks that we do in Lynchburg. It is one of my absolute favorite things about Lynchburg. It has also played an instrumental role in getting me through the COVID-19 pandemic. I've lost quite a few loved ones throughout the pandemic, but being able to walk the trails and go to parks has helped make this difficult time manageable.
54. Would love to see more amenities added to Sandusky Park (playground, extend paved walking path)
55. I would to see more acts and crafts available, an added studio would be great.
56. More! I would just love to see more of all the good stuff- parks, water sports, indoor sports, trails.
57. Parks should be #1 contact point for all citizens
58. More trails! Connect them all!
59. A white-water park would bring tourism and visitors to our downtown. Also, keep expanding the trail system. This is the best place I've seen where ALL people of Lynchburg get together. Young, old, white, black, all zip codes. Black-water Creek trails are a real gem.
60. I would love to see more done with Heritage Park. Geographically, this is a part of the City that is lacking easy park access. This park has lots of parking and would service a growing part of the City (Timberlake). Would love to see the mountain bike trails there rejuvenated, and mentions of a disc golf course are exciting.
61. No additional comments at this time. I have not lived here long enough to fully examine your methodology.
62. I live outside of Lynchburg, but I have rented in Lynchburg in the past and I am in Lynchburg every day for work. I plan on moving back in the next couple of years.
63. Preserve our natural spaces

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Appendix D

ADDITIONAL COMMENTS
FROM ONLINE SURVEY

Other Comments

Lynchburg, VA Parks and Recreation Needs Assessment and Master Plan Forum

What are your priorities for:

- Recreation facilities (ex. aquatics facility, athletic fields, blueways, obstacle courses, greenway trails, community center, tennis/pickleball, etc.)
- Recreation programs (ex. summer camps, youth sports, adult sports, activities for seniors, art classes, hunter/boater safety, swim lessons, etc.)
- Recreation activities (ex. hiking, mountain biking, off-road vehicles, fishing, disc golf, orienteering, golf, etc.)

Be **BOLD!** We want to hear your **BIG** ideas.

Your recommendations will be cataloged and considered by the planning team in their recommendations to the city.

Comments for this forum are now closed.

View Comments (29)

1. I would appreciate more access points (walking or bicycling) to Peaksview Park
2. Lynchburg needs a "real" Waterpark. The closest thing we have would be Massanutten, which is expensive. Roanoke has a small facility, but I would love to see a "true" water park that is subsidized by the city. Examples would include Lazy River, 6 - 12 Slides of different types, water structure playground, resort-style pool, possible wave pool. In addition to serving the local community a "real" and affordable waterpark would be a huge attraction for the area. Possible revenue generation.
3. I wish we had an amazing sports complex with turf fields like Williamsburg's Warhill Sports Complex.
4. Build another community swimming pool in Riverside Park (Rivermont). Add park managers to supervise behavior at community parks especially where equipment and activities are intended for young children but are soon taken over by older kids who are too loud and rough for the little ones, frightening them away. Consider community gardens in parks with follow up cooking/nutrition activities for kids and adults. Create community blog about the garden/cooking classes for sharing recipes and pics
5. I would like to see a footbridge under the Carter Glass Bridge connecting the dead end Riveredge trail to Percivals Island (Stage1). Then a similar footbridge connection under CG bridge from Percivals Island to the Percivals parking lot (Phase 2). The structure foundations are already in place using the CG bridge supports. This would create looping options for users that may want a shorter walk or may not want to back-track their walk/ride. This also creates another view overlooking the James
6. Would love to see more nature programs offered for younger children. There were not many for this spring. More recurring one-day-a-week classes for children rather than week-long camps or one-day events. Loved. Loved LOVED preschool ballet with Miss Taylor!! She is amazing! Wish she could teach dance classes all the time! My kids love her. If she enjoys teaching, please ask her to offer more! My kids would love a weekly nature class. Also hoping for swim lessons offered by parks and rec.

7. A park where all abilities could use, including a swing with a harness for kids that cannot use a regular swing. The park should be fenced in to give parents of special needs kids confidence that it would be harder for kids to run off - such as kids with Autism. There also needs to be more picnic tables and benches at the big park at Peakview park (ones that are not in a reserved picnic shelter) almost all the time I go the picnic tables are in use.
8. More disc golf courses
9. Bike trails connecting everything!!!!
10. Recreational programs! Kids classes during the summer, camps, youth sports
11. I would love to see an expansion of the Jackson Art studio. The pottery classes have become so popular & wonderful that they're struggling to keep up with all the fantastic art being created. They need a third kiln, more full time staff & basically more space. I've attended for 5 yrs now & am thrilled with what Rachel Smith has done with the program & hope to see it continue to grow & flourish!
12. Jackson Heights was revived when Miller Center was upgraded. It would be nice to be able to have more room in this classroom for Stained Glass and Pottery. We have run out of room with full classes even with Covid reduced numbers.
13. Establish a swim team at Miller Park Pool that includes swim safety, stroke development, and team competition with an academic component in combination with Lynchburg City Schools. Swimming in a team setting instills discipline, goal setting, individual achievement, team camaraderie, as well as mutual respect and support. I sent an email to Jenny Jone and Avery Watkins about this idea and my offer to help in the potential team's research, development, and success. Thank you, Ellen Agnew
14. I would love to see a sewing class offered. I would also like to see more art programs or camps for younger children. I enjoyed a parent/child ceramic class with my 5 year old and would love to have some more opportunities like that.
15. Rebuild the pool at Riverside park, perhaps make it an indoor facility, for year round, affordable swimming.
16. A longer and more difficult disc golf course would add to the expanding calibre of courses in the area. I think that Lynchburg is outclassed by neighboring Bedford county and as such, many people who play in the area travel there and spend money in Bedford instead of in Lynchburg. With a 5 time world champion living right next door the growth of the sport is measurable in the area. A course designed for the intermediate to advanced player would fill a need in our expanding disc golf community.
17. Hello, I'm pleased to hear that Lynchburg is updating its Needs Assessment and Comprehensive Park Master Plan. Please consider adding an area to play Chess / Checkers like larger cities have in their parks. This sitting area could also be used for picnics. I'm a huge fan of chess and checkers and would love to have a space designated for such purposes.
18. More blue ways/water trails please. We have a great demand for water sports secondary to James River recreation, and a lot of us like to explore smaller waterways. This may require more access spots.
19. Blueways- black water creek and James River More greenways/ interconnected bikeways Pickle ball
20. As a family, we would love more mini- parks! Fun playgrounds and picnic spaces for families to enjoy.

21. City should more than one public pool and all parks should have a water feature for kids like in other cities.
22. A man made surf wave in the James like this: <http://coloradoriversurfing.org/> Connect Percivals Island and River Edge trails Outdoor Rock Climbing wall under the bridge by the skatepark. Pump track for bikes Richmond is a great example of an outdoor adventure city with climbing walls and a pump track right off the walking/biking trails
23. Would LOVE to see longer trails - thought the idea for a system that connects all of the parks was really cool! Peaks view would be nice to update so the trails form a loop rather than an out and back situation. I would also like to see the pottery program expanded - classes fill up so quickly it's hard to invite friends to join! Plus the price has gone up - it seems that expanding the number of classes available would help with funding and increase participation
24. One of the great things about Lynchburg Parks & Rec is the wide variety of affordable activities. I suggest making public access to free activities a priority when planning anything for the city. Some great examples have been parks, trails, little free libraries, and free classes or talks. I think one of the greatest strengths a city can possess is what it can offer those of its citizens who have the hardest struggles. Thank you for all you do for this city!
25. How about an outside amphitheater? Also improvements to the City Market.
26. An inclusive playground for everyone - not an add-on to an additional playground, but a playground built from the ground up, from the perspective of a child in a wheelchair or with other special needs. ALL kids will play on a cool play space, but not all kids can play on a traditional playground. And yes - expand and inter-connect the trail system! More art - more pottery! And sculpture, other media. Photography classes - could tie in wildlife viewing, astrophotography, etc.
 - a. This!! And don't forget ADA changing tables ... everyone who needs one can use it; infant, child, teen, adult! I do think that adapting some of the parks already in existence would be nice as well. But definitely creating an entirely ADA inclusive park!
27. I love visiting our parks and hiking trails. I think they're kept up and I feel very safe visiting them. However, I think our dog park is extremely lacking. I love to visit dog parks in other towns but the one in Lynchburg is very uninviting and I do not feel safe at all going to that park. Matter of fact , I would never go alone which is a shame. I feel like a dog park should be part of a regular park where a lot of people can enjoy watching dogs play.
28. Boardwalk along James River along with benches, viewing/fishing pier, beach area (on Percival Island), extensive paved city trails, covered pavilions, picnic tables, and swings on Percival Island.
29. This city has wonderful amenities from a recreation standpoint (new resident)'s perspective, but it is far too large to only have one, small dedicated dog park. My previous city had a pop. of 21,000 and had two dedicated dog parks. This city has the infrastructure and topographic ability for something great like the fenced-in trail system dog park in Minneapolis, MN (check out: Bryant Lake Dog Park). At a bare minimum, this city needs another dog park. But we could do so much more!

a. I agree but I also think the dog park needs to be better regulated. I know MANY people who have had their dogs bitten at the park and nothing was done about it. We have stopped going because there are so many owners who simply don't care if their dog is a bully and won't attempt to control them. It's awful when the big dog park is closed too because then the big dogs are trampling the little dogs too. Our vet even advised us not to take our dog there anymore because of things they'd heard

b. I agree that Lynchburg is very much in need of a good dog park. I love to visit the dog parks at Virginia Beach because they are so well maintained and are in open areas. I do not feel safe going to the dog park in Lynchburg. It is too isolated.

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Appendix E

FOCUS GROUP
MEETING NOTES

Focus Group 1: Community and Wellness Hubs

March 16, 2021

How can the Lynchburg community collaborate on bringing CWHs to fruition?

What do community wellness hubs look like?

Could/Should neighborhood centers be used as CWHs?

Strengths

- Inclusion/representation for different neighborhoods
- Pillar strategy: Eat/work/play/healthy
- Focus Group
- Community access network
- Organizations (commodity, variety)
- Greenspaces
- Breadth of activities/interest programming and offerings
- Trail systems
- Trust that's been built
- Parksvie Mission
- Resource offerings (amount)
- Outreach: Approved plan... when adopted
- Afterschool transportation
- Infrastructure
- Equalizer: Access equally

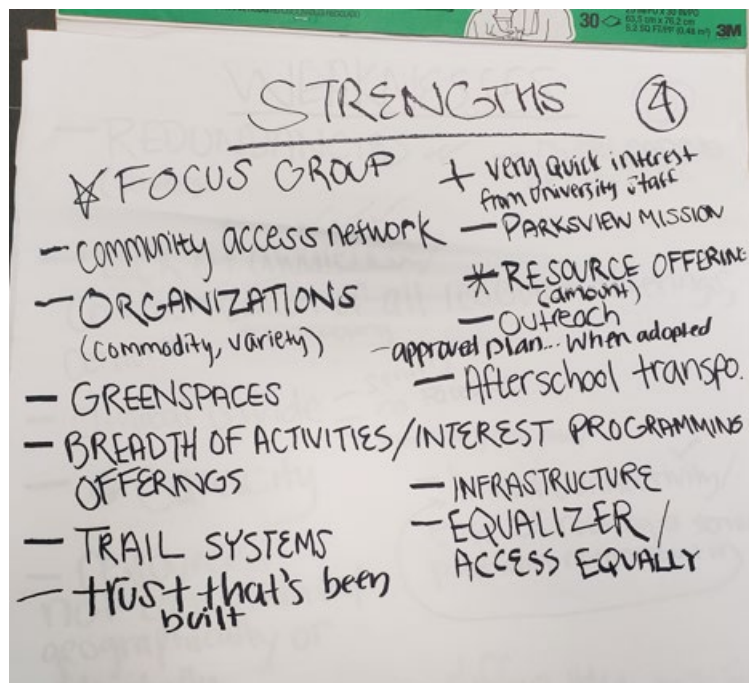
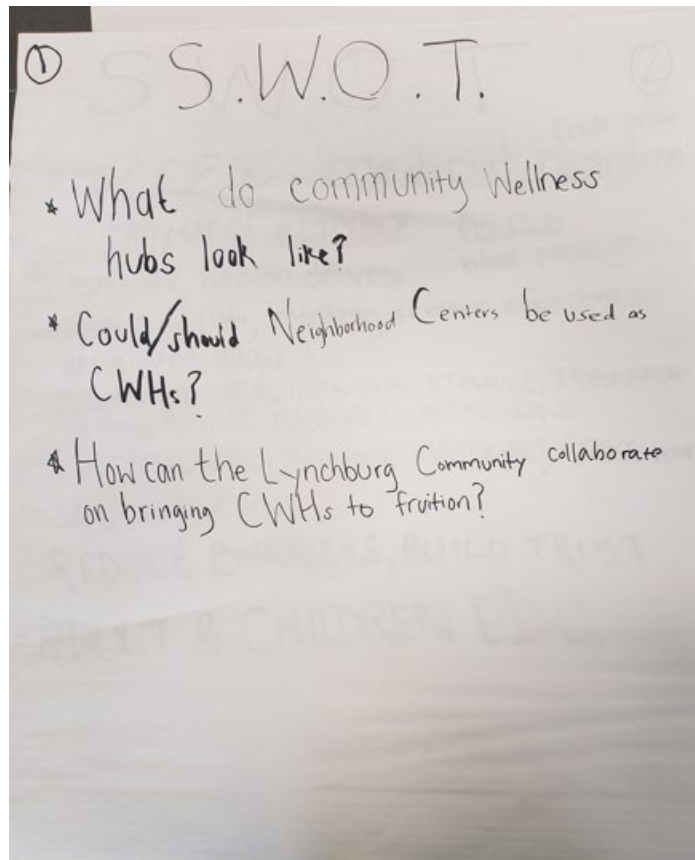
Opportunities

- Access medical, nutrition (fresh produce), physical activity, flu shots, blood pressure
- Holistic health delivery
- Mental health, rotating service offerings on designated days
- Navigate services assistance: Transportation, accessing resources, networking
- Educational, in-home materials/take-home
- Satellite clinics
- Reduce barriers, build trust
- Adult and children education
- Employment, network connectivity
- Neighborhood uniqueness
- Financial literacy
- Parenting support
- Literacy and information, media, general
- Support groups - e.g., widowed seniors - even remotely, such as over the phone
- Senior support
- Healthcare literacy
- Access to subject matter experts
- "One Papers" - Guide to resource(s) pathways offered through centers and pathways for accessing/using resources once they branch out to services/portals beyond the physical location of centers
- Neighbors helping/informing other neighbors
- Pilot programs

- Grant opportunities
 - Concentric
 - Add social determinants of health
 - University of Lynchburg's early-stage research hub with faculty interests
- Formalizing clear objectives, goals, and intended fundable outcomes
- Programs first - fine tune, then match to grant opportunities that appear
- Partnership with Lynchburg city schools
- Marketing through take-home materials sent from schools and after-school programs
- Establish human connection
- In development/Discussion of University of Lynchburg Research Hub Connections that has 130 faculty interested, research projects, e.g., food insecurity
- Cross community organization collaboration
- Set up seed fund for programming
- Pilot wellness hub
- Inter-organization collaboration; weave current ongoing programs into partnerships

Threats

- Lack of money
- Not focusing on a specific fundable outcome
- Not enough people/time/competing priorities
 - e.g., to write grants
 - Identifying interested staff
 - Taking on too many things
 - Funding
 - Volatility - e.g., grants go away
 - Not getting buy-in
- (Challenge) Program planning: Synergy among phases, evidence-based approaches



SWOT ②

- ACCESS medical, ^{fresh produce} nutrition
- physical activity
- holistic health delivery flu shots blood pressure
- mental health, rotating service offerings on designated days
- NAVIGATE SERVICES ASSISTANCE; TRANSPORTATION, ACCESS RESOURCES, NETWORKING
- EDUCATIONAL, IN-HOME MATERIALS/TAKE HOME
- SATELLITE CLINICS,
- REDUCE BARRIERS, BUILD TRUST
- ADULT & CHILDREN EDU.

- EMPLOYMENT, NETWORK CONNECTIV.
- NEIGHBORHOOD UNIQUENESS ③
- FINANCIAL LITERACY - PARENTING SUPPORT
- LITERACY + INFO, MEDIA, GENERAL - SUPPORT GROUP
- SENIOR SUPPORT WIDOWED SENIORS, EVEN REMOTELY PHONE
- HEALTHCARE LITERACY
- INCLUSION/REPRESENTATION FR DIFF. NEIGHBORHOODS
- PILLAR STRATEGY: EAT/WORK/PLAY HEALTHY

⑥ OPPORTUNITIES

- + access/ing subject matter experts
- + "One-pagers" guide to resource(s)/pathways
- + neighbors helping/informing other neighbors
- + Pilot programs
- + grant opportunities
 - ↳ concentric ... add. social determin. of health
- + Univ./Lynchburg's early-stage research hub with "130³⁰ faculty interested" ~~130~~ ³⁰ ~~interests~~
- + formalizing clear objectives, goals, & ~~from~~ intended fundable outcomes
- + program^{1st}, fine tune, then match to grant opps that appear

⑥B OPPORTUNITIES

center those target audiences of each center

- + partnership w/ Lynchburg city schools
- + Marketing thru take home materials sent in schools & after school programs
- + ESTABLISH HUMAN CONNECTION
- + FAMILIAR HUMAN CONNECTIONS
- + in development/discussion U of Lynchburg research hub connections that has 130 Faculty interested, research projects e.g. food insecurity
- + cross community, organization collaboration
- + Set up seed fund for programming
- + Pilot wellness hub
- + Inter-organization collaboration; weave current ^{current} ongoing programs

⑦ CHALLENGES/THREATS

- ! lack of money
- ! Not focusing on a specific fundable outcome
- ! ^{Not enough.....} PEOPLE/TIME/COMPETING PRIORITIES
 - ! to write the grants
- ! ID'ing interested staff
- ! funding
 - ! Volatility (grant goes away)
- ! taking on too many things
- ! Not getting buy-in

⑧

→ Program planning: synergy among phases, evidence-based approaches

Focus Group 2: Partner Group Needs

March 16, 2021

External Threats

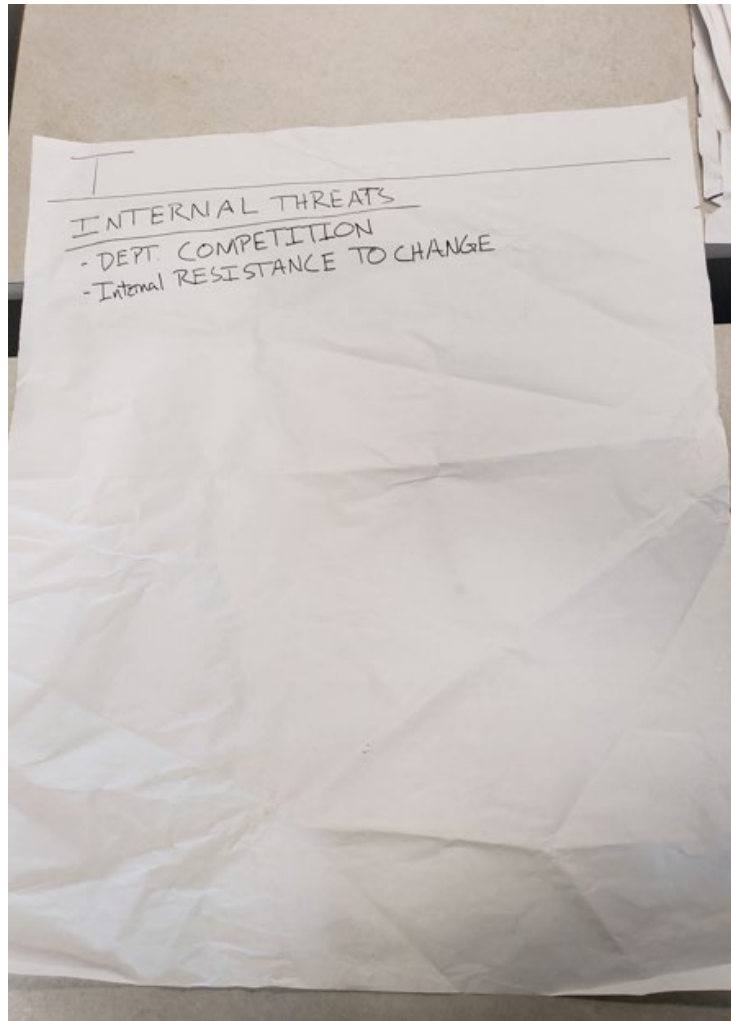
- Funding
 - Competing priorities
 - Competition
- Climate change
 - Severe flooding
- Failing infrastructure
- Lack of economic development
- Housing costs and gentrification
- High poverty rate
- Crime/Vandalism
- Resistance to change
- Impacts from development
 - Viewsheds
- Politics
 - Unfunded mandates
- Bedford MTB system
- Lack of human resources to raise awareness
- Competition from private providers
- County users --> park impacts
- Lack of support from city management
- Unable to annex
- Limited legislative enabling regulations
 - State level
 - Dylan's rule

Internal Threats

- Department competition
- Internal resistance to change

External Threats

- FUNDING (Competing Priorities)
- COMPETITION
- CLIMATE CHANGE (Severe Flooding)
- FAILING INFRASTRUCTURE
- LACK OF ECONOMIC DEV.
- HOUSING COSTS + GENTRIFICATION
- HIGH POVERTY RATE
- CRIME/VANDALISM
- RESISTANCE TO CHANGE
- IMPACTS FROM DEVELOPMENT
 - VIEWSHEDS
- POLITICS - UNFUNDED MANDATES
- BEDFORD MTB SYSTEM
- LACK OF HUMAN RESOURCES TO RAISE AWARENESS
- COMPETITION FROM PRIVATE PROVIDERS
- COUNTY USERS → PARK IMPACTS
- LACK OF SUPPORT FROM CITY MGMT
- UNABLE TO ANNEX
- LIMITED LEGISLATIVE ENABLING REGS (STATE LEVEL)
 - ↳ DYLAN'S RULE



Focus Group 3: Accessibility and Inclusion

March 17, 2021

Strengths

- Community centers in multiple neighborhoods
- ADA
 - Ramping
 - Parking proximity to facilities
 - Most public buildings have ramp access
 - Many trails are paved/flat surfaces
 - ADA door access button
 - Being intentional
 - Awareness Garden has great accessibility
 - Chosen because of great access
- Red wagon food program included residents during pandemic
- Customized programming for various mobilities
- Partnership with UL for wellness programs
- Economic access
 - Non-pay/pay structure
 - Small and low-cost programming
- Diverse interests programming
- Current upgrades to community centers
- Trails remained open during COVID pandemic
- Parks and Recreation provided 32-page guide listing facilities, programming, etc.

Weaknesses

- Programs aren't always actually affordable
- Senior centers aren't on public transportation route
- Any transportation isn't provided
- 1/2 mile walk from nearest bus stop - without sidewalks
- Use centers to encourage flowing traffic/ongoing use
- Trails tend to service all users (children, mtn bikes, runners, strollers, etc.)
- Lynchburg lacks centralized community hub
- High crime at Miller Park; feels unsafe
- Hours of service do not reflect community needs
- Only one ADA accessible playground
- Not many college students participate/engage in programming outside of volunteering
- Lack of sense of safety - especially by/for seniors
- Benches should be at better intervals, and seated height
- Not feeling welcome because of too few programs
- Overuse - can't keep up with maintenance
- Miller Center hasn't been used as much by residents since its renovations
- Limited scholarship program availability
- Lack of scholarship awareness
- Residents (especially seniors) have to pick and choose programs to attend because of finances
- Residents may be embarrassed to ask for "handouts" via scholarships
- Citizens don't have reliable internet

Opportunities

- Lead with intention
- Engage potential customers
 - Those using spaces not as originally intended
- Find what makes residents feel welcome
- Placemaking
 - Outdoor seating
 - Benches
 - Umbrellas, etc.
- Increase ease of access to restroom with ADA accessible pathways
- Separate trails by low impact (e.g., children, strollers, walkers) versus high impact (e.g., runners, sport/ bikes) uses
- Reduce/replace hardscape with greenspace and green infrastructure
- Provide options for virtual community center [engagement]
 - Livestream exercise, craft classes, learning, dance classes, etc.
- A multi-generational playground could encourage interaction
- Incorporate inclusive playground in section
- Offer organized group along trails to encourage sense of safety, civic engagement
- Acquire additional land/buildings to increase access geographically
- Scholarship promotion should be in every newsletter
 - Tangible takeaway
 - Reduce stigma against asking for help
- Sell ads in newspaper to help fund scholarship
- Help change perception about scholarship income qualifications
 - Not just for low-income residents
- Increase outreach
- Engage college students to participate in addition to volunteering
- Strategic partnerships
- Liberty University looking into lifelong learning opportunities
- Seek out sponsorships for programming
- Partner with LU health fairs
- Partner with group homes for people with disabilities
- Increase private partnerships to keep cost(s) low
- Consider/look at regional center
- Partner with VA Cooperative Extension
- Promote and partner for health equity and lifelong wellness
- Make rec centers for leisure and wellness
- Increase/promote technology knowledge
- Winter walking location - currently rely on walking in malls during winter
- Conduct technology tutorials
- Create smartphone app to promote P&R programming
- Multi-generational programming
- Reward staff for innovation / promote innovation
- Use parks, trails, rec, facilities, programming for marketing
- Partner with AARP to supply equipment
- 25% of population will be seniors by 2025
 - Create state-of-the-art senior center
- Include survey question, "Would you be willing to have tax dollars go toward state-of-the-art senior center?"

- Create indoor spaces for events, (i.e., birthday parties, celebrating, etc.)
- Complete walkability study
- Partner with adjacent governments

Threats

- COVID/Pandemic
- Industry competition
 - Private companies, non-profits, etc.
- Staffing constraints
 - Too low pay
 - Stretched thin (time)
 - Low staff morale
 - Need more staff training prior to programming rollout
 - Lack of recreation support by city leadership
 - More support from the top down (outside of Parks and Recreation)
- State, federal regulations
- Current (negative) economic environment
- Need for consistent/redundant marketing
- Lack of brand awareness
- Minimal community involvement
- Resistance to change by staff and residents
 - Not adaptable
- Supply chain costs
 - Economic forces
- Low ratings (even if temporary) can impact users' return
- Lack of awareness/community engagement
- Lack of innovation and state of the art facilities
- Programming via online has high competition with YouTube, etc.

STRENGTHS

- Comm. ctrs in multiple neighborhoods -
- ADA, ramping, parking proximity to facilities
- Most public bldgs have ramp access
- Many trails are paved / flat surfaces
- ADA door access button; being intentional
- Awareness Garden has great accessibility; chosen b/c of great access
- Red wagon food program included residents during pandemic
- Customized programming ~~off~~ for various mobilities
- Partnership w/ UL for wellness programs
- Non pay / pay structure; small and low-cost programming; Economic access
- Diverse interests ~~are~~ programming; Variety programming
- Current upgrades to comm. ctrs
- Trails remained open during COVID pandemic
- P&R provided 32-page guide listing facilities, programming, etc

WEAKNESSES

- Programs aren't always affordable
- Senior ctrs aren't on public transp. ^{Service route}
- Any transportation isn't provided
- 1/2 mi walk from nearest bus stop, w/o sidewalks
- Use Centers to encourage flowing traffic/ongoing use
- ~~Trails to service different uses~~
- Trails tend to service all uses (children, w/ bike, runners, strollers, etc.) ✓
- Lynchburg lack centralized comm. hub
- Hours of service ~~may not~~ ^{best} don't reflect ^{unsafe} comm. needs
- Only 1 ADA accessible playground
- Not many college students participate/engage in programming outside of volunteering
- Lack of sense of safety - especially seniors
- Benches should be at better intervals, and seated height
- Not feeling welcome b/c of too few programs
- Overuse can't keep up w/ maintenance
- Lmt'd Scholarship program availability ✓
- Lack of scholarship awareness
- Residents (esp. seniors) have to pick & choose programs to attend b/c of finances
- Residents may be embarrassed to ask for "handouts" via scholarships
- Citizens ~~the~~ don't have reliable internet
- No neighborhood center in College Park
- High crime @ Miller park; feels unsafe
- Miller Ctr hasn't been used as much by residents since its renovation

- ## OPPORTUNITIES 1
- Lead w/ intention ✓✓
 - Engage potential customers; those using spaces not as originally intended
 - Make spaces multi
 - Find what makes residents feel welcome
 - Placemaking; outdoor seating, benches, umbrellas, etc.
 - Increase ease of access to restroom w/ ADA accessible pathways
 - Separate trails by low impact (ie. children, strollers, walkers) vs. high impact (no running, sports bikes, etc.) uses
 - Reduce/replace hardscape w/ greenscape and green infrastructure
 - Provide options for virtual comm. Clrs; exercise, craft classes, learning, dance, etc.
 - A multigenerational playground could encourage interaction
 - Incorporate inclusive playground in sections
 - Offer organized group along trails to encourage sense of safety; civic engagement
 - Acquire addtl land/bldgs. to increase access geographically
 - Scholarship promotion should be in every newsletter; tangible; (takeaway)
 - reduce stigma against asking for help
 - Sell ads in newspaper to help fund scholarship
 - ~~Perception~~ Help change perception about scholarship income qualifications / not just for low income residents
 - ~~increase~~ Increase outreach
 - Engage college students to participate in addition to volunteering
 - Strategic partnerships
 - LU looking into Lifelong Learning Opportunities

OPPORTUNITIES CONT.

2

- Seek out sponsorships for programming
- Partner with LU health fairs
- Partner w/ group homes for people w/ disabilities
- ~~Increase~~ private partnerships to keep cost(s) low
 - Consider/look at regional center
- Partner w/ VA Cooperative Extension
- Promote & partner for health equity and lifelong wellness
- Make rec ctrs. for leisure and wellness
- Increase/promote technology ~~for~~ knowledge
- Winter walking location; currently rely on walking in malls during winter
- Conduct tech. tutorials
- Create ~~an~~ Smartphone App to promote P&R programming
- Multigenerational programming ✓
- Reward staff for innovation; promote innovation
- Use parks, trails, rec, facilities, programming for marketing.
- Partner w/ AARP to supply equipment
- 25% of population will be seniors by 2025; create state of the art senior center
- Include survey question: "would you be willing to have tax \$ go toward state of the art senior center?"
- Create indoor spaces for events (ie. birthday parties, celebrations, etc.)
- Complete walkability study

OPPORTUNITIES CONT.

3

- Partner with adjacent governments

THREATS

- Covid/pandemic

- Industry competition by (private companies, nonprofits, etc.)
- Staffing constraints - too low pay - stretch thin (time)
- Low staff morale
- Need for more staff training prior to programming rollout
- Lack of recreation support by City leadership; more support from the top down (outside of P&R)
- State, federal regulations
- Current (negative) economic environment
- Need for consistent/redundant marketing
- Lack of brand awareness
- Minimal comm. involvement
- Resistance to change by staff and residents; not adaptable
- Supply chain costs - economic forces
- Low ratings (even if temporary) can impact users' return
- Lack of awareness/comm. engagement
- Lack of innovation and state of the art facilities
- Programming via online has high competition w/ Youtube etc.

Focus Group 4: Environmental Sustainability

March 17, 2021

Strengths

- Bee City, environmental education, 2nd in state
- Tree City - 37 years running
 - Canopy preservation efforts
 - Urban forest, tree canopy
- Trails
- River access
- Greenspaces across the city
- Connectivity
- Pollinator support and gardens
- Teaching gardens
- Connections between city and higher education
- James River Heritage Trail
- Joint commitment to sustainability
- Outreach from Parks and Recreation to the community
- History
- Stewardship
- Diversity
- Community care and commitment

Weaknesses

- Trash/recycling challenges
- Litter messaging is "missing"
- Debris issues
- Not enough city supported opportunities
- Monitoring - additional may be needed
- Three centralized locations down from before and none with attendants
- Not being emptied in a timely manner
- Glass recycling eliminated
- Debris management and drainage issues
- Food deserts/Lack of food
- Growth rate impact(s) now and on horizon
- Impact(s) of shift to greater proportion of apartments verses houses
- GHG emissions management
- Public input opportunities such as timber harvesting
- College Lake dam operation and information communication outreach
- Development landscaping policy
- Urban tree policy
- Recreational access to James River
- Sedimentation and stormwater management

Opportunities

- Stream buffer policy improvements
- Sustainability Advisory Board
- Collaborative public-private partnerships
- Plastic bag tax consideration
- Green infrastructure
- Native tree planting on Percival's Island
 - Clearly some invasive species
- Whitewater Park
 - Economic development
 - Fish passage
- Educational opportunities about sustainability
- Public access to river on Percival's Island
- NFIP, CSTAR program with FEMA
- Planting native gardens in empty lots
- Safe routes to schools
- Trails connectivity to neighborhoods
- Trees along high traffic corridors
- Invasive species management
 - Area
 - Plan
 - Board
 - Grant
 - Citizen science
 - Test plot

Threats

- Economic development
- Flooding
- Invasive species
 - e.g., vines, pests
- Lack of racial diversity in stakeholders
 - Buy-in from underrepresented groups
 - Division in the city
 - Those most impacted by inequity, climate change, etc.

- ① ENVIRONMENTAL SUSTAINABILITY
- + BEE CITY, enviroedu, 2nd in State
 - + TREE CITY 37yrs running, Canopy preservation efforts
 - + Urban forest, tree canopy ✓
 - + TRAILS, RIVER ACCESS
 - + GREENSPACES X City, CONNECTIVITY
 - + POLLINATOR/+GARDENS, teaching gardens
 - + Connections blw City & Higher EDU
 - + James River Heritage Trail
 - + ^{JOINT} Commitment to sustainability
 - + Outreach fr. P&R to community

- WEAKNESSES
- Trash/recycling Challenges
 - * littering
 - * not enough city supported opps
 - * messaging
 - * monitoring, add'l, maybe needed
 - * "missing" ✓✓
 - * 3 centralized locations, down fr. before
 - * & none c attendants
 - * not being emptied timely
 - * glass recycling eliminated
 - debris management & drainage issues

- ③ — food deserts / lack of food ✓
- growth rate impact(s) now or on horizon
- impact(s) of shift to greater proportion of apartments: houses
- GHG emissions management
- Public input opps & re: timber harvesting
- dam ^{College Lake} operation & info communication / Outreach ✓
- development landscaping req. / policy
- & urban tree policy ✓
- RECREATIONAL ACCESS TO JAMES RIVER
- SEDIMENTATION / STORMWATER MANAGEMENT

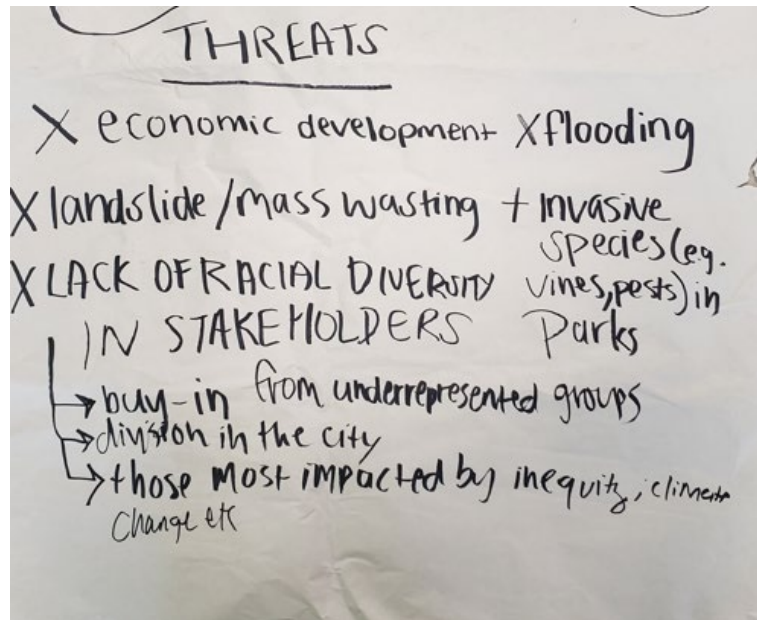
④

OPPORTUNITIES

- + Stream buffer ^{Policy improvement}
- + Plastic bag tax ^{Consideration}
- + ^c Green infrastructure
- + Native tree Planting, Percival's Island, clearing some invasive species
- + Public access to river on Percival's Island
- + planting native gardens in empty lots
- + safe routes to schools
- + trails connectivity to neighborhoods
- + trees along high traffic corridors
- + Sustainability advisory board
- + Collaborative ~~Canoe~~ public-private Partnerships
- + ^{EDU opp about Sustainability} Whitewater Park ^{econ dev}
- + NFIP/CSTAR ^{fish passage}
- + ^{Program 0 FEMA} invasive species ^{citizen science test plot} mgmt area/
Plan/board/grant

⑤

- + Heritage x recreation trail expansion
↳ * econ dev / tourism potential
- + Outdoor classrooms



Focus Group 5: Park and Trail Buildout

March 18, 2021

Strengths

- People and expertise
 - Specialists/Experience
- Public support/Funding
- Donations/Volunteers
- Trails
- Athletic fields
- History and signage... message
- Land distribution
- Teamwork
- Master plans, already created and those already implemented
- Various funding sources
 - Collaboration in writing grants
- Longevity of institutional knowledge

Weaknesses

- Competition
 - Parks prioritization - competing interests and needs
 - Private development conflict (involvement of parks in new development)
 - Attacks on sidewalk ordinance
 - Parks' seat at construction coordination meetings
 - Replacement plan for canopy trees
 - Losing tournaments to other places because of [lack of] facility availability (sports complex needed)
- Funding:
 - Infrastructure maintenance funding
- Hierarchy/Alignment
 - Sports tourism discussion "falls under economic development"
 - "Needs to fall under parks"
 - Need collaboration/coordination division of responsibilities
 - "Misalignment of responsibilities"
- Degradation/Climate Impact
 - Strain on parks due to flooding
 - Increased utilization - heavy traffic and doubled usage amid COVID
 - Not enough staff for operations and maintenance
- Geography
 - Park deserts
- Communication
- Connectivity
 - From rest of city to parks and trails

Opportunities

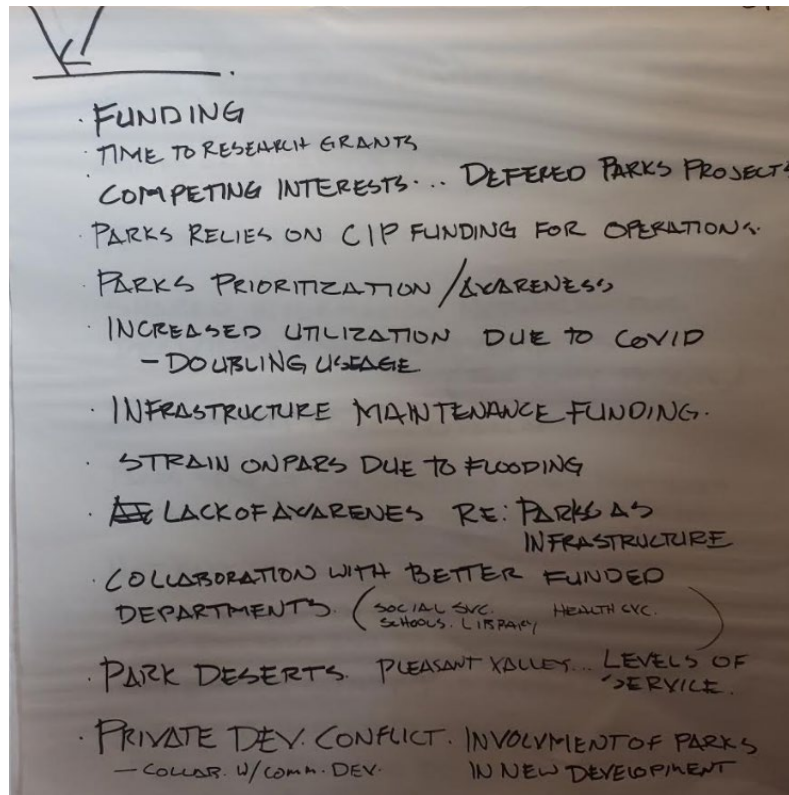
- Communication/Outreach
 - Leveraging public support
- Assets
 - Quantity of land owned by the city
 - Complete underdeveloped parks
 - 10-minute walk - strong community support
 - Indoor facility/rec center - strong community support
 - Natatorium, seniors, courts, operations
 - Jefferson Park improvements
 - Rutherford Street Athletic Park
- Partnerships
 - With developers - to secure green space/parks
 - Land swaps/tree canopy benefits
 - Public-private partnerships
 - Farm Basket Trail Realignment
 - And other opportunities for aligning trails along businesses
 - Amherst County
- Demonstrate economic impact of parks
- Funding
 - Grant opportunities based on diversity
 - CBDG Grants for low-income area: Miller Park Pool replacement
 - Brownfield Redevelopment Grant - Foundry Park DT Park
 - River Access
 - Great Location and size

Threats

- Manpower/Availability
- Delays in projects
 - People wearing multiple hats
 - Performing different jobs
 - Losing tournaments because of facility availability
 - Availability per maintenance
 - Misalignment of responsibilities
 - Sports tourism discussion falls under economic development
 - Needs to fall under parks

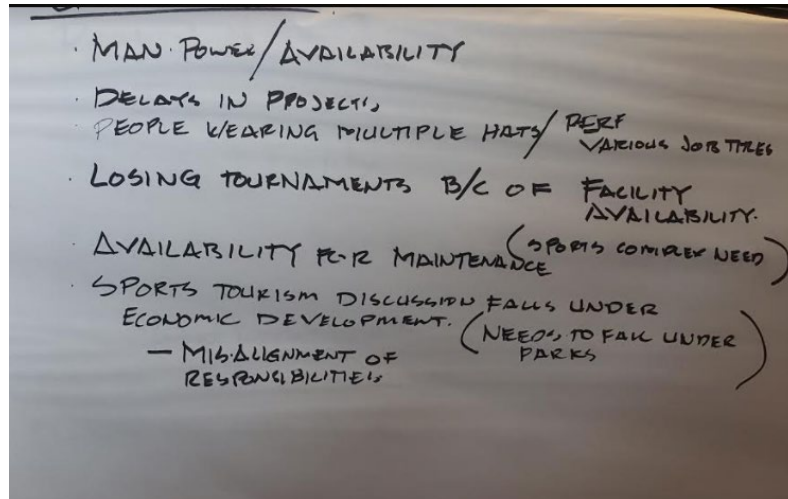
STRENGTHS

- PEOPLE / EXPERTISE. SPECIALISTS / EXPERIENCE.
- PUBLIC SUPPORT / FUNDING.
- DONATION / VOLUNTEERS
- TRAILS! + ATHLETIC FIELDS
- HISTORY + SIGNAGE ... MESSAGE.
- LAND DISTRIBUTION ACROSS CITY.
- PARKS NETWORK.
- TEAMWORK. ACROSS DIV.
- MASTER PLANS IN PLACE.
- VARIOUS FUNDING SOURCES (GRANTS)
 - COLLABORATION IN WRITING GRANTS
 - TIME
- LONGEVITY -> Institutional Knowledge



- Leverage Public Support
- Quantity of Land Owned by City
 - better access for citizens
 - possible distribution/satellite services
- Partnerships w/ Developers to secure green space & parks
 - specify areas of need in this plan
 - support Comm. Dev. when working to secure agreements
- Effectively communicate costs to Council (\$)
 - Capital + Operating
- Demonstrate Economic Impact of Parks + Rec
 - Tourism
 - Home Values
 - Jobs/Recruitment/Retention
 - Use existing studies
- Wealth of History
 - Interpretation
- Public Private Partnerships (P³)
- Increase Dept. Collaboration

- Farm Basket Trail Realignment (Partnership)
 - Other opp. for aligning trails along businesses
- Grant opportunities based on diversity
- Trail utilization base line (counters)
- Leverage Natural Resources
 - Blueways (more access)
- Partnership w/ Amherst County
- Complete Underdeveloped Parks
- Trail Loop (connecting parks)
- 10-minute Walk - strong community support
- Indoor facility / Rec Center
 - Natatorium
 - Seniors
 - Courts
 - Operations
- Jefferson Park Improvements (Central Health Partnership)

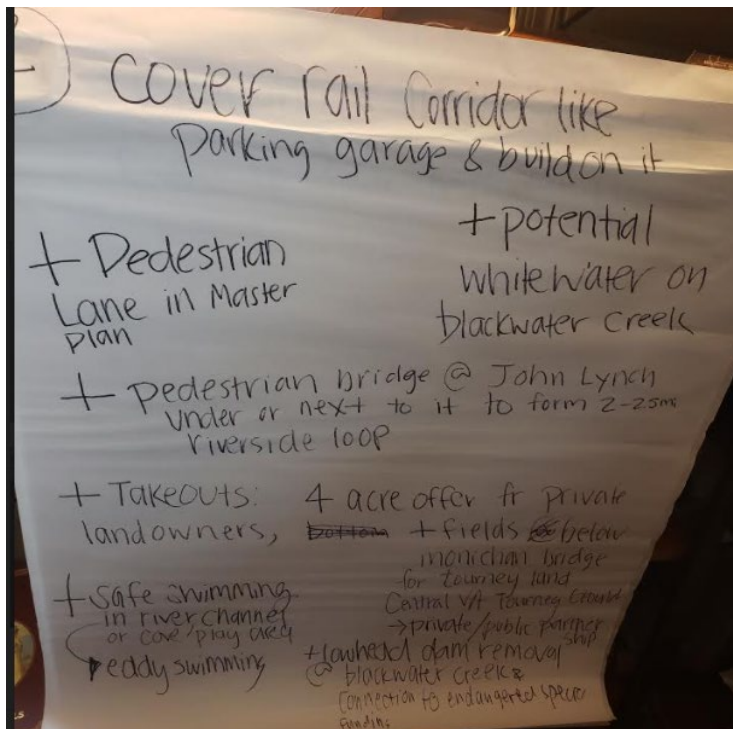
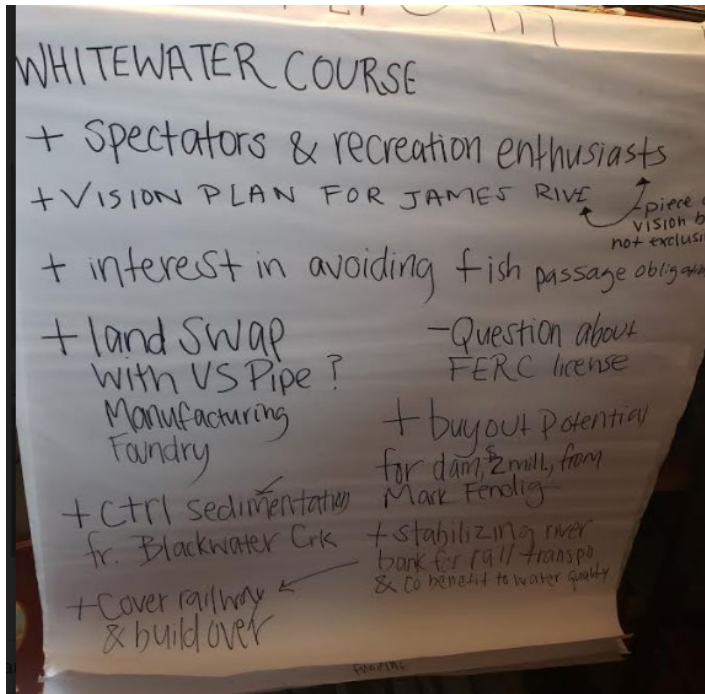


Focus Group 6: Big Ideas

March 18, 2021

Big Ideas

1. Whitewater Course
 - Variable options to proceed
 - General interest
 - Audience: spectators and recreation enthusiasts
 - Interests
 - Park and Play Whitewater Spot
 - Whitewater as well at Blackwater Creek
 - Pedestrian bridge at John Lynch, under or next to it to form 2- to 2.5-mile riverside loop
 - Take-outs arranged with landowners
 - Four-acre offer from private landowner with fields below Monichan Bridge for tournament land in Central VA
 - Safe eddy swimming spots
 - Low-head dam removal at Blackwater Creek
 - Co-benefits
 - Control sedimentation from Blackwater Creek
 - Bank stabilization supporting rail transportation
 - Parties:
 - Dam owner interested in avoiding fish passage obligation
 - Seeking to get FERC license
 - Buy-out potential for dam: \$2 million to Mark Fendig
 - Collaboration:
 - Vision Plan for James River
2. Lynchburg Loop Trail
 - Interests
 - Regional trail connections
 - Landhorn Trestle - Tyreeanna Pleasant
 - Pedestrian connection from train station
 - Crossing Rivermont to Riverside Park
 - Access road next to RR - Ask to open to bike/pedestrian traffic and pick up a fence between path and RR
3. Biking
 - New location for future pump track
 - Single track mountain bike trail from Ivy to ____
 - Free bike exchange
4. Addressing flooding at Peaks View and other trails
 - Funding
 - FEMA?
 - Methods
 - Sub-parking lot innovative flood storage
5. Separate Environmental Education Center at Ivy Creek Park
6. Engagement
 - Fun passport system



- 3 + Langhorm Trestle along Ivy to
Peakes to Poplar - Bedford - Blackwa
Sandusky - Heritage - Tyreanna/Pleasant
↳ connection to Amherst in 2010 Master P
- + ped connection from train station
- + SINGLE TRACK MTN BIKE TAL
FROM IVY TO
- + PARALLEL TO 501 + ACCESS RD
NEXT TO RR - ASK
OPEN TO BIKE/PED
\$ PUT UP A FENCE
B/W PARK & RR
- + CROSS RIVERMONT TO
RIVERSIDE PARK ✓
- + BURYING RD BY ARTS COMPLEX APTS
- + REPAIR BRKN WLY PADS BRIDGE
(working on!)

- 4 + new location for future pump
track
- + addressing flooding @ Peakes
View & other trails
↳ * FUNDING FROM FEMA
- + BEACON HILL INSTALLATION
- + parking & Flood storage
- + Separate enviro edu center
@ IVY CREEK PARK
- + free bike exchange
- + fun passport system for experiences

Appendix F

SECURITY NEEDS

Security Needs Assignment and
Security Needs Assessment for Miller Park

Security Needs Assignment Recommendations needed:

Introduction: The City of Lynchburg's Park System is experiencing security issues ranging from simple illegal drinking to drugs to violent assaults of citizens. As with any City, certain areas are worse than others but it is an across the board issue. Parks & Recreation Department wishes to create not only safe but welcoming areas to all our citizens for recreation of all types. There is no reason any citizen shouldn't feel safe in the City's many parks, trails, and other recreational facilities. In 2021 the Department began increasing the safety of our facilities by adding security camera systems and starting the process of consulting with LPD for security assignments.

Our first Security Assignment from LPD was for Miller Park since it has been the most problematic. Crimes range from drugs all the way to violent crimes such as assault and one shooting. The report has shown many needs for improvement at this Park. This includes better security measures such as security cameras, fencing, lighting, and much more. We have a recommendation of implementing a "special police officer," a security official that would work directly for Park Services. These officers would patrol the parks and trail regularly where LPD regular officers do not have the time regularly to do so. If there is a larger issue at hand, they would call for support from LPD. Parks & Recreation could also utilize them for programming and special events where regular officers are regularly needed but do not have the availability to attend.

Security Measures Needing Major City Investment:

- **Special Park Officers – Creation of the positions by City**
 - As stated above, these officers would patrol Parks, Trails, and Parks Facilities which are mostly missed right now by LPD's limited resources. They will also attend special events and help with programming by Parks & Recreation.
 - Already presented for 3 part-time positions for 2023 FY Budget
- **Lighting Systems:**
 - Many of our Parks have very limited lighting which creates places for criminal elements. Many of the lighting systems we do have are well past their "useful life." This includes adding and upgrading lighting systems in parking lots and throughout the parks. (Good example is Peaks View Park.)
 - **Rough Budget overtime needed:** \$1,500,000 to 2,000,000
- **Fencing Improvements:**
 - Many of our Parks need new or replacement fences. In more visible areas we should implement better fencing systems such as invisible fence or metal fence over the traditional chain-link. P&R has adopted specific black metal fence or black vinyl-clad chain link as a consistent brand throughout our parks, and have been implementing these gradually as fencing replacements are funded. We need to strongly look at existing facilities such as Miller Park Pool to ensure the best possible placement and fencing system type are being used.
 - **Rough Budget overtime needed:** \$1,000,000

- **Security Camera Systems:**
 - We have started with facilities, implementing these at all our Neighborhood Centers, and now in addition, we have our first remote outdoor camera system at the Skate Park. We believe having more of these systems visible at actual Parks will not only help solve crime but proven to deter crime. We still have many facilities such as City Stadium, Gyms, and etc. that have no security systems nor camera systems.
 - Rough Budget overtime needed: \$250,000 – 500,000
- **Landscaping Improvements:**
 - Many of our landscapes are overgrown or poorly designed allowing areas where people can hide. We need to look at these areas in high traffic areas and implement new landscaping designs that deter these types of activities while remaining aesthetically pleasing to park visitors.
 - Rough Budget overtime needed: \$100,000 – 200,000

Security Assessment for Miller Park

August 6, 2021

Initial assessment conducted by:

**Cindy Kozerow, Crime Prevention Specialist
Sgt. Gary Fink
From the Lynchburg Police Department**

Parks and Recreation Staff involved:

**Mr. Chris Higgins
Ms. Maggie Mace
Mr. Avery Watkins**



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Purpose for a Security Assessment:

The purpose of conducting a Security Assessment is to evaluate the overall security of the facility, review target-hardening measures, loss prevention strategies, overall facility and employee safety. Preventing crime is best accomplished upon the complete application of the Crime Prevention Through Environmental Design recommendations of the assessor. To only partially implement them reduces the overall security of the property and safety for people who are living or working there.

These recommendations are provided according to best practices amongst CPTED practitioners and Crime Prevention professionals. While following these recommendations to improve access control, surveillance, and territorial ownership will help reduce criminal opportunity and the fear of crime, it is not a guarantee of such. While it is possible to reduce the opportunity, it is impossible to guarantee that implementing these recommendations will result in a safe and crime free environment. However, they will help to mitigate vulnerability and criminal opportunity if properly applied and maintained.

Crime prevention, like all management responsibilities, will require attention to changing operational needs, and continual upgrading and implementation of new security technologies.

CPTED:

This section is included to give the reader a basic understanding of the theories and terminology included in the document.

Crime Prevention Through Environmental Design (*CPTED* \sep-ted\) is a branch of situational crime prevention that has as its basic premise that the physical environment can be changed or managed to produce behavioral effects that will reduce the incidence and fear of crime. This proper design and effective use of the built environment results in improving the quality of life for citizens, and enhancing profitability for business. The overall goal is to prevent crime through designing a physical environment that positively influences human behavior. People who use the area regularly will perceive it as safe, and would-be criminals see the area as a risky place to commit a crime in that same location.

Like all situational crime prevention strategies, CPTED has as one of its primary goals to reduce the opportunity for specific crimes to occur. Where CPTED differs from traditional target-hardening strategies is that the techniques employed seek to use environmental factors to affect the perceptions of all users of a given space. This addresses not only the opportunity for the crime but also perceptions of fear on the part of those who may otherwise be victims.

Drawing heavily on behavioral psychology, CPTED concepts and strategies take advantage of the relationships that exist between people and their environments. The way we react to an environment is more often than not determined by the cues we are picking up from that environment. Those things that make normal or legitimate users of a space feel safe (such as good lighting), make abnormal or illegitimate users of the same space feel unsafe in pursuing undesirable behaviors (such as stealing from motor vehicles).

In practice, CPTED principles can be used in a wide range of contexts, from social planning to urban design; from community safety to specific security risk management applications. While the underlying principles can be traced back to ancient civilizations, the contemporary concepts of CPTED have been around more than forty years and touch upon a great number of professional disciplines.

CPTED has three major components: Access Control, Surveillance, and Territoriality as defined below.

Access Control (Natural and Mechanical Access Control):

A design concept directed primarily at decreasing crime opportunity by denying access to crime targets and creating in offenders a perception of risk. This is accomplished by designing streets, sidewalks, building entrances and neighborhood gateways to clearly indicate public routes and discouraging access to private areas with structural elements.

Surveillance (Natural and Mechanical Surveillance):

A design concept directed primarily at keeping intruders easily observable. Promoted by features that maximize visibility of people, parking areas and building entrances: doors and windows that look out on to streets and parking areas; pedestrian-friendly sidewalks and streets; front porches; and adequate nighttime lighting.

Territoriality (Territorial Reinforcement):

Physical design can create or extend a sphere of influence. Users then develop a sense of territorial control while potential offenders, perceiving this control, are discouraged. Territoriality is promoted by features that define property lines and distinguish private spaces from public spaces using landscape plantings, pavement designs, gateway treatments, and 'CPTED' fences.

Maintenance is also a key component of CPTED, as any lighting, signage, fencing, etc. that is not kept in good working condition, allowed to deteriorate, or becomes vandalized, will not be effective.

Overview and History

In 1862 Samuel Miller donated 18 acres of land to the City of Lynchburg to be held "...in trust as, and for a public Promenade and Pleasure Ground for the use of the citizens of Lynchburg, and Strangers, and visitors temporarily sojourning there." Those original 18 acres became City Park, the first public park in Lynchburg. Renamed Miller Park in honor of Samuel Miller, the park has changed in many ways throughout its long history.

Park amenities include baseball fields, basketball courts, horseshoe pits, an Olympic size pool, and playgrounds. Miller Park has almost 30 acres and includes two picnic shelters that can be rented, as well as the historic Aviary, which can be used for weddings, parties, and other events. The Aviary, built in 1903, was formerly part of the Miller Park Zoo, home to exotic birds and animals. The Miller Park pool is the only public outdoor pool in Lynchburg.

In the summer of 2020, the Miller Park pool was not open due to the Covid-19 pandemic. The Parks and Recreation Department opened the pool for the summer on June 12, 2021 through August 8, 2021. The public admission fee to use the pool is \$3.00 per person, and the pool is open from 1:00 PM – 6:00 PM. Swim classes are offered, as are lifeguard training and water safety instructor courses.

In March of 2021, Mr. Howard Covey, the facilities supervisor, sent an email to the LPD Crime Prevention Specialist regarding problems at the Aviary during a class being held there. The Parks Services Manager, Mr. Chris Higgins, contacted the LPD Community Action Team on June 16 by email due to ongoing problems at the pool and surrounding parking lot area. A security assessment was initially scheduled for June 30, but due to several issues, had to be rescheduled for August 6, 2021.

Due to the majority of concerns being at the pool, adjacent parking lot, and basketball court area, this assessment will primarily focus this section of the park from the entrance on Park Avenue, to the right around the traffic circle to Langhorne Road, to Fort Avenue and back to the right to the Marsh Street entrance and the intersection with Grove Street near the Aviary.



Adjacent Properties

Miller Park is surrounded by single-family residential areas, businesses, and houses of worship. E. C. Glass High School is at the intersection of Park Avenue and Memorial Avenue, along with the Plaza shopping center and the Lynchburg Public Library. Along Park Avenue the Salvation Army operates their Center of Hope, which is a homeless shelter and church. Another church, Peaceful Baptist, is located at Park Avenue and Langhorne Road, and several businesses, including Roads to Recovery, a drug addiction program, are on Langhorne Road. A Family Dollar store is at the corner of Fort Avenue and Langhorne Road, and multiple businesses are along Fort Avenue, ranging from a fast food restaurant to a paint store, gas station and a 7-11 convenience store. Lynchburg Fire Department station #3 is across from the ball fields on Fort Avenue also. The Grove Street boundary has single family residences, and the former school building that now serves as the administrative headquarters for the Parks and Recreation Department for the City of Lynchburg.

Crime Analysis

Please refer to the attached Crime Analysis Report

Property Observations and Recommendations

Entrance and parking lots:



The Miller Park main entrance is located on Park Avenue, with a dark brown sign designating the property as Miller Park. The sign states the park is closed from dusk to dawn except for permitted activities. The entrance leading into the parking lot is divided by a traffic island with parking lots on either side of the drive lanes. There are no directional arrows or signs to indicate what the traffic pattern should be in this area.

The end of the island has a circular drive lane that is directly in front of the main entrance gate to the pool. Visibility to the front of the building is nonexistent due to the overgrowth of hydrangea bushes and a tree in the center of the island. The entrance to the building is almost totally obscured by the landscaping.

Recommendations:

- **Add No Trespassing sign at the entrance with the park's name.**
- **Change the color of the sign to make it brighter, easier to see and read.**
- **Add directional arrows painted on the pavement indicating one way in and one way out, add signs also.**
- **Remove every other hydrangea bush to eliminate the hedge, trim bushes down to no more than 3 feet high to increase visibility and reduce hiding places.**
- **All bushes around the parking lot should be trimmed to below 3 feet high, all trees need to be limbed up so that the lowest branches are at least six feet high.**

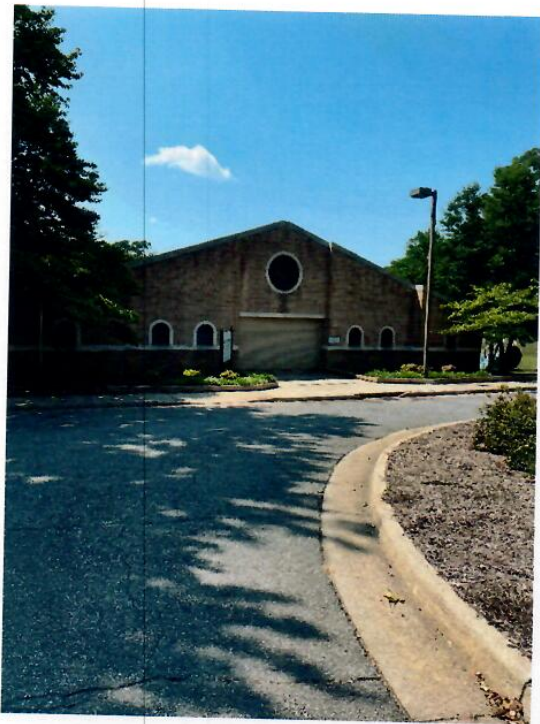


The view looking out from the main entrance to the pool clearly shows the need for landscape improvements. Pool staff working at the entrance need to be able to see who is entering the park and approaching the entrance. If someone with a weapon was walking toward the entrance, the workers and pool patrons would have no ability to see the problem and get to safety and call the police.

Recommendations:

- **In addition to improving visibility via the landscaping, this area must be covered by good quality surveillance cameras. The cameras need to be positioned towards the entrance to the park, the driving lanes, and to capture people at the sidewalk area outside of the pool entrance. Cameras also are needed inside the lobby area so that facial features are seen for purposes of identifying people who create problems or are breaking the laws. The surveillance camera system should be integrated to allow for multiple monitoring points, preferably viewable by staff on cell phones and at a dedicated, secured monitor bank with no more than six cameras per monitor.**

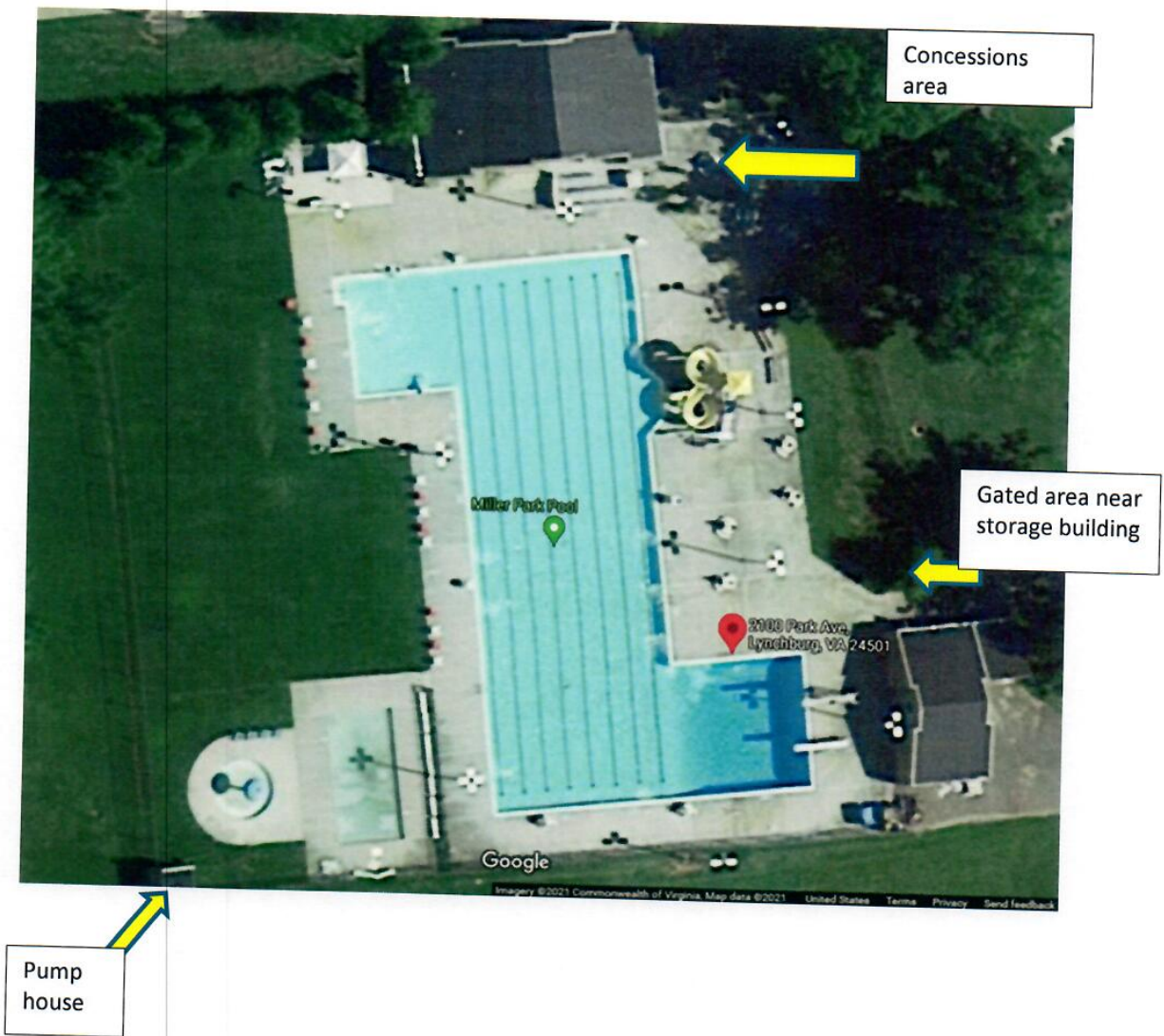
Pool Area:

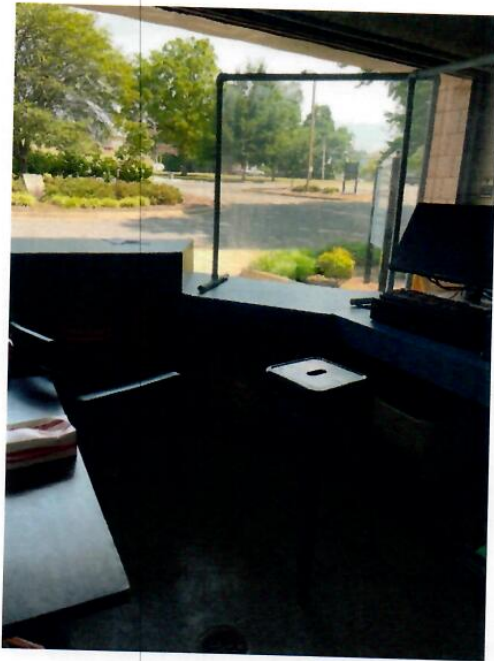


The main pool entrance has a large white sign with rules posted. Due to the color, it does not blend into the background, and is easier for people to see.

Recommendation:

Change the color of all signs so that they are more visible and people know what is expected from them when they are in the park. Utilize the Parks and Recreation logo on all signs to show territoriality and remind people they are in a public park. Rules signs need to be in a similar size and coloring, creating a “brand” across all of the City of Lynchburg Parks system.



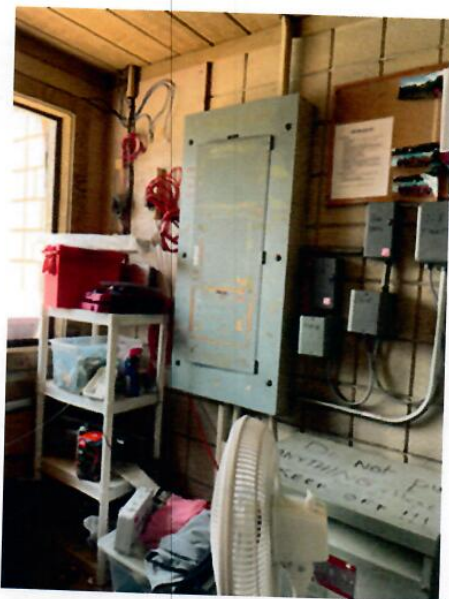


The area where staff collect the admissions fee has no real security features. There is nothing to provide safety for the staff if someone has a weapon. The counter is too low to prohibit someone from reaching across to steal something, or assault a staff member. The cash is unsecured in a small lock box, but it is easily accessible since there is no door or walls to create an actual barrier.

The entrance to the girls' locker room is directly behind the counter, and anyone could take items from this area without anyone noticing if there were a lot of people at the entrance gate. In the event of an active shooter, securing the entrance to the area would be very difficult and time consuming due to the roll down door over the very wide entrance.

Recommendations:

- **Mr. Higgins said that the pool was scheduled for major renovations in the next few years. However, this area is one of great concern, and needs to be improved before the next swim season. The entrance area needs to be safe for workers, and this means creating a secure area for them, and for the equipment/ money in the work space. Actual walls with window openings for visibility and air flow are needed. The rear of the counter area needs an actual door that can be secured to prevent unauthorized persons from entering the room.**
- **The counter area should be raised up to at least 4 feet to help prevent someone from just leaning across it and grabbing objects or people. The cash box should be secured so that no one can reach it from the locker room entrance. Cash should be limited, taken to the office several times a day to limit the loss if it is stolen.**
- **A panic alarm should be added to this area so that staff can alert others, get help in case of an emergency. There should also be improvements made to the roll down doors so that they can quickly be secured in the event of an emergency situation.**



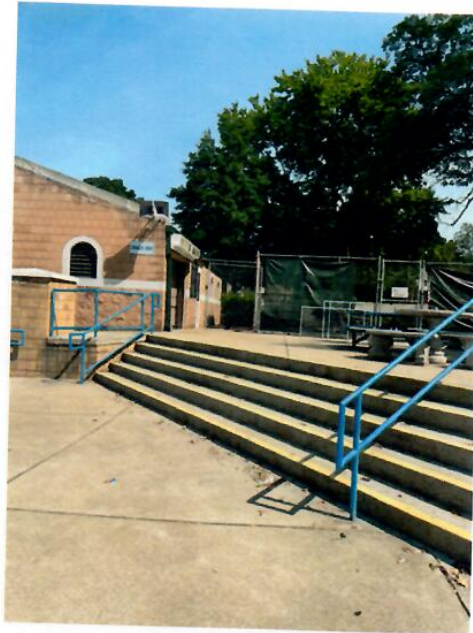
The pool director's office has a sliding window overlooking the pool. The office is very crowded, and not secured. The electric boxes are located in this room, and are accessible because the room is open and pool guests walk past it from the locker rooms into the pool area.

Recommendation: Keep door closed and locked at all times.

When people leave the locker rooms located in the building, they can go to their left to the concessions area or walk down the steps and go around the pool concrete walkway. They can sit in chairs provided on the concrete, or go to the grassy lawn area between the concrete walkway and the fence.



Main entrance area
and manager's office



The area to the right is utilized by the staff, and had blue temporary barricades in front to show that it was a private area and restricted to pool staff. This area had a doorway into the office area, and a staff kitchen. However, it is located next to the fence, and many pieces of equipment were located just inside the fence area. This provides a means of entry if someone climbed the fence, using the side of the building for support, and then jumping onto the equipment once they are over the fence.

Recommendations:

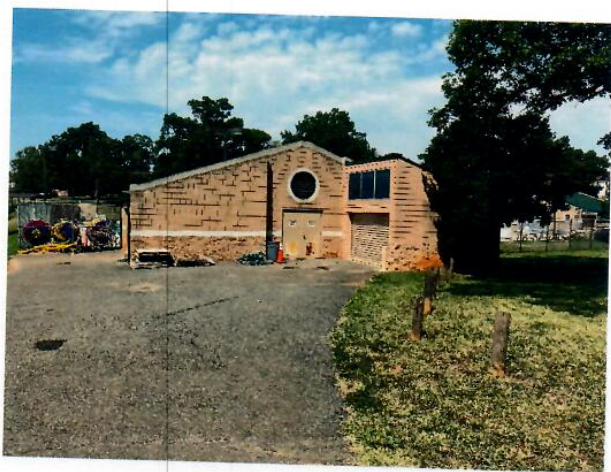
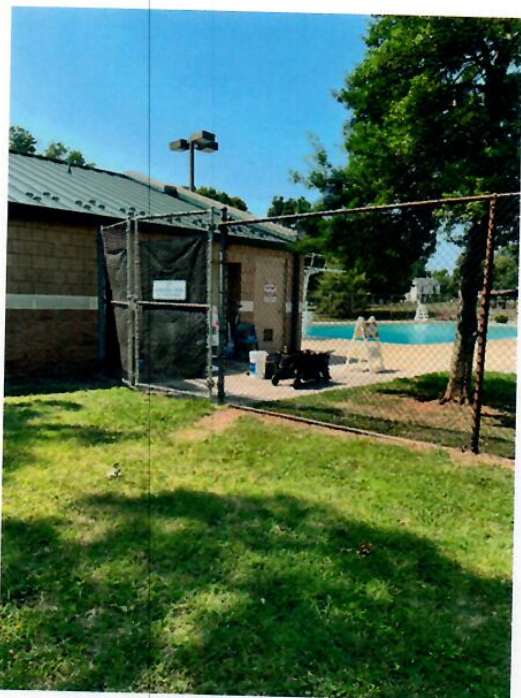
- **Move objects away from the fence line.**
- **Trim back the trees so they can not be used as a climbing aid.**
- **Install a security camera in this area.**

Much of the fence is covered by a dark wind screen, which has cut down on some of the people hanging out at the fence, and passing items back and forth between gaps in the chain link fence or gates. Pool staff said the area around the concessions and the left-hand side of the grassy area near the gated entrance at the chemical storage building are particular problems.



The fence on this side had boards secured at the bottom of the fence, and sections of the fence had been mended due to vandalism and attempts climb the fence to enter the pool area.

The gap in the gate is wide enough for drinks and other things to be passed inside, so a temporary plastic barricade fence had been placed in the area to restrict access. The back of this storage building is outside of the fence line, and due to a tree located beside it, could provide a means of access into the pool area.



The rear of the building is not well protected, and needs to be inside the fence line.

The wooden pallets, water hose, etc. are sitting out in plain view and could be easily stolen. The pallet could be set on fire, and being so near a chemical storage area with flammable/toxic chemicals is dangerous.

Recommendations:

- To reduce unauthorized access into the pool, a good fence is necessary. While the black chain link is less expensive, a metal CPTED style fence made of coated aluminum is more aesthetically pleasing, and does not provide a “toe hold” to aid in climbing the fence.



Black metal CPTED style fence with flat top or spear top.



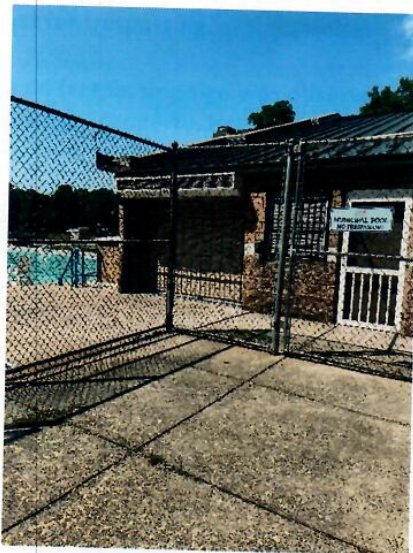
Another option to reduce unauthorized access is a high security welded wire mesh “anti-climb” fence with a slanted top, but this is a more expensive option.



- Fencing needs to surround the chemical storage building. Extending the fence across the back of the building will create a buffer zone to further protect the building and people in the pool.
- The fence line needs to be extended 15 to 20 feet past the current fence line around the perimeter of the pool. This will provide more area for people to spread out and enjoy the pool, and prevent people outside of the pool area from easily talking to those inside.

According to the staff, those interactions frequently lead to confrontations between people out in the parking area or around the outside of the concessions area.

- Removed the tree at the rear of the chemical storage building.
- The pallets, hose, traffic cones need to be placed inside the building. Nothing flammable or that could be used as a weapon or to gain access into the pool area should be around the buildings.
- Surveillance cameras need to be installed at the entrance, at the concessions stand, and to show the areas beside the fences. If an attempt is made to scale the fence, the cameras should be able to capture this, and provide quality images to help in identifying and prosecuting those responsible. The “low lux” cameras placed on the outside of the buildings should be equipped with tamper resistant housing, able to function well in low light, and still provide a clear image for law enforcement purposes.
- Staff members need to keep an up to date log of barred individuals, and if they are seen on the property, the police need to be called to make an arrest for trespassing.
- One no trespassing sign was observed on the side of the pool property. However, at the concessions area, an updated, easier to see sign was posted.



- The updated signs need to be on each side of the property, including all sides of the buildings and the fencing so that it removes the excuse from someone to say that they “did not see a sign.”

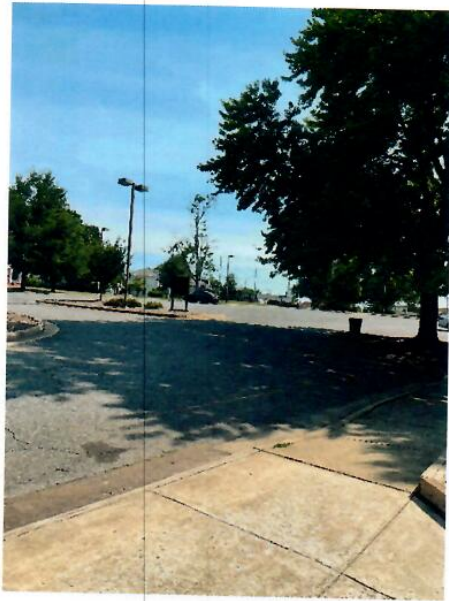
- All doors to the buildings need to have good quality dead bolt locks, solid core, and have internal or high security hinges. Unfortunately, the double doors at the chemical storage building, and this one at the pump house for the children's mushroom feature have exposed external hinges. These exposed hinges should be covered with a high security metal hinge guard to prevent them from being popped open.



Park Avenue Parking Lot

There are parking lots on either side of the main entrance into Miller Park. The lot to the left hand side is the closest one to the basketball courts along Park Avenue. The one to the right side is smaller, and is closest to the children's play ground equipment and a pathway that leads toward the pavilion and over to Grove Street and the Parks administration building.

According to the Parks and Recreation staff, there have been problems in the parking lot between groups of teens, even reports of attempted robberies and brandishing of a fire arm. The majority of the problems occur near the basketball court, or in the area nearest the concession stand at the pool. Ms. Mace said that the pool policy is that if someone inside the pool leaves to go watch or get involved in altercations in the parking lot, they are not allowed to return inside the pool that day. This policy helps eliminate bringing the "drama" back inside of the pool area and reduces the opportunity for altercations there.



Parking lot on the left
hand side.



Parking lot on the right
hand side.

There are pole lights in the parking lot that should provide adequate illumination. However, the signs state that the park closed from dusk to dawn with the exception of special events. If cars are parking in this lot at night when no special event is taking place, it should be treated as trespassing, and police should issue citation for the violation.

Unoccupied vehicles on the property at night should be towed off the lot, and signage stating this should be clearly visible. Parks and Recreation can contract with a towing company to perform this function at the owner's expense.

Recommendations:

- **In order to enforce the No Trespassing on City property, and prohibit overnight parking or illegal activity in the parking lots, the best recommendation is to gate or place a chain across the parking lot entrance to restrict vehicular access after-hours.**

Basketball Court:



Just past the entrance on Park Avenue, the basketball courts are visible from the street near the roundabout intersection with Langhorne Road. The pool administration building (with the locker rooms and concessions area) is located to the right in this picture. It is barely visible due to the landscaping and topography changes.



Park buildings and grounds personnel were on the site and interviewed about the problems they are encountering. One staff member said they have a lot of problems with the basketball court because people are out there late at night, past the time the rest of the park is supposed to be open. The staff have to clean up a lot of litter that is left on the courts and around the benches on a daily basis.

Several problems were noted at the basketball courts, mainly due to mixed messages on the signs.



This sign is hard to see, as it blends into the black CPTED fence around the basketball courts. It states the park is closed from sunset to sunrise, which indicates that the entire park is closed at night. However, there are large light poles at the basketball courts, with buttons to push to make the lights come on and illuminate the courts for one hour at a time.

Another sign posted at the fence gives instructions to use the lights, and the hours that they are operational. Sunday through Thursday, the lights work until 10:00 PM. On Friday and Saturday, they work until 11:00 PM.



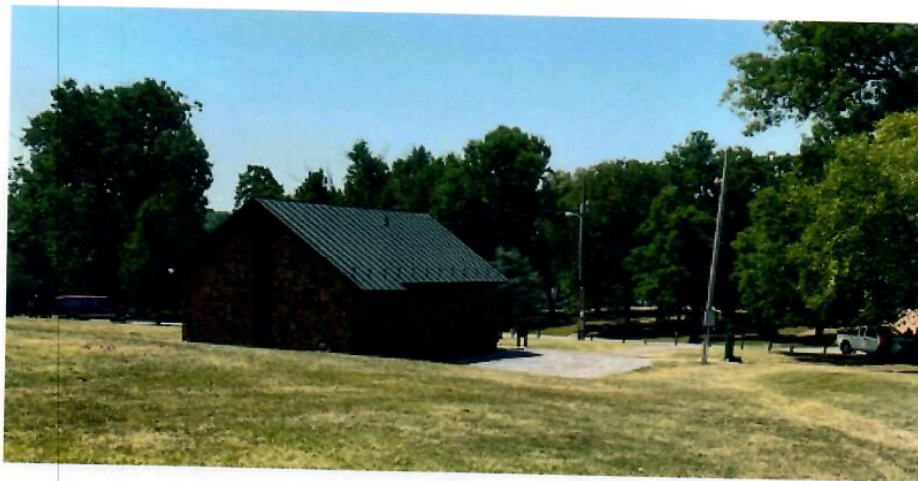
While having the basketball court open later at night gives teens a place to go play basketball, it creates another problem. This provides a “legitimate” reason for someone to be in the park at night, creating a problem when officers would try to issue a citation for trespass violation. If this section of the park is open, then a person walking across the park to the courts has an excuse to be there. Having the courts open past the rest of the park creates an unintended consequence to provide a reason for people to be in the park past normal hours.

Recommendations:

- **The hours that the entire park is open should be consistent for all areas of the park. Instead of allowing the basketball court lights to be operated until 10:00 or 11:00 PM, they should operate on the same dusk to dawn closed schedule as the rest of the City parks.**
- **Due to on-going problems in this area, security cameras should be strategically placed so that inappropriate activity can be observed, and responsible persons barred from using the basketball courts, or prosecuted for any criminal behavior. Cameras need to be vandal resistant and placed high enough that they can not be reached by anyone on the ground level.**

Rest Rooms

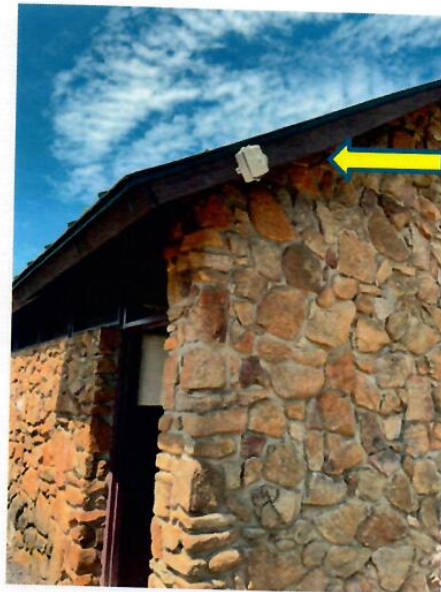
There is one free standing building in the center of the park that contains public rest rooms. This stone building is near the back of the pool chemical storage building, between the pool and the baseball fields. The door to the men's room is on one side, and the women's is on the opposite side of the building.



According to the buildings and grounds staff interviewed, these bathrooms are an on-going problem. They stated that they are the "worst" in all of the public bathrooms in the parks. One staff member said he regularly finds them filthy, with feces all over the place. He said that people will go into the bathrooms at night, sleep in them, use them for cleaning themselves, and have even set fire to them. He believes these are primarily homeless persons who stay at the Salvation Army shelter, but if they are not allowed in there for any reason, they will go into the park instead.

The doors on the bathrooms are equipped with a magnetic lock that holds them open, and is designed to automatically disengage at 6:00 PM. The door will swing shut, and be locked until the next morning. However, to thwart this, people have discovered that placing an object in the doorway will prevent the lock from working, enabling them to enter the bathrooms. They will sleep in there at night, particularly in the winter, as it is warmer in there than outside.

The grounds staff work from 7:00 AM – 3:00 PM, so they are not physically checking the doors in the evenings. To help prevent people from entering the bathrooms after it is supposed to be closed, a strobe light was added to the roof line. This will flash when the bathroom is occupied to signal that someone is in there. In theory, this would allow passing officers to notice, get out to check the bathrooms, and make arrests for trespassing.



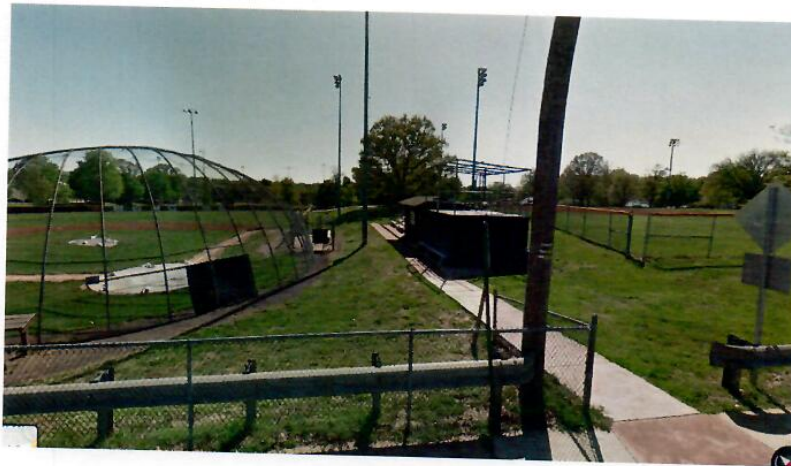
Strobe
light

Recommendations:

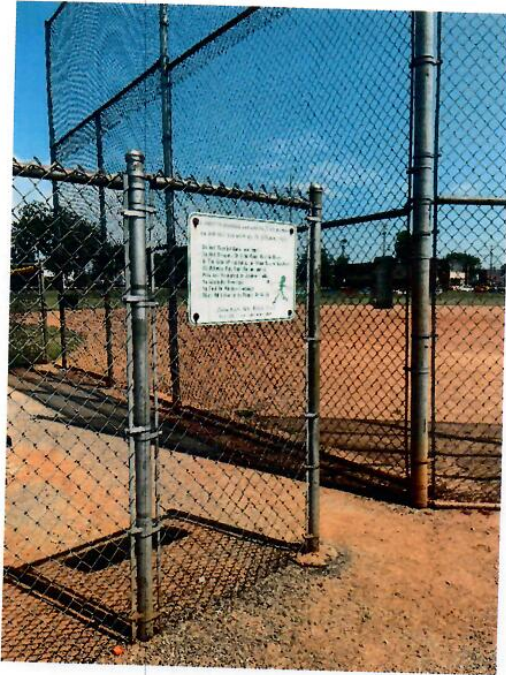
- The bathrooms need to be checked nightly at park closing time by a staff person or persons to make sure no one is inside, and the doors are security closed and locked. While the magnetic lock is a good idea, since it is so easily defeated, it really serves no practical means for securing the building.
- Officers do directed patrols at the park, but the rest room building is located away from the streets. From Langhorne Road, only the roof is visible. Officers would have to enter the main parking lot, to see the building from the women's rest room side. They would need to enter from Marsh Street to get a good visual of the men's side of building. This request to drive into the park should be added to nightly patrols as staffing and calls for service will allow.

- **If the bathrooms are secured by staff, the strobe lights will not be necessary. Instead, motion activated flood lights should be placed around the building. If someone is walking near the building, these lights will suddenly come on, and can be set to stay on for several minutes. This bright illumination will be easier to view from the street or parking areas, and should discourage people from trying to enter the building.**
- **To help discourage vandalism and identify perpetrators, the bathrooms need to be covered with good surveillance cameras. These need to be low lux, vandal resistant, and placed to see both sides of the building, and the parking area nearby.**

Baseball Fields and Horse shoe area



There are three baseball fields, used by the local little league teams, and other groups. Mr. Higgins indicated that they are due for a renovation, but they appeared to be well maintained. Some litter was around the bleachers area, and signs about rules were faded. The concession stand has been broken into several times in the past few years.



Recommendations:

- It is important that no cash be kept in the concessions building, and a sign stating this should be posted on the building. Supplies should be locked into storage cabinets if possible to add another layer of security to the items.
- Signs posted at the ball fields and horseshoe pit should be consistent with the rules, and the colors. This is an opportunity for “branding” a Parks and Recreation logo across all elements of the park.
- Any location that sells items, handles cash, or has large groups of people should have surveillance cameras in the area. All doors to buildings need good quality dead bolt locks.

Fireman's Memorial Fountain

The fireman's memorial fountain is located near the Marsh Street entrance. From the baseball field area, looking across the park, it is visible from the back side. However, driving beside it shows the overgrowth of the bushes surrounding the fountain.



Recommendations:

- **The bushes/shrubs surrounding the fountain area need to be cut down to no more than 3 feet high. They have formed a hedge, and every other bush may need to be removed so that the area has greater visibility. It would be dangerous for someone to walk along this pathway now because anyone could be hiding behind these overgrown bushes. Since this is located in a more isolated section of the park, there is not a lot of natural surveillance happening. To increase safety, these bushes need to be reduced.**

Pavilion/Picnic Shelters

There are two covered shelter areas in the park that can be rented by groups to use. On the day the initial walk through of the park was done, several problems were noted at the larger shelter near the Grove Street administration building. Several people were sitting at this shelter, and one man had a Taser that he kept pushing to make it light up and click. He did this upon seeing us walking towards him. A woman had a can of beer that was not open, but was in front of her on the table. Sgt. Fink told her no alcohol was allowed in the park, and she got very hostile and combative, saying it was not open. Mr.

Higgins told her it was not allowed even if it was unopened, and she was instructed to leave the park or get a citation for having alcohol in the park. She began filming us on her cell phone, saying she was going to post it to Tik Tok. Mr. Higgins said that was a good idea, and she could help get the information out to the public that alcohol is not allowed in the parks. She continued to be rude, but did walk out of the park.



This is the smaller pavilion behind the area of the pool. According to the buildings and grounds staff, both shelters are used by people in the evenings when the park is supposed to be closed. They leave behind a lot of trash. Beer and liquor bottles are left around the sites, some are broken, creating a safety risk for anyone who walks in the areas. Trash receptacles are provided, but are not used.



Recommendations:

- **Having very visible No Trespassing signs and hours posted at the shelters is important. Signs with the park rules, including that No Alcohol is allowed also need to be posted.**
- **The Parks and Recreation Department should also add a statement prohibiting the smoking of marijuana in public spaces. Violators of the alcohol and marijuana laws should be prosecuted.**
- **To discourage people hanging out in the park at night under these picnic shelters, installing vandal resistant motion activated lights in the tops of the ceilings is recommended. People illegitimately on the property will be unable to remain hidden, because every movement under the shelter will cause the light to come on and illuminate the entire area. Adding the motion sensor flood lights at the corners of the buildings, or mounted up on nearby light poles is also suggested to reduce people being in the park at night.**

The Aviary





The Aviary is a very unique and historic building located in the park beside Grove Street. The building has undergone renovations, and is rented out for weddings, meetings, and classes that are offered by Parks and Recreation. There is a small parking area that parallels Grove Street nearby.

Mr. Covey, the Parks Facilities Manager, had contacted the LPD about concerns when an individual came inside during a class, which made the teacher and students very uncomfortable.

From the outside, the main point of concern is that the HVAC units are beside a driveway, and are unsecured.

Recommendations:

- **Securing the building to ensure it is locked when not in use is imperative. When classes or events are being held inside, the door should be secured so that uninvited people do not come inside. The police should be called whenever an attempt is made to gain entry.**
- **Due to thefts of HVAC units, or the copper tubing inside them, these units should be fenced to limit access and increase the effort needed if someone wanted to steal the units or vandalize them to steal the copper tubing.**

General CPTED Recommendations:

Access Control:

Good signage is the first step toward access control. People need to know what is expected of them, where they are allowed to be, and when they are allowed to be there. The signs need to be large enough to be easily seen, colorful, and the words need to be large enough to be easily read. The standardized use of verbiage, color, logos, help not only with access control, but establish ownership by the Parks and Recreation Department. This sense of territoriality helps remind people that they are on property that is open to the public, but owned by the City of Lynchburg, and there are behavioral expectations they need to abide by in the property.

To totally restrict access into the park would require fencing the property, which would be very expensive and not produce the same open feel that is currently in the park. However, there are areas of the park that need better access control, such as the pool, parking lots, and rest rooms. Securing those areas can be accomplished through a combination of fencing, good locks, solid doors, lighting, and the use of surveillance cameras.

The simplest and most cost-effective means of limiting vehicular access is by chaining off or gating the entrances to the parking lots along Park Avenue and Marsh Street. The small lot along the baseball fields at Fort Avenue is highly visible since it is bordered by the street. Vehicles can't not get into the park from this lot, so there is no need to gate it.

A gate that would be closed and locked nightly could also provide access control. Another option, but more expensive is the installing of removable bollards in the middle of the drive lanes entering the parking lot.

Access control in buildings, such as the pool administration or the rest rooms requires good doors, good locks, and someone who has the daily responsibility to make sure they are secured. Good key control is also important so that there is good accountability among the people who have been assigned keys to particular buildings. A key inventory should be done annually to make sure no keys are missing.

Surveillance:

Lighting

The ability to see and be seen increases a sense of safety, and is necessary in any environment.

Lighting and landscaping are important components in any site design and need to be reviewed together to prevent future conflicts. Lighting should provide clear paths for movement and highlight entrances without creating harsh effects or shadowy hiding places.

Good lighting will help people feel more comfortable in their surrounding and help reduce the fear of crime. Crime will actually be deterred as a result of good lighting and the increased surveillance ability it provides.

All buildings need to have sufficient lighting in the parking areas, and the addition of dusk to dawn lights on the sides of each building would be greatly beneficial. Adding motion sensor flood lights to the corners of the rear sides of the buildings would also help decrease the opportunity for someone to come onto or leave the property unnoticed.

The recommended lighting standards call for the following:

- Consider the evenness of the lighting. Lighting should not produce sharp contrast or dark areas for concealment. There can be "too much" light in certain area.
- Use vandal resistant polycarbonate housings on lights. This helps to prevent damage to the lights and fixtures.
- Use automatic photo sensors to turn lights on at dusk and off again in the mornings. This eliminates human error.
- Exterior lights at all building entrances should remain on all night. It is advisable to have several interior lights on timers inside the administrative buildings set to go on and off at different times. This creates the illusion that the building is occupied, and may help reduce acts of vandalism since most people do not want to be observed while committing a crime.
- The building should also have sufficient lighting in the perimeter from wall pack lights or motion sensor lights along the sides of the building. All lights should have tamper resistant housing over entrances and at corners.

The guidelines for security lighting are created by the Illuminating Engineer Society of North America (IESNA). IESNA recommends a .5 – 2.0 FC for building facades and 3.0 FC for parking lots. While these are the specific industry standards, a simple test to determine if lighting is adequate is to have someone stand 30 feet away from you. If it is adequate, you should be able to identify them, tell their facial expression to determine if they are angry or happy, or see if they have a weapon in their hand.

There are differing views among crime prevention practitioners regarding lighting in parks. Some believe if they are well lighted then it will discourage criminal activity. Others believe it would only suggest that the park is "open" and signage regarding hours of operation would be ignored. Some people think just lighting walkways is sufficient, but this creates more problems than it would solve. To only light pathways would send a message that you are welcome to walk through here, and people would have the perception that it is safe because it is well lighted. However, that is not true because 5 or 10 feet off the path, it would be completely dark, and that would provide the opportunity for an assault to happen. It is my recommendation not to light the entire park, as that would most likely bring more people to hang out there late at night.

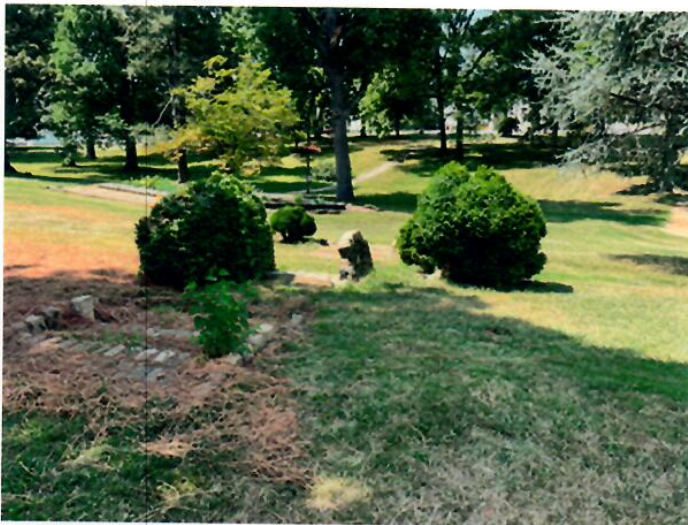
Surveillance Cameras

Mechanical surveillance is needed to supplement natural surveillance in Miller Park. Improved natural surveillance can be accomplished by reducing the size of bushes or removing them, trimming trees, etc. The addition of a good surveillance camera system will help the staff to be able to see problems as they occur, identify people who are violating park rules, and have evidence needed in case legal prosecution is necessary. The cameras are especially needed around the pool, the basketball courts, the rest room building, and the picnic shelter areas.

There are numerous companies and systems available that utilize cloud storage, easy operation, and produce high resolution images, even in low light conditions. The City of Lynchburg IT Department should be able to recommend an appropriate system and cameras that would provide the coverage needed at an acceptable price point.

Landscaping

Due to the topography, there are many hills with in the park, which add to the natural beauty of the landscape. However, these create areas where visibility is limited. It is important that no bushes or trees obscure the ability to see across these areas, and around all structures located in the park.



Overgrown bushes block the stairs in the park. This creates a fall hazard and they should be removed.

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While the rolling hills provide a picturesque view, the trees, bushes, and shadows do inhibit visibility through the park.

- All landscaping around the buildings and across the entire park should be trimmed to below 3 feet high, all trees need to be limbed up so that the lowest branches are at least six feet high. This creates an open viewable area and reduces places for people to hide.
- Large bushes that seem to be randomly placed throughout the park should be relocated away from pathways, playgrounds. Again, these provide concealment, and would create the opportunity for an assault, robbery, etc. to occur. Some were in poor condition with places that were dying, so removing them is important.
- Several dead trees were noted around the property. These need to be taken down as soon as possible. During a storm, or high wind event like a derecho, limbs could be blown down and cause serious injury to anyone around them. This creates a liability for the City, and to avoid injuries and accompanying litigation, these dead trees should be cut down immediately.

Territoriality:

Territorial reinforcement is used to distinguish public and private spaces. This can be done in a variety of ways, such as signage, flower beds and even mowing. The idea is to show that someone owns and cares about this space. A space that is not used for legitimate park events can quickly be used for some kind of illegal or unwanted activity.

The use of the same style of signs that are highly visible throughout the park will help establish the ownership of the park. Adding the same flower beds at the entrances will further help establish the boundaries of the park. Adding a section of fencing, or a small rock wall as a gateway treatment at the entrances will also show the ownership and provide a visual cue that this is a public park, owned by the City of Lynchburg.

Extra Security Recommendation

Due to the ongoing problems at the pool during the summer, it is recommended that a security officer patrol the area around the pool, both inside the fence and outside, during the time the pool is open to the public, and at least one hour after it closes. This would be a visible deterrent, and while a LPD officer would be the best option, due to staffing shortages, it would be impossible for one to be assigned to this on a consistent basis. Off duty officers could be hired, but there is no guarantee that all of the dates and times would be filled. Currently the off duty rate is \$35.00 per hour for a minimum of 3 hours of work.

Hiring security staff from a reputable company would be a less expensive option. The security officer could be supplemented by the hiring of off duty officers at specific times, such as opening day, and special events that would draw a larger than normal crowd.

Having at least one security staff person in Miller Park to walk the grounds and help make sure rules are not being violated, would be a good thing to do year-round. However, the most critical time is during the summer, and at times when the public schools are on breaks. Unsupervised youth can create problems in any setting, and do not always handle conflicts in a mature manner.

It is also important that people who break the rules are issued bar notices, either by the security staff or Parks and Recreation staff. The barred individuals should not be allowed to return to the park, and if they do, the police should be called to arrest them for trespassing.

Concluding Remarks:

The implementation of the CPTED recommendations to increase the security for the pool staff is the first thing that must be considered. This can be accomplished by access control measures into the pool area and increasing security features inside the fence line. Improving the natural surveillance around the area by reducing the overgrown shrubs is also necessary.

One of the best ways to discourage crime is the use of good quality surveillance cameras that can aid in the identification and prosecution of offenders. Increasing both the number and quality of the cameras is needed to properly cover the park and deter criminal activity.

Signage and function must be coordinated to send the same message. If the park is closed at dusk, there should not be "self-operated" lights at the basket ball courts or baseball fields that allow people to be in the park until 10:00 PM.

The addition of security personnel during peak hours to walk this park doing foot patrol or on a four-wheel drive vehicle will help deter crime and prevent problems.

While there is nothing that the park personnel can do to address criminal activity in the surrounding area near the park, taking these preventative steps should increase the safety inside the park for both staff and citizens using the facilities.

If there are questions about any of the suggestions in this assessment, please contact Mrs. Cindy Kozerow, Crime Prevention Specialist, at 434-455-6145.

The Lynchburg Police Department appreciates the Lynchburg Park and Recreation Department's proactive stance to address problems and find solutions to create a safe environment for all of the citizens who enjoy the various activities within Miller Park.



LYNCHBURG POLICE DEPARTMENT

AUG. 25, 2021

UNCLASSIFIED: FOR PUBLIC RELEASE

Prepared by Detective K.L. Gavin

MILLER PARK CALL FOR SERVICE DATA

The Lynchburg Police Department Intelligence Unit was requested to conduct an analysis of call for service data in the area of Miller Park over the past 5 years. The analysis not only included calls listing the park as the location of the call, but also all calls within a 200 foot buffer surrounding the park. Calls for service in this area were analyzed from January 1, 2016 thru August 24, 2021. All data was obtained from the Lynchburg Computer Aided Dispatch (CAD) system and is accurate as of 8/24/21.

Results of Analysis

The below table represents calls for service by nature that occurred in the Miller Park area for the year 2016 thru the present (Aug. 24, 2021).

CALL NATURE	2016	2017	2018	2019	2020	2021	Grand Total
ABANDONED VEHICLE	2	0	3	0	0	0	5
ACCIDENT / PROPERTY DAMAGE	11	17	18	17	18	10	91
ACCIDENT PERSONAL INJURY	1	2	4	3	3	2	15
ACCIDENT UNKNOWN PI	0	0	1	0	1	0	2
ADVICE	4	7	5	11	10	5	42
ANIMAL BITES/ATTACK	0	0	1	0	0	0	1
ANIMAL CHECK	4	2	3	1	1	3	14
ARSON	0	1	1	2	0	0	4
ASSAULT	11	14	25	12	18	11	91
ATTEMPTED BURGLARY	0	2	0	0	1	0	3
AUDIBLE POLICE ALARM	0	0	1	1	1	0	3
BARKING DOG	0	0	0	2	0	0	2
BUILDING CHECK	1	3	2	4	1	1	12
BURGLARY	1	2	0	2	2	2	9
BURGLARY IN PROGRESS	0	1	1	2	1	0	5
CALL HANG UP	1	0	0	2	3	3	9
CHILD ABUSE/NEGLECT	6	2	0	1	1	2	12
COMMUNITY ENGAGEMENT	0	23	15	21	10	18	87
COMMUNITY POLICING	18	0	0	0	0	0	18
CURSE AND ABUSE	1	0	0	0	0	1	2
DIRECTED PATROL	53	82	63	81	88	83	450
DISABLED VEHICLE	6	2	3	3	2	3	19
DISORDERLY	65	69	66	38	65	32	335
DOG AT LARGE	5	5	10	8	6	3	37

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DOMESTIC	12	4	3	7	6	3	35
DOMESTIC VIOLENCE	14	3	4	6	8	2	37
DRINKING IN PUBLIC	8	4	3	3	3	3	24
DRUG OFFENSE	19	13	11	12	9	4	68
DRUNK IN PUBLIC	20	13	10	33	19	9	104
DUI	1	3	4	6	2	0	16
EMERGENCY CARE ORDER	13	14	10	5	8	2	52
ESCORTS	2	0	0	1	0	0	3
EXCITED DELIRIUM	0	0	0	0	0	1	1
FAILURE TO PAY BILL	2	1	0	0	0	0	3
FIGHT IN PROGRESS	5	15	12	10	11	6	59
FIREARM VIOLATIONS	1	6	2	3	2	3	17
FIREWORKS VIOLATIONS	0	0	0	0	3	5	8
FOLLOW-UP INVESTIGATION	40	41	32	37	21	6	177
FOUND PROPERTY	8	5	5	8	8	1	35
FRAUD	1	1	5	0	6	1	14
GIVE ASSISTANCE	14	14	11	9	13	12	73
HAZARDS	10	11	8	12	10	7	58
HIT & RUN ACCIDENT	2	4	13	9	4	1	33
HIT & RUN PERSONAL INJURY	0	0	1	0	0	0	1
INDECENT EXPOSURE	1	2	1	1	5	3	13
INJURED ANIMAL	3	3	0	1	2	2	11
INJURED PERSON	1	0	0	1	0	0	2
JUVENILE NUISANCES	3	5	1	5	2	2	18
KIDNAPPING/ABDUCTION	1	0	0	0	1	0	2
LARCENY	16	13	17	15	7	3	71
LARCENY FROM VEHICLE	0	6	1	0	0	1	8
LITTERING	0	0	0	0	1	0	1
LOUD MUSIC	1	1	1	4	2	4	13
MALICIOUS WOUNDING	0	0	1	1	3	1	6
MISCELLANEOUS	11	2	4	7	2	2	28
MISCELLANEOUS ANIMAL	4	7	1	5	5	0	22
MISSING PERSON	3	0	1	3	1	1	9
NOISE COMPLAINT	3	1	1	1	6	1	13
OPEN DOOR	1	1	1	1	0	1	5
OVERDOSE/POISONING	2	2	1	2	0	0	7
PANHANDLING	0	2	0	0	1	1	4
PARKING VIOLATION	4	5	5	7	6	5	32
PERSON CHECK	79	90	81	61	69	42	422
POLICE ALARM	19	22	21	10	10	6	88
PROJECT MISSILE VEH/DWELLING	0	0	1	1	1	0	3

PROPERTY DAMAGE/VANDALISM	7	12	6	6	9	2	42
PUBLIC HEALTH EMERGENCY	0	0	0	0	2	0	2
RAPE	0	1	0	0	1	2	4
RECKLESS DRIVING	3	2	1	4	2	2	14
ROBBERY	0	2	1	0	2	1	6
RUNAWAY JUVENILE	1	6	5	6	1	0	19
SEX OFFENSE	2	5	1	2	0	0	10
SHOTS FIRED	4	1	6	7	7	5	30
STALKING	0	0	0	2	0	2	4
STANDBY PICKUP BELONGINGS	2	1	1	0	0	1	5
STOLEN VEHICLE	1	2	3	0	1	1	8
SUBJECT STOP	38	50	50	38	29	12	217
SUDDEN DEATH	0	0	0	1	1	0	2
SUSPICIOUS ACTIVITY	27	22	12	26	19	16	122
TAMPERING WITH VEHICLE	0	1	0	1	0	0	2
TETHERING VIOLATION	0	0	0	0	0	1	1
THREATS/HARASSMENT	23	13	9	11	14	9	79
TRESPASSING	88	32	37	36	30	18	241
TRESPASSING/BARRER LETTER	4	5	1	3	5	0	18
TROUBLE UNKNOWN	3	8	7	5	5	3	31
UNAUTHORIZED USE OF VEHICLE	0	0	0	1	1	0	2
UNLOCK VEHICLE	1	2	1	1	1	1	7
VEHICLE STOP	65	116	68	106	62	30	447
WARRANT	37	50	54	64	57	23	285
WORTHLESS DOCUMENT	1	0	0	0	0	0	1
Grand Total	821	879	758	818	738	449	4463

The below table represents the count of calls for service around the Miller Park area between January 1, 2021 and August 24, 2021 by hour of day and day of week.

	2021 YTD Calls by Hour of Day and Day of Week							
	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Total
12 AM	3	0	2	2	3	4	1	15
1 AM	2	1	0	3	0	3	3	12
2 AM	1	0	4	0	4	1	3	13
3 AM	2	1	2	3	1	5	0	14
4 AM	1	1	0	2	1	1	0	6
5 AM	0	0	0	0	0	0	1	1
6 AM	0	2	4	3	4	1	1	15
7 AM	2	1	2	1	3	2	0	11
8 AM	0	0	2	2	1	2	2	9
9 AM	3	0	3	3	0	2	2	13
10 AM	3	0	1	2	2	3	2	13
11 AM	0	0	4	3	1	3	5	16
12 PM	2	1	4	1	6	3	9	26
1 PM	3	4	6	1	2	4	9	29
2 PM	4	0	8	7	3	3	2	27
3 PM	5	3	5	5	3	5	5	31
4 PM	2	6	6	7	6	5	3	35
5 PM	6	9	2	4	1	6	7	35
6 PM	2	4	5	4	2	4	2	23
7 PM	3	2	6	7	5	4	3	30
8 PM	6	3	1	2	3	3	2	20
9 PM	2	1	6	5	2	5	7	28
10 PM	4	3	3	0	1	3	1	15
11 PM	2	1	1	1	3	1	3	12
Grand Total	58	43	77	68	57	73	73	449

The below table represents the count of calls for service around the Miller Park area between January 1, 2020 and December 31, 2020 by hour of day and day of week.

2020 CFS by Hour of Day and Day of Week								
	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Total
12 AM	4	3	1	1	2	0	6	17
1 AM	1	3	3	4	6	4	3	24
2 AM	0	4	2	2	0	1	3	12
3 AM	0	0	1	3	1	1	5	11
4 AM	3	2	2	3	5	1	1	17
5 AM	3	2	0	0	3	2	3	13
6 AM	0	1	3	2	1	3	1	11
7 AM	1	1	5	3	3	5	5	23
8 AM	3	8	6	4	2	4	3	30
9 AM	3	4	4	7	6	6	9	39
10 AM	4	3	5	7	6	2	5	32
11 AM	3	2	4	6	3	5	6	29
12 PM	7	4	7	5	7	8	3	41
1 PM	4	3	15	4	3	10	1	40
2 PM	1	7	6	5	5	8	4	36
3 PM	3	2	6	4	9	4	6	34
4 PM	10	6	9	6	18	6	4	59
5 PM	6	4	4	8	5	7	4	38
6 PM	5	6	5	2	5	6	4	33
7 PM	3	9	6	6	8	4	5	41
8 PM	3	4	5	5	6	12	6	41
9 PM	7	5	2	6	7	5	9	41
10 PM	8	5	5	5	13	3	6	45
11 PM	4	2	8	8	5	3	4	34
Grand Total	86	90	114	106	129	110	106	741

Appendix G

SERVICES AT NEIGHBORHOOD CENTERS

PART 3: SERVICES AT NEIGHBORHOOD CENTERS

Neighborhood centers are hubs of activity for citizens of all ages. In the comfort and convenience of a neighborhood setting, centers offer core programs, activities, classes, and events – providing opportunities for all citizens to participate in a rich variety of experiences. The services offered at the centers focus on support for family, career development, and education.

After School Youth Programs

After-school programs generate the highest center participation and provide an engaging and supervised environment for youth. According to research conducted by *America After 3 PM*, more than a quarter of America’s schoolchildren are on their own after the school day ends, and before parents get home from work.

The after-school program at centers is a free service open to Lynchburg residents ages six to 17, with age-appropriate activities for elementary- and secondary-school audiences. Staff members create a safe and engaging environment which supports the healthy social-emotional development of youth participants. The program follows a self-paced, hands-on, multi-age, cooperative form. The daily structure provides opportunities for youth to engage in active living, satisfy academic curiosity, develop social skills, experience arts and culture, and cultivate personal responsibility. Meals and/or snacks are provided through a local Child and Adult Care Food Program (CACFP) partner.

Senior Programs (Senior Recreation Shuffle)

Senior programs are an integral part of center life. A strong thread in the neighborhood fabric, seniors gather at the centers for events, volunteer work opportunities, and the multi-faceted program, “Senior Recreation Shuffle.” During the Senior Recreation Shuffle program, centers offer a variety of resources to support the well-being of neighborhood seniors. A strong social component is the underpinning of the program. The program is tailored to the participant group to address the many facets of wellness. For example, health screenings, themed informational discussions, seasonal crafts, field trips, and a sampling of gentle movement choices are all part of the mix. Schedules vary by center. Additional opportunities for adults and senior adults are offered in activities and classes.

Teen Programs

Teens attend the afterschool and summer programs at the centers and they also have opportunities to participate in events created for especially for them throughout the year. Signature teen summer programs include Urban Explorers and Hill City Hoops, a summer blacktop basketball league, which was awarded best new program by Virginia Parks and Recreation Society for 2017. During the school-year, there are college sports games and college visit days to attend. In the spring, the neighborhood staff collaborate with educators to host March Madness Lynchburg - tournaments and festivities in the City Armory. In addition, teens may apply to become Young Leaders, through the Volunteer Coordinator. Qualified candidates may be placed at any of the Neighborhood Center locations.

Preschool Playgroup Program

Since 2013, neighborhood centers have collaborated with Lynchburg City Schools to offer the *Preschool Playgroup* program at select neighborhood centers. Preschool education is a critical, yet under-funded, stage of education. There is a demonstrated need for high-quality preschool opportunities for low-income families. The early learning and development gap appears in infancy and grows in toddlerhood. Low-income and low maternal education are risk factors for falling behind in early cognitive and social-emotional development. Low-income infants and toddlers are more likely to experience lower-quality child care; lower-quality child care contributes to poor cognitive and social-emotional learning. Gaps in early learning and quality of care open and grow before children enter the formal K–12 education system.

Preschool Playgroup strives to facilitate child development for children ages twelve months to four years. Playgroup structure provides for both large-group activities and individual choice activities. Overall, activities focus on the areas of gross and fine motor, cognition and language, and social skills. The environment supports natural curiosity and learning through engagement of its children. The interactions encourage age-appropriate language and play between child and caregiver and create an opportunity for community-building among the caregivers in attendance.

Playgroup begins with circle time for the whole group; it promotes community, builds a variety of communication styles, and is a good way to briefly touch on skills that will be supported more specifically in centers. Circle time is followed by center time, when students rotate freely through various centers, in a self-driven process. Playgroup meets one-to-two times weekly at select centers.

Summer Programs

Neighborhood Centers offer a variety of free summer programs, primarily designed to connect with neighborhood residents. This flexible model is fashioned after Portland Parks and Recreation's *Summer Free for All* programming, and it also reaches back to the roots of Lynchburg Parks and Recreation neighborhood services, where free programs are provided for neighborhood youth and families. This program model is a departure from the fee-based day camp program model offered in recent years. Free meals are provided for youth through the Summer Food Service Program.

Learn-to-Swim Pilot Program

The neighborhood centers division has made water safety a priority for center kids during the summer months. In 2018, three neighborhood center staff members earned the American Red Cross Water Safety Instructor certification, which prepared them to teach basic safety and swimming skills to help children gain water competency. When summer camp began, staff assessed over 100 summer campers on their swim abilities, and then offered campers small-group instruction, on a regular basis, throughout the summer camp season. The program continued in the summer of 2019 and centers plan to prioritize water safety education for youth participants in the future. According to USA Swimming Foundation, who has a Make a Splash awareness campaign:

- 79% of children in households with incomes less than \$50,000 have little-to-no swimming ability. Research shows 64% of African-American, 45% of Hispanic/Latino, and 40% of Caucasian children have little to no swimming ability.
- Formal swimming lessons reduces the likelihood of childhood drowning by 88%.

Fresh Produce Services

Fresh produce in the neighborhood centers is an important service for neighborhood residents. Lynchburg's central city neighborhoods are included in the area designated as a food desert, due to the lack of fresh, affordable produce. In the spring of 2015 a Randolph College internship project, "Improving Food Security in Lynchburg through Neighborhood Community Centers," focused on the provision of healthy and fresh alternative food options at the centers. The top two recommendations stemming from this internship research were: soliciting donations of fresh produce to centers and planting gardens/fruit trees.

Teaching Gardens/The Learn, Grow, Eat, Go Program. In 2016 the park services division installed new raised-bed teaching gardens at each neighborhood center. The following year, centers adopted the Virginia Junior Master Gardener curriculum, *Learn, Grow, Eat, Go*, as the framework to connect center kids to the teaching gardens. The curriculum explores the science and practice of growing food, as well as the preparation of meals. *Learn-Grow-Eat-Go* was successfully led by interns from the University of Lynchburg and Liberty University at select sites during the summers of 2017 and 2018. The program's future is being reimaged at all sites with support from the Lynchburg Chapter of Virginia Cooperative Extension and the affiliated Master Gardener program.

Produce in the Centers. In 2017 the Blue Ridge Area Food Bank supplied the centers with glass front coolers for the distribution of fresh produce to neighborhood residents. Fresh produce is regularly available at the center, whether supplied by shipments from the Food Bank, stocked through farmers mini-market events held at the centers with the support of Virginia Cooperative Extension, or donated by farmers from the Lynchburg Community Market.

Outdoor Produce Markets. In 2020, centers began hosting weekly outdoor produce distribution markets, in partnership with the Blue Ridge Area Food Bank. This service enabled centers to efficiently distribute fresh healthy produce to neighborhood residents.

Neighborhood Gatherings & Public Meetings

Centers host a variety of neighborhood gatherings and also public meetings. For example:

- Recurring neighborhood group meetings - Daniel's Hill Society and the Friends of Tinbridge Hill
- City Departments hold public information meetings – for example, listening sessions, budget meetings, crisis response, water resources projects
- Extensive neighborhood planning takes place at centers – Growing Tinbridge Hill Sustainable Neighborhood Plan, Dearington Neighborhood Plan
- Neighborhood celebrations take place at centers – national night out, holiday celebrations

Sexual Health Education Pilot Project

In 2019, neighborhood centers began conversation with Lynchburg Health Department staff about sexual health education and services at the centers. A focus group session with neighborhood residents was held at Diamond Hill Center that same year and a neighborhood survey was given in 2020 to gauge community opinions. As a pilot project, the division plans to host a sexual health education clinic at one center, on a regular monthly schedule.

Neighborhood Stewardship (Urban Conservation Campaign)

In 2017, neighborhood centers staff and partners began to develop a natural resource conservation plan and campaign for central city neighborhoods. The plan was originally envisioned to educate center participants and neighborhood residents about the conservation of natural resources by modeling best practices at the Neighborhood Centers, offering targeted educational programs, and implementing an awareness campaign.

In 2018, Clean Your Block became an annual spring neighborhood clean-up event, supported by collaborators, including the public works department. It has been the focus of the urban conservation campaign.

In 2020, the Block Buddies program was first piloted at the Diamond Hill Center for youth after-school program participants and later introduced at all six neighborhood center sites. The Block Buddies aims to draw after-school program participants to focus on strong neighborhoods and valuable shared public spaces – especially parks, trails, sidewalks, streets, and our water. The program objectives are listed below:

- To elicit a sense of neighborhood pride
- To foster a shared commitment to environmental responsibility
- To send the conservation and beautification message, “Love Where You Live”
- To develop self-awareness and an understanding of individual impact among participants

Resource Services - Computer Lab & Wi-fi

Each center is equipped with free public wi-fi and a small computer lab for public use. Content development is underway for a standard neighborhood center resource page (electronic and print). Computer lab and wi-fi resources are focused primarily on support for family, education, and career development.

Career Navigation Services

The plan for neighborhood centers to launch career navigation services with Virginia Career Works in 2020 was delayed due to the pandemic. The vision is for neighborhood centers to bridge residents to career services and opportunities through on-site classes, counseling, and collaborations with Virginia Career Works, Lynchburg Community Action Group, the Youth Futures Coordinator, and the Economic Development Department.

Activities & Classes

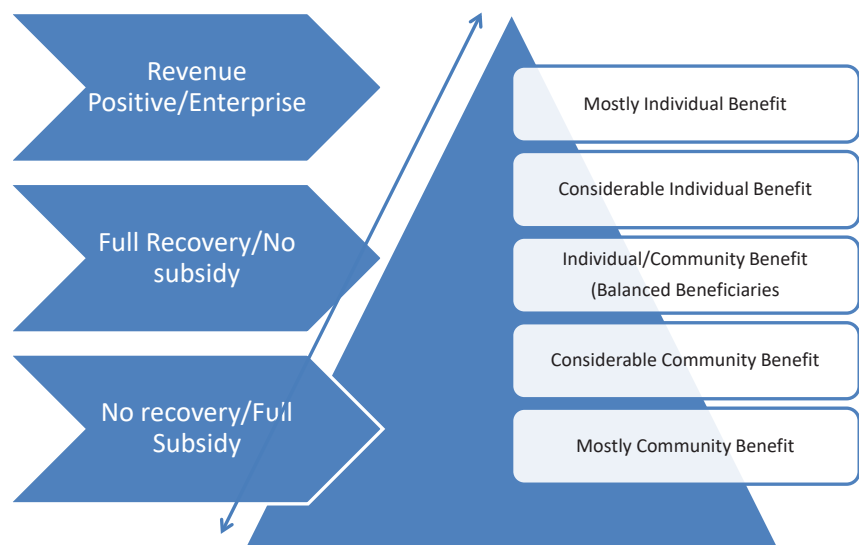
While neighborhood centers public offerings can be quite broad, they generally provide support for the three interconnected themes – support for work, support for family, support for education. Some key services are provided directly by center staff (i.e. out-of-school time programs). Yet, a variety of workshops and classes are offered in collaboration with subject matter experts whose expertise matches with community need/interest. Most often, these experts come from other governmental agencies and non-profit partners.

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Appendix H

COST RECOVERY AND SUBSIDY ALLOCATION PHILOSOPHY

LPRD Cost Recovery and Subsidy Allocation Philosophy



Cost Recovery Formulas

Mostly Community Benefit	Considerable Community Benefit	Individual/Community Benefit (balanced)	Considerable Individual Benefit	Mostly Individual Benefit
Full Subsidy – No cost	Cost recovery- direct cost only	125% cost recovery – direct costs + 25%	130% cost recovery - direct costs+ 30%	Full cost recovery – direct and indirect (+50%)

Cost Recovery Definitions

Totally Subsidized

- Parks and Recreation programs and services provided free of charge – Social Equity 100%

Some Cost Recovery-Break Even

- Recovering direct costs for recreation programs at a break-even level that does not include indirect cost for planning and administration staff nor does it include overhead costs like utilities, marketing, and customer service.

125% Cost Recovery

- Recovering direct cost as stated in 100% Cost Recovery-Break Even Model but tacking on 25% to determine class fee.

130% Cost Recovery

- Recovering direct costs as stated in 100% Cost Recovery-Break Even Model but adding 30% to determine class fee.

Full Cost Recovery + Direct Costs

- Recovering direct and indirect costs for a recreation or park service or program because it mostly benefits the individual and should not be subsidized with tax dollars. (When in doubt direct costs + 50%)

Totally Subsidized – Zero Cost Recovery



- All Parks and Open Space
- All Trails and Natural Areas
- Internal Events
- Neighborhood Centers (drop-in)
- Riverside Sprayground
- Riverfront Fountain
- Playgrounds
- Tennis Courts
- Basketball Courts
- Afterschool Care
- Disc Golf
- Group Outdoor Fitness
- Youth Prevention Programs
- Nature Zone Open Hours
- Community Education and Engagement

Considerable Community Benefit

Examples

- Youth Sports
- Miller Park Pool
- Senior Classes
- Therapeutics
- Neighborhood Centers Summer Camps

Some Cost Recovery

Direct Costs	Indirect Costs not included in fee
Umpire fees, T-shirts, trophies, lifeguards, pool cashier.	Program staff Coaches Overhead Pool Chemicals Water Administration/Registration Space or field rental Marketing

Fee Formula Ex: Direct Costs/participant number = program fee

Individual/Community Benefit (Balanced)

Examples

- Health and Wellness Classes
- Environmental Education
- Children Classes
- Dance Classes
- New and Starter Programs
- Swim Lessons

125% Cost Recovery- direct costs + 25%
-

Direct Costs	Indirect costs not included
Instructor Fees Materials and Supplies	Lights Room Rental Facility Rental Marketing Administration/Registration Custodial Services Pool Chemicals

Fee Formula Example: Instructor fee + program material fee/8 (participant minimum)+=base fee + 25% =class fee

Considerable Individual Benefit

130% cost recovery - direct costs+ 30%

Examples

- Enrichment Classes
- Cooking Classes
- Community Recreation Classes
- Naturalist Classes
- Citywide Camps
- Birthday parties
- Tournaments

Direct Costs	Indirect Costs not included
Instructor fees, materials and supplies.	Kitchen equipment, room and space rental, custodial fees, marketing, programmers time, administration, other overhead

Fee Formula Example: Instructor Fee + Material and Supply fee/8 (minimum participant number) = base fee +30% = class fee

Mostly Individual Benefit

Full cost recovery = direct costs+ indirect costs

Examples

- Art/Pottery Classes
- Trips and Tours
- Facility Rental
- Adult Athletics
- Community Market
- Concessions
- Outreach- Design a Program

Direct Costs	Indirect Cost + Direct Costs
Driver fees, Instructor fees, umpire/referee fees, trophies, T-shirts, class supplies like clay, paint, brushes, entrance fees, facility staff fees, gas	Staff programming fees (day of), room or space rental, parking, tables and chair rental, etc.

Fee Formula Example: Driver+ Entrance fees + parking + gas + staff time/12 (minimum trip number) = base fee + other direct and indirect costs/12 = trip cost

When in doubt Direct costs plus 50%.

Nonresident Fee & Staff Costs

Nonresident Fee:

- \$10 Flat Non-Resident Fee for all classes and programs
- \$15 Flat Non-Resident Fee for adult athletics
- \$25 Facility Rentals
- Applies to all classes over \$20
- (rounded up to nearest dollar amount)
- Nonresident fee to be charged at 25% of resident cost up to \$15.

Example:

1. Resident class fee = \$25 Nonresident Class fee = \$25
2. Resident class fee = \$30 Nonresident class fee = \$45
3. Resident class fee = \$40 Nonresident class fee = \$55

Specific Exemption Examples:

- Templeton senior classes - no non-resident fee
- Trips – no non-resident fee
- \$15 flat fee for non-resident athletics participants
- Recognize that some class fees are set by industry standard rates which don't allow for NR fees.
 - Examples: Lifeguard class, WSI, Kayak .
- City Employees benefit - \$5 non-resident fee

Staff Cost Multiplier

Instructor cost = actual instructor fee

Internal (fees budget) staff rates:

- Rec Services (and Neighborhood Centers) the rate is \$18.35/hour
- For Parks Services the rate is \$17.00/hour

Class minimum

Rule of thumb:

You can only run a new or starter program under minimum twice and then they need to be cancelled if they don't make minimum.

Minimum set must cover cost of the program.

LPRD Cost Recovery and Subsidy Allocation Philosophy

Questions???

Appendix

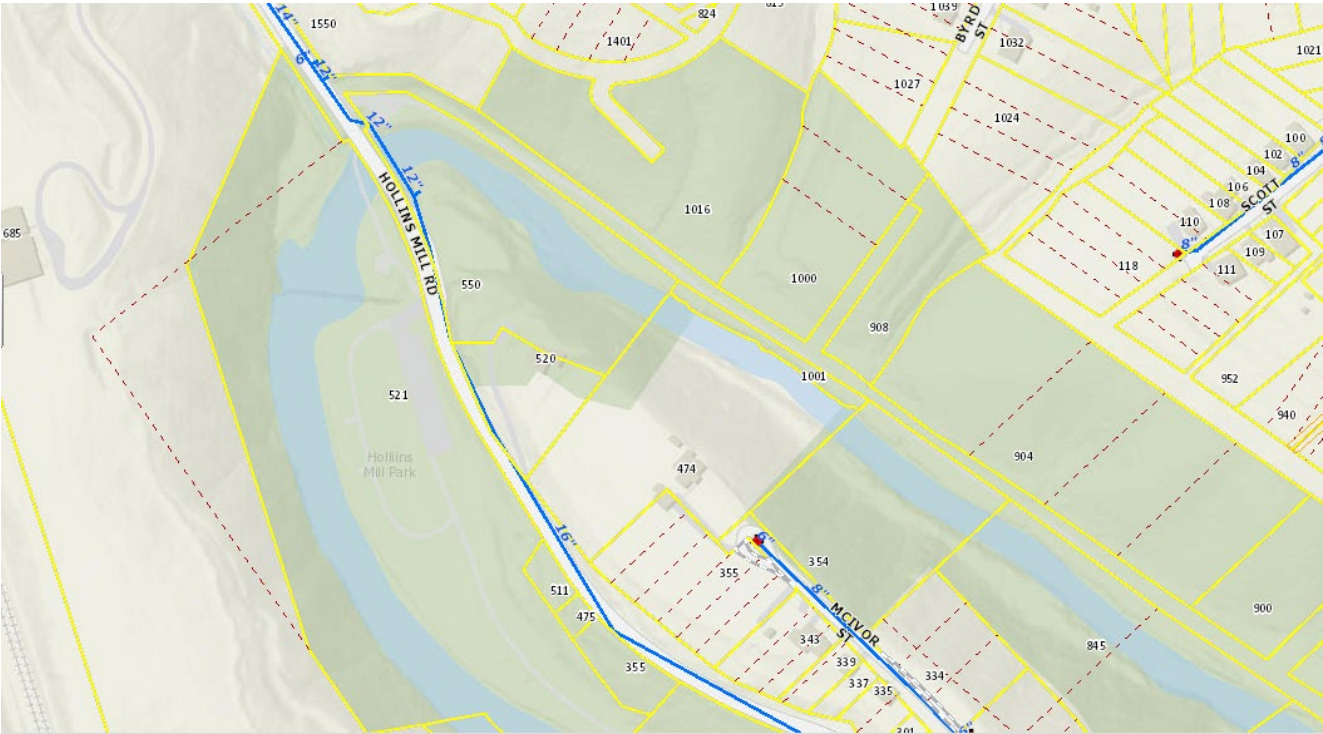
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UTILITY AVAILABILITY

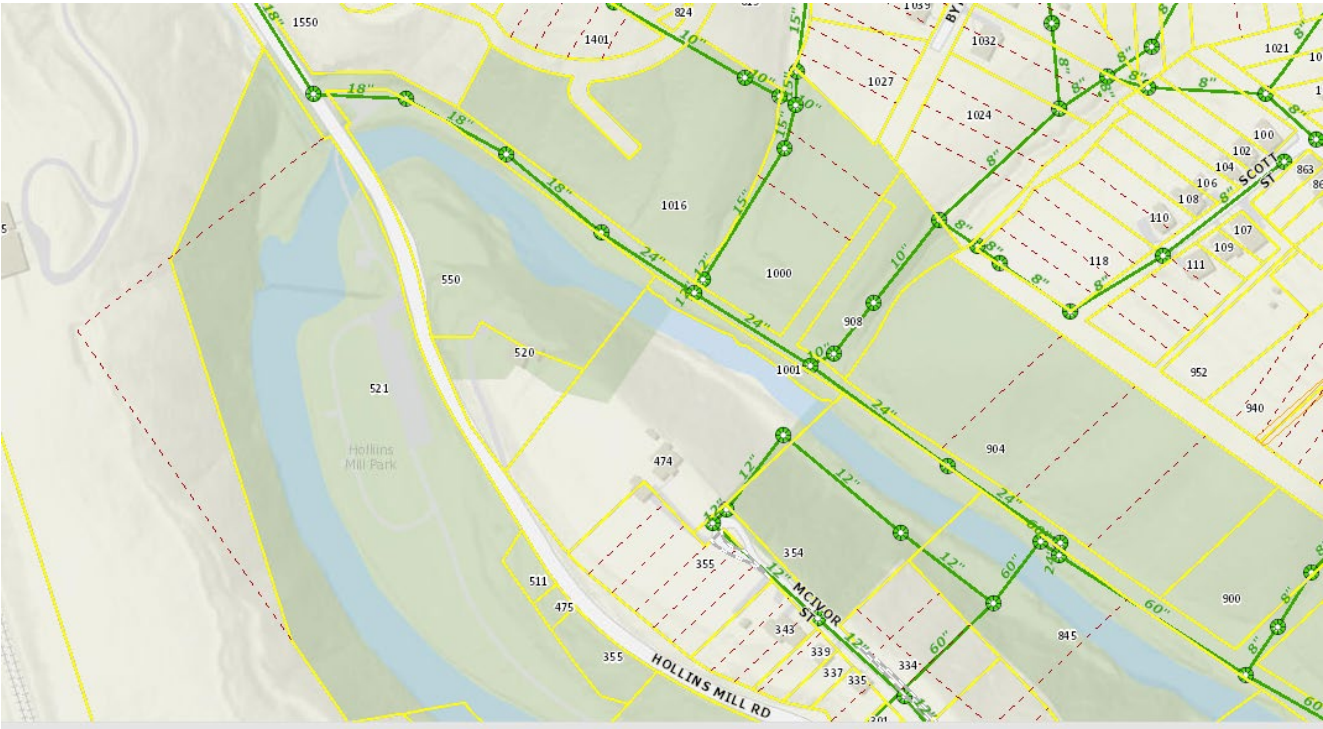
Utility Availability for Park Restrooms

Hollins Mill Park

Water: Available at Road



Sanitary Sewer: Line would have to be run up the road.

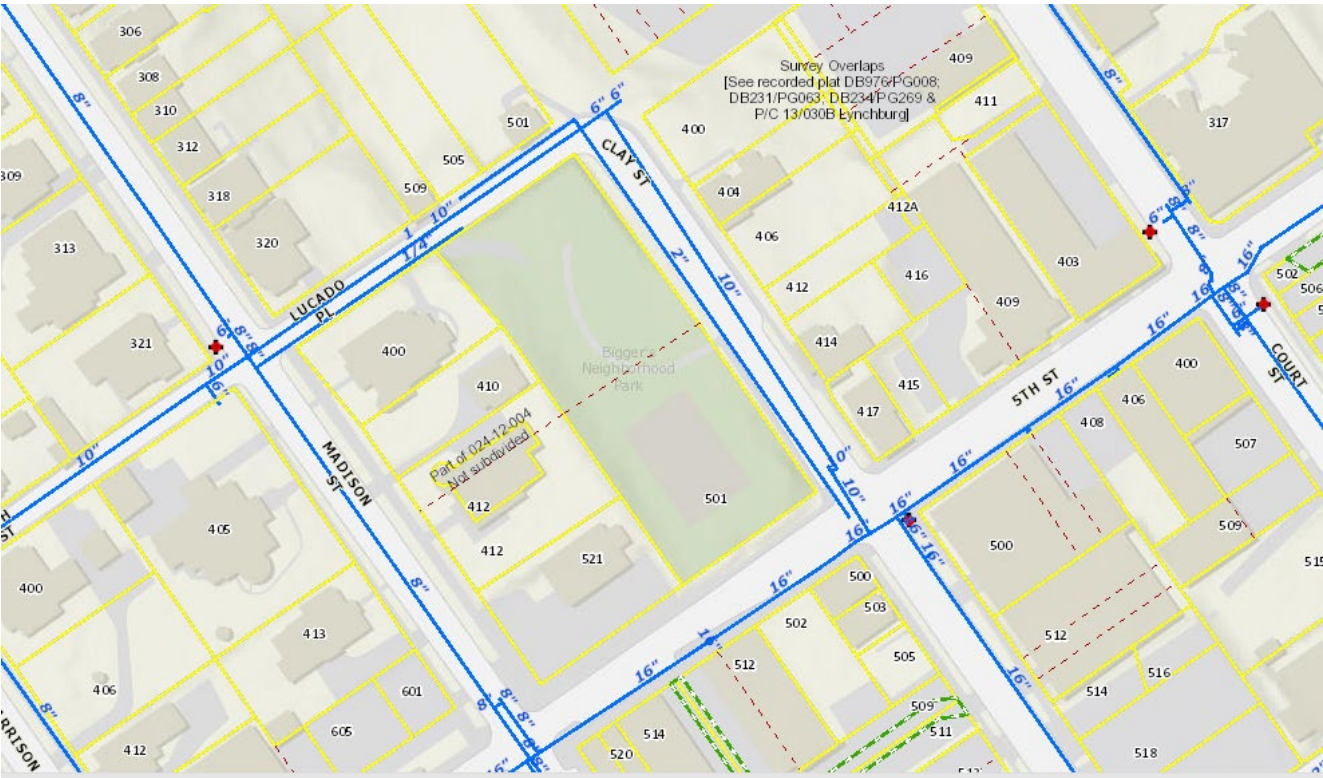


Recommendations:

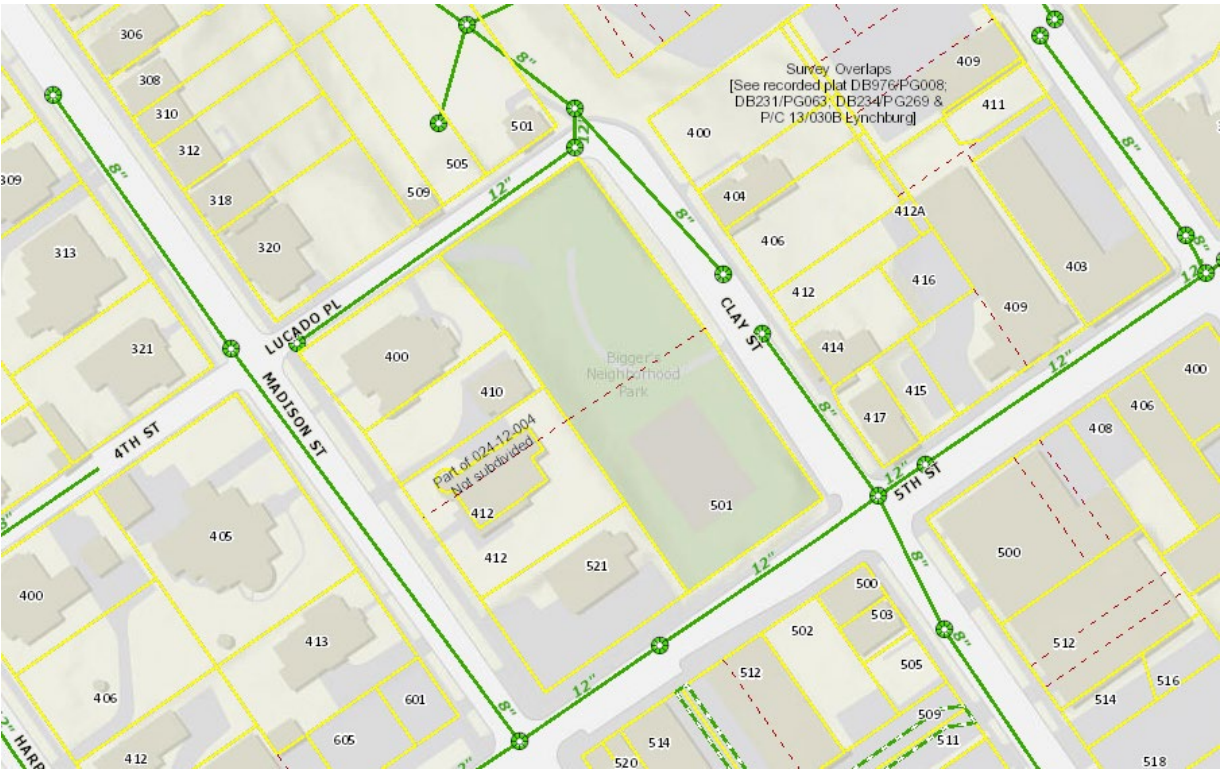
- Explore cost of expanding the sewer service to Hollins Mill Park
- If expansion of sewer cost does not make sense, Cistern bathrooms with just public water access would be a great option. This type of bathroom is very common in Parks across the United States. The bathroom facility will just require sewage pumping multiple times per year.
- Bathroom design: Dual single person / family bathroom. Will most likely be required to be flood resistant due to location.

Biggers Neighborhood Park

Water: Available at Road



Sanitary Sewer: Available at Road

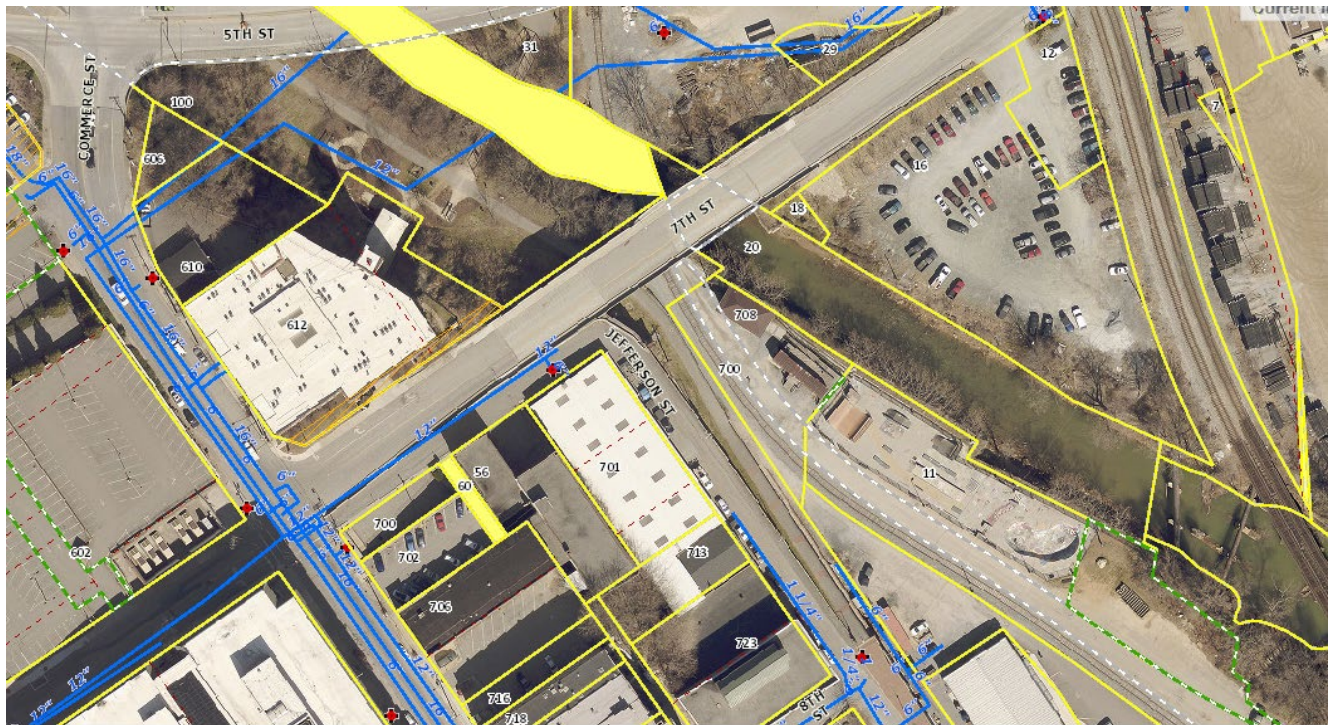


Recommendations:

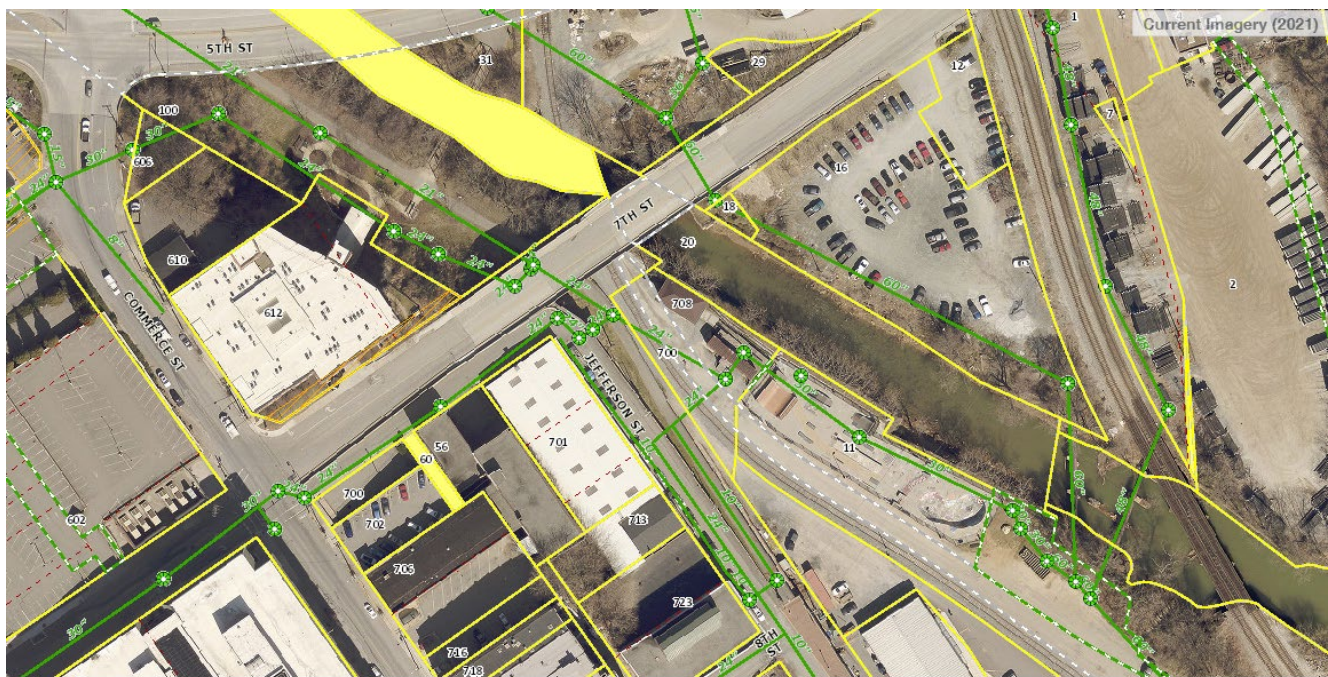
- Traditional bathroom utilities easily available at the property's edges.
- Bathroom design: Dual single person / family bathroom.

Cliff's Edge Park / Skate Park

Water: At Park both parks (Small 2" line at Skate Park private but City owned)



Sanitary Sewer: Sewer line on property both locations.

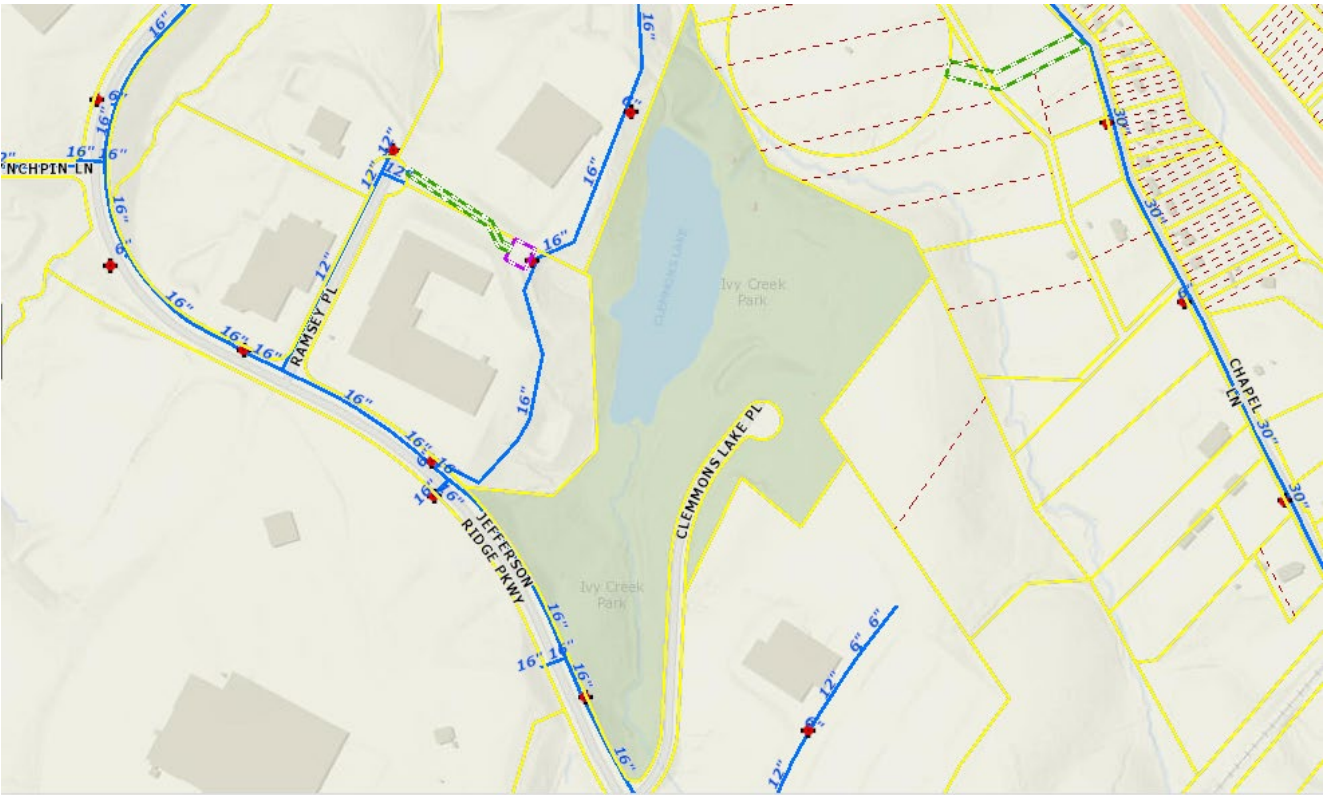


Recommendations:

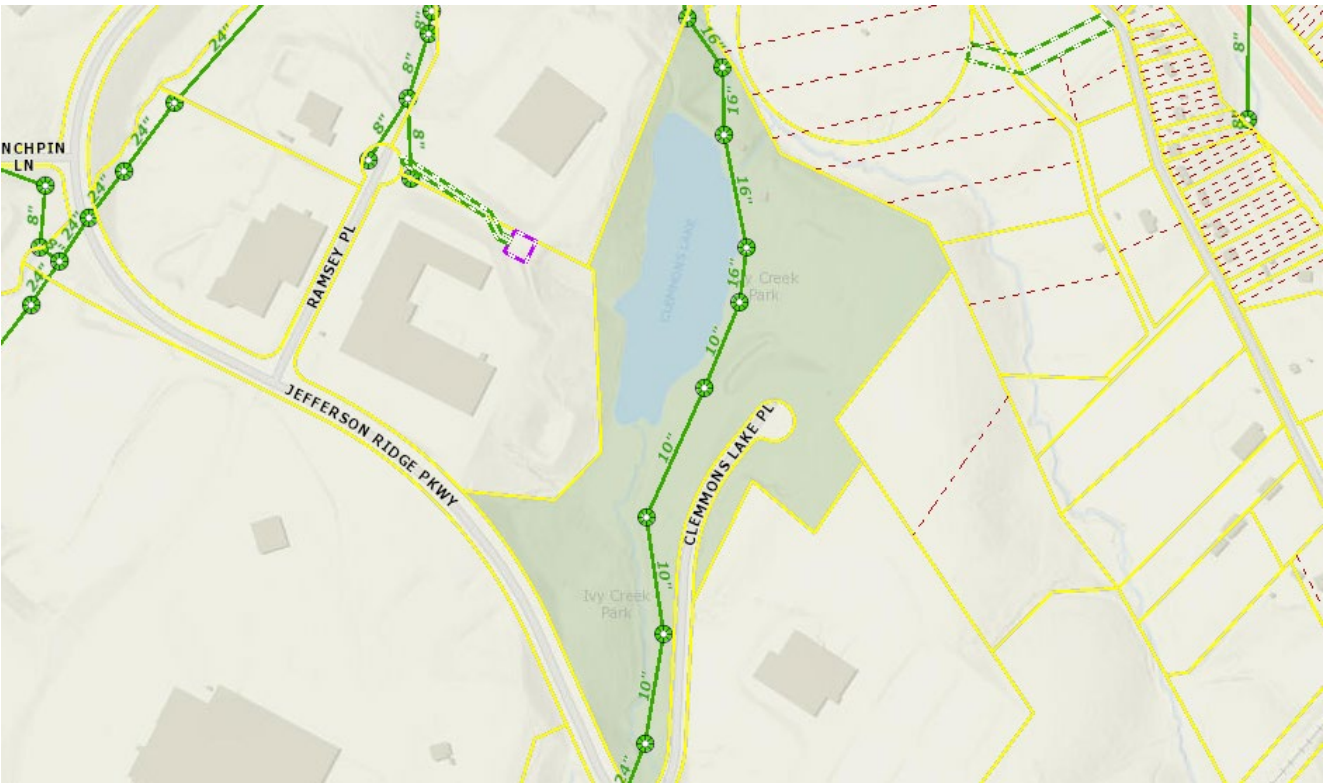
- Additional bathroom could serve trail users and skate park. Would only add to one of the parks not both.
- Utilities are available in both locations for facility installation.
- Bathroom design: Due to size of park and trail users, multiple stall men's / women's bathroom recommended. Will most likely be required to be flood resistant due to location.

Ivy Creek Park

Water: Available at Road



Sanitary Sewer: Line on property.

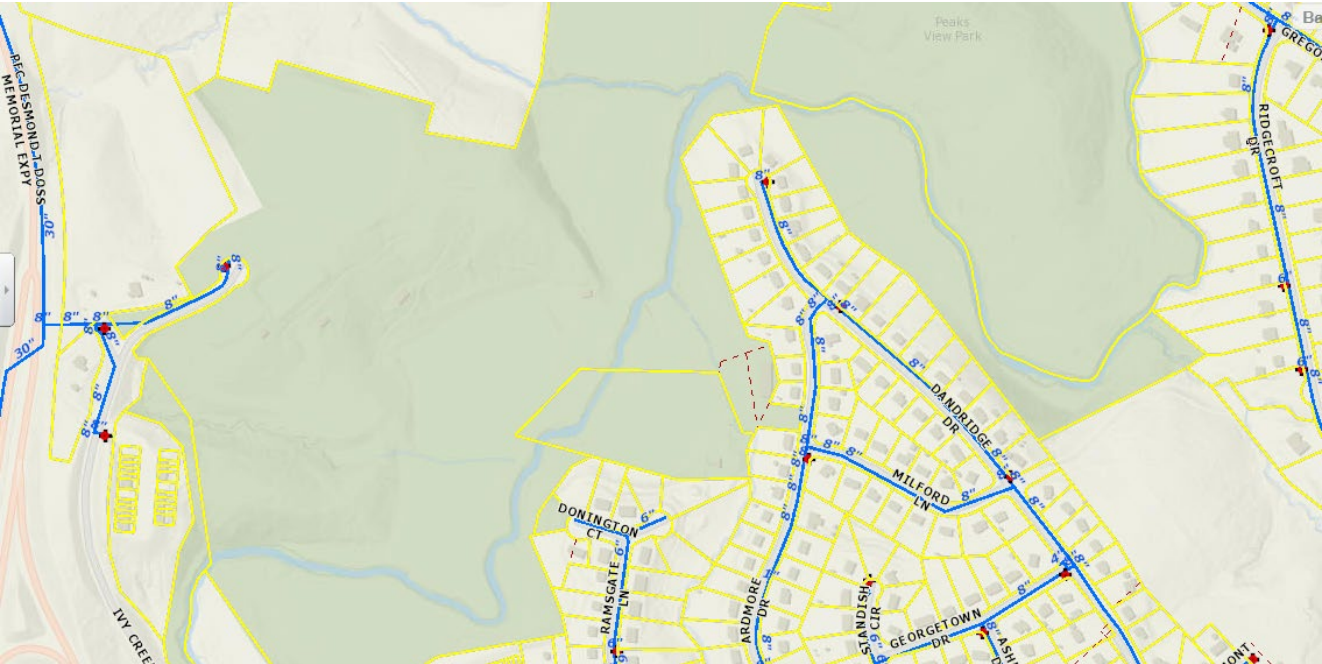


Recommendations:

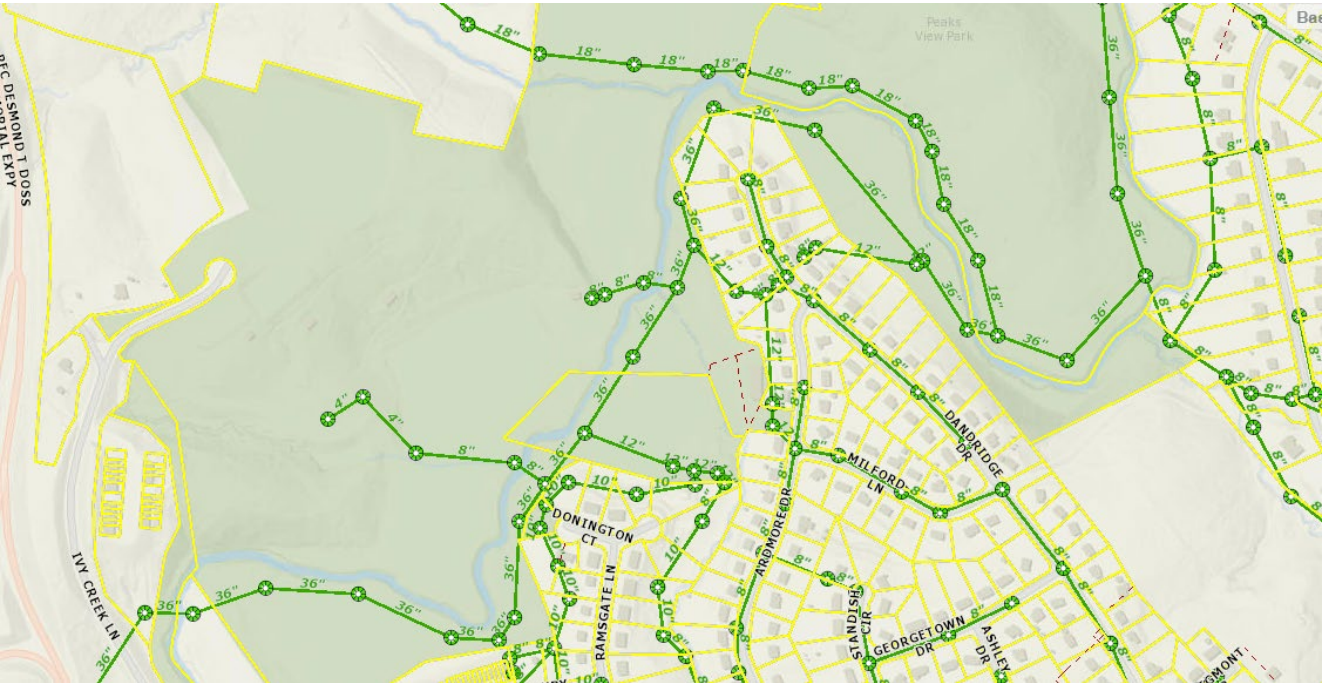
- Bathroom design: Due to size of park, multiple stall men's / women's bathroom recommended.
- Utilities present and facility could be placed outside of flood zone, so traditional construction would be easily possible where existing porta potties are deployed.

Peaks View Park

Water: Available at Road and throughout the Park with “private” City owned lines.



Sanitary Sewer: Line on property.

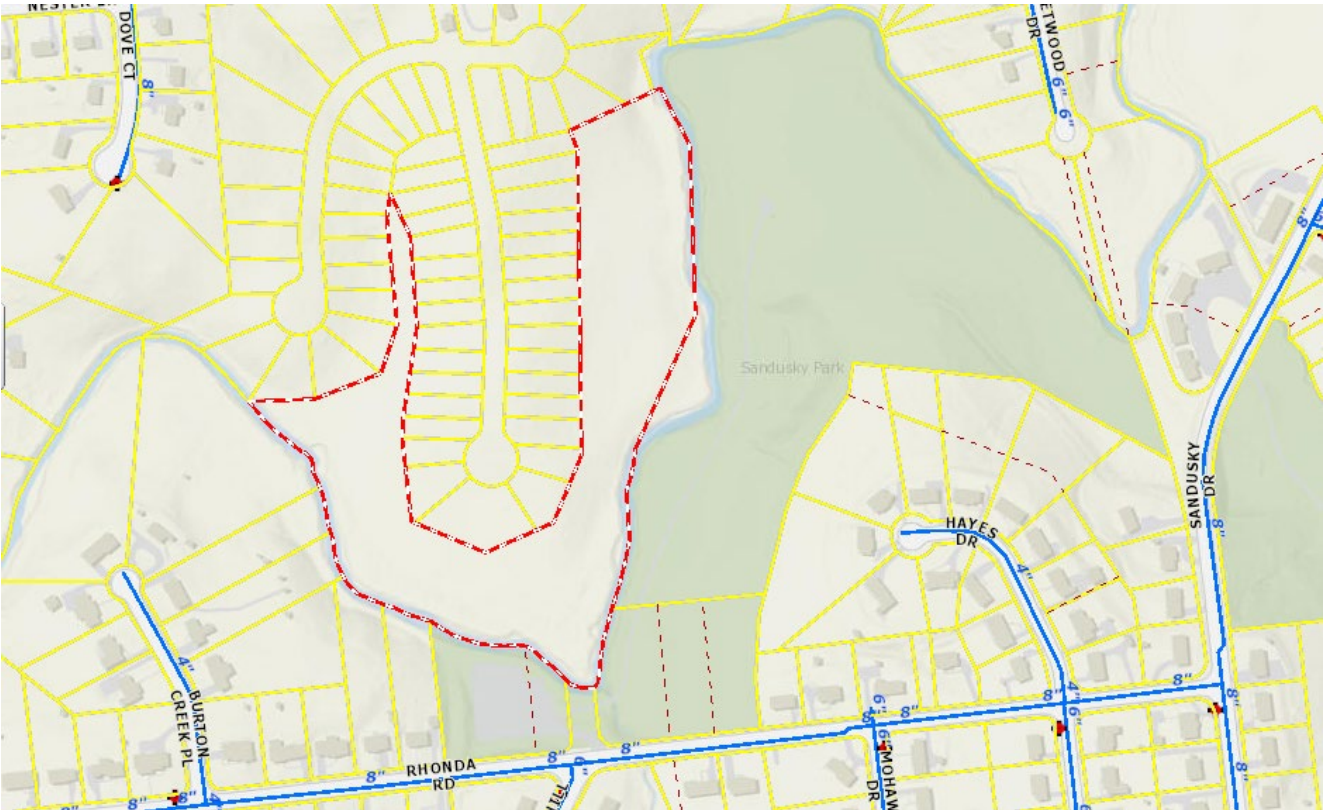


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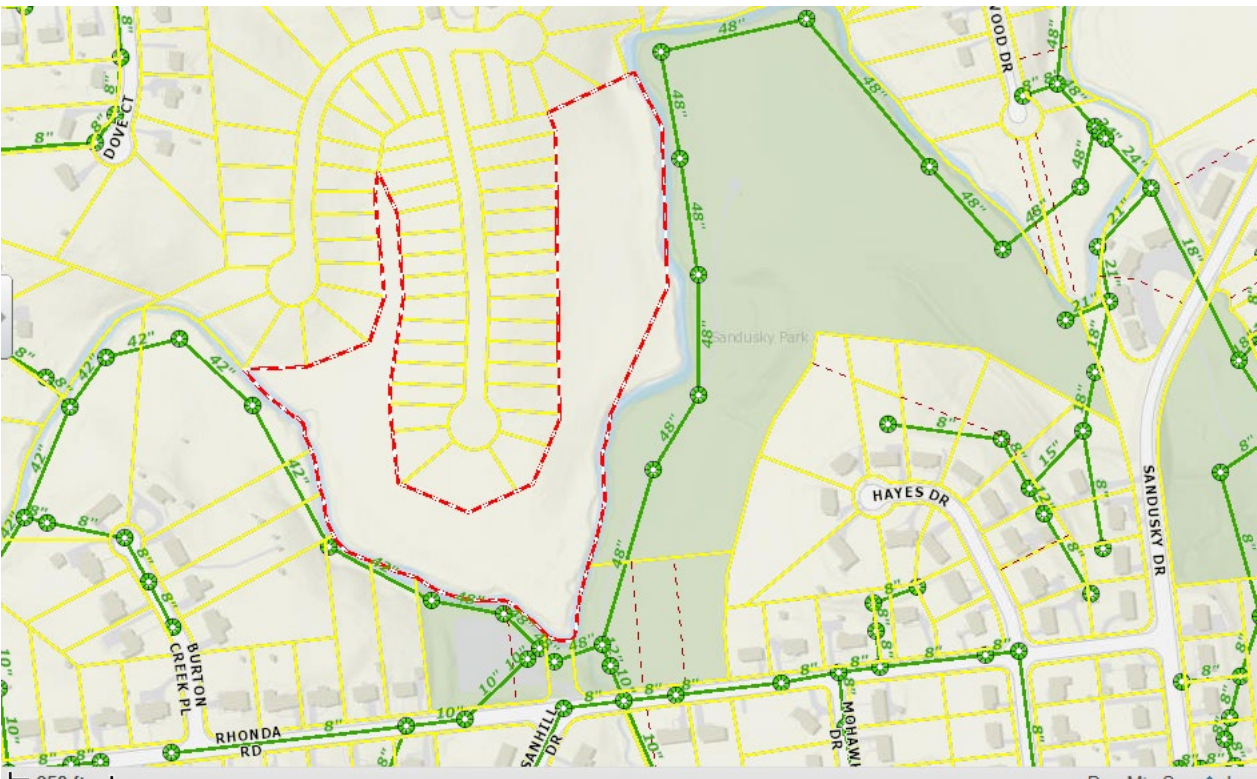
- Bathroom design: Due to size of park, multiple stall men's / women's bathroom recommended.
- While there are existing bathrooms, they "under" serve the Park. Many porta-potties are needed / deployed due to high volume of people and large land area the Park has. Adding additional bathroom facilities would be a great improvement for main sports complex park in the City.

Sandusky Park

Water: Available at Road



Sanitary Sewer: Sewer line through the Park & at road.

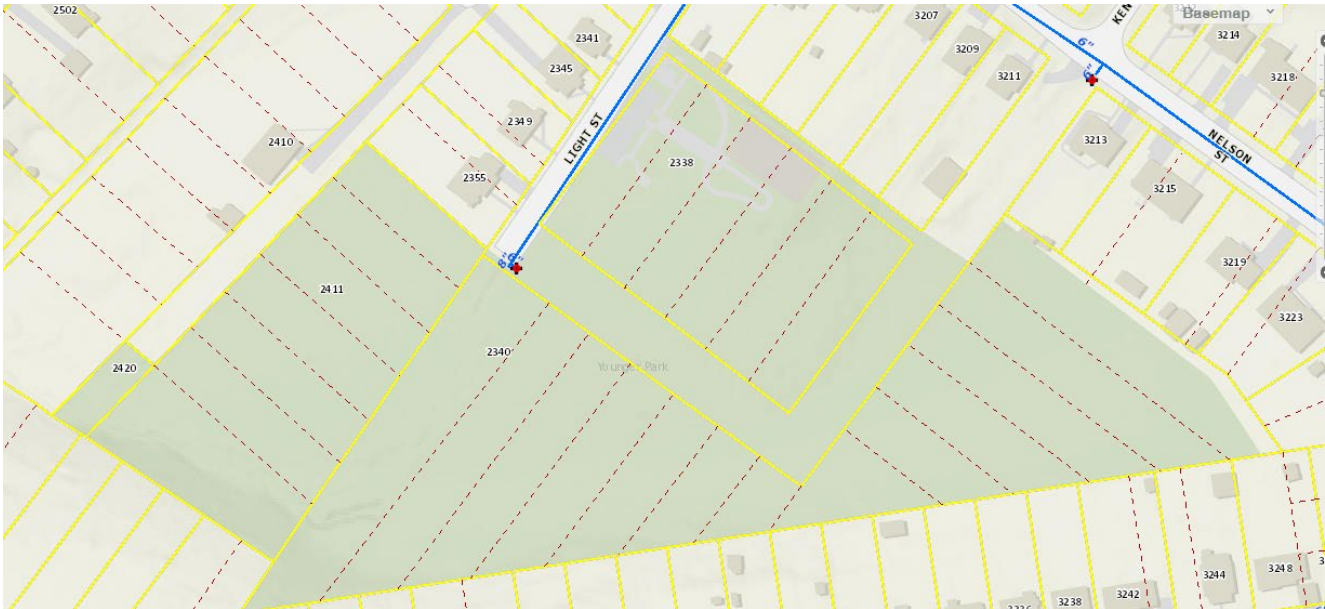


Recommendations:

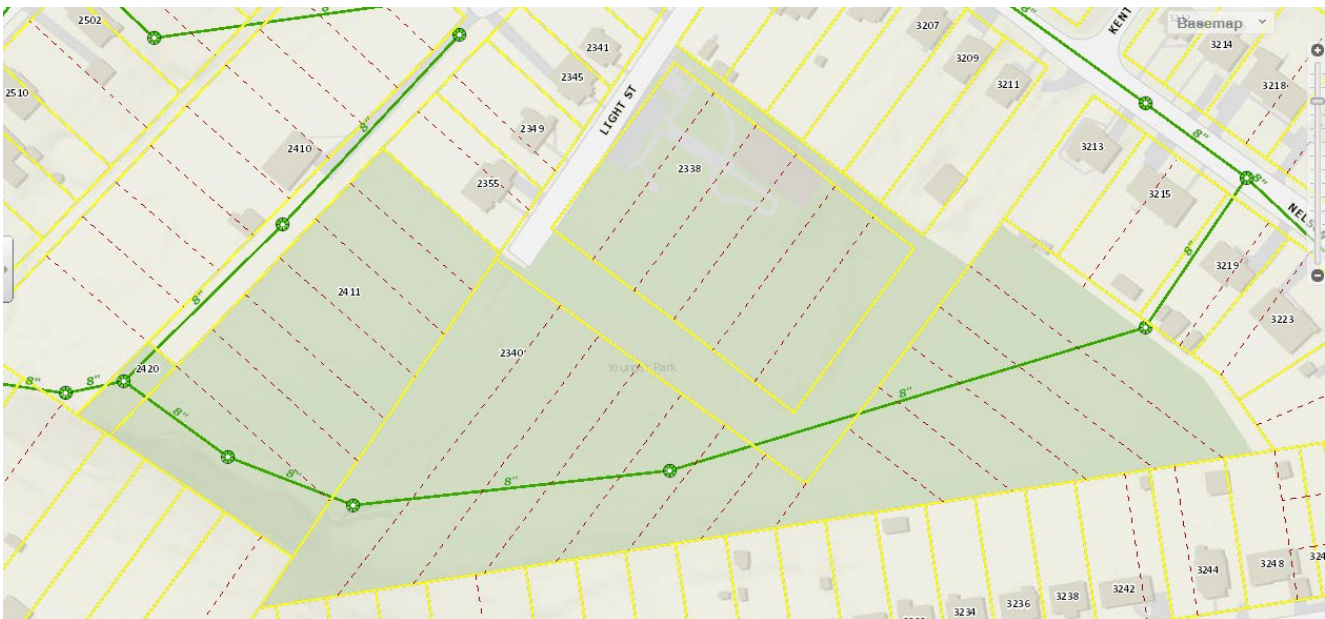
- Bathroom design: Due to size of park, multiple stall men's / women's bathroom recommended.
- Utilities present and could be placed outside of flood zone, so traditional construction would be easily possible near the Parking Lot

Younger Park

Water: Available at Road



Sanitary Sewer: Sewer line inside property and on road.



Recommendations:

- Bathroom design: Due to size of park, multiple stall men's / women's bathroom recommended.
- Utilities present and could be placed outside of flood zone, so traditional construction would be easily possible where existing porta potties are deployed near parking lot.

Appendix

J

AMERICANS WITH DISABILITIES (ADA) ACT COMPLIANCE

AMERICANS WITH DISABILITIES ACT (ADA) COMPLIANCE

A large issue facing both public and private recreation providers is the ability to enhance access for disabled patrons. Park and recreation departments are not exempt from this requirement, and legislation dictates that primary park amenities be barrier-free. Primary access routes as described in the Recommendations for Accessibility Guidelines: Recreation Facilities and Outdoor Developed Areas, by the U.S. Architectural and Transportation Barriers Compliance Board (ATBCB), are defined in the following manner:

“Outdoor recreation access routes are the paths that connect the primary developed spaces and elements that are basic to the recreation experience being offered at the site. For example, the outdoor recreation access routes at a picnic ground are the paths linking the parking area, restrooms, picnic units, and water hydrants. While many of these elements – parking area, restroom, and water hydrant – are not the primary reason for a person to visit the site, they are basic developed elements that serve all visitors.

Designers and managers, in consultation with users, must determine which of the developed activities and elements at a recreation site are basic to the recreation experience being offered. Further, they must ensure that there is a comprehensive system of outdoor recreation access routes that connect all primary elements and spaces with each other and with accessible parking spaces and facility entrances. This determination should be based upon visitor expectations as well as the level of development at the site.”

The ADA regulations were updated in July of 2010, when President Obama signed the legislation that governs the design standards. The new standards offer more governance and specifics than the previous standards but still leave room for interpretation for some park facilities; however, the standards are very specific in their requirements for all playgrounds, hard courts, pathways, spectator areas, fishing piers, water play features, restrooms, and programming spaces to be accessible. The guidelines provide specifics on maximum vertical and horizontal slopes that can be used along access routes if they are to be compliant. Several of the key standards that will impact new park and renovation projects are as follows:

206.2.10 Recreational Boating Facilities. Boat slips required to comply with 235.2 and boarding piers at boat launch ramps required to comply with 235.3 shall be on an accessible route. Accessible routes serving recreational boating facilities shall comply with Chapter 4, except as modified by 1003.2.

206.2.11 Bowling Lanes. Where bowling lanes are provided, at least 5 percent, but no fewer than one of each type of bowling lane, shall be on an accessible route.

206.2.12 Court Sports. In court sports, at least one accessible route shall directly connect both sides of the court.

206.2.13 Exercise Machines and Equipment. Exercise machines and equipment required to comply with 236 shall be on an accessible route.

206.2.14 Fishing Piers and Platforms. Fishing piers and platforms shall be on an accessible route. Accessible routes serving fishing piers and platforms shall comply with Chapter 4 except as modified by 1005.1.

206.2.15 Golf Facilities. At least one accessible route shall connect accessible elements and spaces within the boundary of the golf course. In addition, accessible routes serving golf car rental areas; bag drop areas; course weather shelters complying with 238.2.3; course toilet rooms; and practice putting greens, practice teeing grounds, and teeing stations at driving ranges complying with 238.3 shall comply with Chapter 4 except as modified by 1006.2. (EXCEPTION: Golf car passages complying with 1006.3 shall be permitted to be used for all or part of accessible routes required by 206.2.15.)

206.2.16 Miniature Golf Facilities. Holes required to comply with 239.2, including the start of play, shall be on an accessible route. Accessible routes serving miniature golf facilities shall comply with Chapter 4 except as modified by 1007.2.

206.2.17 Play Areas. Play areas shall provide accessible routes in accordance with 206.2.17. Accessible routes serving play areas shall comply with Chapter 4 except as modified by 1008.2.

206.2.17.1 Ground Level and Elevated Play Components. At least one accessible route shall be provided within the play area. The accessible route shall connect ground level play components required to comply with 240.2.1 and elevated play components required to comply with 240.2.2, including entry and exit points of the play components.

206.2.17.2 Soft Contained Play Structures. Where three or fewer entry points are provided for soft contained play structures, at least one entry point shall be on an accessible route. Where Titles II and III - 2010 Standards - 30 60 - 2010 Standards: Titles II and III Department of Justice AMERICANS WITH DISABILITIES ACT: SCOPING ADA CHAPTER 2: SCOPING REQUIREMENTS 29, four or more entry points are provided for soft contained play structures, at least two entry points shall be on an accessible route.

The park system recommendations address how best to ensure compliance with accessibility requirements of the Americans with Disabilities Act (ADA). These system-wide recommendations address existing conditions, use patterns, and the potential for redevelopment and expansion. Equitable access should be prioritized to reduce the limitations of service. Due to the age of many of the facilities in the City's park inventory, many still contain original design elements that are not in compliance with current accessibility codes. The planning team observed multiple instances of non-compliant parking spaces and pedestrian routes to primary use areas. Many athletic facilities did not have accessible routes to team and spectator areas. Re-evaluation of the total system on a recurring basis is recommended to continue to monitor park conditions for code compliance.

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Appendix K

RECREATION PROGRAM TRENDS

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Master Chef Jr. Camp participant

INTRODUCTION

Reviewing recreation trends can allow an agency to peer into the minds of current and potential participants, making the organization aware of challenges and opportunities. Understanding trends can help an agency reach new audiences and also help determine where to direct additional data collection efforts within an organization. A wide variety of sources were used in gathering information for this report, including:

- American College of Sports Medicine (ACSM)
- American Council on Exercise (ACE)
- Harris Poll Results/The Stagwell Group
- National Recreation and Park Association (NRPA)
- The Aspen Institute
- The Learning Resource Network (LERN)
- The New York Times
- The Outdoor Industry Association
- The Society of Health and Physical Educators (SHAPE America)
- USA Pickleball website

RECREATION PROGRAM TRENDS

In addition to the sources above, the planning team consulted the BerryDunn Parks, Recreation, Libraries (PRL) team, which consists of six consultants with a combined total of over 130 years working in the field as practitioners. The PRL team attends and speaks at conferences regularly, and has a wide network of professionals who help shape the team's body of trends knowledge.

The information contained in this section can be used by staff when planning new programs and creating the annual budget and capital improvement plan.

The following information details recreation program trends, grouped according to categories, including:

- General
- Outdoor Adventure Activities
- Fitness
- Age-Related
- COVID-19 Response

GENERAL TRENDS

ENVIRONMENTAL STEWARDSHIP

Parks and recreation officials embrace their roles in environmental leadership, and according to the NRPA, most believe they should be the environmental leader within municipal government and encourage members of the community to be better environmental stewards. In the past five years, environmental stewardship has become more important to 80% of agencies nationwide, and there is a national trend toward providing education and awareness opportunities (classes and special events) that encourage conservation and environmental stewardship.

Environmental education activities are the most commonly planned new program addition for parks and recreation departments, with over 60% of organizations reporting that they will offer additional services to meet the need in their communities.

PARTNERSHIPS (PUBLIC, PRIVATE, AND INTRADEPARTMENTAL)

Burgeoning populations require access to facilities outside of the current inventory in typical parks and recreation agencies, and the ability to partner with other departments within a municipality is crucial to meeting the programming needs of a community. Forming healthy partnerships with public libraries and school districts to utilize facilities and collaborate on programs is one of the top priorities for agencies that do not currently have agreements in place. Additionally, offering cooperative, consortium-based programs with existing nonprofit and private entities allows several organizations to join partnerships to collectively offer programs in specific niche areas. For example, if one organization has the best computer labs, facilities, and instructors then they offer that program for the consortium. If another organization has the largest aquatic center with trained staff then they offer aquatics programs for the consortium, potentially eliminating duplication in programming. The COVID-19 pandemic has reinforced the need for partnerships due to budget and staff cuts. As Lynchburg is faced with some staffing shortages, exploring new partnerships may be a good option to assist with the implementation of new program areas.

Lynchburg City Schools are an established partner. The planning team recommends developing a new mutually beneficial joint use agreement to address current needs and responsibilities.

NICHE PROGRAMMING

Decades ago, recreation agencies focused on offering an entire set of programs for a general audience. Since that time, market segments have been developed, such as programming specifically for seniors. Recently, more market segments have been developed for specialty audiences such as the LGBTQ+ community, retirees, military veterans, cancer patients, people needing mental health support, and individuals with visible and invisible disabilities. Organizations are taking a much more holistic approach to program and service offerings, beyond what it typically thought of as a recreation program.

GENERATIONAL PROGRAMMING

There has been an increase in the number of offerings for families with children of all ages. This is a departure from past family programming that focused nearly entirely on younger children and preschoolers. Activities such as the Family Fossil Hunt and Family Backpacking and Camping Adventure have proven very popular for families with teens. This responsiveness to the Generation X and Generation Y parents of today is an important step, as these age groups place a high value on family. GameTime's "Challenge Course" is an outdoor obstacle course that attracts people of all ages and backgrounds to socialize with family and friends while improving their fitness. This type of playground encourages multigenerational experiences.

OUTDOOR ADVENTURE ACTIVITIES

Consumers are seeking activities to help them stay occupied and healthy as COVID-19 necessitates social distancing. As a result, a number of outdoor activities have experienced growth. Many sought out family-based activities in order to keep everyone safe and increase health. A Harris Pool from October 2020 found that 69% of Americans reported a heightened appreciation for outdoor spaces during the pandemic, with 65% sharing that they try to get outside of the house as much as possible.

CYCLING

Outdoor cycling tops the list of popular outdoor activities as bicycle sales increased 63% (as of June 2020) compared to the same time period the year prior. For the first several months of the COVID-19 outbreak, the growth in bicycle sales was from family-friendly bikes. Then the growth in sales shifted to higher-end bicycles (including road bikes and full suspension mountain bikes). This was likely due to a shortage of family-friendly bikes as well as from cyclists more willing to invest in the activity for the future. Connecting local bike trails and developing new skill building assets such as pump tracks in Lynchburg and marketing these opportunities should be a priority.

PADDLE SPORTS

Paddle Sports (including kayaks, paddleboards, rafts and canoes) have also increased in popularity as the sale of equipment rose 56% in 2020 over the prior year. Inflatable versions of kayaks and paddleboards have gained in popularity due to their cost and the ability of the consumer to store these bulky pieces of equipment. Adding instructional paddleboarding or kayaking may be advantageous for Lynchburg. Often times, people are interested in a brief lesson before attempting a new activity on their own or purchasing equipment.



CAMPING

Camping has surged in popularity due to the COVID-19 outbreak as well. Consumers looking for a break from home life pitched tents in their yards or at a local destination. The sale of recreational tents increased in 2020 two times faster than backpacking tents that are favored by serious campers and hikers. Offering camping opportunities in local parks and providing opportunities to try the activity before investing money in the equipment would be a good step for Recreation Services.

BIRD WATCHING

The New York Times published an article (May 2020) regarding the increase in bird watching during the early stages of the COVID-19 outbreak. To aid in their sightings, many purchased binoculars, which saw a 22% increase in sales in June 2020 over the prior year. Unique bird species can be found in rural areas and urban areas, which has contributed to the appeal of this activity. Offering a bird watching course and then creating a club where Lynchburg residents can share what they have seen is an ideal way to encourage participating in this low-cost activity.

WALKING/RUNNING

Many people will not flock back to fitness centers to exercise following the COVID-19 outbreak. With the desire to keep moving; however, people are walking and running outdoors when the weather is suitable. Outdoor walking and running clubs will continue to be a popular way for people to exercise with others in a safe manner. Offering these types of activities on local trails and in parks and partnering with youth sport organizations that focus on running may be successful.

FITNESS TRENDS

Each year, the American College of Sports Medicine (ACSM) conducts a survey of worldwide fitness trends. Now in its 15th year, the ACSM circulates an electronic survey to thousands of fitness professionals around the world to determine health and fitness trends. The COVID-19 outbreak certainly impacted the results of the survey with the top trend now Online Training, which was #26 in 2020. The list below includes the top 10 fitness trends for 2021. Based on the public input for the Lynchburg master plan, it appears residents may be interested in new types of fitness offerings. More local research should be conducted before offering new programs.

ONLINE TRAINING

Virtual online training was first included in the survey in 2019 and was number three before dropping to number 26 in 2020 when the word “virtual” was eliminated from the title. The big changes within the fitness industry as a result of the COVID-19 outbreak resulted in the temporary closure of fitness centers around the world forcing innovation in the way classes are delivered. Online training was developed for the at-home exercise experience. This trend uses digital streaming technology to provide group or individual fitness programs online. Online training is available 24/7 and can be a prerecorded or live class.

WEARABLE TECHNOLOGY

Wearable technology, which includes activity trackers, smart watches, heart rate monitors, GPS tracking devices, and smart eyeglasses (designed to show maps and track activity), has been one of the top three trends since 2016. Examples include fitness and activity trackers such as those from Misfit, Garmin, Pebble Time, Samsung, Basis, Jawbone, Fitbit, and Apple. These devices can track heart rate, calories, sitting time, and much more. It is estimated that wearable technology is a \$95 billion industry.

BODY WEIGHT TRAINING

Body weight training uses minimal equipment, which makes it an inexpensive way to exercise effectively. Although most people think of body weight training as being limited to push-ups and pull-ups, it can be much more than that. This type of training first appears in the trends survey in 2013 at number three.

OUTDOOR ACTIVITIES

Likely because of the COVID-19 pandemic, outdoor activities such as group walks, group rides, or organized hiking groups are gaining in popularity. These can be short events, daylong events, or planned weeklong excursions. Typically, people meet at a local park, hiking area, or bike trail with a designated leader. This trend for health and fitness professionals to offer outdoor activities to clients began in 2010 and has been in the top 20 ever since 2012. This has become much more popular the past several months as agencies work to offer fitness programs outdoors that help to ensure physical distancing.

HIGH-INTENSITY INTERVAL TRAINING (HIIT)

HIIT involves short bursts of high-intensity exercise followed by a short period of rest or recovery and typically takes fewer than 30 minutes to perform (although it is not uncommon for these programs to be much longer in duration.) HIIT has been a top-five trend since 2014. Despite warnings by some fitness experts of the potential for increased injury using HIIT, this form of exercise is popular in fitness centers all over the world.

VIRTUAL TRAINING

This is the first time that virtual training has appeared separately from virtual online training. Virtual training is defined as the fusion of group exercise with technology offering workouts designed for ease and convenience to fit a variety of schedules and needs. Typically, virtual workouts are played in gyms or fitness centers on a big screen attracting a smaller number of participants compared with live classes while providing people of all fitness levels and ages with a different group fitness experience. Participants in virtual training can work at their own pace, making it ideal for those new to the class. As with online training, virtual training may be in the top 10 now due to the COVID-19 outbreak.

EXERCISE IS MEDICINE ® (EIM)

EIM® is a global health initiative that is focused on encouraging primary care physicians and other healthcare providers to include physical activity when designing treatment plans for patients and referring their patients to exercise professionals. In addition, EIM® recognizes fitness professionals as part of the healthcare team. EIM® was number 10 in 2019, jumping up to number 6 in 2020.

STRENGTH TRAINING WITH FREE WEIGHTS

Strength training remains popular in all sectors of the health and fitness industry and for many different kinds of clients. Free weights, barbells, kettlebells, dumbbells, and medicine ball classes do not just incorporate equipment into another functional class or activity. Instructors begin by teaching the proper form and technique for each exercise and then progressively increase the resistance. New exercises are added periodically, starting with proper form and technique. Many younger clients of both community-based programs and commercial clubs train almost exclusively



using weights. In today's gyms, however, there are many others (men and women, young and old, children, and patients with stable chronic diseases) whose main focus is using weight training to improve or maintain strength.

FITNESS PROGRAMS FOR OLDER ADULTS

This trend continues to stress the fitness needs of the baby boomers and older generations. People are working longer, living longer, and remaining active much longer. Fitness professionals should take advantage of the growing market of older adults now retiring by providing age-appropriate and safe exercise programs for this once-ignored sector of the population. The highly active older adult can be targeted to participate in more rigorous exercise programs, including strength training, team sports, and HIIT when appropriate. Even the elderly who are frail can improve their balance and ability to perform activities of daily living when given appropriate functional fitness program activities. Supporting the Senior Games in Lynchburg, providing pickleball facilities, and offering classes like Fit and Strong are also encouraged.

PERSONAL TRAINING

Personal training is a one-on-one workout with a trainer that begins with fitness testing and goal setting. The trainer then works with the client and prescribes workouts specific to their needs. The profession of personal training is becoming more accessible online, in clubs, in the home, and on worksites that have fitness facilities. Many fitness centers continued to offer personal training during the COVID-19 outbreak. Since this survey was first published in 2006, personal training has been ranked in the top 10.

AGE-RELATED TRENDS

TRENDS FOR YOUTH AGES 13 AND YOUNGER

TRADITIONAL SPORT PROGRAMMING

Prior to the COVID-19 outbreak, the number of youth involved in team sports was beginning to decline. From 2008 to 2018, the participation rate of kids between the ages of 6 and 12 dropped from 45% to 38% due to increasing costs, time commitments, and the competitive nature of organized sports leagues.

According to the Aspen Institute, after most athletic programs were shut down in the spring of 2020, 30% of children who previously played team sports now say that they are no longer interested in returning. It is estimated that up to 50% of the private, travel sports clubs will fold following the pandemic, putting pressure on municipal recreation programs to fill the gaps for those children who do want to continue playing organized sports. There is a heightened need to save and build affordable, quality, community-based sports programs that can engage children in large numbers.

SCIENCE, TECHNOLOGY, ENGINEERING, AND MATHEMATICS (STEM, STEAM) PROGRAMS

Science, technology, engineering, and mathematics (STEM, STEAM) programs, including arts programming, are growing in popularity. Some examples include: learn to code, design video games, Minecraft, create with Roblox (an online gaming platform and game creation system), engineer robots, print 3D characters, and build laptops.



SUMMER AND SCHOOL BREAK CAMPS

Participation in parks and recreation youth camp programs continues to be very strong. For some agencies, these programs are the most significant revenue producers.

NATURE-RELATED PROGRAMMING

There is an international movement to connect children, their families, and their communities to the natural world called the New Nature Movement, and it's having an impact. In addition to new nature programming, nature-themed play spaces, such as The Mud Kitchen and Word Garden at the Morton Arboretum in Lisle, Illinois and Bison's Bluff, at the Schaumburg Park District in Schaumburg, Illinois, are becoming popular. Some park and recreation agencies are now offering outdoor preschool where the entire program takes place outside. One example of this is the Forest Preschool at the Prairie School of DuPage in Wheaton, Illinois, which is a full nature immersion based on the German model of Waldkindergartens.



YOUTH FITNESS

The organization Reimagine Play developed a list of the top eight trends for youth fitness. The sources for this information include the American College of Sports Medicine's (ACSM) Worldwide Survey of Fitness Trends, American Council on Exercise (ACE) Fitness, and the Society of Health and Physical Educators (SHAPE America). The top eight trends include:

- Physical education classes are moving from sports activities to physical literacy curriculums that include teaching fundamentals in movement skills and healthy eating
- HIIT classes that involve bursts of high-intensity exercise followed by a short period of rest with classes ranging 30 minutes or less
- Wearable technology and digital fitness media including activity trackers, smart watches, heart rate monitors, GPS tracking devices, and smart eye glasses and virtual headsets
- Ninja warrior training and gyms as a result of NBC's premier shows American Ninja Warrior and Spartan Race
- Outdoor recreational activities including running, jogging, trail running, and BMX biking
- Family (intergenerational) fitness classes such as family fitness fairs, escape rooms and obstacle races are gaining in popularity among Gen X and Gen Y families who place a high value on family time
- Obstacle races for children in conjunction with adult obstacle races such as the Tough Mudder, Spartan Race, and Warrior Dash
- Youth running clubs that also teach life skills such as risk-taking, goal-setting, and team building

TRENDS FOR TEENS/YOUNGER ADULTS AGES 13 – 24

ESPORTS

Esports (also known as electronic sports, e-sports, or eSports) is a form of competition using video games. Forbes reported in December 2019 that esports audiences exceed 443 million people around the world, and the International Olympic Committee is considering it as a new Olympic sport. Local recreation offerings can include

training classes, open play, tournaments, and major competition viewing. A new recreation center in Westerville, Ohio includes a dedicated esports room, and college campuses across the country are also launching esports programs. Marquette University is the first Division I school to launch a varsity esports program. As a result of the COVID-19 pandemic, many parks and recreation agencies are including esports in their programming mix.

PARKOUR

Parkour is a physical training discipline that challenges the participant to move their body through obstacle courses, similar to military training. Using body movements such as running, jumping, and swinging, the participant moves through static indoor courses or outdoor urban environments.

OUTDOOR ACTIVE RECREATION

This includes activities such as kayaking, canoeing, stand-up paddleboarding, mountain biking, and climbing. Rentals for those who want to “try before they buy” are popular in many areas. All of these types of activities have experienced an increase since the start of the COVID-19 pandemic. A survey by Civic Science found that those between 13 and 34 years were the most likely age group to indicate that they planned to participate in more outdoor activities as a result of COVID-19 related shutdowns.

BICYCLING

According to the Aspen Institute, bicycling became the third most popular sport for kids in 2020. Skate park usage surged as well.

LIFE SPORTS

According to the Learning Resources Network, “Top Trends in Recreation Programming, Marketing and Management” article “life sports” are a new priority in the recreation world, where the focus is on developing youth interests in activities that they can enjoy for a lifetime, such as biking, kayaking, tennis, golf, swimming, and jogging/walking.

HOLISTIC HEALTH

Parks and recreation’s role in maintaining a holistic lifestyle will continue to grow. People are seeking opportunities to practice mindfulness, authentic living, and disconnection from electronic media. Programs to support mental health, including those that help to combat anxiety, perfectionism, and substance abuse in youth and young adults, are increasingly needed. The United Nations has urged governments around the world to take the mental health consequences of COVID-19 seriously and help to ensure the widespread availability of mental health support to constituents.



TRENDS FOR ADULTS AGES 25 – 54

AEROBIC ACTIVITIES

For most age groups, swimming for fitness and weight training are the two most frequently mentioned activities in which people indicate interest. Running, walking, and biking for fitness continue to show strong and consistent growth. A good balance of equipment and classes is necessary to keep consistent with trends.

FUN FITNESS

“Fun” fitness is a current trend. Exercises like “P90x,” “Insanity,” or “Crossfit” have proven that a lot of equipment is not required to get fit. Since these programs have become popular, newer versions have become available, some cutting the time it takes to look and feel fit in half. These types of classes have been growing and will continue to grow in popularity in recreation departments and at fitness centers.

GROUP CYCLING

Group cycling continues to be popular as the younger fitness enthusiasts embrace this high-performance group exercise activity as well as program variations that are developed to attract the beginner participant.

YOGA

While Pilates has shown an incredible ten-year growth trend, the past three years have seen a decline in participation. Perhaps participation migrated to yoga, as participation is up across all levels for the year. Yoga is more class based, while Pilates is more of an individual activity. The millennial fitness participants (ages 25 – 39) are showing a higher propensity to go with group-oriented programs.

OUTDOOR FITNESS

Many agencies around the country have added fitness equipment in parks. In Mecklenburg County, NC, outdoor exercise sites are called Fitzones. In order to place the equipment in the most ideal locations, staff evaluated neighborhood health issues such as the obesity percentage, rates of diabetes, and mortality rates. Staff also gathered information regarding household income and population density around each park. All of this information was entered into a geographic information system (GIS) to determine which areas of the community had the greatest health issues and to assist staff in the park selection for Fitzones.

CORNHOLE/BAGS

Cornhole is a low-impact, low-cost activity that can be played by people of all ages. Young adults are signing up for leagues (that can be held indoors or outdoors and are offered all year long). It doesn't take any skill, and it's a social activity. Although it can be offered recreationally, some competitive leagues are offered, as well. This would be a great addition to adult programming during and following the COVID-19 pandemic.



an outdoor Cornhole tournament

TRENDS FOR ADULTS AGES 55 AND OVER

LIFELONG LEARNING

A Pew Research Center survey found that 73% of adults consider themselves lifelong learners. Do-it-yourself project classes and programs that focus on becoming a more “well-rounded” person are popular. Phrases such as “how to” can be added to the agency website’s search engine optimization as consumers now turn to the internet as their first source of information regarding how-to projects. Safeguarding online privacy is also a trending course.

FITNESS AND WELLNESS

Programs such as yoga, Pilates, tai chi, balance training, chair exercises, and others continue to be popular with the older generation.



ENCORE PROGRAMMING

This is a program area for baby boomers who are soon to be retired and focuses on a broad range of programs to prepare people for transitions into retirement activities. Popular programs for the 55+ market include: fitness and wellness (specifically yoga, mindfulness, tai chi, relaxation, personal training, etc.) drawing and painting, photography, languages, writing, computers and technology, social media, cooking, mahjong, card games, volunteering, and what to do during retirement. Howard County Maryland Department of Recreation and Parks is an example of an agency that is pursuing Encore programs.

SPECIALIZED TOURS

Participants are looking for more day trips that highlight unique local experiences or historical themes. For example, a focus on authentic food, guided night walks, bike tours, concentration on a specific artist’s work, and ghost walks are among the activities being sought out.

CREATIVE ENDEAVORS

Improv classes are specifically targeting age groups with classes called “Humor Doesn’t Retire.” Workshops and groups help seniors play, laugh, and let loose while practicing mental stimulation, memory development, and flexibility.

PICKLEBALL

With 2.8 million people in the country playing pickleball, it is a trend not to be taken lightly. Though not at its peak, pickleball is still trending nationwide as the fastest growing sport in America with the active aging demographic, as 75% of core players are age 55 or older. It can be played as singles or doubles, indoors or out, and is easy for beginners to learn but can be very competitive for experienced players. The game has developed a passionate following due to its friendly, social nature and its multigenerational appeal.

COVID-19 RESPONSE

The “new normal” in the parks and recreation world will be vastly different from recent history. As parks and facilities reopen with new guidelines and programming resumes with physical distancing and smaller participant-to-instructor ratios, operational budgets will continue to take a hit. Many parks and recreation agencies that are starting to resume programming are experiencing low registration rates, as parents are hesitant to send their children to public places. Although all areas of programming will be affected, two areas that are likely to be hit very hard by the pandemic are youth sports and child care.

YOUTH SPORTS

There are many private, travel sports organizations in Lynchburg. The Aspen Institute estimates that many of these clubs will not survive the COVID-19 pandemic. Sponsorships are likely to diminish, many coaches who have gone without a paycheck for nearly a year might have moved on, and 50% of parents fear that their children might get sick if they resume youth sports when all restrictions are lifted. A total of 46% of parents fear they will become ill watching a youth sports event. Financial concerns are also a factor when considering a return to youth sports, as 54% of sports parents' finances have been negatively impacted by the pandemic.

It appears from the research that families might be looking to scale back, stay closer to home, and spend less money on youth sports experiences. All of these factors will likely put pressure on public parks and recreation agencies to provide local, affordable, equitable, and quality sports options for all children, regardless of ability.

CHILD CARE

According to the National Association for the Education of Young Children (NAEYC), the value of the child care sector in the United States was \$99 billion prior to the COVID-19 pandemic. Unfortunately, this is one of the industries that will be hit the hardest, as it relies on the ability of customers to safely show up day after day and to be able to pay for the privilege. It has been estimated that nearly 20,000 day care facilities may have closed across the country due to the pandemic. Those that remain open, will likely have to increase tuition. In a study by the National Association for the Education of Young Children, 47% of programs indicated that they have raised tuition and taken on new debt to stay open and serve families.

The United States had a child care crisis before COVID-19, and the pandemic is making it much worse. Currently, child care providers receive no meaningful public investment and essentially operate as small businesses. Child care providers are treated like private enterprises, similar to private gyms, as these small businesses rely solely on tuition fees. While there are public subsidies available to child care providers to support the enrollment of children from low-income families, federal and state government support is minimal.

Most child care providers operate on very thin margins with little cash reserves, and the complete loss of revenue has forced many of these businesses to close their doors.

Now that some of these facilities are opening again, these businesses are likely to remain unstable due to under-enrollment as many parents will not feel safe sending their child back to a group care setting. Constituents might put pressure on parks and recreation agencies to bridge the gap and provide safe, affordable child care options for residents.

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Appendix

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BUDGET AND FUNDING ANALYSIS

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INTRODUCTION

The City of Lynchburg (City) retained Berry Dunn McNeil and Parker, LLC (BerryDunn) to conduct a Parks and Recreation Budget and Funding Analysis. The focus of this analysis is reviewing all revenue generated from fees for programs and services provided by the Parks and Recreation Department (Department) and the identified expense associated with providing all Department services, which will allow the City to make informed policy decisions at the aggregate level as well as on each individual service regarding fee levels and revenue generation. For these reasons, the City is interested in understanding the full cost of providing fee-related services and considering recommendations that might better align fee levels in the future to reflect these costs.

PROJECT BACKGROUND

This chapter provides the City with an overview of Department revenues generated by way of fees and charges and associated expenses for each program and/or service category identified. The chapter also documents the estimated percentage of full costs recovered delivering specific programs and services at current fee levels, which will allow City officials to make informed policy decisions regarding future adjustments to fees and charges, if so desired. Finally, this chapter also describes BerryDunn's approach to the analysis and understanding of the Department's organizational structure and services provided, findings, and recommendations.

TERMS AND DEFINITIONS

Table 1: Terms and Definitions

Term	Definition
BerryDunn	Berry Dunn McNeil and Parker, LLC
City	City of Lynchburg, VA
Department	Department of Parks and Recreation
CPI	Consumer Price Index
FTE	Full-Time Equivalent
MS	Microsoft
NRPA	National Recreation and Parks Association
OPEB	Other Post-Employment Benefits
FY	Fiscal Year
IT	Information Technology
PDF	Portable Document Format (Adobe)
PMT	Project Management Team
PTO	Paid Time Off
SME	Subject Matter Expert
State	State of Virginia

APPROACH AND WORK PERFORMED

This part of the chapter outlines how BerryDunn approached the analysis; summarizes the major tasks that were performed within each phase of the analysis, provides an overview of how the cost model was developed; and provides a high-level synopsis of the analysis.

WORK PERFORMED

BerryDunn's approach to complete this analysis involved three phases:

- Phase 1 – Project Management and Initial Planning;
- Phase 2 – Full Cost Analysis and Modeling; and
- Phase 3 – Final Report and Recommendations.

Central to the approach was the use of BerryDunn's Microsoft (MS) Excel-based cost model, which was used to calculate the City's full cost of providing each service by service category, and in some cases, by specific program or service type. Furthermore, the cost model can be used to perform forecasting scenarios to assess the fiscal impact of implementing new fees, or changes to current fee levels, if staff so choose.

After an initial project planning call with the City to clarify goals and objectives, identify known project constraints, and refine dates and/or tasks as appropriate, BerryDunn requested and reviewed documentation and data to get a better understanding of the current services environment.

BerryDunn conducted a kickoff meeting and scheduled a series of follow-up meetings with City subject matter experts (SMEs) involved in the cost of service study. BerryDunn also followed up with City staff on multiple occasions throughout the course of the analysis to confirm BerryDunn's understanding of the data and information provided. The aim of these meetings and conversations was to discuss the level of effort required to deliver select City services to customers, and to discuss the revenue generated and the associated expenses incurred to provide those services.

BerryDunn reviewed the Department's fiscal year (FY) 2019 financial and program data and worked with City staff to identify ten specific program and service groupings for which cost recovery levels were calculated. These groupings were identified and developed to reflect the way the Department develops its annual operating budget.

BerryDunn prepared a cost model for the Department's revenues and expenses analyzed, based on the Department's FY 2019 actual revenue and expense reported, key staff input and institutional knowledge, additional City financial document reviews, and the data discussed and reviewed during meetings with staff. BerryDunn reviewed the study findings with the select Department staff on multiple occasions, identifying any needed revisions and allowing the opportunity for the Department to give feedback and request additions and deletions before approving final deliverables.

TAXES VERSES FEES

The City collects taxes to satisfy its general revenue requirements. The level of service funded from tax levies is determined by the local jurisdiction and generally benefits all City residents, which is different than fees collected for providing specific services to non-residents, services benefitting smaller groups, or services benefitting only individuals. Fees paid relieve citizens of the burden of paying for discretionary services they do not use; therefore, fee levels should reflect the reasonable, identified costs of the work City staff performs to deliver those services. To that end, in this cost of service study, BerryDunn analyzed financial data at the City level, the department level and, where it was available, the individual service level.

POSITION SPECIFIC HOURLY RATE CALCULATIONS

The cost model calculates the personnel costs associated with providing services for which fees are assessed based on fully burdened (loaded) hourly rates calculated for specific Department staff positions, if the City wished to assess costs using loaded rates it can do so. The loaded hourly rate captures all full-cost personnel components, which typically include direct salary expenses, benefits expenses, and other post-employment benefits (OPEB) costs per position. The calculated loaded rate also includes applicable and allowable portions of other City departments' operating expenses and capital costs, considered indirect costs for supporting City service provision. The citywide indirect portion is explained in greater detail in the next section: Indirect Costs.

INDIRECT COSTS

In addition to direct personnel-related costs, City departments providing outward-facing, fee-applicable services to external customers often receive internal support from other City departments, such as the City Clerk, City Manager, Finance, Information Technology (IT), Human Resources, Legal, and Facilities Maintenance. Applicable portions of the cost of this support are considered an indirect cost to the individual receiving a fee-applicable service.

BerryDunn did not identified any citywide indirect costs for this study, but rather calculated Department specific indirect costs by developing an indirect cost-rate proposal for the City and calculating an indirect cost rate. The indirect cost rate is calculated using City provided indirect allocations, personnel costs, services and supplies expenditure data, cost principles, and City SME knowledge and assumptions. The calculated indirect cost rate allows the City another option, in addition to methods already used, to assess and analyze the impact of indirect costs on the Department's annual operating budget, if desired.

The approach to develop the indirect cost rate was as follows:

- BerryDunn identified all applicable City staff providing services for or to the Department and calculated the direct salary and direct benefit hourly rates per specific position.
- BerryDunn met with City SMEs and estimated the amount of direct and indirect staff time spent annually supporting fee-related services.
- BerryDunn met with City SMEs and identified the portion of the indirect department pool, which provides internal, indirect support to those City departments providing fee-related services, to apply to Department services.
- BerryDunn calculated the indirect hourly rate per specific position using the data analyzed above.

This approach allows the City to generate forecasting scenarios using the cost model based on any or all of the developed rates: salary rate only, salary and benefit rate, or salary and benefit and indirect rates (the loaded rate), if desired.

FEE STUDY FINDINGS AND RECOMMENDATIONS

This section of the report provides a general overview of the Department's organizational structure; the major technical findings BerryDunn identified; and BerryDunn's recommendations based on those findings.

DEPARTMENTAL OVERVIEW

The Department offers a variety of recreational programs, services, and activities to residents and visitors. Department staff maintain 19 parks, which offer organized and open recreation, picnic areas, fishing, canoeing and kayaking, and children's play areas. The Department also oversees 40 miles of trails, which are suited for a variety of activities including walking, mountain biking, hiking, and running. Finally, the Department is responsible for the operation and maintenance of nine recreation centers, which are utilized for planned group programs, meetings, and outdoor amenities. Table 2 summarizes BerryDunn's understanding of departmental structure and operations as they are currently organized.

Table 2: Departmental Overview

Name/Role	Role Description
Parks and Recreation Department	The Department has broad responsibilities, including providing recreational services, parks operation and maintenance, and recreation centers operation and maintenance. The Department strives to be responsive to the community and to provide outstanding customer service and contributes to a healthy, active, and educated community, providing stewardship and management of parklands, trails and civic facilities and creating opportunities for all people to participate in a rich variety of recreational activities. Over 50 full-time equivalent staff, including many part-time and seasonal staff, work together to accomplish these goals. The Department provides staff support and services to the City Council, partner groups, and steering committees.
Programs and Activities	The Department offers a full-range of recreational, educational, and therapeutic recreation programs and services for participants of all ages including, but not limited to: aquatics, arts, dance and theater, athletics, camps, special events, health and fitness, nature, and trips.
Parks and Trails	The Department in conjunction Department of Public Works maintains a number of parks and open spaces encompassing approximately 1,000 acres throughout the city. This diverse offering of out of doors space allows residents and visitors alike to participate in a wide-range of activities ranging from wildlife and plant observation to more active pursuits such as fishing, hiking, biking, tennis, basketball and other recreational opportunities.
Facilities and Rentals	The Department operates and maintains facilities used for recreational activities and programs, community and resident use, and private rentals.
Technology	The Department uses RecPro, in-person, phone and online registrations; used for waitlist management and additional attendance tracking; and, a variety rentals and bookings for facilities, programs, and events.
Budget and Funding Structure	A special revenue fund is used to account for some fees and charges revenue and expense related to the provision of some Departmental programs and services. The major funding source for departmental operations comes from the City's General Fund.

FUND BALANCE/RESERVES

Some park and recreation agencies choose to employ a fund structure and set fees at levels designed to generate a fund balance sufficient to help ensure business and service continuity if a downturn in the economy, or some other unforeseen event or circumstance, occurs. The use of the reserve balance funds for specific expenditures and the maximum allowable fund balance (fund balance ceiling) is generally determined by local policy, State legislative statute, or a combination of both. Specific to this study, BerryDunn did not identify or calculate an existing fund balance designated specifically for Department use. BerryDunn does recommend that the City explore the feasibility of adopting a fund structure that would be specific to Department programs and services that generate revenues. This would allow for the revenues and expenses associated with specific programs and services to be accounted for separate from all other sources and uses and overtime may allow for the development of a fund balance to be utilized for budget supplementation of programmatic development pursuant to State statutes and local policy.

SUMMARY OF TECHNICAL FINDINGS

Table 3 provides a summary of the key technical findings of BerryDunn's analysis of the Department's revenues and expenditures.

Table 3: Summary of Technical Findings

Category	Findings
Current Overall Cost Recovery	BerryDunn identified and assigned \$616,898 of revenue and \$3,744,974 of estimated costs to the fee-applicable programs and services analyzed for this study. The Department's current cost-recovery rate for all programs and services analyzed in this study is 16.5%.
"Fees Budget" Specific Cost Recovery	This study reviewed the two budgets developed by the Department which provide funding for the fee-applicable programs and services offered by the Department; BerryDunn reviewed the Department's "fees budget" and calculated the cost recovery level to be 108.0% for the programs and services accounted for in that budget.
Overall Cost Recovery Increase	BerryDunn estimates that the Department might realize a 4% to 6% increase in the overall cost-recovery rate for each additional \$200,000 of revenue generated.
Charging Methodology	The Department uses a mix of multipliers and flat fees to calculate charges for services, but does not employ the use of any overtly complex calculations to assess fees for services.
Calculated Hourly Rates	BerryDunn calculated salary rates, benefits rates, and overhead rates for each full-time position budgeted in FY 2019. The City may choose to use loaded hourly rates for budgeted full-time positions to assess the full cost of providing fee-related services. The model allows for any combination of the three calculated rates to be used for forecasting purposes.
Indirect Cost Rate	In conjunction with City SMEs, BerryDunn developed an indirect cost rate proposal for the Department to calculate loaded hourly rates for full-time staff. This study did not identify and account for indirect internal services provided by other City departments that support fee-applicable service provision. The indirect cost rate was calculated at 29.82%. Though at the very high end, this rate is within the 20% – 30% range for rates calculated for projects of this type.
Updates to the Cost Model	The City should maintain the cost model to assess the cost of providing services, and if necessary, update fees annually. Absent a full-cost analysis, fees should be indexed to the Consumer Price Index (CPI) for inflation, annually, or some other appropriate metric for assessment. The City should undertake a comprehensive review of user fees and charges annually to account for changes in demand for programs and services or when major personnel or budgetary adjustments occur.

PARKS AND RECREATION DEPARTMENT

The Parks and Recreation Department's total operating budget, inclusive of the Department's enterprise fund (fees) budget, for FY 2019 was \$3,744,974 representing a 2.6% increase from the prior FY. The Department is primarily funded by tax revenues with revenues generated from user fees and charges representing 16.5% of total funding. The low percentage of revenue recovered from user fees and charges is not surprising given the relatively small base of revenue producing facilities and programs.

Revenues from fees and charges for services have continued to decline with FY 2020 actual revenues representing a 24.4% drop from 2018 levels. It is important to note that FY 2020 revenues were most likely impacted by the effects of the COVID-19 pandemic. For example, FY 2019 actual revenues represented only a 7.9% decline when compared to FY 2018 actuals and adopted revenues for FY 2021 represent an 8.4% increase over FY 2019 actuals. Table 4 illustrates the year-over-year fluctuations in overall department cost recovery levels:

Table 4: Fiscal Year Summaries

Fiscal Year Summaries and Cost Recovery (Est.)				
Category	2018	2019	2020	2021
	Actual	Actual	Actual	Actual*
Revenue	\$668,563	\$616,898	\$505,374	\$420,695
Expense	\$3,665,996	\$3,744,974	\$3,473,958	\$3,383,913
Cost Recovery	18.2%	16.5%	14.5%	12.4%

* Not Audited

Departmental cost recovery, the percentage of costs covered by revenues, was examined by identifying and assigning all costs associated with, and applicable to service delivery. Specifically, FY 2019 financial, personnel, and programmatic data were reviewed carefully using standard analytical techniques and best practices. These data were used to develop the foundation of the cost model through which historical and future revenues and expenses can be assessed and were also used to arrive at the detailed FY 2019 cost recovery determination. This analysis included a detailed review of all activities, classes, programs and other special events offered by the department during fiscal year 2019. Revenue and expense data provided by Department staff consisted of budgeted values and actual values and was assigned to all applicable Department activities and programs identified. Through this approach 10 unique services groupings were identified consisting of 46 programming groups to reflect the Department's current budget structure.

While there has been conscious review and discussion about which programs and services should be subsidized, and to what level, without a formal policy in place there is bound to be some inconsistency when identifying which services benefit from tax dollar support and at what levels. For example, in many communities there may be a discrepancy in levels of General Fund subsidy among youth, adult, and senior citizen programs and services, based for the most part on arbitrary pricing or historical community support, and sometimes without analyzing the cost of doing business to assign a fee accordingly. In situations when General Fund support is either reduced or increased, how these funds will be used to subsidize various services is often a contentious issue. Therefore, it is important to have a policy or cost recovery model to illustrate how programs and services are subsidized by tax dollars. Having a formal cost recovery policy will provide a tool to assist staff and community leaders with difficult decisions related to prioritizing how the dollars should be allocated. The Department goals should include incorporating a philosophy that balances mission and financial viability, while effectively responding to the needs of the community.

When a cost recovery model is incorporated into a financial plan for an agency, it allows for management to consider several options for strategies to strengthen the business operations and service delivery. When considered and implemented, this strategy allows for reallocation of resources to specific service areas to either strengthen existing programs or to create new ones that better fit the needs of the community.

COST VERSES PRICE

Cost is generally defined as the aggregate of expenses incurred by the City for providing a service. BerryDunn estimated the full-cost of providing all Department services analyzed in this study.

Furthermore, the cost model allows City staff to enter proposed fee recommendations on a per-fee basis and analyze the impact that the new fee level would have on an annual expenditures and revenues. This provides Department staff and City leadership with the insight it needs to understand the implications of potential fee adjustments on the Department's budget overall.

FORMAL FEE UPDATES

BerryDunn recommends the City undertake a basic cost of service update annually and conduct a formal fee study every three to five years; when the City experiences a significant change in demand for services, organizational structure, or key business processes; or when it identifies budgetary issues. In the meantime, the City is encouraged to make adjustments and updates to the cost model on an annual or ongoing basis using detailed data and information as it becomes available, especially utilizing detailed data collected via the Department's registration system, RecPro. Furthermore, the City should develop and adopt Department cost recovery percentage level policies. These policies should outline the cost recovery percentage the City desires to recover through all fees, across all program and service categories. BerryDunn recommends keeping fees at current levels until the City has decided what the new, increased target cost recovery level for all program and service groups should be, with the exception of adopting new fee levels for specific programs and services identified by staff.

SUMMARY OF RECOMMENDATIONS

Table 5: Summary of Recommendations

Category	Recommendation
1. City	The City should develop a cost recovery percentage policy, which would guide staff to setting fee levels in alignment with desired cost recovery levels. Once a formal policy is established and adopted, the City should outline an approach to increase the desired cost recovery level year-over-year for parks and recreation programs and services.
2. Department	Using guidance from the cost recovery policy, staff should consider implementing new fees or consider annual adjustments to fee levels that would have the greatest impact in increasing the Department's overall cost recovery percentage. Using the current 16.5% cost recovery level as a baseline, staff should consider making fee adjustments to increase the Department's overall cost recovery rate within the range of 20% to 25% range in two to three fiscal years.
3. Department	The Department should consider indirect costs when setting some fee levels. Since a formal methodology to identify and assess indirect costs does not yet exist, staff should consider applying the indirect cost rate percentage amount calculated per the cost-of-service study when developing fees for new programs and services.
4. Department	The Department should utilize its electronic registration system, RecPro, to the greatest extent possible to allow for detailed tracking and analysis of revenues and annual volumes per activity, program, and service type. Capturing this information accurately and in detail will allow for a more nuanced and accurate analysis of cost recovery level per service type and will allow staff the ability to assess the impact of specific fee adjustments on revenues and expenditures in greater detail.
5. Department	The need to look at alternative funding sources as a way to financially support services has become commonplace and is done well in many communities. It is an area that is recommended for the Department to research, create new relationships, and implement applicable options in the near future. Alternative funding sources are plentiful and can include: collaborations, donations, gifts, grants, sponsorships, and volunteer contributions.
6. Department	The Department should consider exploring grant opportunities. National Recreation and Parks Association (NRPA) offers a periodic posting of funding opportunities for parks and recreation agencies which can be found at www.nrpa.org/Grant-Fundraising-Resources/ .
7. Department	Exploring opportunities to enter into an agreement with a private partner may yield some benefits to the Department and the overall community. Public-private partnerships can increase the capacity of the Department to be able to develop programs and complete projects which may be unattainable on its own. Examples of successful partnerships are everywhere across the country and public agencies have partnered with private entities to create greenways and enhance trail systems, refurbish playgrounds, renovation and revitalization of underutilized areas, renovations of facilities, development of vacant lots, and to increase program offerings.

Table 5: Summary of Recommendations (continued)

Category	Recommendation
8. Department	Utilizing volunteer resources to the greatest extent possible can create value. One example is Adopt-a-Park: in this approach, local neighborhood groups or businesses make a volunteer commitment to maintaining a specific park. Adopt-a-Park arrangements are particularly well-suited for smaller parks that are less efficient for a parks department to maintain. Another example is Adopt-a-Trail: this is similar to Adopt-a-Park but involves sponsorship of a segment of a trail (e.g., one mile) for maintenance purposes. The agency uses community volunteers to monitor trails for safety and as a first-response to report problems on the trails.
9. City	All fee levels, once adopted, should be reviewed annually and adjusted in accordance with budgetary requirements, staff effort, and activity, program, and service volume to assess progress toward cost recovery goals.

COST MODEL OVERVIEW

This section of the report outlines the technical sections BerryDunn constructed to develop the cost model used for this study.

DEPARTMENT FEES AND CHARGES COST MODEL FRAMEWORK

Table 6 summarizes the format, technical construct, and content of the cost model. This includes a summary description of each tab in the cost model.

Table 6: Cost Model Framework

Model Section/Tab	Description
Cover	Contains the title of the study, City project sponsor contact information, and BerryDunn contact information.
Sections	Consists of two summary sections, personnel expense allocation sections, and non-personnel expense section, and a worksheet and forecasting section. The model also contains a personnel services analysis section and an indirect cost-rate proposal section. Each section is described in detail below.
Summary Table (cost-of-service section)	Contains a high-level overview of all services with a comparison of assigned revenue and assigned expenses, as well as current percentage cost recovery.
Service Listing Tabs (cost-of-service section)	Contains all services and service groupings identified and associated fees and revenues and, where possible, percentage cost recovery by individual service type and annual volume.
Personnel Expense Tabs	Contains personnel expense forecasting functionality as well as personnel expense by service group type.
Non-Personnel Expense Tab	Contains non-personnel expense by service type as well as assigned citywide indirect expense by service type.
Worksheet Tab	Contains all revenue and expense data as well as cost-recovery percent by service group, and where possible, specific service type. Also contains functionality to create forecast scenarios and adjust cost-recovery goals by service group type.
City Full-Time Personnel Tab	Contains the list of all full-time personnel assigned to the study, annual salary by position, annual benefit expense by position, and various hourly rates calculated by position.
Personnel Analysis Tabs	Contains all FTE personnel assigned to the study, number of current funded positions, salary by position, and direct and indirect expense assumptions.
Indirect Cost Rate Proposal Tabs	Is developed in conjunction with City SMEs, and contains assumptions pertaining to direct and indirect full-time staff involvement with fee-related services as well as internal citywide support assumptions.

Table 6: Cost Model Framework (continued)

Model Section/Tab	Description
Revenues	Reflects the actual reported revenue for FY 2019.
Expenses	Reflects the actual budget expenditures for FY 2019, including personnel and operating costs.
Indirect Allocations	Reflects calculation of Department indirect personnel. Citywide support provided to the Department such as the City Council, City Manager/City Clerk, Finance Office, City Attorney, and internal Administrative Services allocations were not identified.
Assignable Productive Hours	Reflects the assumed productive personnel hours for this study. This metric can be adjusted as needed.

UPDATES TO THE COST MODEL

Some cities choose to update their fees on an annual basis. The cost model has the built-in capability for City staff to make changes to inputs in order to assess the impact of fee adjustment in the future, even after the cost of service study is complete, based on changes to revenues, expenditures, or the CPI.

Table 7 describes how the City can maintain the cost model if it chooses to update fees and charges intermittently or on an annual basis.

Table 7: Cost Model - Inputs to Update

Name/Role	Role Description
Revenues	Budgeted or actual revenues related to fees and charges for programs and services.
Direct Expenses	Budgeted or actual personnel and operating expenses related to directly providing City services.
Indirect Expenses	Budgeted or actual personnel and operating expenses related to the internal support of providing City services.
Specific Fee Levels	Specific dollar amounts to be charged for individual services provided.
Annual Service Volumes	Annual total counts for the number of programs and / or services provided per service category.

The fees and charges cost model developed for the City is a separate MS Excel file.

Appendix M

COST RECOVERY ASSESSMENT

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INTRODUCTION

An agency built upon sound business principles requires the adoption of defensible financial management policy and continuously justifying how tax dollars are spent and invested. Adopting a methodology encourages productivity and the pursuit of opportunities for efficiency and revenue growth knowing that these efforts can help strengthen systems for the long term. By creating fiscal policy that aligns with fiscal reality, organizations enhance their chances of being financially resilient in the long term.

A cost recovery philosophy embodies a decision to generate revenues by charging fees for programs and services in relation to the total operational costs to provide them. In most cases, undertaking cost recovery as part of business practice does not imply that the goal is 100% recovery of the cost; however, a target cost recovery goal is established according to a variety of organizational and community values. Typical cost recovery goals may range from 0% to more than 100% of costs and are often associated with a community's service delivery mission and values. Adoption of conventional, industry benchmarks are often the choice of many organizations, but it is generally not the most effective way to establish cost recovery goals. Given that each community's economic conditions and communal make-up including demographics are vastly different, benchmarking solely against other communities can create inaccurate comparisons.

The Lynchburg Parks and Recreation Department (the Department) currently has a broad-based cost recovery plan that could be used as a guideline for setting fees and systematic resource allocation. Leadership expressed a desire to adopt a more comprehensive department wide cost recovery philosophy, and to build upon their current model which can provide guidance to staff and management for prioritizing core program areas, setting fees and charges, identifying tax subsidy levels, and to allocate resources effectively within the Department.

COST RECOVERY ASSESSMENT

COST RECOVERY MODEL PROGRAM GROUPINGS AND MODEL

The Department currently groups programs and services by perceived benefit to the individual, group, and community. However, to better define cost recovery, it is recommended that the Department also create groupings of programs and services that are alike in some ways, in addition to continuing to assess programs based on benefit received. This two-pronged method groups services according to level or likeness of activity (e.g., introductory, intermediate, etc., community events, merchandise for resale) and also allows for differentiation of value to the individual and/or the community. A sample of possible groupings of services and descriptions has been developed and included for reference and/or consideration in the table below:

Table 1: Sample Service Groups and Descriptions

Service Group	Description
Open Access	Open, unsupervised access to parks, open spaces, and public access outdoor areas. No staff/volunteer supervision or oversight.
Community Events	Open access events with broad community appeal and larger attendance.
Special Events	Events that target specific groups and may or may not require a fee.
Permits and Rentals	Facility, field, and amenity rentals, which provide for private and exclusive use of Lynchburg Parks and Recreation space and/or property.
Skill Based - Introductory	Programs for participants that are being introduced to a new skill and do not require any experience to participate.
Skill-Based - Intermediate	Programs for participants that have prior experience in a similar program and are looking to further improve their skill level.
Skill-Based - Advanced	Programs for participants who wish to master a specific skill, are competitive in nature, or are private (one-on-one) or small group instruction.
Community Education/Life Skills	Staff-supervised or instructed programs focusing on education, socialization, life skills development, and personal enrichment. These programs may or may not require pre-registration or require a fee.
Retail Merchandise	Service areas that provide individual benefits and are commercial in nature and similar to offerings made by the private sector.
Drop-In Access	Fee-based self-directed activities that are not instructed by staff and do not require registration.

In many agencies, activities are subsidized to greater and lesser levels based on priorities directly or indirectly identified by the codifying body. For example, activities for youth, teens, and seniors have been traditionally subsidized to a greater level than adult activities. Services targeted to low-income residents have traditionally been subsidized to a greater level than those targeted to middle- and higher-income residents. Using newly developed groupings instead of traditional categories, and after establishing a cost of service for each one of the programs and services offered, a cost of service model can be developed. (The model in this case has been developed and has been provided as part of a different phase of this project, but has been completed nonetheless.) Using the cost of service model developed to estimate the full cost of providing specific programs and services will assist staff with setting fees to desired levels, forecasting the revenue potential at specific fee levels, and will also allow staff to assess the subsidy levels for each program and service to better reflect the mission of the agency and the community values so that subsidy can be allocated to provide a greater degree of equity in service delivery. A sample of possible subsidy levels for specific service and program groupings has been developed and included for reference and/or consideration in the graphic below:

Figure 1: Sample of Possible Subsidy Levels



Establishing a cost recovery policy and implementing the practice into routine fiscal exercises can provide the Department with a number of opportunities to improve service delivery and to align fees with the mission and priorities of the community as a whole. Establishing a formal cost recovery policy for the Lynchburg Parks and Recreation Department may:

- Enhance accuracy in identifying the cost of providing each park and recreation service to the Department;
- Identify and categorize both direct and indirect costs;
- Define the amount of tax subsidy allocated to each service;
- Establish a basis of fees and rationale for the pricing structure;
- Demonstrate consistency, structure, and uniformity throughout the Department;
- Promote transparency for the public, stakeholders, and staff;
- Provide justification for future price increases;
- Articulate consistency and responsibility with the use of tax dollars and user fees; and,
- Create a financial management framework to sustain in varying economic climates.

COST OF SERVICE/FEES AND CHARGES

As the Department seeks to efficiently manage limited resources and effectively respond to increased service demands, a formal fee study is a way to align fee levels with the total cost of services, as well as identify potential fee deficiencies. This important undertaking will help the Department better align fee levels with its true costs of providing services and serve as a basis for making informed policy decisions regarding the most appropriate fees, if any, to collect from individuals and organizations. The analysis should determine (or update) the full cost of providing services, including direct salaries and benefits of staff, direct departmental costs, and indirect costs applied by way of the City of Lynchburg internal service support. Once the analysis is complete (or updated), providing the full cost estimation for each service, fees can be set at the Department’s discretion, using the cost recovery policy as a guiding light.

The development of a comprehensive cost model should calculate, identify, total, and distribute allowable direct and indirect costs to all programs and services

for the fiscal year chosen, and include any future assumptions and/or indicators to forecast in the out years. Creation of the cost model would identify the allocation methods used for distribution to all services, on the basis of relative benefits received. In order to accurately and reasonably do so, the model would calculate and identify:

- **Total Expenditures:** Determine total costs, regardless of source applicable to Department programs and services.
- **Unallowable and Excluded Costs:** Determine all unallowable costs, excluded costs, and any other distorting items and remove them from the model's calculations.
- **Direct Costs:** Determine all costs that can be tied specifically to a Department program or service, and therefore may be assigned as an expense. Common examples of direct costs include personnel expenses related to staff providing direct services, contracted services and supplies used, equipment purchased, and any other expense incurred to provide services.
- **Indirect Costs:** Determine all costs incurred for a common or joint purpose benefiting more than one program or service. Common examples of indirect costs include internal accounting and finance support, personnel or human resources support, information technology support, purchasing support, legal support, and City executive management support.

Using the calculated cost recovery percentage as a starting point, the Department would then work to identify cost recovery targets and define a plan to implement appropriate fees for programs and services.

PRICING STRATEGIES

The following factors are common pricing factors and could be considered by Department staff and management in developing proposed fees:

- Cost to offer the program (limited direct costs only)
- History of fees charged
- Perceived ability and willingness to pay

- Number of participants per class/activity
- Affordability for target audience
- Ability to attract participants

Establishing a price for a program can be based upon a variety of strategies. Arbitrary pricing is not encouraged as it is difficult to justify and does not articulate use of tax subsidy in a way that ties to the Lynchburg Parks and Recreation Department's organizational or community mission. It is recommended that the Department follow a cost recovery pricing approach, which is based on cost recovery goals within cost recovery goal percentage ranges. This method uses cost recovery goals as a primary pricing strategy, followed by either market pricing (for services with low alternative coverage – few, if any, alternative providers) or competitive pricing (for services with high alternative coverage – other alternative providers offer similar or like services).

Other strategies to consider after cost of service and fee analysis is undertaken include:

- **Market Pricing:** a fee based on demand for a service or facility or what the Department thinks a participant is willing to pay for a service. Private sector businesses commonly use this strategy. One consideration for establishing a market rate fee is determined by identifying all similar providers (i.e., private sector providers, municipalities, non-profit sector providers, etc.), and if it has been determined that the service has excellent position in the market, establishing a fee that is higher than other similar providers.
- **Competitive Pricing:** a fee based on what similar service providers are charging. One consideration for establishing a competitive fee is determined by identifying all providers of an identical service (i.e., private sector providers, municipalities, non-profit sector providers, etc.), and establishing a fee that is at mid-point or lower.

- **Differential Pricing:** fees that are grounded in the idea that different prices are charged for the same service when there is no real difference in the cost of providing the service. The same service may be offered at a more desirable time, location, or have other factors that attract a following, which may drive a higher price point. Alternatively, there may be services that are offered that are struggling to maintain a minimum and need a boost to stimulate more interest, driving a lower initial cost. The Department may wish to expand use of this pricing strategy:
 - To stimulate demand for a service during a specified time;
 - To reach underserved populations; or,
 - To shift demand to another place, date, or time.
- **Undertake a basic cost of service update biennially and conduct a formal fee study every three to five years;** when the City experiences a significant change in demand for services, organizational structure, or key business processes; or when it identifies budgetary issues.
- **Utilize the electronic registration system, ReCPro, to the greatest extent possible** to allow for detailed tracking and analysis of revenues and annual volumes per activity, program, and service-type to help assess which fee adjustments may have the greatest fiscal impact.

COST RECOVERY RECOMMENDATIONS

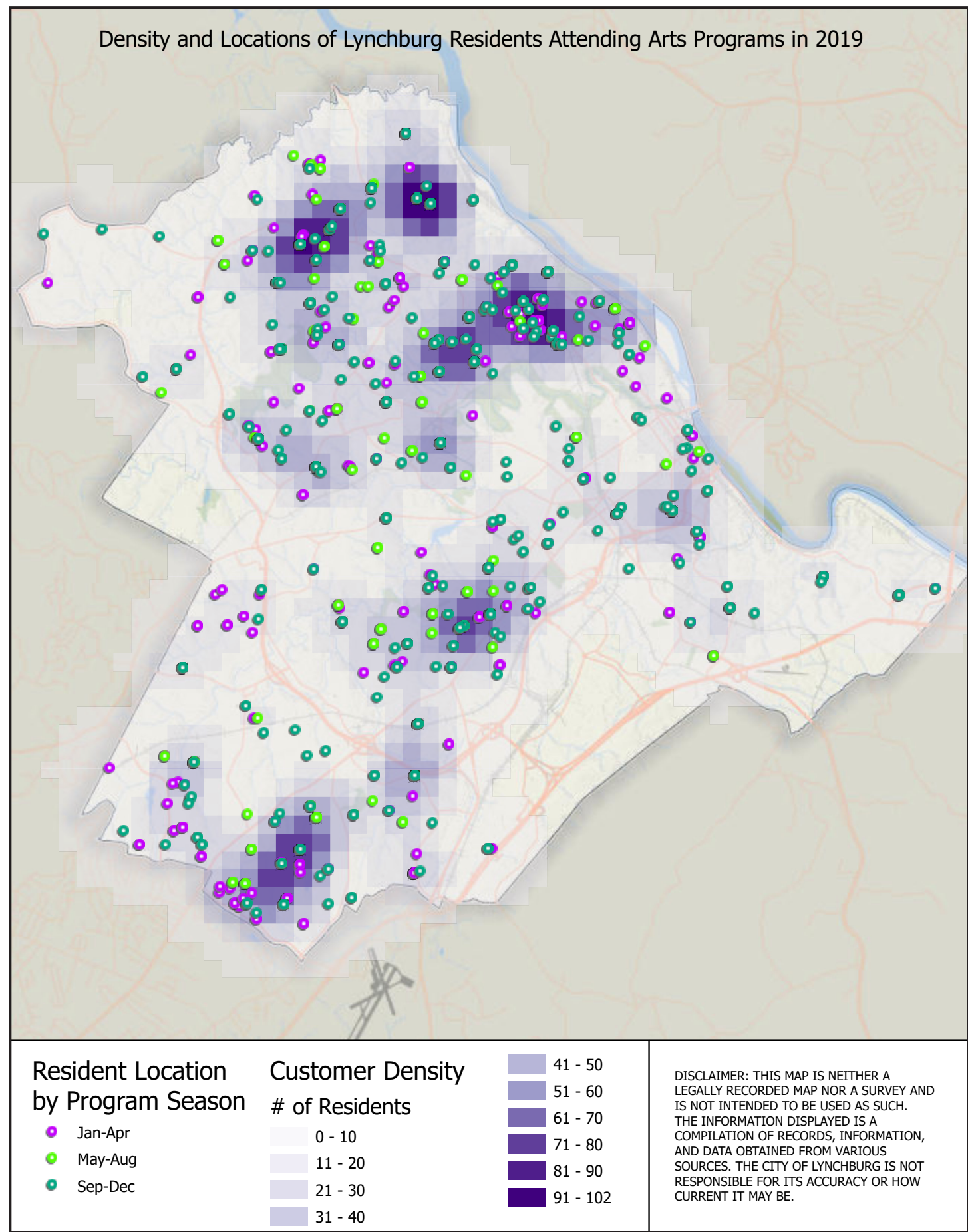
SUMMARY OF RECOMMENDATIONS

- **Develop and adopt a more comprehensive cost recovery policy,** which would build upon the current model and will provide guidance to staff and management for prioritizing core program areas, setting fees and charges, identifying tax subsidy levels, and to allocate resources effectively within the Department.
- **Align pricing strategies to assist with the development of new fees for programs and services** as well as to help guide methodologies for adjusting current fee levels according to desired outcomes.
- **Review select fee levels annually and adjust** in accordance with budgetary requirements and/or macroeconomic indicators such as the Consumer Price Index (CPI).

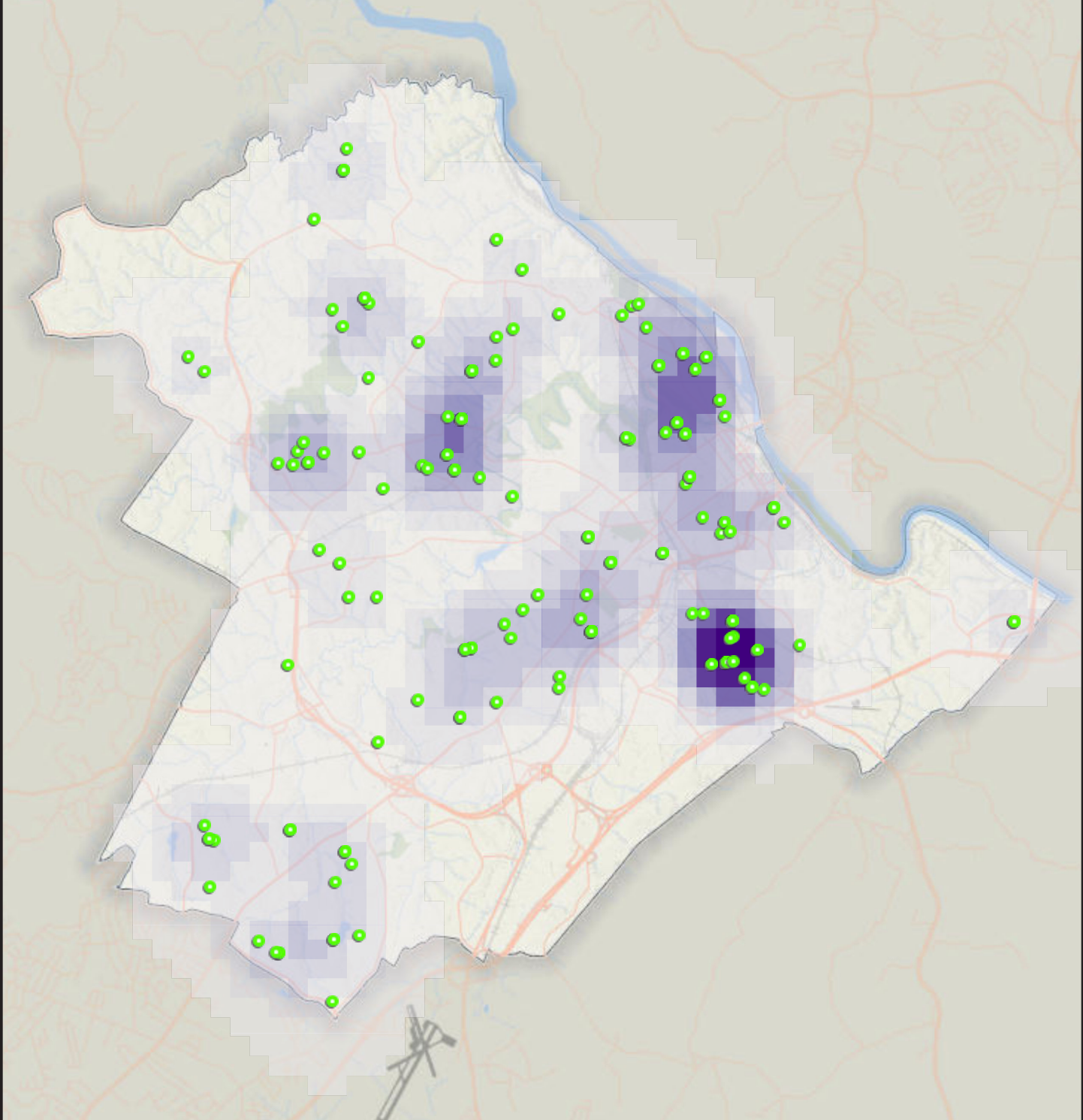
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Appendix N

REGISTRATION DENSITY MAPS



Density and Locations of Lynchburg Residents Attending Camps Programs in 2019



Resident Location by Program Season

- Jan-Apr
- May-Aug
- Sep-Dec

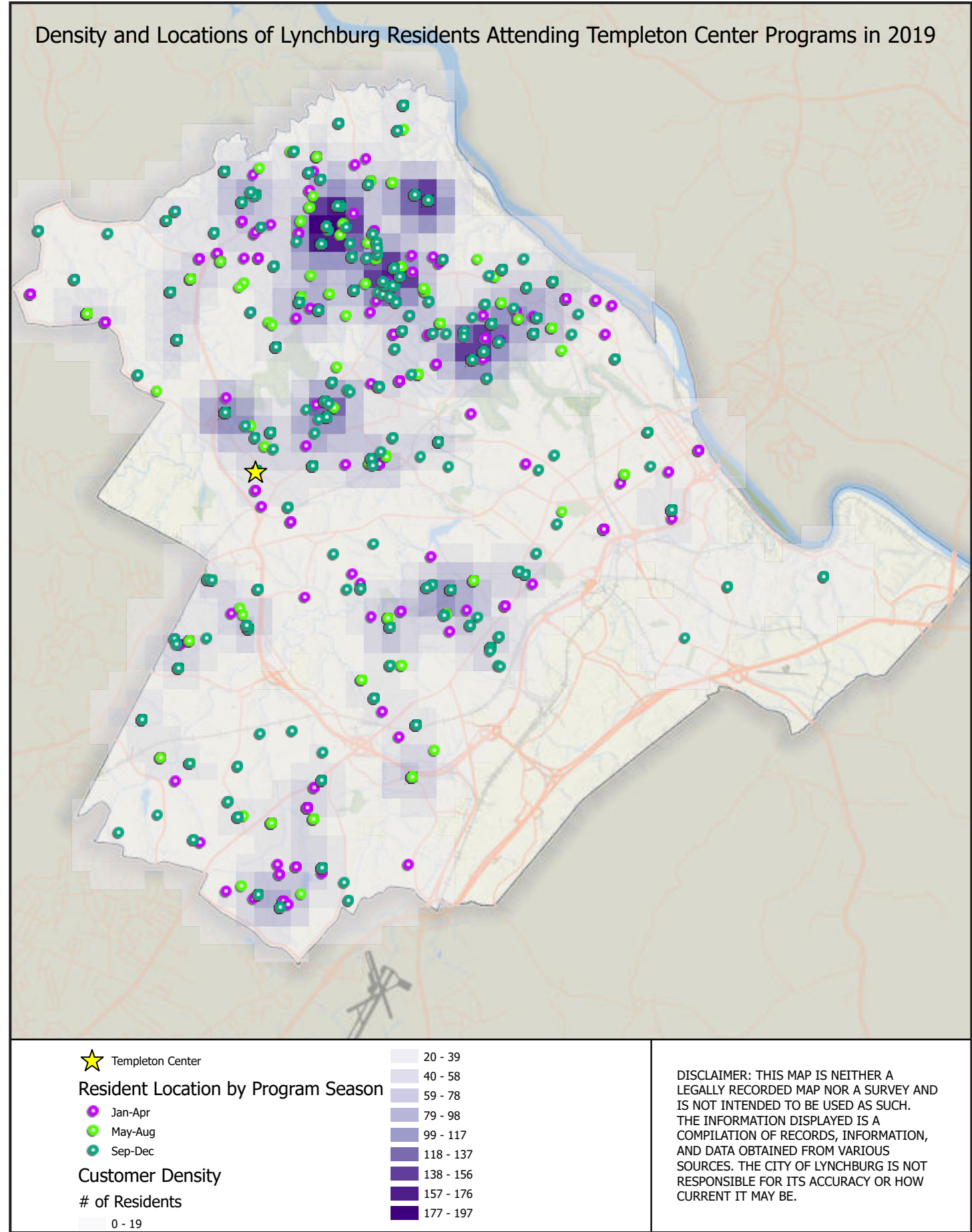
Customer Density # of Residents

- 0 - 2
- 3 - 4
- 5 - 6
- 6 - 8

- 9 - 10
- 11 - 12
- 13 - 14
- 14 - 16
- 17 - 18
- 19 - 21

DISCLAIMER: THIS MAP IS NEITHER A LEGALLY RECORDED MAP NOR A SURVEY AND IS NOT INTENDED TO BE USED AS SUCH. THE INFORMATION DISPLAYED IS A COMPILATION OF RECORDS, INFORMATION, AND DATA OBTAINED FROM VARIOUS SOURCES. THE CITY OF LYNCHBURG IS NOT RESPONSIBLE FOR ITS ACCURACY OR HOW CURRENT IT MAY BE.

Density and Locations of Lynchburg Residents Attending Templeton Center Programs in 2019





PREPARED BY:

LOSE
DESIGN
SPACES FOR LIFE.

2809 FOSTER AVENUE, NASHVILLE, TN 37210 | WWW.LOSE.DESIGN

AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Wynter Benda, City Manager

AGENDA ITEM # III.3

Review of Legislative Package

RECOMMENDATION

Recommend that the City Manager brief the City Council again on the city of Lynchburg's draft 2023 Legislative Agenda. City Council will take action on this item during their formal docket later today.

SUMMARY

Each year, the City Manager works with the City department heads, City appointees, Constitutional Officers and their staff and others on what topics, focus areas and/or potential bills/resolutions are important to city of Lynchburg that will first be presented to City Council and later adopted by them as the city's "legislative package" so as to position it well for the impending Virginia General Assembly Session.

PRIOR ACTION(S)

Briefed at the November 1, 2022 Meeting

FISCAL IMPACT

N/A

CONTACT(S)

Metchi Braun, Executive Assistant to the City Manager
Wynter Benda, City Manager

ATTACHMENT(S)

1. RESOLUTION
2. DRAFT (2) 2023 Legislative Agenda - 11-28-22 - MMB
3. 2022 Adopted Legislative Agenda - 1-11-2022

REVIEWED BY



Date: December 07, 2022

RESOLUTION:

BE IT RESOLVED that the Lynchburg City Council adopts its 2023 Legislative Agenda and directs the Clerk of Council to forward it to the City's General Assembly delegation for information and action, as appropriate.

Adopted:

Certified:

Clerk of Council

CITY OF LYNCHBURG 2023 LEGISLATIVE AGENDA

The city of Lynchburg 2023 Legislative Agenda is meant to highlight those issues of particular importance to the city.

The Lynchburg city Council asks that legislators keep the following principals and priorities in mind as they evaluate and vote on legislation and the budget.

KEY PRINCIPALS

Emergency Custody Orders (ECOs) and Temporary Detention Orders (TDOs): State code currently requires law enforcement officers and Department of Human Services employees and care providers to sit with patients under an (ECO) and requires law enforcement officers to transport patients issued a (TDO) to mental health hospitals throughout the state. The city of Lynchburg has seen a large increase in mental health issues over the last several years, which has resulted in an increased number of patients under both an ECO and TDO. This requires additional law enforcement officers to stay with these patients at the hospital, taking them away from answering calls for service and engaging with residents. Law enforcement has a role in the mental health process, but that role should be limited to stabilizing the situation and ensuring the safety of all those involved and then returning to their regularly assigned duty. The city of Lynchburg supports an update to state code so it no longer mandates that law enforcement must stay with ECO patients at the hospital and that law enforcement no longer must transport TDO patients.

State Supported Local Employees – The city requests that all state supported local employees receive competitive pay for their positions. This will make providing workers' compensation coverage more competitive and will adequately protect the financial interests of the state required staff in the city. This includes: Commissioner of Revenue, Sheriff's Office, Commonwealth's Attorney, Treasurer, Judges and employees of the Circuit Court, Judges and employees of the General District Court, Magistrate(s), Juvenile and Domestic Court employees and other states appointed required staff.

Swatting – The city supports legislation that provides law enforcement an additional tool to combat the act of making a hoax communication to 9-1-1 (or to a private citizen, who then communicates the false information to 9-1-1) regarding an immediate threat to human life with the intent of triggering an immediate and significant law enforcement response, usually involving a SWAT team.

2023 LEGISLATIVE PRIORITIES

Affordable and Attainable Housing/Workforce Housing -Affordable housing plays a substantial and reinforcing role in local economic development. Without a sufficient supply of affordable housing, employers—and entire regional economies—can be at a competitive disadvantage given the subsequent difficulty to attract and retain qualified workers. Expanded opportunities for housing a community’s workforce are critical to keeping and growing jobs in Virginia. Extending the program to those who with incomes beyond that threshold within Federal Support, will allow the workforce to live within closer access to their jobs and continue to support their independent growth.

Airports: The lingering impact of the coronavirus pandemic on the airline industry has created significant staffing challenges at the nation’s airlines. In particular, a pronounced shortage of airline pilots has resulted in vastly reduced air service levels throughout the country, especially among smaller regional markets like Lynchburg. As a result, support by the General Assembly of Virginia’s small commercial service airports is critical in order to provide adequate commercial airline service to our region. Accordingly, the city supports:

- Increased state funding for the “Governor’s New Airline Service Incentive Fund” as passed by the General Assembly during its 2019 session (SB990) at least equal to the amount provided for in the FY2022 budget, with the consideration of increased flexibility in the set aside portion designated for use by smaller commercial service airports.
- Consideration of a Joint Legislative Audit and Review Commission JLARC study or similar report to evaluate Virginia’s competitiveness with surrounding states in providing air service development support and airline incentives.
- Any General Assembly efforts to incentivize and/or assist United Airlines to reverse recent and ongoing reductions of regional airline service at its Washington Dulles (IAD) hub, with an emphasis on providing scheduled air service to Virginia commercial service airports currently unserved.
- Opposing any amendment(s) to state statutory language that would alter the formula which determines the allocation of state entitlement funds to Virginia air carrier airports that would result in Lynchburg Regional Airport receiving less state entitlement funding annually than received under the current formula.
- Exploring the possibility of amending Virginia Aviation Board (VAB) statutory language to require board members to reside in the airport region they represent.

Blighted Properties: The General Assembly should amend the Code of Virginia to allow cities to impose a civil penalty of \$500 per month for a derelict commercial or industrial property in the same manner as is allowed for a residential property.

Children's Services Act (CSA): CSA funding continues to be a serious concern. Actions taken by the General Assembly have increased mandated services and shifted costs to the localities. The General Assembly should refrain from adding additional mandated services and should fund its full share of the CSA program.

Comprehensive Poverty Reduction: Support continued funding of the Community Wealth Building state matching fund which partners with local programs that target intractable long-term pockets of poverty through combined education and job training, housing and transportation resources, mentoring and prisoner re-entry, childcare and early education, and workforce training and other programs that break the cycle of poverty. Preparing people for jobs in the new workforce is extremely important to a healthy community continuum. Prioritize the use of "Go Virginia" funding to create jobs for those in poverty.

Community Wealth Building/Public Housing Redevelopment: Increase funding by \$4 million in the Brownfields Restoration and Remediation Fund and have specific State budget language that would allow grant application for public housing remediation and infrastructure improvements associated with public housing on or adjacent to former landfill sites.

Disposal of Property Due to Eviction: Support legislation to require that evicted tenants' personal property must remain inside the premises for a specified period time after which it becomes that landlord's responsibility to remove and properly dispose of the tenants' property at the landlord's expense. The state code outlines what a landlord must do with an evicted tenant's personal property. Currently the state code says when evicting a tenant the landlord must set the tenant's personal property on the public right-of-way for at least 24 hours so that the evicted person may obtain their belongings. The code also says that tenants shall have 24 hours to remove the property and if the tenant does not remove the personal property within 24 hours, the landlord must remove the property within 48 hours. If the landlord fails to remove the property within 48 hours, the city can remove the property and bill the landlord for the removal costs. The 24 hour and 48 hour removal periods are required by state law. This places an undue burden on localities to collect and dispose of this debris from the public right-of way and causes unsightly and unsanitary conditions in neighborhoods. Landlords should be treated as businesses.

Early Childhood Education: Support legislation that would improve access to and quality of early childhood education. For the Commonwealth to be successful in future generations, it is critical that early childhood educational opportunities meet the needs of working families. This should be accomplished through incentives or other direct support for the development of early educational opportunities.

Economic Development: Preserve existing incentive and grant funds offered by the Virginia Economic Development Partnership, the Virginia Department of Agriculture and Consumer Services, the Department of Housing and Community Development, the Department of Environmental Quality, Virginia Tourism Corporation, and Virginia Commission for the Arts.

A Skilled and Available Workforce – The future of Virginia's economic development success is talent attraction, retention, and development. For the Commonwealth to be viewed as the top state for a skilled and available workforce, training programs must be in place and well-funded.

- *Innovative Partnerships with Higher Education and the Business Community* – Support enhanced partnerships between Virginia’s colleges and universities and the business community to commercialize research and development; create innovative ideas and new technologies; support Virginia’s entrepreneurial ecosystem; and meet the growing demand for talent in the Commonwealth. Support the continued funding of the Tech Talent Investment Program to build technology-educated talent in the Commonwealth.
- *Credentials for High-Demand Occupations* – Support additional funding to build on the success of the Workforce Credential Grant (Fast Forward), a pay-for-performance initiative that creates and sustains a demand-driven supply of credentialed workers to fill occupations where demand outstrips supply in Virginia. The grant makes attainment of credentials in high-demand fields more affordable to Virginians through the Virginia Community College System.
- *Talent Solutions* – Virginia currently has two critical and complementary programs that provide economic development projects with critical workforce training support.
 - i. Virginia Jobs Investment Pool is the most frequently used economic development program, as it is accessible to companies of all sizes in every corner of the Commonwealth. The program helps offset recruitment and training costs, thus reducing companies’ human resource development expenses and reinvesting these funds in the people of Virginia.
 - ii. Increase funding for the Virginia Talent Accelerator Program to continue the program’s development and growth to the capacity of Virginia’s competitor states. Virginia’s newest workforce training program, the Virginia Talent Accelerator Program, will rapidly re-skill to the exact requirements of a new or expanding employer through training that is fully customized to an employer’s unique processes, equipment and procedures
- **Economic Development Marketing & Lead Generation** - Support enhancing the Virginia Economic Development Partnership’s (VEDP) marketing budget, while keeping our current economic development tools whole, to effectively differentiate Virginia from its global competitors. Even a great business climate and fully-funded incentives are of limited use if we do not have the resources or the people to tell the Virginia story. This, however, is the area where past budget cuts and/or stagnant funding have hit the hardest. Virginia must reengage business leaders globally to ensure top of mind awareness of the state as a great place to do business.

- **Tourism Promotion** – Support continued state tourism promotion by the Virginia Tourism Corporation to attract first time visitors to Virginia and to enhance the leverage marketing program.

Site Development - Support increased funding for the Virginia Business Ready Sites (VBRSP) program and other efforts to develop new sites for those businesses looking to locate or expand in the Commonwealth. Funding for site characterization and development is an investment in the foundation of economic development. Site readiness is important to Virginia's economic development efforts. Currently, Virginia has the lowest number of buildable/certified sites among competing states.

Transportation – Support policies to invest in infrastructure to enhance the state's competitiveness and the effective spending of funding. The city has long held that Virginia's transportation network (air, highways, rail, and the port) is an essential component of the state's economic development success. Special attention is needed to rural areas versus more densely populated cities such as Northern Virginia and the Tidewater areas. Providing a connection from Central Virginia to the Capital City.

Energy – Support policies that allow for the timely development of needed energy infrastructure investments across the Commonwealth. A sustainable, reliable and cost-effective energy supply is critical to the attraction of new companies and the retention of existing businesses, particularly in the energy-intensive manufacturing and Information Technology (IT) sectors.

GO Virginia – Support maintaining the funding for GO Virginia to encourage collaboration among Virginia's localities to support economic growth and diversification and leads to higher-paying jobs. The GO Virginia effort makes strategic investments in regional projects to achieve that goal and should continue in a way that complements the state's broader economic goals.

Incentives – Support transparency and accountability with the use and management of incentives, but such measures should not restrict the state's ability to be responsive and flexible to the needs of business. Among Virginia's most important tools to be competitive are economic development incentives. Virginia must increase funding to the economic development incentives that deliver success for the Commonwealth, with a clear return on investment and mitigated risk for the State.

- *Commonwealth Opportunity Fund (COF)* – Support the COF as it remains Virginia's flagship economic development incentive program and the state's premier deal closing fund. Virginia will only remain competitive to make the short list of site selection projects by maintaining funding for the program.
- *Enterprise Zones* – Support additional funds to serve existing zones and future zones, if the number of zones is expanded. This long-standing program has helped both urban and rural communities revitalize distressed areas. The grants offered

through this program are modest, but recent budget cuts have resulted in caps on funding for the program, which means amounts promised to companies making investments in these zones end up being prorated.

- *Agriculture and Forestry Industries Development Fund (AFID)* - Support continued funding for the program. AFID is a critical tool for localities to support two of Virginia's largest industries: agriculture and forestry. This performance-based grant is available to companies that create jobs and investment, add value to Virginia-grown products, and commit to sourcing Virginia-grown agricultural and forest products – creating additional marketplaces for Virginia's farmers and forestland owners.
- *Data Center and Manufacturing Incentives* – Support the continuation of this program. The availability of data center sales and use tax exemptions, along with JLARC is among the top few site-selection considerations for data centers and has been a major contributor to the Commonwealth's success in data center locations.

Tourism Improvement Districts - Support legislation that would allow hospitality related businesses and localities to enter into public private partnerships and create Tourism Improvement Districts (TIDs). Proposals should require that localities obtain support and approval of assessments from a majority of hospitality related businesses that are located in the TID, and funds generated by such levies shall be dedicated solely to the promotion and tourism related marketing of the TID. The TID must also be managed by the local Destination Marketing Organization. **Economic/Industrial Development Authorities (EDAs/IDAs) Structure** – Support the current structure of EDAs/IDAs as an important economic development tool. EDAs/IDAs were authorized by the General Assembly and exist to permit localities to have a flexible tool to support economic development in their communities.

EDA/IDA Member Disclosures – Support legislation that would repeal the 2020 amendment to the Conflict of Interest Act requiring members of Economic Development Authorities and Industrial Development Authorities to file financial disclosure forms. Lynchburg and other localities have had members of their EDAs/IDAs resign as a result of these requirements. Members of EDAs/IDAs are volunteers who serve without pay and feel it is an invasion of their privacy to have to file the forms.

Educational Funding: Jobs are the key to economic recovery and adequate education is essential for preparing the current and future workforce. The State should fully fund the Standards of Quality, including support staff costs and categorical incentive funds for At-Risk students and restore funding from cuts to education over the last biennium. The state has a constitutional duty to meet its education funding obligations and should refrain from changes in methodology and division of financial responsibility that result in a further shift of funding responsibility from the state to localities. These shifts do not change what it actually costs to provide education but simply transfers additional costs to local governments, and ultimately to the local real estate tax base. Currently there are funds supported up to 85%. The city wishes for the full 100% to support Education.

Emergency Management: Support a dedicated revenue stream for the Virginia Department of Emergency Management's local support functions. Recent budgetary constraints have threatened pass-through funding available to localities from VDEM. Loss of local assistance funding would result in the city of Lynchburg's inability to maintain its Emergency Operations Plan, reduce readiness to open its Emergency Operation Center, and would limit the city's ability to engage in community outreach and disaster management.

Public Safety Funding:

- Fire and Emergency Medical Services Funding, generally: The General Assembly should consider matching funding for Fire Department and Emergency Medical Services agencies in at a level consistent with Police HB 599 funds.
- Local Assistance for Fire Departments: The General Assembly should increase entitlement funding for program such as Aid to Localities (ATL) and 4-For-Life to increase available funds for training, technology, medical, and physical fitness. As an Internationally Accredited Fire and Emergency Medical Services the Lynchburg Fire Department embraces the 16 Fire and Life Safety Initiatives and funding from state resources provides critical assistance. This funding supports the programs previously mentioned, that include important multifaceted and multiagency opportunities for training that cannot otherwise be funded. This includes, but is not limited to: Hostile Event (Active Shooter) training, Hazardous Materials, and crisis mitigation – such as natural disasters. In addition to the aforementioned, the following focus areas are at the forefront of the 16 Fire and Life Safety Initiatives and desperately require additional funding support at the state and local level: Cancer Risk Reduction, Mental and Physical Fitness.

Qualified Immunity: Oppose legislation that removes qualified immunity protections for local law enforcement officers. Eliminating qualified immunity will dramatically affect the ability of localities to recruit and retain professional law enforcement officers. This step also will negatively affect police response to community requests for services, potentially impacting community safety.

Sidewalks: Support the General Assembly granting local governments the authority to enter into agreements with developers to have a payment in-lieu-of option for sidewalk installation. These agreements would be initiated at the request of the developer and include language allowing the locality to install a sidewalk that is required as part of a development project somewhere else that is beneficial to the community.

Sustainability: Support policies that help municipalities reduce their carbon footprint and promote sustainability. Additionally, the General Assembly should promote policies that assist localities to be leaders in promoting opportunities for energy efficiency in order to reduce costs for our most vulnerable citizens.

Transportation Initiatives: Support various transportation initiatives as noted below:

- Support expansion of Amtrak rail service including a second Northeast Regional Train anchored in Lynchburg.
- Support efforts to expand air service from Lynchburg Regional Airport to northern destinations, including air service to Dulles International Airport.
- Support connectivity efforts that attract and retain a skilled and educated workforce.
- Support access management strategies that preserve and improve corridors of statewide significance.

Drinking Water, Water Quality, and Environment: The city continues to face significant financial burdens in our efforts to comply with water quality and drinking water regulations and legislation. Coupled with the effort to renew and replace failing infrastructure this places a significant burden on our citizens through high water, sewer and stormwater rates. The city supports state and federal funding assistance for these programs to minimize the impacts to citizens and businesses. Additionally, the city opposes legislative efforts that place additional requirements and burdens on our utilities that are not scientifically based and place additional burden on our rate payers. Further, the city opposes additional fees and enforcement authority that would further reduce funding and available resources to address the needs of our water programs. As a result, the city urges strongly endorses the following positions:

Stormwater Local Assistance Fund (SLAF) – Maintain the existing FY 2021 \$50 million appropriation for Chesapeake Bay TMDL and other local stormwater projects.

Stormwater Utility Legal Authority – Maintain statutory authority authorizing local utility rates and charges for local stormwater management and environmental compliance purposes.

Water-Related Grants to Localities – Continue funding state grants to localities for improvements with regional or statewide benefits including the Water Quality Improvement Fund (wastewater) and the Stormwater Local Assistance Fund.

OTHER LEGISLATIVE POSITIONS

Binding Arbitration: Oppose legislation that mandates binding arbitration, meet and confer requirements, and imposed grievance procedures for local employees. Oppose any amendment to the 2020 legislation authorizing collective bargaining that allows localities to choose whether or not they wish to engage in collective bargaining. The city opposes any requirements to mandate collective bargaining, require binding arbitration, or repeal Virginia's right to work law.

Exemptions: Oppose any legislation that would exempt churches and other religious and non-profit organizations from neutral, generally applicable local ordinances, and in particular local health, safety and zoning ordinances.

Line of Duty Act: Support initiatives that return program funding responsibility to the state. Should this unfunded mandate continue, support efforts to implement the recommendations of the 2014 Joint Legislative Audit and Review Commission (JLARC) "Line of Duty Act Report".

Preclearance Requirements: Oppose legislation that would require preclearance prior to the implementation of changes to voting laws or practices. Preclearance would require that the city seek approval to do such things as change the boundaries of the city's wards and relocate polling places, both of which should be matters of local control.

Reforestation, Preservation and management of urban forests: The city requests further support to provide localities with greater authority in reforestation, preservation and management of urban forests.

Short-term Rentals: Oppose any additional short-term rental legislation that would further limit local governments' authority to regulate short-term rental properties.

Social Services: Maintain funding for workforce re-training through appropriate agencies, retaining Virginia Initiative for Employment not Welfare (VIEW) staff and funding in Social Services. This program has successfully helped Temporary Assistance for Needy Families (TANF) recipients secure and maintain jobs.

State Aid to Public Libraries: Oppose any efforts to reduce state aid to public libraries. Fully fund state aid for public libraries to improve services provided in the community. Citizens rely on their public library to bridge the digital divide, assist their job search, and support early childhood literacy and education initiatives. Full state aid funding will allow the library to improve and expand access to these services to help improve the community.

Substance Abuse Treatment: Restore state funding for substance abuse treatment programs. Such funding could be provided to Community Service Boards, programs such as "The Healing Place" or other pilot programs.

Taxes on Local Services: Oppose the imposition of a state fee, tax or surcharge on water, sewer, and solid waste or on any other local government funds or services.

Telecommunications and Wireless Infrastructure Regulation: Maintain local authority over zoning, land use, rights-of-way and taxation. Limit new state regulation preempting local authority regarding the use and compensation of local rights-of-way for telecommunications. Refrain from adopting any additional legislation that preempts local regulation of the placement of wireless infrastructure in the public rights-of- way or on public property.

Workers Compensation Medical Fees: Virginia should adopt Medicare-based fee schedules for setting medical provider fees in workers' compensation cases, instead of the prevailing community rate standard now used. This will make providing workers' compensation coverage more affordable and will adequately protect the financial interests of the medical providers of Virginia.

ONGOING ITEMS WITH OPEN LEGISLATION

Historic Rehabilitation Tax Credits: Support this financing tool which supports the development and redevelopment of historic buildings.

This is ongoing and is supported throughout this current and previous administrations.

Taxes- Machinery and Tools: Oppose legislation that would reduce or eliminate a locality's authority to impose a machinery and tools tax. The loss of \$5,000,000 in revenue from the Machinery and Tools Tax would equate to a 8.0 cent increase in the city's Real Property Tax rate.

Taxes- Business License: Oppose legislation that would reduce or eliminate a locality's authority to impose a business license tax. The loss of \$9,733,730 in revenue from the Business License Tax would equate to a 15.6 cent increase in the city's Real Property Tax rate.

Tax on Electronic Cigarettes and Vapor: Support legislation to allow localities to tax electronic cigarettes and vapor in a manner similar to traditional cigarettes.

Will continue on and include marijuana after clarification from the General Assembly.

Important to note that marijuana clarification of local referendum and State Support will be needed to continue through to further taxation on sale and distribution.

ACCOMPLISHED LEGISLATIVE GOALS

Broadband: The General Assembly should create a concerted governmental effort to ensure broadband coverage that is both available and affordable to the most in need. Particularly in low income neighborhoods, a lack of broadband coverage and affordability has far-reaching implications for K-12 education and lifelong learning.

Passed in 2022 General Assembly: HB1265 and SB 716.

Compensatory Time: The General Assembly should permanently amend Virginia Overtime Wage Act § 40.1-29.2 so the terms “Wages” and “Pay” also mean overtime compensatory time in lieu of wages for overtime pay by public agencies, as provided by the Fair Labor Standards Act.

Passed with HB1173 and SB 631. Effective date is November 1, 2022

State Charter School Initiative - The city wishes to explore being considered for the State Charter School Initiative Program.

SB 125 lays out qualifiers.

Outdoor Dining – Support the Commonwealth and its localities allowing outdoor dining in nontraditional spaces on a permanent basis. The Virginia Alcohol Beverage Control Authority should continue expedited approvals of outdoor dining spaces.

Effective until July 1, 2024 – Title 4.1

ABC Licenses - Support making Alcohol To-Go permanent, expedited ABC approval of outdoor dining spaces, and authorizing local governments to establish local entertainment districts.

Effective until July 1, 2024 – Title 4.1

Proffers: Request that the General Assembly monitor the impact of recent amendments to Section 15.2-2303.4 of the State Code and consider any amendments that may be needed to further clarify the appropriate use of proffers in conditional residential rezonings.

Origination in 2019 with SP 1373. Continued.

Public Safety Funding: Police Funding: The General Assembly should consider reconstructing the funding formula for Aid to Localities with Police Departments to create a formula that is responsive to urban police departments facing challenges with workforce recruitment and training.

HB599 – passed in 2022.

Communications Sales and Use Tax: The Virginia Communication Sales and Use Tax was enacted to establish a statewide tax rate and to preempt local taxes on communication sales and services. The city supports setting the tax rate at the same level as the state sales tax rate of 5.3 percent and broadening the coverage of the tax to include audio and video streaming services and prepaid calling services.

Completed in 2022

Prevention: Restore state funds for prevention services.

Completed in FY2022 through continual grant funding, through SAMHSA and other programs.

CITIZEN NOTES

From Jim Weigand – jimjweigand@yahoo.com:

515 Elmwood Ave
Lynchburg, VA 24503
November 20, 2022

Metchi Braun
City of Lynchburg
900 Church Street
Lynchburg, VA 24504

Dear Metchi Braun,

Regarding the invitation to submit comments to be considered for Lynchburg's 2023 Legislative agenda please find attached my "weigh in."

As an over-stressed local taxpayer funding a school budget that penalizes city citizens, I have come to realize that one issue that needs to be addressed is funding for the At-Risk students attending public schools.

As explained in the attachment, the current funding formula requires a local match and because cities have a higher percentage of ED students attending school than do counties, cities thus have higher per pupil expenditures and fiscal stress.

While not asking for any additional local funding for the Lynchburg schools I am asking that the state pick up **all** the costs of educating the At-Risk students. Recent reports of state surplus in revenues of billions of dollars will allow the state to pick up the \$132,059,638 that is projected to be forced upon local governments for FY24, thus shifting the fiscal responsibility to where it belongs.

As a footnote to my attachment, the Fiscal Stress data is from the Commission on Local Government, proposed school expenditure data from the VDOE is for both the current year and next, and estimated Real Estate taxes are based upon the published budgets of both Bedford County and Lynchburg.

Yours truly,

Jim Weigand

**IT IS TIME TO STOP THE REQUIRED LOCAL MATCH
AND FULLY FUND THE AT-RISK STUDENTS**

There are 21 high stress localities, all of which are cities.

Lynchburg's Fiscal Stress ranking is 16th highest (High) at 105.13.

The average stress value for Virginia's cities (103.08) is significantly greater than the average for its counties (98.91).

73 (54.89%) localities, comprised of 33 (of 36) cities and 40 counties are considered to be experiencing above average or high fiscal stress.

One reason is the added local cost of educating the public school students classified as At-Risk. At-Risk students are those that are classified as Economically Disadvantaged or ED. ED students tend to be located in the cities.

While the state recognizes the need for additional funding for ED students, this funding requires a local match which penalizes the cities which results in higher fiscal stress. State payments for at-risk students are disbursed to school divisions based on the estimated number of federal free lunch participants in each division to support programs for students who are educationally at-risk. Funding is provided as a percentage add-on to Basic Aid to support the additional costs of educating at-risk students.

Funding is based on the percentage of students eligible for free lunch x Current year unadjusted ADM = Estimated number of students eligible for free lunch x (Add-on weight ranging from 1.0% to 36.0% in FY 2023 and 1.0% to 36.0% in FY 2024 based on free lunch eligibility rate) x Basic aid per pupil amount x (1 - Composite Index) x 100% = State Share.

As a point of comparison, for the current FY2023 year:

Bedford County's required funding (to meet their local match) for At-Risk students is \$866,313 which can be raised with a \$0.0096 Real Estate Tax.

Lynchburg's required funding (to meet their local match) for At-Risk students is \$2,787,842 which can be raised with a \$0.0447 Real Estate Tax.

As this comparison shows, Lynchburg's Real Estate tax rate to fund their At-Risk students is approximately \$0.0351 higher than Bedford's.

IT IS TIME TO STOP THE REQUIRED LOCAL MATCH

CITY OF LYNCHBURG
2022 LEGISLATIVE AGENDA
Adopted January 11, 2022

The City of Lynchburg 2022 Legislative Agenda is meant to highlight those issues of particular importance to the City.

The Lynchburg City Council asks that legislators keep the following principles in mind as they evaluate and vote on legislation and the budget.

PRINCIPLES

- Local governments are instruments of the state, created in large measure to deliver state responsible services in a more efficient and effective manner. This state/local partnership requires an equitable allocation of costs between the two levels of government and across the various jurisdictions of the Commonwealth.
- The state must continue to meet constitutional and statutory responsibilities to adequately fund the state share of state/local services, especially in education, human services, and public safety. Any shortfall in state revenues should not be shifted to local governments.
- When the state experiences or anticipates a budget surplus, due to either increased revenues or reduced expenditures, it should relieve localities of funding responsibilities that have been shifted to them for state mandated/locally delivered services.
- Rather than shifting responsibilities for programs that the state is unwilling to fund down to the localities, the state should consider eliminating those programs.
- The state should explore ways to increase the efficiency and effectiveness of the delivery of state services at the local level including the regionalization of service delivery (e.g. Social Services) and the elimination of inefficient structures such as the Compensation Board.
- The General Assembly should defeat proposed legislation that would erode local taxing authority, cap or reduce local revenue sources or that would impose unfunded mandates on localities.
- The General Assembly should support legislation that provides greater authority to localities in implementing sustainability initiatives especially with regard to land use and transportation planning.
- The General Assembly should preserve local zoning and land use authority, allowing flexibility to meet the needs of individual communities.
- The General Assembly should defeat all efforts to impose unfunded mandates on localities. Unfunded mandates from state government are an abdication of state responsibility and limit localities' ability to perform their own core responsibilities.

2022 KEY LEGISLATIVE IMPERATIVES

Emergency Custody Orders (ECOs) and Temporary Detention Orders (TDOs): State code currently requires law enforcement officers to sit with patients under an (ECO) and requires law enforcement officers to transport patients issued a (TDO) to mental health hospitals throughout the state. The City of Lynchburg has seen a large increase in mental health issues over the last several years, which has resulted in an increased number of patients under both an ECO and TDO. This requires additional law enforcement officers to stay with these patients at the hospital, taking them away from answering calls for service and engaging with residents. Law enforcement has a role in the mental health process, but that role should be limited to stabilizing the situation and ensuring the safety of all those involved and then returning to their regularly assigned duty. The City of Lynchburg supports an update to state code so it no longer mandates that law enforcement must stay with ECO patients at the hospital and that law enforcement no longer must transport TDO patients.

Revenue Sharing: Preserve the Revenue Sharing program administered by the Virginia Department of Transportation and revert to the previous application and funding schedule; a two year application process, award funding the following year(s), maximum of \$10,000,000 per application cycle. The Revenue Sharing program allows localities to leverage funds for needed projects that have no other source of funding. Prior to the present application process, funds were available to be used within a year of application. The process has changed so that localities are required to wait at least five years before funding is awarded. The gap is too large between application process and the funding award. This leaves localities waiting five to six years before they can even begin design and construction of the needed transportation project, delaying and increasing costs.

2022 LEGISLATIVE PRIORITIES

Airports: The impact of the Coronavirus pandemic on Virginia's commercial service airports has been unprecedented in the history of the aviation industry. As a result, the City supports:

- Support increased state funding for the "Governor's New Airline Service Incentive Fund" as passed by the General Assembly during its 2019 session (SB 990). This legislation created a special non-reverting fund to be used at the discretion of the Governor for grants to airlines serving commercial service airports in Virginia. The creation of the fund was intended to provide or assist in the marketing, advertising and promotional activities by airlines in connection with the launch of new airline service, and to provide incentives to airlines as part of such new service.
- Support the extension of the Retail Sales and Use Tax Exemption on Aviation Parts that was created in 2017 by the General Assembly and is set to expire on July 1, 2022. This economic development tool was established to encourage growth of the aviation maintenance, repair, and overhaul industry and unmanned aviation systems in Virginia, and has been well received by aviation businesses and consumers alike. Tax savings from the aircraft repair parts exemption have been estimated to be \$5.4 million in FY19.
- Oppose any amendment(s) to state statutory language that would alter the formula which determines the allocation of state entitlement funds to Virginia air carrier airports that would result in Lynchburg Regional Airport receiving less state entitlement funding annually than received under the current formula.
- Support a Joint Legislative Audit and Review Commission (JLARC) review or similar study to

evaluate Virginia's competitiveness with surrounding states in providing comparable airport infrastructure and dedicated economic development funding to Virginia airports in order to supplement the existing Commonwealth Aviation Fund (CAF).

Blighted Properties: The General Assembly should amend the Code of Virginia to allow cities to transfer blighted properties directly to a land bank created by the City or an existing nonprofit in lieu of sale at public auction for unpaid real estate taxes. This ability is provided to several Virginia cities and should be applied to all cities. Additionally, the General Assembly should adjust the qualifying criteria for localities that are authorized to treat blighted properties and derelict structures as a separate property class for local taxation of real property so that all Virginia cities the ability to do so.

Broadband: The General Assembly should create a concerted governmental effort to ensure broadband coverage that is both available and affordable to the most in need. Particularly in low income neighborhoods, a lack of broadband coverage and affordability has far-reaching implications for K-12 education and lifelong learning.

Children's Services Act (CSA): CSA funding continues to be a serious concern. Actions taken by the General Assembly have increased mandated services and shifted costs to the localities. The General Assembly should refrain from adding additional mandated services and should fund its full share of the CSA program.

Compensatory Time: The General Assembly should permanently amend Virginia Overtime Wage Act § 40.1-29.2 so the terms "Wages" and "Pay" also mean overtime compensatory time in lieu of wages for overtime pay by public agencies, as provided by the Fair Labor Standards Act.

Comprehensive Poverty Reduction: Support continued funding of the Community Wealth Building state matching fund which partners with local programs that target intractable long-term pockets of poverty through combined education and job training, housing and transportation resources, mentoring and prisoner re-entry, childcare and early education, and workforce training and other programs that break the cycle of poverty. Preparing people for jobs in the new workforce is extremely important to a healthy community continuum. Prioritize the use of "Go Virginia" funding to create jobs for those in poverty.

Community Wealth Building/Public Housing Redevelopment: Increase funding by \$4 million in the Brownfields Restoration and Remediation Fund and have specific State budget language that would allow grant application for public housing remediation and infrastructure improvements associated with public housing on or adjacent to former landfill sites.

Disposal of Property Due to Eviction: Support legislation to require that evicted tenants' personal property must remain inside the premises for a specified period time after which it becomes that landlord's responsibility to remove and properly dispose of the tenants' property at the landlord's expense. The state code outlines what a landlord must do with an evicted tenant's personal property. Currently the state code says when evicting a tenant the landlord must set the tenant's personal property on the public right-of-way for at least 24 hours so that the evicted person may obtain their belongings. The code also says that tenants shall have 24 hours to remove the property and if the tenant does not remove the personal property within 24 hours, the landlord must remove the property within 48 hours. If the landlord fails to remove the property within 48 hours, the City can remove the

property and bill the landlord for the removal costs. The 24 hour and 48 hour removal periods are required by state law. This places an undue burden on localities to collect and dispose of this debris from the public right-of way and causes unsightly and unsanitary conditions in neighborhoods. Landlords should be treated as businesses.

Early Childhood Education: Support legislation that would improve access to and quality of early childhood education. For the Commonwealth to be successful in future generations, it is critical that early childhood educational opportunities meet the needs of working families. This should be accomplished through incentives or other direct support for the development of early educational opportunities.

State Charter School Initiative - The City wishes to explore being considered for the State Charter School Initiative Program.

Economic Development: Preserve existing incentive and grant funds offered by the Virginia Economic Development Partnership, the Virginia Department of Agriculture and Consumer Services, the Department of Housing and Community Development, the Department of Environmental Quality, Virginia Tourism Corporation, and Virginia Commission for the Arts.

A Skilled and Available Workforce – The future of Virginia’s economic development success is talent attraction, retention, and development. For the Commonwealth to be viewed as the top state for a skilled and available workforce, training programs must be in place and well-funded.

- *Innovative Partnerships with Higher Education and the Business Community* – Support enhanced partnerships between Virginia’s colleges and universities and the business community to commercialize research and development; create innovative ideas and new technologies; support Virginia’s entrepreneurial ecosystem; and meet the growing demand for talent in the Commonwealth. Support the continued funding of the Tech Talent Investment Program to build technology-educated talent in the Commonwealth.
- *Credentials for High-Demand Occupations* – Support additional funding to build on the success of the Workforce Credential Grant (Fast Forward), a pay-for-performance initiative that creates and sustains a demand-driven supply of credentialed workers to fill occupations where demand outstrips supply in Virginia. The grant makes attainment of credentials in high-demand fields more affordable to Virginians through the Virginia Community College System.
- *Talent Solutions* – Virginia currently has two critical and complementary programs that provide economic development projects with critical workforce training support.
 - i. Virginia Jobs Investment Pool is the most frequently used economic development program, as it is accessible to companies of all sizes in every corner of the Commonwealth. The program helps offset recruitment and training costs, thus reducing companies’ human resource development expenses and reinvesting these funds in the people of Virginia.
 - ii. Increase funding for the Virginia Talent Accelerator Program to continue the program’s development and growth to the capacity of Virginia’s competitor states. Virginia’s newest workforce training program, the Virginia Talent Accelerator Program, will rapidly re-skill to the exact requirements of a new or expanding employer through training that is fully

customized to an employer's unique processes, equipment and procedures

Site Development - Support increased funding for the Virginia Business Ready Sites (VBRS) program and other efforts to develop new sites for those businesses looking to locate or expand in the Commonwealth. Funding for site characterization and development is an investment in the foundation of economic development. Site readiness is important to Virginia's economic development efforts. Currently, Virginia has the lowest number of buildable/certified sites among competing states.

Transportation – Support policies to invest in infrastructure to enhance the state's competitiveness and the effective spending of funding. The City has long held that Virginia's transportation network (air, highways, rail, and the port) is an essential component of the state's economic development success. Special attention is needed to rural areas versus more densely populated cities such as Northern Virginia and the Tidewater areas. Providing a connection from Central Virginia to the Capital City.

Energy – Support policies that allow for the timely development of needed energy infrastructure investments across the Commonwealth. A sustainable, reliable and cost-effective energy supply is critical to the attraction of new companies and the retention of existing businesses, particularly in the energy-intensive manufacturing and Information Technology (IT) sectors.

GO Virginia – Support maintaining the funding for GO Virginia to encourage collaboration among Virginia's localities to support economic growth and diversification and leads to higher-paying jobs. The GO Virginia effort makes strategic investments in regional projects to achieve that goal and should continue in a way that complements the state's broader economic goals.

Affordable Housing/Workforce Housing -Affordable housing plays a substantial and reinforcing role in local economic development. Without a sufficient supply of affordable housing, employers—and entire regional economies—can be at a competitive disadvantage given the subsequent difficulty to attract and retain qualified workers. Expanded opportunities for housing a community's workforce are critical to keeping and growing jobs in Virginia. Extending the program to those who with incomes beyond that threshold within Federal Support, will allow the workforce to live within closer access to their jobs and continue to support their independent growth.

Incentives – Support transparency and accountability with the use and management of incentives, but such measures should not restrict the state's ability to be responsive and flexible to the needs of business. Among Virginia's most important tools to be competitive are economic development incentives. Virginia must increase funding to the economic development incentives that deliver success for the Commonwealth, with a clear return on investment and mitigated risk for the State.

- *Commonwealth Opportunity Fund (COF)* – Support the COF as it remains Virginia's flagship economic development incentive program and the state's premier deal closing fund. Virginia will only remain competitive to make the short list of site selection projects by maintaining funding for the program.
- *Enterprise Zones* – Support additional funds to serve existing zones and future zones, if the number of zones is expanded. This long-standing program has helped both urban and rural communities revitalize distressed areas. The grants offered through this program are modest, but recent budget cuts have resulted in caps on funding for the program, which means amounts promised to companies making investments in these zones end up being

prorated.

- *Agriculture and Forestry Industries Development Fund (AFID)* - Support continued funding for the program. AFID is a critical tool for localities to support two of Virginia's largest industries: agriculture and forestry. This performance-based grant is available to companies that create jobs and investment, add value to Virginia-grown products, and commit to sourcing Virginia-grown agricultural and forest products – creating additional marketplaces for Virginia's farmers and forestland owners.
- *Data Center and Manufacturing Incentives* – Support the continuation of this program. The availability of data center sales and use tax exemptions is among the top few site-selection considerations for data centers and has been a major contributor to the Commonwealth's success in data center locations.

Economic Development Marketing & Lead Generation - Support enhancing the Virginia Economic Development Partnership's (VEDP) marketing budget, while keeping our current economic development tools whole, to effectively differentiate Virginia from its global competitors. Even a great business climate and fully-funded incentives are of limited use if we do not have the resources or the people to tell the Virginia story. This, however, is the area where past budget cuts and/or stagnant funding have hit the hardest. Virginia must reengage business leaders globally to ensure top of mind awareness of the state as a great place to do business.

Tourism Promotion – Support continued state tourism promotion by the Virginia Tourism Corporation to attract first time visitors to Virginia and to enhance the leverage marketing program.

Outdoor Dining – Support the Commonwealth and its localities allowing outdoor dining in nontraditional spaces on a permanent basis. The Virginia Alcohol Beverage Control Authority should continue expedited approvals of outdoor dining spaces.

ABC Licenses - Support making Alcohol To-Go permanent, expedited ABC approval of outdoor dining spaces, and authorizing local governments to establish local entertainment districts.

Tourism Improvement Districts - Support legislation that would allow hospitality related businesses and localities to enter into public private partnerships and create Tourism Improvement Districts (TIDs). Proposals should require that localities obtain support and approval of assessments from a majority of hospitality related businesses that are located in the TID, and funds generated by such levies shall be dedicated solely to the promotion and tourism related marketing of the TID. The TID must also be managed by the local Destination Marketing Organization.

Economic/Industrial Development Authorities (EDAs/IDAs) Structure – Support the current structure of EDAs/IDAs as an important economic development tool. EDAs/IDAs were authorized by the General Assembly and exist to permit localities to have a flexible tool to support economic development in their communities.

EDA/IDA Member Disclosures – Support legislation that would repeal the 2020 amendment to the Conflict of Interest Act requiring members of Economic Development Authorities and Industrial Development Authorities to file financial disclosure forms. Lynchburg and other localities have had members of their EDAs/IDAs resign as a result of these requirements. Members of EDAs/IDAs are volunteers who serve without pay and feel it is an invasion of their privacy to have to file the forms.

Educational Funding: Jobs are the key to economic recovery and adequate education is essential for preparing the current and future workforce. The State should fully fund the Standards of Quality (SQQ), including support staff costs and categorical incentive funds for At-Risk students and restore funding from cuts to education over the last biennium. The state has a constitutional duty to meet its education funding obligations and should refrain from changes in methodology and division of financial responsibility that result in a further shift of funding responsibility from the state to localities. These shifts do not change what it actually costs to provide education but simply transfers additional costs to local governments, and ultimately to the local real estate tax base.

Emergency Management: Support a dedicated revenue stream for the Virginia Department of Emergency Management's local support functions. Recent budgetary constraints have threatened pass-through funding available to localities from VDEM. Loss of local assistance funding would result in the City of Lynchburg's inability to maintain its Emergency Operations Plan, reduce readiness to open its Emergency Operation Center, and would limit the City's ability to engage in community outreach and disaster management.

Emergency Medical Technician Training: The General Assembly should allocate additional funding, or reallocate funding to support Advanced Life Support Training programs at Community Colleges, providing free tuition for Emergency Medical Technician Basic through Paramedic certification. The shortage of Advanced Life Support prehospital care providers is not a new reality, though it has been and continues to be exacerbated by the COVID-19 pandemic. The lack of appropriate funding results in a the lack of qualified paramedics both in the City of Lynchburg and throughout the Commonwealth. Offering these programs creates opportunities for organizations to be more reflective of their communities.

911 Reclassification: Support the classification of 911 Public Safety Communications Specialist as public safety first responders within the Virginia Retirement System to ensure that they are eligible for enhance retirement benefits for hazardous duty service. Under current law, localities may provide such benefits to first responders, including firefighters and emergency medical technicians, and certain other hazardous duty positions. This classification limits the ability to recruit and retain qualified public safety communicators at public safety answering points throughout the Commonwealth.

Filing of Items with Local Fiscal Impact: Support legislation that requires members of the General Assembly to file bills with local fiscal impacts as early as possible and no later than the first day of the legislative session, so that the appropriate fiscal impact analysis can be completed and reported in a timely manner.

Historic Rehabilitation Tax Credits: Support this financing tool which supports the development and redevelopment of historic buildings.

Local Law Enforcement Funding: The Commonwealth should be equitable in its support for local law enforcement funding both to those localities with police departments (HB 599 funding) and to those in which Sheriff's Departments provide law enforcement (through the Compensation Board). Cities should not bear a disproportionate burden for law enforcement funding through continued reductions in funds provided by HB 599.

Proffers: Request that the General Assembly monitor the impact of recent amendments to Section 15.2-2303.4 of the State Code and consider any amendments that may be needed to further clarify the appropriate use of proffers in conditional residential rezonings.

Public Safety Funding:

- **Police Funding:** The General Assembly should consider reconstructing the funding formula for Aid to Localities with Police Departments to create a formula that is responsive to urban police departments facing challenges with workforce recruitment and training.
- **Fire and Emergency Medical Services Funding, generally:** The General Assembly should consider matching funding for Fire Department and Emergency Medical Services agencies in at a level consistent with Police HB 599 funds.
- **Local Assistance for Fire Departments:** The General Assembly should increase entitlement funding for program such as Aid to Localities (ATL) and 4-For-Life to increase available funds for training, technology, medical, and physical fitness. As an Internationally Accredited Fire and Emergency Medical Services the Lynchburg Fire Department embraces the 16 Fire and Life Safety Initiatives and funding from state resources provides critical assistance. This funding supports the programs previously mentioned, that include important multifaceted and multiagency opportunities for training that cannot otherwise be funded. This includes, but is not limited to: Hostile Event (Active Shooter) training, Hazardous Materials, and crisis mitigation – such as natural disasters. In addition to the aforementioned, the following focus areas are at the forefront of the 16 Fire and Life Safety Initiatives and desperately require additional funding support at the state and local level: Cancer Risk Reduction, Mental and Physical Fitness.

Qualified Immunity: Oppose legislation that removes qualified immunity protections for local law enforcement officers. Eliminating qualified immunity will dramatically affect the ability of localities to recruit and retain professional law enforcement officers. This step also will negatively affect police response to community requests for services, potentially impacting community safety.

Sidewalks: Support the General Assembly granting local governments the authority to enter into agreements with developers to have a payment in-lieu-of option for sidewalk installation. These agreements would be initiated at the request of the developer and include language allowing the locality to install a sidewalk that is required as part of a development project somewhere else that is beneficial to the community.

Sustainability: Support policies that help municipalities reduce their carbon footprint and promote sustainability. Additionally, the General Assembly should promote policies that assist localities to be leaders in promoting opportunities for energy efficiency in order to reduce costs for our most vulnerable citizens.

Taxes- Machinery and Tools: Oppose legislation that would reduce or eliminate a locality's authority to impose a machinery and tools tax. The loss of \$4,600,000 in revenue from the Machinery and Tools Tax would equate to a 8.6 cent increase in the City's Real Property Tax rate.

Taxes- Business License: Oppose legislation that would reduce or eliminate a locality's authority to impose a business license tax. The loss of \$9,668,302 in revenue from the Business License Tax would equate to a 17.2 cent increase in the City's Real Property Tax rate.

Transportation Initiatives: Support various transportation initiatives as noted below:

- Support expansion of Amtrak rail service including a second Northeast Regional Train

- anchored in Lynchburg.
- Support efforts to expand air service from Lynchburg Regional Airport to northern destinations, including air service to Dulles International Airport.
- Support connectivity efforts that attract and retain a skilled and educated workforce.
- Support access management strategies that preserve and improve corridors of statewide significance.

Drinking Water, Water Quality, and Environment: The City continues to face significant financial burdens in our efforts to comply with water quality and drinking water regulations and legislation. Coupled with the effort to renew and replace failing infrastructure this places a significant burden on our citizens through high water, sewer and stormwater rates. The City supports state and federal funding assistance for these programs to minimize the impacts to citizens and businesses. Additionally, the City opposes legislative efforts that place additional requirements and burdens on our utilities that are not scientifically based and place additional burden on our rate payers. Further, the City opposes additional fees and enforcement authority that would further reduce funding and available resources to address the needs of our water programs. As a result the City urges strongly endorses the following positions:

Polyfluoroalkyl Substances (PFAS) Chemical Regulation

- The term polyfluoroalkyl substances (PFAS) encompasses many substances that are of concern to drinking water quality, and have become a topic of conversation in environmental regulation
- Any new regulation of PFAS chemicals in Virginia should focus on the actual sources such as military bases, industrial discharges, and consumer products, rather than locality-owned water and wastewater treatment facilities.
- Virginia Code § 32.1-169 (as amended by HB 1257 (2020)) should be enhanced to require that the development of any drinking water maximum contaminant levels for PFAS set by the Virginia Department of Health comply with the same rigorous scientific and technical requirements applicable to the development of such levels by the U.S. EPA in accordance with the Safe Drinking Water Act, and be at least as protective.

Water/Wastewater Facilities Regulation, generally

- Support funding for compliance with the federal Lead and Copper Rule, including support for lead service line inventory efforts, lead service line replacement, and additional testing requirements.
- Maintain, and where appropriate streamline, regulatory programs administered by DEQ, DCR, and VDH that affect localities directly, including:
 - No increase in permit fees assessed by regulatory agencies against localities,
 - No increase in enforcement authority and penalties against localities, and
 - No additional administrative or operational constraints on local utility operations

Stormwater Local Assistance Fund (SLAF) – Maintain the existing FY 2021 \$50 million appropriation for Chesapeake Bay TMDL and other local stormwater projects.

Stormwater and Flood Management Regulations Generally – Considering many years of legislative and regulatory authority expansion that localities continue to implement, the City recommends maintaining and where appropriate streamlining stormwater regulatory programs administered by DEQ and DCR that affect localities directly, including:

- No reduction in locality TMDL credit earned by implementing stormwater improvement projects including septic system connections to sanitary sewer

- No increase in permit fees assessed by DEQ against localities
- No increase in enforcement authority and penalties against localities
- No additional administrative or operational constraints on local stormwater management and flood mitigation efforts.

Stormwater Utility Legal Authority – Maintain statutory authority authorizing local utility rates and charges for local stormwater management and environmental compliance purposes.

Water-Related Grants to Localities – Continue funding state grants to localities for improvements with regional or statewide benefits including the Water Quality Improvement Fund (wastewater) and the Stormwater Local Assistance Fund.

Pollution Control Equipment Sales Tax Exemption Certification Streamlining – To make implementation of the existing sales tax exemption more efficient and effective for localities and for the Department of Environmental Quality, amend Virginia § 58.1-3660 to enable political subdivisions to self-certify equipment, facilities, devices, or other property intended for their own use in conjunction with the operation of their water, wastewater, stormwater, or solid waste management facilities or systems.

Local Utility Rates and Charges – Oppose legislation that would restrict current local legislative discretion or mandate preferences or exemptions in local rate structures for allocating various costs of service to local ratepayers for water-related utilities.

OTHER LEGISLATIVE POSITIONS

Binding Arbitration: Oppose legislation that mandates binding arbitration, meet and confer requirements, and imposed grievance procedures for local employees. Oppose any amendment to the 2020 legislation authorizing collective bargaining that allows localities to choose whether or not they wish to engage in collective bargaining. The City opposes any requirements to mandate collective bargaining, require binding arbitration, or repeal Virginia's right to work law.

Communications Sales and Use Tax: The Virginia Communication Sales and Use Tax was enacted to establish a statewide tax rate and to preempt local taxes on communication sales and services. The City supports setting the tax rate at the same level as the state sales tax rate of 5.3 percent and broadening the coverage of the tax to include audio and video streaming services and prepaid calling services.

Exemptions: Oppose any legislation that would exempt churches and other religious and non-profit organizations from neutral, generally applicable local ordinances, and in particular local health, safety and zoning ordinances.

FOIA Exemption on the Release of Information Pertaining to Closed Criminal Justice Case Files: Oppose legislative action to remove the current FOIA exemption on the release of information pertaining to closed criminal justice case files. While not preventing the disclosure of information from closed criminal case files, the exemption allows law enforcement agencies the option to decline disclosure in situations where such disclosure is deemed likely to compromise ongoing criminal investigations; to identify at-risk witnesses, informants or victims; or to otherwise jeopardize public safety. Beyond the scope of endangering witnesses, informants or victims in certain cases, indiscriminate release of all closed case information would significantly hamper current criminal investigations involving the same suspect, similar modus operandi, etc. A primary reason for keeping

investigative details from public knowledge is to preserve investigators' ability to evaluate the validity of information gathered from various sources.

Line of Duty Act: Support initiatives that return program funding responsibility to the state. Should this unfunded mandate continue, support efforts to implement the recommendations of the 2014 Joint Legislative Audit and Review Commission (JLARC) "Line of Duty Act Report".

Preclearance Requirements: Oppose legislation that would require preclearance prior to the implementation of changes to voting laws or practices. Preclearance would require that the City seek approval to do such things as change the boundaries of the City's wards and relocate polling places, both of which should be matters of local control.

Prevention: Restore state funds for prevention services.

Reforestation, Preservation and management of urban forests: The City requests further support to provide localities with greater authority in reforestation, preservation and management of urban forests.

Reimbursement for Political Party Primaries: Support the full reimbursement to localities for the costs related to political party primaries.

Reimbursement for General Registrar and Electoral Board Expenses: Support the full reimbursement by the State to the localities for the compensation and expenses of the General Registrar and Electoral Board.

Reimbursement for the Retrieval of Cellular Phone Information: The General Assembly should amend §19.2-70.3 of the Code of Virginia to provide reimbursement for the costs of retrieving historic cellular tower information through a search warrant. Code of Virginia §19.2-70.2 has language in section G that allows localities to seek reimbursement for costs related to obtaining pen register information authorized through a court order. Such orders are traditionally used for real-time cellular phone information (pen register and trap & trace). Code of Virginia §19.2-70.3 does not currently have language to allow localities to seek reimbursement. This code section requires a search warrant for cellular phone information related to real-time location data (pinging a phone) or historic subscriber and billing information. *United States v. Graham*, decided on August 5, 2015 in the 4th Circuit Court of Appeals, held that a search warrant is necessary for historic cellular tower information. This sort of information shows where a phone was at any relevant point in time. Without the reimbursement language being added to §19.2-70.3, localities will end up spending thousands of dollars a year through investigations involving the need for cellular phone information obtained through search warrants.

Short-term Rentals: Oppose any additional short-term rental legislation that would further limit local governments' authority to regulate short-term rental properties.

Social Services: Maintain funding for workforce re-training through appropriate agencies, retaining Virginia Initiative for Employment not Welfare (VIEW) staff and funding in Social Services. This program has successfully helped Temporary Assistance for Needy Families (TANF) recipients secure and maintain jobs.

State Aid to Public Libraries: Oppose any efforts to reduce state aid to public libraries. Fully fund state aid for public libraries to improve services provided in the community. Citizens rely on their public library to bridge the digital divide, assist their job search, and support early childhood literacy and education initiatives. Full state aid funding will allow the library to improve and

expand access to these services to help improve the community.

Substance Abuse Treatment: Restore state funding for substance abuse treatment programs. Such funding could be provided to Community Service Boards, programs such as "The Healing Place" or other pilot programs.

Tax on Electronic Cigarettes and Vapor: Support legislation to allow localities to tax electronic cigarettes and vapor in a manner similar to traditional cigarettes.

Taxes on Local Services: Oppose the imposition of a state fee, tax or surcharge on water, sewer, and solid waste or on any other local government funds or services.

Telecommunications and Wireless Infrastructure Regulation: Maintain local authority over zoning, land use, rights-of-way and taxation. Limit new state regulation preempting local authority regarding the use and compensation of local rights-of-way for telecommunications. Refrain from adopting any additional legislation that preempts local regulation of the placement of wireless infrastructure in the public rights-of-way or on public property.

Workers Compensation Medical Fees: Virginia should adopt Medicare-based fee schedules for setting medical provider fees in workers' compensation cases, instead of the prevailing community rate standard now used. This will make providing workers' compensation coverage more affordable and will adequately protect the financial interests of the medical providers of Virginia.

LETTERS OF SUPPORT



Letter of Support
for 2022 Legislative ,

AGENDA ITEM SUMMARY**MEETING DATE**

December 13, 2022

PREPARED BY

John Hughes, Assistant City Manager

AGENDA ITEM # IV.4

LRHA Resolution to designate the Dearington Hills Apartments as a Revitalization Area

RECOMMENDATION

This item will appear for the City Council vote on December 13, 2022. Discuss designating the planned Dearington Hills Apartments construction location as a Revitalization Area through City Council resolution for the benefit of the Lynchburg Redevelopment and Housing Authority (LRHA).

SUMMARY

The Lynchburg Redevelopment and Housing Authority (LRHA) are working to submit a 2022 Tax Credit Application. Mary Mayrose, Executive Director of LRHA, has requested that City Council acknowledge by resolution that the area of Dearington Hills is a Revitalization Area as evidenced by the Comprehensive Plan.

PRIOR ACTION(S)

October 11, 2022 City Council adopted R-22-061 approving the Dearington Plan as part of the City's Comprehensive Plan

FISCAL IMPACT

None

CONTACT(S)

John Hughes, Assistant City Manager

ATTACHMENT(S)

1. LRHA+City Resolution of Support
2. BIB.Dearington.LRHA.12.13.22
3. DearingtonMap.1
4. DeargintonFLUM
5. MidtownPlan
6. DearingtonPlan

REVIEWED BY

Alicia L. Finney

Date: December 08, 2022

Alicia Finney, Clerk of Council

RESOLUTION:

#R-22-__

A RESOLUTION OF THE COUNCIL OF THE CITY OF LYNCHBURG, VIRGINIA, AUTHORIZING THE DESIGNATION OF A REVITALIZATION AREA

WHEREAS, on October 11, 2022, City Council adopted Resolution R-22-061 approving the Dearington Neighborhood Plan (the “Neighborhood Plan”) as part of the Comprehensive Plan 2013-2030; and

WHEREAS, the Neighborhood Plan contemplates the redevelopment of the Dearington Apartment complex (the “Redevelopment”) by the Lynchburg Redevelopment & Housing Authority (“LRHA”); and

WHEREAS, Virginia Housing has provided the LRHA with a \$973,000 grant to provide for development activities for the Redevelopment; and

WHEREAS, the Redevelopment will be financed in part with Low Income Housing Tax Credits (“LIHTC”), issued pursuant to Section 36-55.30:2 of the Code of Virginia, competitively awarded by Virginia Housing; and

WHEREAS, the Redevelopment will occur in an area where the industrial, commercial or other economic development will benefit the City but such area lacks the housing needed to induce manufacturing, industrial, commercial, governmental, educational, entertainment, community development, healthcare or nonprofit enterprises or undertakings to locate or remain in such area; and

WHEREAS, the Redevelopment will occur in an area where private enterprise and investment are not reasonably expected, without assistance, to produce the construction or rehabilitation of decent, safe and sanitary housing and supporting facilities that will meet the needs of low and moderate income persons and families in such area and will induce other persons and families to live within such area and thereby create a desirable economic mix of residents in such area; and

WHEREAS, as is expressed in the Neighborhood Plan, City Council approves of and desires to provide its support for the Redevelopment; and

WHEREAS, in the judgment of City Council, it is desirable and in the best interests of the City to recognize and authorize the designation of area shown on Exhibit A as a Revitalization Area, as defined in Section 36-55.2:2 of the Code of Virginia, as more fully set forth herein; and

NOW THEREFORE BE IT RESOLVED THAT the Council of the City of Lynchburg, Virginia does hereby designate the area at Exhibit A as a Revitalization Area because (i) either (1) it is blighted, deteriorated, deteriorating or, if not rehabilitated, likely to deteriorate by reason that the buildings, improvements or other facilities in such area are subject to one or more of the following conditions- dilapidation, obsolescence, overcrowding, inadequate ventilation, light or sanitation, excessive land coverage, deleterious land use, or faulty or otherwise inadequate design, quality or condition, or (2) the industrial, commercial or other economic development of such area will benefit the city or county but such area lacks the housing needed to induce manufacturing, industrial, commercial, governmental, educational, entertainment, community development, healthcare or nonprofit enterprises or undertakings to locate or remain in such area; and (ii) private enterprise and investment are not reasonably expected, without assistance, to produce the construction or rehabilitation of decent, safe and sanitary housing and supporting facilities that will meet the needs of low and moderate income persons and families in such area and will induce other persons and families to live within such area and thereby create a desirable economic mix of residents in such area.

Adopted: _____, 2022.

Certified: _____
Clerk of Council

Exhibit A

Area Map for Entire Site





DESIGNATION OF THE DEARINGTON HILLS APARTMENTS AS A REVITALIZATION AREA

December 13, 2022
Business Item Briefing



PROPOSED REDEVELOPMENT

Authorization of the Revitalization Area designation requested in this resolution will enable the Lynchburg Redevelopment and Housing Authority (LRHA) to move forward with a Low-Income Housing Tax Credit (LIHTC) funding application to construct 80 new replacement housing units on the Dearington Hills site.



Mary E. Mayrose
Executive Director, LRHA



PROPOSED REDEVELOPMENT



SUPPORT FOR THE REDEVELOPMENT OF DEARINGTON HILLS APARTMENTS

- Redevelopment of the Dearington Hills Apartments is supported by:
 - LRHA's Property Assessment
 - Existing High-Density Residential Zoning
 - The Lynchburg Comprehensive Plan 2013-2030
 - The Midtown Master Plan (2005)
 - The Dearington Neighborhood Plan (2022)



DEARINGTON HILLS PROPERTY ASSESSMENT

- Summary of Findings from the LRHA Property Assessment:
 - Built in 1959/60 – the oldest LRHA public housing community with 100 units
 - Units are small by current standards – 852 sf 2 BR vs 1000 sf
 - Water heaters located in kitchen
 - Inadequate off-street parking
 - In spite of cosmetic work on exterior – buildings still look like public housing
 - No ADA accessible units on-site
 - Aging galvanized water and gas piping
 - Site slopes steeply outside building footprints



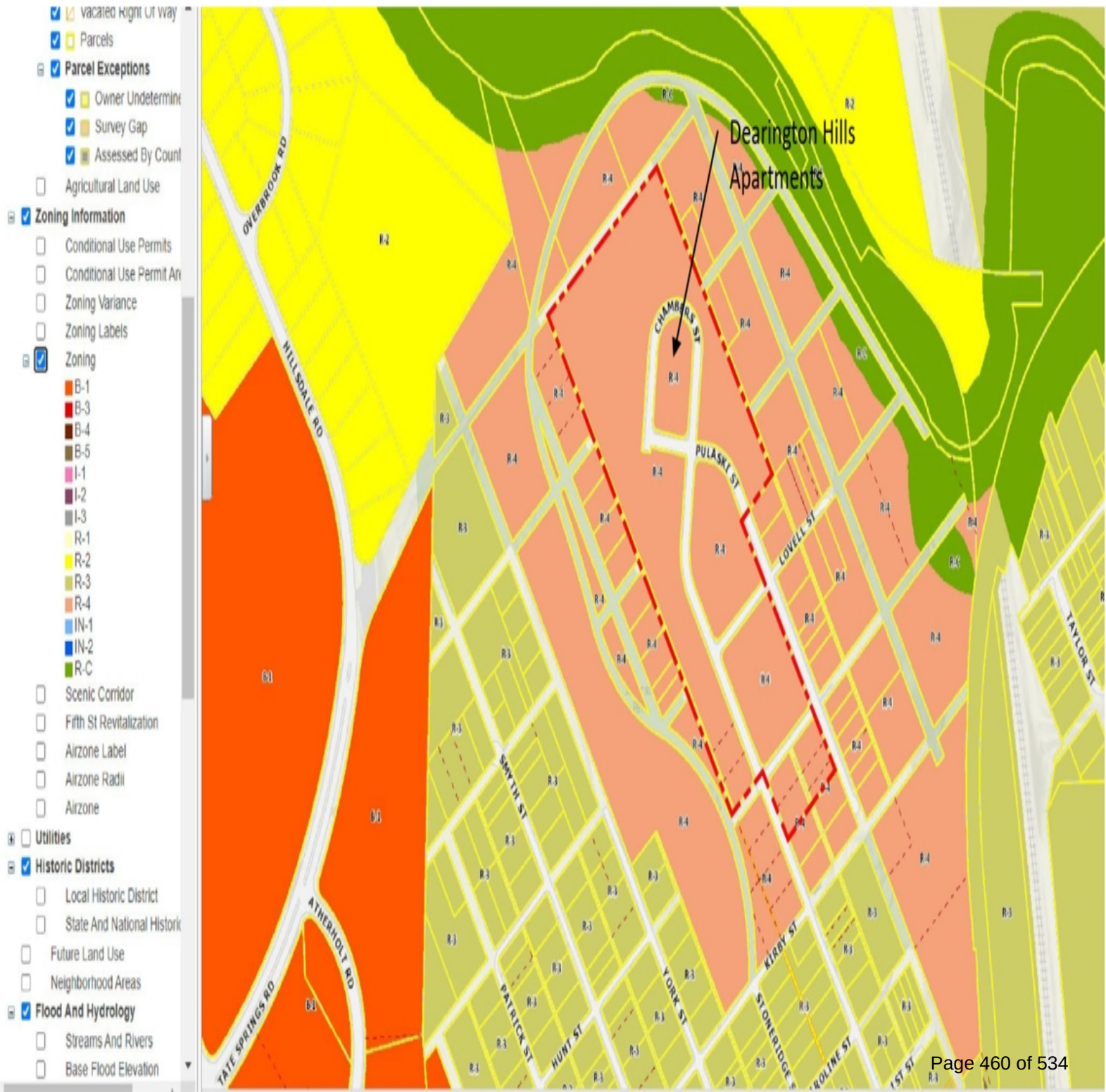
CONCLUSION

Demolition of the existing units and development all new housing to provide improved residences and increase affordable housing opportunities.



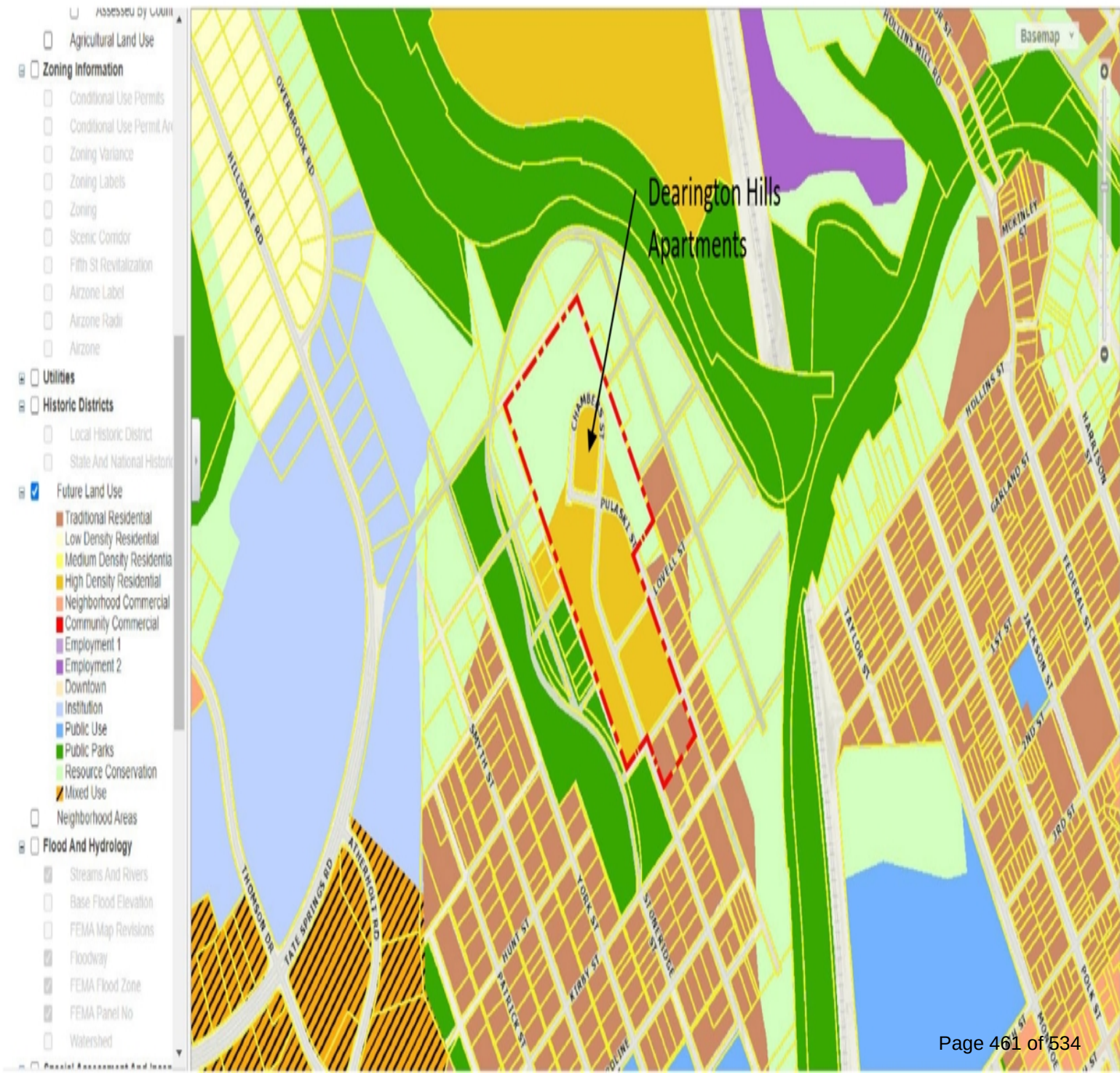
Zoning:

- Existing Zoning = R-4 High Density Residential
- Maximum Density = 21.78 Du/Ac
- Maximum On-site Development = 345 Units



Comprehensive Plan 2013 – 2030 (2013)

- Future Land Use = High Density Residential



Midtown Master Plan (2005)

- Dearington Hills Apartments Designated “Neighborhood Infill and Redevelopment”

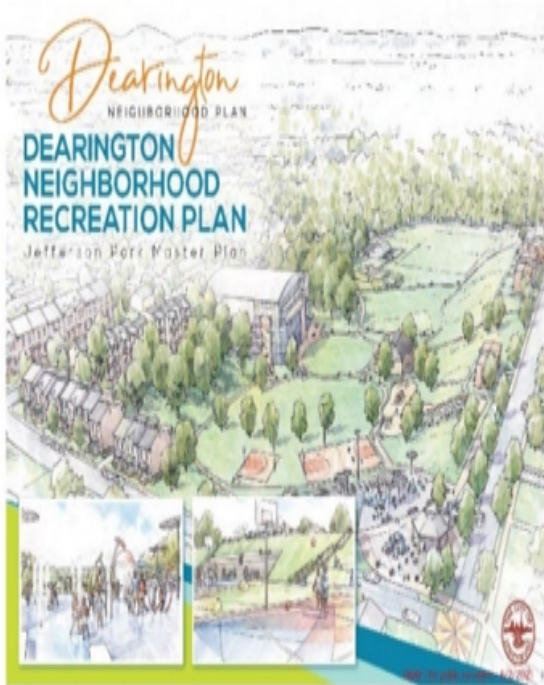


NEIGHBORHOOD INFILL AND REDEVELOPMENT

While a strong, stable neighborhood fabric exists in Midtown, a variety of places remain as opportunities for infill development.

Neighborhood infill or redevelopment should occur where there are vacant lots, blighted properties, or aesthetically dull structures that are not contributing to the character of Midtown. These strategic infill sites are opportunities to build complete neighborhoods. Any infill or redevelopment needs to follow the traditional planning practices outlined in Chapter 3, such as buildings with doors and windows facing the street and parking in the rear. There are areas in Midtown that are worthy of conservation, however, they could be candidates for infill or redevelopment if, in the future, the market supports higher density residential infill or redevelopment in this area. Vacant or blighted properties should remain first priority for any infill or redevelopment.

■ Dearington Neighborhood Plan



Long-Range Conceptual Redevelopment Plan
For Dearington Hills incorporated in the
Dearington Neighborhood Plan



DRAFT July 2022

Strategies & Actions - Jefferson Park

DRAFT for public comment - 4/2/2021



AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Melva Walker, Grants Manager

AGENDA ITEM # IV.5

FY 2024 Community Development Block Grant (CDBG) and HOME Program Annual Action Plan Goals

RECOMMENDATION

This item will appear for City Council vote on the January 10, 2023 Public Hearing agenda. Approval of the Fiscal Year (FY) 2024 (Program Year 2023) Community Development Block Grant (CDBG) and HOME Program goals for the development of the Fiscal Year 2024 (Program Year 2023) Annual Action Plan and adopt a resolution approving the goals.

SUMMARY

The Consolidated Plan for the CDBG and HOME Program was approved in June 2020 and covers the period from July 1, 2020 through June 30, 2025. This plan outlines the City's needs, goals, and objectives for community development (both housing and non-housing areas). The Department of Housing and Urban Development (HUD) requires CDBG and HOME Program entitlement communities to review the goals in the Plan on an annual basis. City Council will be seeking the input of citizens and other interested parties regarding the approved goals at their public hearing. A 15-day public comment period to receive citizen input regarding the goals will be initiated on December 23, 2022 through a legal notice published in *The News and Advance*.

PRIOR ACTION(S)

January 11, 2022: City Council reviewed and approved the 2020-2024 Consolidated Plan Goals for the Fiscal Year 2023 (Program Year 2022) Annual Action Plan

January 12, 2021: City Council reviewed and approved the 2020-2024 Consolidated Plan Goals for the Fiscal Year 2022 (Program Year 2021) Annual Action Plan

February 11, 2020: City Council reviewed and approved the 2020-2024 Consolidated Plan Goals for Fiscal Year 2021 (Program Year 2020)

FISCAL IMPACT

To be determined through CDBG and HOME funding allocations.

CONTACT(S)

Melva Walker, Grants Manager
Tom Martin, City Planner

ATTACHMENT(S)

1. Proposed Consolidated Plan Goals for the Fiscal Year 2024 (Program Year 2023) Annual Action Plan

REVIEWED BY



Kent White, Director of Community Development

Date: December 05, 2022

Metchi Braun, Executive Assistant to the City Manager

Date: December 06, 2022



Wynter Benda, City Manager

Date: December 07, 2022



Alicia Finney, Clerk of Council

Date: December 07, 2022

2020-2024 CONSOLIDATED PLAN and
2023-2024 Annual Action Plan (FY 2024)
Proposed Goals

The goals listed below are intended to provide broad guidance in the allocation of Community Development Block Grant (CDBG) and HOME Program funds granted to the City by the United States Department of Housing and Urban Development for the five years beginning July 1, 2020 and ending June 30, 2025. The Community Development Advisory Committee (CDAC) supports the allocation of funds to achieve measurable results for both housing and non-housing goals.

The primary objective of the CDBG and HOME Program is to continue to develop viable urban communities through decent housing, suitable living environments and expanded economic opportunities for low- and moderate-income persons; the City of Lynchburg supports assisting individuals with disabilities, substance abuse or addiction, persons with AIDS, persons that are homeless, and elderly persons.

HOUSING GOALS

- Support initiatives to increase permanent affordable housing in the rental markets. Increase the number of owner-occupied units. Emphasis to be placed on mixed income and inclusive communities.
- Support the preservation of affordable housing in both the rental and sales markets, including the rehabilitation of substandard housing.
- Support efforts for the identification and remediation of rental housing in substandard conditions.

NON-HOUSING GOALS

- Support the improvements to public facilities and infrastructure.
- Support efforts for the removal and redevelopment of dilapidated and condemned structures to eliminate neighborhood deterioration, blight and blighting influences.
- Support neighborhood partnerships that facilitate self-sufficiency and enable families and individuals to maintain their housing, remain in their neighborhoods, and age in place.
- Support efforts that align with the goals of the *City's Blueprint for Opportunity: Building Tomorrow's City of Lynchburg 2019-2023* to improve the economic base, job skills, and health of the community.
- Promote public service activities which support the healthy development of the City's at-risk youth, adults, and families.
- Support efforts to develop, sustain, and coordinate a comprehensive, seamless system of services for homeless citizens in order to move the homeless population toward obtaining permanent housing.
- Support efforts to remove barriers to escape poverty and strengthen low-income households and families.

Prepared by the Community Development Advisory Committee: January 15, 2020

Adopted by City Council: February 11, 2020

Adopted by City Council: January 12, 2021

Adopted by City Council: January 11, 2022



BIB –COMMUNITY DEVELOPMENT BLOCK GRANT (CDBG) AND HOME PROGRAM HOUSING AND NON- HOUSING GOALS FOR THE FISCAL YEAR 2024 (PROGRAM YEAR 2023) ANNUAL ACTION PLAN

Tuesday, December 13, 2022



PURPOSE AND TIMELINE

Why?

The Department of Housing and Urban Development requires Community Development Block Grant (CDBG) and HOME Program entitlement communities to review and adopt the goals annually.

- City Council will be seeking the input of citizens and other interested parties on these goals.
- The 15-day public comment period will be initiated on December 23, 2022, through a legal notice published in *The News and Advance*.
- ***This item will appear for City Council vote on the January 10, 2023, Public Hearing agenda.***



2020-2024 CONSOLIDATED PLAN AND 2023-2024 ANNUAL ACTION PLAN (FY 2024) PROPOSED GOALS

HOUSING GOALS

- Support initiatives to increase permanent affordable housing in the rental markets.
- Increase the number of owner-occupied units. Emphasis to be placed on mixed income and inclusive communities.
- Support the preservation of affordable housing in both the rental and sales markets, including the rehabilitation of substandard housing.
- Support efforts for the identification and remediation of rental housing in substandard conditions.



2020-2024 CONSOLIDATED PLAN AND 2023-2024 ANNUAL ACTION PLAN (FY 2024) PROPOSED GOALS

NON-HOUSING GOALS

- Support the improvements to public facilities and infrastructure.
- Support efforts for the removal and redevelopment of dilapidated and condemned structures to eliminate neighborhood deterioration, blight and blighting influences.
- Support neighborhood partnerships that facilitate self-sufficiency and enable families and individuals to maintain their housing, remain in their neighborhoods, and age in place.
- Promote public service activities which support the healthy development of the City's at-risk youth, adults, and families.



2020-2024 CONSOLIDATED PLAN AND 2023-2024 ANNUAL ACTION PLAN (FY 2024) PROPOSED GOALS

NON-HOUSING GOALS (continued)

- Support efforts that align with the goals of the City's *Blueprint for Opportunity: Building Tomorrow's City of Lynchburg 2019-2023* to improve the economic base, job skills, and health of the community.
- Support efforts to develop, sustain, and coordinate a comprehensive, seamless system of services for homeless citizens in order to move the homeless population toward obtaining permanent housing.
- Support efforts to remove barriers to escape poverty and strengthen low-income households and families.



AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Rachel Frischeisen, Planner II

AGENDA ITEM # IV.6

Eastwood Park Future Land Use Map Amendment and Rezoning

RECOMMENDATION

This item will appear for City Council vote on the January 10, 2023 Public Hearing agenda. Denial of the petition of Bob Conner, Inc. to amend the Future Land Use Map (FLUM) from Low Density Residential to High Density Residential and to rezone 615, 619, 623, and 651 Leesville Road from R-1, Low Density Residential and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential District (Conditional).

SUMMARY

Bob Conner, Inc. is petitioning to rezone approximately twenty-eight and thirty-seven hundredths (28.37) acres located at 615, 619, 623, and 651 Leesville Road from R-1, Low Density Residential and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential District (Conditional). The proposed rezoning would allow the construction of one hundred nineteen (119) townhomes and associated parking. The City's *Future Land Use Map* recommends Low Density Residential and Resource Conservation uses for 619 and 651 Leesville Road, Institutional use for 615 Leesville Road, and Neighborhood Commercial for 623 Leesville Road. The petition proposes to amend the Low Density Residential portions of the *FLUM* to High Density Residential.

The petitioner has voluntarily submitted the following proffer: "The property will be developed in substantial compliance with the conceptual plan."

PRIOR ACTION(S)

November 9, 2022: The Planning Commission recommended denial (4-1, with 1 absent and 1 vacancy) of the CUP petition.

The Planning Division recommended denial of the petition.

FISCAL IMPACT

N/A

CONTACT(S)

Rachel Frischeisen, Planner II
Tom Martin, City Planner

ATTACHMENT(S)

1. Planning Commission Minutes, Staff Report and Sign-in Sheet

REVIEWED BY



Kent White, Director of Community Development

Date: December 05, 2022



Metchi Braun, Executive Assistant to the City Manager

Date: December 06, 2022



Wynter Benda, City Manager

Date: December 07, 2022



Alicia Finney, Clerk of Council

Date: December 07, 2022

MINUTES OF THE NOVEMBER 9, 2022 PLANNING COMMISSION MEETING (MINUTES HAVE NOT BEEN APPROVED):

Petition of Bob Conner, Inc. to amend the Future Land Use Map from Low Density Residential to High Density Residential and to rezone approximately twenty-eight and thirty-seven hundredths (28.37) acres located at 615, 619, 623, and 651 Leesville Road from R-1, Low Density Residential and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential District (Conditional) to allow the construction of one hundred nineteen (119) townhomes and associated parking.

Ms. Rachel Frischeisen, Planner II, provided the following summary to the Commission. The purpose of the petition is to allow one hundred nineteen (119) townhomes. The (FLUM) recommends an institutional use for 615 Leesville Road which is characterized by religious, educational, and nonprofit organizations. The FLUM recommends a neighborhood commercial use for 623 Leesville Road.

The access road to this property was shown on the screen.

The FLUM recommends a low-density and resource conservation use for 619 and 651 Leesville Road. Low Density uses are characterized by single family detached dwellings with densities of up to four (4) units per acre. The petition proposes to amend the FLUM from low-density residential to high density residential. These areas are characterized by townhomes or multi-family housing up to thirty (30) units per acre. The traffic narrative and turn lane analysis found that a left turn lane is warranted, however, Planning staff have not received confirmation from the petitioner that the turn lane will be constructed. A right turn lane is not warranted. While the proffered concept plan does ensure the site will be developed as shown, the FLUM recommends a low-density residential use for the area of the proposed townhomes. Given the single-family homes nearby, a low-density residential use may be a more appropriate for the area. The Technical Review Committee reviewed the concept plan on September 6, 2022 and comments related to the turn lane have not been addressed. Other comments related to the petition will be addressed prior to final site plan approval. The Planning Division recommends denial of the rezoning and amendment to the FLUM.

Mr. Doyle Allen, on behalf of Bob Connor, was present to represent this petition. He stated that they are requesting to rezone the property from R-1, Low Density Residential district to R-4C, High Density Residential district (Conditional). He stated that proffers will be included in the development as shown on the concept plan and they are open to discuss any others that staff may think appropriate. He noted that per the zoning map that much of the area is already zoned R-3, Medium Density Residential district. He stated that the only property that is left along Leesville Road that is not zoned R-3, Medium Density Residential district, is just a small area. He showed two (2) concept plans for comparison purposes. He stated that one of these concept plans is allowed by-right and is a cluster development with seventy-eight (78) units. The other plan includes one hundred nineteen (119) townhome units that leaves eleven (11) acres undisturbed. The proposed plan is setting aside 40% of the area as conservation space. The traffic study showed that a left turn lane is needed to enter site. He stated that if the petition is approved they will address this. He stated they are currently looking at several solutions such as a right in and right out access which will eliminate the need for a left turn lane. He noted that given the access to Highway 29 and Waterlick Road the development will function well with a right in and right out access. He stated that the other solution is to install a left turn lane. He stated that to do so they will have to widen the road and obtain right-of-way from other property owners. There is designated R-C area through the middle of the area that is not shown on the zoning map. He noted that it is in the floodplain. He also stated that they will not be disturbing the floodplain or the R-C area.

Mr. Tanis Smith was present to speak in opposition of this petition. He stated that he is concerned at the possibility of an access road to the property coming through the adjoining Vista Acres. He stated that there is a potential to have approximately two hundred forty-eight (248) cars coming and going

from the townhomes. He also noted that the seven (7) acres shown on the concept plan ties into new subdivision that is being developed off of Alta Lane which may also increase traffic coming through Vista Acres. He stated that he is concerned as to where the access roads to this development will be and noted that at times there has been trouble getting fire trucks into this area.

Chair Rogers asked for clarification that the floodplain is undevelopable.

Ms. Frischeisen replied that there is a floodplain that separates the proposed townhomes and Vista Acres. She stated if the petitioner desires to do any fill in the floodplain they would have to go through the public hearing process again.

Chair Rogers noted that there was recently a bridge project in which part of the proposed bridge was going to be in the floodplain and City Council denied it.

Cham Light stated that there is no proposed access the townhome development through Vista Acres.

Commissioner Marion also noted that there are two hundred thirty-eight (238) parking spaces being proposed.

Mr. Allen replied that there will be approximately two (2) parking spaces per unit. He stated that there will be no access through Vista Acres. He also stated that they cannot fill in a floodplain and therefore will not be constructing a road across it. He noted that the concept plan shown that could be built by-right would bring additional traffic through Vista Acres because that is where the access road will be. He showed on the screen where there is access through an R-2, Low-Medium Density Residential district, development that connects to Alta Lane and Grove Road.

Chair Rogers asked for clarification that the additional concept plan shown is for comparison purposes or if it is what is being proposed.

Mr. Allen stated that the additional concept plan is a comparison of what can be built by-right as opposed to what is being proposed. He stated that the fire access will be through the townhome development.

Commissioner Bowden asked for clarification that there will be an easement off of Leesville Road.

Mr. Allen replied that it is a driveway that will be purchased. He stated that the traffic study shows that there must be a left turn lane from Leesville Road. He stated that the existing right-of-way is not wide enough to fit an additional turn lane so they will have to purchase additional right-of-way to accomplish that.

Commissioner Marion asked for clarification that the turn lane will go in front Victory Christian Fellowship Church.

Ms. Frischeisen replied that if this petition is approved they will be purchasing property for the access road. She stated that approaching the access road is where the left-hand turn lane will be needed. She showed in the presentation slides where the property lines will be changed to construct the access road.

Mr. Allen stated that they have not approached the owners of these properties yet because the petition has not been approved yet.

Commissioner Light stated that within this petition it is given that the turn lane will be constructed.

Mr. Allen replied that the concept plan was proposed this way because that is what the traffic study

showed. He noted that an alternative will be a right in right out access. He stated that this will not affect the public traffic as much as it will affect those coming and going from the development.

Commissioner Light stated that if the petition does not move forward then there is the potential of a developer building something by-right that is less desirable than what is being proposed. He stated that he appreciates that the amount of conserved space has increased.

Commissioner Marion asked if the Planning Division can speak to the turn lane issues.

Ms. Frischeisen replied that the Planning Division has not received the assurance that a turn lane will be constructed. She stated that while the right in right out access may have less impact on the road overall it may generate more turnaround traffic somewhere else along Leesville Road or result in illegal U-turns.

Commissioner Marion asked that if the petitioners offer proffers for a right in right out entrance would the Planning Division still not recommend the petition.

Ms. Frischeisen replied that the Planning Division is receiving feedback that the City must be careful with the R-1 property it still has. She stated that given the surrounding area, keeping the properties R-1 seems to make the most sense.

Commissioner Marion noted that this development is not on Leesville Road but is off of Leesville Road. She stated that this development will leave a valley in between the townhomes and Vista Acres. She also noted that keeping it R-1 will keep the character of the area.

Chair Rogers noted that he has heard many times that the City must be careful with their R-1 property. He stated that citizens do occasionally get upset about houses being built in R-1 areas, however, this petition is a big shift from R-1.

Commissioner Bowden stated that this is a fragile lot in regards to the resource area. He noted that the proposed concept plan does appear to be taking the best care of the land, however, it will also have added impervious surface that will drop into the tributary. He stated that the petition as proposed is a way to minimize the impact of the area.

Chair Rogers noted single-family homes will potentially have less impact on the area as opposed to a townhome development because of the addition of parking lots. He also stated that this change will be going further from the recommendation of the FLUM. He noted that the FLUM is important to consider as it designates the values expressed in the community.

Commissioner Perault stated he is strongly opposed to this petition. He stated that sometimes the FLUM is changed to match with the zoning, however, this petition proposes to change both the FLUM and the zoning. He also noted that they must remember that it is unusual for the Planning Division to be against a petition. He stated that if they approve this petition they will be sacrificing more R-1 property, changing the FLUM, and going against the Planning Divisions recommendation.

Commissioner Light noted that the unintended consequences are concerning. He stated that if they do not approve the proposed plan then there is a potential for a more undesirable development to be built by-right.

Commissioner Perault stated that if something can be built by-right then the developer do so.

Commissioner Light stated that there is no by-right plan being proposed.

Commissioner Marion noted that they will never have a by-right plan coming before them.

Commissioner Light stated that he is concerned that in the future they will look back and wish they would have approved this petition because something was built by-right and is not as good of a plan.

Commissioner Light made a motion to approve the amendment to the Future Land Use Map and the rezoning. There was no second.

Commissioner Marion made the following motion, seconded by Commissioner Perault, and approved by the following vote:

"Based on the preceding Findings of Fact, the Planning Commission recommends to City Council denial of the request of Bob Conner, Inc. to amend the Future Land Use Map from Low Density Residential to High Density Residential and to rezone twenty-eight and thirty-seven hundredths (28.37) acres located at 615, 619, 623, and 651 Leesville Road from R-1, Low Density Residential District and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential (Conditional), subject to the following voluntarily submitted proffers:

1. The property will be developed in substantial compliance with the conceptual plan."

AYES:	Bowden, Marion, Perault and Rogers	4
NOES:	Light	1
ABSTENTIONS:		0
ABSENT:	Johnson	1

The Department of Community Development

City Hall, Lynchburg, VA 24504 434-455-3900

To: Planning Commission

From: Planning Division

Date: November 9, 2022

Re: **Rezoning:** 615, 619, 623, and 651 Leesville Road – R-1, Low Density Residential and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential (Conditional)
Future Land Use Map (FLUM) Amendment: Low Density Residential to High Density Residential

I. PETITIONER

Bob Conner, Inc., 172 Salisbury Circle, Lynchburg, Virginia, 24502

Representative: Trent Warner, P.E., Hurt & Proffitt, 2524 Langhorne Road, Lynchburg, Virginia 24502

Property Owners:

615 and 619 Leesville Road: Victory Christian Fellowship, 120 Chesterfield Road, Lynchburg, Virginia, 24502

623 Leesville Road: Evangelical Church Rivers of Living Water AYP, Inc., 623 Leesville Road, Lynchburg, Virginia, 24502

651 Leesville Road: Venessa W. Dunn & James E. Burton, 659 Leesville Road, Lynchburg, Virginia, 24502

II. LOCATION

The area included in the rezoning petition consists of approximately twenty-eight and thirty-seven hundredths (28.37) acres located at 615, 619, 623, and 651 Leesville Road.

III. PURPOSE

The purpose of the petition is to rezone the property from R-1, Low Density Residential and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential (Conditional) and to amend the Future Land Use Map (FLUM) from Low Density Residential to High Density Residential to allow the construction of one hundred nineteen (119) townhomes.

IV. SUMMARY

- The *Future Land Use Map (FLUM)* currently recommends a Low Density Residential use for the area where the townhomes are proposed. The petition proposes amending the *FLUM* to High Density Residential.
- The traffic narrative and turn lane analysis found that a left turn lane would be warranted by the proposed development, but the petitioner has not indicated that they are willing to construct the turn lane.

The Planning Division recommends denial of the rezoning petition.

V. FINDINGS OF FACT

1. Comprehensive Plan.

615 Leesville Road: The *Future Land Use Map (FLUM)* of the *Comprehensive Plan 2013-2030* recommends an Institution use for 615 Leesville Road. The City's institutions include the religious, educational, and other nonprofit entities in the City. Examples include churches,

cemeteries, private schools and universities, private nonprofit hospitals, service clubs and organizations, and other nonprofit institutions. (p. 76).

619 and 651 Leesville Road: The *FLUM* recommends Low Density Residential and Resource Conservation uses for 619 and 651 Leesville Road. Low Density Residential areas are dominated by single family detached housing at densities of up to four (4) dwelling units per acre. In addition to residential uses, they may include public and institutional uses compatible in scale with single family residential homes. Private recreation uses, including country clubs and swim and racquet clubs, and private open space are also appropriate for Low Density Residential areas (p. 72).

The petition proposes to amend the *FLUM* from Low Density Residential to High Density Residential. High Density Residential areas are characterized by high density townhouse or multifamily housing. Densities can range up to thirty (30) units per acre. They may include public, institutional, private recreation, and private open space uses. Limited retail and service uses may be established as part of mixed-use developments and within high density residential projects (p.75).

The area bordering Burton Creek is designated for Resource Conservation. These areas encompass lands with special natural characteristics that limit land uses and development to protect the City’s environmental health. The mapped Resource Conservation Areas include the steep slopes of Candler’s Mountain as well as the City’s stream valleys. The stream valleys, as defined in this Comprehensive Plan, include streams and rivers, their 100-year floodplains, connected wetlands and adjacent steep slopes (p.77). No improvements are proposed in the Resource Conservation area.

623 Leesville Road: The *Future Land Use Map (FLUM)* recommends Neighborhood Commercial uses for the property. These areas are intended to consist primarily of office, retail, personal service, and restaurant uses that are scaled and designed to be compatible with and serve their immediate neighborhood. Patrons can walk, bike or take a short drive to reach them. They are comprised of individual businesses, clusters of businesses, or small shopping centers (p.75).

2. **Zoning.** The subject properties were annexed into the City in 1976.

615, 619, and 651 Leesville Road have been zoned R-1, Low Density Residential District since 1978.

623 Leesville Road was rezoned from R-1, Low Density Residential District to B-2C, Neighborhood Business District (Conditional) in 2010. In 2016, the B-2, Neighborhood Business District zoning district was combined with the B-1, Limited Business District; therefore, the property is now considered B-1C, Limited Business District (Conditional).

3. **Proffers.** The petitioner has submitted the following proffer:

“The property will be developed in substantial compliance with the conceptual plan.”

4. **Board of Zoning Appeals (BZA).** The Zoning Administrator has determined that no variances would be needed for the development of the property as proposed.

5. **Surrounding Area.** There have been several items requiring City Council approval in the immediate area:

- On May 22, 1979, City Council amended the Official Zoning Map as defined by the “Timberlake Road Study, Proposed Zoning, Recommended by the Lynchburg Planning Commission, and further revised by City Council May 22, 1979.”

- On February 12, 1985, City Council approved Heritage United Methodist Church's petition for a conditional use permit (CUP) to allow the construction of a new sanctuary, education building and parking lot in an R-3, Two-Family Residential District at 594 Leesville Road.
- On May 13, 1986, City Council approved Heritage United Methodist Church's petition for a CUP for a master plan that would allow the construction of a new church complex in an R-1, Low Density Single-Family Residential District and an R-3, Medium Density Two-Family Residential District at 582 Leesville Road.
- On April 9, 1991, City Council approved Heritage United Methodist Church's petition for a CUP to allow the construction of a pre-school center in an R-1, Low Density Single Family Residential District and an R-3, Medium Density Two-Family Residential District at 582 Leesville Road.
- On December 13, 1994, City Council approved Heritage United Methodist Church's petition for a CUP petition to increase the number of children permitted within an existing day care center to one hundred twenty-five (125) at 582 Leesville Road.
- On November 11, 1997, City Council approved Victory Christian Fellowship's petition for a CUP for a master development plan that would permit the construction of a church and associated uses on approximately thirty-one (31) acres in an R-1, Low Density Single Family Residential District within the 600 block of Leesville Road.
- On January 8, 2001, City Council approved Heritage United Methodist Church's petition for a CUP to allow the construction of a multi-purpose building in an R-1, Low Density Single-Family Residential District and an R-3, Medium Density Two-Family Residential District at 582 Leesville Road.
- On July 13, 2004, City Council denied Thomas Brooks, Sr.'s petition for a CUP for the creation of an eighteen (18)-lot planned unit development in an R-1, Low Density Single-Family Residential District at 101 Palmer Drive.
- On October 12, 2004, City Council approved Victory Christian Fellowship's petition for a conditional use permit (CUP) to amend the master development plan to allow the construction of a single-family home, relocation of a pavilion and the addition of parking in an R-1, Low Density Single-Family Residential District at 615 Leesville Road.
- On April 13, 2010, City Council approved the petition of SFB, LLC to amend the *Future Land Use Map* from Low Density Residential to Office (now Neighborhood Commercial) and rezone two and eighty-one hundredths (2.81) acres at 623 Leesville Road from R-1 Low Density Residential to B-2C, Neighborhood Business District (Conditional), which was combined with the B-1, Limited Business District by the adoption of the Zoning Ordinance in February 2016.
- On November 11, 2014, City Council approved the petition of VIP, LLC for a CUP to allow the construction of one hundred and twenty-one (121) townhouses at 542, 552, 554, and 572 Leesville Road.
- On January 12, 2016, City Council approved the petition of VIP, LLC for a CUP to allow the construction of one hundred and eight (108) townhouses at 572 Leesville Road.

- On September 13, 2016, City Council approved the petition of Kristie Napier to rezone nine hundred and seventy-five thousandths (0.975) of an acre at 630, 634 and 636 Leesville Road from R-3, Medium Density Residential District, to B-1C, Limited Business District (Conditional), to allow the reuse of an existing building as a business.
- On September 24, 2019, City Council approved the petition of Lynchburg Renting, LLC, to rezone eight (8) acres from R-1, Low Density Residential District & R-3, Medium Density Residential District to R-3C, Medium Density Residential District (Conditional) and for a CUP 710 & 714 Leesville Road to allow the construction of eighty-seven (87) townhomes.

6. Site Description. The subject property consists of four tracts, totaling twenty-eight and thirty-seven hundredths (28.37) acres.

615 Leesville Road consists of approximately seven (7) acres. The property contains a five thousand, three hundred and sixty (5,360) square foot church and associated parking lot. (A small portion at the southern end of the property is involved in the rezoning for the access road to the proposed townhomes.)

619 Leesville Road consists of approximately twenty-four and fifty-seven hundredths (25.57) acres and is currently undeveloped. The property slopes to the east, toward Burton Creek.

623 Leesville Road consists of approximately two and forty-nine hundredths (2.49) acres. The property contains a twelve hundred (1200) square foot, 1.75 story, wood frame residence. There is also a smaller residence on the property. (A small portion of the property along the northern end is involved in the rezoning for the access road to the proposed townhomes.)

651 Leesville Road consists of approximately three and seventeen hundredths (3.17) acres and is undeveloped. The property slopes to the east, toward Burton Creek.

The site is bound by single family homes to the north, east and south, and commercial/residential uses to the west, across Leesville Road.

7. Proposed Use of Property. If the rezoning is approved, the property at 619 and 651 Leesville Road will be developed into one hundred nineteen (119) townhomes and associated parking. The existing property lines will be reconfigured, and an access drive for the development will be constructed near the current property line between 615 and 623 Leesville Road.

The narrative on the submitted concept plan states that the townhomes will be two-story buildings and that some will have basements.

8. Traffic, Parking, and Public Transit.

A traffic narrative and turn lane analysis was generated for the proposed development. The analysis found that a left turn lane is warranted, yet the petitioner has not indicated that they intend to build the turn lane. A right turn lane is not warranted.

The City's Zoning Ordinance requires one (1) space per dwelling unit. One hundred nineteen (119) spaces are required. Two hundred thirty-eight (238) parking spaces are shown on the proffered concept plan.

The area is served by the Greater Lynchburg Transit Company (GLTC) Route 7. There is a bus stop adjacent to the subject property at 623 Leesville Road.

9. Stormwater Management. An Erosion & Sediment Control and Stormwater Management Plan will be required prior to final site plan approval. Information submitted by the petitioner indicates that stormwater will be managed through biofilters, rain gardens, grassed swales, etc. The development will also utilize the existing stormwater pond on site.

10. Emergency Services. The City Fire Marshal had no comments of concern regarding the proposed use.

The City's Police Department expressed concern with increased traffic flow in the area.

11. Impact. The petition proposes to rezone the property and amend the *FLUM* for the construction of one hundred nineteen (119) townhomes. While the proffered concept plan ensures the site would be developed as shown, the *Future Land Use Map (FLUM)* currently recommends a Low Density Residential use for the area where the townhomes are proposed. Given the existing single-household residential uses to the east and west, this would be a more appropriate land use than the proposed apartments. The petitioner has not presented justification for amending the *FLUM*.

As indicated in the submitted traffic narrative and turn lane analysis, a left turn lane is warranted, based on the number of trips that would be generated by the development. The petitioner has not indicated that they are willing to construct the turn lane.

12. Technical Review Committee. The Technical Review Committee (TRC) reviewed the concept plan on September 6, 2022. Comments relating to the turn lane have not yet been addressed. Other comments regarding the petition have or will be addressed prior to final site plan approval.

VI. PLANNING DIVISION RECOMMENDATION

Based on the preceding Findings of Fact, the Planning Commission recommends to City Council denial of the request of Bob Conner, Inc. to amend the Future Land Use Map from Low Density Residential to High Density Residential and to rezone twenty-eight and thirty-seven hundredths (28.37) acres located at 615, 619, 623, and 651 Leesville Road from R-1, Low Density Residential District and B-1C, Limited Business District (Conditional) to R-4C, High Density Residential (Conditional), subject to the following voluntarily submitted proffers:

“The property will be developed in substantial compliance with the conceptual plan.”

This matter is respectfully offered for your consideration.



William T. Martin, AICP
City Planner

pc: Mr. Wynter C. Benda, City Manager
Mr. Greg Patrick, Deputy City Manager
Mr. Kent White, Director of Community Development

Mr. Matthew Freedman, City Attorney
Mr. J. Lee Newland, City Engineer
Ms. Cynthia Kozerow, Lynchburg Police Department
Battalion Chief Thomas Goode, Fire Marshal
Mr. Doug Saunders, Building Official
Mr. Kevin Henry, Zoning Administrator
Mr. Trent Warner, PE, Representative
Victory Christian Fellowship, Property Owner
Evangelical Church Rivers of Living Water AYP, Inc., Property Owner
Venessa W. Dunn & James E. Burton, Property Owner

VII. ATTACHMENTS

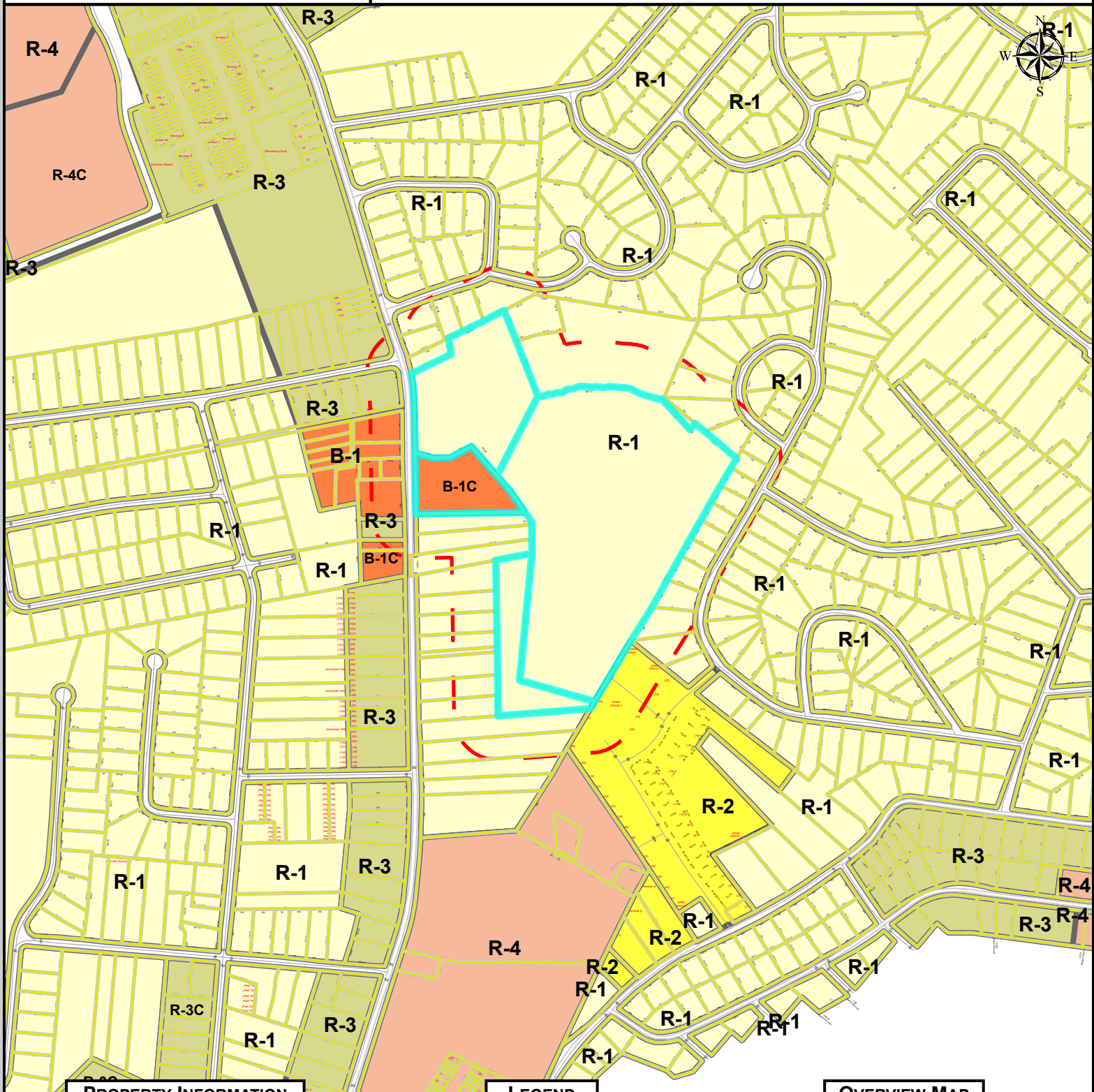
- 1. Zoning Map with Adjoining Property Owners**
 - 1. Future Land Use Map**
 - 2. Watershed Map**
 - 3. Planimetric and Topographic Map**
 - 4. Concept Plan**
 - 5. Traffic Narrative & Turn Lane Analysis**
 - 6. Property Photograph**

Zoning

623 LEESVILLE RD 615 LEESVILLE RD 651 LEESVILLE RD 619 LEESVILLE RD

TRC

Hurt & Proffitt, Inc.



PROPERTY INFORMATION

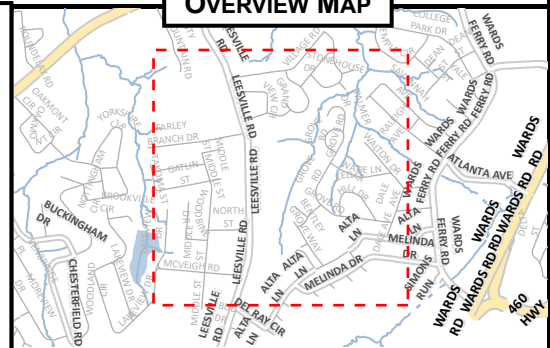
PARCEL ID	ADDRESS
25504001	623 LEESVILLE RD
25616002	615 LEESVILLE RD
25616001	651 LEESVILLE RD
25616006	619 LEESVILLE RD

LEGEND

	Subject Property
	215 Foot Buffer
	B-1
	B-3
	B-4
	B-5
	R-C
	I-1
	I-2
	I-3
	IN-1
	IN-2
	R-1
	R-2
	R-3
	R-4

MAP SCALE: 1:48,000 DATE PRINTED: 10/27/2022

OVERVIEW MAP

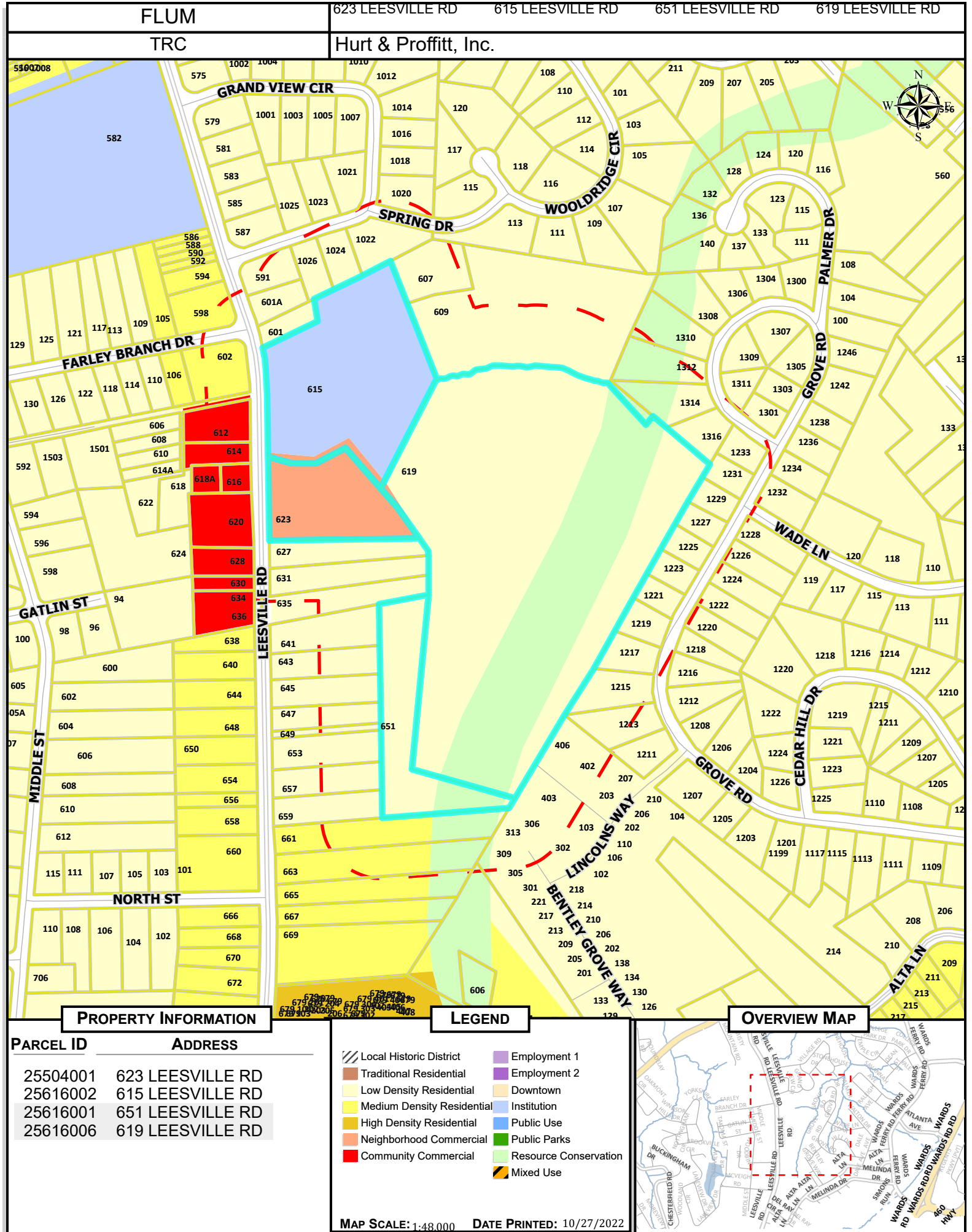


DISCLAIMER: THIS MAP IS NEITHER A LEGALLY RECORDED MAP NOR A SURVEY AND IS NOT INTENDED TO BE USED AS SUCH. THE INFORMATION DISPLAYED IS A COMPILATION OF RECORDS, INFORMATION, AND DATA OBTAINED FROM VARIOUS SOURCES. THE CITY OF LYNCHBURG IS NOT RESPONSIBLE FOR ITS ACCURACY OR HOW CURRENT IT MAY BE.

615, 619, 623, & 651 Leesville Road

Parcel ID	Address	Owner
25612021	1222 GROVE RD	MAVINGA, HONORE P
25614020	1221 GROVE RD	VALDEZ, ALEXANDRA E
25505018	612 LEESVILLE RD	OM SHREE LUCKY2 INC
25615001	1301 GROVE RD	HUDSON, ROBERT W & KATHERINE R
25614030	1310 GROVE RD	ELDER, MELISSA R
25614017	1215 GROVE RD	HAMILTON, ROBERT H JR ESTATE
25614018	1217 GROVE RD	BROOKS, LANCE O
25612023	1218 GROVE RD	VESTAL, BENJAMIN R & MEGHAN M
25612022	1220 GROVE RD	CLARK, MARVIN R & ANNIE J
25614019	1219 GROVE RD	AKERS, NATHAN J
25612020	1224 GROVE RD	DOTSON, TENA C
25614021	1223 GROVE RD	VENIER, ALEC M
25612019	1226 GROVE RD	DINU, MIHAIL
25614022	1225 GROVE RD	GILLETTE, MABEL R LIFE ESTATE
25612018	1228 GROVE RD	ROBINSON, RYAN M & SARA G
25614023	1227 GROVE RD	CROSSROADS INVESTMENTS LLC
25614024	1229 GROVE RD	ELDERS, CHARLES M JR & JUANITA
25611018	1232 GROVE RD	KONTAXES, BENJAMIN J & DENISE M
25505020	618 LEESVILLE RD A	BUDRETTE TALBOTT LLC
25505021	616 LEESVILLE RD	BUDRETTE TALBOTT LLC
25614025	1231 GROVE RD	WILSON, TYLER & WILSON, MICHAEL
25505019	614 LEESVILLE RD	BUDRETTE TALBOTT LLC
25614026	1233 GROVE RD	SMITH, TANIS R & KAREN M
25614027	1316 GROVE RD	SMITH, CARRIE M
25614028	1314 GROVE RD	LAU, MARCUS Z
25615006	1311 GROVE RD	LEONARD, PATRICIA C
25524001	602 LEESVILLE RD	SEWARD, CHEZARA V & RANDI
25614029	1312 GROVE RD	ELDER, MELISSA R
25503005	601 LEESVILLE RD	BOURNE, GEOFFREY N
25503004	601 A LEESVILLE RD	WILLOUGHBY, WILLIAM D & PAMELA W
25503003	591 LEESVILLE RD	DE FREITAS SALAZAR, SUGEIDYS SOLLINI
25616005	609 LEESVILLE RD	PHILLIPPS, MICHAEL EDWARD
25616007	607 LEESVILLE RD	POINDEXTER, AMY
25503002	1026 GRAND VIEW CIR	PHILLIPS, THOMAS A JR & JANET L
25503001	1024 GRAND VIEW CIR	WRIGHT, LARRY M & SHIRLEY G
25622026	1022 GRAND VIEW CIR	RICHARDS, KEVIN M & RICHARDS, MARY E
25620015	113 WOOLDRIDGE CIR	CARTER, ALGUNSZO A & LATOYA E
25622018	1020 GRAND VIEW CIR	ROBERTSON, DAVID R
26201001	665 LEESVILLE RD	OGLESBY, SHARON RUTH TRS
25504017	663 LEESVILLE RD	WRIGHT PROPERTIES OF LYNCHBURG LLC
25505026	636 LEESVILLE RD	PREMIER TRANSIT SERVICES LLC
25505025	630 LEESVILLE RD	PREMIER TRANSIT SERVICES LLC
25505024	628 LEESVILLE RD	KAL HOLDINGS LLC
25505022	620 LEESVILLE RD	KAL HOLDINGS LLC
25504014	659 LEESVILLE RD	DUNN, VENESSA W ESTATE

25504013	657 LEESVILLE RD	REYLE, AUSTIN
25504012	653 LEESVILLE RD	SOYARS, BARBARA B
25504010	647 LEESVILLE RD	COFER, SHIRLEY T TRS
25504009	645 LEESVILLE RD	HORNER, JAMES
25504008	643 LEESVILLE RD	DAVIS, CALVIN WAYNE & LINDA CAMPBELL
25504007	641 LEESVILLE RD	DAVIS, MICKEY D
25504005	631 LEESVILLE RD	JACKSON, LOUIS A
25504004	627 LEESVILLE RD	WHITE, GAVIN D & SHARON S
25504001	623 LEESVILLE RD	EVANGELICAL CHURCH RIVERS OF LIVING WATER AYP INC
25616002	615 LEESVILLE RD	VICTORY CHRISTIAN FELLOWSHIP
25504006	635 LEESVILLE RD	WILKERSON, STEPEHN LEE & WILKERSON, ANITA ROSALIND &
25504011	649 LEESVILLE RD	COFER, SHIRLEY T TRS
25523003	598 LEESVILLE RD	JOHNS, JENNIFER E & COMBS, PAMELA J
25614015	1211 GROVE RD	FERRIS, E EUGENE
26103017	604 DENSON DR	SERENO, EUGENE L & LINDA S C
25614016	1213 GROVE RD	WORLEY, G MICHAEL & KATHRYN M
25616001	651 LEESVILLE RD	DUNN, VENESSA W ESTATE
25616006	619 LEESVILLE RD	VICTORY CHRISTIAN FELLOWSHIP
25504016	661 LEESVILLE RD	DANIEL, LOIS M



FLUM
TRC

623 LEESVILLE RD 615 LEESVILLE RD 651 LEESVILLE RD 619 LEESVILLE RD
Hurt & Proffitt, Inc.

PROPERTY INFORMATION

PARCEL ID	ADDRESS
25504001	623 LEESVILLE RD
25616002	615 LEESVILLE RD
25616001	651 LEESVILLE RD
25616006	619 LEESVILLE RD

LEGEND

- Local Historic District

Traditional Residential

Low Density Residential

Medium Density Residential

High Density Residential

Neighborhood Commercial

Community Commercial
- Employment 1

Employment 2

Downtown

Institution

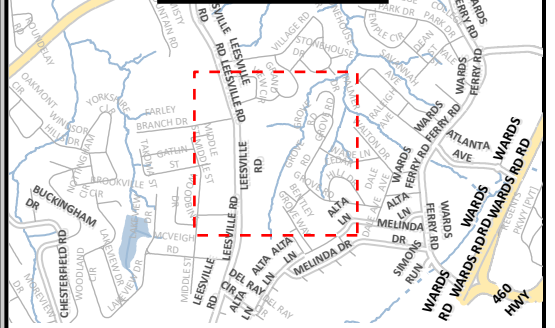
Public Use

Public Parks

Resource Conservation

Mixed Use

OVERVIEW MAP



MAP SCALE: 1:48,000 DATE PRINTED: 10/27/2022

Watershed

623 LEESVILLE RD

615 LEESVILLE RD

651 LEESVILLE RD

619 LEESVILLE RD

TRC

Hurt & Proffitt, Inc.



City of Lynchburg - GIS Office - 434.455.3961 - GIS@lynchburgva.gov

PROPERTY INFORMATION

PARCEL ID

ADDRESS

25504001	623 LEESVILLE RD
25616002	615 LEESVILLE RD
25616001	651 LEESVILLE RD
25616006	619 LEESVILLE RD

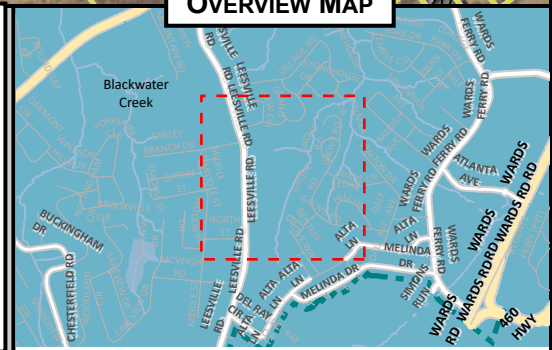
LEGEND

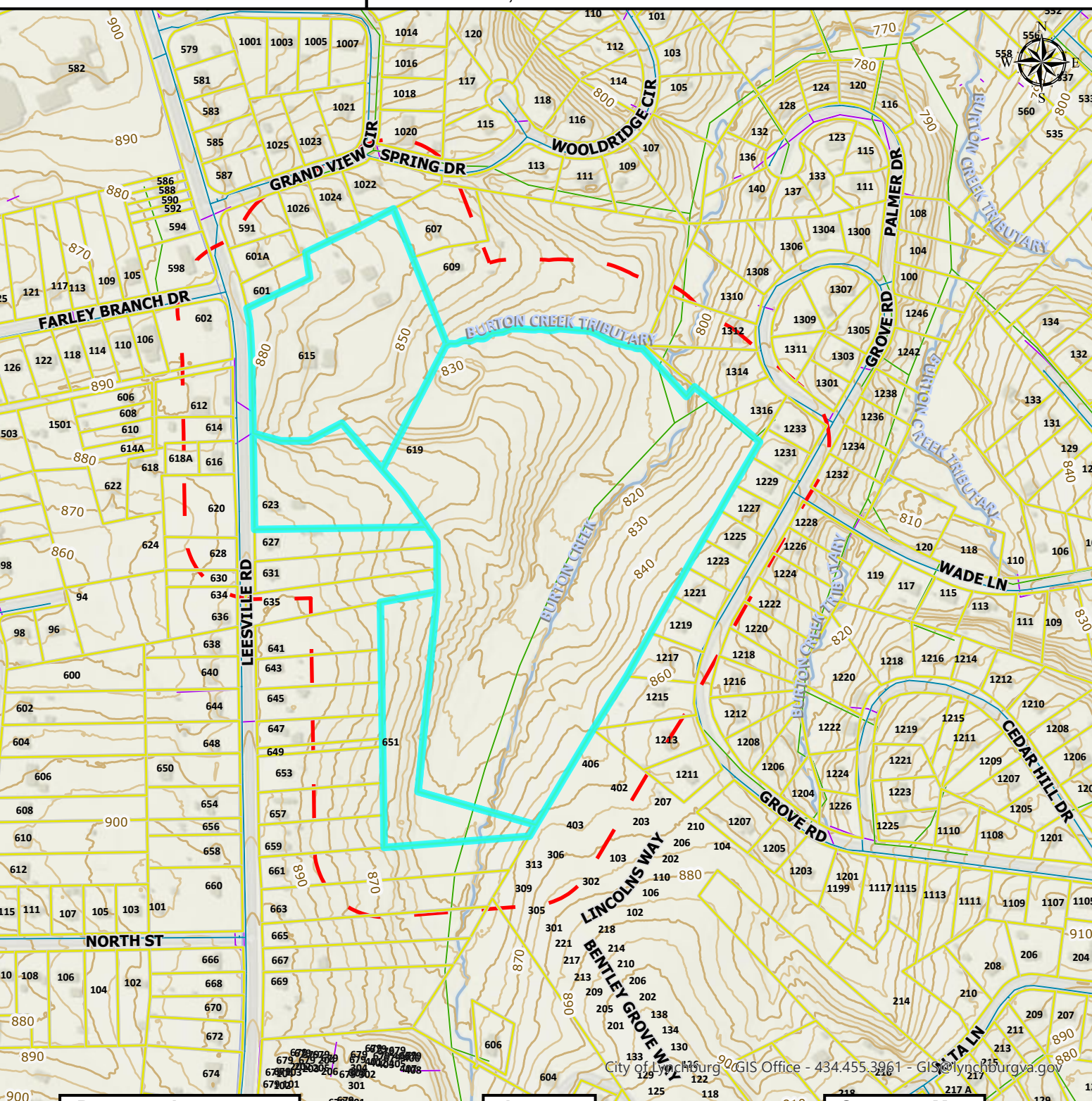
- Subject Property
- Base Flood Elevation
- Floodway
- Floodzone
- River / Lake / Stream

MAP SCALE: 1:48,000

DATE PRINTED: 10/27/2022

OVERVIEW MAP





PROPERTY INFORMATION	
PARCEL ID	ADDRESS
25504001	623 LEESVILLE RD
25616002	615 LEESVILLE RD
25616001	651 LEESVILLE RD
25616006	619 LEESVILLE RD

LEGEND

Active Proposed Abandoned

Utilities

Water

Sanitary

Storm

Structure

Roadway

Parking

Sidewalk

Driveway

Planimetrics

Topography

Contour

100'

50'

20'

10'

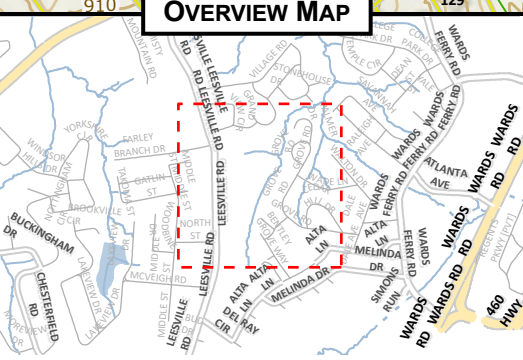
5'

1'

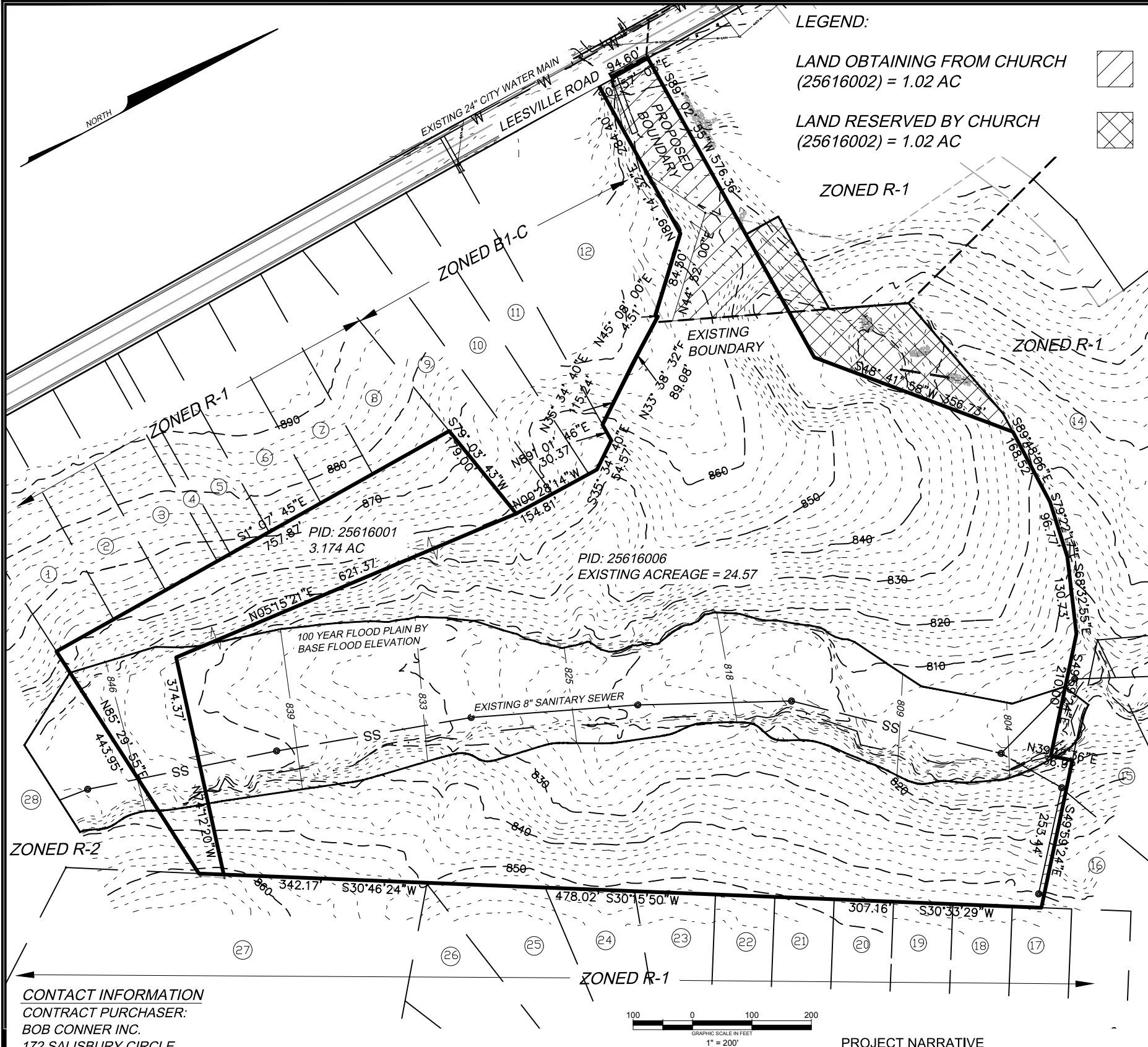
Paved

Unpaved

Other



Nov 04, 2022 - 11:15am C:\Users\mayberry\appdata\local\temp\AcPublish_14664\Rezoning Plan.dwg



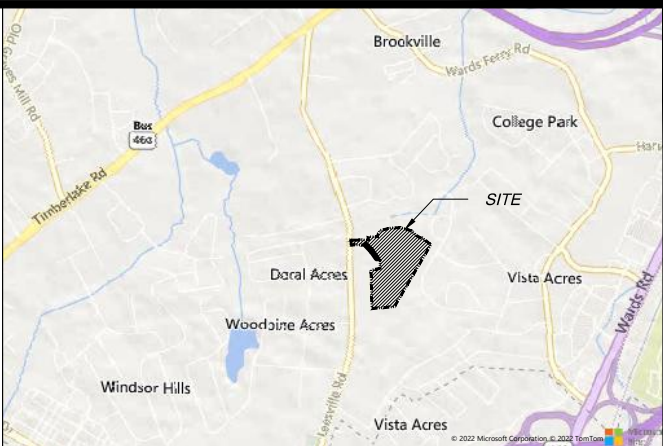
LEGEND:

LAND OBTAINING FROM CHURCH
(25616002) = 1.02 AC

LAND RESERVED BY CHURCH
(25616002) = 1.02 AC



VICINITY
MAP
NTS



ADJOINING PROPERTY INFORMATION:

- | | | |
|---|---|--|
| ① - PARCEL ID: 25504014
N/F VENESSA DUNN ESTATE
WILL DOC#: 160000314
ZONING: R-1
USE: RESIDENTIAL | ⑩ - PARCEL ID: 25504005
N/F LOUIS A. JACKSON
DB: 793 PG: 363
ZONING: R-1
USE: RESIDENTIAL | ⑲ - PARCEL ID: 25614023
N/F CROSSROADS INVESTMENTS LLC
DOC# 190007954
ZONING: R-1
USE: RESIDENTIAL |
| ② - PARCEL ID: 25504013
N/F AUSTIN REYLE
DOC#: 210001673
ZONING: R-1
USE: RESIDENTIAL | ⑪ - PARCEL ID: 25504004
N/F GAVIN D. & SHARON S. WHITE
DB: 962 PG 806
ZONING: R1
USE: RESIDENTIAL | ⑳ - PARCEL ID: 25614022
N/F MABEL R. GILLETTE LIFE ESTATE
DOC# 130004802
ZONING: R1
USE: RESIDENTIAL |
| ③ - PARCEL ID: 25504012
N/F BARBARA B. SOYARS
DB: 1073 PG: 229
ZONING: R-1
USE: RESIDENTIAL | ⑫ - PARCEL ID: 25504001
N/F EVANGELICAL CHURCH
RIVERS OF LIVING WATER
AYP INC
DOC# 210010510
ZONING: B-1C
USE: BUSINESS | ㉑ - PARCEL ID: 25614021
N/F ALEC M. VENIER
DOC# 170007929
ZONING: R-1
USE: RESIDENTIAL |
| ④ - PARCEL ID: 25504011
N/F COFER, SHIRLEY T TRS
DOC# 090007948
ZONING: R-1
USE: RESIDENTIAL | ⑬ - PARCEL ID: 25616002
N/F VICTORY CHRISTIAN
FELLOWSHIP
DB 996 PG 125
ZONING: R-1
USE: RELIGIOUS | ㉒ - PARCEL ID: 25614020
N/F ALEXANDRA E. VALDEZ
DOC# 040010502
ZONING: R-1
USE: RESIDENTIAL |
| ⑤ - PARCEL ID: 25504010
N/F COFER, SHIRLEY T TRS
DOC# 090007948
ZONING: R-1
USE: RESIDENTIAL | ⑭ - PARCEL ID: 25616005
N/F MICHAEL E. PHILLIPPS
DOC# 2200000472
ZONING: R-1
USE: RESIDENTIAL | ㉓ - PARCEL ID: 25614019
N/F NATHAN J. AKERS
DOC# 220005645
ZONING: R-1
USE: RESIDENTIAL |
| ⑥ - PARCEL ID: 25504009
N/F JAMES HORNER
DOC# 180007307
ZONING: R-1
USE: RESIDENTIAL | ⑮ - PARCEL ID: 25614028
N/F MARCUS Z. LAU
DOC# 220001652
ZONING: R-1
USE: RESIDENTIAL | ㉔ - PARCEL ID: 25614018
N/F LANCE O. BROOKS
DB 850 PG 233
ZONING: R-1
USE: RESIDENTIAL |
| ⑦ - PARCEL ID: 25504008
N/F CALVIN C. & LINDA C. DAVIS
DOC# 040004978
ZONING: R-1
USE: RESIDENTIAL | ⑯ - PARCEL ID: 25614027
N/F CARRIE M. SMITH
DOC# 210002316
ZONING: R-1
USE: RESIDENTIAL | ㉕ - PARCEL ID: 25614017
N/F ROBERT G. JR ESTATE
DOC# 200000011
ZONING: R-1
USE: RESIDENTIAL |
| ⑧ - PARCEL ID: 25504007
N/F MICKEY D. DAVIS
DOC# 110005903
ZONING: R-1
USE: RESIDENTIAL | ⑰ - PARCEL ID: 25614025
N/F TYLER & MICHAEL WILSON
DOC# 200006617
ZONING: R-1
USE: RESIDENTIAL | ㉖ - PARCEL ID: 25614016
N/F MICHAEL G. & KATHRYN M. WORLEY
DOC# 070002033
ZONING: R-1
USE: RESIDENTIAL |
| ⑨ - PARCEL ID: 25504006
N/F STEPHEN L. & ANITA R. WILKERSON
DOC# 200009813
ZONING: R-1
USE: RESIDENTIAL | ⑱ - PARCEL ID: 25614024
N/F ELDERS, CHARLES M JR & JUANITA
DB: 634 PG: 362
ZONING: R-1
USE: RESIDENTIAL | ㉗ - PARCEL ID: 26103014
N/F BELL TERRACE DEVELOPERS LLC
DOC# 150002115
ZONING: R-2
USE: UNDEVELOPED |
| | | ㉘ - PARCEL ID: 25504016
N/F LOIS M. DANIEL
DB 860 PG 230
ZONING: R-1
USE: RESIDENTIAL |

CONTACT INFORMATION

CONTRACT PURCHASER:
BOB CONNER INC.
172 SALISBURY CIRCLE
LYNCHBURG VA, 24502
(434) 851-7050
CONTACT: BOB CONNER

ENGINEER:
HURT & PROFFITT
2524 LANGHORNE ROAD,
LYNCHBURG VA 24501
(434) 665-6979
CONTACT: TRENT J. WARNER, PE.

NOTES:

- BOUNDARY, STORMWATER, SEWER AND TOPOGRAPHICAL INFORMATION FOR THE SURROUNDING PROPERTIES PROVIDED FROM SEVERAL DIFFERENT SOURCES, NOT TO BE USED FOR CONSTRUCTION.
- PARCEL ID, STORMWATER, SANITARY SEWER AND WATER MAIN FROM THE CITY OF LYNCHBURG'S GIS INFORMATION. NOT TO BE USED FOR CONSTRUCTION.

PROJECT NARRATIVE

THIS PROJECT IS TO DEVELOP 119 UNITS OF A MULTIFAMILY TOWNHOME COMMUNITY WITHIN THE COMBINED PROPERTIES ACREAGE OF 28.37 LOCATED AT 619 AND 651 LEESVILLE ROAD, PARCEL ID 25616006 AND 25616001. THE PROPOSED BUILDING UNITS SHALL BE TWO STORY TOWNHOMES, WHILE SOME OF THE UNITS WILL HAVE BASEMENTS, WITH ASSOCIATED PARKING AND OTHER COMMONLY ASSOCIATED FACILITIES.

ZONING

CURRENT ZONING - R-1 LOW DENSITY SINGLE-FAMILY RESIDENTIAL

B-1C LIMITED BUSINESS CONDITIONAL

REQUESTED ZONING - R-4C HIGH DENSITY MULTI-FAMILY RESIDENTIAL CONDITIONAL

HURT & PROFFITT

INSPIRED / RESPONSIVE / TRUSTED

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LYNCHBURG VA 24501
434.847.7796 | HANDP.COM



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GEOTECHNICAL • CONSTRUCTION TESTING & INSPECTION • CULTURAL RESOURCES

CONCEPT REZONING PLAN

FOR

EASTWOOD PARK TOWNHOMES

CITY OF LYNCHBURG, VA

PROJECT NO.	20211997
LAT.	37°21'02"
LONG.	79°12'09"
DATE:	09/27/2022
DRAWN BY:	DBM
CHECKED BY:	TJW

SHEET NO.
1 OF 2

WATER AND SEWER
THIS SITE WILL BE SERVED BY PUBLIC WATER AND SEWER. EACH HOME
WILL HAVE ITS OWN METER.

STORMWATER MANAGEMENT
STORMWATER WILL BE ADDRESSED THROUGH A LOW-IMPACT DESIGN
STRATEGY TO ADDRESS BOTH WATER QUALITY AND DETENTION. THIS
WILL BE ACHIEVED THROUGH BIO-FILTERS, RAIN GARDENS, GRASSED
SWALES, ETC. THE DESIGN MEASURES WILL BE COORDINATED WITH THE
CITY OF LYNCHBURG'S ENVIRONMENTAL PLANNER. THIS PROJECT WILL
ALSO UTILIZE THE EXISTING STORMWATER POND ON THIS SITE.

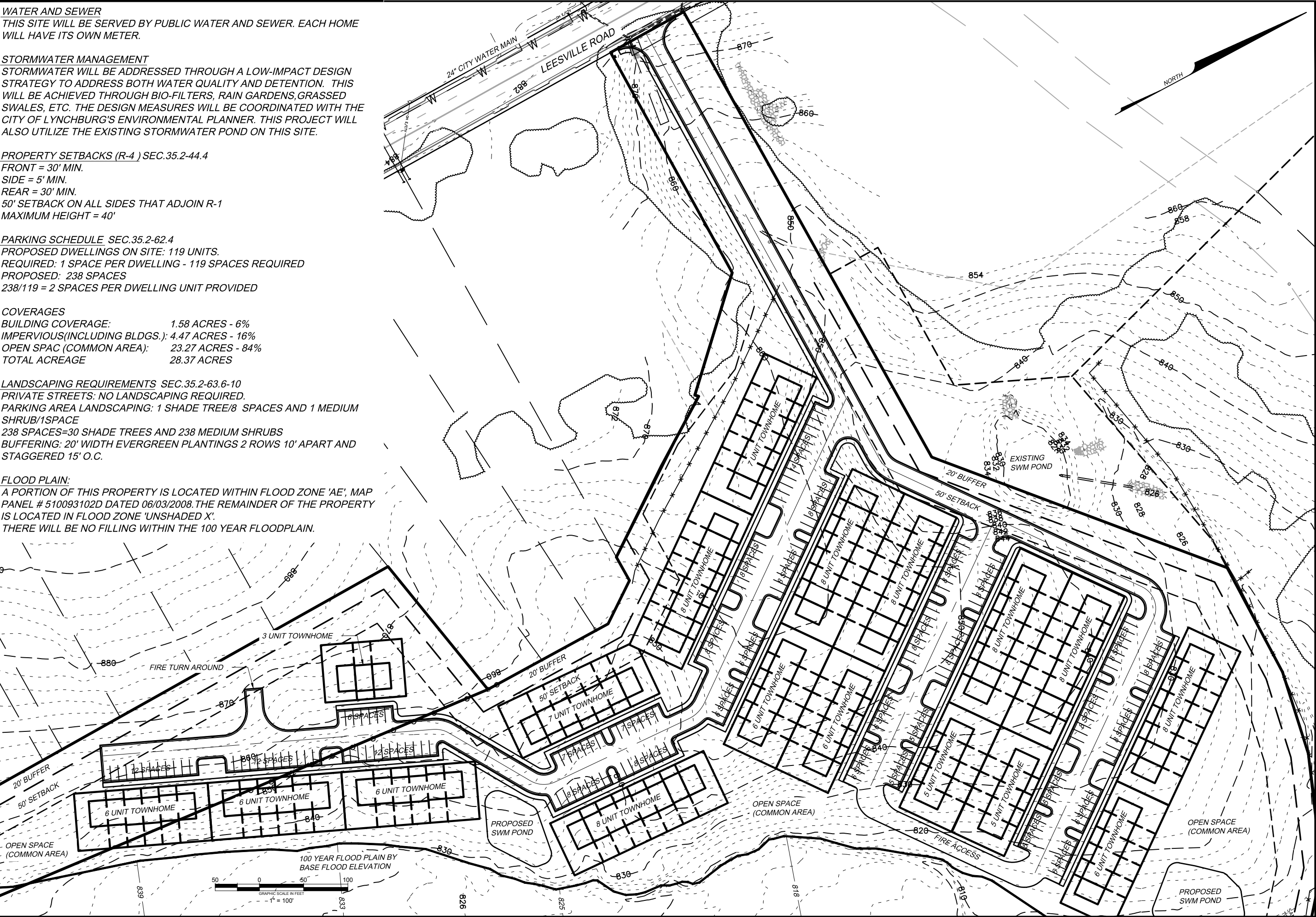
PROPERTY SETBACKS (R-4) SEC.35.2-44.4
FRONT = 30' MIN.
SIDE = 5' MIN.
REAR = 30' MIN.
50' SETBACK ON ALL SIDES THAT ADJOIN R-1
MAXIMUM HEIGHT = 40'

PARKING SCHEDULE SEC.35.2-62.4
PROPOSED DWELLINGS ON SITE: 119 UNITS.
REQUIRED: 1 SPACE PER DWELLING - 119 SPACES REQUIRED
PROPOSED: 238 SPACES
238/119 = 2 SPACES PER DWELLING UNIT PROVIDED

COVERAGES
BUILDING COVERAGE: 1.58 ACRES - 6%
IMPERVIOUS(INCLUDING BLDGS.): 4.47 ACRES - 16%
OPEN SPAC (COMMON AREA): 23.27 ACRES - 84%
TOTAL ACREAGE 28.37 ACRES

LANDSCAPING REQUIREMENTS SEC.35.2-63.6-10
PRIVATE STREETS: NO LANDSCAPING REQUIRED.
PARKING AREA LANDSCAPING: 1 SHADE TREE/8 SPACES AND 1 MEDIUM
SHRUB/1SPACE
238 SPACES=30 SHADE TREES AND 238 MEDIUM SHRUBS
BUFFERING: 20' WIDTH EVERGREEN PLANTINGS 2 ROWS 10' APART AND
STAGGERED 15' O.C.

FLOOD PLAIN:
A PORTION OF THIS PROPERTY IS LOCATED WITHIN FLOOD ZONE 'AE', MAP
PANEL # 510093102D DATED 06/03/2008. THE REMAINDER OF THE PROPERTY
IS LOCATED IN FLOOD ZONE 'UNSHADED X'.
THERE WILL BE NO FILLING WITHIN THE 100 YEAR FLOODPLAIN.



THIS SHEET IS INTENDED TO BE REPRODUCED AT 11\"/>

HURT&PROFFIT

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LYNCHBURG VA 24501
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GEOTECHNICAL • CONSTRUCTION TESTING & INSPECTION • CULTURAL RESOURCES

CONCEPT REZONING PLAN

FOR

EASTWOOD PARK TOWNHOMES

CITY OF LYNCHBURG, VA

PROJECT NO.	20211997
LAT.	37°21'02"
LONG.	79°12'09"
DATE:	09/27/2022
DRAWN BY:	DBM
CHECKED BY:	TJW

SHEET NO.
2 OF 2

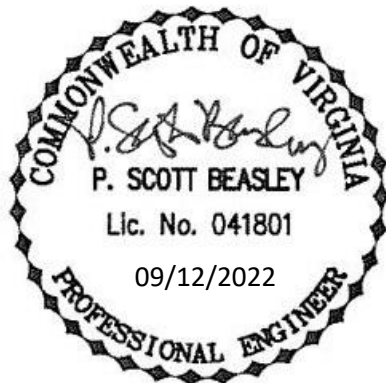
**Traffic Narrative & Turn Lane Warrant Analysis
For
Eastwood Park Townhomes**

Leesville Road – Lynchburg, Virginia

*Submitted to:
The City of Lynchburg, VA*

Submitted by:

*P. Scott Beasley, PE, LEED AP
Sr. Project Manager*



HURT & PROFFITT
INCORPORATED

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GEOTECHNICAL • CONSTRUCTION TESTING & INSPECTION

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434-847-7796 • 800-242-4906 • Fax: 434-847-0047
www.HandP.com

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1.2. EXISTING ROADWAYS	2
1.3. ENTRANCES	2
2. EXISTING CONDITIONS	3
2.1. DAILY TRAFFIC VOLUMES	3
3. TRIP GENERATION	4
4. SITE TRAFFIC DISTRIBUTION AND TRAFFIC ASSIGNMENT	5
5. TURN LANE WARRANTS	6
6. SUMMARY	7

REPORT FIGURES

APPENDIX

1. INTRODUCTION

1.1. Site Location and Study Area

Eastwood Park Townhomes is a proposed residential townhome community on Leesville Road in Lynchburg, Virginia, approximately 0.83 miles south of its intersection with Timberlake Road. The entrance to the development will be on the south side of Leesville Road. There is one proposed entrance to the development.

Hurt & Proffitt, Inc. conducted field observations on Friday, September 9, 2022 to look at traffic operations on Leesville Road in the area of the proposed entrance and examined historical traffic volumes published by VDOT.

1.2. Existing Roadways

Leesville Road

Leesville Road is a four-lane undivided minor arterial in the vicinity of the proposed development. The posted speed limit is 35 mph in the study area. The roadway is under the City of Lynchburg's jurisdiction.

1.3. Entrances

There is one proposed entrance to the development, located 0.83 miles south of Timberlake Road (Bus 460).

2. EXISTING CONDITIONS

2.1. Daily Traffic Volumes

Hurt & Proffitt obtained published traffic data for Leesville Road. The 2019 data is slightly higher (8,600 vpd) than 2020 (7,900).

In the segment of Leesville Road where the proposed entrance is located, the AADT is 8,600 vehicles per day. VDOT indicates that the peak factor, K, is 0.102 and the directional factor, D, is 0.585.

Using the peak factor, the estimated hourly volume on this road segment is $8,600 \times 0.102 = 877$. Using the directional factor, the traffic volume in the peak direction is $877 \times 0.585 = 513$ and the volume in the non-peak direction is 364. During the morning peak, the assumption is that 513 vehicles are northbound and the remaining 364 vehicles are southbound. In the afternoon peak, the numbers are reversed, with 364 northbound vehicles and 513 southbound vehicles.

3. TRIP GENERATION

The proposed development consists of 119 townhome units. The trips for the development were generated using ITE Land Use #220 Multifamily Housing (Low-Rise) from the ITE Trip Generation Manual, 10th edition. **Table 1** provides a summary of the trip generation characteristics.

Table 1. Trip Generation Summary

Period	Rate/Equation	Total Trip Ends	Entering		Exiting	
			Percent	Trips	Percent	Trips
Multifamily Housing (ITE Land Use #221), 448 dwelling units						
AM Peak Hour of Generator	$\text{Ln}(\text{T}) = 0.95\text{Ln}(\text{X}) - 0.51$	57	23	13	77	44
PM Peak Hour of Generator	$\text{Ln}(\text{T}) - 0.89\text{Ln}(\text{X}) - 0.02$	69	63	43	37	26

4. SITE TRAFFIC DISTRIBUTION AND TRAFFIC ASSIGNMENT

The projected trip generation traffic volumes were distributed to the roadway network in accordance with the arrival/departure percentages shown in **Table 2** below. These percentages were determined using the D factor provided in the VDOT traffic data (0.587). The trips were distributed to the proposed development using engineering judgement of the most logical paths.

Table 2. Arrival/Departure Percentages

To/From	Roadway	Percent	
		AM	PM
North	Leesville Road	41	59
South	Leesville Road	59	41
Total		100/100%	

Using the preceding distribution, the trips shown in **Table 1** above were distributed to the proposed entrances as follows:

Entering Trips

- Trips entering the site from the north via Leesville Road turn left at the proposed new entrance.
- Trips entering the site from the south via Leesville Road turn right at the proposed new entrance.

Exiting Trips

- Trips exiting the site from heading north turn right from the proposed new entrance.
- Trips exiting the site from heading south turn left from the proposed new entrance.

5. TURN LANE WARRANTS

A turn lane warrant analysis was conducted to determine if turn lanes are required on Leesville Road for vehicles turning left or right into the Eastwood Park Townhome community based on the anticipated traffic volume at the entrance (see **Table 3**) below.

Table 3. Warrant Volume Summary

Peak Period	Right Turn Warrants		Left Turn Warrants		
	Approach	Right Turns	Left Turns	Adv. Vol	Opp. Vol.
AM Peak	521	8	5	369	521
PM Peak	382	18	25	538	382

Using the methodology shown in Appendix F of the VDOT Road Design Manual, the entrance into townhome community was assessed to determine the need for left or right turn lanes. Based on the analyses, a right turn lane is not warranted in either the AM or PM peak periods. A left turn lane may be warranted for the PM peak period (see **Figure 1** and **Figure 2**). However, there are no left turn lanes located along the entire 4-lane section of Leesville Road, including at intersections with roadways or driveways having much higher turning volumes (Moreview Drive, Simons Run, Del Ray Circle, Heritage High School/Elementary School entrance).

6. SUMMARY

The purpose of this small study was to provide a narrative summarizing the trip generation characteristics of the proposed development, and to determine if turn lanes are warranted.

The development will generate 57 trips in the AM peak hour and 69 in the PM peak hour.

A left turn lane warrant is met for the PM peak period, using VDOT warrant methodology. However, no left turn lanes are provided along the entire 4-lane section of Leesville Road in the City of Lynchburg. Right turn lanes are not warranted for either peak period using VDOT methodology.

REPORT FIGURES

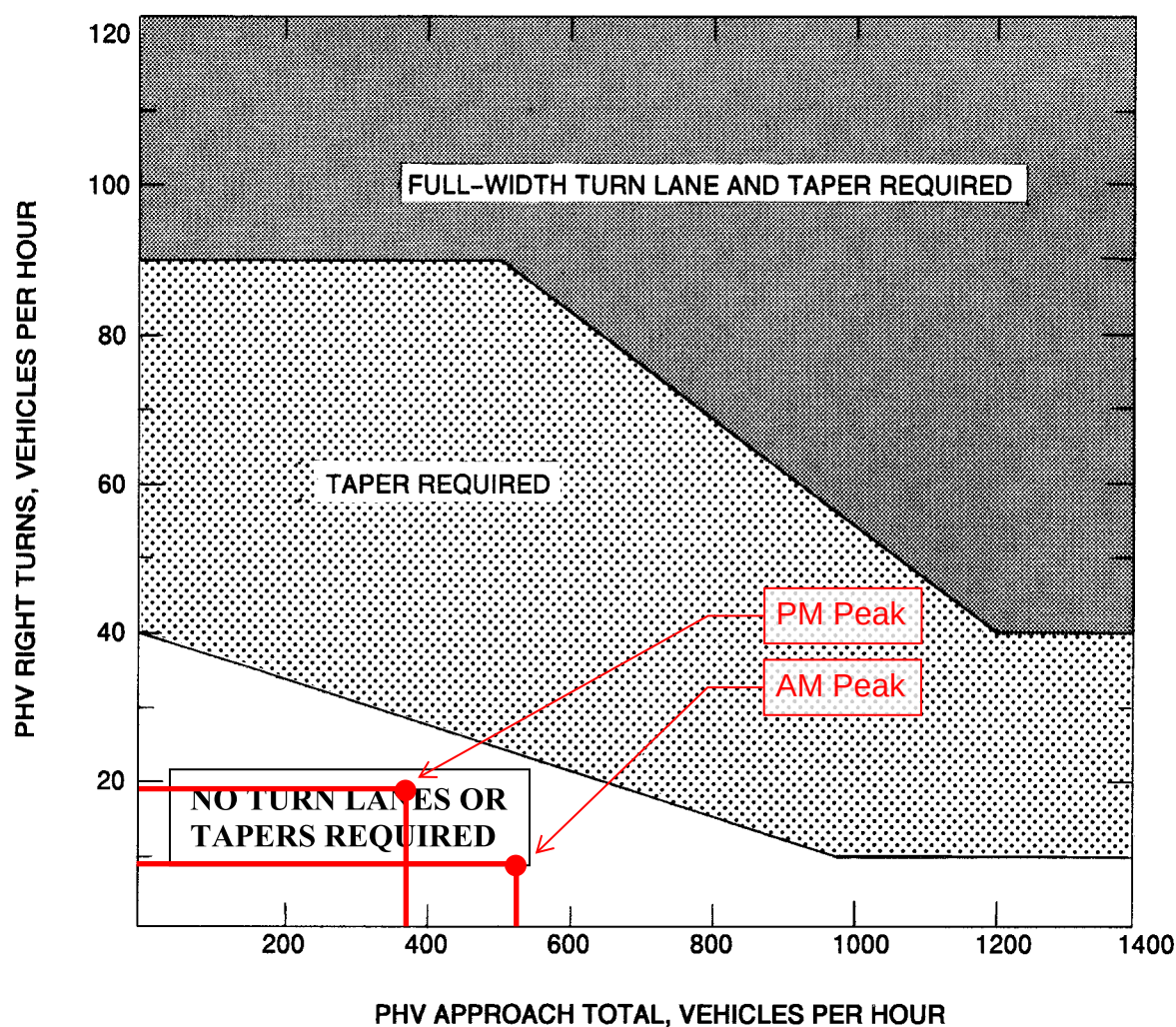


FIGURE 3-27 WARRANTS FOR RIGHT TURN TREATMENT (4-LANE HIGHWAY)

Appropriate Radius required at all Intersections and Entrances (Commercial or Private).

LEGEND

PHV- - Peak Hour Volume (also Design Hourly Volume equivalent)

Adjustment for Right Turns

If PHV is not known use formula: $PHV = ADT \times K \times D$

K = the percent of AADT occurring in the peak hour

D = the percent of traffic in the peak direction of flow

Note: An average of 11% for K x D will suffice.

When right turn facilities are warranted, see [Figure 3-1](#) for design criteria.*

* Rev. 1/15

Warrants for Left Turn Storage Lanes on Four-Lane Highways

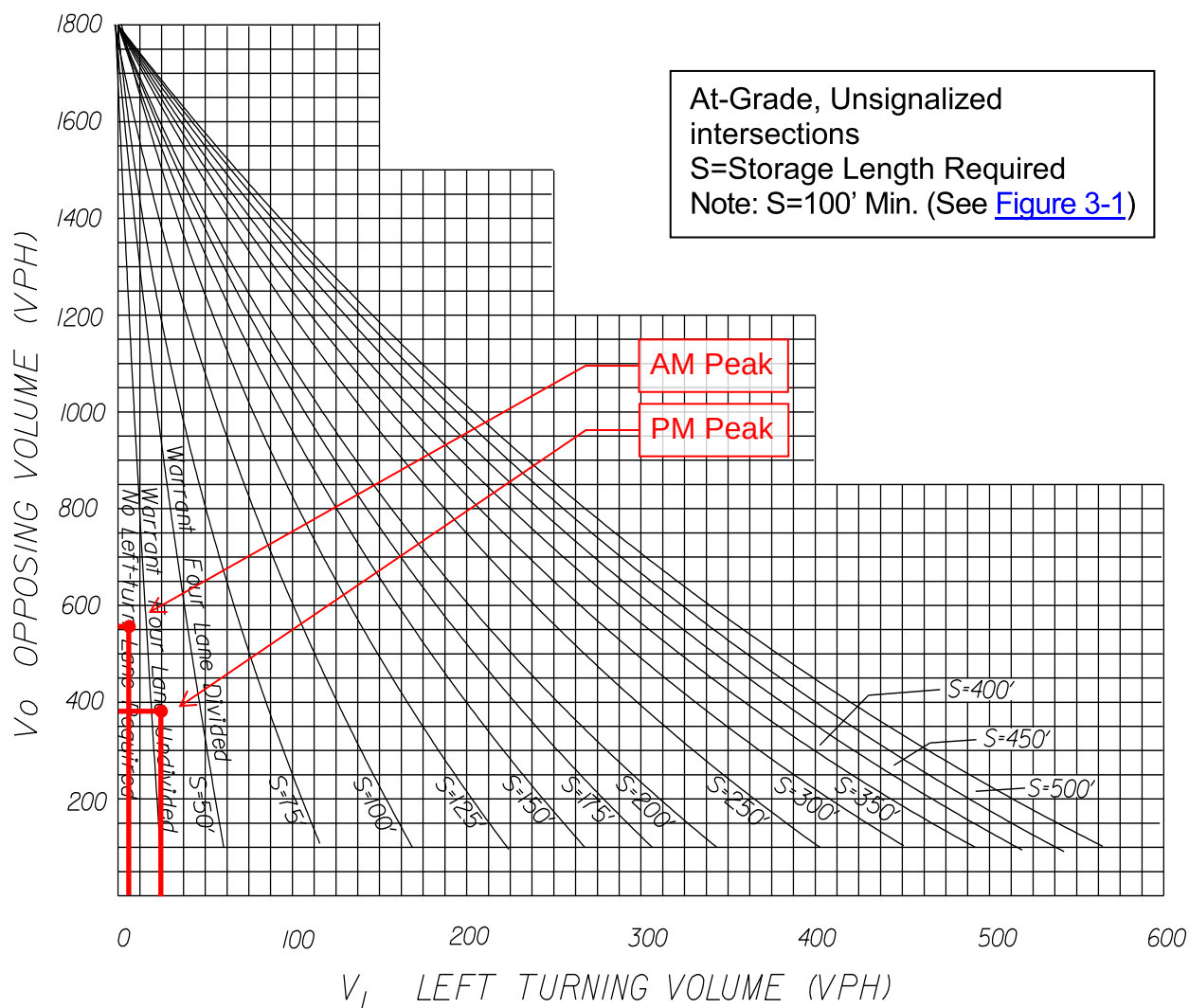


FIGURE 3-3 WARRANTS FOR LEFT TURN STORAGE LANES ON FOUR LANE HIGHWAYS

[Figure 3-3](#) was derived from *Highway Research Report No. 211*.

Opposing volume and left turning volume in vehicles per hour (VPH) are used for left turn storage lane warrants on four-lane highways.

For plan detail requirements when curb and/or gutter are used, see VDOT's [Road Design Manual, Section 2E.3](#) on the VDOT web site:
<http://www.virginiadot.org/business/locdes/rdmanual-index.asp>.



**Eastwood Park Rezoning
615, 619, 623, & 651 Leesville Road
November 9, 2022**

PLEASE PRINT CLEARLY

[illegible]

AGENDA ITEM SUMMARY

MEETING DATE

December 13, 2022

PREPARED BY

Rachel Frischeisen, Planner II

AGENDA ITEM # IV.7

434 Center - 1001, 1009 Dillard Drive & 2009 Enterprise Drive Conditional Use Permit (CUP)

RECOMMENDATION

This item will appear for City Council vote on the December 13, 2022 Public Hearing agenda. It is appearing for a BIB and public hearing on the same day due to the Thanksgiving Holiday and the request of the petitioner due to contractual obligations. Approval of the CUP to allow the construction of three-hundred six (306) apartments in a B-3C, Community Business District (Conditional).

SUMMARY

TPB Enterprises is petitioning for a CUP at 1001, 1009 Dillard Drive & 2009 Enterprise Drive to allow the construction of three-hundred and six (306) apartments in a B-3C, Community Business District (Conditional). Apartments and their associated uses are permitted in this zoning district upon approval of a CUP from City Council.

City Council previously approved the CUP petition of 434 Center, LLC (Gary Schmincke) for one hundred sixteen (116) apartment units and associated gymnasium / commercial space at this location on August 13, 2019, which has expired. CUP's are valid for twenty-four (24) months once issued.

A traffic analysis was conducted in 2019 as part of the original petition. This study indicated that based upon the proposed one hundred sixteen (116) apartments and associated gymnasium / commercial space there would be no "appreciable impacts caused by the construction of the multi-use development". The only warranted improvements indicated were left and right turn lanes to the proposed entrance from Enterprise Drive. While not warranted by the traffic analysis, City staff worked with the petitioner to include widening and restriping Dillard Drive from Enterprise Drive to the development driveway.

As part of the current request, new trip generations based upon the updated concept plan were prepared by Engineering & Planning Resources using the ITE Trip Generation Manual V11. The updated trip generation based upon an increase to three-hundred and six (306) residential units, with the proposed reduction in gymnasium / commercial space, results in a decrease in the total vehicle traffic, including the number of weekday trips, AM peak trips and PM peak trips.

PRIOR ACTION(S)

November 9, 2022: The Planning Commission recommended approval (3-2, with 1 absent and 1 vacancy) of the CUP petition.

The Planning Division recommended approval of the petition.

FISCAL IMPACT

N/A

CONTACT(S)

Rachel Frischeisen, Planner II
Tom Martin, City Planner

ATTACHMENT(S)

1. Planning Commission Minutes, Staff Report and Sign-in Sheet

REVIEWED BY



Kent White, Director of Community Development

Date: December 05, 2022



Metchi Braun, Executive Assistant to the City Manager

Date: December 06, 2022



Wynter Benda, City Manager

Date: December 07, 2022



Alicia Finney, Clerk of Council

Date: December 07, 2022

MINUTES OF THE NOVEMBER 9, 2022 PLANNING COMMISSION MEETING (MINUTES HAVE NOT BEEN APPROVED):

Petition of TPB Enterprises for a Conditional Use Permit in a B-3C, Community Business District (Conditional) to allow the construction of three-hundred and six (306) apartments and associated parking at 1001, 1009 Dillard Drive & 2009 Enterprise Drive.

Ms. Rachel Frischeisen, Planner II, provided the following summary to the Commission. A Conditional Use Permit (CUP) was approved on August 13, 2019 to allow the construction of a one hundred sixteen (116) unit apartment complex. This CUP has now expired. The property was also rezoned in 2019 from I-2, Light Industrial district to B-3C, Community Business district (Conditional). The proffers given in that rezoning prohibited several B-3 uses as well as traffic improvements along Enterprise Drive and Dillard Drive. Those proffers still apply and no changes are being proposed at this time. The City's Future Land Use Map (FLUM) recommends a mixed-use designation for this area. These areas typically consist of large undeveloped or green field areas and are developed for a balanced mix of residential, neighborhood commercial, and other uses. At the northern end of 1009 Dillard Drive and 2009 Enterprise Drive there is a portion of the area that is recommended for R-C, Resource Conservation district. No improvements are proposed for this area. If this CUP petition is approved, three hundred and six (306) apartments will be constructed along with a gymnasium and fitness center as well as two (2) commercial out parcels along Enterprise Drive. The commercial uses are not a part of this petition as they are developable by-right in the B-3 district. A traffic study and turn lane warrant analysis was conducted in 2019 and determined that there would be no major impacts to traffic with the proposed development at that time. A right turn lane warrant was met for northbound vehicles using Enterprise Drive and the developer has also proposed a northbound right turn lane at this entrance. A left turn warrant was met for southbound vehicles accessing the Enterprise Drive. Right and left turn lane warrants were not met along Dillard Drive. These traffic improvements were proffered with the 2019 rezoning and are still required for this petition. An updated trip generation comparison memorandum shows that traffic may decrease with the proposed development (compared to the 2019 petition) due to the smaller size of the gymnasium. The Bedford County Administrator did express concern in traffic at the intersection of Enterprise Drive and State Route 221 during peak hours. After the Planning Commission report was finalized, Planning Division staff received feedback from Marjette Upshur, Director of Economic Development, that two businesses in the area have stated their concern for increased traffic due to this development. Planning staff did recommend approval for the 2019 CUP and rezoning as the development should be a good transition from the City/County border, industrial area, Wyndhurst, and The Summit development. The residential area to the north of the development will be protected by a two hundred fifty (250) foot natural area that was proffered to remain in a natural state. For these reasons, as well as the improved concept plan, the Planning Division recommends approval for this petition. The Technical Review Committee reviewed this petition on October 18, 2022 and comments have or will be addressed prior to final site plan approval.

Mr. Daniel Cyrus was present to represent this petition. He stated that this is a mixed-use development as they will be building an approximately twenty-five thousand (25,000) square foot gymnasium space and two (2) commercial outparcels that front Enterprise Drive. He stated that the existing zoning of B-3 came into effect with the 2019 rezoning and with that also came proffers that will stay intact with this development. The current CUP petition includes the construction of three hundred and six (306) apartments to be spread between three (3) buildings. These buildings will be three (3) and four (4) stories tall with interior corridors and elevators. He stated that they have worked jointly with the Planning Division to create the plan that is being presented today. He noted that they would like to replicate the design principles that were established in Wyndhurst such as isolating the parking areas and placing the buildings closer to the road. He stated that the owner of the properties wanted to use the previously approved development as an event space as well as a gym but has since concluded that a one hundred twenty thousand (120,000) square foot gym space cannot be supported in a city the size of Lynchburg. He stated that they would like to build a smaller gym as there are several outreach/nonprofit groups that will be facilitated in that space. On November 2, 2022 an informational

meeting was held for adjoining neighbors to come and discuss the proposed development, however, nobody attended that meeting. He stated that contact information was given to the neighboring properties as well but they have not received any calls. He acknowledged that several adjoining businesses seem to be concerned with this development. He stated that the concerns seem to be largely based on traffic and they have since reached out to those businesses to discuss these concerns. He noted that per the traffic analysis given, the trips generated from the proposed development will generate approximately two thousand (2000) less trips per day as opposed to that of the approved 2019 petition. He noted that if this petition is not approved another developer has the ability to build uses allowed by-right in a B-3 area that could create substantially more traffic than the proposed development.

Mr. Walton stated that the property has adequate water and sewer sources. He noted that two (2) underground stormwater retention facilities will be on site. He stated they will not be impacting the resource conservation area adjoining the development. He noted that they have looked at the traffic impact analysis and believe that the proffers previously given to manage traffic will be satisfactory for this project.

Ms. Marjette Upshur, Director of Economic Development for the City of Lynchburg, was present to speak in opposition to this petition. She stated that her opposition comes from the concerns raised by several nearby businesses. She commended the petitioners for reaching out to these neighboring businesses to discuss and remedy these concerns. She also noted that she is concerned that these properties were originally zoned I-2, Light Industrial District and will now be developed as residential uses. She stated she is here to speak on behalf of the businesses and to ensure that they are comfortable with this development.

Mr. Todd Hill of J. Crew was present to speak in opposition of this petition. He stated that he is concerned that employees of J. Crew will have difficulty coming to and from work. He also noted that there is much tractor trailer traffic coming and going from J. Crew and is concerned that traffic from the development will further congest the areas that the tractor trailers are coming and going to. He stated that he hopes to partner with the petitioners to discuss the impacts of this development.

Commissioner Light asked for clarification that they have reached out to the neighboring businesses and are involved in discussions with them.

Mr. Cyrus replied that they initially reached out to the neighboring businesses via mail and have since reached out to those business representatives directly. He stated that he has meetings set up with these representatives to discuss the concerns that they have raised. He also noted that the proffers made for the original development are intact and require the widening the road along Dillard Drive as well as constructing sidewalks. He noted that the nature of apartments in regards to trip generation is that the trips will be more spread out. He reiterated that there are other B-3 uses could be built by-right that would generate much more traffic than the proposed development.

Commissioner Bowden stated that given that the road will be widened and a turn lane will be added, traffic should not be significantly affected. He stated that it seems that there will be less traffic than what was originally approved in 2019. He noted that if these factors are correct then much of the traffic impact will be mitigated by these improvements.

Mr. Cyrus stated that Dillard Drive is where the additional turn lanes and road widening will be located. He stated that this is a proffer from the original rezoning that will carry over into this petition. He stated that this proffer was included in the original petition to assist in rectifying the traffic issues for the City.

Chair Rogers noted that traffic is a common concern in many petitions that come before the Commission.

Commissioner Marion stated that the traffic generated from this development will likely not increase during the same times that traffic increases for the neighboring businesses during shift change.

Mr. Hill stated that the first shift employees arrive in the mornings and that shifts have been staggered to help with traffic congestion. He noted that typically employees arrive between 3:00AM and 4:00AM and are exiting between 1:00PM and 4:00PM. He stated that his concern is that the traffic flow of tractor trailers coming to the J. Crew property will be disrupted.

Mr. Cyrus stated that the entrance shown on Enterprise Drive will be right in and right out to limit the traffic movements that can be made on Enterprise Drive.

Commissioner Bowden reiterated that it is commendable that the petitioners have reached out to neighboring properties and businesses to discuss any questions or concerns they may have with this petition.

Chair Rogers asked how much wider the road will be on Dillard Drive will be.

Mr. Cyrus replied that an additional of ten (10) feet of travel lane will be constructed. He stated that they will also be adding an approximately five hundred (500) foot left and right turn lane out of the development.

Mr. Walton stated that they are also defining the lanes. He noted that there will be pavement striping, a dedicated right turn lane, and a defined left turn lane as well.

Commissioner Bowden asked what the target population will be for these apartments.

Mr. Cyrus replied that the apartments will be directed towards a more prosperous demographic. He stated that a majority of individuals living in apartment developments in Lynchburg are young professionals and retirees. He also noted that communities with elevators open up more possibilities for tenants. He stated that there is a housing need in Lynchburg and many of the communities that they have been involved in developing currently have large wait lists. He noted that many of these developments are leased before the buildings are constructed.

Mr. Hill noted that at the end of Dillard Drive there is a turnaround and he is concerned that people passing the complex will be using that street and mixing in with the tractor trailers that are coming and going from J. Crew. He stated that this is a safety concern to be considered. He also noted his concern as to where school buses will turn around.

Chair Rogers noted that the school system is important and these concerns will be taken into consideration

Commissioner Perault stated that he voted in support of the original petition but this petition is not comparable to the original petition. He noted that there were a lot of aspects to the original proposal that he supported such as the gym that was going to be open to the public. He asked for clarification if this gym will also be open to the public.

Mr. Cyrus replied that the gym proposed in this petition will have memberships available and will also work with after school programs for youth in the City.

Ms. Frischeisen clarified that the gym is not just an amenity for the apartment complex but will be open to the public for membership.

Chair Rogers stated that this will be a high-density residential area and they must consider the economic ramifications of this land use. He stated that he leans towards the denial of this petition because of the drastic change. He noted that this is a business heavy area.

Commissioner Marion asked what can be done by-right based on the current B-3 zoning.

Mr. Cyrus replied that B-3 zoning allows mostly retail and commercial uses. He noted the properties are zoned B-3C, Community Business District (Conditional) with the conditions excluding some retail and commercial uses as well as industrial uses. He stated that Wyndhurst has both residential and commercial uses in shared buildings and that they have been in conversations with citizens who both live and work in Wyndhurst. He also noted that allowable uses in a B-3 require road frontage. He stated that businesses are being put in these areas, however, there is large amounts of land behind these businesses that is not being used. He noted their intention is to maintain the appearance of the area.

Commissioner Bowden asked what commercial uses they will be implementing into the development.

Mr. Cyrus replied that they are looking at a quick service restaurant as well as a bank. He stated that that these are just place holders as they do not plan to establish plans before the petition is approved.

Commissioner Bowden stated that this is a large part of land that is surrounded by industrial uses, however, it is not much different than the communities at the end of Enterprise Drive. He noted that it does seem to be a lot of apartments for this area. He stated that he appreciates that the petitioners seem to be trying to be a good neighbor. He stated that given the comments about the housing shortage in Lynchburg it seems that this development will be helping to solve that problem. He noted that he wishes it was two hundred (200) units rather than three hundred six (306) units.

Commissioner Perault commented that three hundred six (306) units is a large number of units.

Commissioner Bowen stated that he is trying to determine if this petition makes sense for Lynchburg and since it will be helping to solve a housing issue for the area it would seem that it will be a good addition.

Mr. Cyrus stated that the City has a finite amount of land that is available for development. He noted that they want to ensure that they are developing the land to a density that makes sense for the area. This petition is proposing more apartments than what the original petition approved but he noted that he wants to ensure that they are making good use of the property that they have to develop.

Commissioner Bowden noted that they must consider the long term the implications of this project. He encouraged the petitioner to continue the conversations with the neighboring business owners.

Chair Rogers stated he is concerned that the cost of the resources will not only fall on the development but also on the community. He stated that if they are going to continue to build in these areas that they must consider the ramifications for the resources required for a development such as this.

Mr. Cyrus stated that the target demographic will limit these affects.

Mr. Hill stated that having separate access to their properties may be a beneficial option to explore.

Chair Rogers stated that connectivity has been something that they have taken into consideration. He referred him to The Department of Economic Development and the City Engineer for this idea.

Mr. Light replied that they need to support and take into consideration these two large businesses

in the community. He stated that they are very thankful for these businesses coming to Lynchburg. He noted that the traffic concerns that have been raised do not appear to be deal breakers for this petition. He stated that it seems that the petitioners are doing everything they can to address the concerns that have been raised. He noted that without definitive information that these traffic concerns will be large scale issues as well as the petitioners doing all that they can to remedy these concerns, he leans towards supporting this petition. He stated that if there are any major concerns then the community may also speak at the public hearing during City Council.

Commissioner Bowden made the following motion, seconded by Commissioner Light, and approved by the following vote:

"Based on the preceding Findings of Fact, the Planning Commission recommends to City Council approval of the petition of TPB Enterprises, LLC for a conditional use permit to allow the construction of three hundred and six (306) apartment units located at 1001 & 1009 Dillard Drive and 2009 Enterprise Drive subject to the following condition:

- 1. The property shall be developed in substantial compliance with the concept plan entitled "CUP for 434 Center Development" dated October 4, 2022, by Perkins & Orrison and JCLA Studio."**

AYES:	Bowden, Light, Marion	3
NOES:	Perault, Rogers	2
ABSTENTIONS:		0
ABSENT:	Johnson	1

The Department of Community Development
City Hall, Lynchburg, VA 24504 **434-455-3900**

To: Planning Commission
From: Planning Division
Date: November 9, 2022
Re: Conditional Use Permit (CUP): Apartments
1001, 1009 Dillard Drive & 2009 Enterprise Drive

I. PETITIONER

TPB Enterprises, LLC, PO Box 148, Forest, Virginia 24551 (Contract Purchaser)

Representative: Mr. Norman Walton, PE, Perkins & Orrison, Inc., 317 Brook Park Place, Forest, Virginia 24551

II. LOCATION

The subject properties contain approximately sixteen and forty-four hundredths (16.44) acres located at 1001, 1009 Dillard Drive and 2009 Enterprise Drive.

Property Owner:

434 Center, LLC, 100A Hexham Drive, Lynchburg, Virginia 24502

III. PURPOSE

The purpose of the CUP petition is to allow the construction of three hundred and six (306) apartment units in a B-3C, Community Business District (Conditional).

IV. SUMMARY

- A CUP was previously approved on August 13, 2019 to allow the construction of a one hundred sixteen (116) unit apartment complex on this property. The CUP has expired.
- The *Future Land Use Map (FLUM)* recommends a Mixed-Use designation for the area.
- The CUP petition proposes three hundred six (306) apartments, along with some by-right commercial uses, in a walkable development layout.

The Planning Division recommends approval of the CUP petition.

V. FINDINGS OF FACT

1. **Comprehensive Plan.** The Comprehensive Plan's *Future Land Use Map (FLUM)* recommends a Mixed-Use designation for the area where the CUP is proposed. Mixed Use areas do not fit into any single use category as they are planned for a mix of uses carefully designed so as to mitigate any potential land use conflicts. The areas generally consist of large undeveloped or greenfield areas that are intended to be developed for a balanced mix of residential, neighborhood commercial, civic uses, parks and open spaces. The mix of uses in these areas is intended to be determined at the time of development review and approval. (p. 76)

The property has been designated for Mixed Use on the *FLUM* since 2019. From 2002 to 2019, it was designated for Employment use. Prior to 2002, the property was designated for General Industrial use.

A small portion at the northern end of 1009 Dillard Drive and 2009 Enterprise Drive is recommended for Resource Conservation. Resource Conservation Areas encompass lands with special natural characteristics that limit land uses and development to protect the City's environmental health. The mapped Resource Conservation Areas include the steep slopes of

Candlers Mountain as well as the City's stream valleys. The stream valleys, as defined in this Comprehensive Plan, include streams and rivers, their 100-year floodplains, connected wetlands and adjacent steep slopes. No improvements are proposed in the Resource Conservation area.

2. **Zoning.** The subject property was annexed into the City in 1976. From 1978 to 2019, the property was zoned as I-2, Light Industrial District. The property was rezoned from I-2, Light Industrial to B-3C, Community Business District (Conditional) on August 13, 2019. The proffers associated with the B-3C, Community Business District include:
 1. The following uses allowed by-right in a B-3 Zoning District will not be developed on the property:
 - Gasoline service
 - Auto repair
 - Furniture or home furnishings, hardware, home center, lawn and garden supplies, department store, warehouse club or superstore, electronics and appliances
 - Flea markets and thrift stores
 - Convenience store
 - Beer, wine and liquor Store
 - Pawn shops
 - Short-term loans
 - Adult retail establishments
 - Pet or pet supply store
 2. Dillard Drive will be widened to accommodate three (3) ten (10) foot lanes from the intersection with Enterprise Drive to the eastern driveway of the development.
 3. The project will include striping on Dillard Drive to extend the lane lines east from the intersection with Enterprise Drive and include a one hundred (100) foot left turn lane into the development driveway with a transition to the existing configuration of Dillard Drive beyond the development driveway.

On August 10, 1982 a two hundred and fifty (250) foot strip of property was rezoned from R-C, Conservation District to I-2C, Light Industrial District (Conditional). The proffer associated with this rezoning allowed parking only within a fifty (50) foot distance of the adjacent R-C, Conservation District area. This portion was also included in the rezoning to B-3C, Community Business District (Conditional) on August 13, 2019. There is a portion of R-C, Resource Conservation zoning remaining along the northern end of the property.



3. **Board of Zoning Appeals (BZA).** The Zoning Official has determined that no variances would be needed for the development of the property as proposed.
4. **Surrounding Area.** There have been several items requiring City Council approval in the immediate area:
 - On August 10, 1982, Council approved the petition of Annjo Land Corporation to rezone approximately fourteen (14) acres from R-C, Conservation District to R-C, Conservation District (Conditional) and I-2, Light Industrial District (Conditional) to allow the development of an industrial park in the area of existing Dillard Drive.
 - On July 14, 1998, Council approved the CUP petition of J.E. Jamerson & Sons to allow the construction of a traditional neighborhood development at Laxton Road & Enterprise Drive.
 - On May 9, 2000, Council approved the CUP petition of The Summit & J.E. Jamerson & Sons to allow the construction of a traditional neighborhood development at Enterprise Drive.
 - On July 8, 2003, Council approved the CUP petition of Jamerson & Company to allow the construction of apartments and single-family uses off Wyndhurst Drive & 1536 Lockwood Drive.
 - On July 8, 2008, Council approved the CUP petition of Phillip Jamerson to allow a consolidated sign plan at 1301, 1601, 1627 Enterprise Drive, 100 Tradewynd Drive and 100 Hexham Drive.
 - On October 9, 2012, Council approved the CUP petition of Jamerson YMCA to allow a modified sign at 801 Wyndhurst Drive.
 - On May 9, 2017, Council approved the CUP petition of Jefferson's Poplar Forest to allow Fill in the Flood Plain to facilitate the construction of a new access road at 1900, 1950 and 1970 Enterprise Drive and 1901 Laxton Road.
 - On August 13, 2019, City Council approved the petition of 434 Center, LLC, to amend the FLUM from Employment 2 to Mixed Use, amend the zoning from I-2, Light Industrial District and I-2C, Light Industrial District (Conditional) to allow the construction of a gymnasium/fitness center, office and restaurants, and for a CUP to allow the construction of a one hundred sixteen (116) unit apartment complex.
 - On June 8, 2021, City Council approved the petition of Lowes Group LLC to rezone 2011 Enterprise Drive from I-2, Light Industrial District to B-3C, Community Business District (Conditional) to allow the use of the existing building as an office.
 - On December 14, 2021, City Council approved the petition of Rick Barker Properties to rezone approximately six and seven tenths (6.7) acres at 2001 & 2003 Enterprise Drive from I-2, Light Industrial District to B-5C, General Business District (Conditional) to allow the use of existing office space for pediatric therapy services while maintaining the continued use of warehousing and distribution
5. **Site Description.** The subject properties proposed for development contain approximately sixteen and forty-four hundredths (16.44) acres located at 1001, 1009 Dillard Drive and 2009 Enterprise Drive. The property is vacant and denuded of any significant vegetation. The property slopes to the northeast towards a tributary of Tomahawk Creek.



6. **Proposed Use of Property.** If the CUP petition is approved, three hundred and six (306) apartments would be constructed on the site. The development would also contain a gymnasium and fitness center, and two (2) commercial outparcels along Enterprise Drive. The commercial uses are separate from the CUP, as they are developable by-right in the B-3C, Community Business District (Conditional).
7. **Traffic, Parking and Public Transit.** A traffic impact study and turn lane warrant analysis was conducted for the proposed development with the 2019 rezoning. Based upon the analysis, no appreciable impacts would have been caused by traffic associated with the construction of the development as proposed. A right turn lane warrant is met for northbound vehicles using the Enterprise Drive entrance. The developer also proposed a northbound right turn lane at this entrance. A left turn lane warrant was also met for southbound vehicles accessing the Enterprise Drive entrance, although there is currently a two-way left turn on Enterprise Drive. Right turn and left turn warrants were not met on Dillard Drive. The traffic improvements were proffered with the 2019 rezoning; therefore, they are still required for the development as proposed.

As part of this petition, an updated trip generation comparison memo was generated. Although the number of proposed residential units has increased from the previous CUP petition (116 units in 2019; 306 in this petition), the memo shows that the total trips per day would decrease with the proposed development, mainly due to the smaller size of the gym and fitness center (126,000 square feet in 2019; 25,300 square feet in this petition).

Notification of the petition was sent to the Bedford County Administrator, who provided the following comment: “It appears this project has changed from the previous notification we received. I believe the previous plan was predominantly commercial. I have no questions, but did want to voice our concern about traffic, specifically at the already burdened intersection of Enterprise Drive and State Route 221 (Forest Road) and specifically during peak hours.”

Three hundred and sixty-nine (369) parking spaces would be required by the City’s Zoning Ordinance. Six hundred and forty-eight (648) spaces are proposed.

The property is served by Greater Lynchburg Transit Company (GLTC) Routes 6 & 7. Bus stops are located along Dillard Drive and at the intersection of Enterprise Drive & Dillard Drive. Sidewalks will be constructed along the frontage of Enterprise Drive and Dillard Drive, and internal sidewalks are shown throughout the development.

8. **Stormwater Management.** An Erosion & Sediment Control and Stormwater Management Plan will be required prior to final site plan approval. Information submitted by the petition indicates that an existing sediment basin will be used for sediment control during construction. Stormwater quantity and quality will be addressed via underground retention and offsite nutrient credits as necessary.
9. **Emergency Services.** The City Fire Marshal commented that the requirements of the 2018 Fire Prevention Code will need to be met. The City's Police Department had no comments of concern with the proposed development.
10. **Impact.** Approval of the petition would grant a CUP to allow the development of the property into three hundred six (306) apartments. The concept plan demonstrates thoughtful design principles by locating the apartment buildings near the street to promote walkability, rather than separating them from the street by parking. The layout also shows an internal circulation grid and sidewalk connections to mirror similar practices in Traditional Neighborhood Developments, such as Wyndhurst and Cornerstone, although on a smaller scale.

Staff recommended approval of the previous CUP because the development should be an acceptable transition from the City/County Border, an industrial area, and the Wyndhurst/Summit Developments. The nearby residential area to the north will still be protected by an over two hundred and fifty (250) feet natural area that was previously and is proffered to remain in a natural state. For the same reasons, and with the improved concept plan layout, staff recommends approval of the petition.

11. **Technical Review Committee.** The Technical Review Committee (TRC) reviewed the concept plan on October 18, 2022. Comments related to the petition have or will be addressed prior to final approval of the site plan.

VI. PLANNING DIVISION RECOMMENDED MOTION(s):

Based on the preceding Findings of Fact, the Planning Commission recommends to City Council approval of the petition of TPB Enterprises, LLC for a conditional use permit to allow the construction of three hundred and six (306) apartment units located at 1001 & 1009 Dillard Drive and 2009 Enterprise Drive subject to the following condition:

- **The property shall be developed in substantial compliance with the concept plan entitled "CUP for 434 Center Development" dated October 4, 2022, by Perkins & Orrison and JCLA Studio.**

This matter is respectfully offered for your consideration.

William T. Masti

William T. Martin, AICP
City Planner

pc: Mr. Wynter C. Benda, City Manager
Mr. Greg Patrick, Deputy City Manager
Mr. Kent White, Director of Community Development
Mr. Matthew Freedman, City Attorney
Mr. J. Lee Newland, City Engineer
Ms. Cynthia Kozerow, Lynchburg Police Department
Battalion Chief Thomas Goode, Fire Marshal
Mr. Doug Saunders, Building Official
Mr. Kevin Henry, Zoning Administrator
Mr. Norman Walton, PE, Representative
TPB Enterprises, LLC, Petitioner
434 Center, LLC, Property Owner

VII. ATTACHMENTS

- 1. Zoning Map with Adjoining Property Owners**
- 2. Future Land Use Map**
- 3. Watershed Map**
- 4. Planimetric and Topographic Map**
- 5. Concept Plan**
- 6. Narrative**
- 7. Trip Generation Comparison Memo**
- 8. Email from Bedford County**
- 9. Property Photograph**

Zoning

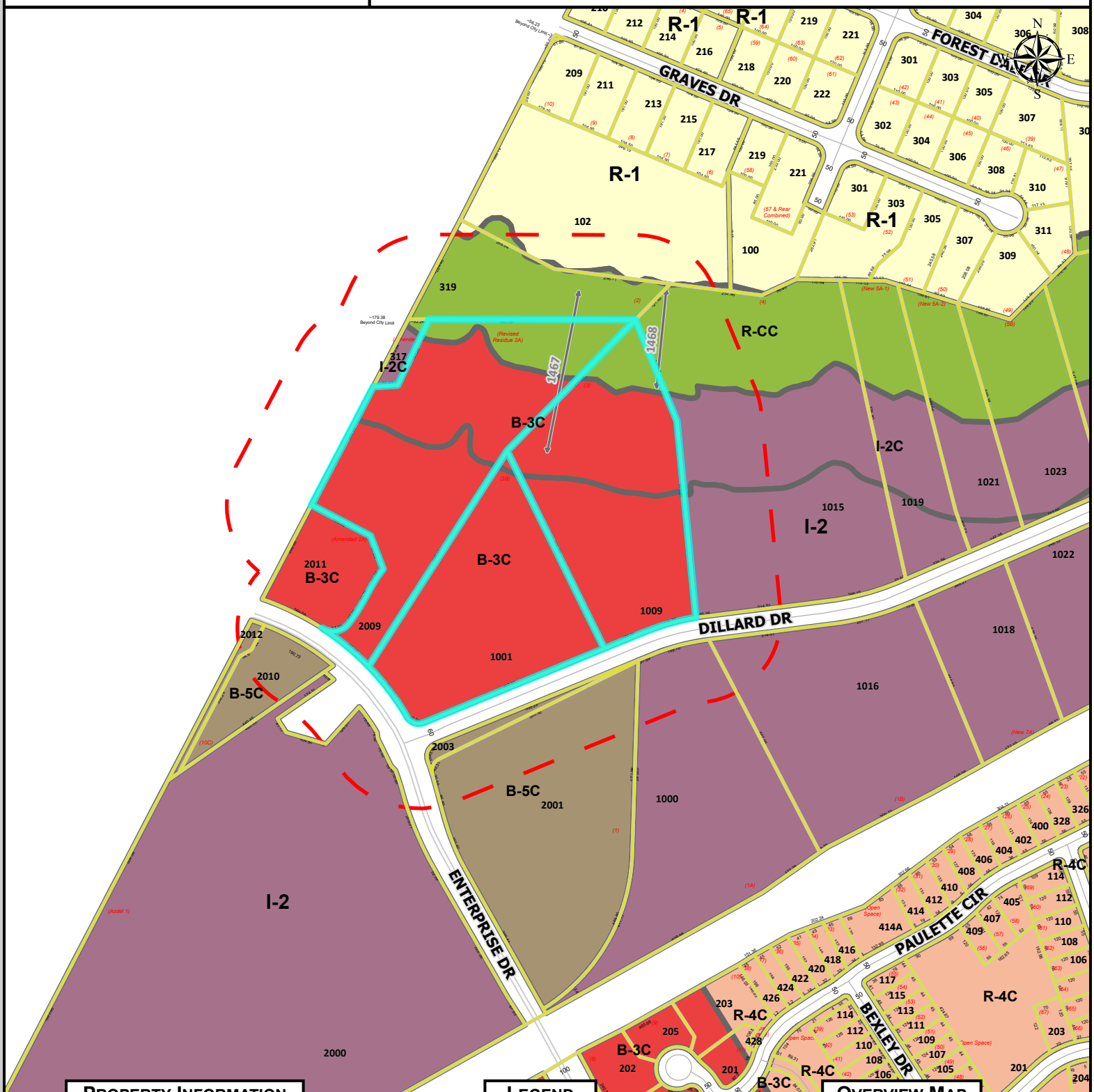
TRC

1001 DILLARD DR

Hurt & Proffitt, Inc.

1009 DILLARD DR

2009 ENTERPRISE DR



PROPERTY INFORMATION

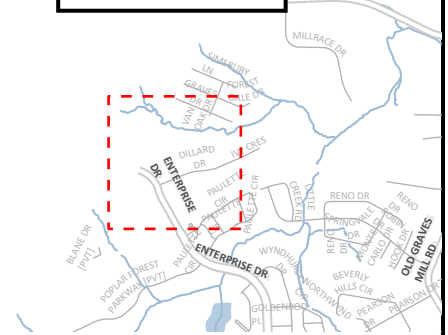
PARCEL ID	ADDRESS
24103009	1001 DILLARD DR
24103007	1009 DILLARD DR
24103012	2009 ENTERPRISE DR

LEGEND

	Subject Property
	215 Foot Buffer
	B-1
	B-3
	B-4
	B-5
	R-C
	I-1
	I-2
	I-3
	R-1
	R-2
	R-3
	IN-1
	IN-2
	R-4

MAP SCALE: 1:48,000 DATE PRINTED: 7/11/2022

OVERVIEW MAP



DISCLAIMER: THIS MAP IS NEITHER A LEGALLY RECORDED MAP NOR A SURVEY AND IS NOT INTENDED TO BE USED AS SUCH. THE INFORMATION DISPLAYED IS A COMPILATION OF RECORDS, INFORMATION, AND DATA OBTAINED FROM VARIOUS SOURCES. THE CITY OF LYNCHBURG IS NOT RESPONSIBLE FOR ITS ACCURACY OR HOW CURRENT IT MAY BE.

1001 & 1009 Dillard Road, 2009 Enterprise Drive

Parcel ID	Address	Owner
24102001	102 VAN OAK DR	ANNJO LAND CORP
24103009	1001 DILLARD DR	434 CENTER LLC
24103007	1009 DILLARD DR	434 CENTER LLC
24103001	317 BROOK PARK PL	LEX-LYN PROPERTIES LLC
24102012	319 BROOK PARK PL	VIP LLC
24103008	2010 ENTERPRISE DR	SYCAMORE CREEK PROPERTIES LLC
24103011	2012 ENTERPRISE DR	ANNJO LAND CORP
24103002	2000 ENTERPRISE DR	AZDEL INC
24103005	1015 DILLARD DR	SEA 179 LLC
24103004	2001 ENTERPRISE DR	RICK BARKER PROPERTIES LLC
24103006	2003 ENTERPRISE DR	RICK BARKER PROPERTIES LLC
24213001	1000 DILLARD DR	ANNJO LAND CORP
24213015	1016 DILLARD DR	CGMC LCC
24103012	2009 ENTERPRISE DR	434 CENTER LLC
24103010	2011 ENTERPRISE DR	LOWES GROUP LLC
	4219 CAMPBELL AVE	VDOT
	122 EAST MAIN ST SUITE 202	BEDFORD COUNTY ADMINISTRATOR
	311 BROOK PARK PLACE	DOUGLAS B III & SANDRA R KERSHAW
	306 ENTERPRISE DRIVE	ENTERPRISE 306 LLC
	302 ENTERPRISE DRIVE	CHERISH LLC
	307 BROOK PARK PLACE	GARY W CASE
	317 Brook Park Place	LEX-LYN PROPERTIES LLC
	316 BROOK PARK PLACE	VIP LLC

FLUM

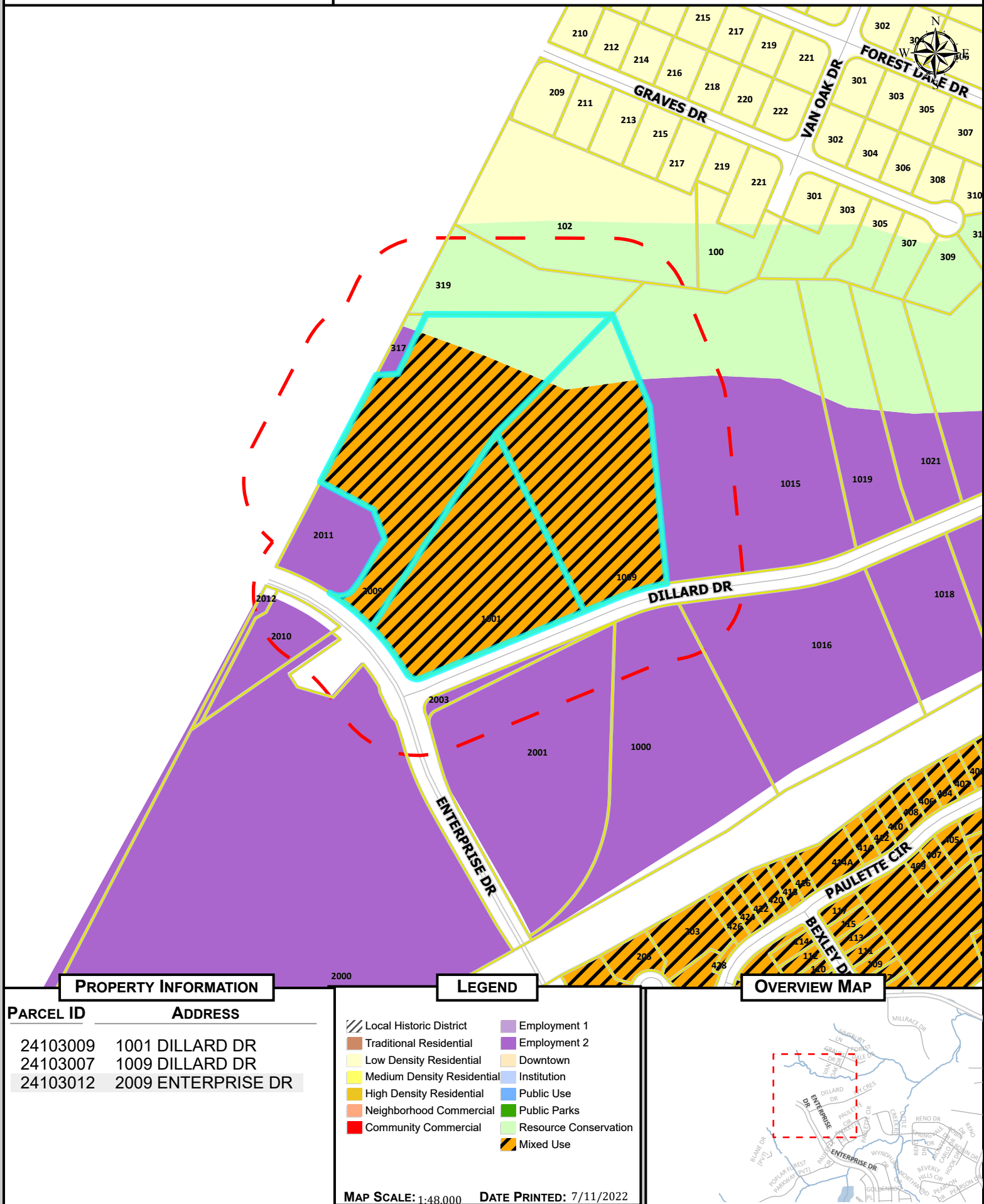
1001 DILLARD DR

1009 DILLARD DR

2009 ENTERPRISE DR

TRC

Hurt & Proffitt, Inc.



Watershed

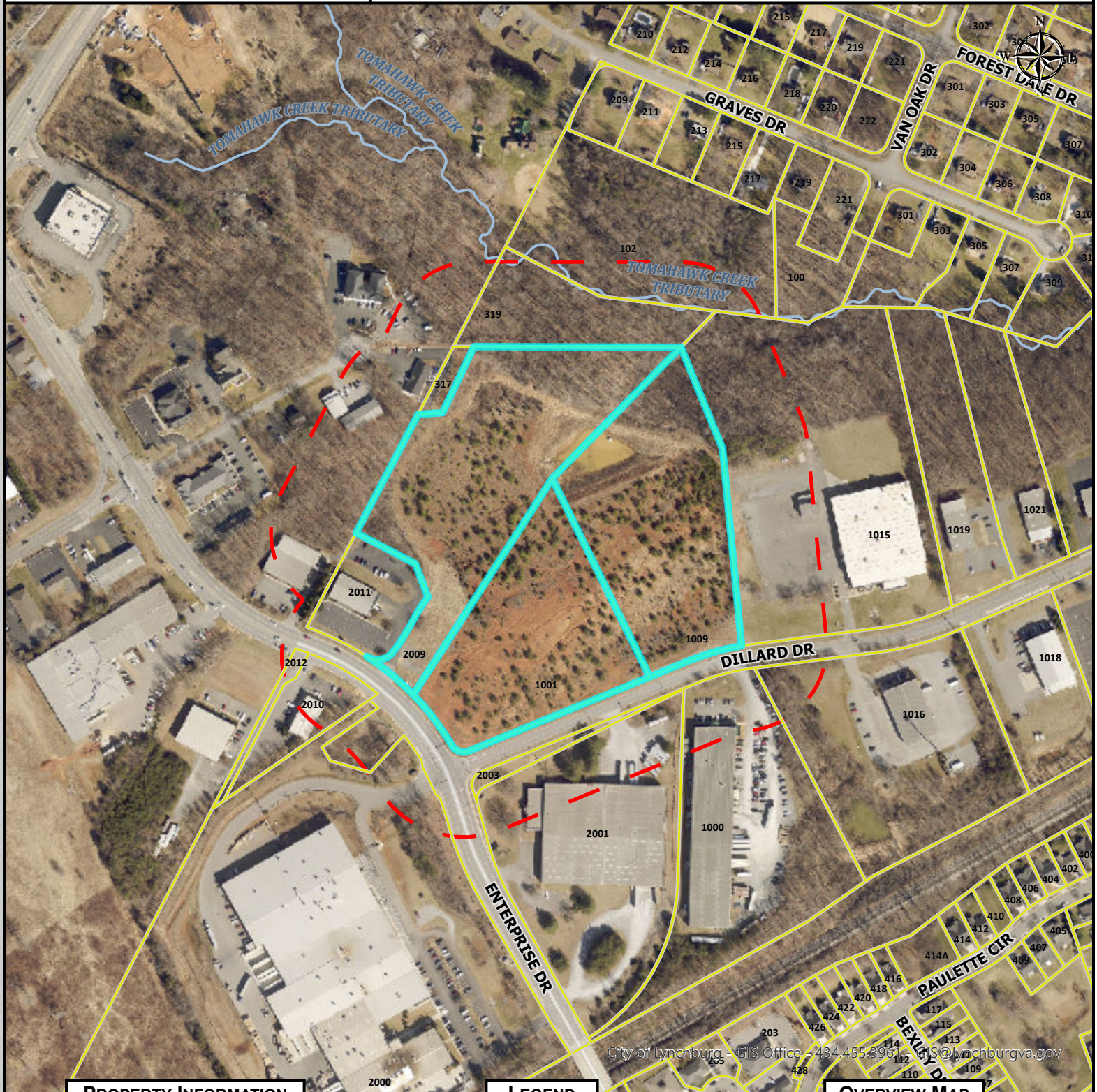
1001 DILLARD DR

1009 DILLARD DR

2009 ENTERPRISE DR

TRC

Hurt & Proffitt, Inc.

City of Lynchburg - GIS Office - 434.455.8967 - gis@lynchburgva.gov

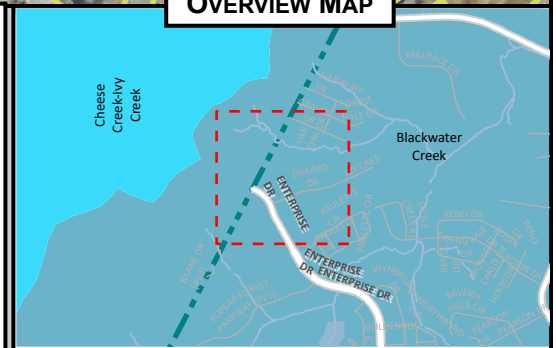
PROPERTY INFORMATION

PARCEL ID	ADDRESS
24103009	1001 DILLARD DR
24103007	1009 DILLARD DR
24103012	2009 ENTERPRISE DR

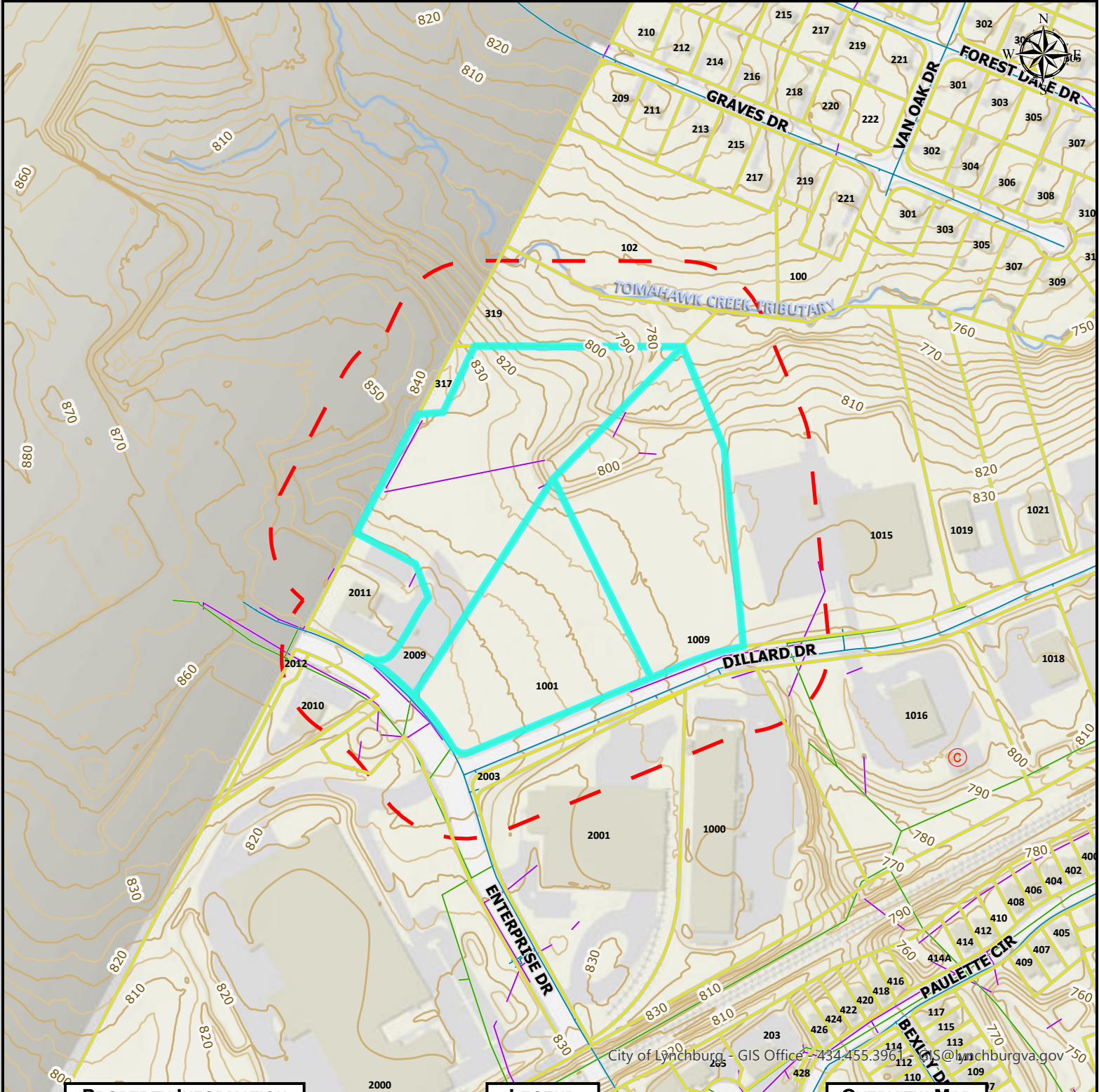
LEGEND

- Subject Property
- Base Flood Elevation
- Floodway
- Floodzone
- River / Lake / Stream

OVERVIEW MAP



MAP SCALE: 1:48,000 DATE PRINTED: 7/11/2022



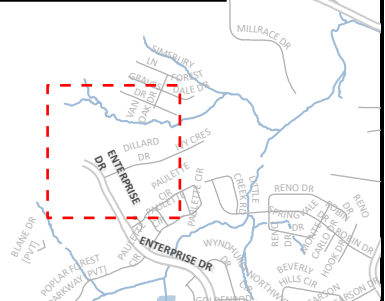
PROPERTY INFORMATION

PARCEL ID	ADDRESS
24103009	1001 DILLARD DR
24103007	1009 DILLARD DR
24103012	2009 ENTERPRISE DR

LEGEND

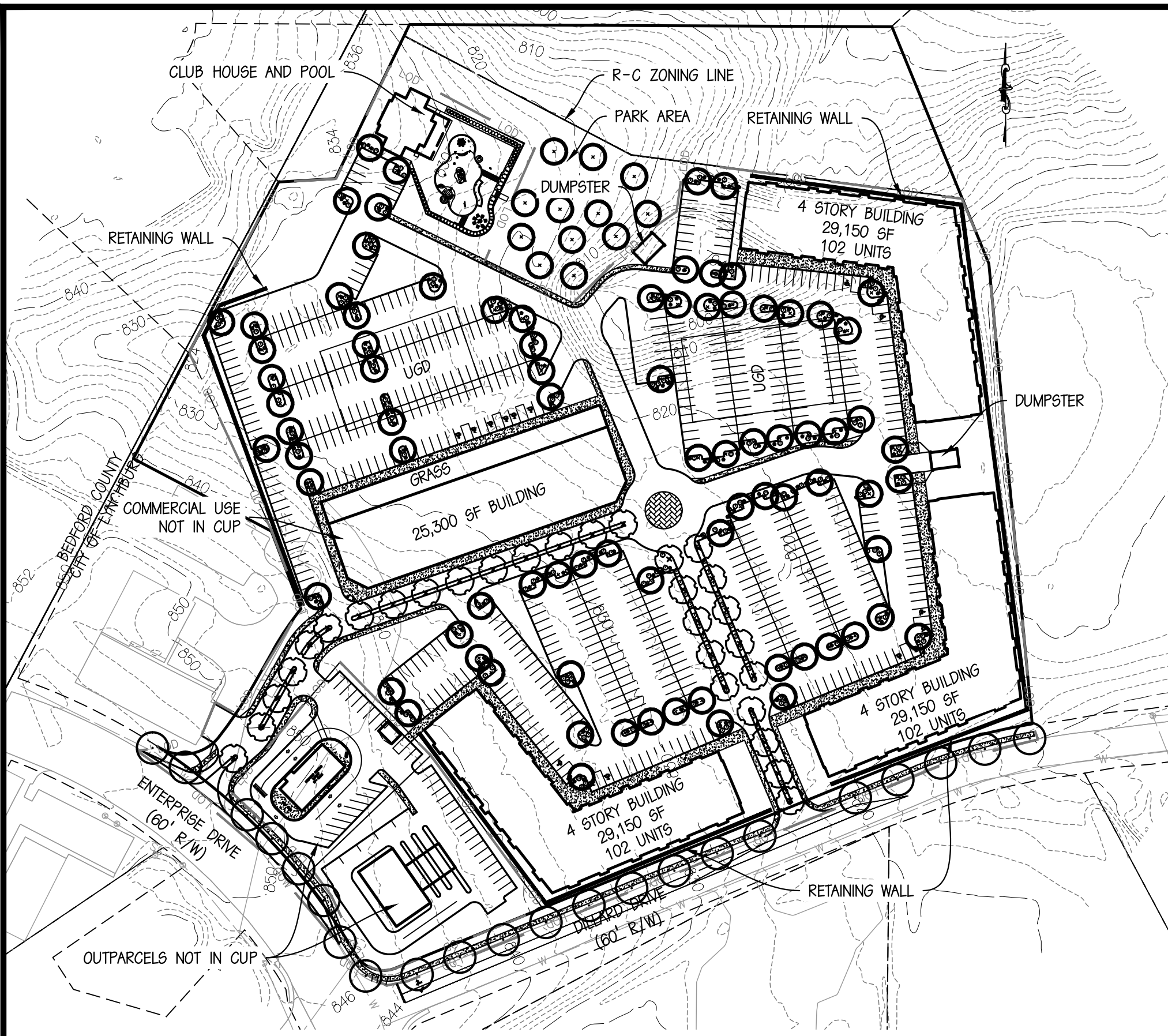
	Active	Proposed	Abandoned
Utilities	Water	Sanitary	Storm
Planimetrics	Paved	Unpaved	Other
Topography	Contour		

OVERVIEW MAP



MAP SCALE: 1"=48.000' DATE PRINTED: 7/11/2022

DISCLAIMER: THIS MAP IS NEITHER A LEGALLY RECORDED MAP NOR A SURVEY AND IS NOT INTENDED TO BE USED AS SUCH. THE INFORMATION DISPLAYED IS A COMPILATION OF RECORDS, INFORMATION, AND DATA OBTAINED FROM VARIOUS SOURCES. THE CITY OF LYNCHBURG IS NOT RESPONSIBLE FOR ITS ACCURACY OR HOW CURRENT IT MAY BE.



- NOTES:**
- OWNER: 434 CENTER LLC
 - ADDRESS: 1001, 1009 DILLARD DR & 2009 ENTERPRISE DR
 - PID: 241-03-012, 241-03-009, 241-03-007
 - DOC# 200000874
 - TOTAL ACREAGE: 16.44 AC
 - CUP ACREAGE: 15.47 AC
 - COMMERCIAL BUILDING ACREAGE NOT IN CUP: 2.66 AC
 - EXISTING ZONING: B-3C, R-CC
 - PROPOSED ZONING: NO CHANGE
 - EXISTING USE: VACANT
 - PROPOSED USE: MIXED USE
 - SETBACKS/LOT REQUIREMENTS FOR B-3:
FRONT: 0'
SIDE: INTERIOR: 0'
SIDE: EXTERIOR: 0'
REAR: 0'
MAXIMUM BUILDING HEIGHT - 40'
MINIMUM LOT AREA: 6,000 SF
 - BOUNDARY INFORMATION PER PLATS ENTITLED "RESUBDIVISION OF LOT 3, SECTION FOUR AND LOT 6A, SECTION 3 GREENSTONE COMMERCIAL CENTER" BY BERKLEY-HOWELL & ASSOC, "PLAT SHOWING LOTS 2A, 2B, & 3 - SECTION 3 GREENSTONE COMMERCIAL CENTER" BY HURT & PROFFITT INC, AND TOPOGRAPHY BASED UPON AVAILABLE RECORDS.
 - THE SITE IS IN THE FLOOD PLAIN UNSHADED "X" PER THE FIRM PANEL #5100930101D DATED 06/03/2008.
 - PARKING CALCS:
APARTMENTS: 1 SPACE PER UNIT
306 UNITS = 306 SPACES REQ'D
448 SPACES PROVIDED
GYM: 1 SPACE PER 4 PERSONS
250 PERSON / 4 = 63 SPACES REQ'D
200 SPACES PROVIDED
 - EMAIL LIST
NWALTON@PERKINS-ORRISON.COM
JDORMAN@PERKINS-ORRISON.COM
DCYRUS@THOMASBUILDERSOFVA.COM
 - LANDSCAPING IS SHOWN SCHEMATICALLY AND MEETS THE INTENT OF THE CITY'S LANDSCAPING ORDINANCE. ACTUAL LANDSCAPING CALCS WILL BE PROVIDED ON THE SITE PLAN.

VICINITY MAP
SCALE: 1" = 2000'

**CUP FOR
434 CENTER DEVELOPMENT**
CITY OF LYNCHBURG, VIRGINIA





JCLA

STUDIO

LANDSCAPE ARCHITECTURE

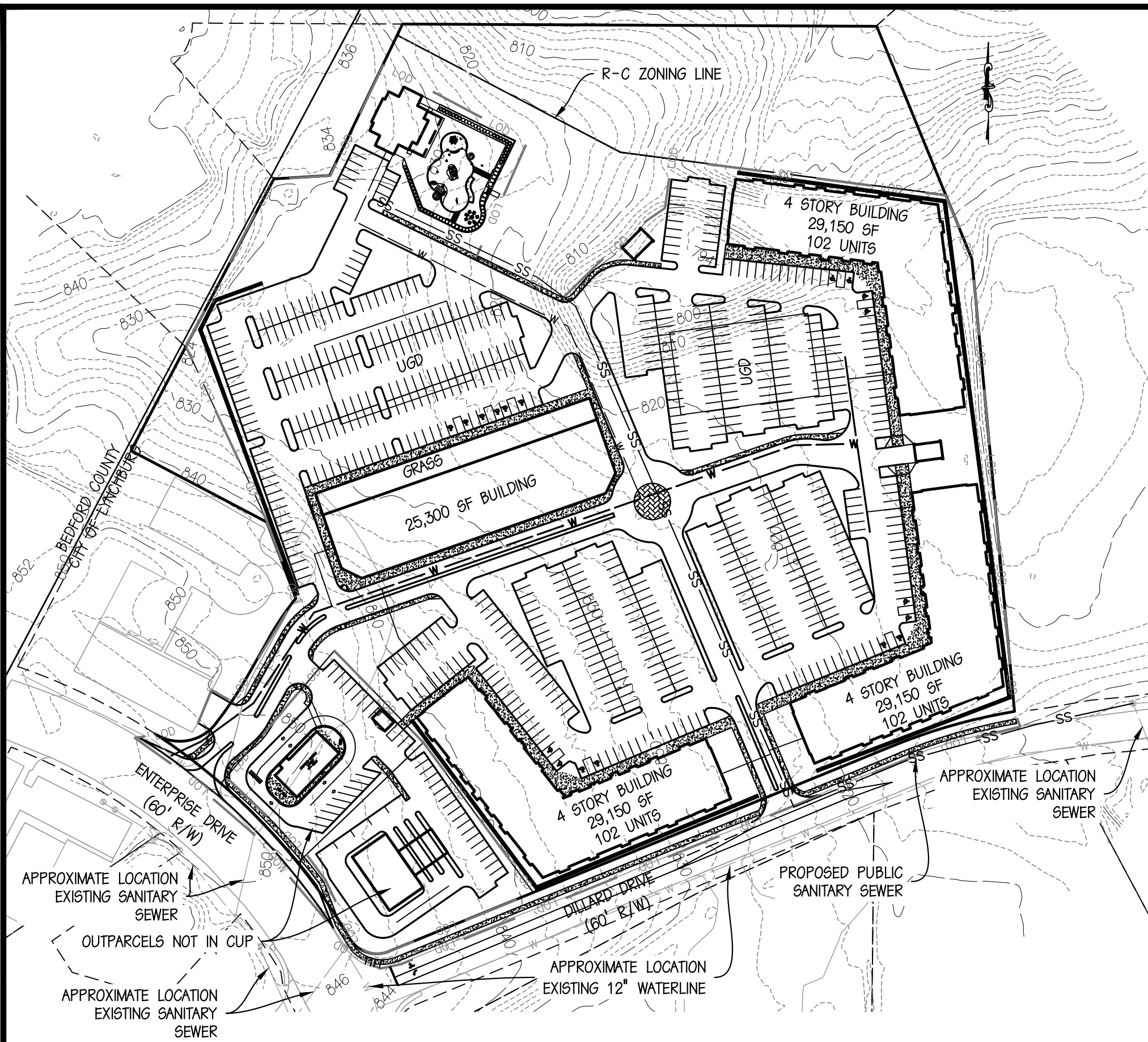
1605 GROVE ROAD
CHARLOTTESVILLE, VA 22901
jenny@jclastudio.com
434.466.4422

317 Brook Park Place Forest, Virginia 24551	Office: 434-525-5985 Fax: 434-525-5986 E-Mail: pno@perkins-orrison.com WEBSITE - http://www.perkins-orrison.net/	DATE: 10/04/22	JOB#: 22151 DWG: *.dwg DWN: MJD
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NOT TO SCALE

**PERKINS
&
ORRISON**

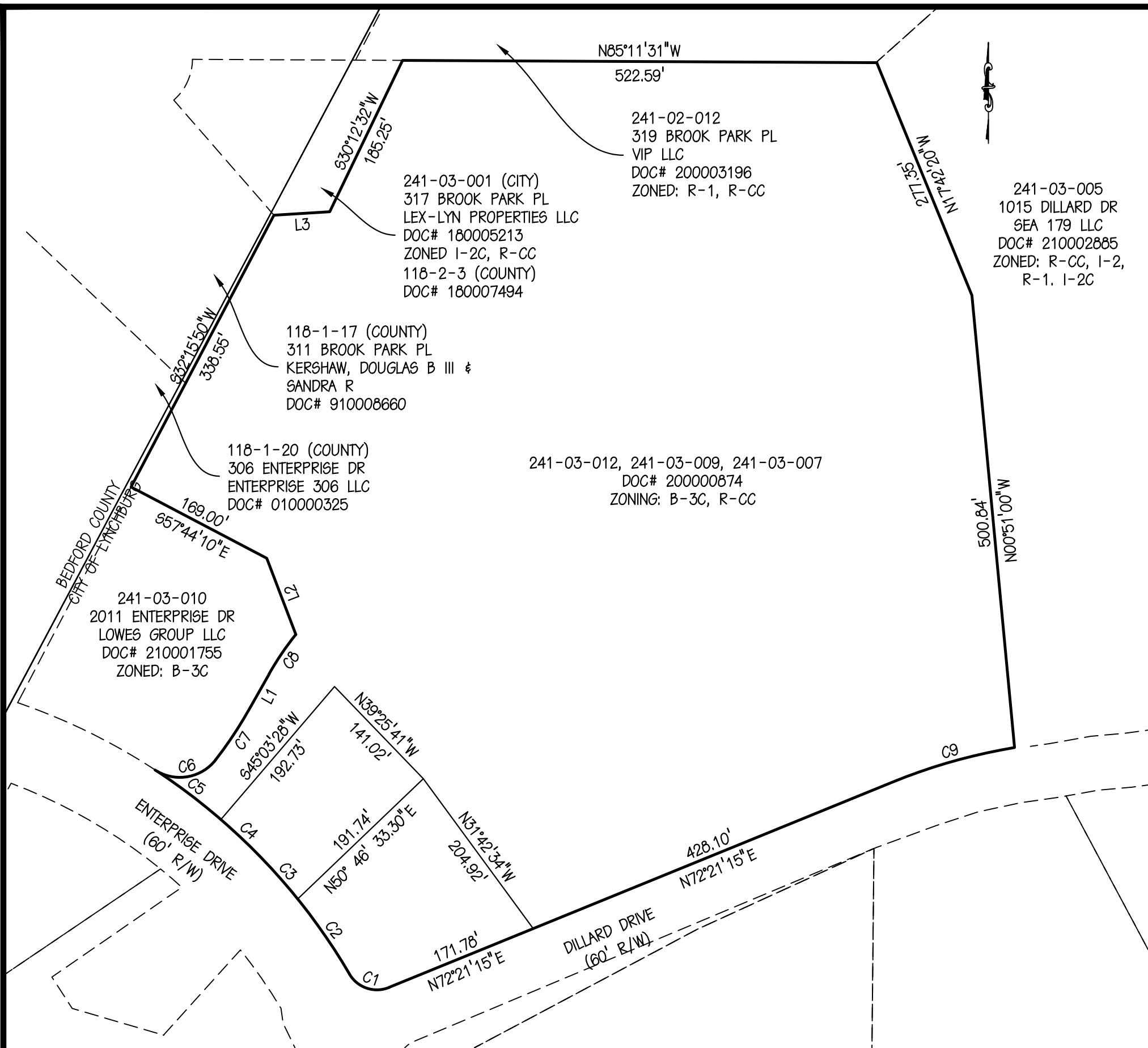
ENGINEERS ▲ PLANNERS ▲ SURVEYORS



- NOTES:**
1. PROPOSED UTILITIES ARE SHOWN SCHEMATICALLY. ACTUAL DESIGN WILL BE PROVIDED ON SITE PLAN.

317 Brook Park Place Forest, Virginia 24551	Office: 434-525-5985 Fax: 434-525-5986 E-Mail: pno@perkins-orrison.com WEBSITE - http://www.perkins-orrison.net/	GRAPHIC SCALE 1"=120'	DATE: 10/04/22	JOB#: 22151 DWG: *.dwg DWN: MJD
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CURVE TABLE					
CURVE	LENGTH	RADIUS	BEARING	CHORD	DELTA
C1	49.97'	35.00'	S66°44'50"E	45.83'	81°47'46"
C2	100.83'	680.00'	S30°05'48"E	100.74'	8°29'46"
C3	60.28'	680.00'	S36°53'04"E	60.26'	5°04'45"
C4	61.70'	680.00'	S42°00'44"E	61.68'	5°11'55"
C5	87.38'	680.00'	S48°17'33"E	87.32'	7°21'44"
C6	71.07'	50.00'	S82°53'34"W	65.23'	81°26'12"
C7	67.72'	475.00'	S38°05'18"W	67.66'	8°10'06"
C8	52.50'	325.00'	S38°37'55"W	52.44'	9°15'18"
C9	139.75'	627.58'	N78°43'58"E	139.46'	12°45'31"

LINE TABLE		
LINE	BEARING	LENGTH
L1	S34°00'15"W	43.78'
L2	S16°19'31"E	90.09'
L3	N88°55'58"W	61.61'

317 Brook Park Place
Forest, Virginia 24551

Office: 434-525-5985
Fax: 434-525-5986
E-Mail: pno@perkins-orrison.com
WEBSITE - <http://www.perkins-orrison.net/>

GRAPHIC SCALE
0 120 240
1"=120'

DATE: 10/04/22

JOB#: 22151
DWG: *.dwg
DWN: MJD





434 Center Mixed-Use Development

Project narrative for conditional use permit:

Project Narrative:

This project is proposed as a mixed-use development located on the property at the northeast corner of Enterprise Drive and Dillard Drive intersection. The intent is to construct a mixed-use community that combines live, work, play amenities. While this request is exclusively for a conditional use permit in order to allow for 306 high-end multifamily units, the overall project will also include two commercial out parcels along the front edge of Enterprise Drive, as well as an interior commercial building to be used as a gym and fitness center that measures approximately 25,300 square feet. This project appeared for a rezoning and public hearing in the past, a little over two years ago, for the creation of the mixed-use community. At that time the gym and fitness component of the project was larger, however, due to the recent global pandemic in order to make this project feasible some changes need to occur. With the current market state, we believe that the proposed mixed-use community provides a realistic project that is achievable and will allow the project to move forward.

With regard to the spirit of the Wyndhurst Community area we are trying to create a community feel by creating internal road networks, and placing the buildings along road frontage this is also intended to create a community that is walkable for residents to use the fitness center, which is a standalone business but will also be a great benefit for the residence of this community as well as the existing residence in the area.

Landscaping and Buffering:

An existing wooded area is approximately 600 feet wide between the proposed development and the closest residential area to the north. In addition, the existing 50-foot-wide natural buffer that was established with the original rezoning will remain. Additional parking area landscaping, foundation plantings, utility screening, and street trees will be provided in accordance with the city landscape ordinance. In addition to the required landscaping a park area has been designated, as well as green space areas throughout the project to promote community function within the project.

Stormwater Management:



There is an existing sediment basin on the northern portion of the project area which will be used for sediment control during construction. However, the permanent water quantity and quality will be addressed via underground storm retention systems, and, if necessary, additional offsite nutrient credits may be procured for additional water quality requirements. The use of underground retention promotes a more effective use of the city's limited and precious geographical resources can be achieved.

Traffic and Pedestrians Connectivity:

A Traffic Impact Analysis was conducted with the original rezoning. The traffic improvements proposed with the original rezoning are still proposed in conjunction with this project which includes additional turn lanes on Dillard Drive to alleviate some of the existing traffic concerns. New sidewalks are proposed along Dillard and Enterprise Drive frontages, in addition, sidewalks are proposed throughout the development in order to provide for a pedestrian-friendly development and promote walking from this community to the Wyndhurst Community.

MEMORANDUM

TO: DANIEL CYRUS

FROM: BILL WUENSCH, P.E., PTOE;

WEI HE

ORGANIZATION: THOMAS BUILDERS OF VIRGINIA

DATE: OCTOBER 18TH, 2022

PHONE NUMBER: 434.610.3719

SENDER'S REFERENCE NUMBER:

RE: 434 CENTER DEVELOPMENT TRIP GENERATION
COMPARISON

YOUR REFERENCE NUMBER:

☐ URGENT☒ FOR YOUR USE☐ PLEASE COMMENT☐ PLEASE REPLY☐ PLEASE RECYCLE**434 Center Development Trip Generation Comparison**

This memorandum summarizes the comparison of 434 Center Development trip generations from the prior study and based on the updated concept plan.

434 Center Development Trip Generation from the Prior Study

As per the prior study document, the trip generation of 434 Center Development was calculated based on ITE Trip Generation Manual Version 10 and is as shown in **Table 1** below –

Table 1 434 Center Development Trip Generation from the Prior Study (ITE Trip Generation Manual V10)

Land Use	ITE Code	Unit	Weekday	AM TOTAL	AM IN	AM OUT	PM TOTAL	PM IN	PM OUT
High-turnover Sit Down Restaurant	932	5000 SF	561	50	27	23	49	30	19
General Office	710	10000 SF	98	12	10	2	12	2	10
Multifamily Housing (Mid-rise)	221	116 units	631	42	11	31	51	31	20
Recreational Community Center	495	126000 SF	3632	222	147	75	291	137	154
Specialty Retail	826	6000 SF	266	16	9	7	16	7	9
Total			5188	342	204	138	419	207	212

As indicated in Table 1, the proposed 434 Center Development as per the prior study document using ITE Trip Generation Manual Version 10 will generate 5,188 weekday trips, 342 morning peak hour trips, and 419 afternoon peak hour trips.

434 Center Development Trip Generation Based on the Updated Concept Plan

The trip generation of 434 Center Development based on the updated concept plan was calculated based on ITE Trip Generation Manual Version 10. The two frontage parcels were assumed as one 5,000 square feet high-turnover sit down restaurant and one 5,000 square feet bank with drive-through. The trip generation is as shown in **Table 2** below –

Table 2 434 Center Development Trip Generation Based on the Updated Concept Plan (ITE Trip Generation Manual V10)

Land Use	ITE Code	Unit	Weekday	AM TOTAL	AM IN	AM OUT	PM TOTAL	PM IN	PM OUT
High-turnover Sit Down Restaurant	932	5000 SF	561	50	27	23	49	30	19
Bank	912	5000 SF	500	48	28	20	102	51	51
Multifamily Housing (Mid-rise)	221	306 units	1666	110	28	82	135	82	53
Recreational Community Center	495	25300 SF	729	45	29	16	58	27	31
Total			3456	253	112	141	344	190	154

As indicated in Table 2, the proposed 434 Center Development based on the updated concept plan using ITE Trip Generation Manual Version 10 will generate 3,456 weekday trips, 253 morning peak hour trips, and 344 afternoon peak hour trips.

To do a thorough comparison, the trip generations were also calculated and compared using ITE Trip Generation Manual Version 11.

Table 3 and **Table 4** below show the trip generations of 434 Center Development based on the prior study land uses and the updated concept plan using ITE Trip Generation Manual Version 11.

Table 3 434 Center Development Trip Generation Based on the Prior Study Land Uses (ITE Trip Generation Manual V11)

Land Use	ITE Code	Unit	Weekday	AM TOTAL	AM IN	AM OUT	PM TOTAL	PM IN	PM OUT
High-turnover Sit Down Restaurant	932	5000 SF	536	48	26	22	45	27	18
General Office	710	10000 SF	157	23	20	3	25	4	21
Multifamily Housing (Mid-rise)	221	116 units	507	39	9	30	46	28	18
Recreational Community Center	495	126000 SF	3631	241	159	82	315	148	167
Variety Store	814	6000 SF	382	18	10	8	40	20	20
Total			5213	369	224	145	471	227	244

Note: land use Specialty Retail and code 826 is not available in ITE Trip Generation Manual V11 and the closest land use Variety Store and code 814 was used for the analysis purpose.

Table 4 434 Center Development Trip Generation Based on the Updated Concept Plan (ITE Trip Generation Manual V11)

Land Use	ITE Code	Unit	Weekday	AM TOTAL	AM IN	AM OUT	PM TOTAL	PM IN	PM OUT
High-turnover Sit Down Restaurant	932	5000 SF	536	48	26	22	45	27	18
Bank	912	5000 SF	502	50	29	21	105	52	53
Multifamily Housing (Mid-rise)	221	306 units	1413	123	28	95	120	73	47
Recreational Community Center	495	25300 SF	729	48	32	16	63	29	34
Total			3180	269	115	154	333	181	152

As indicated in Table 3, the proposed 434 Center Development based on the prior study land uses using ITE Trip Generation Manual Version 11 will generate 5,213 weekday trips, 369 morning peak hour trips, and 471 afternoon peak hour trips.

As indicated in Table 4, the proposed 434 Center Development based on the updated concept plan using ITE Trip Generation Manual Version 11 will generate 3,180 weekday trips, 269 morning peak hour trips, and 333 afternoon peak hour trips.

End of Memorandum

From: [Robert Hiss](#)
To: [Julius, Anna](#)
Cc: [Jordan Mitchell](#)
Subject: RE: CUP Petition Proximity to County/City Border Notification
Date: Tuesday, October 25, 2022 12:30:45 PM

CAUTION: External Sender

It appears this project has changed from the previous notification we received. I believe the previous plan was predominantly commercial. I have no questions, but did want to voice our concern about traffic, specifically at the already burdened intersection of Enterprise Drive and State Route 221 (Forest Road) and specifically during peak hours.

Robert Hiss
Bedford County Administrator
122 East Main St, Suite 202
Bedford, VA 24523
540-586-7601

From: Julius, Anna <Anna.Davidson@lynchburgva.gov>
Sent: Monday, October 24, 2022 3:20 PM
To: Robert Hiss <rhiss@bedfordcountyva.gov>
Subject: CUP Petition Proximity to County/City Border Notification

CAUTION: This email originated from outside your organization. Exercise caution when opening attachments or clicking links, especially from unknown senders.

Hello,

Attached is notification of a public hearing for a conditional use permit petition. This address is in close proximity to the Bedford County and Lynchburg City border. Please let me know if you have any questions or need additional information.

Thank you!

Anna Julius
Planning Technician
Department of Community Development
434-455-3937



12/21/2016

© All EagleView Technology Corporation Page 533 of 591

434 Center Conditional Use Permit
1001 & 1009 Dillard Drive and 2009 Enterprise Drive
November 9, 2022

PLEASE PRINT CLEARLY

[illegible]