

#### BLUE RIDGE PARKWAY / SKYLINE DRIVE **GATEWAY STUDIES**

Study #2: Augusta County and the City of Waynesboro

## Prepared by:



Submitted July 30, 2011

## Blue Ridge Parkway/Skyline Drive Gateway Studies Study 2: Augusta County and the City of Waynesboro

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### BLUE RIDGE PARKWAY/SKYLINE DRIVE GATEWAY STUDIES STUDY 2: AUGUSTA COUNTY AND THE CITY OF WAYNESBORO

#### **Overview of Gateway Studies**

The purpose of the Blue Ridge Parkway Gateway studies is to strengthen the connection between the Blue Ridge Parkway and the communities directly adjacent to the Parkway. The studies are anticipated to span three years (one completed per year), working south to north in the Region, as follows:

- 1) Rockbridge County City of Buena Vista (FY10)
- 2) Augusta County City of Waynesboro (FY11)
- 3) Rockingham County Town of Elkton (FY12)

Each study will identify issues and opportunities including, but not limited to, land use, economic development, conservation, tourism, and signage. At its conclusion, each study will result in an illustrative conceptual plan indicating key recommendations for the study area as well as steps for plan implementation. This study represents the second in the series to be completed for Augusta County and the City of Waynesboro.

Additionally, this study was selected to complement existing studies in the Augusta County and City of Waynesboro area. The goals of this study are consistent with other studies and projects being completed in this area that focus primarily on ecotourism and outdoor recreation. Those projects and studies include:

- Blue Ridge (Crozet) Tunnel Reconstruction of a historic tunnel as an interpretative and recreational trail to serve as a pedestrian connection between the City of Waynesboro, Augusta County and Nelson County.
- South River Trail Greenway Project Development of a one-mile segment of the South River Greenway between W. Main Street and S. Wayne Avenue.
- Downtown Planning Grant The City of Waynesboro received a CDBG Planning Grant for a visioning and planning process for its downtown business district.
- Waynesboro Downtown Revitalization Project The City received CDBG funding for a comprehensive restructuring
  of the City's downtown business district. The project includes major facade renovations, streetscape work, and the
  repurposing of the riverfront park.
- Waynesboro Economic Strategic Plan Creation of a strategic plan for business attraction, retention, industry development (including tourism) and workforce development.
- Entrance Corridor Design Guidelines The City of Waynesboro is developing Entrance Corridor design guidelines to articulate an integrated vision for land use development, a desired built form, and a set of preferred public

- policies. East Main Street from the corporate limits west to Broad Street has been identified as an Entrance Corridor, which overlaps with the study area for this particular project.
- Blue Ridge Parkway 75<sup>th</sup> Anniversary A series of events and studies will be completed to highlight the natural beauty and cultural heritage of the Blue Ridge Parkway.

#### **Study Introduction**

The City of Waynesboro and Augusta County have several important commercial corridors. For this particular study, the U.S. Route 250 corridor served as the focus of this study. The U.S. Route 250/Main Street corridor is the primary corridor within the downtown core of Waynesboro and was studied because of its overall impact to the economic development of Waynesboro and the experience of those visiting the region along these gateway corridors. This corridor, which features a variety of land uses including commercial, residential and industrial mixes, was largely developed in the 1970s, and is now going through a period of redevelopment in various locations along the corridor. Given this transition, the study will assist the City of Waynesboro in serving as a blueprint to assist in the revitalization of these corridors. Additionally, within Augusta County, there is a mix of commercial and residential uses along with various tourism destinations primarily as information gateway points for the Blue Ridge Parkway and Skyline Drive. The following project goals led the study process and determined corresponding recommendations.

#### Project Goals

- Create a sense of arrival in Waynesboro
- Unify landscaping treatments within both Waynesboro and Augusta County
- Address land use variations within both Waynesboro and Augusta County
- Direct traffic to downtown businesses and important tourism destinations
- Improve wayfinding signage
- Provide a vision and implementation guidelines for the U.S. Route 250 corridor

#### **Process and Public Participation**

A project committee was chosen to work with the Central Shenandoah Planning District Commission and to review all recommendations proposed. In addition, the services of a landscape architect were procured to produce all project illustrative recommendations.



#### **Gateway Project Committee:**

Timothy Fitzgerald, Director of Community Development, Augusta County Kimberly Bullerdick, Associate Planner, Augusta County Michael Barnes, Director of Planning, City of Waynesboro Sunny Yang, Associate Planner, City of Waynesboro

Central Shenandoah Planning District Commission staff:

Jennifer Hibbert, Transportation Manager Elizabeth McCarty, Economic Development Planner Robbie Huff, GIS Manager

#### Sympoetica Consulting Firm

J. Barry Carpenter, Principal

An initial kick-off meeting with held on 17 February 2011 with Central Shenandoah PDC staff and Sympoetica to discuss the project goals, study process and to complete field work in Augusta County and Waynesboro. Field work involved a comprehensive photographic inventory of the project area and analysis of the baseline corridor design features. A thorough understanding of the study area conditions provided a strong foundation for land use and planning activities and decisions and for the evaluation in support of developing a long-range gateway plan. Following this initial field visit, two separate meetings were held with the City of Waynesboro and Augusta County planning officials to discuss corridor issues and potential study impacts. Additionally, these meetings with the Augusta County and Waynesboro planning staff were vital for information gathering concerning City and County economic development and land use redevelopment efforts. These initial meetings were critical to solidify the study vision, goals and objectives along with study expectations. On 16 May 2011, staff from Central Shenandoah PDC met with the project team in Waynesboro to discuss the study recommendations and to gather input from the project team. It is anticipated that the study recommendations will be formally presented to the Central Shenandoah PDC Board at the October 2011 meeting. Additionally, general public input may be received at that October PDC Board meeting.

#### **Study Methodology**

The study area was identified as the U.S. Route 250/Main Street corridor from the intersection of the Interstate 64 ramps and U.S. Route 250 to the Main Street South River Bridge crossing in downtown Waynesboro for a distance of 3.8 miles.



The gateway study identifies several issues and opportunities present in this corridor. One of the more noticeable issues is providing some element of unification with distinct land use changes along the corridor. The eastern end of the U.S. Route 250 corridor in Augusta County is primarily wooded and natural in land use character. From the entry into the city limits of Waynesboro, the U.S. Route 250 corridor has a primarily residential character with scattered commercial land uses which transitions to the west for a mostly commercial strip area with scattered industrial and residential uses. All issues and opportunities within the study area are shown on Figures 1 and 2.

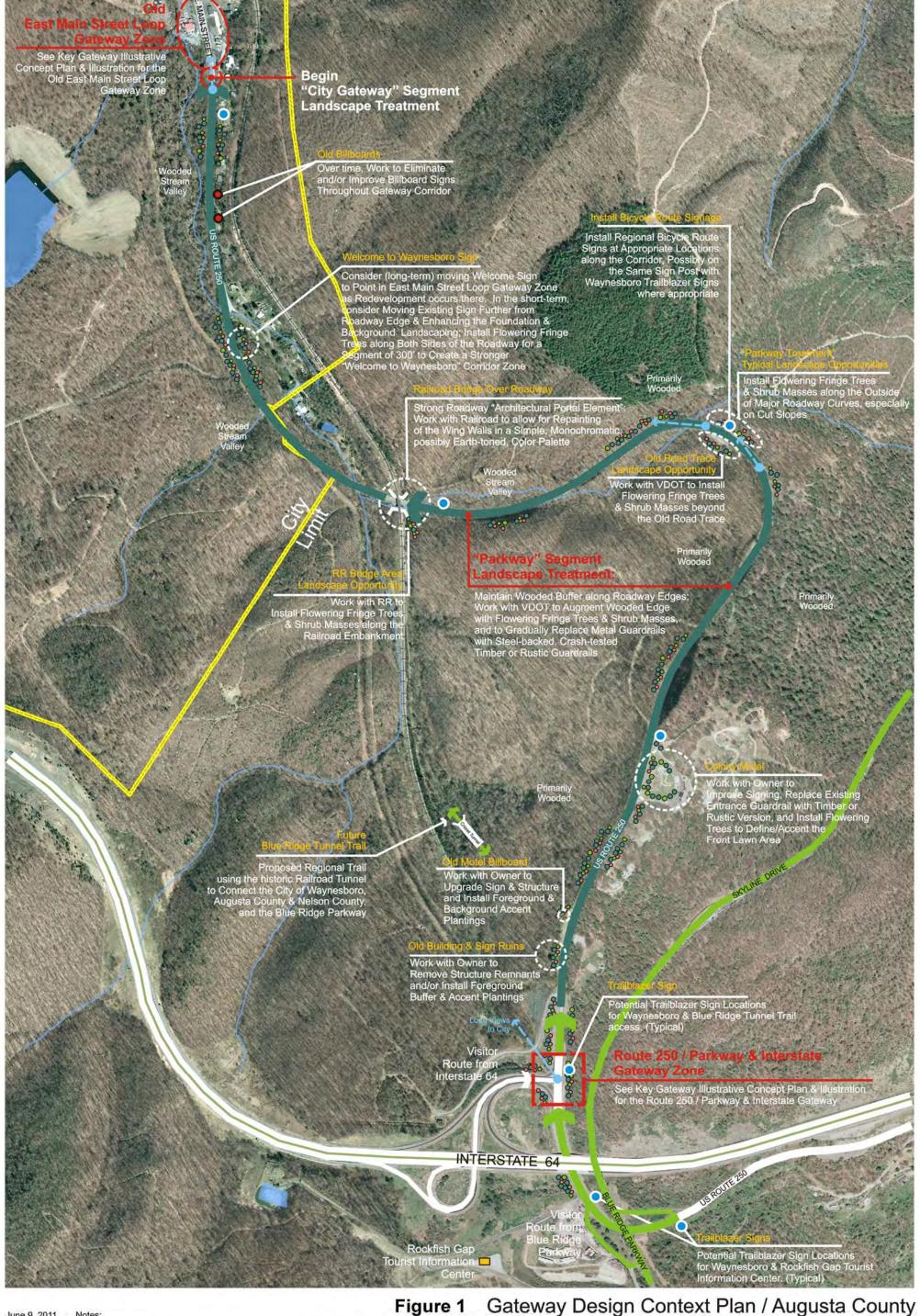
#### The issues identified by this study include:

- Increased directional reinforcement to the motorist by use of directional signage pointing City residents and visitors to various destinations within the City limits.
- Enhance existing wooded buffer areas along roadway edges and property.
- There is a lack of defined entry sequence or treatment into the City. Some localities define entry sequences either through unified vegetation or landscaping, architecture or land uses. A defined entry sequence would, again, assist in that sense of arrival into Waynesboro.
- Reinforce the corridor as a bicycle route.
- Railroad bridge architectural portal element in Augusta County on U.S. Route 250.
- Improve visibility of City entry sign.
- Continuity of street tree pattern and rhythm.
- Installation and improvement of pedestrian facilities.
- Replacement of overhead wires with the city limits of Waynesboro within the study area.
- Access management policies to be implemented.
- Distracting views within portions of the study area to storage areas and industrial uses.
- Building architecture to utilize and incorporate natural materials and colors.
- Sporadic sign clutter is evident throughout the corridor area. Providing unified signage for residents and visitors is an opportunity in the study area.

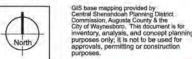
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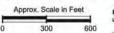
• Lack of orientation to historic downtown. This issue is primarily an economic development issue, as well as a wayfinding issue.





June 9, 2011 Notes:











Gateway Design Context Plan / Augusta County Blue Ridge Parkway Gateway Corridor Planning Study

> Central Shenandoah Planning District Commission for Augusta County & the City of Waynesboro, Virginia



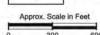
Figure 2

Gateway Design Context Plan / City of Waynesboro Blue Ridge Parkway Gateway Corridor Planning Study









June 8, 2011

Notes:



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Also, three key gateway zones were identified by this study to target later implementation efforts. These three primary zones are the:

- 1. U.S. Route 250/Parkway and Interstate Gateway Zone this zone is defined by the intersection of the Interstate 64 ramps and U.S. Route 250.
- 2. Old East Main Street Loop Gateway Zone this zone consists of the section of U.S. Route 250 just within the city limits of Waynesboro in the vicinity of the Old Main Street loop.
- 3. South River Bridge Downtown Gateway Zone this zone begins at the intersection of East Broad Street and East Main and encompasses a one-block area centered on East Main Street from the intersection of East Broad and East Main to the South River Bridge crossing.

#### **Study Recommendations**

For this study, the U.S. Route 250 gateway corridor is divided into three distinct landscape treatment segments. These include the following:

- 1. Parkway Landscape Treatment
- 2. City Gateway Landscape Treatment
- 3. Commercial Revitalization Landscape Treatment

#### **Landscape Treatment Segments Recommendations**

The overall purpose of the sequence of landscaping treatments is to provide a transition along the gateway corridor. The gateway corridor begins at the U.S. Route 250 intersection with the Blue Ridge Parkway, then travels through a wooded section of Augusta County, enters the City of Waynesboro, and extends through a commercial area to arrive at the South River. A comprehensive listing of recommendations addressing the identified issue or feature was a project deliverable. The landscaping treatment recommendations are shown on two enclosed maps, Figure 1, Gateway Design Context Plan/Augusta County and Figure 2, Gateway Design Context Plan/City of Waynesboro. The corridor's existing elements and future recommendations are more generally described below in Table 1. They are presented from east to west in the study area.



**Table 1 – Landscape Treatment Segments** 

Element	Recommendation			
Parkway Landscape Treatment Segment				
Directional reinforcement to motorist	Install new trailblazer signs to the Rockfish Gap Tourist Information Center, Blue Ridge Tunnel Trail (when constructed), and downtown Waynesboro.			
Enhance existing wooded buffer	Maintain wooded buffer along roadway edges and augment with flowering trees. Work with VDOT and private owners to install landscaping at key points along the corridor.			
Old buildings and sign ruins	Work with property owners to remove structure remnants and install buffer and accent plantings.			
Old billboards	Over time, work to eliminate and/or improve billboard signs. Sign improvements include upgrading signs and structures and installing foreground and background accent plantings.			
Reinforce the corridor as a bicycle route	Install bicycle route signs at appropriate locations along the corridor.  When appropriate, signs should share post with other signs to reduce sign clutter.			
Railroad bridge	The railroad bridge is an architectural portal element along the gateway corridor. Work with the railroad company to allow for repainting of the wing walls in a simple, monochromatic, possibly earth-toned color palette.			
Improve visibility of city entry sign	Long-term, move the "Welcome to Waynesboro" sign to the East Main Street Loop Gateway Zone. In the short-term, relocate the sign further from the roadway edge and enhance its foundation and landscaping as well as install flowering fringe trees along both sides of the road to create a stronger welcome zone.			
Metal guardrails	Replace metal guardrails with steel-backed, crash-tested timber or rustic guardrails			



City Gateway Landscape Treatment Segment					
Continuity of street tree pattern/rhythm	Install regularly spaced street and/or flowing trees of the same type or variety to reinforce the character of the City Gateway and Commercial Revitalization segments of the corridor.				
Pedestrian facilities	Install and improve sidewalks and crosswalks where needed.				
Signs	Reduce sign clutter and establish design standards for commercial signs.				
Overhead wires	Replace overhead wires and signals at key intersections with pole/mast arm systems.				
Access management	Reduce curb cuts where possible.				
Distracting views	Install buffer plantings to screen areas such as parking lots, storage areas, and industrial uses.				
Building architecture	Architecture of new and redeveloped non-residential uses should incorporate natural materials and colors.				
Commercial Revitalization Landscape Treatment Segment					
Continuity of street tree pattern/rhythm	Extend the regularly spaced pattern of street and/or flowing trees of the City Gateway segment into the Commercial Revitalization segment.				
Residential community within commercial district	Provide landscape buffers between residential and non-residential uses.				
Pedestrian facilities	Extend bicycle lanes from downtown. Install and improve sidewalks/crosswalks where needed.				
Signs	Reduce sign clutter and establish design standards for commercial signs				
Overhead wires	Replace overhead wires and signals at key intersections with pole/mast arm systems.				



Access management	Reduce curb cuts where possible.
Distracting views	Install buffer plantings to screen areas such as parking lots, storage areas, and industrial uses.
Railroad bridge	Work with railroad to allow for repainting metal bridge structure in a simple, monochromatic but vibrant color palette. Consider the bridge as a potential trailblazer sign location.
Intersection improvements	See City's design guidelines for the intersection of East Main and Delphine.

The study further examines three specific areas or gateway zones. The zones are identified as follows:

- 1. U.S. Route 250/Parkway and Interstate Gateway Zone this zone is defined by the intersection of the Interstate 64 ramps and U.S. Route 250.
- 2. Old East Main Street Loop Gateway Zone this zone consists of the section of U.S. Route 250 just within the city limits of Waynesboro in the vicinity of the Old Main Street loop.
- 3. South River Bridge Downtown Gateway Zone this zone begins at the intersection of East Broad Street and East Main and encompasses a one-block area centered on East Main Street from the intersection of East Broad and East Main to the South River Bridge crossing.

The gateway zones and their accompanying recommendations are described below. An illustrative concept plan is provided for each gateway zone (see Figures 3 through 8). Landscape architect services were procured for the completion of the illustrations for the concept plans as well as for the gateway design context plans discussed above.



#### **Gateway Zones Recommendations**

Route 250/Parkway & Interstate Gateway Zone – This zone is located in Augusta County at the intersection of Route 250 and the ramp of Exit 99 of Interstate 64. See Figure 3, the Route 250/Parkway & Interstate 64 Gateway Zone Illustrative Concept Plan. The recommendations for the Route 250/Parkway & Interstate gateway zone are as follows:

#### Landscaping

- Work with VDOT to re-seed median grass at intersection.
- Work with VDOT to augment areas behind guardrails and along wooded edge with naturalist planting of primarily native wildflowers.
- Install flowering fringe trees and shrub masses behind the wildflower areas.

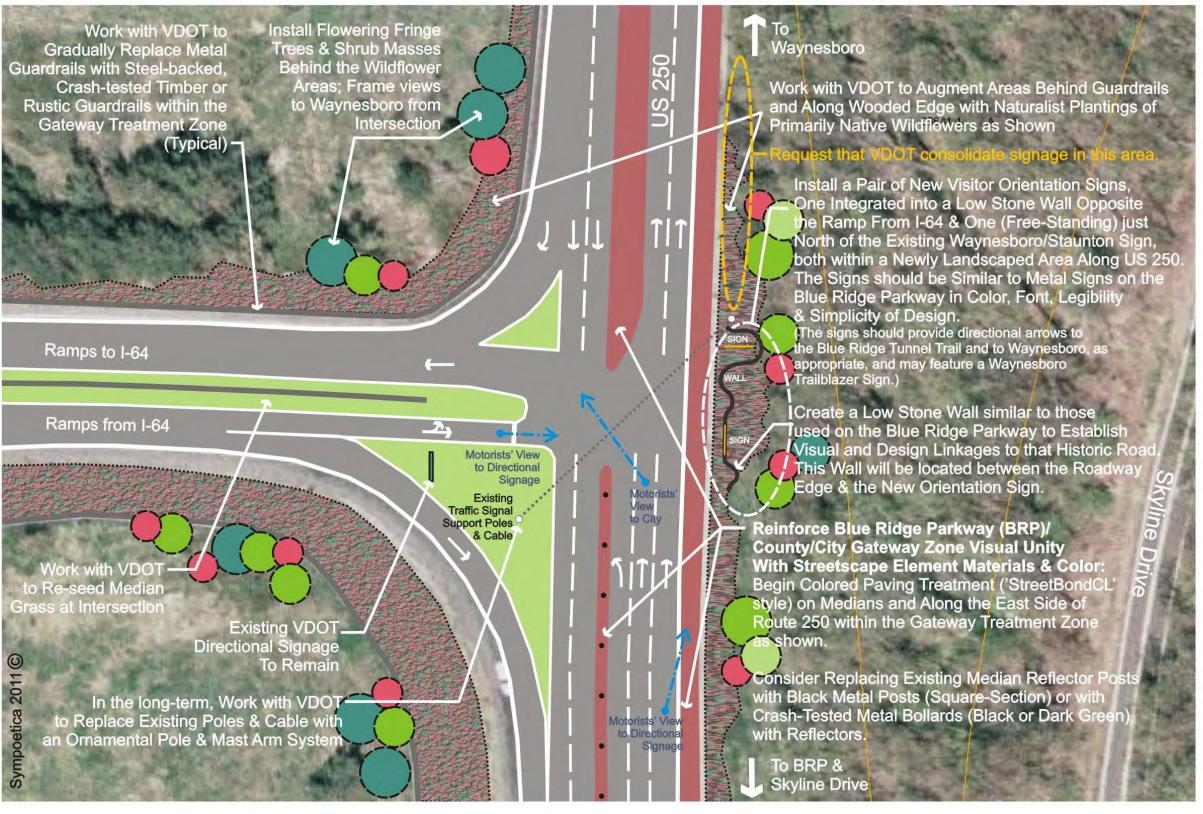
#### Street Features

- Work with VDOT to gradually replace metal guardrails with steel-backed crash-tested timber or rustic guardrails.
- Consider replacing existing median reflector posts with black metal posts (square-section) or with crash-tested metal bollards (black or dark green) with reflectors.
- Install colored paving treatment on medians and along the east side of Route 250 with the Gateway Zone to reinforce the Blue Ridge Parkway/County/City gateway zone visual unity with streetscape element materials and color.

#### Signage

- Create a low stone wall similar to those used on the Blue Ridge Parkway to establish visual and design linkages to that historic road. The low stone wall integrates a new visitor orientation sign which is located opposite the ramp from Interstate 64. See Figure 4, Route 250/Parkway & Interstate 64 Gateway Zone: Illustrative Wall/Sign Elevation.
- Install a second new visitor orientation sign just north of the existing Waynesboro/Staunton sings within the newly landscaped area along Route 250.
- The two signs should be similar to metal signs on the Blue Ridge Parkway in color, font, legibility and simplicity of design.
- Request that VDOT consolidate signage on the east side Route 250.





June 9, 2011



#### Notes:

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Figure 3

Illustrative Concept Plan

## Route 250 / Parkway & Interstate 64 Gateway Zone



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**Illustrative Wall / Sign Elevation** 

Route 250 / Parkway & Interstate 64 Gateway Zone

**East Main Street Loop Gateway Zone** – This second gateway zone is within the City of Waynesboro. It corresponds to the beginning of the City Gateway Landscape Treatment as this is a transition point between the wooded area and the arrival into a more urban area. The zone also provides recommendations for the redevelopment of the sites on either side of East Main Street/US Route 250. See Figure 5, Old East Main Street Loop Gateway Zone Illustrative Concept Plan and Figure 6, Illustrative Concept Sketch.

#### Landscaping Features

- Construct a prominent "point structure" such as a gazebo within a park area. This structure is on axis with the view from the roadway as one enters the Gateway Zone. Potential uses for this structure include a tourism information center or a custard/ice cream stand.
- Install flowering trees and banners to reinforce Gateway Zone identity.
- Install wildflower masses, flowering ground-covers, and/or grasses at base of new "Welcome to Waynesboro" sign.

#### Street Features

- Begin dedicated bicycle lanes. Consider colored paving bands treatment for the bicycle lanes, crosswalk and median edge bands.
- Provide left turn lanes and pedestrian safety island based on City's recommended cross-section.
- Install highly visible pedestrian crosswalk to link businesses on both sides of East Main Street/US Route 250.
- Provide on-street parking along Old East Main Street. Limit parking to segment of three spaces separated by landscaped curb bulb-outs.
- Create landscaped center medians which may include flowering trees, wildflower masses, flowering ground-covers, and/or grasses.

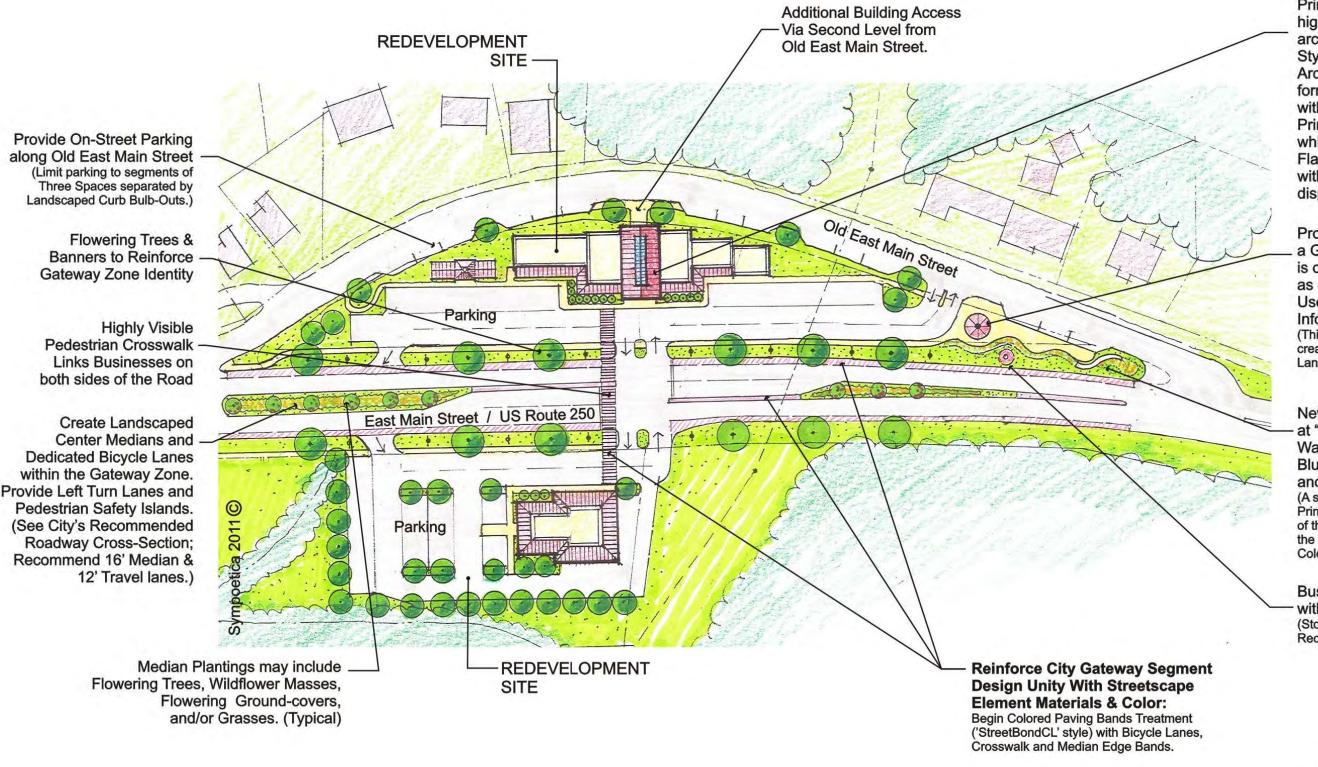
#### Signage

• Install new "Welcome to Waynesboro" sign at the point. Create and entry feature sign wall of stone similar to that used on the Blue Ridge Parkway to establish visual and design linkages to that historic road. For businesses with the landscaped zone, stone and wood monument signs are recommended.

#### **Building Features**

• The suggested architectural style is the "rustic/mercantile" style emblematic of historical parkway retail architecture.





Primary Retail Buildings
highly visible from the roadway. Suggested
architectural style is the "Rustic/Mercantile"
Style emblematic of Historical Parkway Retail
Architecture. Shown here is a building
form with a Two-Story Central Element
with attached Single-Story Wings. The
Primary Structure has a Gabled Metal Roof
while the Secondary Structures feature
Flat Roofs with Parapet Walls and Porches
with Shed Roofs. Merchandise can be
displayed on porches.

Prominent "Point Structure" such as a Gazebo within a Park Area. This structure is on axis with the View from the Roadway as one enters the Gateway Zone. Potential Uses for this structure include Tourism Information Center and/or Custard Stand. (This is essentially a "Building in the Park" created as part of the Gateway Park/Sign Landscape Area.)

New "Welcome to Waynesboro" Sign at "Point Park". Create an Entry Feature Sign Wall of Stone similar to that used on the Blue Ridge Parkway to Establish Visual and Design Linkages to that Historic Road. (A small City Logo may be added but the Primary Welcome Signage should consist of the Colored Metal Letters attached to the Stone Wall. Select Font Style, Size & Color for Enhanced Legibility.)

Business Signage within Landscaped Zone (Stone & Wood Monument Sign Recommended)

Figure 5
Illustrative Concept Plan

Old East Main Street Loop Gateway Zone

Blue Ridge Parkway Corridor Gateway Planning Study
Central Shenandoah Planning District Commission

June 8, 2011



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visible in mid-ground view from roadway. Suggested here are simple architectural forms with "Rustic/Mercantile" Style emblematic of Historical Parkway Retail Architecture. Shown here is a building form with a Two-Story Central Element with attached Single-Story Wings. The Primary Structure has a Gabled Metal Roof while the Secondary Structures feature Flat Roofs with Parapet Walls and Porches with Shed Roofs. Consider a Prominent "Point Structure" such as a Gazebo as part of the Gateway Zone Entry Experience. Potential Uses for Flowering Trees & Banners to Reinforce this structure include Tourism Information Center and/or Custard Stand. Gateway Zone Identity (This is essentially a "Building in the Park" created part of the Gateway/Sign Landscaping.) Highly Visible-Pedestrian Crosswalk Links Businesses on Provide On-Street Parking both sides of the Road along Old East Main Street (Limit parking to segments of Three Spaces separated by Create Landscaped Landscaped Curb Bulb-Outs.) Center Medians and **Dedicated Bicycle Lanes** New "Welcome to Waynesboro" Sign within the Gateway Zone. at "Point Park". Create an Entry Feature Sign Provide Left Turn Lanes and Sympoetica 2011 Wall of Stone similar to that used on the Pedestrian Safety Islands. Blue Ridge Parkway to Establish Visual (See City's Recommended and Design Linkages to that Historic Road. Roadway Cross-Section; (A small City Logo may be added but the Recommend 16' Median & Primary Welcome Signage should consist 12' Travel lanes.) of the Colored Metal Letters attached to the Stone Wall. Select Font Style, Size & BARRY CARPENTER ZON Color for Enhanced Legibility.) **Reinforce City Gateway Segment** Wildflower Masses, Flowering **Business Signage Design Unity With Streetscape** Ground-covers, and/or Grasses within Landscaped Zone (Stone & Wood Monument Sign **Element Materials & Color:** at Base of Sign (Typical) Recommended) **Begin Colored Paving Bands Treatment** ('StreetBondCL' style) with Bicycle Lanes, Crosswalk and Median Edge Bands.

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Figure 6

**Illustrative Concept Sketch Old East Main Street Loop Gateway Zone** 

Primary Retail Buildings

**South River Bridge Downtown Gateway Zone** – The final area is the South River Bridge Downtown Gateway Zone. This zone begins at East Broad Street and extends four blocks along US Route 250/East Main Street to the South River. The recommendations of the Commercial Revitalization Landscape Treatment apply to this zone. Detailed recommendations for this zone are shown in *Figure 7, South River Bridge Downtown Gateway Zone Illustrative Concept Plan and Figure 8, South River Bridge Downtown Gateway Zone.* 

#### Landscaping Features

- Provide flowering trees (columnar), low (parking) screen hedges, downtown street lighting and banners to reinforce the Gateway Zone identity.
- Add landscaping to the median approaching the intersection with East Broad Street and Dupont Boulevard as space allows. Median plantings may include flowering trees, wildflower masses, flowering ground-covers, and/or grasses.

#### Street Features

- Continue City Gateway segment design unity with streetscape element materials and color.
- Provide on-street dedicated bicycle lanes.
- Provide on-street parking where feasible.
- Place sidewalk adjacent to curb with landscape zone behind it.
- Provide highly visible pedestrian crosswalks at strategic locations as shown on the concept plan.

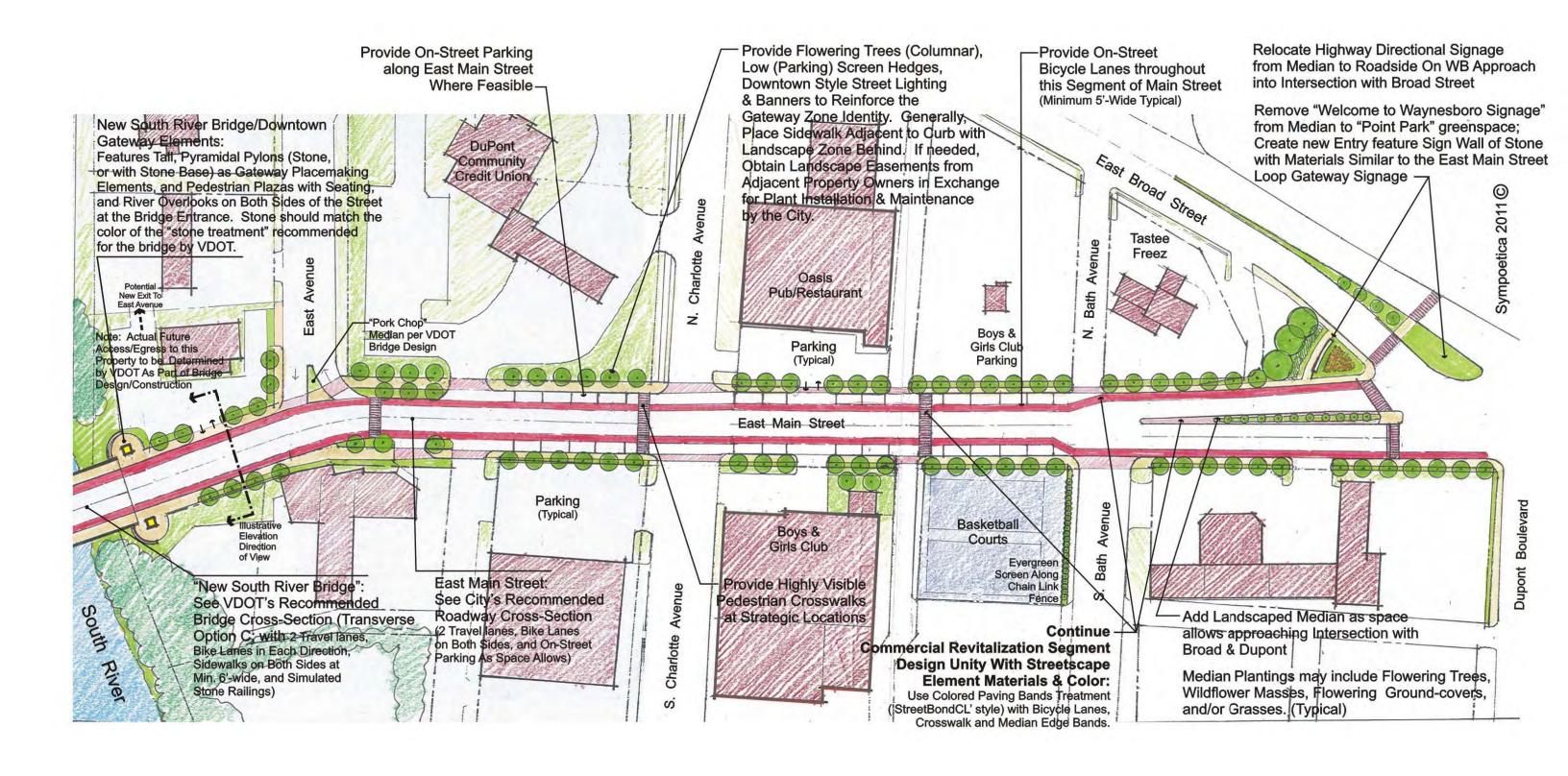
#### Signage

- Relocate highway directional signage from median to roadside on west bound approach into intersection with East Broad Street.
- Remove "Welcome to Waynesboro" signage from median. Create new entry feature sign wall of stone within "point park" greenspace with materials similar to the East Main Street Loop Gateway signage.

#### South River Bridge Features

 Design the bridge with tall, pyramidal pylons (stone or with stone base) as gateway placemaking elements, pedestrian plazas with seating, and river overlooks on both sides of the street at the bridge entrance. Stone should match the color of the stone treatment recommended for the bridge by VDOT. See Figure 8.





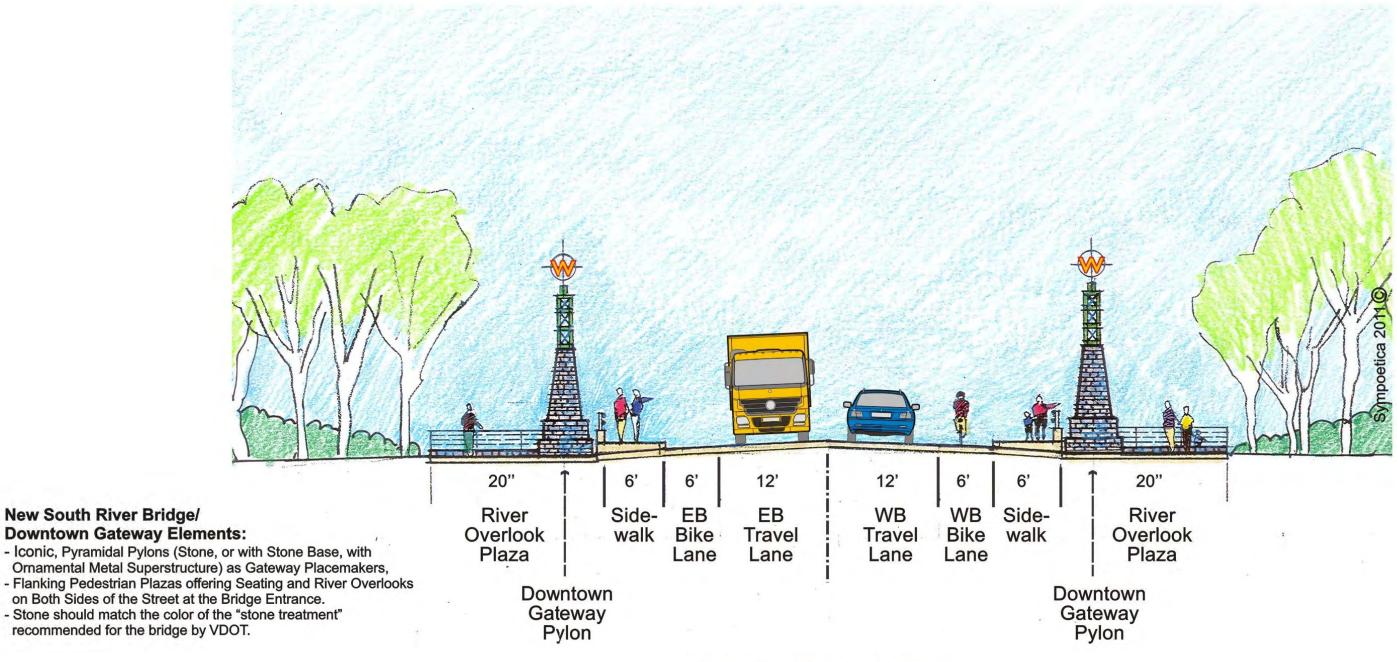
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# Figure 7 Illustrative Concept Plan South River Bridge Downtown Gateway Zone



New South River Bridge View Westbound on East Main Street

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Figure 8
Illustrative Elevation
South River Bridge Downtown Gateway Zone

#### **Study Implementation**

The City of Waynesboro and Augusta County may incrementally implement the recommendations of the Gateway Concept Plan through a variety of local planning mechanisms. For instance, project work from this Gateway Study may be included in the Entrance Corridor Design Guidelines for the City of Waynesboro. The Entrance Corridor Design Guidelines Document from Waynesboro is meant to provide design guidance to all developments within a specific corridor not regulated by the Zoning Ordinance, provide recommendations for public projects within the right-of-way and provide criteria for determining if a proposed project contributes or detracts from the vision of a specific corridor.

Within Augusta County, this study proposes several strategies for integration with local and regional recreational and tourism trail opportunities. The Blue Ridge (Crozet) Tunnel has been proposed as a regional trail using the historic railroad tunnel to connect the City of Waynesboro, Augusta County, Nelson County and the Blue Ridge Parkway. Additionally, the close proximity of this particular corridor to the Blue Ridge Parkway, Skyline Drive and the Shenandoah National Park is particularly important when proposing County gateway strategies and recommendations. Trailblazer signs were proposed in various locations along the corridor within Augusta County to navigate local residents and park visitors to these important recreational destinations. Below is a brief listing of potential funding opportunities for implementation of the items within this gateway study, along with a listing of potential project partners tailored for Augusta County and the City of Waynesboro.

#### **Funding Opportunities**

- Urban and Community Forestry Assistance Program, Virginia Department of Forestry
- Transportation Enhancement Grant Program, Virginia Department of Transportation
- Virginia Wildflower Program, Virginia Department of Transportation
- Private Development Improvements

#### **Project Partners**

- Local Business Community
- Local Community Service Organizations
- Waynesboro Downtown Development Inc.
- City of Waynesboro
- Nelson County

- GART Greater Augusta Regional Tourism
- Augusta County Economic Development Authority
- Virginia Department of Transportation
- Virginia Department of Forestry
- Blue Ridge Parkway 75<sup>th</sup> Anniversary Committee

