

Planning Commission

Work Session Agenda

Cape Charles Civic Center – 500 Tazewell Avenue

October 18, 2021, 3:00 P.M.

1. Call to Order
 - a. Roll call and establish a quorum
2. Consent Agenda
 - a. Approval of agenda format
3. Order of Business
 - a. Comprehensive Plan update
 - i. Transportation
4. Adjourn

TRANSPORTATION

Introduction

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.**

Existing Roadway System

Recent Annual Average Daily Traffic (AADT) data 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 and maintenance can be created.** 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.

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 automobile 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 Street and the Chesapeake Bay, called the Sea Cottage Addition, was constructed about 1909. This addition took into consideration automobiles and added alleys between the backs of the lots. Another small addition from Fig to Fulcher Streets, 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 ~~revisal~~ 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 Street and Randolph Avenue intersection is the most vulnerable. A traffic calming project is needed at this intersection.~~

Include Figure of Town Map with all Roads

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.

Entrance Corridor

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 the town and it is the main entry corridor. Cape Charles has worked with the county to create an Overlay District to protect these two sections of roadway as outlined in the Annexation Agreement of 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. 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.

Include Map of Entrance Corridor

Traffic Volume

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 report defines Complete Streets as roads that are designed for everyone, including people of all ages and abilities. These improvements should be designed to i) 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.

Include Daily Traffic Volumes Table and Map

184	Bay Ave/Mason Ave	65-1101 Pine St; 65-1106 Washington Ave														
		Town of Cape Charles (Maint: 65)	1.21	1600	G	98%	1%	1%	0%	0%	0%	F	0.109	F	0.552	1600
184	Stone Rd	65-1105 Hig St; 65-1112 Randolph Ave														
		Town of Cape Charles (Maint: 65)	0.21	1600	N	98%	1%	1%	0%	0%	0%	N	0.109	F	0.552	1600
184	Stone Rd	Heritage Acres Ct														
		Town of Cape Charles (Maint: 65)	0.06	4100	G	98%	1%	1%	0%	0%	0%	C	0.104	F	0.524	4200
184	Stone Rd	HCL Cape Charles														
		Northampton County	1.72	4100	N	98%	1%	1%	0%	0%	0%	N	0.104	F	0.524	4200
		US 13 South of Bayview														

Traffic Projections

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

Sidewalks

In November 2017, Accomac – Northampton Planning District Commission prepared an Eastern Shore of Virginia Sidewalk Study Inventory and Needs Assessment. The purpose of the study was to determine the location and adequacy of sidewalks and to prioritize replacement and repair of those that are inadequate by presenting the study to Virginia Department of Transportation (VDOT) and the local jurisdictions on Virginia's Eastern Shore.

Sidewalks were examined for compliance with the Americans with Disabilities Act (ADA) of 2010. In order to qualify as ADA-compliant, a sidewalk must be 5-feet wide not including the curb, have ramps that include “bubbles” for the sight-impaired, and must include flares on ramps and driveway cuts. Crosswalks are ADA-compliant if they connect two sections of ADA-compliant sidewalks.

Sidewalks were determined to be in one of three categories:

1. ADA Compliant – 5-feet wide not including the curb, “bubbles” on ramps, and flares at ramps and driveway cuts. No utility poles in the sidewalk.
2. Functional, but not strictly ADA-compliant – at least 3 feet wide, includes flares and ramps, but not “bubbled,” and ramps may be narrower than the rule. No utility poles in the sidewalk.
3. Non-functional – less than 3 feet wide, missing ramps and/or flares, utility poles in the sidewalk, broken heaved, etc.

Of the 15.1 VDOT-maintained miles, only 1.96 miles (13%) are ADA-compliant (category 1), 11.04 miles (73%) are functional but not ADA-compliant (category 2), and 2.03 miles (13%) are in category 3 – non-functional under ADA rules.

Insert Town Sidewalk Map located on page 29 of 2017 Sidewalk Study

According to VDOT, one mile of new sidewalk costs \$1.2 million, although VDOT construction cost estimates have been based on \$308,000 per mile. Therefore, replacing all 2.03 miles of non-functional Category 3 sidewalks owned and maintained by VDOT would cost \$2,436,000. This level of funding through VDOT is not likely to be available in the foreseeable future. Additional funding will need to be sought.

Potential funding sources:

1. CDBG Grants
2. MAP-21 Grants
3. VDOT Revenue Sharing Grants
4. VDOT Maintenance Funds

5. Private/Public Partnerships

Community Trail

The size of Cape Charles lends itself to walking and bike riding. A 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, second and third phases of the Community Trail are complete, and the fourth 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.

Include Figure of Entire Community Trail

Harbor

The Cape Charles Harbor serves local industry and commerce operations as well as tourists and recreational users. The Harbor was originally developed to load and unload railroad cars on barges. The Harbor is also used extensively by commercial watermen, particularly in the winter months.

Activity at the Cape Charles Harbor has increased in recent years. Cape Charles Yacht Center was founded by a local family to provide the highest quality custom maintenance and restoration work on fine yachts. In 2019, boatyard operations were taken over by a pair of marine industry veterans who are expanding Cape Charles Yacht Center's capabilities. They hope to position the Eastern Shore as the yachting epicenter of the East Coast.

The south side of Mason Avenue shall provide a visually inviting connection to the harbor for all modes of transportation.

Rail

As of May 18, 2018, the Bay Coast Railroad ran their last train before ceasing operations, thus ending train service that formed the Town of Cape Charles in 1884.

The rail line formed a part of a through route of the Pennsylvania Railroad, commonly known as the Delmarva Secondary Track, between Wilmington, Del., and Cape Charles, and from there by car float to Little Creek, where it connected with predecessors to Norfolk Southern Railway Company and CSX Transportation, Inc.

Parking

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.

Star Transit

STAR Transit has a bus route that connect 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.

Include Figure with Star Transit Routes

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 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 southern development.

AN/PDC Bicycle Master Plan

The Southern Tip Hike & Bike Trail is located on the Eastern Shore of Virginia Wildlife Refuge and connects to Kiptopeke State Park. There are plans to extend the trail further north along the abandoned railway. The abandoned portion of the railway does not extend into Cape Charles. However, the town ~~intends to work is working~~ with regional partners to ~~promote a connection of connect~~ the town's Community Trail to the regional Southern Tip Hike & Bike Trail.

Include Figures of Trail

Areas of Improvement

VDOT VTRANS Plans

The Code of Virginia directs the Commonwealth Transportation Board (CTB) to create an inventory of all construction needs for all transportation systems in the commonwealth to be used in the development of Virginia's Statewide Multimodal Transportation Plan, VTRANS. The VTRANS2040 Vision Plan and Needs Assessment was adopted at the end of 2015, followed by the adoption of mid-term Year 2025 Recommendations for priority investments in early 2018. It includes an updated vision, goals, and objectives as well as a set of guiding principles to support the commitment to performance-based planning set forth in VTRANS2035.

VTRANS2040—Eastern Shore Corridor, has nothing planned for the Town of Cape Charles. Work that is planned is limited to Rt. 13.

VDOT SMART Portal

The Smart Portal Application Tool provides public access to applications that have been submitted for various funding programs available through the Virginia Department of Transportation and the Department of Rail and Public Transportation. These programs include SMART SCALE, Transportation Alternatives Set-Aside (TA), Revenue Sharing (RS), highway Safety (HISP), Bike/Ped Safety (BSPS), Systemic Safety Improvements (SSI), Rail Safety Improvements, and State of Good Repair (SGR) Bridges and Paving

FY2020 has funded adding bicycle lanes on both sides of US Business 13 for approximately 1.2 miles, from Rt. T-1306 (Wilson Rd.) in Cheriton to US 13 Bypass.

VDOT Transportation Alternatives Program (TAP)

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 (VDOT) 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 not designated corridor within the town. The closest corridor (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 VDOT and certain classifications make the road eligible to receive federal aid for improvements and maintenance, increase the frequency of VDOT maintenance inspections and also determine road design features.

Minor Arterial

VDOT 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 area 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.

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 I Cape Charles and continues along Route 184 westward until the intersection of Mason Avenue and Pine Street.

Major Collector

VDOT 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 area designed to serve the more important intra-county travel corridors.

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.

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

Local Roads

VDOT 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 Routes 184 and 642, are classified as Local Roads.

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.~~

Goals, Objectives, Policies

1. Goal: Provide for a safe, efficient, multi-modal, and well-maintained transportation network that meets the needs of multiple users in and around the Town.
2. Goal: Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Town of Cape Charles area.

Objectives:

- a. Ensure that transportation system improvements are coordinated with land development.

b. Provide a quality transportation system for the growth areas identified on the Future Land Use Map that results in safe and convenient access between neighborhoods, downtown, harbor, and recreational areas.

c. Encourage pedestrian-oriented designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.

d. Plan and implement a comprehensive network of sidewalks and bicycle routes in the Town that serve neighborhoods, downtown, parks, playgrounds, and recreational areas.

e. Encourage and support regional transit service in Northampton County.

f. Coordinate multi-jurisdictional transportation system improvements in the Town's planning area (including Northampton County, the State, and neighboring Towns).

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APPENDIX

Transportation – Existing Conditions

Transportation is a major factor affecting the growth and development of a community. Residents and businesses depend upon an area's transportation network for the safe, reliable movement of vehicles, goods, and people. Map 15 provides an overview of the Town's major transportation facilities.

The Town's transportation plans and policies encourage and can to a large extent guide the type and direction of development. While road systems offer an effective way to move people and goods among various geographical areas, they also have other effects. Roadways have a significant impact on land development, economic conditions, and the overall quality of life in a community. Public services such as police, fire and emergency rescue also rely on the safe and adequate provision of roadways. Furthermore, the course of a roadway often determines the paths for public utility lines, including water, sanitary sewer, storm sewer, electrical power, and communications. Facilities for rail, water, pedestrian, and other modes of transportation must also be taken into account. These factors make transportation planning crucial to many aspects of a community.

Street System

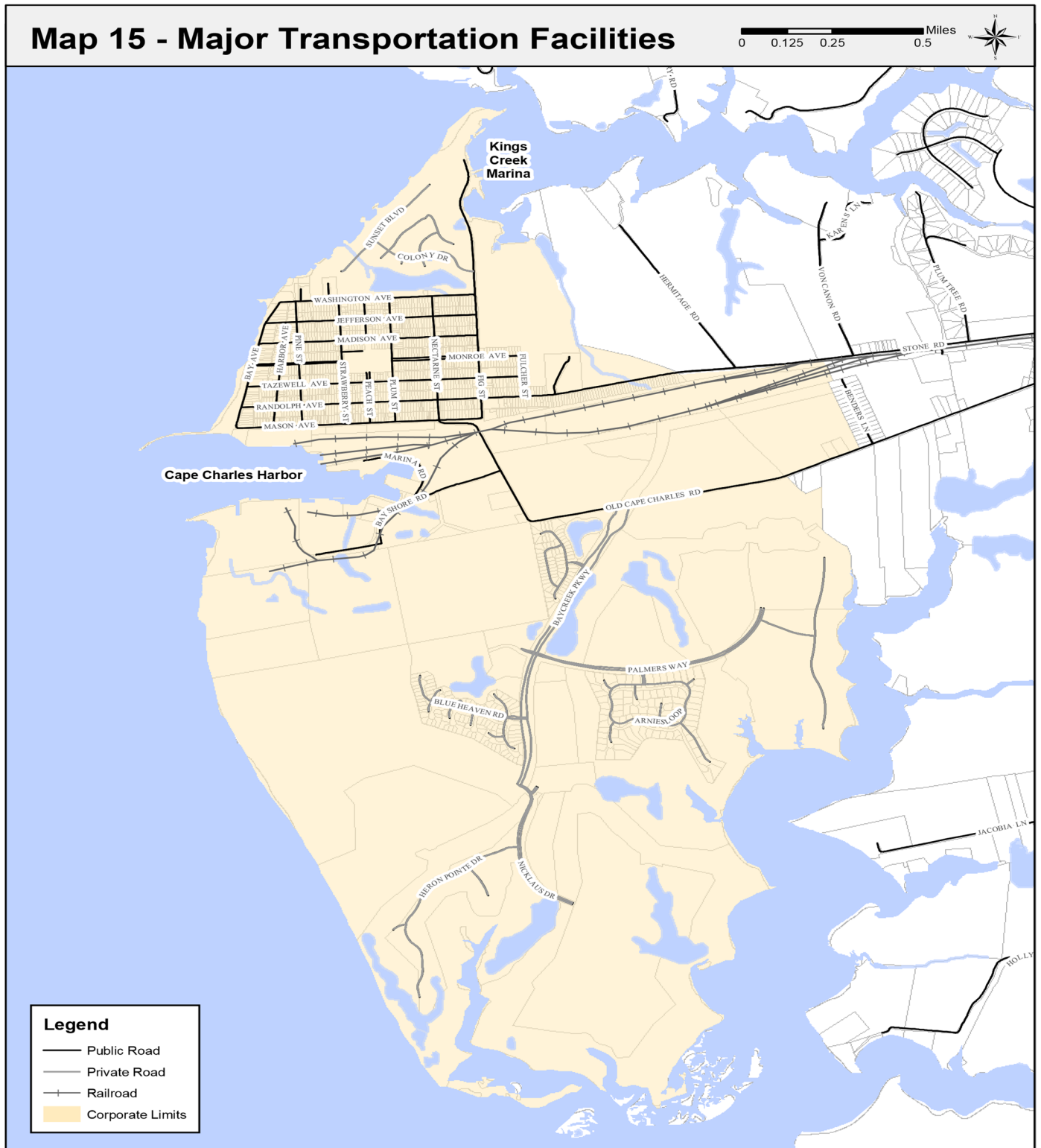
The predominant form of transportation in Cape Charles is the street system, which consists of arterial roads, collector roads, and local roads. Arterial roads link the local transportation network to destinations outside of Town. Collector roads gather vehicles from local roads or rural areas and distribute them to either local destinations or to an arterial road. Local neighborhood roads serve to collect and distribute traffic between parcels of land and the collector or arterial roads. Local roads provide access to collector roads in such a manner that through traffic is not encouraged to use these minor roads as a shortcut route.

Route 184 connects Cape Charles to Route 13 and serves as the main arterial road of the Town. Route 184 intersects the Town's historic street grid at Fig Street. The Town's most active collector roads in the Historic District are Fig Street, Mason Avenue, Bay Avenue, and Randolph Avenue. These roads conduct traffic from the local roads in the historic grid to Route 184.



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Map 15: Major Transportation Facilities (needs updating)



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Route 642 connects the Historic District to the harbor area and the southern tract of the Bay Creek development, and also serves as another arterial connection to Route 13. Route 642 includes an overpass, referred to as “the hump,” which intersects Mason Avenue at a sharp angle. ~~Railroad tracks extend beneath the hump.~~ The sharp intersection of the hump and Mason Avenue results in difficult turns for large commercial vehicles. There has been discussion of eliminating the hump, ~~but the hump serves an important role in preventing traffic conflicts between motor vehicles and trains.~~ If an at-grade vehicular crossing was used to connect Route 642 and the Historic District instead of the hump, the overpass may still be necessary to provide emergency access between the northern and southern portions of Cape Charles.

Significant portions of Route 184 and Route 642 are outside of the Town’s boundaries. Planning for the sections of these roads outside of the Town’s boundaries is handled by the Virginia Department of Transportation (VDOT), and land use planning is handled by Northampton County. Cape Charles has recognized the important relationship these corridors have with the Town, and will continue to work with VDOT and Northampton County as these parties plan for the futures of Route 184 and Route 642.

The Town’s primary commercial road is Mason Avenue, which serves as the Town’s “Main Street.” The north side of Mason Avenue is lined with commercial buildings, with residences located at the east and west ends of the street. The old railroad area and other commercial development are on the south side of Mason Avenue. Parking for commercial establishments along Mason Avenue consists of on-street parking. Customers also park in the large parking lot ~~lot of the former grocery store behind the mixed-use buildings abutting Strawberry Street Plaza~~ on the south side of Mason Avenue.



Mason Avenue is connected to Fig Street, making the entrance into the Town’s commercial area somewhat disjointed. ~~The Town and VDOT have discussed constructing a roundabout at the intersection of Fig Street and Route 184 to improve traffic flow, but a plan for future intersection improvements is needed to formalize this concept.~~ The functionality of this intersection is particularly important, because it serves as a Town entrance, and traffic on both Route 184 and Fig Street is increasing expected to and will increase in the future.

The Bay Creek development is served by a network of private roads. While these roads are kept in a good state of repair, their physical specifications do not meet Virginia Department of Transportation standards for public roads. Therefore, these roads must remain private and in

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the future these roads must be maintained by ~~either~~ Bay Creek ~~or~~ and their association of property owners. Future impacts on the Town's transportation network can be expected as the population in the Bay Creek development increases. The main roads impacted will be those leading directly to the north and south tracts of Bay Creek, including Route 184, Cassatt Drive, Route 642, and Fig Street. Secondary effects will also be experienced on other roads as the population increase leads to an increase in traffic circulating throughout Town.

Daily Traffic Volume

The public roads in Cape Charles are owned and maintained by VDOT. VDOT measures the volume of traffic on its roads periodically. This information is used to estimate Annual Average Daily Traffic (AADT) on designated road segments. AADT equals the total annual traffic estimate divided by the number of days in the year. Traffic counts for primary and secondary roads are performed annually, while counts for other public roads are performed less frequently.

Route 184 and Route 642 are the only roads in Cape Charles for which VDOT performs traffic counts annually. VDOT data indicates that these roads have seen a little to no traffic increase ~~somewhat increase of traffic~~ in recent years. ~~From 2001 to 2005, the AADT for Route 184 remained roughly the same. The AADT increased by 6.7% for Route 642 from 2001 to 2005.~~ Table 32 provides annual AADT data for Route 184 and Route 642. The dates of the last annual readings ~~are unavailable~~ was December 18, 2018, ~~but visual observations indicate that traffic varies significantly on a seasonal basis.~~

Table 32: Annual Average Daily Traffic for Route 184 and Route 642, 2017-2001—20052019

Street Name	Route	From	To	2019 <u>2005</u> AADT	<u>2018</u> AADT	<u>2017</u> AADT
Stone Rd	184	Town boundary	Heritage Acres Ct	5500 <u>4100</u>	<u>4100</u>	<u>4200</u>
Old Cape Charles Rd <u>Stone Rd</u>	642 <u>184</u>	Town boundary <u>Heritage Acres Ct</u>	Mason Ave <u>Fig St</u>	960 <u>2600</u>	<u>1600</u>	<u>1600</u>
Old Cape Charles Rd	<u>642</u>	<u>Town boundary</u>	<u>Bay Ave, Mason Avenue</u>	<u>1100</u>	<u>1000</u>	<u>1100</u>

Data Source: VDOT Daily Traffic Volume Estimates, 2017- 2019~~2019-2005~~

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Traffic was measured on most of the Town's other public roads in ~~September-April of 2016~~2001 and again in February of 2004. ~~The details of this data can be viewed in the Appendix.~~ Map 16 provides a summary of the 2004 AADT data, ~~and Map 17 shows the change in AADT data from 2001 to 2004.~~

Overall, a significant ~~indecrease~~ in traffic was seen in the residential areas of the Town's Historic District. It is likely that a significant portion of the ~~decline-increase~~ is due to seasonal variations in traffic patterns. Traffic increases were observed on some roads, such as Randolph Avenue, Fig Street, Bayshore Road, and Marina Rd. It is likely that increases in commercial activity on Mason Avenue and near Bay Creek Marina are the reasons for the traffic increases on Randolph Avenue and Fig Street, while increases in activity at the Cape Charles Harbor and ~~Bayshore Concrete~~Coastal Precast Systems are the reasons for the traffic increases on Bayshore Road and Marina Road. VDOT uses a level of service rating to characterize the operating conditions of roads.

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Map 16: 20~~19~~¹⁹04 AADT Data (needs updating)

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Map created May 25, 2007 by the Town of Cape Charles

Data Source: Northampton County Planning Department, VDOT

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Map 17: Change in 2001 – 2004 AADT Data

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VDOT uses a level of service rating to characterize the operating conditions of roads. The rating is based on measures related to speed, travel time, maneuverability, traffic interruptions, and driver comfort. Table 33 provides a description of the level of service categories. VDOT considers the roads in Cape Charles to be in the “Urban/Suburban” category. The specific level of service present on the Town’s roads has not been determined by VDOT, but most roads in Cape Charles can be described as having an “A” level of service, and some busier intersections with delays of five to fifteen seconds during peak hours may have a “B” level of service. A “C”

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level of service is considered an acceptable level of service in rural areas. Traffic is expected to increase in Cape Charles, but it is unlikely that a “C” level of service will be reached in the near future.

Table 33: Level of Service Characteristics for "Urban/Suburban" Roads

Level of Service	Characteristic	Description
A	Flow	Free Flow
	Maneuverability	Unimpeded
	Driver Comfort	No tension
	Delay	< 5 sec
B	Flow	Free Flow
	Maneuverability	Slightly restricted
	Driver Comfort	Little tension
	Delay	5.1 – 15 sec
C	Flow	Stable
	Maneuverability	Some restrictions
	Driver Comfort	Appreciable tension
	Delay	15.1 – 25 sec
D	Flow	Unstable
	Maneuverability	Limited
	Driver Comfort	Appreciable tension
	Delay	25.1 – 40 sec
E	Flow	Significant approach
	Maneuverability	Extensive queuing
	Driver Comfort	Appreciable tension
	Delay	40.1 – 60 sec
F	Flow	Extremely slow speeds
	Maneuverability	Intersection congestion
	Driver Comfort	Appreciable tension
	Delay	> 60 sec

Source: Virginia Department of Transportation

VDOT Street Plans

In 1999, VDOT developed the Town’s “2020 Transportation Plan” in cooperation with the Town, Northampton County, and the Accomack-Northampton Planning District Commission. The plan provides a working guide for local and state agencies to select and prioritize appropriate improvements to the Town’s transportation system. A set of recommendations combines the results of field inspection, professional judgment,

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and comments received from local citizens, business owners, local staff, and elected officials. These recommendations can be viewed below in Table 34.

Table 34: 2020 Transportation Plan Recommendations

Facility	From	To	Recommended Improvements
Town-wide	n/a	n/a	Rehabilitate sidewalks, curbs, and gutters as funds become available
Town-wide	n/a	n/a	Designate bike route for local travel in and around Cape Charles
Old Cape Charles Road	Railroad Bridge	0.25 mi south of RR bridge	Reconstruct road at 24' pavement width with proper shoulders and ditches
Bayshore Road	Old Cape Charles Road	Marina Road	Reconstruct road at 24' pavement width with proper shoulders and ditches
New Pedestrian Facility	Mason Avenue	Marina Road	Construct safe and legal pedestrian access across railroad yard
New Roadway Facility	Route 1108 extended	State Route 642	Construct new roadway facility from proposed Route 1108 extended to existing Route 642

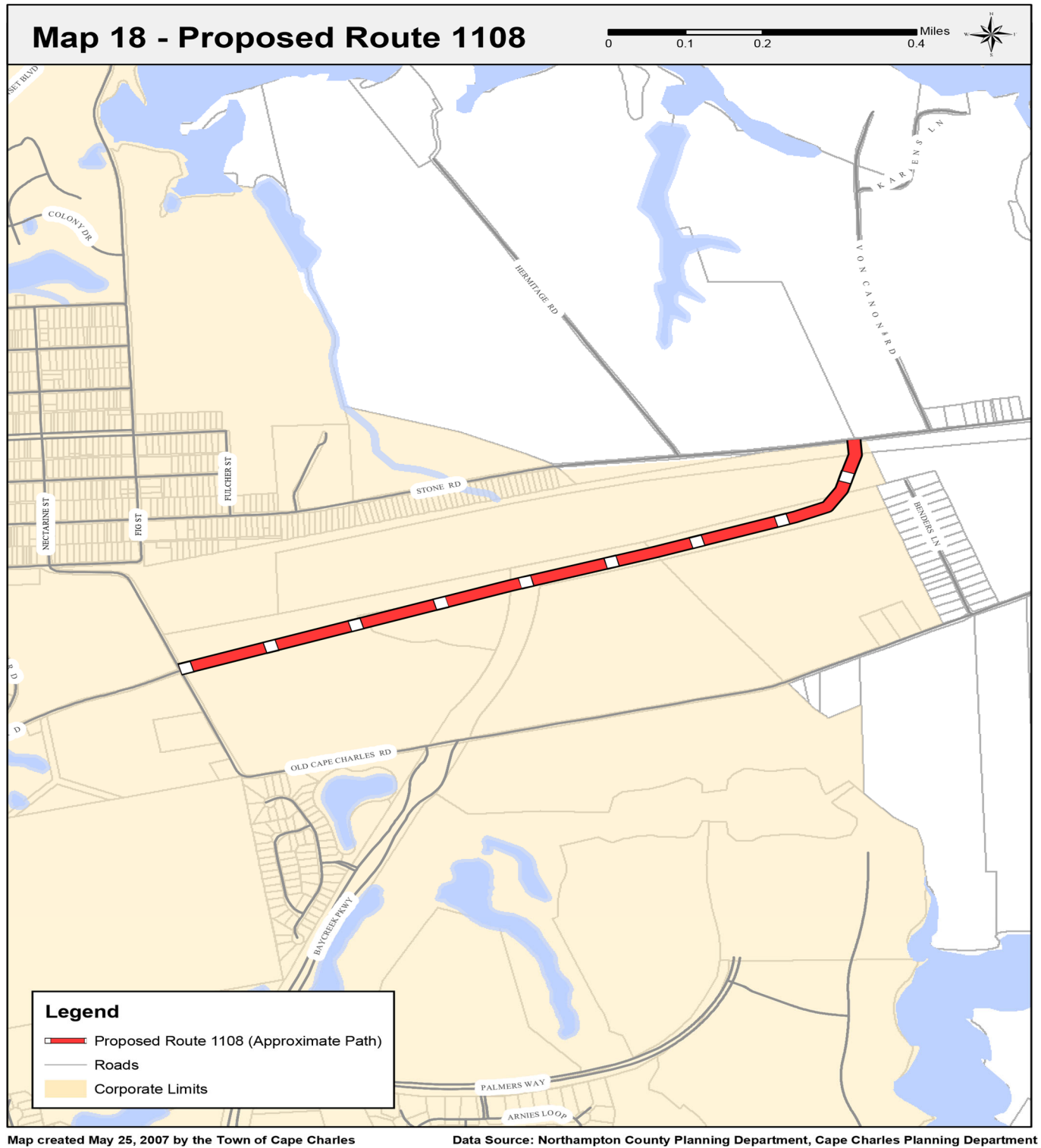
Source: Town of Cape Charles 2020 Transportation Plan

The Annexation Agreement of 1992 provides for the construction of an extension to Route 1108 and the closure of Route 642 (Old Cape Charles Road) at the intersection of Route 642 and Route 667 (Bender's Lane). The project was completed by VDOT in 2018. Route 1108 Cassatt Parkway and Grainery Lane is expected to connect to Route 184 near the outskirts of Town and extends west to the intersection of Bayshore Road and Route 642. The approximate path of Route 1108 Cassatt Parkway and Grainery Lane is shown in Map 18. The project will be funded by the developer of Bay Creek. Though the project has been planned since 1992, the exact path of the new roadway is unclear.

If the developer of Bay Creek proceeds with the extension of Route 1108, VDOT has recommended in the Town's 2020 Transportation Plan that a new roadway connect Route 1108 and Route 642. The purpose of this connection is to provide a secondary public travel route into and out of Cape Charles. VDOT views the need for this alternate route as critical due to potential road blockages that could occur on Route 184, which would sever access to and from the Town.

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Map 18 - Proposed Route 1108 ~~Cassatt Parkway and Grainery Lane (needs updating)~~



~~Map 18: Proposed Route 1108~~

Alleys

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A substantial number of alleyways exist in the Town's Historic District. Approximately half of these alleys are used for garbage collection. Alleys also provide critical access for public safety vehicles. Where possible, alleys need to be continuous to provide adequate accessibility. Additional alleys may be needed in some areas, particularly behind major commercial space.

Many alleys in the Historic District are in need of repair. The Town is responsible for the maintenance of all public alleys. There is a need to clearly define ownership of all alleys to ensure the appropriate parties are aware of their maintenance responsibilities.

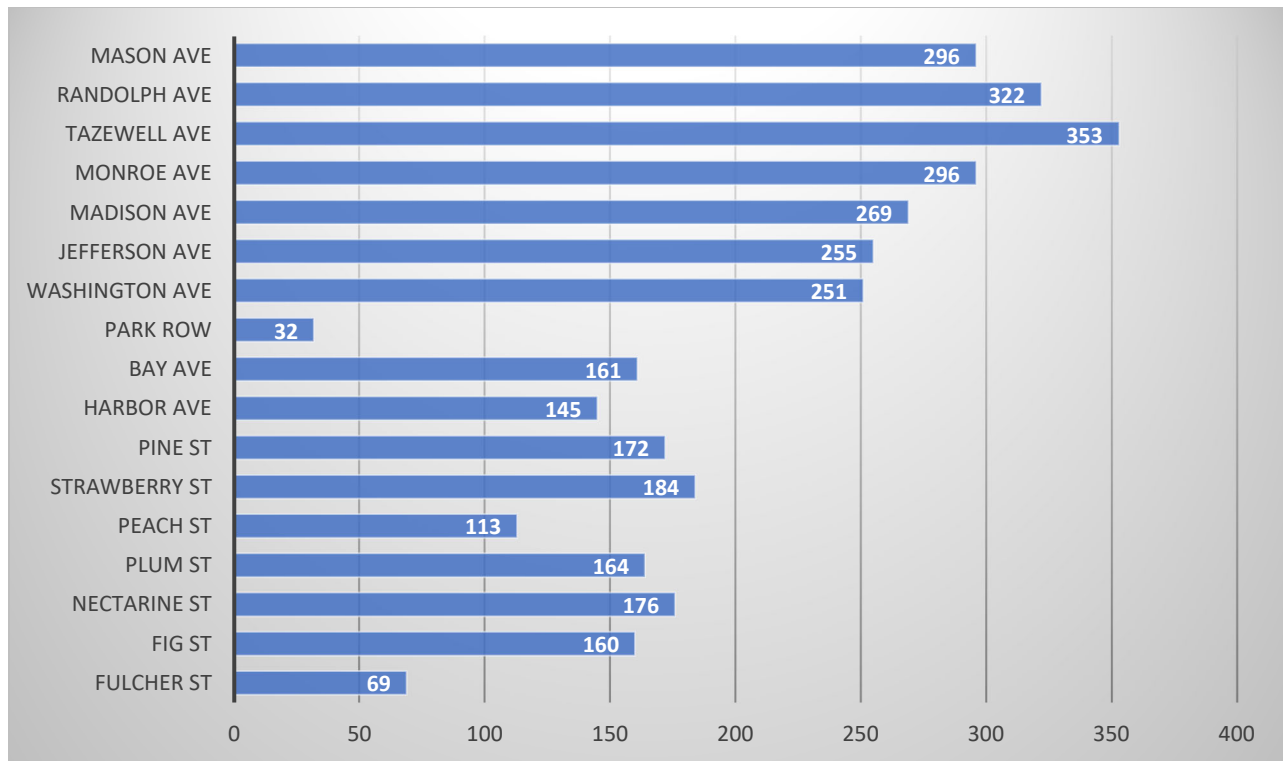
Parking

The availability of public parking will be a concern as downtown traffic increases. There could be a shortage of public parking spaces for the downtown area as more commercial space opens. Special events and seasonal traffic also create a need for additional parking at certain times. The town leased property on the south side of Mason Avenue in 2018 which currently has 63 diagonal parking spaces.

A study of parking spaces in the Historic District was performed in 1999 by the Cape Charles Police Department. The study concluded that a total of 3,418 spaces are available. Parking near Mason Avenue is of particular concern to many citizens. The study determined that there are 456 spaces on Mason Avenue and the first blocks of the streets intersecting Mason Avenue. ~~The parking lot of a former grocery store on Mason Avenue is frequently used for parking, but there is no formal agreement for this lot to be used for public parking.~~ Parking near Bay Avenue is also a common concern. A total of 388 spaces exist on Bay Avenue and the first blocks of the streets intersecting Bay Avenue. Figure 17 shows the results of the study, ~~while the details for each street are provided in the Appendix.~~

Figure 17: Parking Spaces in the Historic District (needs updating)

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Sidewalks and Multiple Use Paths

Sidewalks exist in the downtown area for pedestrian traffic. The sidewalks within the Historic District are owned by VDOT and are located within the public right of way. While sidewalks exist in a large portion of the Historic District, many of the Town's sidewalks are in a state of disrepair. Additionally, sidewalks were missing in some areas, particularly in the northern section of the Historic District and along streets east of Fig Street. A VDOT Sidewalk assessment study conducted by the Town in 2017 found that a substantial portion the majority of the Historic District's sidewalks were cracked or overgrown functional. See Figure XX: 2017 VDOT Sidewalk Study. Additionally, a Sidewalk Committee met in 2019-2020 to complete, repair, and maintain all the sidewalks throughout the town. Their recommendations were presented to the Town Council in March of 2020. The Sidewalk Committee's recommendation was that a budget line item be added starting in 2021-2022 and continue for an additional three years.

Figure XX: 2017 VDOT Sidewalk Study

Details of the study are included in the Appendix. See Map on page 29 of VDOT Sidewalk Study. The **Town's 2020 Transportation Plan** recommends repairing sidewalks Town-wide as funds become available. I-With the exception of privately maintained sidewalks in the Signature subdivision, the Bay Creek

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subdivisions ~~do not have sidewalks~~ are privately maintained.

Insert Cape Charles Sidewalk Map (pg. 29 2017 VDOT Sidewalk Study)

The Town lacks bike paths and other multi-use paths. With the expected increase in visitors and residential population, it is important to consider alternative means of transportation, including walking, golf carts, and bicycling. The **Town's 2020 Transportation Plan** recommends creating a system of bike routes and multi-use paths to accommodate the Town's current and future transportation needs.

There is a distinct need for a multi-use path connecting Mason Avenue to the harbor, so that access from downtown to the harbor is convenient and safe. The downtown area is separated from the harbor by the old railroad yard, and pedestrian access between the harbor area and Mason Avenue is currently limited. ~~Some pedestrians cross the railroad yard, but there is no clearly accomplished through a marked path, and railroad activities pose a potential safety hazard to pedestrians.~~

~~The Town has received a TEA-21 grant from VDOT to create a multi-use trail, part of which would connect the downtown area to the harbor. Land Studio has been hired to complete the preliminary planning stage of the project. Map 19 shows the proposed route of the multi-use trail.~~

A series of private multi-use paths exist in the southern tract of Bay Creek. Golf carts frequently use these paths. An increase in golf cart usage has also been observed in the Historic District. The Town issues licenses for golf carts, and allows them to operate on streets where the speed limit is twenty-five miles per hour. Cape Charles is in the process of creating a multi-use trail with the goal of providing better multi modal transportation facilities and to connect different areas of Town, including the Historic District, the harbor area and the Bay Creek development. Phase 1 (Central Park) and Phase 2 (north Peach Street and Washington Avenue) have been completed. The Town Council has decided to implement a reduced scope Phase 3, encompassing the block of Peach Street between Randolph and Mason Avenues and the connection to the south side of Mason Avenue. Map 19 shows the proposed route of the multi-use trail.

In October 2018, Town Council approved participation with the Accomack-Northampton Planning District Commission (ANPDC) and Northampton County in applying for funding to construct Phase IV of the Southern Tip Bike & Hike Trail. Phases I & II are completed and run about five miles from the Eastern Shore of Virginia National Wildlife Refuge Visitors Center to Capeville Drive. Phase III is under design and will terminate near the US 13/SR 184 intersection. Phase IV would bring the trail into Town along the railroad right-of-way on the south side of SR 184, for a total of about 12.5 miles. It would connect to a planned future phase of the Cape Charles Community Trail. A Memorandum of Agreement was executed, and ANPDC applied for

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funding under the VDOT Highway Safety Improvement Program (HSIP). See Map XX for Phase IV.

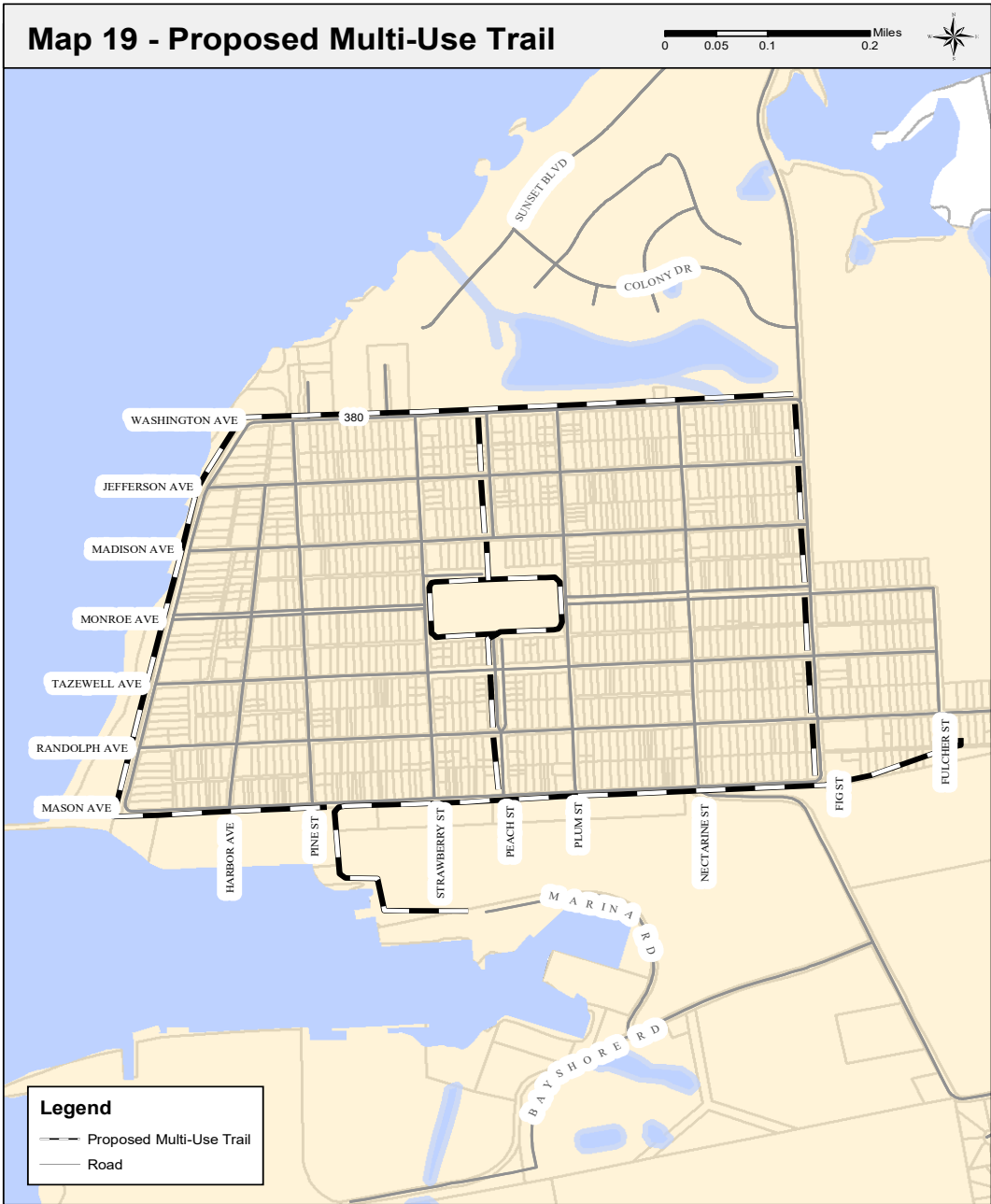
~~As of May 2007, there were twelve golf carts licensed to operate on public roads. Additional unlicensed golf carts are used on the private roads in Bay Creek. The usage of golf carts is expected to continue increasing as the Town expands. This will likely create further demand for multi-use paths.~~

Resident Transportation Patterns

The 2000 Census indicates that 29.8% of occupied housing units in Cape Charles have no vehicle available, as shown in Table 35. This is 17.2 percentage points higher than the percentage in Northampton County and 22.1 percentage points higher than the percentage in Virginia. The comparatively high percentage of occupied housing units in Cape Charles with no vehicle available, or only one vehicle available, indicates that many Town residents are dependent on other modes of transportation. This lower level of dependence on motor vehicles is further demonstrated by data in Table 24 of the Economy chapter, which details means of transportation used to travel to work. Accordingly, Town residents may request upgrades to streets and sidewalks to make nonmotorized movement easier and safer.

Map 19: Proposed Multi-Use Trail

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Map created May 25, 2007 by the Town of Cape Charles

Data Source: Northampton County Planning Department, Cape Charles Planning Department

Map XX: Phase IV, Bike & Hike Trail

Table 35: Vehicles Available per Occupied Housing Unit, 2000

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	Cape Charles		Northampton		Virginia	
	Households	% of total	Households	% of total	Households	% of total
No vehicles	159	29.8%	672	12.6%	206,604	7.7%
1 vehicle	214	40.1%	1,988	37.4%	853,080	31.6%
2 vehicles	118	22.1%	1,898	35.7%	1,068,102	39.6%
3 vehicles	22	4.1%	572	10.7%	412,673	15.3%
4 or more	21	3.9%	191	3.6%	158,714	5.9%
Total	534	100%	5,321	100%	2,699,173	100%

Data Source: U.S. Census Bureau SF3 data

Note: SF3 data is not based upon a 100% population sample

Public transportation is provided to Town residents by STAR Transit, which provides daily bus service along Route 13. STAR Transit offers multiple routes with fixed stops in Cape Charles, and also allows riders to request stops anywhere along designated routes. The buses are equipped with bicycle racks, which allow riders to travel to and from bus stops by bicycle. This service is of particular value to Town residents who do not have access to a private vehicle.

Water Transportation

The Cape Charles Harbor and [Bay Kings Creek Marina](#) provide access to water transportation. The physical infrastructure of these facilities is discussed in the Community Facilities and Services chapter, while usage of these transportation facilities is discussed in this chapter.

The Cape Charles Harbor serves local industry and commerce operations as well as tourists and recreational users. The Harbor was originally developed to load and unload railroad cars on barges, ~~a-but is no longer in use~~ ~~which continues~~ today. ~~In addition to the Bay Coast Railroad,~~ industrial users of the harbor include [Bayshore Concrete](#), [Costal Precast Systems](#), [T&W Block](#), [Cape Charles Yacht Center](#), and Waco Chemicals. The Harbor is also used extensively by commercial watermen, particularly in the winter months. **Map 11 in the Community Facilities and Services chapter provides an overview of the Harbor area.**



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Activity at the Cape Charles Harbor has increased in recent years. Cape Charles Yacht Center was founded by a local family to provide the highest quality custom maintenance and restoration work on fine yachts. In 2019, boatyard operations were taken over by a pair of marine industry veterans who are expanding Cape Charles Yacht Center's capabilities. They hope to position the Eastern Shore as the yachting epicenter of the East Coast. As of May 2007, the waiting list for boat slips had grown to 46 names. Income statistics can also be examined to discern usage trends. From 2003 to 2006, there was a significant increase in gross income, with an average annual increase of 26.8%. The increase in gross income is due in large part to increased activity, as well as rising fuel prices and increased usage fees. Gross income statistics can be viewed in Table 36. A breakdown of various harbor income sources can be viewed in the Appendix.

Table 36: Cape Charles Harbor Gross Income, 2003-2006

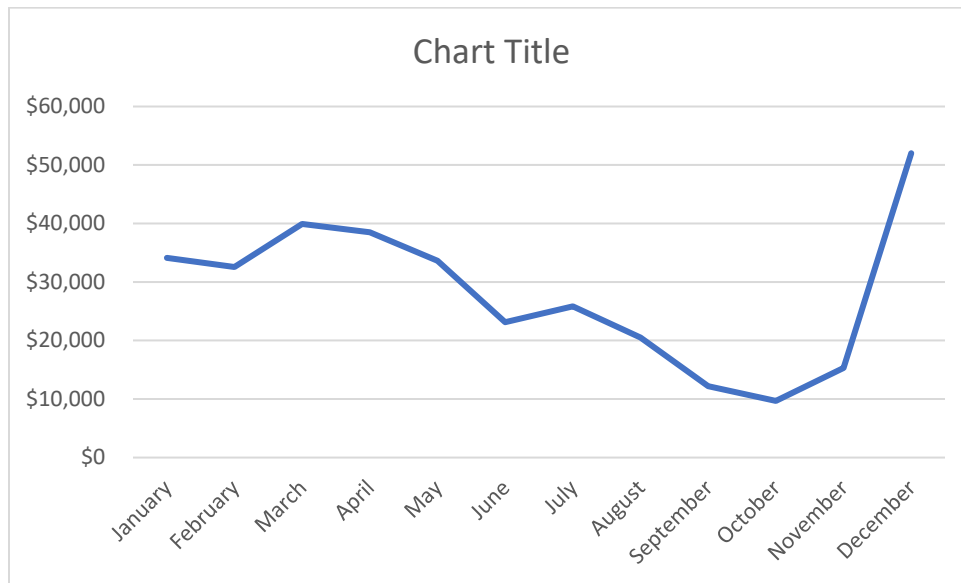
	2003	2004	2005	2006	Average
January	\$18,323	\$34,196	\$30,948	\$52,949	\$34,104
February	\$20,819	\$42,192	\$34,930	\$32,265	\$32,551
March	\$26,746	\$28,437	\$55,619	\$48,833	\$39,909
April	\$23,264	\$21,265	\$58,762	\$50,649	\$38,485
May	\$24,950	\$27,608	\$46,307	\$35,663	\$33,632
June	\$17,681	\$11,874	\$20,391	\$42,579	\$23,131
July	\$18,584	\$16,923	\$24,352	\$43,482	\$25,835
August	\$14,506	\$13,592	\$16,772	\$37,091	\$20,490
September	\$7,653	\$7,239	\$13,871	\$19,952	\$12,179
October	\$7,015	\$5,900	\$7,839	\$18,021	\$9,694
November	\$9,206	\$8,694	\$12,324	\$31,047	\$15,318
December	\$46,747	\$46,195	\$54,309	\$60,745	\$51,999
Total	\$235,495	\$264,114	\$376,425	\$473,276	\$337,327
Annual Change	n/a	12.2%	42.5%	25.7%	26.8%

Data Source: Cape Charles Harbor Monthly Reports, 2003-2006

The Harbor generates the most income in December when crab dredging season begins. Traffic from commercial watermen remains high through the end of crab dredging season in March. The crab pot season is also busy in the spring months. Gross income decreases in the summer and fall as activity among commercial watermen decreases, but transient traffic from recreational activity increases during this period. Seasonal changes in gross income can be viewed in Figure 18.

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Figure 18: Cape Charles Harbor Average Monthly Gross Income, 2003-2006 (needs updating)



~~Bay Kings~~ Creek Marina is a commercial marina located in the North ~~Tract~~ of ~~Bay Creek~~Cape Charles with

120 boat slips. Bay Creek plans to expand the marina to a total of 224 boat slips. ~~Upon completion of the multi-use pier in the Bayside Village subdivision of Bay Creek's South Tract, a water taxi will provide transportation between Bay Creek Marina and the pier. The intent of the water taxi is to provide an alternative means of transportation between the two tracts of Bay Creek. The specifics of the water taxi have not been finalized, but there has been discussion of adding a Cape Charles Harbor stop on the water taxi's route.~~

Rail Transportation

As of May 18, 2018, the Bay Coast Railroad ran their last train before ceasing operations, thus ending train service that formed the Town of Cape Charles in 1884.

The rail line formed a part of a through route of the Pennsylvania Railroad, commonly known as the Delmarva Secondary Track, between Wilmington, Del., and Cape Charles, and from there by car float to Little Creek, where it connected with predecessors to Norfolk Southern Railway Company and CSX Transportation, Inc.

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The Bay Coast Railroad is headquartered in Cape Charles, which serves as the facility and equipment maintenance center for the railroad. The Railroad is linked to Norfolk by way of daily ferry operations, with barge capacity for 20 to 25 railroad cars, depending on the weight of the load. From the Norfolk terminal, the Railroad connects with CSX Transportation and Norfolk Southern rail service. From its terminus in Maryland, the Railroad also connects with Norfolk Southern rail service. Rail and shipping connections from



Cape Charles could potentially offer links to more than 250 ports and 60 shipping lines around the world. The Railroad has the capacity to run approximately 13,000 loaded cars per year, but only ran approximately 3,500 loaded cars in 2006. This is a decrease from the approximately 8,000 loaded cars that were run in 2001. Much of the decrease in activity is a result of businesses using other transportation modes to ship goods.

The Bay Coast Railroad was previously called the Eastern Shore Railroad until a recent change in management. In early 2006, the developer of Bay Creek signed a thirty year management agreement with the owner of the Railroad, the Accomack Northampton Transportation District Commission. The Railroad's new management has plans to construct a new office and maintenance shop in Cape Charles. In addition to the existing industrial uses, excursion trains will begin running in 2007.

Keller Co Transportation Study

A transportation study was conducted for the Town by Keller Co. in the spring of 2005. Information was gathered from citizens at a public input session, as well as meetings with Town officials, the developer of Bay Creek, the Accomack Northampton Planning District Commission, and Northampton County. The comments received from these meetings were analyzed and an immediate action plan was created to provide guidance to the Town's transportation planning efforts. The Keller Co study can be found in the Appendix.

Conclusions

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

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conductive to the physical and economic growth of the rest 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.

Based on recent AADT data, the Town's street system is able to handle current traffic volumes. Traffic is expected to increase as the population grows and seasonal activity increases, but the **Town's 2020 Transportation Plan** does not anticipate that that capacity of the existing roads will be exceeded in the foreseeable future. However, increased traffic may result in a need for upgrades in 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. The ownership of all alleys in the Historic District needs to be clarified so that a plan for improvements and maintenance can be created. The availability of public parking, particularly during peak usage hours and special events, needs to be examined as well.

		Total Miles Category 1 - ADA Compliant		Total Miles Category 2 - Functional		Total Miles Category - Non-Functional		Crosswalks Category 4
Towns and Villages	Total Miles Inventoried Sidewalks	Total Sidewalk Miles	% of Total In Jurisdiction	Total Sidewalk Miles	% of Total In Jurisdiction	Total Sidewalk Miles	% of Total In Jurisdiction	Number

VDOT Maintained

Eastern Shore Totals	68.3	4.22	6%	33.15	49%	31.12	46%	0.37
Accomack County	40.71	1.54	4%	15.16	37%	24.06	59%	0.29
Northampton County	27.59	2.68	10%	17.98	65%	17.06	26%	0.09
Cape Charles	15.1	1.96	13%	11.04	73%	2.03	13%	0.07
Cheriton	3.04	0	0%	1.33	44%	1.71	56%	0
Eastville	1.77	0.03	2%	0.93	53%	0.8	45%	0.01
Exmore	3.24	0.68	21%	1.44	44%	1.12	35%	0
Franktown*	1.15	0	0%	0.7	61%	0.45	39%	0
Nassawadox	3.29	0	0%	2.53	77%	0.76	23%	0
*Villages								

Town of Cape Charles, Virginia
Request for Proposals (RFP)
Comprehensive Plan & Zoning Updates
October 8, 2021

INTRODUCTION

The Town of Cape Charles is requesting proposals for consulting services to assist with the review, update, and publishing of the Town's Comprehensive Plan update in accordance with Code of Virginia §15.2-2230 (Phase I); and a subsequent review and update of all Town Zoning Ordinances (Phase II).

GENERAL BACKGROUND

The Town of Cape Charles is located in Northampton County on Virginia's Eastern Shore. The Town is situated on a small peninsula, bordered by the Chesapeake Bay to the west, King's Creek to the north and Old Plantation Creek to the southeast. With a land area of 2,817 acres and a population of approximately 1,200 residents, Cape Charles is the largest of Northampton County's five incorporated towns in terms of both land size and population. Since its inception in 1886, Cape Charles has seen several boom-and-bust cycles; but is currently experiencing a renaissance and desires to update its Comprehensive Plan and Zoning Ordinances to address the dynamic needs of a diverse array of residents, visitors, and businesses.

COMPREHENSIVE PLAN BACKGROUND

The current update to our Comprehensive Plan was started in 2019 by the Planning Commission. The last revision of the Comprehensive Plan (2016) was only considered a 'minor' update to the 2009 Comprehensive Plan, so the current update also considers the 2009 Comprehensive Plan with all its detailed appendices. The intent of the current plan update is to review and consider the Town's development trends which have resulted in substantial changes since the 2009 and 2016 Comprehensive Plans.

Public input is essential for a Comprehensive Plan that reflects the community's vision for the future. Therefore, a Comprehensive Plan community kick-off was held on July 25, 2019 with approximately 50 people in attendance. While topics of discussion included how best to engage citizens, critical stakeholders, and questions/topics to ask in surveys; input was requested at the meeting for the top issues that the Comprehensive Plan should address and what major projects should be included. A summary of this public input can be found at: <https://www.capecharles.org/files/documents/ComprehensivePlanWorkShopPublicInputagenda117121701092419-095454AMa.pdf>

A broad public survey was then conducted during the timeframe of October 15 to December 1, 2019, with 215 responses received. Survey results can be found at:

<https://www.capecharles.org/files/documents/CapeCharlesComprehensivePlanSurveyResults1701112455010820AM.pdf>

The Christopher Newport University was also contracted to survey the population of town residents and visitors regarding their perceptions of historic preservation in Cape Charles. In March of 2019, a number of charrettes and meetings with various constituencies were conducted along with an informal online survey. In-person surveys (total 83) were conducted during the height of the tourist season followed by a mailed survey to utility customers (resulting in 365 additional responses). The report was delivered to the Town on July 15, 2020 and generated key findings that can be found at:

<https://www.capecharles.org/files/documents/PublicPerceptionofHistoricPreservationCNUSurvey07-15-20201701121511072021PM.pdf>

Additionally, an Eastern Shore Regional Housing Workshop was conducted by Northampton County on January 29, 2020 in Cape Charles with over 50 people in attendance (summary found at: <https://www.capecharles.org/files/documents/01-29-2020ESHousingWorkshopNorthampton1701095226022620AM.pdf>)

Note, due to Town staff turnover and the pandemic, work on the Comprehensive Plan slowed significantly in 2020. However, to jumpstart the process and to help inform this current update; the Mayor, Town Council, Planning Commission, and town staff met for three days of work sessions, with public comment opportunities, to develop and adopt a Community Strategic Plan on March 18, 2021. This Strategic Plan adopted a Vision Statement as well as goals and objectives providing important guidance to the Town Manager for developing the annual town budget and for prioritizing town resources throughout the year. This vision with its goals/strategies are to be factored into this Comprehensive Plan revision.

<https://capecharlesva.municipalone.com/files/documents/CommunityStrategicPlan-AdoptedMarch1820211468115551032221AM.pdf>

The Planning Commission had initially started drafting chapters for the 2021 Comprehensive Plan update, but soon realized that a consultant was needed to take their input and then complete the chapters in a consistent manner, using the same level of detail, and a single writing style. The Planning Commission has therefore only performed cursory reviews of the material produced to date. Planning Commission initial work:

<https://www.capecharles.org/pview.aspx?id=37896&catid=605>

Comprehensive Plan Chapter numbering:

- Table of Contents
- Chapter 1 Introduction
- Chapter 2 Demographics
- Chapter 3 Housing
- Chapter 4 Economy

- Chapter 5 Transportation
- Chapter 6 Community Facilities and Services
- Chapter 7 Environment
- Chapter 8 Land Use
- Chapter 9 Implementation
- Appendices

The appendices are intended to contain detailed data and information on current conditions while the chapters provide a broader level of information relative to the chapter topics and goals/strategies. Chapter 9 Implementation was expected to group goals and strategies and bind them into short, medium, and long-range priorities for easy reference in future planning.

ZONING ORDINANCES BACKGROUND

Over the last 25 years the Town has worked hard to try and anticipate future economic opportunities and periodically adjusted its zoning when deemed advantageous. While well intended, many of these planning assumptions did not come to fruition, nor were changes always considered in ways that viewed outcomes from a comprehensive zoning perspective. The Town has also struggled to maintain consistent qualified staffing over the years, exacerbating issues of documentation and follow-through needed to keep zoning ordinances and maps relevant. Over time this has resulted in obsolete concepts being retained, inconsistencies between zoning districts, and an official zoning map that has not been updated in many years.

Cape Charles zoning ordinances also include some distinctive elements such as a recognized Historic District Overlay component and a Planned Unit Development (PUD) agreement for the Bay Creek development. The Town has engaged a consultant to assist with the revision of our Historic District Design Guidelines and associated enabling ordinances. Also, the Bay Creek developer is currently working on a proposed PUD amendment to account for recent changes in development strategies for that area. Both of these updates are being pursued concurrent to the development of our present Comprehensive Plan update.

A third-party objective review of all zoning ordinances is necessary to coordinate all these requirements, identify inconsistencies, streamline categories of zoning districts, and produce a current zoning map. This review will also need to incorporate the land use planning which will be derived during comprehensive planning. Therefore, this zoning review and update will occur subsequent to completion of the current Comprehensive Plan update and other concurrent actions.

SCOPE OF WORK

Phase I – Comprehensive Plan Update

Utilizing work performed to date through the Planning Commission, the consultant will review, evaluate, and update the Town's Comprehensive Plan. The plan's evaluation should extend to 2035 and should include evaluation of existing conditions (including but not limited to existing land use and development patterns; housing; transportation facilities; public utilities; public services and facilities; historic and natural resources; sensitive environmental development; and job creation); project future growth and land use patterns and the associated needs, demands and impacts; and the formulation of appropriate growth management strategies and recommendations. This will be accomplished through the following items:

Task 1: Research:

- a. Thoroughly review all data and appendices associated with the 2009 and 2016 Comprehensive Plans
- b. Review all existing public input and regional data referenced above
- c. Review the 2021 version of the Northampton County Comprehensive Plan
- d. Review the 2021 Cape Charles Community Strategic Plan
- e. Review the 2006 Town Harbor Area Conceptual Master Plan
- f. Research for inclusion all applicable information required or encouraged pursuant to Section §15.2-2223 of the Code of Virginia (Comprehensive plan to be prepared and adopted; scope and purpose)
- g. Review all work completed by the Planning Commission to date; Identify areas requiring additional research. Compile missing information
- h. Update current demographics and community data with projections for future land use and the development of needed Town services. To the extent available, utilize 2020 census data
- i. Review and analyze critical public assets, including Town buildings and facilities, parking, library, harbor, beach, and parks [Note the Town is currently under contract with a consultant to determine options for replacing existing Town office space and to address current office deficiencies]
- j. Consult other community organizations, including Cape Charles Main Street, to acquire their input and community survey data in their possession
- k. Meet with Town staff and representatives of the Planning Commission to ensure understanding of scope, process, and working vision

Task 2: Analysis and Recommendations:

- a. Analyze current land use/zoning and compare the compatibility of the Town's zoning districts against the following considerations: adequacy of housing both in terms of quantity and diversity of housing stock; sufficient shopping and entertainment opportunities; environmental sustainability and coastal resiliency; and general land use doctrine to ensure a healthy mix of residential, commercial, industrial, and other uses for present and future residents
- b. Provide recommendations on land use map and land use categories to ensure they meet long-term trends and address citizen and Town Council vision and expectations
- c. Provide options to aligning Town planning efforts with those of the County
- d. Provide an analysis of potential limitations related to water and sewer capacity [Note the Town is currently evaluating two unsolicited proposals, which request consideration of selling our water and wastewater utilities to a private company]
- e. Provide recommendations for thoroughfare and future road needs and improvements, level of service, connectivity, public transportation needs, analysis of alternate modes of transportation such as bicycle, golf cart, and pedestrian facilities. The Virginia Department of Transportation will be consulted to assure appropriate coordination [Note there is currently an effort underway to convert the old railroad railbed to a trail via the federal Rails to Trails initiative]
- f. The Town developed a Harbor Area Conceptual Master Plan in 2006 that has been referenced in both the 2009 and 2016 Comprehensive Plans. Usable information from this plan will be extracted for insertion into the updated Comprehensive Plan, thus retiring the harbor master plan as a historical document [Note that the update of harbor area design guidelines is not part of this scope of work]
- g. Conduct public meetings in the community, beyond what has already been conducted, for information gathering, land use concept development, etc. Town staff will assist with set up and advertising these meetings
- h. Participate in and/or lead work sessions and presentations to the Planning Commission, Town Council, staff working groups, and citizens
- i. Develop draft documents in coordination with Town staff. The Consultant will organize and format content for the document, and collaborate with Town staff on layout, graphics, illustrations, and pictures. It is anticipated that three complete drafts of the Comprehensive Plan will be required: one in preparation for the Planning Commission public hearing, one for the Town Council public hearing and review, and a final document after Town Council action
- j. Publication of a Final Comprehensive Plan in both hard copy and digital formats, which includes strong mapping and graphic components, user friendly narrative understandable to a wide range of readers, and clear and measurable implementation strategies

Task 3: Generate Interim Zoning Map

The Town had a zoning map that was included in the 2016 Comprehensive Plan. However, this map was never officially adopted. Therefore, the currently approved zoning map is from 2008 as available on the Town website. The Town does not have this map in any GIS format, nor do we have the software, data, or capability to reconstruct it. The Town intends to acquire GIS capacity but requires the development of an initial map and data in the proper format. Therefore, the consultant will regenerate the 2008 zoning map and revise it to include zoning changes officially adopted in ensuing years by Town Council (estimated 6 zoning changes to be made available by town staff).

Northampton County maintains parcel data, including that for the Town of Cape Charles. The Town will obtain this base data from the County and provide it to the consultant as the basis for the development of a GIS map of the Town. This will include layers that the County provides in totality for the County, such as wetlands, current FEMA data, and Enterprise Zones.

Note: This work is an interim step to develop the underlying ARC/GIS data and infrastructure to bring the zoning map current as of the completion of Phase I work. The final version of the zoning map, to include all required local layers will be completed as part of the Phase II scope of work.

Phase II – Zoning Ordinances Update

The consultant will perform a comprehensive review of all zoning ordinances, maps, overlays, and other agreements involving land use doctrine; and provide recommendations to consolidate and update all sections of the code. This will be accomplished through the following items:

Task 1: Research and Analysis:

- a. Perform a detailed review of all Town Zoning Ordinances
- b. Review work completed by Commonwealth Preservation Group associated with the Historic District Design Guidelines and associated code revisions
- c. Review proposed/adopted amendments to the Planned Unit Development Agreement for Bay Creek
- d. Identify areas needing revision to comply with the new Comprehensive Plan and other relevant planning document changes
- e. Identify inconsistencies and/or obsolete concepts throughout the zoning ordinances
- f. Develop recommendations to streamline and modernize all sections
- g. Review all sections of the code for compliance with the Code of Virginia

- h. Participate in and/or lead work sessions and presentations to the Planning Commission, Town Council, staff working groups, and citizens
- i. Develop draft documents for public hearing and adoption

Task 2: Generate Final Zoning Map

Update the interim zoning map developed in Phase I of this Scope of Work to incorporate all changes associated with revisions/updates resulting from Task 1 of Phase II work. Included in the final zoning map will be all necessary GIS layers associated with overlays and zoning districts within the Town, as may have been identified or modified by Phase I or II work, but which currently include: TOCC local historic district overlay, the Historic District Register from the Virginia Department of Historic Resources; Town approved subdivisions; water/sewer system/customers/connections; Town alleys/private driveways; harbor overlay; Chesapeake Bay Preservation Area; Cape Charles Main Street overlay; and the Bay Creek PUD.

Final product will be fully GIS compatible with Town infrastructure and provided in ARC/GIS and .pdf formats. The final zoning map will also be provided in high quality color hard copy (100 copies) and large version color format (4 copies) sufficient for wall display.

CAPE CHARLES EVALUATION CRITERIA AND SELECTION

Proposals must be submitted in accordance with the instructions and requirements contained in this RFP. Failure to do so may result in the proposal being considered non-responsive and it may be rejected. Submit one original, signed by an authorized representative, with four hard copies of the proposal, as well as an electronic version.

The Town's Evaluation Committee will review submittals based on the following criteria:

1. **Understanding of the project (15%):** Offeror to include a description of their understanding of the project in the proposal narrative. This will include articulation of the Town's vision and expected outcomes
2. **Experience and Qualifications (30%):**
 - a. The number of years the firm has been providing professional planning services
 - b. Firm's most recent examples of work that best reflects work and relevancy to this request for services
 - c. The number of staff assigned to the project and their individual years of experience, certifications, professional memberships in the planning field, and work experiences that are relevant to this request for services
 - d. Identification of all sub-consultants, if any, and their work experience relevant to this request for services

3. **Project Approach (20%):** Offeror's approach to addressing each task of each phase of the project; including innovative ideas that are applicable to the Town of Cape Charles
4. **Proposed time frame and ability to perform the services (15%):** Offeror to provide a timeline with milestones for completion of each phase/task of the project, to include total time of the project and assurances that work can be completed within the firm's existing workload
5. **Project Cost (20%):** Provide a lump sum price to perform each task of each phase in the scope of work. Also provide the rate sheet for all principals working on the project

Instructions to Offerors

- A. Offerors must promptly notify the Town of any ambiguity, inconsistency, or error which may be discovered upon examination of the RFP.
- B. For clarification or interpretation of this RFP, or to arrange a site visit, contact the town manager, Mr. John Hozey at 757-331-3259 ext. 12, or john.hozey@capecharles.org.
- C. The proposal must be submitted to the Town of Cape Charles, 2 Plum Street, Cape Charles, Virginia 23310, in a sealed envelope clearly labeled, "Request for Proposals, Comprehensive Plan & Zoning Update Consulting Services". **Deadline for submission is 2:00 PM, November 19, 2021.**
- D. The Town may request additional information, clarification, or presentations from any of the offerors after review of the proposals received.
- E. The Town has the right to use any or all ideas presented in reply to this RFP, subject only to the limitations regarding proprietary/confidential data of the offeror.
- F. The Town is not liable for any costs incurred by any offeror in connection with this RFP or any response by any offeror in connection to this RFP. The expenses incurred in the preparation, submission, and presentation of the proposal are the sole responsibility of the offeror and may not be charged to the Town.
- G. Contract Award. This solicitation is being conducted per Code of Virginia, Section 2.2-4302.2. A. 3. Proposals will be evaluated based on the factors contained above, and competitive negotiations will be conducted with the two highest ranked offerors. Award will be made by the Town Manager to the offeror judged to have made the best proposal at the best value.
- H. All firms doing business in the Town are required to be licensed in accordance with the Business, Professional and Occupational Licensing (BPOL) Tax ordinance. Questions concerning business licenses should be directed to the Town Treasurer at 757-331-3259, X23.

- I. Sham or Collusion. The proposal of any offeror or offerors who engage in collusion shall be rejected. Any offeror who submits more than one proposal in such a manner as to make it appear that the proposals submitted are on a competitive basis from different parties shall be considered a collusive offeror.
- J. Debarment. By submitting their proposal, offerors certify that they are not now debarred by the United States, the Commonwealth of Virginia, or any town, city or county within the Commonwealth of Virginia, from submitting proposals on contracts for the services described in this RFP, nor are they an agent of any person or entity that is now so debarred.
- K. Rejection of Proposal. The Town reserves the right to reject any and all proposals, to waive any informality or irregularity in the proposals received, and to make the award to the offeror whose proposal is deemed to be in the best interest of the Town.
- L. Miscellaneous.
 - 1. Ownership of all data, materials, and documentation originated and prepared for the Town pursuant to the RFP shall belong exclusively to the Town and be subject to public inspection in accordance with the Virginia Freedom of Information Act. Trade secrets or proprietary information submitted by the offeror shall not be subject to public disclosure under the Freedom of Information Act, unless otherwise required by law or a court. **However, the offeror must invoke the protection of Section 2.2-4342(F) of the Code of Virginia, in writing, either before or at the time the data or other material is submitted.** The written notice must SPECIFICALLY identify the data or materials to be protected and state the reason why protection is necessary. The proprietary or trade secret material submitted must be identified by some distinct method such as highlighting or underlining and must indicate only the specific words, figures, or paragraphs that constitute trade secret or proprietary information. The classification of an entire proposal document, line item prices, and/or total proposal prices as proprietary, or trade secrets, is NOT ACCEPTABLE and may result in rejection of the proposal.
 - 2. No information regarding the proposal records or the contents of proposals will be released except in accordance with Section 2.2-4342 of the Code of Virginia. Once an award has been made, all proposals will be open to public inspection subject to the provisions set forth above.
 - 3. Any interpretation, correction or change of the RFP will be made by an addendum. Interpretations, corrections, or changes of this RFP made in any other manner will not be binding and offerors must not rely upon such interpretations, corrections, or changes. Addenda will be emailed or mailed to all who are listed as having received the RFP. Acknowledgement of receipt of all addenda issued and taken into

consideration in the submittal of any proposal is required as part of the proposal package.

4. No offeror shall confer on any public employee having official responsibility for a purchasing transaction any payment, loan, subscription, advance, deposit or money, service, or anything of more than nominal value, present or promised, unless consideration of substantially equal or greater value.
5. The Town may make investigations to determine the ability of the offeror to perform or supply the services as described in this RFP. The Town reserves the right to reject any proposal if the offeror fails to satisfy the Town that it is qualified to carry out the obligations of the proposed contract.
6. The successful offeror must comply with the nondiscrimination provisions of Virginia Code Section 2.2-4311, which are incorporated herein by reference.
7. The successful offeror must comply with the drug-free workplace provisions of Virginia Code Section 2.2-4312, which are incorporated herein by reference.
8. It is the policy of the Town to maximize participation by minority and women owned business enterprises in contracting opportunities.
9. The successful offeror shall comply with all applicable Town, State and Federal laws, codes, provisions, and regulations.
10. Providers of any subcontract services shall be subject to the same conditions and requirements as the successful offeror regarding law, code, or regulation compliance. The Town reserves the right of approval for any subcontract work, including costs thereof.
11. Ethics in Public Contracting. The provisions, requirements, and prohibitions as contained in Sections 2.2-4367 through 2.2-4377, of the Virginia Code, pertaining to bidders, proposers, contractors, and subcontractors are applicable to this RFP.
12. Conflict of Interests Act. The provisions, requirements, and prohibitions as contained in Sections 2.2-3100, et. seq., of the Virginia Code are applicable to this RFP.

Contract Terms and Conditions. Below are additional terms and conditions applicable to any contract that may be awarded:

- A. Choice of Law and Venue: Any disputes that cannot be resolved between the Town and the Contractor must be resolved in the Courts of Northampton County, Virginia. The contract shall be governed by the laws of the Commonwealth of Virginia.

- B. Termination: It shall be the sole right of the Town to terminate the contract upon written notification to the Contractor.
- C. Modification: The contract shall not be amended, modified, or otherwise changed except by a written change order. Change orders may be proposed by either the Contractor or the Town.
- D. Nondiscrimination: In accordance with Section 2.2-4311 of the Code of Virginia, during the performance of this contract the Contractor agrees as follows:
1. The Contractor will not discriminate against any employee or applicant for employment because of race, religion, color, sex, national origin, age, disability, or other basis prohibited by state law relating to discrimination in employment, except where there is a bona fide occupational qualification reasonably necessary to the normal operation of the Contractor. The Contractor agrees to post in conspicuous places, available to employees and applicants for employment, notices setting forth the provisions of this nondiscrimination clause.
 2. The Contractor, in all solicitations or advertisements for employees on behalf of the Contractor, will state that such Contractor is an equal opportunity employer.
 3. Notices, advertisements, and solicitations placed in accordance with federal law, rule or regulation shall be deemed sufficient for the purpose of meeting the requirements of this section.
 4. The Contractor shall include the provisions of the foregoing paragraphs in every subcontract or purchase order of over \$10,000 so that the provisions will be binding upon each subcontractor or vendor.
- E. Unauthorized Aliens: In accordance with Section 2.2-4311.1 of the Code of Virginia, during the performance of this contract the contractor shall not knowingly employ an unauthorized alien as defined in the federal Immigration Reform and Control Act of 1986.
- F. Insurance: The contractor shall purchase and maintain in force, at his own expense:
1. Workers' Compensation Insurance – Standard Virginia Worker's Compensation Policy.
 2. Broad Form Comprehensive General Liability - \$1,000,000 Combined Single Limit coverage to include: Premises – Operations; Products/Completed Operations; Contractual; Independent Contractors; County and Contractor's Protective; Personal Injury (Libel, Slander, Defamation of Character, etc.).
 3. Professional Liability Coverage (errors and omissions) - \$1,000,000 minimum.
 4. Automobile liability insurance shall be written with a Comprehensive Form and include coverage for owned, hired, and non-owned vehicles the limit for any one accident or loss shall be \$1,000,000.

The insurance specified herein shall name the Town as additional insured regarding work performed under any Contract. All policies shall provide that the Town is to receive written notice by certified mail, thirty (30) days in advance of cancellation or alteration of any policy. The Contractor shall provide the Town with copies of certificates of insurance coverage and proof of payment for all premiums

G. Drug Free Workplace: In accordance with Section 2.2-4312 of the Code of Virginia, during the performance of this contract the contractor agrees to:

1. Provide a drug-free workplace for the contractor's employees.
2. Post in conspicuous places, available to employees and applicants for employment, a statement notifying employees that the unlawful manufacture, sale, distribution, dispensation, possession, or use of a controlled substance or marijuana is prohibited in the contractor's workplace and specifying the actions that will be taken against employees for violations of such prohibition.
3. State in all solicitations or advertisements for employees placed by or on behalf of the contractor that the contractor maintains a drug-free workplace.
4. Include the provisions of the foregoing clauses in every subcontract or purchase order of over \$10,000, so the provisions will be binding upon each subcontractor or vendor.

For the purposes of this section, "drug-free workplace" means a site for the performance of work done in connection with a specific contract awarded to a contractor in accordance with this section, the employees of whom are prohibited from engaging in the unlawful manufacture, sale, distribution, dispensation, possession or use of any controlled substance or marijuana during the performance of this contract.

H. Faith-based Organizations: The Town does not discriminate against faith-based organizations in accordance with the Code of Virginia, Section 2.2-4343.1.

I. Environmental Management: Contractor shall be responsible for complying with all applicable federal, state, and local environmental regulations, if any.

J. Finance Charges: The Town will not pay any finance charges imposed on any invoices submitted by the contractor relative to this Contract.

K. Assignment: Contractor may not assign his rights and obligations hereunder unless approved by the Town.

L. Applicable to Successors and Assigns: The Town and Contractor agree that the rights and obligations under this Contract shall inure to and be binding on their respective successors and permitted assigns.