



## **TOWN COUNCIL**

### **Work Session**

October 13, 2016

Cape Charles Civic Center

6:00 p.m.

1. Call to Order
  - A. Roll Call
  - B. Establish quorum
  
2. Order of Business:
  - A. Tourism Zone Ordinance
  - B. Cape Charles Community Trail Future Phases Re-prioritization
  
3. Adjourn

|  |  |   |  |
|--|--|---|--|
|  <p><b>TOWN OF<br/>CAPE CHARLES</b></p> | <b>AGENDA TITLE:</b> Draft Tourism Zone Ordinance  |   | <b>AGENDA DATE:</b><br>October 13, 2016              |
|  | <b>SUBJECT/PROPOSAL/REQUEST:</b> Draft Tourism Zone Ordinance sent from Planning Commission following completion of their review and discussion. |   | <b>ITEM NUMBER:</b><br>xx                            |
|  | <b>ATTACHMENTS:</b> Draft Tourism Zone Ordinance.  |   | <b>FOR COUNCIL:</b><br>Action ( )<br>Information (X) |
|  | <b>STAFF CONTACT (s):</b><br>Larry DiRe  | <b>REVIEWED BY:</b><br>Brent Manuel, Town Manager |  |

**ITEM SPECIFICS:**

The Code of Virginia states the following on the creation and implementation of Tourism Zones in the Commonwealth:

§ 58.1-3851. *Creation of local tourism zones.*

*A. Any city, county, or town may establish, by ordinance, one or more tourism zones. Each locality may grant tax incentives and provide certain regulatory flexibility in a tourism zone.*

*B. The tax incentives may be provided for up to 20 years and may include, but not be limited to (i) reduction of permit fees, (ii) reduction of user fees, and (iii) reduction of any type of gross receipts tax. The extent and duration of such incentive proposals shall conform to the requirements of the Constitutions of Virginia and of the United States.*

*C. The governing body may also provide for regulatory flexibility in such zone that may include, but not be limited to (i) special zoning for the district, (ii) permit process reform, (iii) exemption from ordinances, excluding ordinances or provisions of ordinances adopted pursuant to the requirements of the Chesapeake Bay Preservation Act (§ [62.1-44.15:67](#) et seq.), the Erosion and Sediment Control Law (§ [62.1-44.15:51](#) et seq.), or the Virginia Stormwater Management Act (§ [62.1-44.15:24](#) et seq.), and (iv) any other incentive adopted by ordinance, which shall be binding upon the locality for a period of up to 10 years.*

*D. The establishment of a tourism zone shall not preclude the area from also being designated as an enterprise zone.*

(2006, c. [642](#); 2008, c. [462](#); 2013, cc. [756](#), [793](#).)

**BACKGROUND:**

The Planning Commission reviewed and discussed the draft of the Tourism Zone Ordinance dated September 29, 2016 (attached) at their October 4<sup>th</sup> regular monthly meeting. This draft included all comments and revisions received from the Town’s attorney. The Commissioners recommended removing Section xx-6.7 on the grounds that since this is a reimbursement program for completed work, there are no grounds for requesting repayment of funds, since those funds reimburse the owner for the owner’s prior expenses. The Planning Commission completed their review, and voted to send the document to Town Council as amended.

**RECOMMENDATION:**

Staff recommends reviewing the draft Tourism Zone Ordinance, and taking appropriate legislative action.

# Draft Tourism Zone Ordinance

Revised 9/29/16

- Sec. XX-1. - Purpose.  
The town council finds that the creation of a local tourism zone, with incentives for growth, as authorized by Code of Virginia, § 58.1-3851, as amended, will foster the town's development, maintenance and expansion of businesses engaged in the tourism industry, all of which would benefit the citizens of the town.
- Sec. XX-2. - Administration.  
This chapter shall be administered by the town manager or his or her designee (the "administrator"). The administrator shall be responsible for determining if a business qualifies as a qualified tourism business, and shall determine and publish the procedures for obtaining the benefits created by this chapter.

The application procedure is as follows:

- 1) The business will submit a completed application with all required documentation. The application will list Applicant/Contact information and provide the required project information described below. The application will also contain a certification from the applicant that the business is in compliance with all town ordinances and has no outstanding debts to the town or delinquent taxes to the town or Northampton County. The application must be signed by the owner (if an unincorporated business), a duly authorized officer (if a corporation) or manager (if a limited liability company), or the general partner (if a partnership). Each person signing shall certify that he or she is fully authorized to sign the application on behalf of the business.
  - 2) Project Information requires a business plan or narrative which includes the following:
    - a) General description of the business's history, including its formation, the products and/or services it has provided, and any other significant activities.
    - b) Description of the operation and/or financial relationships with any parent or subsidiary, and describe any changes in ownership that may occur as a result of this project.
    - c) Detailed description of the actions the business will take that will qualify it for the credit.
    - d) Revenue projections for the 5 year term of the credit/incentives.
    - e) Estimate of the amount of building and other town fees required to complete the capital investment plan.
    - f) Estimate of the increased assessed value of real property.
    - g) Estimate of the increased assessed value of business personal property or machinery and tools.
    - h) If facility and connection fees will be assessed as a result of the project, list the cost of those fees.
    - i) Number of full and part time jobs created.
- Sec. XX-3. - Boundary area.  
The entire area of the Town of Cape Charles is designated a tourism zone pursuant to Code of Virginia § 58.1-3851, as amended.
  - Sec. XX-4. - Definitions.  
The following words, terms and phrases, when used in this chapter, shall have the meanings ascribed to them in this section, except where the context clearly indicates a different meaning:

*Economic stimulus credits* means the incentive credits payable to a qualified tourism business as provided in section XX-6 of this chapter.

*Existing business* means a corporation, partnership, limited liability company, or sole proprietorship authorized to conduct business in the Commonwealth of Virginia, located in and actively engaged in the conduct of trade or business in the town prior to the adoption of this chapter.

*Full time job* means a full-time employee as defined according to the federal definition found in 26 US Code Subtitle D Chapter 43 Section 4980H, with reasonable allowances for holidays and vacations.

*New business* means a corporation, partnership, limited liability company or sole proprietorship authorized to conduct business in the Commonwealth of Virginia not previously located in the town that begins actively conducting business after the adoption of this chapter.

*Part time job* means an employee working a minimum of fourteen hours weekly and fewer than the number of hours required to meet the definition of full time job defined in this section.

*Qualified tourism business* means a new or existing business that has met the applicable qualifications set forth in section XX-5 of this chapter and that is engaged in provisioning services, concierge and accommodation services, conference center services, galleries, recreational facilities/services, entertainment, food services, day spas, specialty food stores, gift stores, special events/services, fishing, tourism-related communications, transportation, or any other similar activity deemed appropriate for a tourism zone as defined in another jurisdiction of the commonwealth and approved by that jurisdiction, and found as such by the administrator.

- Sec. XX-5. - Qualifications.

To be eligible for economic stimulus credits a qualified tourism business must:

- 1) Create and maintain a minimum of one (1) new full time or two (2) new part time jobs.
- 2) Make a new verified capital investment of no less than \$2,000.00 in a building, building improvements, and/or in depreciable assets. A capital investment does not include the cost to purchase real property.
- 3) Hold a current town business license and be current in all tax and utility bill obligations to the town, and all tax obligations to Northampton County.
- 4) Be in compliance with all town ordinances.

- Sec. XX-6. - Economic stimulus credits and enforcement.

- 1) A qualified tourism business shall be eligible to receive the following economic stimulus credits:
  - a) A credit equal to 25 percent of the new or increased capital improvement tax paid to the town with a verified capital investment of not less than \$2,000.00 to a maximum of \$1,000,000.00 capital investment.
  - b) A credit equal to 50 percent of the amount of the net increase in real estate tax paid to the town.
  - c) A credit equal to 50 percent of the amount of BPOL tax paid to the town.
  - d) For a qualified tourism business that maintains at least eighty-five (85) hours weekly of full time and part time staff employment, a credit of up to 50 percent of the facility and connection fees paid to the town.
  - e) A credit of up to 50 percent of the building permit fees paid to the town for the approved project.
- 2) The economic stimulus credits shall be awarded according to a flat credit structure for taxes described in subparts (1)(a) through (1)(c) above and a tiered structure for fees described in subparts (1)(d) and (1)(e). The amount of economic development stimulus credits awarded for fees shall be determined by the administrator based on a qualified tourism business's application alignment with Section XX-5 (1) through (4) and all or some of the following criteria: preserves or enhances retail sales tax base; fills a vacant storefront; eliminates blight; prevents demolition by neglect; and increases payroll by at least forty-four (44) hours of full time and part time staff employment per week.

The administrator shall make an award recommendation to the town council for final approval. Following the decision of the town council, the administrator will send a letter to the applicant business stating the following:

- a) Whether the business qualifies for economic stimulus credits.
  - b) If the business qualifies, the potential amount of the credit(s) and the period(s) over which the credit(s) will be awarded.
  - c) The required actions for the business to remain qualified to receive the credit(s).
- 3) No taxes, fees, or other charges shall be deemed waived by this chapter. All such taxes, fees, and charges shall be paid by the qualified business in full as and when due. Economic stimulus credits described in

subparts (1)(a) through (1)(c) above that are awarded to a qualified tourism business shall be paid annually, in arrears, for each year that the qualified business meets all eligibility criteria up to a maximum of five years. If a qualified business fails to meet all eligibility criteria in any given year, the economic stimulus credits for that year and all future years shall be forfeited. Economic stimulus credits described in subparts (1)(d) and (1)(e) above that are awarded to a qualified business shall be paid upon verification by the administrator of the completion of construction of the improvements to which the applicable facility and connection fees and/or building permit fees relate.

- 4) As a condition to receiving an economic stimulus credit, a qualified business agrees to provide such information and allow such inspections as the town deems reasonably necessary to verify the eligibility criteria and to ensure the qualified business's ongoing compliance therewith.
- 5) Notwithstanding anything to the contrary in this chapter:
  - a) An otherwise qualified tourism business shall lose its eligibility for economic stimulus credits, and shall repay any previously awarded economic stimulus credits, upon any of the following:
    - i) A violation by such business or, to the extent related to the operation of the business, by any of its principals or officers, of any statute, regulation, or order of the United States or the Commonwealth of Virginia or any department or agency thereof; or
    - ii) A violation of any town ordinance that continues beyond the applicable cure period or, if none, a period of ten days.
  - b) All economic stimulus credits are subject to the appropriation requirements of the Commonwealth of Virginia and the town.
- 6) If a qualified tourism business leaves the town to conduct business in another location within three (3) years after the expiration of all incentive periods, it will be required to repay the town the total amount of economic stimulus credits received.

- Sec. XX-7. - Non-waiver.

Unless expressly stated herein, this chapter shall not be construed to waive the requirement of any ordinances, regulations, and policies that require permits and approvals for land use, construction, and business operation. Additionally, unless stated otherwise herein, nothing in this chapter shall be construed as waiving the right of the town to enforce its ordinances, regulations, or policies or to collect taxes, fees, fines, penalties, or interest imposed by law or by ordinance.

4813-0653-8553, v. 1

# Phases

|                    | <u>Plan</u> | <u>Now</u> |
|--------------------|-------------|------------|
| Central Park       | 1A          | 1          |
| North Peach Street | 1B          | 2          |
| South Peach Street | 1C          | 3          |
| Gateway            | 2           | Future     |
| Washington Avenue  | Future      | 2          |
| Bay Avenue         | Future      | Future     |
| Mason Avenue       | Future      | Future     |
| Fig Street         | Future      | Future     |
| Harbor Linkage     | Future      | 1 & Future |

# Master Plan Recommendations

*Bottom Left: Existing trail along the north section of Fig Street providing access to Kings Creek Marina*

*Bottom Right: Rt. 184 heading toward Cape Charles, note the water tower in the background*



## Community Trail Network

The proposed Community Trail Network links Cape Charles residents and visitors to the town's many destinations. It also links to and incorporates the bicycle and trail recommendations of adjacent localities and planning district commissions. New and existing developments along the network are encouraged to incorporate trails into their parcels that link into the community network. For planning and implementation purposes, the trail network has been broken up into two areas: the historic district area and the surrounding perimeter area. In each of these areas, trail amenities such as lighting, benches, and trash receptacles should be consistent with adopted historic district guidelines.

### *Perimeter Character & Linkages*

The perimeter trail network focuses on linking the core area of the town and its many destinations to surrounding areas. Four main spines radiate from the central core. Each is discussed below.

#### *Rt. 184*

The proposed trail along Rt. 184 includes both a shared use path separated from the roadway and an on-road bicycle facility, such as the paved shoulder that exists today. This trail ties directly into the Accomack-Northampton Planning District Commission's and Northampton County's plans to develop a shared use path from Cape Charles to Cheriton.



#### *Old Cape Charles Road*

The proposed trail along Old Cape Charles Road includes both a shared use path separated from the roadway and an on-road bicycle facility, such as paved shoulders. The shared use path is only proposed to go as far as the entrance to the Bay Creek development, coming from town. Roadway improvements to the ninety degree turn just prior to the Bay Creek development should be addressed prior to, or concurrent with, bicycle and pedestrian accommodations in this area.

#### *Bay Shore Road*

Bay Shore Road lies within the harbor mixed use district. With the likely development and redevelopment of this area, roadway alignments may shift. Should they shift, the recommended trail facilities should be an integral part of their alignments. The proposed trail along Bay Shore Road is a shared use path separated from the roadway. This section of the trail network provides direct access to the deepwater harbor from the southern sections of town and to the Sustainable Technology Industrial Park (STIP), Bay Shore Concrete, and the Coastal Habitat Natural Area Preserve trail. The town should work with Northampton County and the Department of Game and Inland Fisheries to ensure that public access to the natural area preserve is granted. There is also a shared use trail proposed along the northern property line of the STIP, providing alternative access.

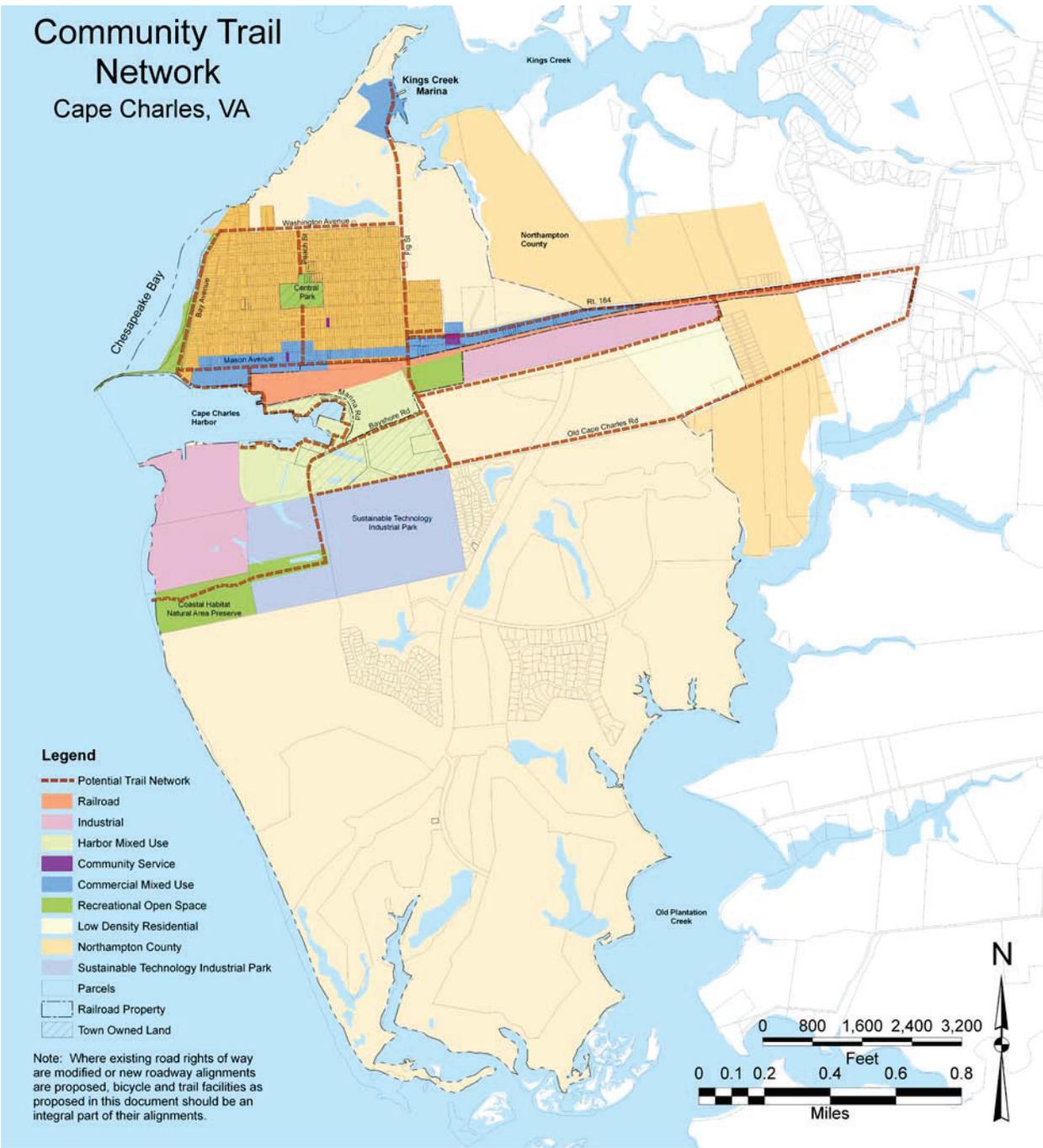
#### *North Section of Fig Street*

An existing trail along the northern section of Fig Street links the core historic area to Marina Villages and Kings Creek Marina. It is included on the trail network as an important connection to preserve.

### *Historic District Character & Linkages*

The historic trail network makes key linkages within the town's core. In this area, time has been spent detailing the character of the trail, its nodes, and alignments to ensure that the proposed trail remains consistent with the historic character of the town. The character of the trail in this area and its individual alignments are discussed in detail on the following pages.

# Community Trail Network Cape Charles, VA



Left: Proposed community trail network

Top Right: View of Old Cape Charles Road at the intersection to the Bay Creek development

Bottom Right: Boardwalk trail located within the Coastal Habitat Natural Area Preserve





## Historic District Character & Linkages

*Above: Mason Avenue in the early 1900's*

*Below: Existing streetscape pattern along Monroe Avenue, the east-west wide street radiating from the park*

*Opposite Page: Historic District Community Trail Network*

Care must be taken in designing and implementing the proposed trail in and around the historic district. The town's listing as a national historic district is not only due to its numerous architecturally intact buildings, but also because of its unique layout and landscape architectural patterns.

It was the goal of the trail in this area to assist in the protection, preservation, and interpretation of the town's historic character and qualities while meeting the needs of modern day trail users.

In general, the trail network in this area has four distinct quadrants, one along each of the roadways that define the original grid: Fig Street, Washington Avenue, Bay Avenue, and Mason Avenue. Each of these areas are distinct from each other, and as such is the trail. However, within each of these areas there are three common elements that tie the network together and tie the trail

back to the patterns established by the original town layout.

The first common element is the idea that trail should remain on the outskirts of the national historic district as much as possible, limiting any unnecessary disturbance of the existing historical elements and streetscape patterns. Therefore, the trail alignments along Fig Street, Washington Avenue, Bay Avenue, and Mason Avenue all lie on the opposite edge of the street related to the historic district. This also provides the trail user the opportunity to easily view, from across the street, those historic elements and offers the opportunity to experience them intact, if desired.

The second common element is that the trail throughout this district, except within the commercial areas, be separated from the roadway with a green space. This will preserve the historic streetscape pattern throughout town and provide additional safety to trail users.

The third common element is the establishment of major nodes at each end of the widened roadway sections radiating from the park to the outside edge of the grid. This enforces the town's original layout and helps to tie the trail into that layout. The details of these nodes along with the individual character of each quadrant are located on the following pages.

Many of the interpretative "storyboards" are located along the proposed trail at key nodes. These storyboards should be incorporated into the design at each of these nodes.







## Gateway

*Above: Existing town water tower along Rt. 184*

*Middle: Existing gateway intersection at Rt. 184 & Fig Street*

*Bottom Left: Existing gateway corridor along Rt. 184*

*Bottom Right: Proposed gateway intersection at Rt. 184 & Fig Street*

*Opposite Page: Proposed gateway improvements*



Rt. 184 serves as the town's primary access route averaging 4,100 vehicles daily. The proposed trail along Rt. 184 provides linkage to the Cape Charles Museum and offers multiple opportunities for improving the town's gateway. Several recommendations for the area's future development are listed below.

### *Cape Charles Museum*

The Cape Charles Museum is one of the major destinations along the trail. It lies along Rt. 184 a little over a tenth of a mile east of the Rt. 184 and Fig Street intersection. The museum is located in the 1947 late Industrial Deco style building that served as an electric power generating station for 40 years. The building and its lot mark the beginning of the Cape Charles National, State, and Local Historic Districts and concurrently can mark the beginning of the gateway to town.

### *Rt. 184 Corridor*

The trail along this one-tenth of a mile section of Rt. 184 is proposed to be located on both sides of the street. This is the only section on the network where a trail is proposed on both sides, as it will help to designate this area as the town's gateway. The town's Comprehensive Plan calls for future commercial development

in this area. The development of the trail and various streetscape improvements will help to spark private investment in the area. Any trail and / or streetscape improvements should take into account future anticipated roadway improvements.

### *Rt. 184 / Fig Street Intersection*

Improvements to the Rt. 184 and Fig Street intersection are desired by the town. The current traffic pattern at this intersection can be confusing and dangerous to pedestrians and motorists not familiar with the area. The latest request to VDOT includes, among other road improvements, the implementation of a roundabout at this intersection. Roundabouts can improve motorist and pedestrian safety, when designed correctly, such that pedestrians need to only cross the path of traffic moving in one direction at a time. They also provide the opportunity to improve the aesthetics of key intersections.

### *Gateway Plaza*

The southeast corner of Rt. 184 and Fig Street is town owned property. The site was the previous location of the town's water tower and would be a nice location for a gateway plaza.







## Fig Street

Above: Historic residential structure along Fig Street

Bottom Left: Existing large sycamore trees along Fig Street

Bottom Right: Proposed streetscape along Fig Street looking north, with the trail added to the east side

Opposite Page: Proposed Fig Street improvements

### Existing Character

Fig Street forms the eastern boundary of the original town grid and is primarily a connector street surrounded mostly by residential homes on all but its southern most block. It serves as the only linkage to the new Marina Villages development, to the north of town, and as a primary connection to Mason Avenue, the town's commercial corridor. It serves approximately 1,000 vehicles a day. The southern end of the street is mostly developed, while the northern section has many vacant lots.

### Trail Alignment

The trail along Fig Street is proposed on its east side to preserve the historical integrity of the streetscape pattern on its west side. Generally, a 10-foot wide trail is ideal, but due to the presence of some large trees between the curb and proposed trail, certain sections may need to be reduced to 8-feet. Along all sections, except for the block south of Rt. 184 where commercial land uses ex-

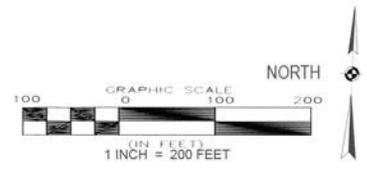
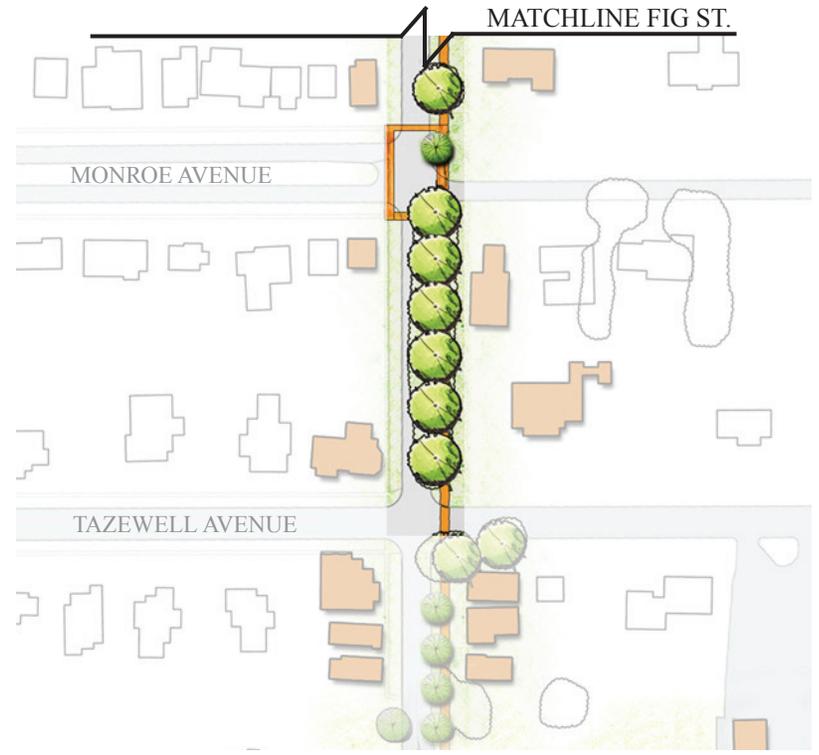
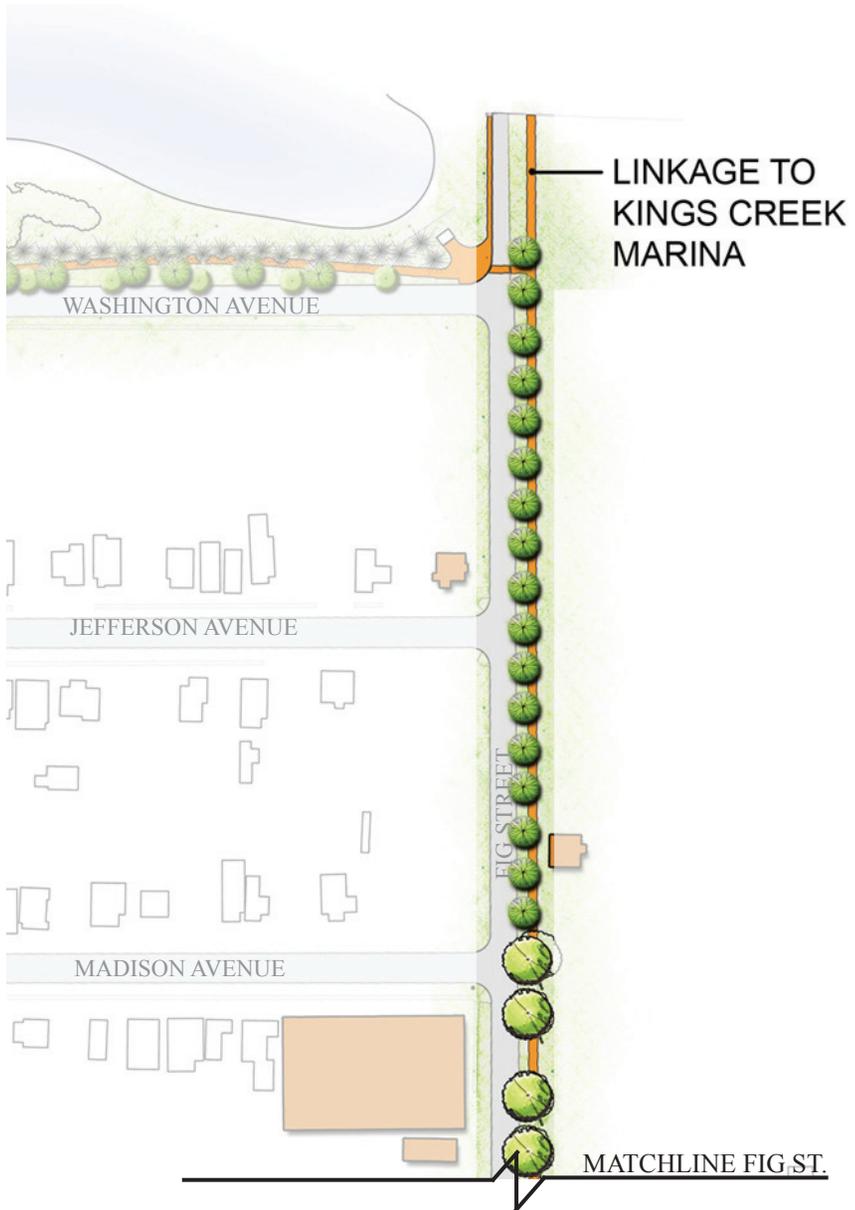
ist, the trail should be separated from the roadway with a planting strip to preserve the historical integrity of the streetscape.

In order to accommodate the trail on its southern most block, the street width may be able to be narrowed slightly, especially if VDOT approves the extension of Fig Street and at-grade crossing of the railroad tracks.

### Nodes

Two nodes are proposed along Fig Street; one at the gateway intersection of Fig Street and Rt. 184, previously discussed, and the other at the intersection of Monroe Avenue and Fig Street. This intersection marks the location of the wide east-west street radiating from the central park. However, at this intersection there is limited area for a node of any significance, so the plan just calls for decorative crosswalks to mark the node and safely make the connection to central park.







## Bay Avenue

Above: Historic home along Bay Avenue

Bottom Left: Existing boardwalk along Bay Avenue looking south

Bottom Right: Proposed boardwalk section along the west side of Bay Avenue at the Monroe Avenue intersection

Opposite Page: Proposed Bay Avenue improvements



### Existing Character

Bay Avenue forms the western boundary of the Sea Cottage Addition, an area to the west of the original town plan that was developed in 1911. This area quickly became the prominent residential area in the town and stately homes were built facing the Bay. Within the 100-foot right of way, the roadway section is very wide, approximately 64-feet that encompasses two travel lanes, a small central median, and parallel parking on each side. During the summer months, this roadway is heavily utilized by individuals accessing the beach, one of only two public beaches on the eastern shore. A concrete boardwalk adjoins the west side of the street with beach access points located at each crossing road intersection. The town previously received a grant to construct breakwaters to protect and replenish their beach. Sand fencing has also been installed along the areas on the northern end of the boardwalk to encourage additional sand dune development. The Pavilion, originally built in 1922 to house entertainment, and then reconstructed in 1991, sits on the boardwalk at the Randolph Avenue intersection.

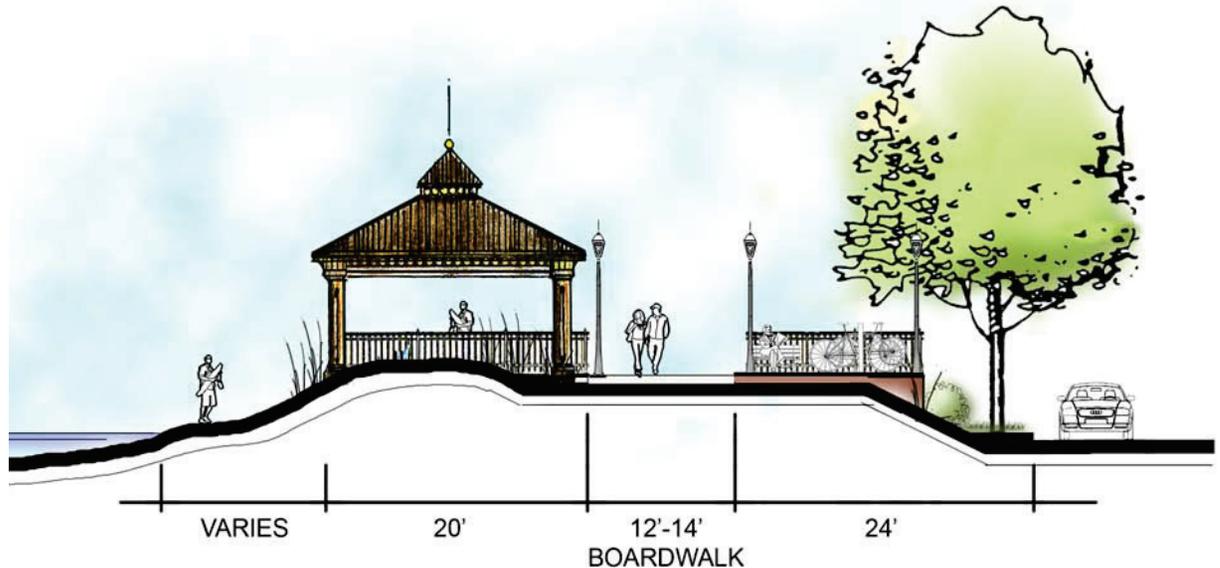
The southern end of Bay Avenue is a popular gathering point for residents and visitors. The Fun Pier, dedicated

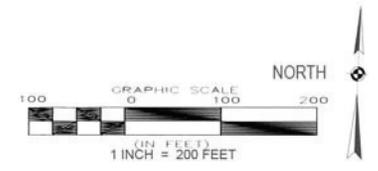
in 1995, was built on top of the government jetty which dates back to the creation of the harbor in the 1880's. It is a popular spot for fishing, bird watching, and viewing the harbor and Bay. This general area is also the location of one of the town's interpretative storyboards that highlights the Chesapeake Bay Impact Crater, the sixth largest impact crater on earth.

### Trail Alignment

The trail along Bay Avenue is proposed on its western side where the existing boardwalk is located. Given the anticipated activity along this corridor, the trail is recommended to be 12 to 14-feet wide. Decorative crosswalks and curb bump outs are proposed at each cross street intersection so that on-street parking does not block pedestrian beach access areas. The existing elevations at the intersections range from a couple of inches to almost 4 feet. Final designs in this area should accommodate ADA accessibility.

Modifications to the south bound lane are also recommended to improve pedestrian safety and provide additional parking spaces. Angled parking replaces the parallel parking and the median is increased in size, providing a safe half-way point for pedestrians and nar-







Above: Existing dolphin sculpture along the boardwalk

Bottom Left: Existing Pavilion along Bay Avenue at the Randolph Avenue intersection

Bottom Right: Existing view of the southern end of Bay Avenue

Opposite Page: Proposed southern terminus of Bay Avenue

rowing the visual image of the lanes, reducing vehicle speeds.

### *Nodes*

Nodes are proposed at each block; three major nodes and four minor nodes. At each of these, hardened beach accesses are proposed with covered areas, providing relief from the sun. The Pavilion will serve as the covered area for the Tazewell node. All other covered areas will be set back from the boardwalk so they do not compete with this historic structure. The major nodes are located at each end and in the center. They are further discussed below.

### *Northern Node (North Plaza)*

Restrooms, water fountains, foot washes, and bicycle racks are proposed at this node, along with a hardened beach access point.

### *Central Node*

The central node is located at the intersection of Monroe Avenue, the wide east-west street that radiates from the central park. At this location, a widened boardwalk area provides space for sitting, bicycle parking, foot washes, and a covered area providing relief from the sun.

### *Southern Node (South Plaza)*

The proposed southern node builds on the variety of activities that currently exist at this node. The roadway intersection is modified to accommodate short-term parking, and a covered educational display area is added with restrooms, water fountains, foot washes, bicycle racks, and sitting areas. On the south side of the educational display area, an informal amphitheater with access to one of four proposed water taxi stops is proposed.







## Mason Avenue

Above: Existing northern side of Mason Avenue

Bottom Left: Existing southern side of Mason Avenue

Bottom Right: Proposed typical section along Mason Avenue with the trail on the southern side

Opposite Page: Proposed Mason Avenue improvements



### Existing Character

Mason Avenue forms the southern boundary of the original town plan and serves as its commercial corridor. Within the 70-foot right of way, the roadway section is fairly wide, approximately 44-feet, including two travel lanes and parallel parking on either side. The three blocks on Mason Avenue between Harbor Avenue and Peach Street house most of the commercial business and consequently are the most active. Almost all of the commercial buildings lie along the north side of the street, because historically the south side of Mason Avenue was owned by the railroad. This provides a very unique one-sided main street with views overlooking the activity of the railroad and harbor. Future plans call for mixed-use development of the south side of Mason Avenue. Many historic structures lie along this corridor, from a Neoclassical limestone bank building to an Art Deco historic theater.

### Trail Alignment

The trail along Mason Avenue is proposed on its south side to avoid the regular pedestrian activity along the north side streetscape and to provide views of the his-

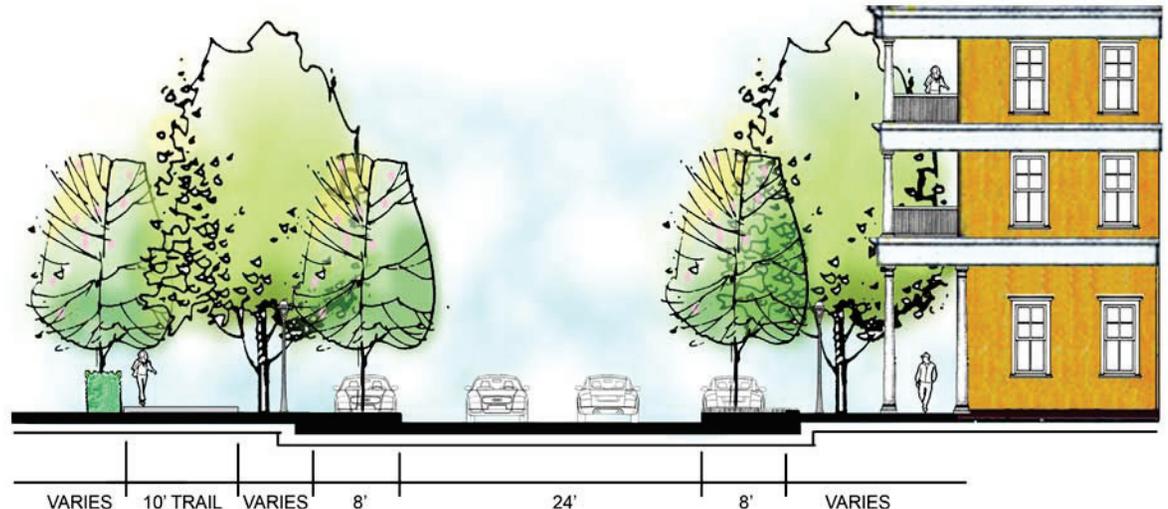
toric structures and patterns. A 10-foot wide trail area should be incorporated on the southern side of the roadway. Ideally, it should be set back from the roadway approximately 3-feet to allow for periodic planting areas adjacent to the roadway. Curb bump outs and decorative crosswalks are proposed at several key intersections to safely facilitate pedestrian movement and visually reduce the width of the roadway, slowing traffic speeds.

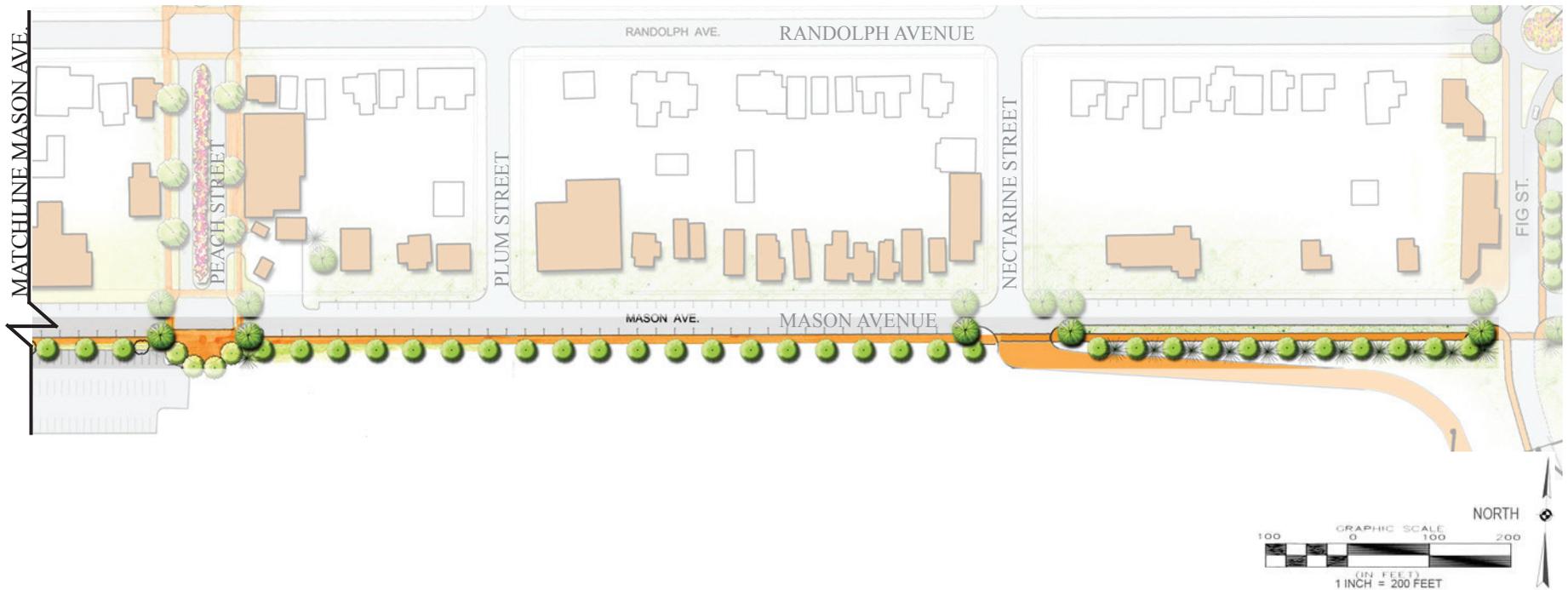
### Nodes

One node is proposed along Mason Avenue at Peach Street, the wide north-south street that radiates from the central park. Decorative crosswalks and a public plaza on the south side of Mason are proposed at this intersection. The lot to the east of this area is owned by Bay Coast Railroad and will be the future boarding site for various passenger railroad excursions.

### Harbor Linkage

Linkage to the harbor from Mason Avenue is proposed at the east and west ends. These linkages are discussed in detail on page 36.







## Harbor Linkage

*Above: Sailboats docked at the deepwater harbor*

*Bottom Left: Informal right of way just east of Pine Street where, historically, ferry passengers gathered*

*Bottom Middle: Aerial view of the “Hump”*

*Bottom Right: Eastern Shore Tug positioning a carfloat for unloading, photo by Russell Underwood*

*Opposite Page: Proposed Harbor trail alignment*



### *Existing Character*

Historically, the link between the railroad and the town was strong. The two entities greatly depended on each other, and both prospered. The removal of passenger ferries in the 1950’s forced the railroad to focus its energies in a solely industrial business. This marked the beginning of the separation between the town and railroad, although, new management of the railroad is interested in utilizing the rail line, once again, for passenger excursions. These activities may help to reignite an active relationship between the railroad and the town.

An existing road right of way, accessing some of the few remaining railroad buildings, marks the general location where hundreds of ferry passengers would gather daily. This informal right of way, located on the south side of Mason Avenue just east of Pine Street, also provides informal pedestrian access to the harbor’s edge. From this point, it is possible to view the railroad freight passage that continues to this day and is one of the few such operations in the United States. No other pedestrian circulation is accommodated for, either on railroad property or across it to the town’s deepwater harbor just



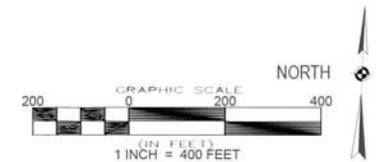
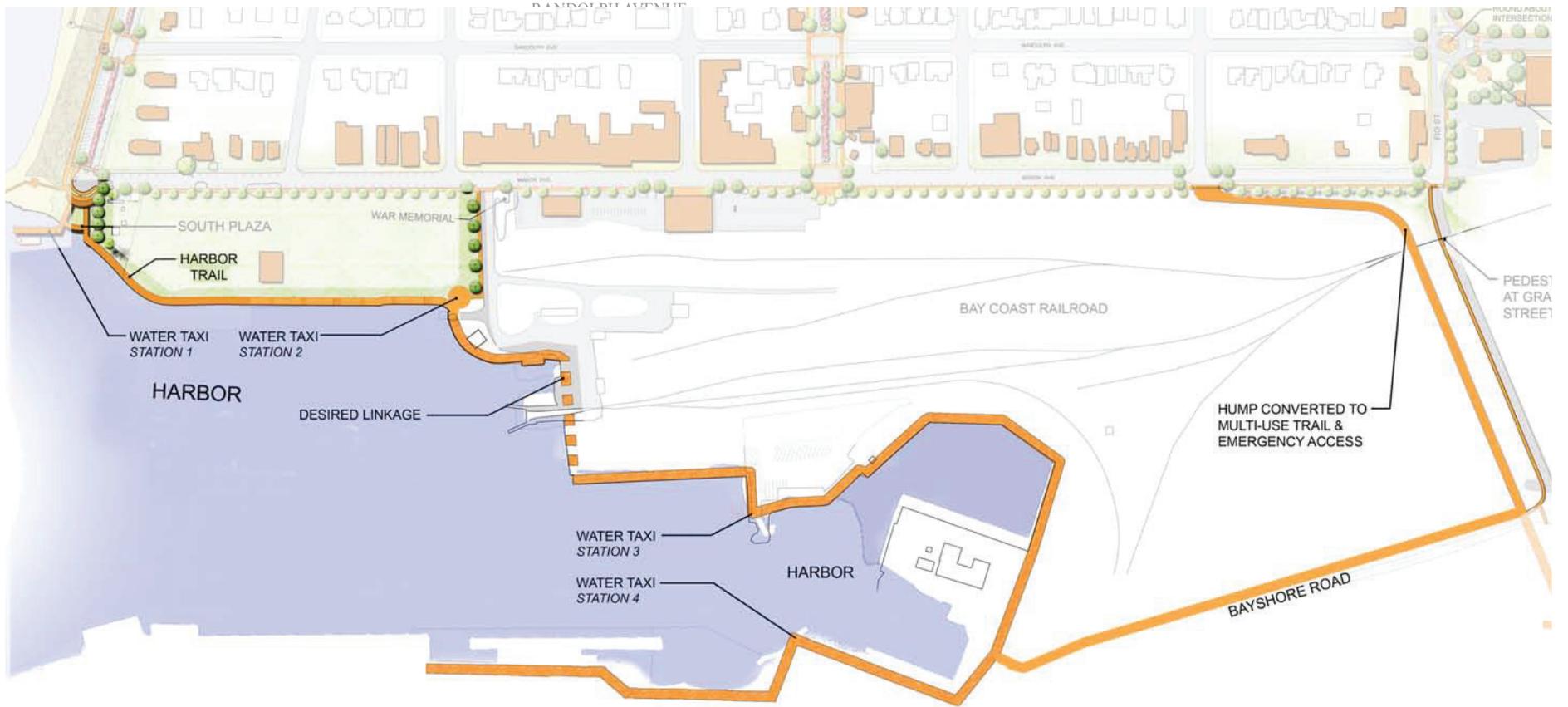
south of the rail yard. In order to access the harbor, individuals must drive over the “Hump” on the east side of town. The harbor is an active working harbor and an interesting environment to experience, with everything from recreational and commercial fishermen to industrial barge type operations.

### *Trail Alignment*

Three pedestrian trail linkages to the harbor have been included in this master plan. The first is located at the west end of Mason Avenue at its intersection with Bay Avenue. This linkage should be made in conjunction with the South Plaza improvements discussed on page 26, and improvements to the private property adjoining the harbor. This linkage will provide access to the harbor’s edge, but not directly to the harbor area.

The second linkage is in the general area where ferry passengers gathered to board the ferries and where informal pedestrian access occurs today. It directly links the harbor area to the town’s commercial core and is the most desired linkage point. However, at this time, the railroad has denied the linkage and it is included in this







Above: Existing railroad crossing / No trespassing sign

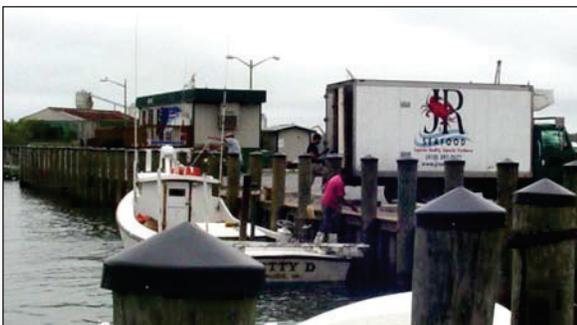
Top Left: Desired linkage crossing point of the railroad from the town's commercial district to the harbor

Bottom Left: Commercial fishermen unloading their catch

Bottom Middle: Existing harbor's edge just west of the public boat ramp

Bottom Right: Proposed typical section of the harbor boardwalk

Opposite Page: Proposed harbor nodes



document as a desired linkage for future consideration. In the interim, due to the potential economic importance of a direct pedestrian link from the town's commercial area to the town's harbor, other options have been explored. The first entails the utilization of a small golf cart or train taxi to transport individuals from the harbor across the tracks or the "Hump" to town. The second utilizes the same concept in the form of a water taxi service. A series of four nodes have been identified within the harbor area that could serve as potential locations for this type of service. Each of these options require additional research and would require the incorporation of several other town destinations along the route to make it a viable business. Other localities have utilized public private partnerships on similar ventures.

The third pedestrian linkage would mainly serve the eastern side of the town. The desired trail alignment is over the "Hump", provided it is converted into a pedestrian facility, with an alternate at grade crossing at Fig Street.



In addition to the pedestrian linkages desired between the town and harbor, a trail or "harbor boardwalk" is proposed along the entire edge of the harbor, within the 30-foot proposed public easement identified in the *Harbor Area Conceptual Master Plan + Design Guidelines*. The trail should be approximately 20-feet in width, although, the trail width and alignment must be sensitive to the necessary operations of the working harbor.

## Nodes

Four nodes are proposed around the harbor area. Each of these nodes could also serve as taxi stations, should that service be established. The first is located near the intersection of Bay and Mason Avenues and should be developed in conjunction with the south plaza discussed on page 26. The second node is located at the point where ferry passengers historically gathered to access the ferries and greet passengers. This is an ideal place for the development of a viewing area and interpretative displays of the adjacent rail to barge operation. The third node is adjacent to the public boat ramps and proposed market area. The final node is across the harbor on its south side. It is currently located on town owned land, but could be incorporated into the proposed mixed use development directly to the west.

