Planning Commission

Regular Session Agenda

Cape Charles Civic Center – 500 Tazewell Avenue
January 5, 2016
6:00 P.M.

1. Call to Order; Roll Call

2. Invocation and Pledge of Allegiance

3. Public Comments

4. Consent Agenda
    a. Approval of Agenda Format
    b. Approval of Minutes
    c. Reports

5. Old Business
    a. 2015 Annual Report review
    b. Set March 1, 2016 for joint Planning Commission\Town Council public hearing on recommended Zoning Ordinance text and map amendments
    c. Comprehensive Plan draft review
    d. Proposed Fiscal Year 2016-17 Capital Improvement Plan review

6. New Business

7. Announcements

8. Adjourn

DRAFT
PLANNING COMMISSION
Regular Meeting
Cape Charles Civic Center
December 1, 2015
6:00 p.m.

At 6:00 p.m. Vice Chairman Michael Strub, having established a quorum, called to order the Regular Meeting of the Planning Commission. In addition to Vice Chairman Strub, present were Commissioners Andy Buchholz, Dan Burke, Joan Natali and Bill Stramm. Chairman Dennis McCoy and Commissioner Sandra Salopek were not in attendance. Also in attendance were Town Planner Larry DiRe, Town Clerk Libby Hume, Town Manager Brent Manuel and Treasurer Deborah Pocock. There was one member of the public in attendance.

A moment of silence was observed and was followed by the recitation of the Pledge of Allegiance.

PUBLIC COMMENTS:

There were no public comments to be heard nor any written comments submitted prior to the meeting.

CONSENT AGENDA

Motion made by Bill Stramm, seconded by Joan Natali, to accept the agenda format as presented. The motion was unanimously approved.

The Commissioners reviewed the minutes for the November 3, 2015 Regular Meeting.

Motion made by Joan Natali, seconded by Bill Stramm, to approve the minutes from the November 3, 2015 Regular Meeting as presented. The motion was unanimously approved.

REPORTS

Larry DiRe reported the following: i) He was working with Linda Buskey of Bay Creek Resort to resolve the inconsistencies between the PUD document and the zoning ordinance regarding setbacks. He felt that the Bay Creek documents reflected the modifications that were made and would continue to work with Ms. Buskey to reconcile the issues. There was much discussion regarding this item; and ii) The draft 2015 Planning Commission Annual Report was attached and briefly discussed. Joan Natali noted several typographical corrections.

Michael Strub asked about the status of the Comprehensive Plan. Joan Natali stated that the Commission was waiting on a final meeting with Ms. Elaine Meil. Bill Stramm added that the Town Council had prioritized the Tourism Zone for completion before the 2016 tourism season.

OLD BUSINESS

A. *Draft Tourism Zone Ordinance*

The Commissioners reviewed the draft ordinance which incorporated the revisions requested by the Town Council at the November 5, 2015 Joint Work Session. Three options were discussed and the Commissioners reached a general consensus in favor of option three. There was much discussion regarding the following: i) BPOL tax. The Commission would

review the town's BPOL tax policy at a future meeting; ii) facility and connection fees; and iii) the percentages of the offered credits.

Deborah Pocock stated that measurable parameters and consistent criteria were needed to create a checklist to help with implementation and administration of the program. The Commissioners were in agreement. Deborah Pocock would create a standard calculation form.

Dan Burke expressed his concerns regarding the offered credits and added that the Commission needed to review the program to eliminate any possible loopholes.

B. *Wayfinding Signage Update and Timeline Report*
The Commissioners discussed the issue of signs being placed in the VDOT right-of-way. In October 2014, the Town Council adopted an ordinance suspending enforcement of a portion of the sign ordinance to allow businesses on side streets to place portable signs to attract foot traffic until a way-finding sign could be installed by the town. The town's goal was to install directional signage for both motorists and pedestrians.

The Commissioners reviewed several recommended locations for the wayfinding signs – Central Park at Peach Street, the beach kiosk area, the Cape Charles Memorial Library, the future Strawberry Street Plaza and the Town Harbor parking lot. The Commissioners recommended additional locations as follows: i) the town-owned lots at Fig Street at the entrance into town; ii) the bottom of the hump coming into town; iii) at the corner of Plum Street and Mason Avenue by the Town Hall; and iv) several locations at the Town Harbor, especially one located along the parking lot on the way out of the Harbor and possibly one by the Harbor Master's office.

The map would also be made available in digital format to be posted on the Cape Charles by the Bay website and capecharles.org.

NEW BUSINESS
There was no new business to review.

ANNOUNCEMENTS
There were no announcements.

Motion made by Joan Natali, seconded by Andy Buchholz, to adjourn the Planning Commission meeting. The motion was unanimously approved.

_____
Vice Chairman Michael Strub

_____
Town Clerk

DRAFT

Planning Commission Staff Report

From: Larry DiRe

Date: January 5, 2016

Item: 4c-Staff Report

Attachments: None

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1. Staff intends to bring the Open Space District ordinance language (*Article III Section 3.15*) to the Planning Commission for review at the March 1, 2016 meeting. Staff's specific purpose for this is to request including language that will more accurately define the District's uses according to those currently being practiced.

2. The Harbor Area Review Board met on Monday December 21st to consider a request to locate a one-hundred plus year old, wood frame building on a permanent foundation. After much discussion the Board recommended approval of the Harbor Development Certificate for the foundation and forwarded the application to Town Council.

3. The Historic District Review Board received one application for consideration at their December 15th regular monthly meeting. The application was for addition of a rear screened in porch on a single-family home. The application was approved for Certificate of Appropriateness. The Board continued their review of the Historic District Guidelines document. At the recommendation of staff the Board is interested in a joint meeting with the Planning Commission to discuss the building materials language found in *Article III Sections 3.2.I.6 and 3.6.F.1.e* of the Zoning Ordinance to ensure the language in the Historic District Guidelines conforms to the Ordinance. The Building Official has also expressed interest in participating in that joint meeting. There are two applications pending for their January 19th regular meeting.

4. The draft Tourism Zone Ordinance was sent to the Town's attorney for review. The draft Ordinance text and a cover letter were mailed to potentially qualified businesses, currently holding a valid Town business license, for review and comment.

5. Bid documents for the next phase of the Harbor Dredge project are out. The bid period closes on January 25, 2016. The project involves the dredging of Cherrystone Channel to a depth of 18 feet and the placement of approximately 200,000 cubic yards of fine sand dredge material on the Town beach and at the upland site. The project contract duration is scheduled for 120 calendar days.

6. The Wetlands Board may need to meet to consider a potential Joint Permit Application for the relocation closer to land of the wave attenuator devices located off-shore of Sea Breeze Apartments and Bay Vistas Way.

7. Progress is being made on the Wayfinding signs. New draft maps are complete and staff is looking at the purchase cost of several new sign frames. Staff's goal is to have signs in place at the beach, the Town harbor, Central Park, and downtown by April 1, 2016.

8. Staff has been working with several land surveyors and Bay Creek staff to reconcile some PUD district regulations and other Town documents with the Bay Creek design guidelines. This is on-going for the foreseeable time.

9. The Board of Zoning Appeals had no business and did not meet.

10. The Town issued one zoning clearance this month for a sign replacement facing Plum Street at Trinity United Methodist Church.

Planning Commission Staff Report

From: Larry DiRe

Date: January 5, 2016

Item: 5a-2015 Annual Report review

Attachments: 2015 Annual Report draft document

Item Specifics

Pursuant to § 15.2-2221.5, staff has prepared the attached annual report to Town Council. The report includes a brief recap of development that occurred within the town in 2015, and lists any planning commission and/or staff updates that occurred in 2015. The report also gives a breakdown of different applications received in 2015 by the Planning and Zoning Department, and also lists other work items that were reviewed or worked on during 2015 by the Planning Commission.

Recommendation

Review the draft Annual Report. Direct staff to make revisions if needed, and bring those revisions back to the Planning Commission in February. If no revisions are needed, then approve report and direct staff to forward report to Town Council.

Town of Cape Charles
Planning Commission

2015 Annual Report

DRAFT

Dennis McCoy
Chairman

Lawrence DiRe, MA MPA
Town Planner

2015 Planning Commission Members

Dennis McCoy, Chairman

Michael Strub, Vice Chair

Andy Buchholz

Dan Burke

Joan Natali

Sandra Salopek

Bill Stramm

2015 Planning and Zoning Staff

Lawrence DiRe, Town Planner

DRAFT

Introduction

Section 15.2-221, of the Code of Virginia, as amended, prescribes the duties of the local planning commission. The duties include a requirement to provide an annual report to the local governing body concerning the operation of the commission and the status of planning in its jurisdiction.

Development in Cape Charles

2015 saw both new development and redevelopment in Cape Charles. Notable projects included the renovations to the former Northampton Hotel building; new mixed-use development in the Harbor District approved for 300 Mason Avenue; three commercial storefront improvements in the C-1 district; new shoreline revetment at the Oyster Farm Restaurant, and six new single family homes constructed\permitted. A conditional use permit application was received for second and third floor residential units above ground floor commercial at 207 Mason Avenue. The Planning Commission held a public hearing on that application in November and recommended approval. The Cape Charles Lofts project is completed and certificates of occupancy issued.

Planning Commission and Staff Updates

At the November 3rd regular monthly meeting the Planning Commission re-elected Dennis McCoy as Chairman and Michael Strub as Vice Chair for 2016.

2015 Summary of Permits and Projects Reviewed by Planning:

Home Occupations	0
Site Plan Reviews	9
Violations	9
Zoning Clearance	21
Historic District Review	27
Harbor Area Review	3
Wetlands Board Review	0
Board of Zoning Appeals Review	2
Rezonings	0
Conditional Use Permits	1
Lot subdivisions approved	4

DRAFT

Code Amendments

Approved, none to date.

Denied, none to date.

Pending, the Planning Commission continued working on the following: proposed Tourism Zone Ordinance text; amendments the Satellite Dish Ordinance text; residential accessory dwelling units Zoning Ordinance text amendments; and Sign Ordinance text amendments in light of the June 18, 2015 Supreme Court ruling in the *Reed v Town of Gilbert* case. Several other code sections requiring typographical errors corrected, and consistency\clarity questions were sent to Town Council, and Council was in agreement with the proposed corrections. The Zoning Ordinance text amendment process required to make these corrections will happen in 2016.

Comprehensive Plan

On April 7, 2015 the Planning Commission and Town Council held a joint work session reviewing the Town of Cape Charles Comprehensive Plan revised draft document. The Council members were requested to provide written comments for the Commissioners to review. One councilmember submitted written comments. Those comments were presented at the June 2nd regular meeting. The Planning Commission held work sessions on Monday July 13th and Tuesday November 3rd to discuss the comments and review the draft document.

DRAFT

Planning Commission Staff Report

From: Larry DiRe

Date: January 5, 2016

Item: 5b-Set March 1, 2016 as joint public hearing date for recommended Zoning Ordinance text and map amendments

Attachments: October 6, 2016 Planning Commission meeting staff report

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Item Specifics

The Town's Zoning Ordinance text requires review and revision when necessary. Certain sections were reviewed by the Planning Commission over several months in 2015. Unlike more comprehensive sections, such as the sign ordinance, the variance process ordinance, and the satellite dish ordinance, that require more thorough review these sections require either typographical correction or factual updating.

Discussion

In May and June the Planning Commission reviewed several proposed zoning ordinance text amendments to those sections requiring factual or typographical correction. The map amendment was reviewed in August. The Commissioner did a further review in October and held a joint work session with Town Council in November. All text and map amendments require the process described in Article II Section 2.7 be followed before the specific sections of the Town Zoning Ordinance can be amended.

Recommendation

Pursuant to Article II Section 2.7.2.B of the Zoning Ordinance, set the date of the required public hearing as Tuesday March 1, 2016.

Planning Commission Staff Report

From: Larry DiRe

Date: October 6, 2015

Item: 5a-Zoning Ordinance text and map amendments

Attachments: None

Item Specifics

The Town's Zoning Ordinance text requires review and revision when necessary. The following sections have been reviewed by the Planning Commission in the past several months. Unlike more comprehensive sections, such as the sign ordinance, the variance process ordinance, and the satellite dish ordinance, that require more thorough review these sections require either typographical correction or factual updating. These sections are as follows:

Article II Section 2.9 (page 26) defines "Municipal Community Center" as "the former Cape Charles High School building." That section shall read "See Neighborhood Community Center."

Article IV Section 4.5.B (page 29) identifies *Section 4.8* as "Table of Parking Standards". In fact, *Section 4.5.1* is the Table of Parking Standards. *Section 4.8* is Swimming Pool Regulations. That section (*Section 4.5.b*) shall read "*Section 4.5.1."*

Article III Section 3.2.I (pages 5-6) enumeration reads as follows: "1. Proportions; 3. Scale and Orientation; 4. Roofs; 4. Windows and Doors." Staff recognizes that this is a typographical error and needs to be amended to reflect an accurate sequential enumeration. This section shall read "2.Scale and Orientation" and "3.Roofs."

Article III Section 3.2.C.6.c (page 3) identifies *Section 4.8.E.2* as "Table of Parking Standards". In fact*, Section 4.5.1* is the Table of Parking Standards. *Section 4.8* is Swimming Pool Regulations. There is no *Section 4.8.E.2.* That section (*Section 3.2.C.6.c*) shall read "*Section 4.5.1*."

Article II Section 2.5.1.A.6 (page 6) and Article II *Section 2.5.5* (page 7) both cite a four-year period of non-occupancy of non-conforming structures. Virginia Code *Section 15.2-2307* states a two-year period. These sections shall read "two."

Article II Section 2.3.7 is proposed for the purpose of resolving textual inconsistencies across the zoning ordinance. This section shall read, *"Where there is conflict between the provisions or requirements of this ordinance, the more restrictive provisions or requirements shall apply."*

Article III Sections 3.5.B.21; 3.6.B.36; 3.7.B.3; and 3.8.B.2 state *"compatible in nature with the foregoing uses and which the Zoning Administrator determines to be compatible with the intent of the district." Section 3.9.E.8* states, *"Any other use which is compatible in nature with the foregoing permitted and conditional uses and which is determined to be compatible with the intent of the District."* Determined by whom? Determined by what criteria? Staff recommended oversight language for these sections and the Planning Commission agreed such language was needed. These sections (*3.5.B.21; 3.6.B.36; 3.7.B.3; and 3.8.B.2)* shall read *"and is concurred in by the Planning Commission."*

Four Peach Street parcels (83A3-1-599c; 83A3-1-600c; 83A3-1-601b; and 83A3-1-601c) commonly known as 6 Peach Street, 10 Peach Street, and 12 Peach Street, are depicted on the

February 2014 zoning map as zoned Residential – 1. Previous maps showed them as Commercial -1, and the historical use of those parcels is commercial.

Discussion

In May and June the Planning Commission reviewed several proposed zoning ordinance text amendments to those sections requiring factual or typographical correction. The map amendment was reviewed in August. All text and map amendments require the process described in Article II Section 2.7 be followed before the specific sections of the Town Zoning Ordinance can be amended.

Recommendation

Provide direction to staff. If additional text revisions are not necessary, direct staff to bring draft to Town Council for review.

Planning Commission Staff Report

From: Larry DiRe

Date: January 5, 2016

Item: 5c-Comprehensive Plan draft review

Attachments: Town of Cape Charles draft Comprehensive Plan document

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Item Specifics

The Code of Virginia requires the Town of Cape Charles Planning Commission to prepare and recommend a Comprehensive Plan Update for the physical development of its territory. The local planning commission is also required to review and if advisable amend the plan.

§ 15.2-2223. Comprehensive plan to be prepared and adopted; scope and purpose.

A. The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.

In the preparation of a comprehensive plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.

The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature, including any road improvement and any transportation improvement, shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be.

§ 15.2-2230. Plan to be reviewed at least once every five years.

At least once every five years the comprehensive plan shall be reviewed by the local planning commission to determine whether it is advisable to amend the plan.

Discussion

In the past several years there were numerous regular and special meetings, opportunities for public comment, presentations and input from professional staff at both the Accomack-Northampton Planning District Commission and the Town, and several text revisions presented to the Planning Commission.

A joint Planning Commission\Town Council work session was held on April 7, 2015. At that meeting the Council requested revisions to the draft document. The Planning Commission revised the draft document between April and November 2015, as requested. The attached document is the culmination of those revisions.

Recommendation

Review the draft document and make revisions if needed. If no revisions are needed approve the draft and forward to the Town Council.

Cape Charles

Comprehensive Plan

Date: 6/11/2009

Adopted 6/11/2009, Amended xx/xx/xxxx

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Resolution 20090611A
Adoption of the
Comprehensive Plan Update

WHEREAS, the Code of Virginia, Title 15.2, Chapter 22, Section 15.2-2223 requires the Town of Cape Charles to prepare and recommend a Comprehensive Plan Update for the physical development of its territory, and Section 15.2 mandates that at least once every five years the Comprehensive Plan is reviewed by the local Planning Commission; and

WHEREAS, the Cape Charles Planning Commission has reviewed the existing Comprehensive Plan and determined it advisable to update that plan; and

WHEREAS, updates have been proposed for incorporation in the 2009 Comprehensive Plan; and

WHEREAS, the Cape Charles Planning Commission held a public hearing and recommended approval of the 2009 Updated Comprehensive Plan; and

WHEREAS, a public hearing on the 2009 Cape Charles Comprehensive Plan was held on May 5, 2009, by the Town Council;

NOW, THEREFORE, BE IT RESOLVED that the Town Council of Cape Charles, Virginia adopts the 2009 Comprehensive Plan and Land Use Map for the Town of Cape Charles.

****

Adopted by the Town Council of the Town of Cape Charles, June 11, 2009

By: _____
Mayor

ATTEST:

_____
Town Clerk

Section I – Vision Statement & Executive Summary

I.1 Vision Statement

The people of Cape Charles cherish and nurture the unique qualities of this small, historic town. At the same time, Cape Charles will reach for a future that gives all citizens the opportunity for prosperity, cultural enrichment, access to environmental treasures, and secure, sustainable homes.

I.2 Executive Summary

Underlying any successful comprehensive plan or economic development program is public policy. The decisions made by political leaders to invest in education, transportation, natural resources, utility infrastructure, health care, social programs, tourism and cultural programs have an impact on a community's ability to attract and retain residents and companies. These public policy choices go to the core of the nature of a particular community and how that community wishes to be perceived.

Effective public policy reflects a community's vision of itself and will mirror the community's strengths, weaknesses, opportunities and threats. The most effective policies are carefully and thoughtfully crafted, will include the "buy in" from elected officials and community leaders and will be articulated frequently to staff and citizens by those officials and community leaders. If one were to ask each elected official and key community leader, what the development goals of the community are, and if each provides about the same answer, then the community probably has an effective public policy.

A community's development is driven by its geography and social and economic history. Communities focus on widely diverse issues such as industry, its workforce, revival of blighted areas, business or development incentives, protecting its environment, revenues and jobs. Cape Charles is in the unique position of having a multitude of opportunities and choices on which to focus its energy and development.

Cape Charles is a special place because it's different from the sprawling, impersonal communities so common in modern America. People don't get lost in a crowd here. We know and care about each other. It's a quiet place, peaceful and authentic.

The town is built on a "human scale," with most services and amenities within walking distance or a very short drive. Charming architecture in the Historic District and Bay Creek Golf and Marina communities, combined with the sweeping beauty of the Chesapeake Bay, make Cape Charles a lovely place to live, work and visit.

In public meetings for this Comprehensive Plan, citizens stated clearly that they want to preserve these small town qualities while leveraging the Town's assets to improve local lifestyles and opportunities.[i] The citizens stated they want Cape Charles to be a clean, diverse, family friendly

place, where the young can find jobs and affordable housing, and the old can continue to live in their homes.[ii]

In public sessions, citizens stated that they want:

- Cape Charles to be self-sufficient and walkable[iii]
- Commercial growth located in town, rather than on the Route 13[iv]
- New development around the harbor to be a mix of businesses and residences
- New development around the harbor to be designed to blend with the existing historic architecture[v]
- A network of trails that connect all the Town's neighborhoods and amenities[vi]

Cape Charles will grow a sustainable economy by taking advantage of its existing assets, particularly the Chesapeake Bay, the Town's public beach, the Town's deep-water harbor, the Bay Creek golf and marina communities and the Town's historical and environmental assets. Economic development efforts will continue to support existing businesses, community oriented commerce, tourism and marine-related business. Therefore, access to the waterfront is essential.[vii]

Protecting open space is a priority. In cooperation with the county, viewsheds along the town's entrance corridors should be preserved. Cape Charles's citizens would like a distinct, green gateway into Cape Charles from the intersection of Routes 13 and 184.[viii] Protecting the green infrastructure within town—the tree canopy, vegetated buffers and public plantings—is also vital.[ix]

The people want Cape Charles to be a fun, interesting, and culturally vibrant place to live and visit. To that end, the town government will nurture partnerships with arts and civic organizations, the museum, community college, library, churches, senior and youth groups.

We will continue to make improvements to the town's infrastructure. ~~First, and most important, are expanded water and wastewater treatment capacities.[xi]~~ In addition, Cape Charles will

- improve town-owned facilities at the harbor[xii],
- connect all neighborhoods to the regional broadband network and intermodal transportation pathway,
- build or acquire a new municipal center[xiii]
- upgrade the storm water management system[xiv],
- cooperate with the relocation of power and telephone lines underground~~,~~
- ~~expand public parking in the Commercial District,~~
- establish a complete network of community trails, sidewalks, and alleyways for the health, safety and welfare of all[xv.]

To accomplish these goals, Cape Charles has developed a strong and workable plan. Details of this plan can be found in the following sections:

- VISION STATEMENT & EXECUTIVE SUMMARY
- SETTINGS

- FUTURE LAND USE & MAP
- NEIGHBORHOODS
- ECONOMIC VITALITY
- TRANSPORTATION AND UTILITIES
- AMENITIES
- ACTIVE AND ENGAGED PARTNERSHIPS
- IMPLEMENTATION

Research and analysis for this plan, and other foundational documents, can be found in the Appendix. They include:

- Public Workshop: A Vision for the Future of Cape Charles Meeting Summary, September 19, 2006
- Harbor Area Conceptual Master Plan & Design Guidelines, August 4, 2006
- Master Tree Plan, 2006
- Land Use Policy Framework: Guiding Decisions for the Coming Decades, November 8, 2006
- 2007 Cape Charles Comprehensive Plan Draft Existing Conditions, May 24, 2007
- Cape Charles Comprehensive Plan Update, Draft Land Use, Community Design and Future Development Chapter, May 25, 2007
- Cape Charles Harbor Redevelopment Plan, September 2007
- Cape Charles Community Trail Master Plan, October 1, 2007
- Census of the Town of Cape Charles, 1990, 2000 & 2010
- Healthy People, Healthy Places, Community Well Being on Virginia's Eastern Shore (Walkability Study), 2012
- Public Input Sessions On Updates Held on November 22, 2014 & December 2, 2014

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i Public workshop: A Vision for the Future of Cape Charles, September 19, 2006
ii ibid.
iii ibid, and the Cape Charles Community Trail Master Plan, October 1, 2007
iv Public Workshop: A Vision for the Future of Cape Charles, September 19, 2006
v Harbor Area Conceptual Master Plan & Design Guidelines, Aug 4, 2006
vi Cape Charles Community Trail Master Plan, October 1, 2007
vii™ Harbor Area Conceptual Master Plan & Design Guidelines, Aug 4, 2006; and 2007 Cape Charles
viii Comprehensive Plan Draft Existing Conditions May 24, 2007 page 67
ix Cape Charles Comprehensive Plan Update, May 25, 2007 page 26
x Master Tree Plan, 2006
xi Public Workshop: A Vision for the Future of Cape Charles, September 19, 2006
xii 2007 C.C. Comp Plan Existing Conditions May 24 2007 page 94
xii Ibid, page 85 and the Cape Charles Harbor Redevelopment Plan, Sept. 2007
xiii Ibid, page 83
xiv Ibid, page 94
xv Ibid, page 111

Section II - Settings

II.1 History[1]

The Town of Cape Charles was laid out in 1884 to serve as the southern railroad terminus along the eastern shore and a transfer point where barges and ferries completed the journey across the Chesapeake Bay to Norfolk. The Town has experienced periods of growth and decline, however, freight passage continues to this day and is one of the few operations of its kind in the United States. The town that grew up around the harbor and railroad retains much of its architectural integrity and in 1989 was designated as a National Historic District. The uniqueness of the town's physical plan along with its architectural diversity makes it one of the best preserved towns of that period in Virginia.

Cape Charles is currently undergoing significant new development in the annexed areas of town and redevelopment of its historical areas as well. Many of the historical buildings and homes have been renovated, new businesses have opened, new housing has been built, and several large mixed use developments are in the planning stages for the near future. It is of prime importance to the Town of Cape Charles to successfully mesh the old historical areas with the new to retain the character of the town while allowing it to grow and prosper.

II.2 Population[2]

The size of Cape Charles' population decreased during the 1990's. Projected growth rates vary, but it appears that the Town's population will continue to slowly grow. In addition to permanent residents, the seasonal population is also expected to continue growing. The population entering Town has been predominately older, educated people who are single or live in small families. This is consistent with the perception that Cape Charles has become an attractive location for retirees and people with second homes. Population decreases have been apparent among minorities, and low income households because of the increasing cost of living and real estate. This trend is likely to continue for the foreseeable future.

II.3 Housing[3]

As illustrated in the data of Appendix I: 2007 Cape Charles Comprehensive Plan Draft Existing Conditions, the Town's housing stock has undergone major changes in a short period of time. Numerous single family homes in the Historic District have been renovated and that trend continues. Significant residential construction has also taken place in the Bay Creek golf and marina resort communities. ~~Many of the new and renovated homes are marketed towards higher income households and are occupied seasonally, as indicated by the large number of residences that appear vacant at times.~~ Despite the positive changes in the Town's housing stock, some residents face major housing issues. Substandard housing is still present, particularly in the Historic District where older homes are in poor condition. Although rising property values have benefited many homeowners, increased rents and

[1] 2008 Cape Charles Comprehensive Plan Draft; Existing Conditions, p. 9-13
[2] Ibid., p. 13-22
[3] Ibid., p. 23-36

housing prices create difficulties for low and moderate income households. If the current trend continues as expected, availability of quality affordable housing will decrease. An analysis of the Town's 2010 Census data shows that 41% of Town households are cost burdened. The U.S. Department of Housing and Urban Development defines cost burdened households as families who pay more than 30% of their income for all of their housing expenses including utilities. For example, a household that had a $30,000 income would be cost burdened if it paid more than an average of $750 per month on their rent or mortgage, property taxes, property insurance, utilities, and housing maintenance costs. The largest cost burdened group are households who own a home with a mortgage (76), renters (56) and households who own a home without a mortgage (38). The Town needs to be concerned with planning for quality affordable housing as its economy grows. It is necessary to reduce the percent of cost burdened households since this will help encourage people to live in stable neighborhoods in Town instead of moving out into the unincorporated areas of the county and this in turn will help keep the Town economically viable throughout the year.

II.4 Economy[4]

While many upper income households have entered the area, there is still a high percentage, 28.4%, of low income households in Cape Charles.[5] The percentage of the population living at the poverty level is much higher than at the state level. Unemployment has been fairly high in Cape Charles and Northampton County, and many of the jobs held by local workers are in occupations requiring few specialized skills and offering low wages. This is partially due to a lack of diversity in available economic opportunities, geographic isolation and a lack of education, which is particularly troublesome for an area with a high percentage of residents who work close to home. Employment options in Cape Charles and lower Northampton County must be improved in order for these households to improve their economic conditions. The population also must improve its education and training levels in order to access employment opportunities.

The top three industries for employment of Town residents are 1) education services, health care and social assistance (21%), 2) arts, entertainment, recreation, accommodation and food services (18%), and 3) professional, scientific, management, administrative, and waste management services (12%)[6]. Analysis of 2011 IRS data for the Cape Charles zip code including areas outside the town shows that salaries and wages are the largest source of household income.

The Bay Creek Resort & Club is the largest single residential and mixed use development in Town. As a residential, business and tourism destination, it is significantly important to the economic vitality of the Town. It provides a variety of housing options including single family homes, condominiums, beach cottages and resort rental homes. Residents, guests and visitors can enjoy golfing on the Jack Nicklaus and Arnold Palmer Signature courses,

[4] Ibid., p. 37-52
[5] Ibid., p. 40.
[6] 2010 Census

restaurants and a Chesapeake Bay beach. The Kings Creek Marina Village at the north end of Town provides a marina and harbor for recreational boaters, shops, overnight accommodations and fine dining facilities.

Cape Charles has experienced increased commercial activity recently. Several new restaurants have opened and a new yacht refurbishing operation has opened for business. If this trend continues, economic opportunities will improve. The Town must achieve an atmosphere conducive to the growth of new and existing businesses through cooperation with private, county and regional economic development partners. Cooperation with other towns and Northampton County is needed to plan development near the Town's boundaries. Commercial investment should be encouraged where it is needed in revitalizing the County's towns not in development of agricultural land or along Route 13. The Town ~~must be involved in~~should encourage development of the area formerly known as the STIP (Sustainable Technologies Industrial Park) and several other large land tracts. It must continue support of existing economic infrastructure including the harbor and railroad. The Town's other strengths, such as its natural environment and historical character, must be preserved as well to encourage economic prosperity.

II.5 Natural Resources[7]

An abundance of natural resources exist in Cape Charles. Critical wildlife habitats, such as wetlands, natural areas, and the public beach, are present within the Town's boundaries and nearby. In addition to serving an important ecological function, the Chesapeake Bay and its tributaries are vital to the local economy and lifestyle. These natural environments are delicate and should be protected from degradation. The Town's concern for its natural resources is illustrated by projects such as building the Fun Pier ~~and~~, the recent beach replenishment and participation in Virginia's Clean Marina Program. Land use policies must continue to take into account the importance of the local environment to protect these resources for present and future generations.

II.6 Public Utilities[8]

Similarly, the area's ground water resources must also be protected. The Town's public utility systems have allowed for denser development in Cape Charles than in the rest of Northampton County. As discussed in the Natural Conditions chapter of Appendix I: 2007 Cape Charles Comprehensive Plan Draft Existing Conditions, private wells and septic systems in and around Cape Charles can threaten the Town's water supply. The Town has a policy of prohibiting new private deep wells and septic systems. The Town also encourages Northampton County to adhere to its policy of concentrating denser development within incorporated towns. This will help prevent dense development served by private well and septic systems from occurring in neighboring rural areas. The Town's public utility systems must be maintained and ~~expanded~~ monitored to ensure that ~~current and~~ future growth needs are met. Recent upgrades and repairs to the water system are

[7] Ibid., p. 53-71
[8] Ibid., p. 86-94

indicative of the Town's continuing effort to provide for these needs. Major capital expenditures will be required for the construction of new facilities. Grants, connection charges and developer funding will help finance the process.

II.7 Community Facilities and Services[9]

Significant improvements have been made to community facilities and services in recent years. Major upgrades have been made to public facilities, such as the Cape Charles Harbor, the public beach, the Fun Pier, the Library and Central Park. The Town's staff has also expanded to meet the changing needs of Cape Charles. Expanded and new facilities have been created including the ~~Arnold Palmer and Jack Nicklaus Signature Golf Courses~~Beach Club at Bay Creek, the Palace Theatre and Kings Creek Marina.

While major progress has been made, additional improvements are still needed. The Town lacks adequate space to house its growing staff. More space is needed for the Library, which can be accomplished through expansion of the existing building or a new location. The Cape Charles Harbor needs additional upgrades, such as new boat slips, a permanent Harbormaster building, ~~new piling and whalers for the south side~~ and a ~~method of~~additional breakwaters for blocking westerly swells from entering the harbor. Citizens have also expressed interest in having a Community Center. Most of these needs are related to the growth Cape Charles has experienced in recent years. As Cape Charles grows and changes, additional needs for facilities and services will continue to arise.

II.8 Transportation[10]

As in all areas, the local transportation network has played a key role in shaping many aspects of Cape Charles. Since the Town's inception, the harbor and the railroad have served as important regional transportation facilities that have created an environment conducive to the physical and economic growth of the Town. The historic street grid system and its arterial connections to the regional street system have also been important in the transportation of people and goods. These elements of the transportation system will continue to play an essential role in the future of Cape Charles.

Recent Annual Average Daily Traffic (AADT) data[11] indicates that although traffic is expected to increase as population and seasonal activity increase, the Town's 2020 Transportation Plan does not anticipate that the capacity of the Town's street system will be exceeded in the foreseeable future. However, increased traffic may result in needed upgrades for certain areas, such as the intersection of Fig Street and Randolph Avenue and the portion of Route 642 known as "the hump".

Other features of the local transportation system may also require improvements. Alley ownership in the Historic District needs to be completed so that a plan for improvements

[9] Ibid., p. 72-85
[10] Ibid., p.95-112
[11] Ibid., p. 98.

and maintenance can be created. ~~The availability of public parking during peak usage hours and special events needs to be examined. Mason Avenue and Bay Avenue street improvements should be evaluated and include addition of bicycle lanes, reverse angle parking and aesthetic improvements to promote safety and increase parking spaces.~~ Improvements to the Town's sidewalks and multi-use paths are also needed to support alternative means of transportation such as walking, biking, and golf cart usage, which are expected to be used more frequently as the population increases.

The local transportation system links the Town to the rest of the region. Routes 184 and 642, the Town's two main arterial roads, intersect Route 13. Since Route 13 and portions of Routes 184 and 642 are outside the Town's boundaries, the Town must continue to work with VDOT and Northampton County as they plan for the future of these roads.

II.9 Land Use and Community Character[12]

Cape Charles is distinguished by its historic residential and commercial areas, access to the Chesapeake Bay, the railroad, new planned communities, and a great deal of natural beauty and shoreline scenery. The most desirable future development will respond conscientiously to the Town's established character and natural setting. The Historic District's late nineteenth and early twentieth century character is a key element in the Town's interest and attractiveness to residents and tourists. It is important that the Town's historic character be protected, not only for its intrinsic value, but also to continue to attract and expand tourism in Cape Charles. Town residents face issues ranging from infill development in historic areas to character of large-scale new development and land use decisions on the periphery of Town. As residential land use continues to expand and the population increases, increased local demand will create a need for additional public services and facilities.

Commercial activity in the historical commercial core has increased recently and will continue to do so as the demand for local goods and services increases with a growing population. Expansion of commercial land use will also occur outside of the Historic District. A large amount of vacant publicly owned and privately owned land around Cape Charles Harbor offers significant opportunities for commercial and industrial investment.

An important land use factor that should be considered is the Northampton County Comprehensive Plan. In the County's Comprehensive Plan, Cape Charles has been identified as an area in the County where future growth will be directed. Recently, proposed changes to the Northampton County's Future Land Use Plan has put this at risk. New land development along Route 13 and particularly along Routes 184 and 642 are of great concern to the Town. The rural character of these roadways should be preserved and protected. It is important that the Town be an active participant in land use decisions that affect land near Cape Charles because County planning policies, regulations, zoning map amendments, and other land use decisions will have a significant effect upon the Town's character and economic prosperity.

[12] Ibid., p. 113-131

Physical, cultural and aesthetic features that most define the local character of the Town are of critical value to the community and should be preserved. However, an integral part of realizing community aspirations lies in the willingness of private developers and landowners to pursue desired projects. Accordingly, successful future land use plans will rely to a significant extent on cooperation between the public and private sectors.

Section III - Future Land Use: Guiding Decisions for the Coming Decades

III.1 Land Use Framework

Future land use recommendations form a key framework component for the Comprehensive Plan for Cape Charles. Overall, the guiding principle is to mirror and extend the existing historic pattern of development in the Town as it grows and adapts to new land uses and building types over time. The Future Land Use Plan strongly reinforces the current form of the Town, and recommends that new development should be an extension of the traditional patterns of growth and settlement in Cape Charles.

To establish future land use recommendations, it is useful to think of Cape Charles according to a simple land use framework expressed in terms of layers. These are:

- those areas where people live and play (Residential Community areas), and
- those areas where people work (Employment areas), and
- those areas that should be protected and not developed (Environmentally Restricted areas).

The paragraphs that follow describe each layer and the planning issues considered in the development of future land use recommendations for the Comprehensive Plan.

III.1.1 Residential Community Layer

The Residential Community layer represents areas of existing and new residential development of all types along with supporting neighborhood amenities. In addition, we recognize mixed use, which represents residential behind and/or over commercial. This hybrid defines an area that spans both the employment layer and the residential community layer and is encouraged in commercial or employment areas of Cape Charles.

III.1.2 Employment Layer

The Employment layer represents areas for existing and new employment. These areas are located in the commercial districts including the Mason Avenue area, the Harbor District, the INDUSTRIAL DISTRICT M-2 District and the GENERAL BUSINESS/LIGHT INDUSTRIAL H-1 District, the Business & Industry District, and in designated sections of the Planned Unit Developments (PUD). These areas are prime locations for businesses and retail development.

III.1.3 Environmentally Restricted Layer

The Environmentally Restricted layer represents areas that preserve natural resources, water supply locations, water and wastewater treatment sites, and provide open space for recreational uses. These areas include woodlands, shorelines, tributary creeks, floodplains, wetlands, critical wildlife habitat, and existing and planned areas designated for water supply and wastewater treatment purposes. Portions of this area are suitable for open

space uses and sites for public infrastructure with limited development to support those uses.

III.2 Future Land Use

The Future Land Use Map (see page 22) and the associated Future Land Use Categories show Cape Charles' boundaries at the current time.

The Future Land Use Map represents an assignment of the components of the Plan Concept discussed beginning in Section III.5 to appropriate land use designations for the Comprehensive Plan. These broad designations are:

- Residential Community Areas
- Employment Areas
- Community Character Areas

Each of these areas contains several land use categories. These categories describe the type, character, and scale of land uses and associated functions.

III.2.1 Residential Community Areas

The Future Land Use Map includes a designation of several Residential Community Area categories:

- Main Street Mixed Use (Commercial Residential)
- Harbor Mixed Use (Harbor)
- Traditional Residential (Single, Mixed, Multi-Family)
- Low Density Residential (Residential Estates)
- Planned Unit Development (Accawmacke Plantation, known as Bay Creek & Kings Creek)

The Future Land Use Map and text on the following pages describe and illustrate the locations of the land use categories.

III.2.1.1 Main Street Mixed Use (Commercial Residential)

This designation recognizes the unique juxtaposition of the existing residential structures within the central business district and the future needs of Cape Charles' Commercial District. It is intended to promote and encourage retention of existing residential buildings while allowing and encouraging commercial and other compatible uses for these buildings.

The Main Street Mixed Use designation represents predominantly small-scale mixed use buildings characterized by retail, office, restaurant, educational, civic and entertainment uses on the street level, with residential uses on upper floors. Pedestrian activity is of the highest priority, so buildings would be located close to the street and sidewalks are wide and feature street furnishings, lighting, and other amenities.

III.2.1.2 Harbor Mixed Use (Harbor)

The Harbor Mixed Use designation was established to encourage a vibrant working waterfront area that has a strong economic benefit to the Town with compatible new industry and employment, and with strong public and recreational value, public gathering places, access to the water, places for people to conduct business and to live, meet, relax, encounter nature, and learn of Cape Charles' working maritime and rail heritage and its strong historic traditions. This category is characterized by retail, recreational, cultural, marine-related businesses, food service and restaurants, office and institutional uses, educational, civic and entertainment uses on the street level, with residential uses on upper floors. Any new development shall provide and encourage public access to the water's edge and emphasize the pedestrian environment throughout the harbor. Pedestrian activity is of the highest priority, so buildings would be located close to the street and sidewalks are wide and feature street furnishings, lighting, and other amenities. The south side of Mason Avenue shall provide a visually inviting connection to the harbor ~~via continuous environments for multi-modal transportation~~ for all modes of transportation.

The **Cape Charles Harbor Area Conceptual Master Plan and Design Guidelines** serve as an overall guide to the future development and redevelopment of this area. Any change in the zoning classification in this area should result in this area becoming Harbor Mixed Use. The Town ~~should~~ intends to pursue a connection between Mason Avenue and the Harbor and increase parking in the area as redevelopment occurs and land uses shift.

III.2.1.3 Traditional Residential

The Traditional Residential designation consists primarily of single-family dwellings with some multi-family houses, including row houses containing two to four dwelling units per structure and single-family houses which have been converted into two- or multi-family dwelling units. This category is intended to promote and encourage a suitable environment for family life where there are children, and to restrict all activities of a commercial nature. Uses that support the civic, social and recreational needs of the Town residents should be compatible with this category.

III.2.1.4 Low Density Residential (Residential Estates)

The Low Density Residential designation consists primarily of single-family dwellings, having a gross density of between one to five acres per unit, and clustered to protect significant areas of open space. This category is intended to provide relatively low-density housing in a rural setting.

III.2.1.5 Planned Unit Development

The Planned Unit Development (PUD) designation should be compatible with others in the town and immediate surroundings, with commercial uses concentrated in the areas shown

as Commercial PUD on the Future Land Use Map, and with uses in general mixed to encourage walkable communities. The PUD category designates a mix of uses that can include residential, specialty commercial, commercial, and general business/industrial.. The intention of this category is to promote creative and imaginative development designs for residential and commercial uses by allowing greater flexibility than is generally possible. It is also intended to promote more efficient use of the land while encouraging variety, convenience, the development of recreational areas and open spaces, and creates an integrated land use development with common landscaping, architectural and design elements.

III.3 Employment Areas

The Future Land Use Map includes a designation of several Employment Area categories:

- Harbor
- Industrial
- General Business/Light Industrial ~~GENERAL BUSINESS/LIGHT INDUSTRIAL~~ H-1
- Industrial District ~~INDUSTRIAL DISTRICT~~ M-2
- Main Street Mixed Use

III.3.1 Harbor

The Harbor designation, a mixed use area, was established to encourage a vibrant working waterfront area that has a strong economic benefit to the Town with compatible new industry and employment, and with strong public and recreational value, public gathering places, access to the water, places for people to conduct business and to live, meet, relax, encounter nature, and learn of Cape Charles' working maritime and rail heritage and its strong historic traditions. This category is characterized by retail, recreational, cultural, marine-related businesses, food service and restaurants, office and institutional uses, educational, civic and entertainment uses on the street level, with residential uses predominantly on upper floors. Any new development shall provide and encourage public access to the water's edge and emphasize the pedestrian environment throughout the harbor. Pedestrian activity is of the highest priority, so buildings would be located close to the street and sidewalks are wide and feature street furnishings, lighting, and other amenities. The south side of Mason Avenue shall provide a visually inviting connection to the harbor via continuous environments for multi-modal transportation.

III.3.2 Industrial

The Industrial designation permits certain industries, which may detract from residential desirability, and will not be permitted to locate in any area adjacent to a residential area. This category should contribute to the existing maritime and industrial nature of Cape Charles and may consist of buildings used for manufacturing and warehousing. All properties adjacent to the harbor have an alternative future land use of Harbor Mixed Use designation.

III.3.3 Industrial District ~~INDUSTRIAL DISTRICT~~ M-2

The INDUSTRIAL DISTRICT M-2 designation provides for mixed industrial and employment land uses which encourage the revitalization of the local industrial economy and the historic Port of Cape Charles and Northampton County, create family-wage employment and training opportunities for local residents, serve as a model for advancing the traditional settlement patterns of the Eastern Shore's towns and employment centers, and encourage cost-effective approaches to resource conservation, wise use of renewable resources, and ecologically based industrial development.

III.3.4 General Business/Light Industrial ~~GENERAL BUSINESS/LIGHT INDUSTRIAL~~ H-1 District

The GENERAL BUSINESS/LIGHT INDUSTRIAL H-1 designation allows for a planned mixed industrial and employment park with a comprehensive development plan which encourages the revitalization of the local industrial economy and historic Port of Cape Charles and Northampton County; creates family-wage employment and training opportunities for local residents; serves as a model for advancing the traditional settlement patterns of the Eastern Shore's towns and employment centers; and incorporate comprehensive, cost-effective approaches to resource conservation, wise use of renewable resources, and ecologically based industrial development in all aspects of design and development of the project.

III.3.5 Main Street Mixed Use District

The purpose of this designation is to recognize the unique juxtaposition of the existing residential structures within the central business district and the future needs of Cape Charles commercial districts. See Section III.2.1.1 above for description.

III.4 Community Character Areas

The Future Land Use Map includes a designation of several Community Character Area categories:

- Parks and Open Space
- Institutional
- Railroad
- Historic Town Entrance Corridor Overlay District

III.4.1 Parks & Open Space

The Open Space designation consists of critical natural resources, such as shorelines and wetlands, agricultural and forestry resources, parks, beaches, private golf courses, promenades, plazas, and multi-use paths. Open space should retain existing vegetation, particularly trees, native plants, landscapes, and wildlife habitats, special land characteristics, natural features, rare or endangered species areas, archeological sites, and other unusual natural or man-made site characteristics.

III.4.2 Institutional

The Institutional designation includes government, civic and community facilities such as libraries, medical and emergency department facilities, recreation centers, community centers, places of worship, utilities, and cemeteries.

III.4.3 Railroad

The Railroad designation is intended to acknowledge the railroad owned properties as important historic and economic resources within the Town of Cape Charles. All properties adjacent to the harbor have as an alternative future land use of Harbor Mixed Use designation.

III.4.4 Historic Town Entrance Corridor Overlay District (HTE District)

The Town of Cape Charles is situated at the terminus of Route 184 (Stone Road) just two miles from its intersection with Route 13, the main transportation corridor of the Eastern Shore. This intersection is the gateway to Town and it is the main entry corridor. Cape Charles is working with the County to create an Overlay District to protect these two sections of roadway as outlined in the Annexation Agreement of ~~1998~~1991. The corridor of land lying between Route 13 and the Town boundary constitutes the edge of Town. This corridor is also bounded on the north and south by King's Creek and Plantation Creek. The HTE District also includes Route 642 (Old Cape Charles Road), the south entrance to town.

Northampton County has designated this area as Town Edge and recommends this area as "future growth" for the County. ~~The 2014 Northampton County draft zoning ordinance proposes three zones in this area Agriculture (A), and three Residential zones (RM, R-3, R-5).~~ Cape Charles desires to protect this corridor from commercial development while allowing the deployment of services such as water and sewer. Cape Charles desires to protect the view shed along these corridors so as to maintain the disconnection from Route 13.

III.5 Land Use Category and Uses Summary

Category	Uses
Main Street Mixed Use (Commercial Residential)	Land uses in this category includes a mix of activity-generating uses on the first floor storefront space that can include commercial, retail, office, with residential uses located above the first floor.
Harbor Mixed Use (Harbor)	Land uses in this category should be mixed, including resort and tourism-related retail, waterfront industrial and employment, associated residences, and accessory uses and should support the existing harbor and railroad uses.

Traditional Residential Mixed Use (R1, R2, R3)	Land uses in these categories includes a mix of residential single family, single family patio, and duplex dwelling units.
Low Density Residential (RE)	Land uses in this designation should consist primarily of single-family dwellings in a low-density residential areas intended to have a gross density of between 1-5 acres per unit, and to be clustered to protect significant areas of open space. Development proposals that seek higher density ranges in order to utilize desired clustering methods and preserve open space should also be considered.
Planned Unit Development (Accawmacke Plantation)	Land uses in this category promote creative and imaginative development designs for residential and commercial uses by allowing greater flexibility than is possible under the restrictions of conventional regulations. It is intended to promote more efficient use of the land while encouraging variety and convenience for the development and/or recreational areas and open spaces within the project.
Industrial (GB, M-1)	Land uses in this category permits certain industries, which may detract from the residential desirability, and will not be permitted to locate in any area adjacent to a residential area.
Industrial District ~~INDUSTRIAL DISTRICT~~ M-2	Land use in this category provides for mixed industrial and employment land uses which encourage the revitalization of the local industrial economy and historic Port of Cape Charles.
General Business/Light Industrial ~~GENERAL BUSINESS/LIGHT INDUSTRIAL~~ H-1	Land use in this category provides for a planned mixed industrial and employment park with a comprehensive development plan which encourages the revitalization of the local industrial economy and historic Port of Cape Charles.
Railroad	Land use in this category is identified as railroad and future Harbor Mixed Use designation. The open space designated to handle harbor dredge spoils should only be held for that use.

III.6 Future Use Approach

In looking towards the future land use of Cape Charles, we use the following classifications to indicate the time period within which the action appropriately might be undertaken:

- Near Term – recommendations to be undertaken and perhaps completed within the next ~~two~~ three years.
- Intermediate Term or Tactical – recommendations to be undertaken within the next three to five years.
- Long Term or Strategic – recommendations that can or will take longer than five years.

III.6.1 Future Land Use Recommendations - Near Term

These recommendations are targeted for implementation within the next one to three year time frame.

- Portions of the Environmentally Restricted layer should be used for parks, beaches, trails, dedicated open space, and water storage.
- While the property currently owned by the government , identified locally as Winter Quarter, used in the past as housing for United States Coast Guard – Station Cape Charles personnel is no longer suitable for housing, should any of its property be leased or sold, that property or portion thereof shall maintain its zoning designation of R-1.
- If any property initially designated as PUD is sold or leased for other than PUD-authorized uses, its zoning status should be reevaluated and rezoned, if necessary to be consistent with the zoning designation of a majority of the neighboring properties.
- It is critical to the public safety and welfare of all Cape Charles citizens and visitors to maintain two completely independent routes (both ingress and egress) to Route 13 in the case of an emergency situation.
- Boundary adjustment options or evaluate options and establish a Historic Town Entrance Corridor Overlay for Routes 184 and 642.~~.~~
- ~~Evaluate options and establish a Historic Town Entrance Corridor Overlay for Routes 184 and 642.~~

III.6.2 Future Land Use Recommendations - Intermediate Term or Tactical

In addition to any Near Term Future Land Use recommendations listed above, this recommendation is targeted for implementation in the three to five year time frame.

- Continue to improve protection of the Port of Cape Charles

III.6.3 Future Land Use Recommendations - Long Term or Strategic

In addition to the recommendations listed above, these recommendations are targeted for implementation beyond the five year time frame.

- The Railroad designation is intended to acknowledge the railroad owned properties as important historic and economic resources within the Town of Cape Charles. All properties adjacent to the harbor have an alternative future land use of Harbor

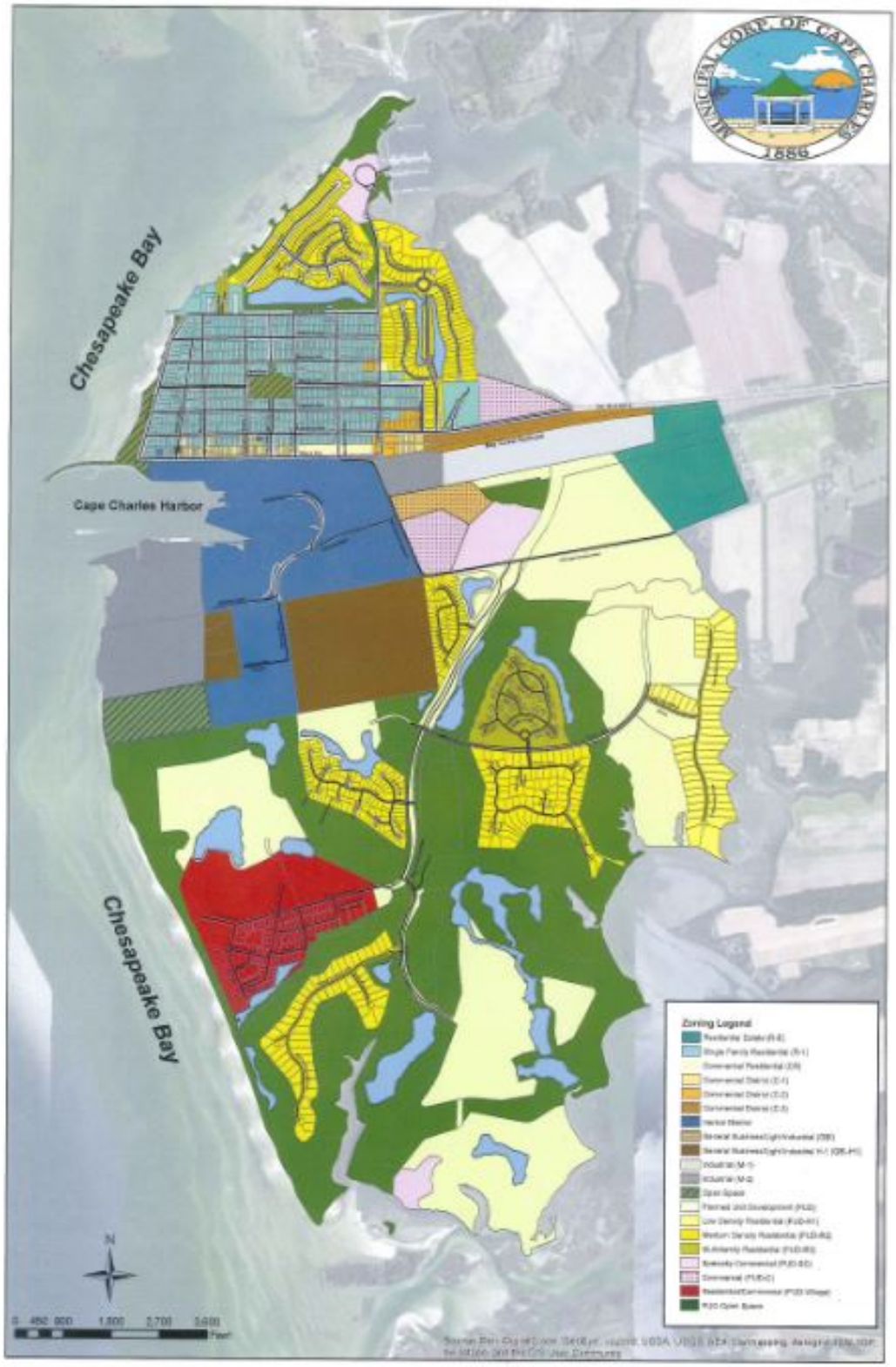
Mixed Use designation and their redevelopment should be guided by the **Cape Charles Harbor Area Conceptual Master Plan and Design Guidelines**~~.~~

- Bayshore Concrete Products is an important economic anchor for both the town and the county. The plant is in the process of expanding and capital improvements ~~of $4 million~~ are planned. ~~In December 2013, the company successfully applied and was approved for the Cape Charles Technology Zone Incentive which gives a tax benefit for a maximum of five years.~~ All properties adjacent to the harbor have an alternative future land use of Harbor Mixed Use designation.
- The property currently owned by the government and used as a United States Coast Guard – Station Cape Charles facility performs a necessary and important safety and security function for the entire area. All properties adjacent to the harbor have an alternative future land use of Harbor Mixed Use designation.

References:
Town of Cape Charles documents:

Harbor Area Conceptual Master Plan and Design Guidelines
Historic District Guidelines
Master Tree Plan
Tree Conservation and Preservation Ordinance
Town of Cape Charles Zoning Ordinance
Zoning Regulations for Accawmacke Plantation

Town of Cape Charles Official Zoning Map



Created by Rob Testerman
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Section III-A - Quality and Diverse Neighborhoods

III-A.1 Introduction

This section of the document presents recommendations and policies for the Comprehensive Plan related to the core Plan goal of Quality and Diverse Neighborhoods. ~~Subsequent sections address the other core Plan goals~~.

In addition to general policy recommendations on future land use and basic infrastructure discussed in previous sections, the Comprehensive Plan also contains a number of core Plan goals.

These core Plan goals give further definition and guidance on important issues for Cape Charles' future. These are:

- Quality and Diverse Neighborhoods
- Plentiful Quality Jobs
- Great Amenities
- Active and Engaged Partnerships

III-A.2 Background

Created in 1884 as a railroad town, Cape Charles served as the southern terminus of the north/south railroad line constructed along the Eastern Shore. From its very conception, Cape Charles was a planned community. Founder William L. Scott envisioned a Town to serve the needs of the railroad and its passengers and in 1884, he commissioned two engineers to do the official mapping of the Town. The original Town was divided into 644 equal lots. Seven avenues, which run from east to west, were named for Virginia statesmen; the streets, which run north and south, were named for fruits. The original layout of the Town is still very visible today.

The streets are distinctive to that time period. In 1911, wetlands near the Chesapeake Bay were drained and filled. The original east-west avenues were extended west, and two more north-south streets were added: Bay Avenue along the edge of the Bay and Harbor Avenue between Bay Avenue and Pine Street. The additional 38 acres of filled land, named the Sea Cottage Addition, provided a beach along the Bay and 97 new building lots.

Texas-based Brown & Root purchased 1,700-acres surrounding Cape Charles in the late 1970's. This land was "Hollywood Farm" the former plantation of Governor Tazewell (1774-1860) and the later home of William L. Scott (1828-1891) who brought the railroad to the area and founded Cape Charles.

The land was subsequently sold to Bay Creek for resort development. Bay Creek, a planned unit development (PUD), is divided into distinctive "villages," offering a wide variety of settings and lifestyles.

III-A.3 Neighborhoods

To create "Quality and Diverse Neighborhoods," this Comprehensive Plan is guided by the following:

Town citizens value and place a high priority on protecting the Town's unique and historic small town character by keeping the best of the old and incorporating innovative new development that will keep the town vibrant long into the future.

- Preserve the Town's Historic Heritage
- Maintain and Preserve the Town's Housing Stock
- Protect the "**Small Town"** Character of Cape Charles

III-A.4 Characteristics

- **Viability** –Historic neighborhoods need to remain attractive for new residents. Older homes represent opportunities for renovation and upgrading.

- **Variety** - A variety of housing types (single family homes, multifamily housing, workforce housing, vacation homes, second-homes, and retirement housing) need to be available.

- **Commitment** - Residents of all housing types need to feel a commitment to their homes and to the community as a whole.

- **High Standards** - All property needs to be maintained at a high standard with both owner occupants and absentee landlords having a commitment to the quality and livability of the property under their control including keeping the property clean, healthy and litter-free.

III-A.5 Planning Framework

The neighborhood classification scheme takes into account the current Cape Charles' neighborhoods and the direction of change desired.

Town Neighborhoods are classified as:

- Residential
  - Includes single-family, multi-family, townhouse, & duplex dwellings
  - Applies to R-1, R-2, R-3 & R-E Districts
- Mixed Use
  - Includes commercial businesses with residential units
  - Applies to C-1, C-2, C-3, CR & Harbor Districts
- Business & Industry
  - Includes business, offices, light industry & limited industry
  - Includes mixed industry, and planned mixed industry & employment park(s)

- Applies to GBI, M-1, Industrial District ~~INDUSTRIAL DISTRICT~~ M-2 & General Business ~~GENERAL BUSINESS~~/Light Industrial~~IGHT INDUSTRIAL~~ H-1 Districts

- Accawmacke Plantation Planned Unit Development (PUD)
  - Includes flexible residential and commercial uses within the PUD

III-A.5.1 Overall Policies & Descriptions for Cape Charles Neighborhoods

General Overall Policies for Cape Charles Neighborhoods

1. Preserve and enhance the integrity of the Historic District.
2. Promote compatible infill development and renovation within established neighborhoods.
3. Promote mixed use as the preferred form of development in the Commercial, Harbor and PUD Districts.
4. Preserve the integrity of and accessibility to the water's edge.
5. Strengthen and enhance the Town's green infrastructure.
6. Protect the Town's scenic, recreational, and open space resources.
7. Encourage support for landscape enhancements in and around Town.
8. Create an integrated system of pedestrian, bicycle and multi-use trails through all neighborhoods.
9. Incorporate traffic calming and access management techniques at Town "Gateways."
10. Extend the concept of the historic grid network to new developments adjacent to the existing historic grid.

Policies and Descriptions

Following is an expansion of each of the policies:

1. **Preserve and enhance the integrity of the Historic District**	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use	Description: • Strengthen the historic preservation ordinance to ensure maintenance and preservation of the existing historic building stock • Make streetscape improvements along Mason Avenue, Bay Avenue, Randolph Avenue, Strawberry Street and Peach Street • Restore medians and landscaping • Continue sidewalk improvements • Maintain Central Park as an urban/civic amenity that provides a multipurpose space for town events and individual recreation

2. **Promote compatible infill development and renovation within established neighborhoods.**	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use	Description: • Promote accessory dwelling units to add diversity of housing types, while maintaining the neighborhood character and providing affordable housing options • Ensure new development is sympathetic and compatible with the neighborhood's architectural fabric. New building(s) should match the prevailing style and character of the neighborhood's existing buildings in scale, massing, colors and materials • Emphasize the preservation of the Town's historic housing stock

3. **Promote mixed use as the preferred form of development in the Commercial, Harbor, and Village Districts.**	
Applies to Neighborhoods: ➢ Mixed Use ➢ Some parts (villages) of Accawmacke Plantation PUD	Description: • Encourage the principle of incorporating mixed land uses, similar to the current land use patterns in the Town such as: o allowing residential and retail/commercial uses within the same building o promoting residences within close proximity to commercial and retail centers • Combined live-work structures should be encouraged in new development and in the Mason Avenue districts to better integrate housing with the shops and businesses of the new and existing centers

4. **Preserve the integrity of and accessibility to the water's edge.**	
Applies to Neighborhoods: ➢ All with public waterfront Note: Public waterfront access is an important amenity and identifying feature for the Town. Waterfront areas include: o the Harbor, o Cape Charles beach, o the Municipal (fishing) pier, and o the Coastal Dune Natural Area Preserve, o Kings Creek Marina and future areas in Bay Creek that will also provide waterfront access.	Description: • Preserving the integrity and accessibility of the water's edge is critical to maintaining the quality of life within the town. Measures should be taken to: o integrate the Harbor walkway with the historic core o control dune, beach and shoreline erosion o enhance the beach as an amenity for residents and visitors by providing improved links to Town o improve access to the Town's harbor of refuge o maintain and promote the use of the Town's fishing pier • Enhance Protection of the Port of Cape Charles: o Reduce wave action o Reduce coastal erosion o Increase safe harborage

5. **Strengthen and enhance the Town's green infrastructure.**	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use Accawmacke Plantation PUD Note: The Town contains a number of active and passive recreational facilities that serve an important environmental function as well as an attraction for residents and visitors alike.	Description: • The Town should strengthen the existing green focal points, such as: o Central Park o Rt. 184 and Rt. 642 gateway entrances o The harbor o The Town's properties, including the public utility properties o Plantings along Mason Avenue and plantings adjacent to the sidewalks o the Coastal Dune Natural Area, and o the landscaped open spaces throughout the Town • Develop recreational center(s) • Pursue the public acquisition of under-developed waterfront lands • Promote greenway connections between focal points which incorporate environmental features such as wetlands and drainage ways, urban streetscapes with landscaping and street trees, and the community trail system

6. **Protect the Town's scenic, recreational, and open space resources.**	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use Accawmacke Plantation PUD Note: The Town's location along the Chesapeake Bay and its abundant natural resources are a critical part of the Town's identity and way of life.	Description: • The Town should protect its scenic, recreational and open space resources by: o using environmentally sensitive design techniques in new development o preserving existing features during the site plan review process o incorporating low impact development techniques o restoring and revegetating natural areas • In addition, the Town should continue to

	support efforts to restore and enhance critical habitat and promote the use of native plants in the Town

7. Encourage support for landscape enhancements in and around Town.	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use ➢ Business & Industry Accawmacke Plantation PUD	Description: • The Town should enhance its current infrastructure of landscaping and green amenities by promoting: o a Town-wide street tree program, o buffer standards o specific landscape enhancements for sites such as the public utility facilities and Central Park

8. Create an integrated system of pedestrian, bicycle and multi-use trails.	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use ➢ Business & Industry ➢ Accawmacke Plantation PUD	Description: • A Town-wide, integrated system of bike routes, sidewalks, and multi-use paths is needed to connect existing and emerging commercial and residential areas to accommodate and promote alternative means of transportation including: o walking o bicycling o golf carts(designated Golf Cart Paths only) o personal transportation vehicles o water taxis o public transportation

9. **Incorporate traffic calming and access management techniques at Town "Gateways"**	
Applies to Neighborhoods:	Description: • Traffic calming and management improvements designed to be compatible with the Town's traditional streetscape should be incorporated into each of the Town's vehicular entrances or "Gateways" into town. • The Town should: o Work with VDOT and the County to plan the new Harbor Access Road extending Bayshore Road across Old Cape Charles Road (Route 642) to connect to Route 184: ▪ more capacity ▪ safer widths and turning radii ▪ managed access along its frontage o Continue Harbor enhancements and improvements o Enhance landscaping and signage at Rt. 184, Rt. 642, & at Rt. 13 o Extend Fig Street with an at-grade crossing over the railroad property to Old Cape Charles Road o Maintain the "hump" as an alternate emergency vehicular route o Provide a future connection between Mason Avenue and the Harbor

10. Extend the concept of the historic grid network to new development.	
Applies to Neighborhoods: ➢ Residential ➢ Mixed Use ➢ Business & Industry Note: The historic grid network of the street system is a valuable asset for the Town and provides ample connections between residential and commercial uses for both the automobile and the pedestrian. Designing roads that serve new development in a system of interconnected blocks as a "grid" will improve overall network connectivity, promote greater accessibility for both traffic and emergency access, and foster compatibility of streetscape design for the whole Town.	Description: • The historic grid system works well in the core of the Town and should be extended into new development including street width, turning radii and diagonal parking • Extend Fig Street with an at-grade crossing over the Railroad property to Old Cape Charles Road • Protect the viewsheds • Maintain the "hump" as an alternate emergency vehicular route

III-A.5.2 New Developments

Maritime and Mixed-Use Developments on the Harbor

The undeveloped land, private and public, around the Cape Charles Harbor has been approved for development. Hotels on the water, restaurants and commercial locations with harbor-front walkways, multi-family dwellings will complete a major portion of the harbors' edge. A new mega-yacht facility of over 160 acres and additional commercial slips make up the additional current and future developments. These developments are:

- Cape Charles Yacht Center
- Town Harbor

References:
Cape Charles Comprehensive Plan Update, Draft Land Use, Community Design and Future Development Chapter, dated May 25, 2007

Cape Charles Harbor Area Conceptual Master Plan and Design Guidelines.

Section III B - Economic Vitality

This section presents recommendations and policies for the Comprehensive Plan related to the Plan goal of bringing economic vitality to Cape Charles. The objective of economic vitality is to provide a diversified tax base in conjunction with providing superior amenities and quality of life.

III-B.1 What is Economic Development?

Economic development involves attracting and retaining business and industry in a community. Such development is critical for the health and viability of a community and is also important for its citizens. Economic development affects job opportunities, the community's tax base, population growth and even the number of stores where citizens can shop. The goal of economic development is to increase the tax base and provide better jobs, thus enhancing the well-being and prosperity of the citizens of Cape Charles. Adding to the tax base helps lower the tax burden on each taxpayer, improves property values and encourages both homeowners and business owners to maintain and improve their properties. A larger tax base can provide the funds to support essential government services. Economic development is an investment in economic prosperity.

III-B.2 Economic Base

Cape Charles is a diversified residential community comprised of a mixture of long-term residents and new arrivals. To create a baseline for economic vitality, the Comprehensive Plan identifies the following as the broad direction of economic focus:

- Cape Charles is a tourist and second home location attracting:
    - Eastern Shore visitors
    - Weekly, monthly and seasonal renters
    - Golfers, fishermen, boaters, eco-tourists and birders
- Cape Charles is a retirement destination
- Cape Charles's working citizens are primarily in the service sector
- Cape Charles has an industrial infrastructure and history
- Cape Charles has a history of commercial fishing

III-B.3 Economic Plan Objectives

These objectives have been identified below and fall under the following categories:

- Attract tourists, vacation and second home owners
- Attract full time residents, including retirees
- Attract small and "work from home" businesses
- Attract and expand the industrial/commercial base

III-B.4 Current and Planned Infrastructure and Amenities

To achieve the economic vitality objectives, core assets have been identified and planned assets need to be prioritized in order to use the available funds in the most expedient

manner. The Comprehensive Plan has identified Current Settings and Future Land Use in Sections II and III (1-6). These sections define the key infrastructure decisions and directions of the Town. Section III A defines the current and future direction of Town Neighborhoods and Sections III (C, D and E) define transportation, utilities, amenities and partnerships.

Although defined in more detail in the sections listed above, the core assets can be summarized as follows:

- Excellent regional access – one of the few deep water harbors on the Chesapeake Bay and part of the intracoastal waterway on the Eastern Shore of Virginia and just 10 miles from the Atlantic Ocean. It is in close proximity to the Hampton Roads area.
- A diverse mix of quality housing choices.
- Great amenities
    - Marinas
    - A commercial harbor
    - ESVA's finest public beach on the Chesapeake Bay
    - A park with playground
    - Sports facilities
    - Watersports
    - Recreational fishing and crabbing
    - Waterfront and fine dining
    - A town-wide walking trail
    - Golf cart friendly community
    - A historic downtown
    - Golf and marina resort communities
- An existing industrial/commercial infrastructure
    - Industrial businesses
    - Commercial crabbing and fishing operations
    - Railroad~~s~~
    - Professional academies
    - Yacht center
- Tax incentive opportunities:
    - Enterprise Zone
    - Free (Foreign) Trade Zone
    - Small Business Administration's Historically Underutilized Business Zone (HUB Zone)
    - Cape Charles Technology Zone Incentive
    - Town Commercial Rehabilitation
    - Northampton County Commercial and Residential Rehabilitation
    - Assessment / Tax Freeze
    - Historical Tax Credits
- Appropriate industrial/commercial/residential zoning
- Broadband Network Loop
- ~~Modern~~ State of the Art wastewater treatment facilities

III-B.5 Key Goals, Strategies and Policies

In order to achieve economic vibrancy six key goals and strategies have been identified. As with any economic plan certain variants will arise creating either a positive or negative impact on the desired goals. These goals and strategies should be used as guidelines for making decisions and modified as economic conditions change.

Major Goals:

- Designate land for future growth
- Preserve and Enhance Retail Sales Base
- Facilitate Business start-up, expansions and relocations
- Attract tourists, vacation and second homeowners
- Attract retirees
- Maintain a web portal to attract tourists, vacationers and retirees and to disseminate information

III-B.5.1 Goal: Designate Land for Future Growth

The reality is that the Town is water-locked on three sides and the only avenue for future growth is eastward. Cape Charles is also the only Town with no presence on the county's major thoroughfare, Route 13. Therefore to ensure future growth options for the community, Cape Charles must work with the county to assure that adequately served and appropriately zoned land in the Town Edge is available for these possible desired uses.

Strategy:

- Share planning with Northampton County to define the Cape Charles town boundaries as following Kings Creek on the north, Plantation Creek on the south and Route 13 on the east
- Establish a presence on Route 13
- Establish a Historic Town Entrance Corridor Overlay along Routes 184 and 642
- Seek land for future use
- Use incentives and programs to preserve land for quality employment
- Use infrastructure to encourage and guide~~desired uses~~future growth.

III-B.5.2 Goal: Preserve and Enhance Retail Sales Base

It is important that Cape Charles maintain an atmosphere which fosters a continued growth of the existing business sectors. A business environment which sustains retail businesses should be maintained and fostered. Maintaining and expanding the retail sector is critically important to Cape Charles's fiscal health. Retail activity also provides jobs commensurate with the occupation of many Cape Charles residents, and provides a "hometown" and convenient source of goods and services to Cape Charles residents and tourists.

Strategy:

- Recognize Mason Avenue as the center of retail activity and encourage new businesses. Create an image of economic prosperity with historic renovations and eliminate blight
- Promote the development and maintenance of healthy, viable commercial centers, with emphasis on Route 184 from Fig Street to the Town limits, defining concepts for future development in the county's proposed Town Edge district
- Assure adequately zoned commercial land in advance of residential development
- Consider implementing way pointing signs to entice traffic to businesses on side streets

III-B.5.3 Goal: Facilitate Business Start-Up, Expansions and Relocations

Despite the attractiveness of Cape Charles's location in a regional context, the Town must aggressively seek out partnerships with existing businesses, educational institutions, telecommunications providers, regional economic development groups, among others and pursue economic development opportunities, capitalizing to the extent possible on existing strengths. In December 2013, Bayshore Concrete Products successfully applied and was approved for the Cape Charles Technology Zone Incentive which gives a tax benefit for a maximum of five years. The plant is in the process of expanding and capital improvements of $4 million are planned.

The Town has the potential to grow over the coming years and the hospitality industry, including conference and convention center facilities, should be part of that growth. This industry brings visitors to Cape Charles and requires a cadre of well-trained workers to support that growth. These visitors will require restaurants and other businesses to support them and the demand for quality support staff will be strong. Living accommodations within a reasonable distance are needed, making the Town Edge important in future land development.

While the Town continues its focus on conducting business in a friendly, efficient and effective manner, it should also continue to emphasize an "easy to do business with" attitude in dealings with both businesses and citizens alike.

Strategy:

- Capitalize on the existing and planned maritime industry cluster
- Promote the dredging of the Harbor to 35 feet to support economic development in the Harbor Mixed Use District
- Pursue a study to determine markets for the Cape Charles Harbor
- Attract new and / or additional major maritime, high technology, hospitality and small conference center business uses to Cape Charles
- Foster small business development and home-based businesses
- Promote tax incentives such as:
    - Enterprise Zone
    - Free (Foreign) Trade Zone
    - Town Commercial Rehabilitation

    - Northampton County Commercial and Residential Rehabilitation
    - Assessment / Tax Freeze
    - Technology Zone
    - Tourism Zone
    - Historical Tax Credits
    - HUB Zone
- Partner with educational institutions and appropriate organizations to research training and economic development opportunities
- Promote Cape Charles Harbor as an ideal port of call

III-B.5.4 Goal: Attract Tourists, Vacation and Second Homeowners

Cape Charles has been successful in attracting these types of individuals. The 2010 Census found there were 290 seasonal, recreational, or occasional housing units within Town. Vacation and second homeowners typically find Cape Charles through the internet, after passing through on U.S. Route 13, visiting friends or vacationing. Cape Charles is a unique environment and has great appeal for a certain demographics and many of these people have medium to high income levels so attracting each of these categories brings a number of seasonal service sectors jobs to this community.

Strategy:

- Work with the Eastern Shore of VA Tourism Commission and others to enhance and promote Cape Charles as the major tourist destination at the southern end of the Eastern Shore
- Ensure adequate gateway signage
- Ensure adequate dissemination of information in both hard copy and through the internet of all Cape Charles facilities for tourists, vacationers, families, and retirees
- Develop and promote a positive Cape Charles image
- Develop marketing plans focused on tourism, vacation and second homeowners and retirees
- Pursue the creation of a Chesapeake Bay Bolide Impact Museum in Town.

III-B.5.5 Goal: Attract Retirees

Cape Charles has proven success in attracting retirees. Retirees are typically year round residents. As with tourists Cape Charles is a unique environment for retirees and has great appeal for a certain demographic. Many of these people have medium to high disposable income levels so attracting them brings a number of yearround service sectors jobs to this community.

Strategy

- Ensure adequate dissemination of information in both hard copy and through the internet of all Cape Charles facilities for retirees

- Develop and promote a Cape Charles retirement image
- Develop marketing plans focused on Cape Charles and ESVA retirement living
- Investigate tax abatement programs

III-B.5.6 Goal: Increase Economic Activity within Town. ~~Create a Web Portal to Attract Tourists, Vacationers and Retirees and to Disseminate Information~~

Goal

~~The Web Portal would be a subset of the main Town Web Site providing information on all Cape Charles facilities, amenities, attractions and community activities. It would have a marketing perspective and be the focal point for residents and potential tourists and retirees investigating this area. As the town portal the site would have links to all Cape Charles and other ESVA areas of interest.~~

The Town has historically been the focus on economic activity in southern Northampton County. As economic activity has shifted to U.S. Route 13 it is imperative that the Town pursue opportunities to increase yearround economic activity within Town. This activity should be focused on enhancing the tax base and supporting the "Small Town" Character of Cape Charles.

Strategy

- Develop an economic priority at Town Manager and Council level where decisions are made first and foremost with economic vibrancy as the main goal
- Maintain a Web Portal that provides information on all Cape Charles facilities, amenities, attractions, community activities, and other ESVA areas of interest to attract increased retail trade.
    - Design the site so that it is easy to create links
    - The site should contain all the key words necessary to score high on all search engines
    - It should be updated at least weekly with current information on activities and business information
    - It should incorporate Webcam of the beach and pier
- Hire an Economic Development Management Coordinator to:
    - Form an Economic Development Management Committee
    - Enact a tourism marketing plan in conjunction with the *ESVA Tourism Strategy* (adopted June 25, 2008)
    - Enact marketing plans focused on vacation and second homeowners and retirees
    - Coordinate business owners, volunteer groups and partnerships
    - Act as a focal-point for new businesses and business relocations
    - Coordinate with County and State Governments
    - Coordinate grant applications related to economic development
    - Coordinate with website hosting company to develop key words to improve the Town's webpage position on all search engines

~~**III-B.6 Recommendations**~~

- ~~Develop an economic priority at Town Manager and Council level where decisions are made first and foremost with economic vibrancy as the main goal~~
- ~~Hire an Economic Development Management Coordinator to:~~
    - ~~Form an Economic Development Management Committee~~
    - ~~Enact a tourism marketing plan in conjunction with the *ESVA Tourism Strategy* (adopted June 25, 2008)~~
    - ~~Enact marketing plans focused on vacation and second homeowners and retirees~~
    - ~~Coordinate business owners, volunteer groups and partnerships~~
    - ~~Act as a focal point for new businesses and business relocations~~
    - ~~Coordinate with County and State Governments~~
    - ~~Coordinate grant applications related to economic development~~
    - ~~Coordinate with website hosting company to develop key words to improve the Town's webpage position on all search engines~~

III-B.5.7 Goal: Attract Families with Children

The Town offers a unique and safe environment to raise children. The parent friendly amenities include a coffee house, restaurants, a fitness center, many places of worship, and numerous community focused organizations where parents can quickly become part of the community. The child friendly amenities include a public beach, shaded quiet streets, robust recreational programs, a central park, a library, a theatre, a youth centric garden, and a playground. There are also numerous special events and festivals such as Tall Ships at Cape Charles and the Blessing of the Fleet. A private school is also located in Town and Cape Charles is a great place for a home office with broadband access. Less than an hour away, the amenities of the Hampton Roads area are available. Housing is available in most price ranges.

Strategy

- Pursue job creation opportunities that capitalize on the existing Broadband Network Loop to provide additional year-round jobs.
- Market the Town to attract technology-savvy young families.

III-B.5.8 Goal: Continue to Foster Prosperity and Strengthen Households

Cape Charles continues to prosper and offers a high quality of living to its residents. Maintaining existing opportunity and improving opportunity for its residents is a priority.

Strategy

- Appoint a Housing Task Force to evaluate the causes of cost burdened households in Town and provide recommendations to strengthen households
- Evaluate obstacles to employment and seek partnerships that will create solutions

- Work with local businesses to increase business revenue
- Develop a campaign to encourage second homeowners to stay longer in Town.
- Develop a campaign to encourage families to purchase a home and relocate to Town.

Section III-C - Transportation and Utilities

Cape Charles was in the transportation business for most of its early life. Train, ferry and automobile transportation were the reasons for the Town's existence. More than 230,000 railcars moved through Cape Charles per year in the 1920s. That equates to about one barge load each hour of the day every day of the year. During the height of the auto and passenger ferry business, Cape Charles had about 30 ferry dockings per day and each carried about 100 cars plus people.

The core of Cape Charles is a part of town that is six blocks by seven blocks laid out about 1885 before automobiles. The streets are distinctive to that time period. An addition of eleven blocks between Pine and the Bay, called the Sea Cottage Addition, was constructed about 1909. This addition took into consideration autos and added alleys between the backs of the lots. Another small addition from Fig to Fulcher, made later, also had alleys. The original design and layout of the town was adjacent to and just north of the Railroad and its property, around which Cape Charles came into being.

The recent revival of Cape Charles and the current and planned future development focused serious attention to this infrastructure. A 2008 traffic study of future development shows that the Fig and Randolph intersection is the most vulnerable. A traffic calming project is needed at this intersection. .

The "hump" has been a signature feature of Town for years but is another problem area. An at-grade crossing alternative has been proposed and should be designed to straighten out Old Cape Charles Road from Mason Avenue to Bay Creek. The "hump" should be maintained as an alternate emergency vehicular route.

Implementation of the Cape Charles Harbor Master Plan continues. Maintenance dredging of the Harbor to 18 feet in depth will commence in 2015. A new, more direct road, from the industrial area near Bayshore Concrete to Route 184 is planned and construction is scheduled to begin when VDOT funds become available.

III-C.1 Golf Carts

Cape Charles is a golf cart community. Each year more are seen on the streets and their use should be encouraged as an alternative mode of local transportation. There are a few roadways on which golf carts are currently prohibited because of speed limits greater than 25 mph. All of the roadways in Cape Charles should have the speed reduced to 25 mph or less to allow the use of golf carts on all streets in the Town. Old Cape Charles Road (Route 642) is an impediment to use of golf carts. A safe path needs to be planned to connect the historic town with the new southern development.

III-C.2 Community Trail

The size of Cape Charles lends itself to walking and bike riding. A new Community Trail Master Plan was adopted by the Town Council in 2007. The goal of this trail is to connect the entire town by a transportation means other than automobiles. The master plan and the first phase of the Community Trail are complete, and the second phase is underway.

The Town's Harbor District requires land owners to allow and encourage pedestrian access to the waterfront. Each development will be reviewed for this aspect of planning. The Town was laid out in a grid pattern and the continuation of the grid is important to the transportation system while providing easy access to all parts of Town.

III-C.3 STAR Transit

Star Transit has a bus route that connects major towns, including Cape Charles, and the commercial areas of Northampton and Accomack counties. This service provides public transportation and is limited to the two counties.

III-C.4 Street Improvements & Parking

The Town has identified Mason Avenue and Bay Avenue for future street improvements. The Healthy People, Healthy Places – Community Well Being on Virginia's Eastern Shore defines Complete Streets as roads that are designed for everyone, including people of all ages and abilities. These improvements should be designed to 1) promote safety, 2) increase parking, 3) improve bicycle, pedestrian and disabled person access, and 4) create an attractive and desirable environment for residents and visitors. Identified Mason Avenue Complete Street improvements include conversion of parallel parking to reverse angle parking on one side of the street, addition of bicycle lane(s), reduction in lane width to calm traffic, provision of accessible parking, and aesthetic improvements that promote pedestrian safety. Bay Avenue is a priority for Complete Street improvements after Mason Avenue planning has been completed. Increased parking in the vicinity of the Harbor should be addressed as the next priority. The Town has purchased 201 Mason Avenue and two lots on Randolph Avenue were included in the sale. The Randolph Avenue lots will be used for additional parking. The Town has also leased property from Bay Coast Railroad for Mason Avenue parking.

III-C.5 Chapter 729 Consistency with VDOT Statewide Transportation Plan

The Commonwealth of Virginia (Code of Virginia § 33.2-214 and §15.2-2223), legislation enacted through Chapter 729 of the 2012 Acts of Assembly, requires that local Comprehensive Plans be consistent with the Virginia Department of Transportation statewide Transportation Plan (VTrans 2035) and includes certain elements required by the Code of Virginia, as amended. This plan also designates Corridors of Statewide Significance but there is no designated corridor within the Town. The closest corridor (U.S. Route 13) lies to the east of town.

The Town has identified four projects to implement goals and objectives of the VTrans 2035 Plan.

- Traffic Calming at the Intersection of Fig Street and Randolph Avenue (Routes 184, 1105, and 1112).
- Reconstruction of Old Cape Charles Road (Route 642).
- Complete Street to support business activity in Downtown Cape Charles on Mason Avenue (Route 184).
- Street improvements to support tourist activity at the Cape Charles Beach on Bay Avenue (Route 184).

Functional Classification of Cape Charles Streets

Functional classification of the highway system is required by the federal government as part of the establishment of a national defense road system. Roads are designated by the Virginia Department of Transportation ~~in~~ and certain classifications make the road ~~are~~ eligible to receive federal aid for improvements and maintenance, increase the frequency of VDOT maintenance inspections and also determine road design features.

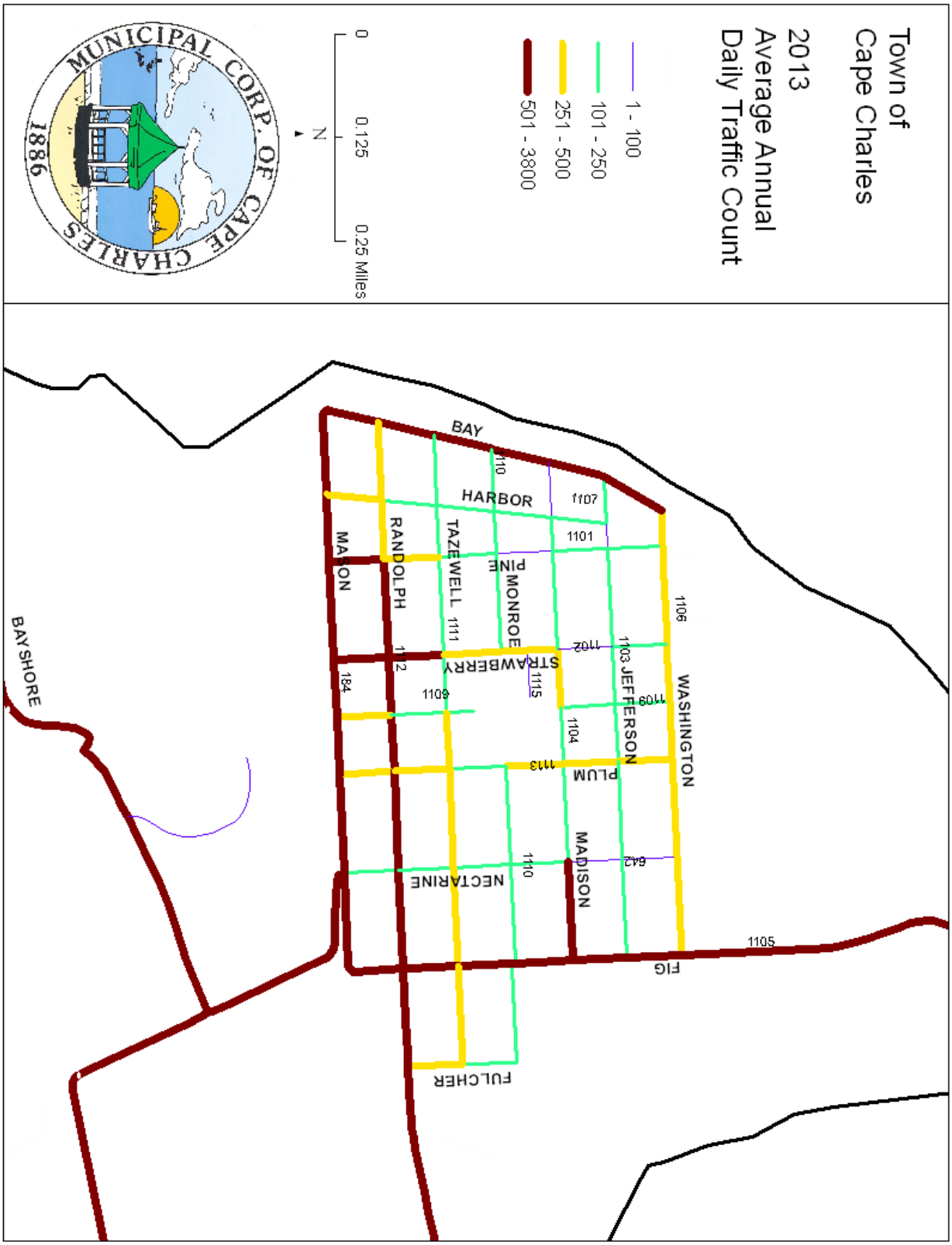
Minor Arterial

The Virginia Department of Transportation defines Minor Arterial streets as streets that link cities to large towns and other generators such as major resorts, are placed at intervals so that all developed areas of the state are within a reasonable distance of an arterial highway, provide service to corridors with trip lengths and densities greater than those of collectors, and are expected to provide for relatively higher overall speeds, with minimum interference to through movement.

U.S. Route 184 (Stone Road, Mason Avenue) has, as of 2013, been reclassified to Minor Arterial. The upgrade in classification, part of the required decennial review of the national highway system, was the result of finding that the roads have higher volumes of traffic. The designation includes all of Stone Road in Cape Charles and continues along U.S. Route 184 westward until the intersection of Mason Avenue and Pine Street.

Major Collector

The Virginia Department of Transportation defines Major Collector streets as streets that provide service to any county seat not on the arterial system and to larger towns not directly served by higher systems, link county seats and larger towns to other larger towns and nearby routes of higher classification, and are designed to serve the more important intra-county travel corridors.


Town of
Cape Charles
2013
Average Annual
Daily Traffic Count
1 - 100
101 - 250
251 - 500
501 - 3800
0
0.125
0.25 Miles
N
MUNICIPAL CORP. OF CAPE CHARLES
1886
BAY
HARBOR
PINE
MONROE
TAZEWELL
STRAWBERRY
RANDOLPH
MASON
WASHINGTON
JEFFERSON
PLUM
MADISON
NECTARINE
FIG
FULCHER
BAYSHORE
1101
1102
1103
1104
1105
1106
1107
1108
1109
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1111
1112
1113
1115
184
642

U.S. Route 184 from the intersection of Mason Avenue and Pine Street to its end on Bay Avenue has been upgraded in classification to Major Collector as a result of finding that the roads have higher volumes of traffic.

U.S. Route 642 (Old Cape Charles Road) remains a Major Collector along its entire length. No change in classification occurred in 2013.

Local Roads
The Virginia Department of Transportation defines Local Roads as roads that provide direct access to adjacent land, serves travel over relatively short distances compared to collectors and other higher systems and include all facilities not on one of the higher systems.

All roads in Cape Charles, except U.S. Routes 184 and 642, are classified as Local Roads.

Accomack-Northampton Planning District Commission 2035 Rural Long Range Transportation Plan Recommendations
The purpose of the long range plan is to evaluate the rural transportation network and create a plan that complements Virginia's metropolitan areas. The plan is a component of the VTrans 2035. The Plan contains one recommendation for the Town of Cape Charles.

VA 642 (Old Cape Charles Road) from VA 1108 to US 13
Long Term - Reconstruct road to address geometric deficiencies (including full-width lanes and shoulders.)

Six Year Improvement Plan – Only one project has been identified in the Six Year Improvement Plan, reconstruction of Old Cape Charles Road. Preliminary engineering is underway and VDOT estimates the cost to be $6,452,000.

III-C.6 Community Facilities

Cape Charles has a wide array of community facilities including:

- a park
- a public library
- public beachfront
- a civic center
- youth garden
- a public fishing pier
- Virginia Clean Marinas with fuel facilities at the Town Harbor and at King's Creek Marina
- free public boat launching ramps

- certified pump-out facilities
- charter fishing operations
- commercial fishing operations
- a business district
- restaurants
- museums
- signature golf courses
- public water and sewer services

Cape Charles has its own police force and volunteer fire department which work closely with the county sheriff's office and the US Coast Guard Station located at Cape Charles harbor. A hospital and rural health facilities are available but are relocating further north into Accomack County

III-C.7 Water, Wastewater and Storm Water

The Town constructed a replacement Waste Water Treatment Plant which met and exceeded the projected growth targets and also met State and Federal Guidelines.

Cape Charles provides its citizens with clean water and with the addition of its two new wells will have a capacity of 500,000 gallons per day of production. Additional wells and filtering equipment at the same site will carry production to over 1 million gallons per day when needed.

Cape Charles provides a wastewater treatment facility now capable of treating 250,000 gallons per day. This plant surpassed the State quality requirements of the effluent. Future additions to this plant could increase its capacities to 750,000 gallons per day to accommodate future growth. The Town should collaborate with Bay Creek Resort & Club to accept treated effluent into their retention ponds.

The Eastern Shore of Virginia relies on a "sole source" aquifer which means that the aquifer from which we draw all the drinking water recharges from one source – the rain. Historically the towns on the Shore were settled near the waters' edge to take advantage of water transportation. In general, water distribution in the aquifer is such that the deepest, most plentiful water is near the middle of the peninsula which is also the best area for recharge. Water resources also increase as the Eastern Shore widens out. Due to natural groundwater limitations in the Cape Charles area, there is potential for saltwater intrusion into the existing Town wells. The type of saltwater intrusion expected would be from upconing where brackish water is drawn up into the upper levels of the aquifer. The Town is monitoring the existing wells and has also installed a well in the lower Yorktown aquifer that will be put into service when Town water demand increases to ease the pressure that draws brackish water into the freshwater portions of the aquifer. In the intermediate term, the Town should evaluate potential options and continue to monitor the water wells. The

Town should continue to monitor and where necessary protect the existing groundwater stocks, the Chesapeake Bay and its resources.

III-C.8 Broadband Communications

The Town of Cape Charles is part of the Eastern Shore Broadband Network Project. The Town secured grant funding and constructed a community network that is connected to the backbone fiber which runs the length of the Eastern Shore from the Maryland state line to Virginia Beach. This brings the highest volume of Internet access to businesses and homes in the area and aids in economic development.

Section III-D Amenities

The Town of Cape Charles is experiencing a revitalization of its philosophical as well as its physical foundation. It is of ultimate importance that guidance is provided to the participants in this revitalization to establish a balance allowing for growth opportunities while maintaining the 'friendly small town' feel that residents and visitors so admire. It is the challenge of Cape Charles to improve its image as a business and recreational place of opportunity. In response to that need, the Town must continue its focus on creating a quality overall environment that is sustainable, memorable, comfortable and convenient for its citizens and visitors.

The Comprehensive Plan includes the following key elements to achieve the desired environment:

III-D.1 Cape Charles Harbor

Cape Charles Harbor is unique and vital to the future of the Town. It currently serves the Bay Coast Railroad, Bay Shore Concrete, United States Coast Guard, Cape Charles Yacht Center, Mid-Atlantic Maritime Academy, commercial fishermen and recreational boaters. The harbor has been upgraded with the installation of new docks, fuel tanks, floating docks, walkway, bathhouse and a restaurant. New development has been proposed on private parcels around the harbor as well. In response to increased usage and interest in the harbor, in 2007 Town Council approved the Harbor Historical District, the Harbor Zone, the Harbor Master Plan and Design Guidelines, and the Cape Charles Harbor Redevelopment Plan (see Appendices). To encourage sustainable marketability and growth of the harbor, the Town will:

- Develop and implement a plan with Bay Coast Railroad for public crossings at Fig Street and at the waterfront
- Fully implement the plan for construction of breakwaters to allow for greater protection of the harbor for use by all types of boaters
- Support the Harbor Redevelopment Plan to increase funding for new facilities and greater dockage as well as dockside spaces for retail and recreation
- Work with private developers to encourage employment opportunities for residents
- Coordinate plans with the various stakeholders around the Harbor to connect the proposed multi-modal trail with the Historic District
- ~~Adopt a Harbor Historical District Pattern Book~~Implement the Cape Charles Harbor Area Conceptual Master Plan and Design Guidelines to ensure cohesive and appropriate development around the Harbor
- Create a public recreational meeting area at the harbor for use by all fishermen, boaters, Cape Charles citizens and visitors
- ~~Maintain~~ Encourage Virginia Clean Marina Standards at all marinas and maintain the Clean Marina at the Harbor

III-D.2 Cape Charles Beach

Since it is the only public Chesapeake Bay beach on the Eastern Shore of Virginia, the recreational and tourism value of Cape Charles' public beach cannot be under estimated. The views of the beach and harbor are so integrated into the physical aesthetics of the town that their presence identifies Cape Charles as a special place. Whether viewing the spectacular sunsets, strolling on it, or investigating the variety of flora and fauna presented daily with the flow of tide, the beach influences everyone who observes or visits it. The beauty and tranquility it contributes to the Town is enjoyed by residents and visitors alike whether or not they partake of its recreational opportunities.

However, the beach provides other functions which are also of vital importance to the Town. The wide shallow water area, the development of the dunes, and the breakwaters are necessary to provide a storm buffer between the Chesapeake Bay and the historic housing area. Natural erosion of the shoreline must be abated to maintain the safety of the residents' homes, welfare and recreational opportunities.

~~The recent installation of the breakwater~~Continued improvements at the beach has enhanced ~~that~~ habitat as evidenced by the variety of birds during the winter months. Easy access to the beach allows birders and other visitors such as kayakers a good opportunity to enjoy their hobbies. The beach also provides a convenient on-site area for educational opportunities to study marine life important to the welfare of all, and protected areas established at the beach allow for release of rehabilitated marine life into the Chesapeake Bay.

It is of utmost importance that Cape Charles maintain its beach for the future safety and benefit of its citizens by:

- ~~Establishing a plan for funding continual~~Continued funding for maintenance and sand replenishment of the beach
- Encouraging educational programs in cooperation with the Eastern Shore Birding Festival, the Virginia Marine Science Museum, county schools and other educational venues
- ~~Rehabilitating the breakwaters~~Planning and maintaining suitable protective measures
- Protecting and preserving the coastal dunes

III-D.3 Resort Lifestyles

The Bay Creek Resort & Club is the largest single residential and mixed use development in the Town. As a prime residential and business community and tourism destination, it is significantly important to the economic vitality of the Town and a major contributor to the economy of the Region. It provides for a variety of housing options ranging from estate homes to condominiums to beach cottages and miles of neighborhood beach along the

Chesapeake Bay. Residents, guests and visitors to Town can enjoy golfing on two Signature courses designed by golf legends Arnold Palmer and Jack Nicklaus.

King's Creek Marina at the north end of Town serves residents and tourists with a world class marina and harbor for recreational boaters, shops, overnight accommodations and fine dining facilities. The resort rental homes available at ~~Bay Creek Village~~The Colony at Marina Villages accommodate thousands of visitors each year that support the local businesses and tourism in general.

III-D.4 The Streetscape

During the last decade, bicycling, walking for pleasure and exercise, bird watching and general concern for the environment have become a prime consideration to many residents and visitors to Cape Charles. The grid plan of the Historic District affords Cape Charles with clear patterns of access and movement to its commercial, residential and public spaces. New development occurring in areas outside the historical town grid needs to have access as well. And by virtue of its location, Cape Charles is also a focus in four regional plans: the Eastern Shore of Virginia Bicycle Plan, the Eastern Shore of Virginia Heritage Trail, the Virginia Birding and Wildlife Trail, and the Artisan Trail.

Increased interest in recreational opportunities, renovation of the Historic District, in-fill building, easy access to natural areas and connectors with new parts of Town has prompted assessment of the quality of the Town's environment. The aesthetics of the streetscape and ease of circulation, especially between the Harbor and the Historic District, were found to be less than optimum. In response, the Town has adopted a Master Tree Plan, a tree ordinance, and the Cape Charles Community Trail Master Plan. It is imperative to establish aesthetically pleasurable as well as easy, safe and interesting movement around town for residents and visitors. Open space with inviting areas in which to sit and relax, stroll, bicycle or skate connected by trails and safe sidewalks is necessary to promote the small town friendly atmosphere desired. Coordinated landscaping, lighting and street furniture throughout Town will enhance the sense of Cape Charles as a special place. To achieve this, the Town will:

- Actively work with VDOT and ANEC to repair streets, sidewalks, lighting and landscaping in easement areas
- Develop and implement a Streetscape Planting Plan
- Encourage citizens to participate in stewardship programs to help maintain the streetscape
- Support ongoing construction of the Cape Charles Community Trail
- Support a connection with the Eastern Shore of Virginia Wildlife Refuge's Southern Tip Hike & Bike Trail by encouraging paved shoulders on Route 184
- Coordinate with Northampton County to develop a corridor overlay district for Routes 184 and 642 which will include architectural and landscape guidelines
- Develop a gateway plan for the entrance to Town at Route 13/184 for a more welcoming arrival

- Coordinate with Northampton County to develop shared use paths to connect with the Bicycle Plan, the Virginia Heritage Trail and the Virginia Birding and Wildlife Trail
- Establish a recycling program/drop off site in town
- Work with the landowners to complete a connecting trail between the harbor and the Coastal Dune Natural Area Preserve
- Acquire land to increase future potential park, waterfront and trail areas
- Develop story boards of Town history and environmental features for installation along the Trail
- Revive volunteer lead Historic Town walking and/or golf cart tours

III-D.5 Public Services and Programs

Public services and facilities supporting growth in Town is a major concern for all its present and potential citizens. Newcomers, businesses and visitors alike have an expectation that the Town has in place all the required facilities and services to accommodate them. These include physical facilities such as water and waste water systems, police, as well as amenities such as a library, park, beach, fishing pier, harbor, recreational programs and town events. The State requirements supporting its citizens in the Town must also be met. The Comprehensive Plan serves to guide continued improvement in the various systems and put in place new programs to achieve a greater level of comfort and convenience.

Presently, Cape Charles has the basic services required for the safety and convenience of its citizens. The Cape Charles Police Department works in conjunction with county and state resources to provide for a safe community. The Cape Charles Volunteer Fire Company and the Cape Charles Rescue Service, Inc. also work cooperatively with other local fire companies and rescue squads to provide fire protection and emergency medical services. It is important for the Town to continually provide support to the police and volunteer fire companies to upgrade the technology and equipment and education needed for them to do their jobs successfully.

Hospital and urgent care facilities are provided across the Chesapeake Bay Bridge-Tunnel at a distance of 39 miles from Town. Riverside Shore Memorial Hospital is relocating from Nassawadox to the Onley/Onancock area in Accomack County at a distance of 35 miles from Town. However, non-emergency medical services are available in Town from Riverside Cape Charles Medical Center, and Bayview Community Medical Center, part of the Eastern Shore Rural Health System, on Business Route 13 near Cheriton, three miles from Town. The Cape Charles Police Department officers have training in CPR, using a defibrillator, and basic first aid. The officers are often the first to respond to calls within Town, and they use their first aid training to assist residents and visitors, when possible, until paramedics arrive. The Town is committed to expanding health care options, therefore, the Town plans include:

- Continued first aid training of Cape Charles Police Officers

- Work with Northampton County, and other partners to provide an emergency care department significantly closer to Town
- Pursue every opportunity to increase medical services and add emergency services in the vicinity of Town

Other community services and facilities available include the town offices, the library and museum. Several of these facilities are housed in inadequate buildings that do not meet the Americans with Disabilities Act Accessibility Guidelines. Growth of the Town will require an increase in space for community services, therefore, the Town plans include:

- Evaluation of 201 Mason Avenue for town offices, library expansion or other Town use
- Establishing a Community Center
- Relocating the Town offices including space for archives and the police department
- Developing educational programs with the community college to support town endeavors such as a tree stewardship program
- Acquiring strategic undeveloped properties (e.g., the Rosenwald School, Schlegel property)
- Explore options to improve recycling access

III-D.6 Recreational, Cultural and Youth Activities

The Town of Cape Charles offers a variety of recreational and cultural opportunities which attract its citizens, tourists, visitors and sportsmen. Boaters enjoy access to the Chesapeake Bay and Atlantic Ocean from the Town's harbor and King's Creek Marina and fishermen make excellent use of the Fun Pier. Cape Charles offers the only free public beach on the Chesapeake Bay along the Eastern Shore, and it is a very popular spot for visitors to swim, kayak, canoe, enjoy personal watercraft, bird watch, kiteboard, water ski, etc. While water oriented activities are certainly the most visible, Cape Charles also offers a skateboard park, a tennis court, a children's playground, a museum, a library, a historical theater and Central Park. The Town has partnered with various organizations to host events such as the Christmas Progressive Dinner, art shows, music fests, and a 4th of July parade and fireworks. Golfers have access to two world class courses in the Bay Creek development. Birders can enjoy the sights at the beachfront, the Coastal Dune Preservation Area, as well as at Kiptopeke State Park and The Eastern Shore of Virginia National Wildlife Refuge, which are within easy travel distance of Town. ~~In fiscal year 2007-08 t~~The Town ~~hired~~ has a full time ~~a~~ recreational program director and established a citizens' committee to develop youth activities in Town. It is necessary that the Town continue to provide and enhance these facilities and activities by:

- Supporting the Master Trail Plan for use as a connector between the various recreational, cultural, and work facilities
- Supporting partnerships with organizations to increase and improve cultural and art programs
- ~~Developing a maintenance plan for the beach and Fun Pier~~

- Continuing to pay for the Fun Pier fishing license
- Supporting construction of a dune crossover at the north end of the beach for access by kayakers and others with non-motorized recreational watercraft
- Continuing to develop recreational programs for youth and seniors
- Encouraging cooperation between the Town and event sponsors
- Maintaining support of the Library

Section III-E - Active and Engaged Partnerships

The Town of Cape Charles has numerous major initiatives and partnerships underway as town projects, county projects and private initiatives. These will shape the future of Cape Charles and this section provides a guide through these initiatives.

III-E.1 Northampton County Comprehensive Plan and Rezoning

The County Comprehensive Plan has several elements that will impact the systems of Cape Charles. The first element is the movement of county residential development from the rural parts of the county to the edges of the towns. This is a new concept for the county as it rewrites the zoning ordinances to implement these concepts. The second element in the county plan is an emphasis on affordable housing. Town Edge plans are proposed to be drafted suggesting cooperative plans for systems and services such as regional water and sewer systems.

III-E.2 Water and Wastewater Partners

Cape Charles is ~~actively~~ working with other political subdivisions and private partners to study the potential for regional ~~WTP~~ water and ~~WWTP~~ wastewater projects. The protection of the environment and the natural resources are important and a regional approach may allow more service with less impact. The Town appoints a member to the Eastern Shore of Virginia Public Service Authority and in the past the Authority has examined several projects, one outside the town limits near U.S. Route 13.

III-E .~~4~~ 3 Civic Partnerships

III-E.~~4~~3.1 Cape Charles Arts Enter

The Town of Cape Charles supports this group to provide access to the arts on the Shore. Arts Enter brings music, drama and dance entertainment to Town in ~~a~~ the restored 1940 Art Deco Historic Palace Theater. A wide range of musical and art classes are available as well as access to local artists through the Stage Door Gallery.

III-E.~~4~~3.2 Cape Charles Business Association

This volunteer program works to revitalize the commercial areas of Cape Charles. The Association was the result of the previous efforts of the Cape Charles Renewal Program. This action is in addition to the work of the Northampton County Chamber of Commerce. This is similar to downtown revitalization programs in other small towns and provides input to the Town on ways to improve and develop the downtown business area.

III-E.~~4~~3.3 Cape Charles Christian School

The Cape Charles Christian School is an active user of the Library, the Park, and the Arts Center. The School assists by improving the Park and assists Heritage Acres with Thanksgiving dinner each year.

III-E.~~4~~3.4 Cape Charles Volunteer Fire Company

The Fire Company is located in the Historic District of Cape Charles in a building adjoining the Town Hall. The volunteer group provides the firefighting power for the Town and Lower Shore area. Members come from the Town and surrounding area.

III-E.~~4~~3.5 Cape Charles Yacht Club

This club actively works to build comradeship with fellow mariners and visiting mariners. They host visiting yacht clubs and hold receptions for visitors. The group organizes cruises, oyster/~~-~~clam roasts and hosts special events such as a haunted harbor.

III-E.~~4~~3.6 Citizens for Central Park (CCP)

This is a cooperative volunteer body formed to support the development of the Cape Charles Central Park. The Town is listed on the National Register of Historic Places and has been placed there for several contributing factors, one of which is the Park and layout of the adjoining streets. The park is the center of the "compass rose" and the four streets radiate from it following the four lines of the compass. The CCP has raised thousands of dollars to restore and beautify the park by planting trees, building the pergola, funding the construction of the gazebo, installing watering systems, public restrooms, park benches, volunteer maintenance of planting each year and many other items. The volunteer group provides a fundraising event each year. This organization is a vital resource to the Town as it provides funds and energy to the beautification of a major feature in Cape Charles.

III-E.~~4~~3.7 Eastern Shore Eventacular, Inc.

The mission of this organization is to periodically produce and promote free and low cost maritime, wildlife, birding, agriculture, aquaculture and historical shows, events, exhibitions, demonstrations and festivals for the education, enlightenment and enjoyment of the citizens of and visitors to the Eastern Shore of Virginia as well as anyone else who may be curious or interested. They are the organizer of the Tall Ships of Cape Charles festival and Eastern Shore Birding and Wildlife Festival.

III-E.~~4~~3.8 Eastern Shore Tourism Commission

This organization is not strictly a volunteer organization, but it provides a function larger than the Town is able to provide and a majority of its funding is from Accomack and Northampton Counties. Its function is to market the Eastern Shore on a larger geographic

scale than the Town would be able to do on its own. The Tourism group has developed an Eastern Shore Brand, "You'll Love Our Nature", and the Town is part of that project.

III-E.43.9 Friends of the Cape Charles Memorial Library

The library is the oldest memorial library in the state. While the Town and regional library system provide basic funding for the operation of the library, the Friends organization is a volunteer organization that raises extra funds to allow the library to provide programs over and above the regular operation of the facility. Volunteer organizations, such as the Friends of the Library, are the fabric that makes small towns like Cape Charles exceptional places.

III-E.43.10 Historical Society and Museum

Cape Charles Historical Society is a volunteer organization that owns and operates the Cape Charles Museum and has made major investments into the preservation of the history of Cape Charles. The Society has two major fundraisers each year and works on grants for additional funds. The funds provide for the protection of buildings and documents that preserve the heritage of the Town of Cape Charles. These volunteer organizations provide the energy, funding and people power to preserve and enhance the character of the Town.

III-E.43.11 New Roots Youth Garden

The purpose of the garden is to cultivate healthy children, families and community through outdoor experiential learning and the profound act of connecting people with food from seed to table. The Town provided the Garden with the land and provided a shallow well. The New Roots Youth Garden has a Thanksgiving pie sale fundraiser in which all proceeds are used to fund the cost of its spring, summer and fall garden clubs which are free to all children.

III-E.43.12 Northampton County Chamber of Commerce

This organization is made up of businesses in and around the County. This is a business to business organization that provides help to local merchants and business people. They provide volunteers to manage civic functions for fundraising purposes. The Town of Cape Charles is a dues paying member of the Chamber.

III-E.43.13 Youth, Recreation and Churches

Cape Charles also has volunteer organizations to support youth activities and to help supplement the beginning of a Recreation Department. Cape Charles has a large number of churches, a few of which have active youth programs. No one group alone has the resources to provide all kinds of activities, but as a group, these organizations provide a wide range of activities for the young people of the Town and surrounding area. The Cape Charles Food Pantry is operated by Trinity United Methodist Church. It is the local

distribution center serving the needy in our Town. It is the authorized extension of the FDA Food Bank and gets some of its items from them along with local donations of cash and food.

Section IV - Implementation

IV.1 Town Council Priorities

- Prepare and maintain a rolling 5 year CIP
- WTP and WWTP Improve Facilities
- Business Development. Create Economic Development Committee
- Future Land Use Plan – Boundary Adjustment
- Establish a Corridor Overlay for Routes 184 and 642
- Continue Alley Easement and Ownership Project
- Work to eliminate substandard housing in Town
- Work with non-profits to aid property owners who cannot repair their homes
- Comprehensive Review of Town Code
- Continue a Recreation Program
- Continue Support of Chamber of Commerce and Tourism
- Establish a Town Community Center
- Develop Town Parking Solutions
- Promote water and energy conservation
- Research Chesapeake Bay Meteor Impact interpretive center
- Continue more cooperative agreement with County Sheriff and more flexible Police Schedule

IV.2 Harbor Conceptual Master Plan

1. Inventory historic sites in the Harbor area and encourage rehabilitation
2. Commemorate historic sites such as the Meteor Site
3. Establish an Architecture Plan for the Harbor
4. Encourage rail development for commuter and scenic routes
5. At-grade railroad crossings should be encouraged where feasible
6. Integrate a pedestrian network from town to harbor
7. Develop additional docking facilities at the Harbor
8. Keep parking areas green by using means such as pervious material
9. New parking structures, if used, should be compatible with adjacent structures
10. Incorporate traffic calming features to slow traffic in the Historic Core
11. Maintain the harbor as a multi-modal transportation hub
12. Minimize dependence on private auto transportation
13. Preservation and restoration of the Rosenwald School
14. Enhance Jetty Maintenance
15. Create a public recreational meeting area
16. Raise the level of the channel jetty to above mean high water

IV.3 Cape Charles Community Trail Master Plan

1. Continue the trail plan in the Historic District

2. Establish major nodes and gateways around town in accordance with the trail plan
3. Calm traffic at the Fig and Randolph intersection
4. Create a linear park along Washington Ave
5. Improve the Bay Avenue boardwalk
6. Provide plazas on the north and south ends of Bay Avenue
7. Improve the south side of Mason Avenue with the trail
8. Restore the Peach Street Corridor
9. Improve Central Park as part of the trail
10. Create a harbor linkage with the trail
11. Strawberry Street Pedestrian Way
12. North End Beach access and protection
13. Incorporate the seven Town-owned contiguous lots on Stone Road into the Trail Master Plan

IV.4 Master Tree Plan

1. Design a planting plan for the future
2. Create a long term and short term funding plan
3. Provide an update of the Tree Inventory every five years
4. Improve landscapes and streetscapes

IV.5 Capital Improvement Plan, 2015

Near Term (Improvements Begin Within Three Years)

- Pine Street Parking Lot
- Mason Avenue Leased Parking Lot, Improvements
- Multi Use Trail, Phase 3 (Peach Street)
- Art Walk
- Remove & Replace Trees in Historic District
- Sidewalk Infill in Historic District
- Bay Avenue Electrical & Street Light Upgrade
- Public Works Vehicle Replacement
- Beach Safety Improvements
- Playground Equipment Replacement
- Basketball Court, including fencing
- Patrol Vehicle Replacement
- Dashboard Cameras for Patrol Vehicles
- Civic Center Furniture & Equipment
- Town Hall Phone System Replacement
- Electronic Document Scanning
- Administrative & Finance Vehicle Replacement
- Library HVAC – Second Floor
- Library Video Security System
- Harbor Offshore Breakwaters

- Waterworks Chloramine System
- Keck Wells Pipeline
- Waterworks Prechlorination System
- Waterworks Automatic Flush Systems
- Waterworks Vehicle Replacement
- Manhole Refurbishment
- Gravity Pump Stations Refurbishment
- Emergency Generator, Mason Avenue Pump Station
- New Pump Controls, Mason Avenue Pump Station
- Septage Receiving Facility
- Wastewater Vehicle Replacement

Intermediate Term (Improvements Begin between Three Years and Five Years)

- Reverse Angle Parking on Mason Avenue
- Reverse Angle Parking on Bay Avenue
- Visitor Center Improvements
- Beach Pavilion Construction
- Improve & Landscape Drainage Areas in Central Park
- Central Park, Civic Center & Beach Video Security Systems
- Administration & Finance - Enterprise Resources Planning System Replacement
- Harbor Inshore Wave Attenuator, A Dock with Additional Slips
- Harbor Inner Basin Bath House
- Waterworks – Improve Finished Water Aesthetics
- Waterworks Drying Bed for Backwash Waste
- Waterworks Pretreatment for Lower Aquifer Withdrawal
- Wastewater Odor Control
- Wastewater Residual Solids Composting Facility
- Wastewater Membrane Replacement

Long Term (Improvements Begin beyond Five Years)

- Develop Third Floor of Library Building for Town Offices
- Habor Inner Basin Floating Slips
- Harbor New Fueling & Harbor Master's Dock
- Harbor Master's Building
- Waterworks Plant Expansion
- Wastewater Plant Expansion
- Wastewater Reuse Pipeline & Reject Storage

Section V – References

V.1 Preservation Plan for the Town of Cape Charles (1996)

V.2 2020 Transportation Plan (1999)

V.3 Historic District Guidelines (December 2001)

V.4 Master Tree Plan (2006)

V.5 Accessory Unit Study (July 2006)

V.6 Sidewalk and Curb Assessment (July 2006)

V.7 Harbor Area Conceptual Master Plan & Design Guidelines (August 4, 2006)

V.8 Public Workshop – Vision for the Future (September 19, 2006)

V.9 Land Use Policy Framework – Guiding Decisions for Coming Decades (November 9, 2006)

V.10 Cape Charles Comprehensive Plan Draft Existing Conditions (May 25, 2007)

V.11 Cape Charles Comprehensive Plan Update – Draft Land Use, Community Design & Future Development Chapter (May 25, 2007)

V.12 Cape Charles Community Trail Master Plan (October 1, 2007)

V.13 Water and Wastewater Utility Plan (November 2008)

V.14 Healthy People, Healthy Places, Community Well Being on Virginia's Eastern Shore (2012)

Section VI – Appendices

VI.1 Demographic & Economic Data

The following data has been reviewed by the Planning Commission and forms the foundation of goals and condition descriptions.

Year	Population				Age			
	Northampton County Total	Cape Charles Total	Male	Female	Under 18	18-64	65+	Median
1990	13,061	1,398	616	782	405	727	266	33.3
2000	13,093	1,134	491	643	251	613	270	44.2
2010	12,389	1,009	471	538	163	563	283	53.5

Table A: Population Data for the Town of Cape Charles listed in Summary File 1 for Census Years 1990, 2000, and 2010.

Housing Occupancy	Cape Charles Occupied	Cape Charles Vacant	Cape Charles Total	County Occupied	County Vacant	County Total
2000	536	204	740	5,321	1,226	6,547
2010	516	442	958	5,323	1,978	7,301

Table B: Housing Tenure from Summary File 3 for Census years 2000 and 2010. Vacant housing also includes Seasonal, Recreational and Occasional Uses.

Vacant Units	Cape Charles Seasonal Recreational or Occasional	Cape Charles Other Vacant	County Seasonal, Recreational or Occasional	County Other Vacant
2000	82	122	488	738
2010	290	152	1,007	971

Table C: Seasonal, Recreational or Occasional Units from Summary File 3 for Census Years 2000 and 2010.

Poverty	Cape Charles Population Living Below the Poverty Level	County Population Living Below the Poverty Level
2000	319	2,633
2010	229	2,311

Table D: Individuals Living Below the Poverty Level for their Number of Members and Household Income from Summary File 3 for Census Years 2000 and 2010.

Description	Cape Charles Counts	County Counts
Labor Force (Includes Civilian, Armed Forces, Unemployed)	482	5,774
Employed Population (Civilian)	423	5,222
Industry (Top Five for Town Residents)	% of Workers	% of Workers
Educational services, and health care and social assistance	23.9%	26.4%
Arts, entertainment, and recreation, and accommodation and food services	20.3%	8.2%
Professional, scientific, and management, and administrative and waste management services	14.2%	8.3%
Retail Trade	13.2%	9.8%
Public Administration	8.0%	3.4%

Table E: Largest Employers of Town Residents from Summary File 3 for Census Year 2010. (These numbers are resident based not location based.)

Cost Burdened Households Percent in Category		
Description	Cape Charles	Northampton
Owner Occupied with Mortgage	61.3%	36.1%
Owner Occupied without Mortgage	29.9%	30.4%
Renter Occupied	34.4%	43.2%

Table F: Using the HUD definition of Cost Burdened Housing Costs (30% for all housing expenses) Cost Burdened Households for each category of Housing Tenure from Summary File 3 for Census Year 2010.

Planning Commission Staff Report

From: Larry DiRe

Date: January 5, 2016

Item: 5d-Fiscal Year 2016-17 Capital Improvement Plan review

Attachments: Town of Cape Charles proposed Capital Improvement Plan document; summary of changes document

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Item Specifics

The Code of Virginia grants local Planning Commissions authority to prepare and review capital improvement plans, and submit any recommendations to the local governing board as part of the annual budget preparation process.

§ 15.2-2239. Local planning commissions to prepare and submit annually capital improvement programs to governing body or official charged with preparation of budget.

A local planning commission may, and at the direction of the governing body shall, prepare and revise annually a capital improvement program based on the comprehensive plan of the locality for a period not to exceed the ensuing five years. The commission shall submit the program annually to the governing body, or to the chief administrative officer or other official charged with preparation of the budget for the locality, at such time as it or he shall direct. The capital improvement program shall include the commission's recommendations, and estimates of cost of the facilities and life cycle costs, including any road improvement and any transportation improvement the locality chooses to include in its capital improvement plan and as provided for in the comprehensive plan, and the means of financing them, to be undertaken in the ensuing fiscal year and in a period not to exceed the next four years, as the basis of the capital budget for the locality. In the preparation of its capital budget recommendations, the commission shall consult with the chief administrative officer or other executive head of the government of the locality, the heads of departments and interested citizens and organizations and shall hold such public hearings as it deems necessary.

Discussion

The attached capital improvement plan shows the projects scheduled for next fiscal year and beyond. Changes to that plan are stated in the attached summary document. The Planning Commission may review the proposed capital improvement plan projects to ensure alignment with broader community development goals stated in the Town Comprehensive Plan. The Commission may make recommendations as needed. Proposed capital projects of note for next fiscal year include the basketball court, Strawberry Street Plaza, and improvements at the museum.

Recommendation

Review the draft document and make recommendations as needed. Direct staff to forward any recommendations to the Town Council as part of the Fiscal Year 2016-17 budget preparation process.

	Fund	Grant Sources	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Beyond
Public Works								
Strawberry Pedestrian Plaza Purchase $50K, improvements $20K	General			70,000				
Pine Street Parking Lot Trash facility, alley access FY 16, 34 parking spaces FY 17	General	CBSF, CBRF	13,800	60,000	60,000			
Mason Ave. Leased Parking Lot, Improvements Design, grading, gravel, signs	General		16,800	17,000				
Reverse Angle Parking on Mason Avenue Re-stripe parking spots, etc.	General		3,200					
Reverse Angle Parking on Bay Avenue Re-stripe parking spots, etc.	General		1,200	3,000				
Mason Ave. Streetscape Improvements	General				50,000	50,000		
Multi Use Trail Phase 3, South Peach St., design FY 17 & FY 18	General	TAP 80%		1,570,000	45,000	40,000	550,000	6,550,000
Art Walk Way-finding FY 16, town entrance FY 17, Strawberry Plaza FY 18/19	General			10,000	100,000	50,000	500,000	
Visitor Center Improvements at museum	General				50,000			
Remove & Replace Trees in VDOT ROW Sick, dying and unsightly trees in historic district	General				30,000	30,000	30,000	
Sidewalk Infill Construct sidewalks where lacking in historic district	General	VDOT revenue sharing 50%		20,000	30,000	30,000	10,000	
Beach Pavillions Shade pavillion @ south end FY 17; north end FY 18	General				30,000	30,000		
Bay Avenue Electrical & Street Light Upgrade Bury electric service & replace highway style street lights	General				30,000	30,000		
Jetty Add rock to increase jetty height	General				100,000			
4 WD Tractor				35,000				
Vehicle Replacement	General	USDARD	34,574			30,000		
Parks & Recreation								
Beach Safety Swimming area buoys, float line, signs	General		10,000					
Equipment & stands for 2 lifeguards; 1 jet ski					26,000			
Playground Equipment Replacement	General	CCP, Epiphany ESCF		30,000	20,000			
Basketball Court, including fencing	General				75,000			

Improve & Landscape Drainage Areas in Central Park	General	CBSF, CBRF			25,000			
Video Security Systems Central Park, Civic Center, Beach	General	USDARD		10,000				
Police Deparatment								
Patrol Vehicle Replacement	General	USDARD	25,326	26,000	26,000	26,000	26,000	
Dashboard Cameras for Patrol Vehicles 4 vehicles, one already equipped	General	USDARD		10,600	10,600			
Administration & Finance								
Civic Center Furniture & Equipment	General		17,000					
Town Hall Phone System Replacement	General		3,737					
Electronic Document Scanning	General		9,200					
Enterprise Resources Planning System Replacement	General			55,069				
Vehicle Replacement Code Enforcement/Damage Assessment 4WD	General	USDARD		25,302				
Develop Third Floor of Library Building for Town Offices Elevator, wall reconfiguration, HVAC, electrical, painting, etc.	General	Sell Town Hall						300,000
Library								
HVAC Second Floor	General		10,000					
Total General Fund			144,837	1,941,971	707,600	316,000	1,116,000	6,850,000
Harbor								
Truck				10,000				
Offshore Breakwaters	Harbor General	VPA 75%		860,000			860,000	860,000
Inshore Wave Attenuator, A Dock, With Additional Slips	Harbor	VAP 75% BIG			250,000			
Inner Basin Bath House	Harbor	VPA 75% BIG				175,000		
Inner Basin Floating Slips	Harbor	VPA 75% BIG						1,000,000
New Fueling & Harbor Master's Dock	Harbor	VPA 75%						620,000
Harbor Master's Building	Harbor	VPA 75%						650,000
Total Harbor Fund				870,000	250,000	175,000	860,000	3,130,000

Waterworks								
Valve Exerciser (50%)				3,500				
Chloramine System Ammonia Injection during warm weather to reduce TTHMs	W&WW		33,000					
Keck Wells Pipeline	W&WW	Facility Fees	60,000		500,000			
Automatic Flush Systems Reduce TTHMs & flush WW collection system	W&WW		10,000	20,000	20,000			
Improve finished water aesthetics Improve softener, etc.	W&WW				100,000			
Drying Bed for Backwash Waste Disposal of iron & manganese sediment	W&WW				250,000			
Pretreatment for Lower Aquifer Withdrawal	W&WW	Facility Fees				75,000	650,000	
Vehicle Replacement	W&WW	USDARD	16,000			14,300		
Plant Expansion Depending on growth, increase from 500K to 1M gpd	W&WW	Facility Fees						2,300,000
Wastewater System								
Valve Exerciser (50%)				3,500				
Manhole Refurbishment	W&WW		40,000					
Gravity Pump Stations Refurbishment Plum and Pine Streets	W&WW		30,000	100,000	200,000			
Emergency Generator, Mason Avenue Pump Station Replace aging unit	W&WW				50,000			
Odor control Install chlorine injection at 3 vacuum pump stations and Mason Avenue	W&WW				40,000			
New Pump Controls, Mason Avenue Pump Station Replace old technology and interface with plant SCADA	W&WW			65,000				
Septage Receiving Facility Ability to process septic tank pump outs	W&WW	Sales Revenue			50,000	200,000		
Residual Solids Composting Facility Compost & sell solids instead of landfill	W&WW	Tip Fees & Sales Revenue				50,000	450,000	
Membrane Replacement 7 year nominal, maybe 10. Plant recapitalization in Facility Fee calculation.	W&WW	Facility Fees					50,000	100,000
Plant Expansion Depending on growth, increase from 250K to 500K gpd	W&WW	Facility Fees						5,000,000
Reuse Pipeline & Reject Storage	W&WW	Facility Fees						750,000

Depending on growth (250K gpd limit)

Vehicle Replacement	W&WW	16,000			14,300		
Total Water & Wastewater Fund		205,000	192,000	1,210,000	353,600	1,150,000	8,150,000
Total All Funds		349,837	3,003,971	2,167,600	844,600	3,126,000	18,130,000
Five Year Average	1,898,402						

February 10, 2015

Summary of changes to Capital Improvement Plan based on discussions at the Town Council Budget Retreat, February 5, 2015:

Pine Street Parking Lot – Re-phased to build trash management facility in FY 2016; parking lot in FY 2017. Getting quote on cost to bring first phase to 100% design/bid package.

Mason Ave. Streetscape Improvements – Added $50K place holder in FY 2017 & FY 2018.

Beach Pavilions – Added $30K for one on north end in FY 2018.

Jetty – Added $100K to increase jetty height in FY 2017.

Beach Safety – Moved $10K for swimming area from FY 2016 to FY 2015, and $26K for lifeguard equipment from FY 2016 to FY 2017.

Basketball Court – Moved from FY 2016 to FY 2017.

Improve & Landscape Drainage Areas in Central Park – Moved from FY 2017 to FY 2016.

Video Security Systems – Moved from FY 2017 to FY 2016.

Dashboard Cameras – Revised to $22K based on current quotes.

Enterprise Resources Planning System – Moved from FY 2017 to FY 2016.

HVAC Second Floor – Revised to $10K.

Chloramine System – Moved from FY 2016 to FY 2015.

Keck Wells Pipeline – Moved from FY 2016 to FY 2017.

Manhole Refurbishment – Revised to $40K.

Emergency Generator, Mason Ave. Pump Station – Moved from FY 2016 to FY 2017.

Membrane Replacement – Added $100K to "Beyond" column.