



# PLANNING COMMISSION MEETING

May 14, 2024 at 7:00 PM

*Council Chambers – Town Municipal Center*

## AGENDA

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**CALL TO ORDER**

**INVOCATION**

**PLEDGE OF ALLEGIANCE**

**PUBLIC PARTICIPATION**

**PUBLIC PARTICIPATION**

**APPROVAL OF MINUTES**

1. Minutes - April 9, 2024

**DISCUSSION ITEMS**

2. Chapter 2 - "Goals and Objectives"
3. Chapter 3 - "Land Use Plan"
4. Chapter 3 - "Land Use Plan Final"
5. Chapter 3 - "Land Use Plan Template"

**ANNOUNCEMENTS OR COMMENTS**

**ADJOURN**

**MINUTES OF THE  
PLANNING COMMISSION MEETING  
TOWN OF CHINCOTEAGUE, VIRGINIA  
APRIL 9, 2024 - 7:00 P.M. – Council Chambers**

**Commission Members Present:**

Mr. Ray Rosenberger, Chairman  
Mr. David Britton  
Mrs. Mollie Cherrix  
Mr. Michael Dendler  
Mr. Steve Katsetos  
Mr. K. Savage, Councilman  
Mr. Robert Shendock

**Commission Members Absent:**

**Staff Present:**

Mr. Michael T. Tolbert, P.E., Town Manager

**Call to Order**

Chairman Rosenberger called the meeting to order at 7:00 p.m.

**Invocation**

Chairman Rosenberger offered the invocation.

**Pledge of Allegiance**

Chairman Rosenberger led in the Pledge of Allegiance.

**Public Participation**

Chairman Rosenberger opened the floor for public participation, there was none.

**Adoption of Agenda**

**Mr. Katsetos motioned, seconded by Mr. Shendock to adopt the agenda as presented. Unanimously approved.**

**Approval of the Minutes**

**Mr. Katsetos motioned, seconded by Mr. Shendock to approve the minutes of the March 12<sup>th</sup>, 2024, meeting as presented. Unanimously approved.**

**Review of 2025 Comprehensive Plan Chapter 1**

Chairman Rosenberger commented.

Mr. Shendock reviewed some of the updates, and references. He commented on the Census data changes and resiliency operations.

Town Manager Tolbert advised the Town was approved for a grant in the amount of \$65,000 to write a Resiliency Plan. ODU is going to help find a contractor and write the scope. He explained the process and guidelines.

Mr. Shendock continued with the review. He would like to get a classical topological map of the Island.

Town Manger Tolbert advised that FEMA changed that in 2015. He explained further.

Mr. Shendock talked about the data download regarding maps.

Town Manager Tolbert gave information about Historic Districts on the Island.

There was further discussion about the benefits of Historic Districts.

Town Manager Tolbert asked the Commission to revisit flag-lots. He explained the issues.

There was further discussion regarding flag-lot issues. They also discussed uses allowed by right in the Historic District. They reviewed the status of the sewage treatment plant, capacity, phases of hookups, and guidelines for hookups which will be reviewed in the coming months.

#### **Announcements or Comments**

There were none.

#### **Adjourn**

**Mr. Shendock motioned, seconded by Mr. Katsetos to adjourn. Unanimously approved.**

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Chairman, Mr. Ray Rosenberger

## Chapter 2 GOALS & OBJECTIVES

Goals are broad policy statements, describing what the Town of Chincoteague hopes to achieve in the future through its planning program. Goals are statements of direction for objectives, which are clarifications of the specific steps required to achieve the implementation of the *Chincoteague Comprehensive Plan*. Goals, objectives and recommendations (implementation strategies) are outlined in “Appendix A: Implementation Matrix.”

The 5 year review is an opportunity to evaluate the goals and objectives established in the Comprehensive Plan adopted in 2010 with updates incorporated in 2015 and possibly revise them to meet new conditions. Significant changes which have occurred since the most recent adoption of the plan include:

- ✓ United States Fish & Wildlife Service (USFWS) management changes in the 20 year Comprehensive Conservation Plan (CCP) for the Chincoteague National Wildlife Refuge
- ✓ National Aeronautics and Space Administration (NASA) /commercial launches from Wallops Spaceport increasing tourism events throughout the year
- ✓ Route 175 bridge realignment created a new commercial ‘main street’ along Maddox Boulevard and Virginia Department of Transportation (VDOT) funds revitalization improvements to the traditional downtown
- ✓ A stabilized national economic recession had impacted the real estate development market and forced a reduction in property values
- ✓ 2010 Census confirms a decrease in year round population and conversion to second homes and seasonal rental property
- ✓ Increased tourist visitation and related economic activity
- ✓ Changing occupation ratios of Town residents
- ✓ Increased year-round business travel visitation associated with Wallops Island and related economic activity

### Comprehensive Plan Goals

**Primary Goal** – The primary goal of the Comprehensive Plan seeks to manage and adapt to change over time in an economically and environmentally sustainable manner while retaining the most endearing and unique physical and cultural features of the Town and providing the setting for a harmonious community life.

- ❖ **Land Use Goal:** Provide a quality living environment for all residents by ensuring a balanced mix of residential and commercial development, while preserving and improving natural resources and promoting the Town’s image as a desirable, visually attractive, safe, and economically stable residential community.
- ❖ **Economic Development Goal:** Provide a quality working/business environment that ensures a balanced mix of seasonal and year-round commercial and employment uses to serve the day to day needs of residents and visitors. Encourage educational opportunities for all ages to promote higher salary jobs throughout town.
- ❖ **Community Facilities and Services Goal:** Provide public facilities and services that are adequate to meet the needs of the community and are affordable, accessible, attractive, and add to the enjoyment of the physical environment.
- ❖ **Transportation Goal:** Provide for the safe and efficient movement of people and goods.
- ❖ **Housing Goal:** Preserve and protect the neighborhood character and quality of life in residential neighborhoods; encourage a balanced range of housing type and opportunities; promote opportunities for clean, safe, and affordable housing; and maintain safety, appearance, and harmony within neighborhoods.
- ❖ **Environmental Goal:** Conserve important natural and sensitive environmental resource areas which protect the Island from storm events and which serve as the basis for the Town’s economy and visitation to the area. Continue to improve resilience to flooding and other coastal storm hazards while remaining economically and socially viable
- ❖ **Resiliency Goal:** Enhance the capacity to maintain or regain functionality and vitality in the face of natural, climate-induced, or man-made stressors and disturbances.

### **Land Use Objectives**

1. Continue to protect the quality of life in existing residential neighborhoods, while permitting appropriate infill and redevelopment.
2. Promote development in underutilized commercial zones; redevelopment and infill of existing commercial areas.
3. Ensure that all development is compatible with the scale and character of adjacent uses in the area.

4. Ensure that buildings and related site improvements for private development are well designed and compatible with surrounding properties and districts.
5. Support a range of housing options to serve the long term needs of the Town.
6. Encourage preservation of open space and environmentally responsible development.
7. Ensure that new and existing commercial developments are attractive in appearance.
8. Promote small to medium scale commercial and office developments.
9. Maintain and enhance the character of existing commercial areas.
10. Further facilitate the revitalization of the Old Town commercial district and its waterfront as a center for commerce.
11. Enhance the commercial corridor of Maddox Boulevard to better serve the tourist trade.
12. Create an attractive street environment, which will compliment private and public properties and be comfortable for residents and visitors.
13. Encourage site design, which preserves scenic vistas.
14. Enhance the future resiliency of the Town.

### **Economic Development Objectives**

1. Enhance the image of the community and create a vital and attractive environment for businesses, residents, and visitors that is reasonably balanced with the need for economic development to assure the town's economic prosperity.
2. Promote and support tourism, which is Chincoteague's primary economic engine.
3. Encourage economically viable marine uses to meet the needs of waterborne commerce and recreation tourism.
4. Provide for a broad range of convenient shopping venues.
5. Support the seafood industry and promote aquaculture.

6. Continue to implement the Chincoteague Downtown Revitalization Plan and the Maddox Boulevard Multi-Modal Transportation Enhancement plan to improve the Island's economic climate for investment and reinvestment.
7. Work to achieve a year-round economy for Chincoteague to ensure economic longevity.
8. Assist in promoting post-secondary school educational opportunities.

### **Community Facilities & Services Objectives**

1. Ensure adequate public facilities and services that meet the needs of residents and visitors.
2. Ensure adequate safe water capacity.
3. Complete mapping of Island drainage systems and flows.
4. Maintain beautiful and functional outdoor public places, which provide a shared sense of belonging for Chincoteague residents, business owners, property owners, and visitors.
5. Provide opportunities for public access and recreational enjoyment of the shoreline.

### **Transportation Objectives**

1. Provide a safe and connected system of pedestrian and bicycle pathways.
2. Pursue opportunities for additional public parking to serve the Old Town and Maddox Boulevard commercial districts.
3. Provide safe, efficient, reliable transportation for many modes of transportation.
4. Enhance public transportation opportunities by continuing to improve the Pony Express trolley service, and to encourage the addition of a private taxi service.
5. Encourage private investment to upgrade and convert significant private roads to meet public street standards so that they may be added to the VDOT street inventory for maintenance.
6. Improve standards for maintenance of the private road network.

7. Ensure adequacy of evacuation routes.
8. Enhance drainage of primary roadways.

### **Housing/Neighborhood Objectives**

1. Encourage a variety of home types and sizes in new development or re-development projects in order to provide housing for people of all socioeconomic backgrounds.
2. Encourage programs to proactively provide accessible and affordable housing for the regional work force, including working with Accomack County and other regional housing entities.
3. Develop policies that support flexible housing arrangements for extended family living, where appropriate.
4. Create policies that facilitate continued occupancy of personal homes by elderly residents, who may need “in-home” care.
5. Encourage housing rehabilitation, redevelopment, infill, and improvement programs for selected areas or neighborhoods.
6. Continue to improve housing conditions by using all available means to ensure decent, safe, and sanitary housing.

### **Environmental Objectives**

1. Adopt shoreline management policies consistent with State Code where practical, and actively promote the use of other structural options when necessary to support working waterfronts and storm damage protection of property.
2. Prepare and implement a general landscape planting guide for Chincoteague Island which encourages planting of trees and shrubs to replace those lost due to storm damage utilizing native species.
3. Continue a partnership with the US Army Corps of Engineers and the US Coast Guard to maintain navigable channels surrounding Chincoteague Island and connecting to the Atlantic Ocean.



4. Continue a cooperative working relationship with the US Fish and Wildlife Service, the National Park Service and others to provide convenient public access and recreational use of the Assateague National Seashore for Virginia residents and regional visitors.

### **Resiliency Objectives**

1. Develop and implement a proactive plan for the community to defend from and adapt to long term changes in climate and storm impacts, flooding, water table, vegetation and other environmental factors.
2. Implement a wastewater management plan through a phased implementation.
3. Implement drainage management strategies to enhance overall drainage capacity.
4. Reduce the vulnerability of evacuation route and collector roads to storm water and tidal surge inundation.
5. Perform a comprehensive review of shoreline management to identify information gaps and potential projects to help protect the Island.
6. Encourage increased use of natural and nature-based features to increase coastal resilience.
7. Support the establishment of resiliency goals, strategies, and implementations to assist businesses with resiliency planning.
8. Identify critical infrastructure elements, assess their vulnerability, and enhance their resiliency.

## Chapter 3 Land Use Plan

The Land Use Plan provides a policy framework for guiding future growth, development, and re-development in the Town of Chincoteague. The Plan identifies several distinct “Land Use Planning Areas.” The location and delineation of each Planning Area considers existing use, established settlement patterns, and opportunities for growth and redevelopment.

“Land Use Planning Areas” include the following:

1. Single-Family Residential;
2. One & Two Family Residential;
3. Mixed Use Residential;
4. Resort Residential;
5. Neighborhood Commercial;
6. Old Town Commercial;
7. Commercial Corridor;
8. Resort Commercial;
9. Public/Semi-Public;
10. Park & Open Space;
11. Resource Conservation; and
12. Agriculture.



## Land Use Planning Areas

The Town of Chincoteague is divided into twelve (12) Land Use Planning Areas (See Exhibit 3-1). The Land Use Plan identifies a broad goal and purpose for each specific Planning Area as well as objectives and implementation strategies to advance the community's goals and objectives.

### SINGLE FAMILY RESIDENTIAL PLANNING AREA

Description of Zone R-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain quiet, low-density residential areas plus certain open areas where similar residential development appears likely to occur.

The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage a suitable environment for family life where there are children and to prohibit most activities of a commercial nature. To these ends, development is limited to relatively low concentration of single-unit dwellings providing homes for the residents, as well as commercial activities conducted in such a manner as to not disturb the peace and harmony of the district. This district requires that public streets, utilities and drainage be installed prior to approval.

**GOAL: Preserve existing low density residential neighborhoods and ensure that infill and redevelopment are consistent with the existing character of the Planning Area.**



The “Single-Family Residential Planning Area” encapsulates existing residential areas which are characterized as primarily detached single-family neighborhoods.

The purpose of the Planning Area is to provide for single-family detached residences and supporting uses. The Planning Area is located in portions of Chincoteague where single-family

residential development patterns are generally established and where services and facilities will be adequate for anticipated population.

The Planning Area is intended to provide for the minor infill of existing neighborhoods, consistent with the existing low density residential character of the area. The Planning Area includes some vacant or larger properties that could be candidate sites for infill and/or redevelopment projects. When infill development occurs it should be consistent with prevalent lot development patterns. Zoning for this area should maintain single-family residential and strictly limit non-residential uses. Density should be maintained in accordance with historic lotting patterns. Mobile homes and double-wide manufactured housing are not considered appropriate for the Planning Area.

### *Implementation Strategies*

- Apply the existing R-1 Residential zoning to this Planning Area.
- Zoning provisions for this Planning Area should limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Limit permitted residential uses to detached single family units.
- Limit new non-residential uses to low intensity home occupations.

## **ONE & TWO FAMILY RESIDENTIAL PLANNING AREA**

Description of Zone R-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of the basic components of the R-1 single family residential district, maintaining the same essential characteristics of that district but with a mix of community facilities and home occupations.

**GOAL: Protect existing low to medium density residential character and ensure infill and redevelopment are consistent with the existing character of the Planning Area.**

This area is a mixture of existing single and multi-family residential uses. Much of this Planning Area is located near Oyster Bay and Little Oyster Bay. A small portion of the area is located adjacent to Maddox Boulevard and the Chincoteague Town Center.

The purpose of the Planning Area is to protect existing neighborhoods primarily consisting of one and two family dwellings. It is the Town's intent to allow infill and redevelopment of a similar scale and intensity consistent with the existing character of the neighborhoods.

The security of these property assets is crucial to homeowners in terms of quality of life and stable property values. The unique features of the Planning Area are essential characteristics of Chincoteague, being attractive to residents and visitors alike. Implementation strategies should include measures to protect the existing low to medium residential character and ensure that new construction, re-development, infill development, and structural additions reflect development patterns already present.

### ***Implementation Strategies***

- Apply the existing R-2 Residential zoning to properties in the Planning Area.
- Amend zoning provisions for this Planning Area to limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Permit existing non-residential uses to continue but not expand.
- Strictly limit new non-residential uses to low intensity home occupations.

### **MIXED USE RESIDENTIAL PLANNING AREA**

Description of Zone R-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain medium to high concentrations of residential uses, ordinarily located adjacent to commercial areas, and/or between residential and commercial areas, plus certain open space areas where similar development appears likely to occur. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain neighborhood commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers, with the limitation of permitted outdoor advertising to only 6 sign types. The positive characteristics of residential neighborhoods shall be maintained while allowing for appropriate infill and redevelopment on vacant and under-utilized parcels. Specific building types will be permitted only by conditional use permit to assure neighborhood compatibility.

**GOAL: Protect the existing mixed residential character of the Planning Area and ensure new infill and redevelopment does not adversely impact surrounding areas.**

The area consists of existing single and multi-family residential uses and some neighborhood commercial uses. The objective for this Planning Area is to maintain the positive characteristics of these neighborhoods, while allowing for appropriate infill and redevelopment on vacant and underutilized parcels.

The purpose of the Planning Area is to recognize areas with a mix of existing single and multi-family residential units as well as neighborhood commercial uses. At the same time, the Town will ensure that the location and intensity of uses in the Planning Area are controlled to maintain property values and avoid congestion.



### *Implementation Strategies*

- Apply the current R-3 Residential zoning to the Planning Area.
- Establish appropriate zoning provisions to ensure new multi-family and townhouse residential development is consistent with the surrounding area.
- Limit multi-family development or re-development to duplex, triplex, or quadraplex units to minimize the scale and intensity impacts of greater density.
- Encourage design objectives for infill and redevelopment and multi-family residential uses that are appropriate to the existing character of neighborhoods.
- Encourage development that is consistent and amenable to existing development in surrounding area. This is especially applicable to structures that are required to satisfy 100 year floodplain regulations.

- Ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Assess opportunities to enhance local street and pedestrian system connections as development or redevelopment occurs over time.
- Improve the quality of and connections between local streets serving residential neighborhoods within the Planning Area.
- Establish minimum landscape, buffering, and environmental protection standards.
- Permit existing non-residential uses to continue.
- Limit new non-residential uses to low intensity home occupations and low intensity cottage industries.
- Establish appropriate development standards for new non-residential uses that ensure they are appropriately located and designed to “blend in” with the existing character of the surrounding area.

### **RESORT RESIDENTIAL PLANNING AREA**

Description of Zone R-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is intended to encourage the continuation of seasonally and permanently occupied homes, and limited resort commercial use. These uses support

Chincoteague’s role as a visitor destination and improve the local economy. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain limited commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers. To these ends, retail activity is limited and this district is protected against encroachment of general commercial and industrial uses. Most residential types of structures for both permanent and transient occupancy, including institutions, are permitted.

Some structures for commercial uses conforming to the pattern of the district and several low-impact commercial uses are allowed.

**GOAL: Maintain and create desirable residential environments.**

The Planning Area is located at the southern and northern ends of Chincoteague off North and South Main Street.

The purpose of the Planning Area is to set aside areas for the development of master planned mixed-use residential communities, while at the same time, allowing the continuation, expansion, and redevelopment of existing resort uses. Implementing provisions should encourage well-planned mixed-use neighborhoods that complement and enhance the quality of life for all residents in the Town. The location of planned mixed-use developments should be adjacent to and extended from the fabric of the existing community. These areas should be linked to become integral parts of Chincoteague. This includes reflecting the scale and character of the existing community in any new development.

### *Implementation Strategies*

- Apply the current R-4 Residential zoning to the Planning Area.
- Continue to permit resort recreation including, but not limited to, campgrounds, rental cottages, bed and breakfast, and tourist homes.
- Ensure interconnected streets that are designed to balance the needs of all users with sidewalks and on-street parking.
- Encourage open spaces that are integral to the community.

## **NEIGHBORHOOD COMMERCIAL PLANNING AREA**

Description of Zone C-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to provide appropriate areas for retail commercial and service uses catering to year-round residents, while minimizing impacts to existing adjacent residential areas. This district is intended as the location for basic neighborhood, commercial, service and business uses and may also allow one and two family residential uses. Of the commercial districts, neighborhood commercial is designed to be a lower density with more open space type activities than other commercial districts.

The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

**GOAL: Maintain and enhance the commercial character of the Planning Area.**



This area is located adjacent to major roadways in town such as Maddox Boulevard, South Main Street, and near the Assateague Channel.

The purpose of the Planning Area is to provide appropriate areas for retail commercial and service uses catering to year-around residents, while minimizing impacts to existing adjacent residential areas. The Planning Area is intended as the location for basic neighborhood, commercial, service, and business uses. The area also allows one and two family residential uses.

### *Implementation Strategies*

- Apply the current C-1 Commercial zoning to the Planning Area.

## **OLD TOWN COMMERCIAL PLANNING AREA**

Description of Zone C-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. This includes such uses as retail stores, banks, restaurants and taverns, and garages and service stations.

**GOAL: Protect and ensure the continued viability of the Old Town Center as a pedestrian-oriented commercial center.**

The Old Town Center is Chincoteague’s traditional and historic business district. It defines an area critical to the economic health and prosperity of the Town. In addition, the Old Town Center is a primary attraction for residents & visitors/tourists, providing an important economic component of the Town’s tax base. The objective for this Planning Area is to maintain and enhance the area as a pedestrian oriented shopping district.



The Old Town Center plays an important role in the community including the following:

- ❖ Provides an employment center;
- ❖ Strongly influences the Town’s image and identity;
- ❖ Is an Arts & Entertainment center of the Town;
- ❖ Hosts a variety of establishments;
- ❖ Represents the historic core of the community;
- ❖ Provides key visitor attractions; and
- ❖ Provides public space where residents and visitors can congregate or be part of parades, special events, and celebrations that reinforce a sense of community.

The purpose of the Planning Area is to protect the downtown business district by preserving the historic character and ensuring it continues to function as a center of commerce. This includes actions for the continued viability of the historic downtown as a pedestrian-oriented commercial center. Chincoteague intends to fulfill this purpose by maintaining the existing character of the Main Street shopping district to the maximum extent possible and reinforce its role as a center for community life.

The Old Town Center has traditionally been the primary location for commercial uses catering to seasonal and year round populations. Unlike Maddox Boulevard, the Old Town Center retains a commercial shopping district “look and feel.” The Town should encourage development standards and support retention of existing commercial uses and buildings as well as limit conversion of existing commercial structures to non-commercial uses. If residential conversion occurs, it should be relegated to second and third story areas, maintaining the first floor for commercial use. Design objectives and incentive-based processes can assist to maintain and/or enhance the existing architectural character of the Planning Area.

It is the intent of the Town to work with local merchants and property owners to retain scenic views of Chincoteague Bay from Main Street to the maximum extent possible. This includes the visual character of the waterfront as seen from the mainland approach to the Town. Public investment within the Old Town Center area will emphasize improvements to address traffic congestion, pedestrian safety and circulation, parking, streetscape improvements, public amenities and public access to the water.

This zone contains elements of critical infrastructure in the Food, Health Care, Financial Services, Energy, Government Facilities, and Information Technology sectors.

### ***Implementation Strategies***

- Apply the current C-2 Commercial zoning to the Planning Area.

- Work with property owners to retain commercial services and retail uses in existing structures, thereby minimizing the conversion of structures to residential uses and enhancing the quality of the resident and tourist experience.
- Encourage economic development.
- Work with the local businesses and community groups in support of business growth and development in the downtown.
- Promote redevelopment or infill development in appropriate locations consistent with the Old Town Center’s unique assets, which include distinctive architecture and a pedestrian friendly environment.
- Broaden the range of uses, attractions, and activities that strengthen the Old Town Center’s identity as a unique visitor destination.
- Strengthen the identity, role, and marketing of the downtown business district as a viable year-round shopping area that provides a broad array of goods and services that cater to visitors and residents.
- Consider preparing building appearance and architectural design objectives and incentive-based processes to ensure that new construction, reconstruction, or infill development are appropriate to existing architectural patterns.
- Where possible, require sites that are redeveloped to provide a shoreline buffer and/or pedestrian promenade, when adjacent to Chincoteague Channel or Chincoteague Bay.
- Enhance tourist information and management by local organizations in the downtown.
- As appropriate, continue to improve the “Robert N. Reed Downtown Waterfront Park” facility and fishing pier to enhance downtown’s relationship to Chincoteague Bay and promote downtown visitation.
- Promote the Old Town Center as an arts district for theatre, music, and additional forms of outdoor entertainment.
- Explore opportunities to feature the works of both local and out-of-town performing and visual artists through use of a downtown building or structure to house a fine arts center.
- Explore needs for additional public restroom facilities in the downtown and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.

- Improve the quality of local streets, public parking, and pedestrian systems, where possible.

### **COMMERCIAL CORRIDOR PLANNING AREA**

Description of Zone C-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to establish and protect a district that will serve the tourist trade that is vital to the growth of Chincoteague. Two commercial districts have been combined, C-1 and C-2 to create a single district that encourages a context based design review process. Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. It will also allow for some residential uses which are compatible with certain retailing operations. The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

#### **GOAL: Enhance the Commercial Corridor of Maddox Boulevard.**

The Planning Area begins at the causeway and extends along Maddox Boulevard, the main route to Assateague Island.

The Commercial Corridor Planning Area is where visitors get their first impressions of Chincoteague. Making a positive first impression will help local businesses capture the interest of the million-plus tourists, who visit the area each year. Ensuring that the corridor presents an appropriate appearance is basic to protecting the collective business investment. For these reasons, the purpose of the Planning Area is to accommodate commercial uses that serve visitor and year round populations at appropriate locations, while ensuring streets, buildings, structures, and sites present a positive visual image of the community.

The purpose of the Planning Area is to concentrate highway oriented commercial uses along the Maddox Boulevard corridor, enhance the visual image of this gateway corridor, and ensure safe movement of vehicles and people.



The anticipated conversion of existing residential structures to commercial uses will present challenges for parking and traffic safety. Within this Planning Area, re-development, infill development, and structural additions will be permitted but should be sensitively designed to reflect a positive image of the community. The Town recognizes the potential for these properties to redevelop, especially if public sewer is added in the future.

This zone contains elements of critical infrastructure in the Food and Financial Services sectors.

### *Implementation Strategies*

- Consider establishing building appearance and architectural design objectives for new construction, reconstruction, or infill development. Zoning may include “special infill and re-development” provisions that offer flexibility and enhance opportunities to secure improvements in the form of landscaping, sidewalk enhancements, public parking facilities, or other proffers that provide public benefit as a trade-off for approval.
- Explore needs for additional public restroom facilities in the Maddox Boulevard corridor and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.
- Encourage landscaping for commercial and residential uses in the Town zoning code.
- Provide street furniture, trash cans, and seating areas in limited locations along the corridor to enhance pedestrian use.
- Work with the Virginia Department of Transportation to enhance vehicular and pedestrian safety in the Maddox Boulevard corridor and seek State assistance to develop a “Corridor Management Plan” to identify opportunities to enhance access controls and assure the corridor can sustain adequate levels of service to accommodate projected future traffic volumes.
- Facilitate transit service in the corridor. Consider more off-street parking options especially for the businesses.
- Continue implementation of the Town’s bike and pedestrian plans.
- Establish Master Plan Community or mixed-use community provisions that permit redevelopment within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.

## **RESORT COMMERCIAL PLANNING AREA**

Description of Zone C-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses support Chincoteague's role as a visitor destination and improve the local economy.

### **GOAL: Maintain and create desirable commercial environments.**

This area defines portions of the community where the character of development is presently dominated by concentrations of seasonally occupied homes, commercial uses, and campgrounds. These uses support Chincoteague's role as a visitor destination. The Planning Area includes land located on the southern end of Chincoteague Island (Tom's Cove and adjacent to the Curtis Merritt Harbor of Refuge), land north of Hallie-Whealton Smith Road between North Main Street and Deep Hole Road, and land adjacent to the Maddox Boulevard campground.



The purpose of the Planning Area is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses play an important role in the local economy by catering to the visitor population. The Town recognizes the potential for these properties to redevelop, especially

if public sewer is added in the future. Collectively, these sites represent land-holdings that could be assembled and converted to larger planned mixed-use developments. Chincoteague should encourage well-planned mixed-use commercial developments that complement and enhance the quality of life for all Town residents.

Although, serving an important function in the local economy, commercial uses also can create numerous problems. In order to avoid some of these problems in the future, the following considerations are recommended regarding commercial development:

- ❖ If reasonably possible, commercial centers should be designed as compact clusters, as another consideration to long strips, to encourage shared parking and walking between stores.

- ❖ If possible, commercial centers should unify the streetscape with continuous street trees, high-quality parking, and lot landscaping.
- ❖ If possible, sidewalks and crosswalks should be built throughout the area to encourage shared parking, public transportation, and walking between stores and to nearby homes and offices.
- ❖ If possible, the design of commercial centers should reinforce street frontage by filling in the front of large parking lots with small, closely spaced store fronts with parking behind the building or on the side of the building.
- ❖ The impact of commercial development on adjacent existing and future residential neighborhoods should be minimized.

### *Implementation Strategies*

- Apply the current C-4 Commercial zoning to the Planning Area.
- Continue to permit recreational campgrounds and other facilities to support but not limited to seasonally occupied cabins, mobile homes, and recreational vehicle use.
- Adopt appropriate standards to ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Establish Master Plan Community or Planned Unit Development (PUD) provisions that permit redevelopment of larger sites within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.
- It is advised that when looking at the zoning of this land use area, the permitted uses follow what is currently permitted, as of the adoption of this plan, in the C-1 District, in addition to any other uses delineated in Chapter 3 of this Comprehensive Plan Update.

## **PUBLIC/SEMI-PUBLIC PLANNING AREA**

Description of Zone PSP from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The primary purpose of this district is to establish and protect a district that will provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the

town. The district will not include any parcel that is in private individual ownership. Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general wellbeing of the public such as town offices, post offices, or other government service buildings. Semi-public land uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

**GOAL: Provide for an appropriate array of public facilities and services.**

Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general well-being of the public such as Town offices, post offices, or other government service buildings.

Semi-Public Land Uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

Chincoteague should ensure that public facilities and services are available to all portions of the Town. However, public services can only be provided according to the community's ability to support the service through funding and staffing. In this respect, the Town will need to be mindful of the cost of providing services juxtaposed to the revenues that the Town can reasonably expect to derive from existing sources (e.g. property taxes etc.). Where it is determined that expenditures for new or expanded public services and/or facilities will exceed projected revenues, the Town may want to consider implementing alternative techniques to offset revenue shortfalls.

The Town's objective is to provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the Town and that the cost of providing expanded basic public services is affordable (i.e. funding, staffing, etc.).

This zone contains elements of critical infrastructure in the Government Facilities, Emergency Management System, Water Systems, and Communications sectors.

***Implementation Strategies***



- Require adequate public facilities be made available as a condition of approval for any proposed development.
- Set development review fees at a level that covers the actual cost of development review and approval processes.

### **PARK & OPEN SPACE PLANNING AREA**

Description of Zone POS from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The purpose of this district is to provide parks, recreational and open space areas for use by visitors and residents of the Town of Chincoteague. Parks and open spaces help to define neighborhoods, serve as natural drainage ways, and satisfy the aesthetic and recreational needs of the community.

**GOAL: Provide parks, recreation facilities, and open space for Town residents and visitors.**



Parks and open spaces provide a source of recreation as a focal point in neighborhoods. Recreation and open space areas help define neighborhoods, serve as natural drainage-ways, and satisfy the aesthetic needs of residents. The Assateague Island parks satisfy the need for a large natural park. Five Town parks along with several recreational facilities serve the community and visitors alike with more active forms of recreation and provide for water related activities.

### **RESOURCE CONSERVATION PLANNING AREA**

Description of Zone RC from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The resource conservation district is established for the specific purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those conservation uses expressly permitted by right. Any proposal

for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly zoning amendment process in accordance with the review procedures and standards specified in this ordinance.

**GOAL: Conserve important natural and sensitive environmental resource areas.**

This area includes extensive wetlands, off-shore islands, indigenous vegetation, and wildlife habitat. It also includes the primary drainage system for Chincoteague. Two of the Island's most renowned and renewable economic resources are supported by the Planning Area: 1) scenic beauty; and 2) seafood. Protecting these resources and the environments that enable them is a critical public purpose. The Town's intent is to conserve these areas and protect the island's environmental quality by minimizing impacts from adjacent development.



The preservation and protection of natural drainage-ways on Chincoteague Island are critical for quality of life because they filter harmful pollutants.

The purpose of this Planning Area is to delineate sensitive environmental areas, where the Town will regulate land uses to protect water quality in surrounding waters. Development standards should ensure development disturbances, which might adversely impact sensitive environmental features including both tidal and non-tidal wetlands and habitats of rare, threatened, or endangered species, are minimized to the maximum extent possible. The Planning Area is established to complement the purpose and objectives established by the National Park Service and the U.S. Fish and Wildlife Service for the Assateague Island National Seashore and the Chincoteague National Wildlife Refuge. This includes maintaining the protections afforded by barrier islands from storm events and protecting the diverse and unique ecology that serves as the basis for the Town's economy and visitation to the area.

***Implementation Strategies***

- Continue to protect these areas for the enjoyment of current and future generations.
- Consider increasing area within this district to include all saltwater marsh areas.

**GOAL: Incorporate State guidance relative to Coastal Resource Management.**

Recent scientific research on coastal ecosystem resource management has revealed that traditional resource management practices may limit the ability of the coastal ecosystem to perform many of these essential functions. The loss of these services has already been noted throughout coastal communities in Virginia as a result of development in coastal zone areas coupled with common erosion control practices. Beaches and dunes are diminishing due to a reduction in a natural sediment supply. Wetlands are drowning in place as sea level rises and barriers to inland migration have been created by construction of bulkheads and revetments.

*Implementation Strategies*

- Consider preserving available open spaces adjacent to marsh lands to allow for inland retreat of the marshes under rising sea level, along with other coastal defense options that protect and maintain critical infrastructure, property value, and the public health/safety/welfare of the Town residents.

**AGRICULTURE PLANNING AREA**

Description of Zone A from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district covers those portions of the town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural district is established for the specific purpose of promoting and encouraging the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those agricultural and conservation uses expressly permitted by right. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in this ordinance.

**GOAL: Continue to provide an area for agricultural practices on the Island.**

This land use area covers those portions of town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural land use area's purpose is to promote and encourage the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and ice storms.

Uses within this land use area should be limited to those agricultural and conservation uses that are harmonious current land use patterns. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in the Town of Chincoteague Zoning Ordinance.

### *Implementation Strategies*

- **Promote the continuation of current agricultural practices in this land use area.**

## **General Land Use Planning**

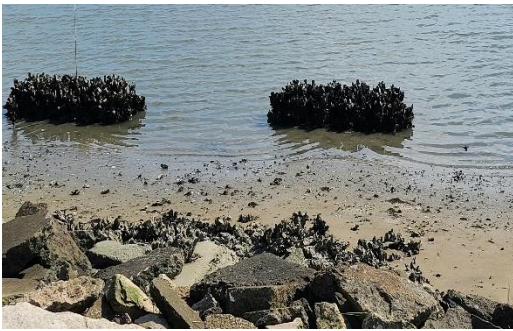
This section discusses planning considerations that may be applicable to one or more planning areas.

### **Coastal Resource Management**

Coastal ecosystems reside at the interface between the land and water, and are naturally very complex. They perform a vast array of functions by way of shoreline stabilization, improved water quality, and habitat for fishes; from which humans derive direct and indirect benefits. The Town of Chincoteague developed as a community in this setting and has managed its surrounding natural resources over the centuries.

There is great concern on the part of the Commonwealth that the continued armoring (Exhibit 3-2) of shorelines and construction (Exhibit 3-3) within the coastal area will threaten the long-term sustainability of coastal ecosystems under current and projected sea level rise. Locally, there is a concern that traditional practices are still necessary and appropriate in places to support other goals for working waterfronts, storm hazard mitigation, flood protection, and coastal resiliency of the Commonwealth's barrier island

primary frontal dune/beach system. Local interest in the promotion and preservation of working waterfronts as a critical component of our resilient coastal communities could lead to a preference for “conventional” shoreline management practices.



In the 1980s, interest arose in the use of planted wetlands to provide natural shoreline erosion control. Today, a full spectrum of living shoreline design options is available to address the various energy settings and erosion problems found. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that natural system approaches combat shoreline erosion, minimize impacts to the coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to insure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.

In 2011, the Virginia Assembly passed legislation to amend §28.2-1100 and §28.2-104.1 of the Code of Virginia and added section §15.2-2223.2, to codify a new directive for shoreline management in Tidewater Virginia. In accordance with section §15.2-2223.2, all local governments shall include in the next revision of their comprehensive plan beginning in 2013, guidance prepared by the Virginia Institute of Marine Science (VIMS) regarding coastal resource management and, more specifically, guidance for the appropriate selection of living shoreline management practices where applicable. The legislation authorizes and encourages the use of living shorelines as the preferred alternative for stabilizing tidal shorelines.

This guidance, known as Comprehensive Coastal Resource Management Guidance (Reference S-05), was prepared by VIMS. . It outlines where and what new shoreline best management practices should be considered where coastal modifications are necessary to reduce shoreline erosion and increase resilience of our coastal ecosystems. This guidance includes full spectrum of appropriate management options which can be used by local governments for site-specific application and consideration of the sustainability of shoreline resources. The guidance applies a decision-tree method using a resource based mapping database that will be updated from time to time, and a digital geographic information system model created by VIMS. For localities within the Tidewater region of Virginia, VIMS also created and maintains an interactive on-line portal to present the digital geographic information. The Island is addressed in the Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10).

**GOAL: Apply State guidance relative to Coastal Resource Management where practical.**

Shoreline management policies consistent with State Code will be adopted where practical, will also actively promote the use of other structural options which are necessary to support working waterfronts and storm damage protection of property, and will recognize the limitations of multiple small ownership parcels along the existing Town waterfront.

***Implementation Strategies***

- Refer to the guidance presented in the locality's Comprehensive Coastal Resource Management Guidance (Reference S-05) to guide regulation and policy decisions regarding shoreline erosion control.
- Utilize VIMS Self-Guided Decision Tools for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: [http://www.vims.edu/ccrm/ccrmp/bmp/decision\\_tools/index.php](http://www.vims.edu/ccrm/ccrmp/bmp/decision_tools/index.php).
- Utilize VIMS Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10) for digital geographic information with numerous layers addressing erosion control/shoreline best management practices: <http://www.vims.edu/ccrm/ccrmp/portals/accomack/index.php>.
- Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendations for tidal shorelines in the jurisdiction where applicable.
- Utilize VIMS/Coastal Zone Management/National Working Waterfronts Network resources for best management practices in working waterfront areas.
- Coordinate with Accomack County Wetlands Board to continue permitting traditional practices as the above Shoreline Best Management Practices become the recommended adaptation strategy for erosion control.
- Encourage staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS, and participation in the development of guidance which will apply in the Town of Chincoteague.

- Follow and participate in the development of the state-wide General Permit being developed by Virginia Marine Resources Commission (VMRC).
- Ensure that local policies are consistent with the provisions of the permit, and continue to allow traditional options where necessary for working waterfronts.
- Evaluate and consider a town-wide general permit to expedite shoreline applications that request actions consistent with the VIMS guidance.
- Seek public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies including Living Shorelines.
- Follow and participate in the development of integrated shoreline guidance under development by VMRC.
- Evaluate and consider a locality-wide regulatory structure that encourages a more integrated approach to shoreline management.
- Evaluate and consider cost-share opportunities for construction of living shorelines.

### **Resiliency**

Land use is influenced by many factors. In addition to Coastal Resource Management discussed above, other factors of growing concern are drainage, recurrent flooding, and the resiliency of critical infrastructure, both government provided and commercial.

The Stormwater Master Plan Phase I was completed in May of 2011 (Reference R-18) identified drainage issues at the time and recommended future actions. While the Town has been proactive in resolving these drainage issues, additional effort may be required to minimize the impact of future events. The Stormwater Master Plan states that “In addition to flooding caused by rainfall events, the Island is subject to tidal flooding. The tidal influence impacts all three of the Island’s primary watersheds. High tides can cause localized flooding even with the absence of additional rainfall. In the cases of extreme

high tide, the drainage system will backflow and result in tidal flooding for more inland areas that are usually not directly impacted by tidal flooding. The problem is compounded when a heavy rainfall coincides with a prolonged high tide. The storm water runoff is prevented from draining through the already inadequate drainage system by the high tide elevation. The combination of heavy rain and high tides can result in prolonged flooding even after the weather system has passed”. Phase II of the Plan outlined additional long-term actions still outstanding.

The US Department of Homeland Security defines 16 critical infrastructure sectors whose assets, systems, and networks, whether physical or virtual, are considered so vital that their incapacitation or destruction would have a debilitating effect on security, economic security, public health or safety, or any combination thereof. Identification of critical infrastructure elements, assessment of their resiliency, and consideration of future infrastructure enhancements should be considered.

**GOAL: Enhance the future resiliency of the Town, particularly that of critical infrastructure, where practical.**

Much has been done to enhance the resiliency of the Island, however the collection, assembly, and analysis of data reflecting current conditions would help to define and implement medium and long-term goals.

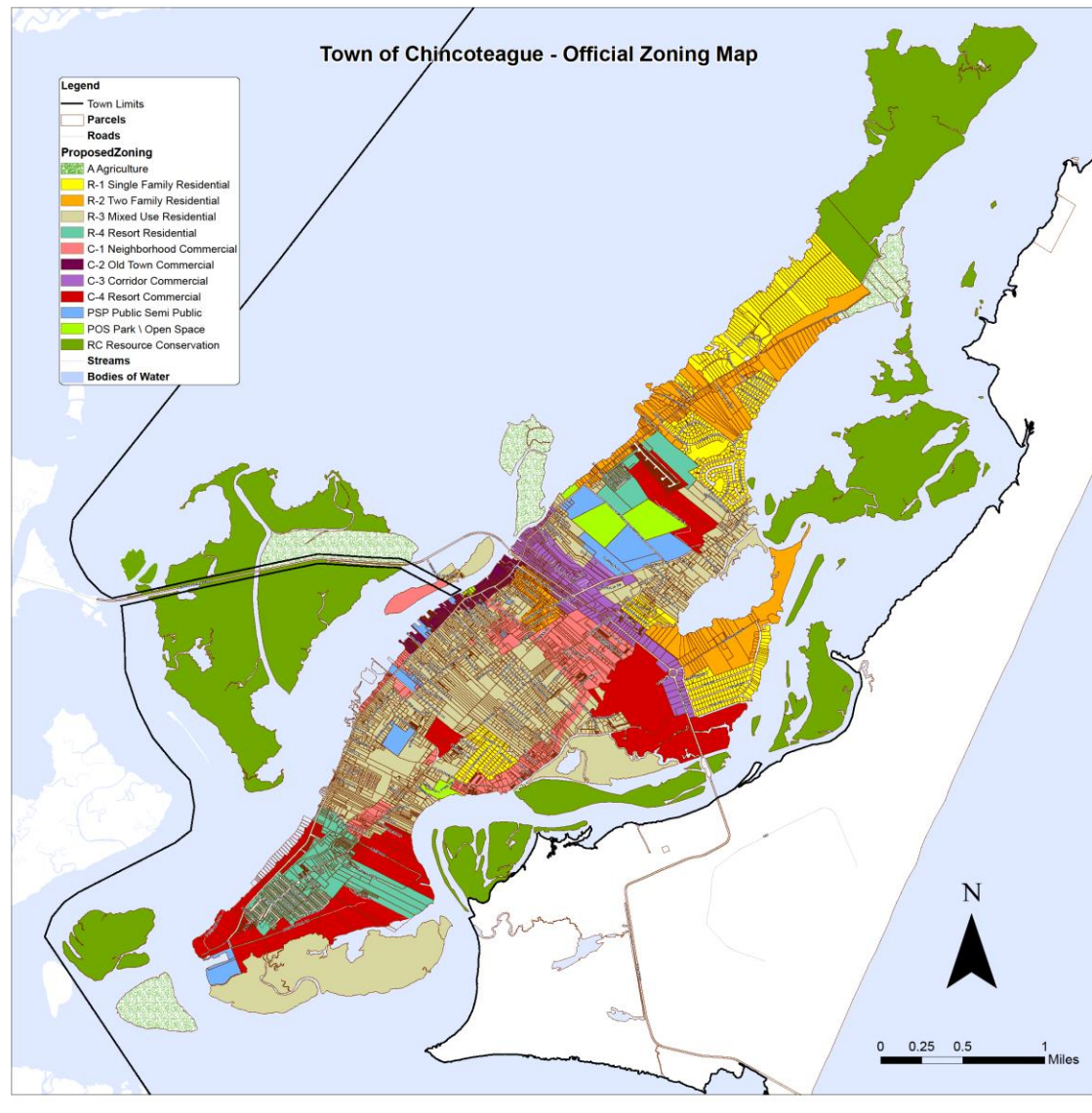
### *Implementation Strategies*

- Perform an updated study and identification of the impacts of recurrent flooding and tidal surge events.
- Identify critical infrastructure elements, assess, and increase their resiliency.
- Perform a vulnerability and exposure analysis for general land use, infrastructure, and critical infrastructure.
- Consider designation of additional areas for special protection with zone PSP, POS or RC designation.
- Site future critical infrastructure outside of or in less vulnerable areas.
- Identify specific goals, objectives, and policies that will respond to identified impacts.





### Exhibit 3-1: Zoning Map – Chincoteague Island



### Exhibit 3-2: Shoreline Protection Structures

#### SHORELINE PROTECTION STRUCTURES



January 28, 2019

□ Virginia Administrative Boundaries - Cities/Counties

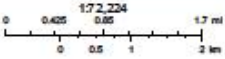
**Shoreline Protection Structures**

- Breakwater
- Bulkhead

- Debris
- Dilapidated Bulkhead
- Groinfield

- Jetty
- Marsh Toe
- Revetment
- Riprap

■ Unconventional



Center for Coastal Resources Management,  
Virginia Institute of Marine Science, Gloucester Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar  
Created from the Accomack County 2016 Comprehensive Map Viewer

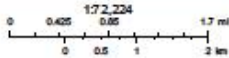
### Exhibit 3-3: Shoreline Access Structures

#### SHORELINE ACCESS STRUCTURES



January 28, 2019

- Virginia Administrative Boundaries - Cities/Countries
- Shoreline Access Structures**
  - Boathouse
  - Dilapidated Dock
  - Dock
  - Private Ramp
  - Public Ramp



Center for Coastal Resources Management,  
Virginia Institute of Marine Science, Gloucester  
Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar

Created from the Accomack County 2016  
Comprehensive Map Viewer

## Chapter 3 Land Use Plan

The Land Use Plan provides a policy framework for guiding future growth, development, and re-development in the Town of Chincoteague. The Plan identifies several distinct “Land Use Planning Areas.” The location and delineation of each Planning Area considers existing use, established settlement patterns, and opportunities for growth and redevelopment.

“Land Use Planning Areas” include the following:

1. Single-Family Residential;
2. One & Two Family Residential;
3. Mixed Use Residential;
4. Resort Residential;
5. Neighborhood Commercial;
6. Old Town Commercial;
7. Commercial Corridor;
8. Resort Commercial;
9. Public/Semi-Public;
10. Park & Open Space;
11. Resource Conservation; and
12. Agriculture.





## Land Use Planning Areas

The Town of Chincoteague is divided into twelve (12) Land Use Planning Areas (See Exhibit 3-1). The Land Use Plan identifies a broad goal and purpose for each specific Planning Area as well as objectives and implementation strategies to advance the community's goals and objectives.

### SINGLE FAMILY RESIDENTIAL PLANNING AREA

Description of Zone R-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain quiet, low-density residential areas plus certain open areas where similar residential development appears likely to occur.

The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage a suitable environment for family life where there are children and to prohibit most activities of a commercial nature. To these ends, development is limited to relatively low concentration of single-unit dwellings providing homes for the residents, as well as commercial activities conducted in such a manner as to not disturb the peace and harmony of the district. This district requires that public streets, utilities and drainage be installed prior to approval.

**GOAL: Preserve existing low density residential neighborhoods and ensure that infill and redevelopment are consistent with the existing character of the Planning Area.**



The “Single-Family Residential Planning Area” encapsulates existing residential areas which are characterized as primarily detached single-family neighborhoods.

The purpose of the Planning Area is to provide for single-family detached residences and supporting uses. The Planning Area is located in portions of Chincoteague where single-family

residential development patterns are generally established and where services and facilities will be adequate for anticipated population.

The Planning Area is intended to provide for the minor infill of existing neighborhoods, consistent with the existing low density residential character of the area. The Planning Area includes some vacant or larger properties that could be candidate sites for infill and/or redevelopment projects. When infill development occurs it should be consistent with prevalent lot development patterns. Zoning for this area should maintain single-family residential and strictly limit non-residential uses. Density should be maintained in accordance with historic lotting patterns. Mobile homes and double-wide manufactured housing are not considered appropriate for the Planning Area.

### ***Implementation Strategies***

- Apply the existing R-1 Residential zoning to this Planning Area.
- Zoning provisions for this Planning Area should limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Limit permitted residential uses to detached single family units.
- Limit new non-residential uses to low intensity home occupations.

## **ONE & TWO FAMILY RESIDENTIAL PLANNING AREA**

Description of Zone R-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of the basic components of the R-1 single family residential district, maintaining the same essential characteristics of that district but with a mix of community facilities and home occupations.

**GOAL: Protect existing low to medium density residential character and ensure infill and redevelopment are consistent with the existing character of the Planning Area.**

This area is a mixture of existing single and multi-family residential uses. Much of this Planning Area is located near Oyster Bay and Little Oyster Bay. A small portion of the area is located adjacent to Maddox Boulevard and the Chincoteague Town Center.

The purpose of the Planning Area is to protect existing neighborhoods primarily consisting of one and two family dwellings. It is the Town's intent to allow infill and redevelopment of a similar scale and intensity consistent with the existing character of the neighborhoods.

The security of these property assets is crucial to homeowners in terms of quality of life and stable property values. The unique features of the Planning Area are essential characteristics of Chincoteague, being attractive to residents and visitors alike. Implementation strategies should include measures to protect the existing low to medium residential character and ensure that new construction, re-development, infill development, and structural additions reflect development patterns already present.

### ***Implementation Strategies***

- Apply the existing R-2 Residential zoning to properties in the Planning Area.
- Amend zoning provisions for this Planning Area to limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Permit existing non-residential uses to continue but not expand.
- Strictly limit new non-residential uses to low intensity home occupations.

### **MIXED USE RESIDENTIAL PLANNING AREA**

Description of Zone R-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain medium to high concentrations of residential uses, ordinarily located adjacent to commercial areas, and/or between residential and commercial areas, plus certain open space areas where similar development appears likely to occur. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain neighborhood commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers, with the limitation of permitted outdoor advertising to only 6 sign types. The positive characteristics of residential neighborhoods shall be maintained while allowing for appropriate infill and redevelopment on vacant and under-utilized parcels. Specific building types will be permitted only by conditional use permit to assure neighborhood compatibility.



**GOAL: Protect the existing mixed residential character of the Planning Area and ensure new infill and redevelopment does not adversely impact surrounding areas.**

The area consists of existing single and multi-family residential uses and some neighborhood commercial uses. The objective for this Planning Area is to maintain the positive characteristics of these neighborhoods, while allowing for appropriate infill and redevelopment on vacant and underutilized parcels.

The purpose of the Planning Area is to recognize areas with a mix of existing single and multi-family residential units as well as neighborhood commercial uses. At the same time, the Town will ensure that the location and intensity of uses in the Planning Area are controlled to maintain property values and avoid congestion.



### *Implementation Strategies*

- Apply the current R-3 Residential zoning to the Planning Area.
- Establish appropriate zoning provisions to ensure new multi-family and townhouse residential development is consistent with the surrounding area.
- Limit multi-family development or re-development to duplex, triplex, or quadraplex units to minimize the scale and intensity impacts of greater density.
- Encourage design objectives for infill and redevelopment and multi-family residential uses that are appropriate to the existing character of neighborhoods.
- Encourage development that is consistent and amenable to existing development in surrounding area. This is especially applicable to structures that are required to satisfy 100 year floodplain regulations.

- Ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Assess opportunities to enhance local street and pedestrian system connections as development or redevelopment occurs over time.
- Improve the quality of and connections between local streets serving residential neighborhoods within the Planning Area.
- Establish minimum landscape, buffering, and environmental protection standards.
- Permit existing non-residential uses to continue.
- Limit new non-residential uses to low intensity home occupations and low intensity cottage industries.
- Establish appropriate development standards for new non-residential uses that ensure they are appropriately located and designed to “blend in” with the existing character of the surrounding area.

### **RESORT RESIDENTIAL PLANNING AREA**

Description of Zone R-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is intended to encourage the continuation of seasonally and permanently occupied homes, and limited resort commercial use. These uses support

Chincoteague’s role as a visitor destination and improve the local economy. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain limited commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers. To these ends, retail activity is limited and this district is protected against encroachment of general commercial and industrial uses. Most residential types of structures for both permanent and transient occupancy, including institutions, are permitted.

Some structures for commercial uses conforming to the pattern of the district and several low-impact commercial uses are allowed.

**GOAL: Maintain and create desirable residential environments.**

The Planning Area is located at the southern and northern ends of Chincoteague off North and South Main Street.

The purpose of the Planning Area is to set aside areas for the development of master planned mixed-use residential communities, while at the same time, allowing the continuation, expansion, and redevelopment of existing resort uses. Implementing provisions should encourage well-planned mixed-use neighborhoods that complement and enhance the quality of life for all residents in the Town. The location of planned mixed-use developments should be adjacent to and extended from the fabric of the existing community. These areas should be linked to become integral parts of Chincoteague. This includes reflecting the scale and character of the existing community in any new development.

### *Implementation Strategies*

- Apply the current R-4 Residential zoning to the Planning Area.
- Continue to permit resort recreation including, but not limited to, campgrounds, rental cottages, bed and breakfast, and tourist homes.
- Ensure interconnected streets that are designed to balance the needs of all users with sidewalks and on-street parking.
- Encourage open spaces that are integral to the community.

## **NEIGHBORHOOD COMMERCIAL PLANNING AREA**

Description of Zone C-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to provide appropriate areas for retail commercial and service uses catering to year-round residents, while minimizing impacts to existing adjacent residential areas. This district is intended as the location for basic neighborhood, commercial, service and business uses and may also allow one and two family residential uses. Of the commercial districts, neighborhood commercial is designed to be a lower density with more open space type activities than other commercial districts.

The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

**GOAL: Maintain and enhance the commercial character of the Planning Area.**

This area is located adjacent to major roadways in town such as Maddox Boulevard, South Main Street, and near the Assateague Channel.

The purpose of the Planning Area is to provide appropriate areas for retail commercial and service uses catering to year-around residents, while minimizing impacts to existing adjacent residential areas. The Planning Area is intended as the location for basic neighborhood, commercial, service, and business uses. The area also allows one and two family residential uses.

### *Implementation Strategies*

- Apply the current C-1 Commercial zoning to the Planning Area.

## **OLD TOWN COMMERCIAL PLANNING AREA**

Description of Zone C-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. This includes such uses as retail stores, banks, restaurants and taverns, and garages and service stations.

**GOAL: Protect and ensure the continued viability of the Old Town Center as a pedestrian-oriented commercial center.**

The Old Town Center is Chincoteague's traditional and historic business district. It defines an area critical to the economic health and prosperity of the Town. In addition, the Old Town Center is a primary attraction for residents & visitors/tourists, providing an important economic component of the Town's tax base. The objective for this Planning Area is to maintain and enhance the area as a pedestrian oriented shopping district.



The Old Town Center plays an important role in the community including the following:

- ❖ Provides an employment center;
- ❖ Strongly influences the Town’s image and identity;
- ❖ Is an Arts & Entertainment center of the Town;
- ❖ Hosts a variety of establishments;
- ❖ Represents the historic core of the community;
- ❖ Provides key visitor attractions; and
- ❖ Provides public space where residents and visitors can congregate or be part of parades, special events, and celebrations that reinforce a sense of community.

The purpose of the Planning Area is to protect the downtown business district by preserving the historic character and ensuring it continues to function as a center of commerce. This includes actions for the continued viability of the historic downtown as a pedestrian-oriented commercial center. Chincoteague intends to fulfill this purpose by maintaining the existing character of the Main Street shopping district to the maximum extent possible and reinforce its role as a center for community life.

The Old Town Center has traditionally been the primary location for commercial uses catering to seasonal and year round populations. Unlike Maddox Boulevard, the Old Town Center retains a commercial shopping district “look and feel.” The Town should encourage development standards and support retention of existing commercial uses and buildings as well as limit conversion of existing commercial structures to non-commercial uses. If residential conversion occurs, it should be relegated to second and third story areas, maintaining the first floor for commercial use. Design objectives and incentive-based processes can assist to maintain and/or enhance the existing architectural character of the Planning Area.

It is the intent of the Town to work with local merchants and property owners to retain scenic views of Chincoteague Bay from Main Street to the maximum extent possible. This includes the visual character of the waterfront as seen from the mainland approach to the Town. Public investment within the Old Town Center area will emphasize improvements to address traffic congestion, pedestrian safety and circulation, parking, streetscape improvements, public amenities and public access to the water.

This zone contains elements of critical infrastructure in the Food, Health Care, Financial Services, Energy, Government Facilities, and Information Technology sectors.

### ***Implementation Strategies***

- Apply the current C-2 Commercial zoning to the Planning Area.

- Work with property owners to retain commercial services and retail uses in existing structures, thereby minimizing the conversion of structures to residential uses and enhancing the quality of the resident and tourist experience.
- Encourage economic development.
- Work with the local businesses and community groups in support of business growth and development in the downtown.
- Promote redevelopment or infill development in appropriate locations consistent with the Old Town Center’s unique assets, which include distinctive architecture and a pedestrian friendly environment.
- Broaden the range of uses, attractions, and activities that strengthen the Old Town Center’s identity as a unique visitor destination.
- Strengthen the identity, role, and marketing of the downtown business district as a viable year-round shopping area that provides a broad array of goods and services that cater to visitors and residents.
- Consider preparing building appearance and architectural design objectives and incentive-based processes to ensure that new construction, reconstruction, or infill development are appropriate to existing architectural patterns.
- Where possible, require sites that are redeveloped to provide a shoreline buffer and/or pedestrian promenade, when adjacent to Chincoteague Channel or Chincoteague Bay.
- Enhance tourist information and management by local organizations in the downtown.
- As appropriate, continue to improve the “Robert N. Reed Downtown Waterfront Park” facility and fishing pier to enhance downtown’s relationship to Chincoteague Bay and promote downtown visitation.
- Promote the Old Town Center as an arts district for theatre, music, and additional forms of outdoor entertainment.
- Explore opportunities to feature the works of both local and out-of-town performing and visual artists through use of a downtown building or structure to house a fine arts center.
- Explore needs for additional public restroom facilities in the downtown and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.

- Improve the quality of local streets, public parking, and pedestrian systems, where possible.

## **COMMERCIAL CORRIDOR PLANNING AREA**

Description of Zone C-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to establish and protect a district that will serve the tourist trade that is vital to the growth of Chincoteague. Two commercial districts have been combined, C-1 and C-2 to create a single district that encourages a context based design review process. Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. It will also allow for some residential uses which are compatible with certain retailing operations. The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

### **GOAL: Enhance the Commercial Corridor of Maddox Boulevard.**

The Planning Area begins at the causeway and extends along Maddox Boulevard, the main route to Assateague Island.

The Commercial Corridor Planning Area is where visitors get their first impressions of Chincoteague. Making a positive first impression will help local businesses capture the interest of the million-plus tourists, who visit the area each year. Ensuring that the corridor presents an appropriate appearance is basic to protecting the collective business investment. For these reasons, the purpose of the Planning Area is to accommodate commercial uses that serve visitor and year round populations at appropriate locations, while ensuring streets, buildings, structures, and sites present a positive visual image of the community.

The purpose of the Planning Area is to concentrate highway oriented commercial uses along the Maddox Boulevard corridor, enhance the visual image of this gateway corridor, and ensure safe movement of vehicles and people.



The anticipated conversion of existing residential structures to commercial uses will present challenges for parking and traffic safety. Within this Planning Area, re-development, infill development, and structural additions will be permitted but should be sensitively designed to reflect a positive image of the community. The Town recognizes the potential for these properties to redevelop, especially if public sewer is added in the future.

This zone contains elements of critical infrastructure in the Food and Financial Services sectors.

### *Implementation Strategies*

- Consider establishing building appearance and architectural design objectives for new construction, reconstruction, or infill development. Zoning may include “special infill and re-development” provisions that offer flexibility and enhance opportunities to secure improvements in the form of landscaping, sidewalk enhancements, public parking facilities, or other proffers that provide public benefit as a trade-off for approval.
- Explore needs for additional public restroom facilities in the Maddox Boulevard corridor and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.
- Encourage landscaping for commercial and residential uses in the Town zoning code.
- Provide street furniture, trash cans, and seating areas in limited locations along the corridor to enhance pedestrian use.
- Work with the Virginia Department of Transportation to enhance vehicular and pedestrian safety in the Maddox Boulevard corridor and seek State assistance to develop a “Corridor Management Plan” to identify opportunities to enhance access controls and assure the corridor can sustain adequate levels of service to accommodate projected future traffic volumes.
- Facilitate transit service in the corridor. Consider more off-street parking options especially for the businesses.
- Continue implementation of the Town’s bike and pedestrian plans.
- Establish Master Plan Community or mixed-use community provisions that permit redevelopment within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.



## **RESORT COMMERCIAL PLANNING AREA**

Description of Zone C-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses support Chincoteague's role as a visitor destination and improve the local economy.

### **GOAL: Maintain and create desirable commercial environments.**

This area defines portions of the community where the character of development is presently dominated by concentrations of seasonally occupied homes, commercial uses, and campgrounds. These uses support Chincoteague's role as a visitor destination. The Planning Area includes land located on the southern end of Chincoteague Island (Tom's Cove and adjacent to the Curtis Merritt Harbor of Refuge), land north of Hallie-Whealton Smith Road between North Main Street and Deep Hole Road, and land adjacent to the Maddox Boulevard campground.



The purpose of the Planning Area is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses play an important role in the local economy by catering to the visitor population. The Town recognizes the potential for these properties to redevelop, especially

if public sewer is added in the future. Collectively, these sites represent land-holdings that could be assembled and converted to larger planned mixed-use developments. Chincoteague should encourage well-planned mixed-use commercial developments that complement and enhance the quality of life for all Town residents.

Although, serving an important function in the local economy, commercial uses also can create numerous problems. In order to avoid some of these problems in the future, the following considerations are recommended regarding commercial development:

- ❖ If reasonably possible, commercial centers should be designed as compact clusters, as another consideration to long strips, to encourage shared parking and walking between stores.

- ❖ If possible, commercial centers should unify the streetscape with continuous street trees, high-quality parking, and lot landscaping.
- ❖ If possible, sidewalks and crosswalks should be built throughout the area to encourage shared parking, public transportation, and walking between stores and to nearby homes and offices.
- ❖ If possible, the design of commercial centers should reinforce street frontage by filling in the front of large parking lots with small, closely spaced store fronts with parking behind the building or on the side of the building.
- ❖ The impact of commercial development on adjacent existing and future residential neighborhoods should be minimized.

### *Implementation Strategies*

- Apply the current C-4 Commercial zoning to the Planning Area.
- Continue to permit recreational campgrounds and other facilities to support but not limited to seasonally occupied cabins, mobile homes, and recreational vehicle use.
- Adopt appropriate standards to ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Establish Master Plan Community or Planned Unit Development (PUD) provisions that permit redevelopment of larger sites within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.
- It is advised that when looking at the zoning of this land use area, the permitted uses follow what is currently permitted, as of the adoption of this plan, in the C-1 District, in addition to any other uses delineated in Chapter 3 of this Comprehensive Plan Update.

## **PUBLIC/SEMI-PUBLIC PLANNING AREA**

Description of Zone PSP from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The primary purpose of this district is to establish and protect a district that will provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the

town. The district will not include any parcel that is in private individual ownership. Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general wellbeing of the public such as town offices, post offices, or other government service buildings. Semi-public land uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

**GOAL: Provide for an appropriate array of public facilities and services.**

Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general well-being of the public such as Town offices, post offices, or other government service buildings.

Semi-Public Land Uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

Chincoteague should ensure that public facilities and services are available to all portions of the Town. However, public services can only be provided according to the community's ability to support the service through funding and staffing. In this respect, the Town will need to be mindful of the cost of providing services juxtaposed to the revenues that the Town can reasonably expect to derive from existing sources (e.g. property taxes etc.). Where it is determined that expenditures for new or expanded public services and/or facilities will exceed projected revenues, the Town may want to consider implementing alternative techniques to offset revenue shortfalls.

The Town's objective is to provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the Town and that the cost of providing expanded basic public services is affordable (i.e. funding, staffing, etc.).

This zone contains elements of critical infrastructure in the Government Facilities, Emergency Management System, Water Systems, and Communications sectors.

***Implementation Strategies***

- Require adequate public facilities be made available as a condition of approval for any proposed development.
- Set development review fees at a level that covers the actual cost of development review and approval processes.

### **PARK & OPEN SPACE PLANNING AREA**

Description of Zone POS from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The purpose of this district is to provide parks, recreational and open space areas for use by visitors and residents of the Town of Chincoteague. Parks and open spaces help to define neighborhoods, serve as natural drainage ways, and satisfy the aesthetic and recreational needs of the community.

**GOAL: Provide parks, recreation facilities, and open space for Town residents and visitors.**



Parks and open spaces provide a source of recreation as a focal point in neighborhoods. Recreation and open space areas help define neighborhoods, serve as natural drainage-ways, and satisfy the aesthetic needs of residents. The Assateague Island parks satisfy the need for a large natural park. Five Town parks along with several recreational facilities serve the community and visitors alike with more active forms of recreation and provide for water related activities.

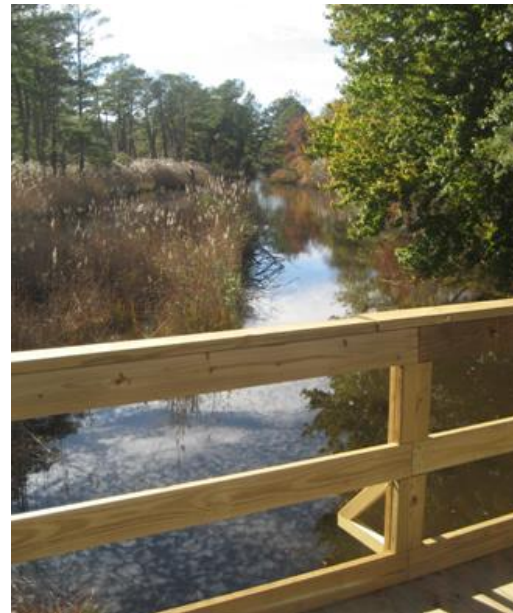
### **RESOURCE CONSERVATION PLANNING AREA**

Description of Zone RC from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The resource conservation district is established for the specific purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those conservation uses expressly permitted by right. Any proposal

for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly zoning amendment process in accordance with the review procedures and standards specified in this ordinance.

**GOAL: Conserve important natural and sensitive environmental resource areas.**

This area includes extensive wetlands, off-shore islands, indigenous vegetation, and wildlife habitat. It also includes the primary drainage system for Chincoteague. Two of the Island's most renowned and renewable economic resources are supported by the Planning Area: 1) scenic beauty; and 2) seafood. Protecting these resources and the environments that enable them is a critical public purpose. The Town's intent is to conserve these areas and protect the island's environmental quality by minimizing impacts from adjacent development.



The preservation and protection of natural drainage-ways on Chincoteague Island are critical for quality of life because they filter harmful pollutants.

The purpose of this Planning Area is to delineate sensitive environmental areas, where the Town will regulate land uses to protect water quality in surrounding waters. Development standards should ensure development disturbances, which might adversely impact sensitive environmental features including both tidal and non-tidal wetlands and habitats of rare, threatened, or endangered species, are minimized to the maximum extent possible. The Planning Area is established to complement the purpose and objectives established by the National Park Service and the U.S. Fish and Wildlife Service for the Assateague Island National Seashore and the Chincoteague National Wildlife Refuge. This includes maintaining the protections afforded by barrier islands from storm events and protecting the diverse and unique ecology that serves as the basis for the Town's economy and visitation to the area.

***Implementation Strategies***

- Continue to protect these areas for the enjoyment of current and future generations.
- Consider increasing area within this district to include all saltwater marsh areas.

**GOAL: Incorporate State guidance relative to Coastal Resource Management.**

Recent scientific research on coastal ecosystem resource management has revealed that traditional resource management practices may limit the ability of the coastal ecosystem to perform many of these essential functions. The loss of these services has already been noted throughout coastal communities in Virginia as a result of development in coastal zone areas coupled with common erosion control practices. Beaches and dunes are diminishing due to a reduction in a natural sediment supply. Wetlands are drowning in place as sea level rises and barriers to inland migration have been created by construction of bulkheads and revetments.

*Implementation Strategies*

- Consider preserving available open spaces adjacent to marsh lands to allow for inland retreat of the marshes under rising sea level, along with other coastal defense options that protect and maintain critical infrastructure, property value, and the public health/safety/welfare of the Town residents.

**AGRICULTURE PLANNING AREA**

Description of Zone A from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district covers those portions of the town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural district is established for the specific purpose of promoting and encouraging the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those agricultural and conservation uses expressly permitted by right. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in this ordinance.

**GOAL: Continue to provide an area for agricultural practices on the Island.**

This land use area covers those portions of town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural land use area's purpose is to promote and encourage the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and ice storms.

Uses within this land use area should be limited to those agricultural and conservation uses that are harmonious current land use patterns. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in the Town of Chincoteague Zoning Ordinance.

### *Implementation Strategies*

- **Promote the continuation of current agricultural practices in this land use area.**

## **General Land Use Planning**

This section discusses planning considerations that may be applicable to one or more planning areas.

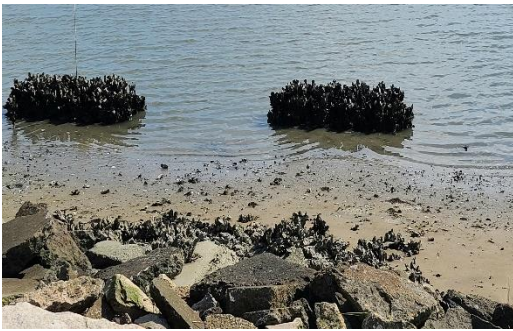
### **Coastal Resource Management**

Coastal ecosystems reside at the interface between the land and water, and are naturally very complex. They perform a vast array of functions by way of shoreline stabilization, improved water quality, and habitat for fishes; from which humans derive direct and indirect benefits. The Town of Chincoteague developed as a community in this setting and has managed its surrounding natural resources over the centuries.

There is great concern on the part of the Commonwealth that the continued armoring (Exhibit 3-2) of shorelines and construction (Exhibit 3-3) within the coastal area will threaten the long-term sustainability of coastal ecosystems under current and projected sea level rise. Locally, there is a concern that traditional practices are still necessary and appropriate in places to support other goals for working waterfronts, storm hazard mitigation, flood protection, and coastal resiliency of the Commonwealth's barrier island



primary frontal dune/beach system. Local interest in the promotion and preservation of working waterfronts as a critical component of our resilient coastal communities could lead to a preference for “conventional” shoreline management practices.



In the 1980s, interest arose in the use of planted wetlands to provide natural shoreline erosion control. Today, a full spectrum of living shoreline design options is available to address the various energy settings and erosion problems found. Depending on the site characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that natural system approaches combat shoreline erosion, minimize impacts to the coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to insure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.

In 2011, the Virginia Assembly passed legislation to amend §28.2-1100 and §28.2-104.1 of the Code of Virginia and added section §15.2-2223.2, to codify a new directive for shoreline management in Tidewater Virginia. In accordance with section §15.2-2223.2, all local governments shall include in the next revision of their comprehensive plan beginning in 2013, guidance prepared by the Virginia Institute of Marine Science (VIMS) regarding coastal resource management and, more specifically, guidance for the appropriate selection of living shoreline management practices where applicable. The legislation authorizes and encourages the use of living shorelines as the preferred alternative for stabilizing tidal shorelines.

This guidance, known as Comprehensive Coastal Resource Management Guidance (Reference S-05), was prepared by VIMS. . It outlines where and what new shoreline best management practices should be considered where coastal modifications are necessary to reduce shoreline erosion and increase resilience of our coastal ecosystems. This guidance includes full spectrum of appropriate management options which can be used by local governments for site-specific application and consideration of the sustainability of shoreline resources. The guidance applies a decision-tree method using a resource based mapping database that will be updated from time to time, and a digital geographic information system model created by VIMS. For localities within the Tidewater region of Virginia, VIMS also created and maintains an interactive on-line portal to present the digital geographic information. The Island is addressed in the Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10).



**GOAL: Apply State guidance relative to Coastal Resource Management where practical.**

Shoreline management policies consistent with State Code will be adopted where practical, will also actively promote the use of other structural options which are necessary to support working waterfronts and storm damage protection of property, and will recognize the limitations of multiple small ownership parcels along the existing Town waterfront.

***Implementation Strategies***

- Refer to the guidance presented in the locality's Comprehensive Coastal Resource Management Guidance (Reference S-05) to guide regulation and policy decisions regarding shoreline erosion control.
- Utilize VIMS Self-Guided Decision Tools for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: [http://www.vims.edu/ccrm/ccrmp/bmp/decision\\_tools/index.php](http://www.vims.edu/ccrm/ccrmp/bmp/decision_tools/index.php).
- Utilize VIMS Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10) for digital geographic information with numerous layers addressing erosion control/shoreline best management practices: <http://www.vims.edu/ccrm/ccrmp/portals/accomack/index.php>.
- Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendations for tidal shorelines in the jurisdiction where applicable.
- Utilize VIMS/Coastal Zone Management/National Working Waterfronts Network resources for best management practices in working waterfront areas.
- Coordinate with Accomack County Wetlands Board to continue permitting traditional practices as the above Shoreline Best Management Practices become the recommended adaptation strategy for erosion control.
- Encourage staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS, and participation in the development of guidance which will apply in the Town of Chincoteague.

- Follow and participate in the development of the state-wide General Permit being developed by Virginia Marine Resources Commission (VMRC).
- Ensure that local policies are consistent with the provisions of the permit, and continue to allow traditional options where necessary for working waterfronts.
- Evaluate and consider a town-wide general permit to expedite shoreline applications that request actions consistent with the VIMS guidance.
- Seek public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies including Living Shorelines.
- Follow and participate in the development of integrated shoreline guidance under development by VMRC.
- Evaluate and consider a locality-wide regulatory structure that encourages a more integrated approach to shoreline management.
- Evaluate and consider cost-share opportunities for construction of living shorelines.

### **Resiliency**

Land use is influenced by many factors. In addition to Coastal Resource Management discussed above, other factors of growing concern are drainage, recurrent flooding, and the resiliency of critical infrastructure, both government provided and commercial.

The Stormwater Master Plan Phase I was completed in May of 2011 (Reference R-18) identified drainage issues at the time and recommended future actions. While the Town has been proactive in resolving these drainage issues, additional effort may be required to minimize the impact of future events. The Stormwater Master Plan states that “In addition to flooding caused by rainfall events, the Island is subject to tidal flooding. The tidal influence impacts all three of the Island’s primary watersheds. High tides can cause localized flooding even with the absence of additional rainfall. In the cases of extreme

high tide, the drainage system will backflow and result in tidal flooding for more inland areas that are usually not directly impacted by tidal flooding. The problem is compounded when a heavy rainfall coincides with a prolonged high tide. The storm water runoff is prevented from draining through the already inadequate drainage system by the high tide elevation. The combination of heavy rain and high tides can result in prolonged flooding even after the weather system has passed”. Phase II of the Plan outlined additional long-term actions still outstanding.

The US Department of Homeland Security defines 16 critical infrastructure sectors whose assets, systems, and networks, whether physical or virtual, are considered so vital that their incapacitation or destruction would have a debilitating effect on security, economic security, public health or safety, or any combination thereof. Identification of critical infrastructure elements, assessment of their resiliency, and consideration of future infrastructure enhancements should be considered.

**GOAL: Enhance the future resiliency of the Town, particularly that of critical infrastructure, where practical.**

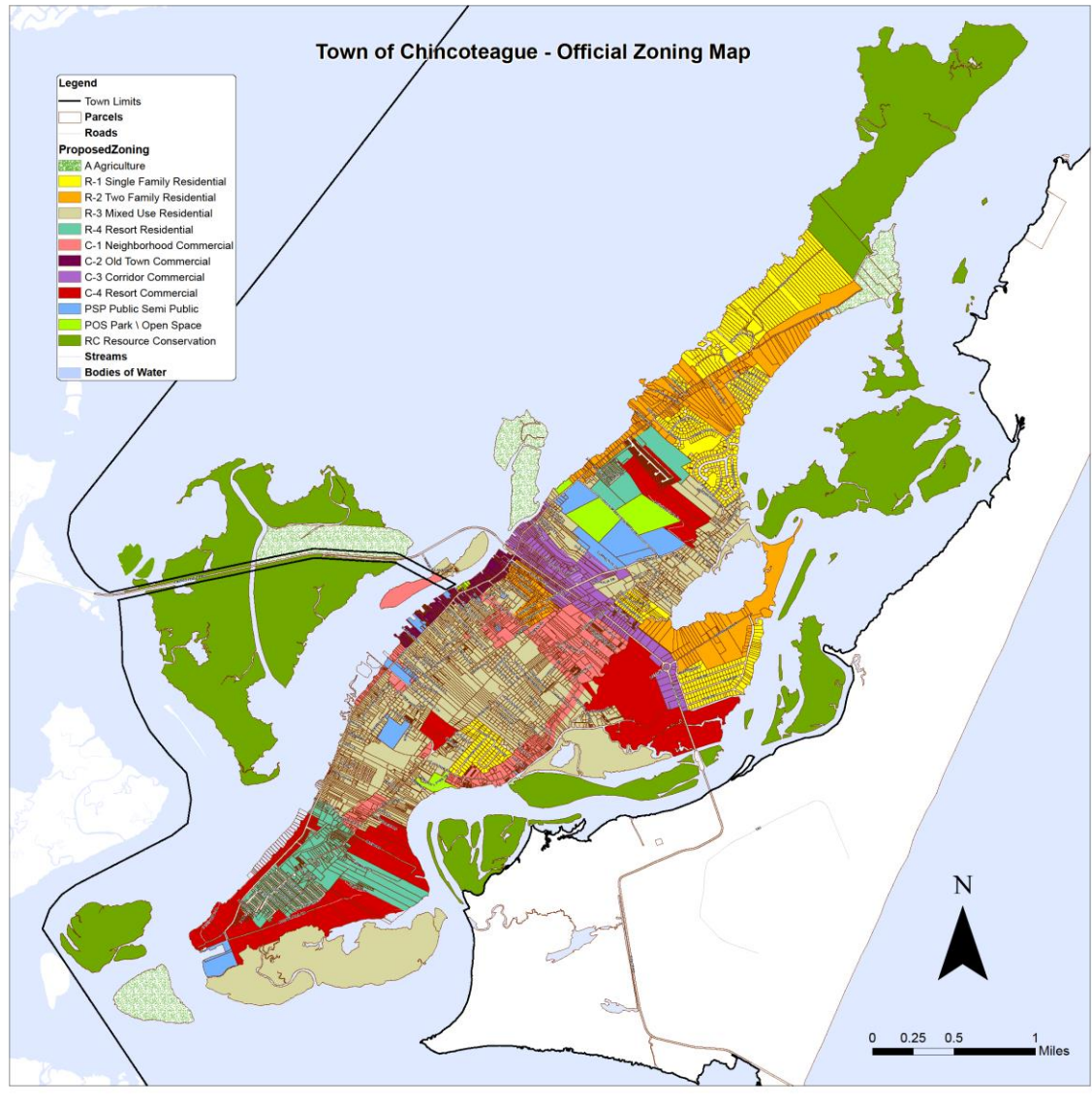
Much has been done to enhance the resiliency of the Island, however the collection, assembly, and analysis of data reflecting current conditions would help to define and implement medium and long-term goals.

### *Implementation Strategies*

- Perform an updated study and identification of the impacts of recurrent flooding and tidal surge events.
- Identify critical infrastructure elements, assess, and increase their resiliency.
- Perform a vulnerability and exposure analysis for general land use, infrastructure, and critical infrastructure.
- Consider designation of additional areas for special protection with zone PSP, POS or RC designation.
- Site future critical infrastructure outside of or in less vulnerable areas.
- Identify specific goals, objectives, and policies that will respond to identified impacts.



### Exhibit 3-1: Zoning Map – Chincoteague Island



### Exhibit 3-2: Shoreline Protection Structures

#### SHORELINE PROTECTION STRUCTURES



Source: CCRM Accomack County Comprehensive Map Viewer  
[http://cmap2.vims.edu/CCRMP/Accomack2016/Accomack\\_CCRMP\\_Viewer.html](http://cmap2.vims.edu/CCRMP/Accomack2016/Accomack_CCRMP_Viewer.html)  
Options: SHORELINE PROTECTION STRUCTURES

January 28, 2019

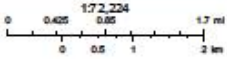
Virginia Administrative Boundaries - Cities/Counties

**Shoreline Protection Structures**  
Breakwater  
Bulkhead

Debris  
Dilapidated Bulkhead  
Groinfield

Jetty  
Marsh Toe  
Revetment  
Riprap

Unconventional









Center for Coastal Resources Management,  
Virginia Institute of Marine Science, Gloucester Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar  
Created from the Accomack County 2016 Comprehensive Map Viewer

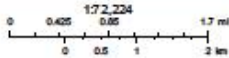
### Exhibit 3-3: Shoreline Access Structures

#### SHORELINE ACCESS STRUCTURES



January 28, 2019

-  Virginia Administrative Boundaries - Cities/Countries
- Shoreline Access Structures**
  -  Boathouse
  -  Dilapidated Dock
  -  Dock
  -  Private Ramp
  -  Public Ramp



Center for Coastal Resources Management,  
Virginia Institute of Marine Science, Gloucester  
Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar

Created from the Accomack County 2016  
Comprehensive Map Viewer



## Chapter 3 Land Use Plan

The Land Use Plan provides a policy framework for guiding future growth, development, and re-development in the Town of Chincoteague. The Plan identifies several distinct “Land Use Planning Areas.” The location and delineation of each Planning Area considers existing use, established settlement patterns, and opportunities for growth and redevelopment.

“Land Use Planning Areas” include the following:

1. Single-Family Residential;
2. One & Two Family Residential;
3. Mixed Use Residential;
4. Resort Residential;
5. Neighborhood Commercial;
6. Old Town Commercial;
7. Commercial Corridor;
8. Resort Commercial;
9. Public/Semi-Public;
10. Park & Open Space;
11. Resource Conservation; and
12. Agriculture.





## Land Use Planning Areas

The Town of Chincoteague is divided into twelve (12) Land Use Planning Areas (See Exhibit 3-1). The Land Use Plan identifies a broad goal and purpose for each specific Planning Area as well as objectives and implementation strategies to advance the community's goals and objectives.

### SINGLE FAMILY RESIDENTIAL PLANNING AREA

Description of Zone R-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain quiet, low-density residential areas plus certain open areas where similar residential development appears likely to occur.

The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage a suitable environment for family life where there are children and to prohibit most activities of a commercial nature. To these ends, development is limited to relatively low concentration of single-unit dwellings providing homes for the residents, as well as commercial activities conducted in such a manner as to not disturb the peace and harmony of the district. This district requires that public streets, utilities and drainage be installed prior to approval.

**GOAL: Preserve existing low density residential neighborhoods and ensure that infill and redevelopment are consistent with the existing character of the Planning Area.**



The “Single-Family Residential Planning Area” encapsulates existing residential areas which are characterized as primarily detached single-family neighborhoods.

The purpose of the Planning Area is to provide for single-family detached residences and supporting uses. The Planning Area is located in portions of Chincoteague where single-family

residential development patterns are generally established and where services and facilities will be adequate for anticipated population.

The Planning Area is intended to provide for the minor infill of existing neighborhoods, consistent with the existing low density residential character of the area. The Planning Area includes some vacant or larger properties that could be candidate sites for infill and/or redevelopment projects. When infill development occurs it should be consistent with prevalent lot development patterns. Zoning for this area should maintain single-family residential and strictly limit non-residential uses. Density should be maintained in accordance with historic lotting patterns. Mobile homes and double-wide manufactured housing are not considered appropriate for the Planning Area.

### *Implementation Strategies*

- Apply the existing R-1 Residential zoning to this Planning Area.
- Zoning provisions for this Planning Area should limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Limit permitted residential uses to detached single family units.
- Limit new non-residential uses to low intensity home occupations.

## **ONE & TWO FAMILY RESIDENTIAL PLANNING AREA**

Description of Zone R-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of the basic components of the R-1 single family residential district, maintaining the same essential characteristics of that district but with a mix of community facilities and home occupations.

**GOAL: Protect existing low to medium density residential character and ensure infill and redevelopment are consistent with the existing character of the Planning Area.**

This area is a mixture of existing single and multi-family residential uses. Much of this Planning Area is located near Oyster Bay and Little Oyster Bay. A small portion of the area is located adjacent to Maddox Boulevard and the Chincoteague Town Center.

The purpose of the Planning Area is to protect existing neighborhoods primarily consisting of one and two family dwellings. It is the Town's intent to allow infill and redevelopment of a similar scale and intensity consistent with the existing character of the neighborhoods.

The security of these property assets is crucial to homeowners in terms of quality of life and stable property values. The unique features of the Planning Area are essential characteristics of Chincoteague, being attractive to residents and visitors alike. Implementation strategies should include measures to protect the existing low to medium residential character and ensure that new construction, re-development, infill development, and structural additions reflect development patterns already present.

### ***Implementation Strategies***

- Apply the existing R-2 Residential zoning to properties in the Planning Area.
- Amend zoning provisions for this Planning Area to limit each lot to one principal use.
- Improve the quality of local streets and pedestrian systems serving residential neighborhoods, where necessary.
- Permit existing non-residential uses to continue but not expand.
- Strictly limit new non-residential uses to low intensity home occupations.

### **MIXED USE RESIDENTIAL PLANNING AREA**

Description of Zone R-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is composed of certain medium to high concentrations of residential uses, ordinarily located adjacent to commercial areas, and/or between residential and commercial areas, plus certain open space areas where similar development appears likely to occur. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain neighborhood commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers, with the limitation of permitted outdoor advertising to only 6 sign types. The positive characteristics of residential neighborhoods shall be maintained while allowing for appropriate infill and redevelopment on vacant and under-utilized parcels. Specific building types will be permitted only by conditional use permit to assure neighborhood compatibility.

**GOAL: Protect the existing mixed residential character of the Planning Area and ensure new infill and redevelopment does not adversely impact surrounding areas.**

The area consists of existing single and multi-family residential uses and some neighborhood commercial uses. The objective for this Planning Area is to maintain the positive characteristics of these neighborhoods, while allowing for appropriate infill and redevelopment on vacant and underutilized parcels.

The purpose of the Planning Area is to recognize areas with a mix of existing single and multi-family residential units as well as neighborhood commercial uses. At the same time, the Town will ensure that the location and intensity of uses in the Planning Area are controlled to maintain property values and avoid congestion.

*Implementation Strategies*

- Apply the current R-3 Residential zoning to the Planning Area.
- Establish appropriate zoning provisions to ensure new multi-family and townhouse residential development is consistent with the surrounding area.
- Limit multi-family development or re-development to duplex, triplex, or quadraplex units to minimize the scale and intensity impacts of greater density.
- Encourage design objectives for infill and redevelopment and multi-family residential uses that are appropriate to the existing character of neighborhoods.
- Encourage development that is consistent and amenable to existing development in surrounding area. This is especially applicable to structures that are required to satisfy 100 year floodplain regulations.
- Ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Assess opportunities to enhance local street and pedestrian system connections as development or redevelopment occurs over time.
- Improve the quality of and connections between local streets serving residential neighborhoods within the Planning Area.
- Establish minimum landscape, buffering, and environmental protection standards.

- Permit existing non-residential uses to continue.
- Limit new non-residential uses to low intensity home occupations and low intensity cottage industries.
- Establish appropriate development standards for new non-residential uses that ensure they are appropriately located and designed to “blend in” with the existing character of the surrounding area.

### **RESORT RESIDENTIAL PLANNING AREA**

Description of Zone R-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district is intended to encourage the continuation of seasonally and permanently occupied homes, and limited resort commercial use. These uses support

Chincoteague’s role as a visitor destination and improve the local economy. The regulations for this district are designed to stabilize and protect the essential characteristics of the district, to promote and encourage, insofar as compatible with the intensity of land use, a suitable environment for family life, and to permit, under certain conditions, certain limited commercial uses of a character unlikely to develop extreme concentrations of traffic and crowds of customers. To these ends, retail activity is limited and this district is protected against encroachment of general commercial and industrial uses. Most residential types of structures for both permanent and transient occupancy, including institutions, are permitted.

Some structures for commercial uses conforming to the pattern of the district and several low-impact commercial uses are allowed.

#### **GOAL: Maintain and create desirable residential environments.**

The Planning Area is located at the southern and northern ends of Chincoteague off North and South Main Street.

The purpose of the Planning Area is to set aside areas for the development of master planned mixed-use residential communities, while at the same time, allowing the continuation, expansion, and redevelopment of existing resort uses. Implementing provisions should encourage well-planned mixed-use neighborhoods that complement and enhance the quality of life for all residents in the Town. The location of planned mixed-use developments should be adjacent to and extended from the fabric of the existing community. These areas should be linked to become integral parts of Chincoteague. This includes reflecting the scale and character of the existing community in any new development.

### *Implementation Strategies*

- Apply the current R-4 Residential zoning to the Planning Area.
- Continue to permit resort recreation including, but not limited to, campgrounds, rental cottages, bed and breakfast, and tourist homes.
- Ensure interconnected streets that are designed to balance the needs of all users with sidewalks and on-street parking.
- Encourage open spaces that are integral to the community.

### **NEIGHBORHOOD COMMERCIAL PLANNING AREA**

Description of Zone C-1 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to provide appropriate areas for retail commercial and service uses catering to year-round residents, while minimizing impacts to existing adjacent residential areas. This district is intended as the location for basic neighborhood, commercial, service and business uses and may also allow one and two family residential uses. Of the commercial districts, neighborhood commercial is designed to be a lower density with more open space type activities than other commercial districts.

The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

#### **GOAL: Maintain and enhance the commercial character of the Planning Area.**

This area is located adjacent to major roadways in town such as Maddox Boulevard, South Main Street, and near the Assateague Channel.

The purpose of the Planning Area is to provide appropriate areas for retail commercial and service uses catering to year-around residents, while minimizing impacts to existing adjacent residential areas. The Planning Area is intended as the location for basic neighborhood, commercial, service, and business uses. The area also allows one and two family residential uses.

### *Implementation Strategies*

- Apply the current C-1 Commercial zoning to the Planning Area.

### **OLD TOWN COMMERCIAL PLANNING AREA**

Description of Zone C-2 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. This includes such uses as retail stores, banks, restaurants and taverns, and garages and service stations.

**GOAL: Protect and ensure the continued viability of the Old Town Center as a pedestrian-oriented commercial center.**

The Old Town Center is Chincoteague’s traditional and historic business district. It defines an area critical to the economic health and prosperity of the Town. In addition, the Old Town Center is a primary attraction for residents & visitors/tourists, providing an important economic component of the Town’s tax base. The objective for this Planning Area is to maintain and enhance the area as a pedestrian oriented shopping district.

The Old Town Center plays an important role in the community including the following:

- ❖ Provides an employment center;
- ❖ Strongly influences the Town’s image and identity;
- ❖ Is an Arts & Entertainment center of the Town;
- ❖ Hosts a variety of establishments;
- ❖ Represents the historic core of the community;
- ❖ Provides key visitor attractions; and
- ❖ Provides public space where residents and visitors can congregate or be part of parades, special events, and celebrations that reinforce a sense of community.



The purpose of the Planning Area is to protect the downtown business district by preserving the historic character and ensuring it continues to function as a center of commerce. This includes actions for the continued viability of the historic downtown as a pedestrian-oriented commercial center. Chincoteague intends to fulfill this purpose by maintaining the existing character of the Main Street shopping district to the maximum extent possible and reinforce its role as a center for community life.

The Old Town Center has traditionally been the primary location for commercial uses catering to seasonal and year round populations. Unlike Maddox Boulevard, the Old Town Center retains a commercial shopping district “look and feel.” The Town should encourage development standards and support retention of existing commercial uses and buildings as well as limit conversion of existing commercial structures to non-commercial uses. If residential conversion occurs, it should be relegated to second and third story areas, maintaining the first floor for commercial use. Design objectives and incentive-based processes can assist to maintain and/or enhance the existing architectural character of the Planning Area.

It is the intent of the Town to work with local merchants and property owners to retain scenic views of Chincoteague Bay from Main Street to the maximum extent possible. This includes the visual character of the waterfront as seen from the mainland approach to the Town. Public investment within the Old Town Center area will emphasize improvements to address traffic congestion, pedestrian safety and circulation, parking, streetscape improvements, public amenities and public access to the water.

This zone contains elements of critical infrastructure in the Food, Health Care, Financial Services, Energy, Government Facilities, and Information Technology sectors.

### ***Implementation Strategies***

- Apply the current C-2 Commercial zoning to the Planning Area.
- Work with property owners to retain commercial services and retail uses in existing structures, thereby minimizing the conversion of structures to residential uses and enhancing the quality of the resident and tourist experience.
- Encourage economic development.
- Work with the local businesses and community groups in support of business growth and development in the downtown.
- Promote redevelopment or infill development in appropriate locations consistent with the Old Town Center’s unique assets, which include distinctive architecture and a pedestrian friendly environment.



- Broaden the range of uses, attractions, and activities that strengthen the Old Town Center’s identity as a unique visitor destination.
- Strengthen the identity, role, and marketing of the downtown business district as a viable year-round shopping area that provides a broad array of goods and services that cater to visitors and residents.
- Consider preparing building appearance and architectural design objectives and incentive-based processes to ensure that new construction, reconstruction, or infill development are appropriate to existing architectural patterns.
- Where possible, require sites that are redeveloped to provide a shoreline buffer and/or pedestrian promenade, when adjacent to Chincoteague Channel or Chincoteague Bay.
- Enhance tourist information and management by local organizations in the downtown.
- As appropriate, continue to improve the “Robert N. Reed Downtown Waterfront Park” facility and fishing pier to enhance downtown’s relationship to Chincoteague Bay and promote downtown visitation.
- Promote the Old Town Center as an arts district for theatre, music, and additional forms of outdoor entertainment.
- Explore opportunities to feature the works of both local and out-of-town performing and visual artists through use of a downtown building or structure to house a fine arts center.
- Explore needs for additional public restroom facilities in the downtown and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.
- Improve the quality of local streets, public parking, and pedestrian systems, where possible.

### **COMMERCIAL CORRIDOR PLANNING AREA**

Description of Zone C-3 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to establish and protect a district that will serve the tourist trade that is vital to the growth of Chincoteague. Two commercial districts

have been combined, C-1 and C-2 to create a single district that encourages a context based design review process. Generally this district covers that portion of the community intended for the conduct of general business to which the public requires direct and frequent access, but which is not characterized either by constant heavy trucking other than stocking and delivery of light retail goods, or by any nuisance factors other than those occasioned by incidental light and noise of congregation of people and passenger vehicles. It will also allow for some residential uses which are compatible with certain retailing operations. The district recognizes the demand for a variety of land uses adjacent to the major traffic arteries which link the recreational facilities on Assateague Island to the mainland.

**GOAL: Enhance the Commercial Corridor of Maddox Boulevard.**

The Planning Area begins at the causeway and extends along Maddox Boulevard, the main route to Assateague Island.

The Commercial Corridor Planning Area is where visitors get their first impressions of Chincoteague. Making a positive first impression will help local businesses capture the interest of the million-plus tourists, who visit the area each year. Ensuring that the corridor presents an appropriate appearance is basic to protecting the collective business investment. For these reasons, the purpose of the Planning Area is to accommodate commercial uses that serve visitor and year round populations at appropriate locations, while ensuring streets, buildings, structures, and sites present a positive visual image of the community.

The purpose of the Planning Area is to concentrate highway oriented commercial uses along the Maddox Boulevard corridor, enhance the visual image of this gateway corridor, and ensure safe movement of vehicles and people.

The anticipated conversion of existing residential structures to commercial uses will present challenges for parking and traffic safety. Within this Planning Area, re-development, infill development, and structural additions will be permitted but should be sensitively designed to reflect a positive image of the community. The Town recognizes the potential for these properties to redevelop, especially if public sewer is added in the future.

This zone contains elements of critical infrastructure in the Food and Financial Services sectors.

***Implementation Strategies***

- Consider establishing building appearance and architectural design objectives for new construction, reconstruction, or infill development. Zoning may include “special infill and re-development” provisions that offer flexibility and enhance opportunities to

secure improvements in the form of landscaping, sidewalk enhancements, public parking facilities, or other proffers that provide public benefit as a trade-off for approval.

- Explore needs for additional public restroom facilities in the Maddox Boulevard corridor and identify appropriate locations for the construction and maintenance of such facilities to enhance the visitor experience.
- Encourage landscaping for commercial and residential uses in the Town zoning code.
- Provide street furniture, trash cans, and seating areas in limited locations along the corridor to enhance pedestrian use.
- Work with the Virginia Department of Transportation to enhance vehicular and pedestrian safety in the Maddox Boulevard corridor and seek State assistance to develop a “Corridor Management Plan” to identify opportunities to enhance access controls and assure the corridor can sustain adequate levels of service to accommodate projected future traffic volumes.
- Facilitate transit service in the corridor. Consider more off-street parking options especially for the businesses.
- Continue implementation of the Town’s bike and pedestrian plans.
- Establish Master Plan Community or mixed-use community provisions that permit redevelopment within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.

### **RESORT COMMERCIAL PLANNING AREA**

Description of Zone C-4 from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* The primary purpose of this district is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses support Chincoteague’s role as a visitor destination and improve the local economy.

**GOAL: Maintain and create desirable commercial environments.**

This area defines portions of the community where the character of development is presently dominated by concentrations of seasonally occupied homes, commercial uses, and campgrounds. These uses support Chincoteague's role as a visitor destination. The Planning Area includes land located on the southern end of Chincoteague Island (Tom's Cove and adjacent to the Curtis Merritt Harbor of Refuge), land north of Hallie-Wheaton Smith Road between North Main Street and Deep Hole Road, and land adjacent to the Maddox Boulevard campground.

The purpose of the Planning Area is to encourage the continuation of seasonally and permanently occupied homes, campground facilities, and resort commercial uses. These uses play an important role in the local economy by catering to the visitor population. The Town recognizes the potential for these properties to redevelop, especially if public sewer is added in the future. Collectively, these sites represent land-holdings that could be assembled and converted to larger planned mixed-use developments. Chincoteague should encourage well-planned mixed-use commercial developments that complement and enhance the quality of life for all Town residents.

Although, serving an important function in the local economy, commercial uses also can create numerous problems. In order to avoid some of these problems in the future, the following considerations are recommended regarding commercial development:

- ❖ If reasonably possible, commercial centers should be designed as compact clusters, as another consideration to long strips, to encourage shared parking and walking between stores.
- ❖ If possible, commercial centers should unify the streetscape with continuous street trees, high-quality parking, and lot landscaping.
- ❖ If possible, sidewalks and crosswalks should be built throughout the area to encourage shared parking, public transportation, and walking between stores and to nearby homes and offices.
- ❖ If possible, the design of commercial centers should reinforce street frontage by filling in the front of large parking lots with small, closely spaced store fronts with parking behind the building or on the side of the building.
- ❖ The impact of commercial development on adjacent existing and future residential neighborhoods should be minimized.

### ***Implementation Strategies***

- Apply the current C-4 Commercial zoning to the Planning Area.

- Continue to permit recreational campgrounds and other facilities to support but not limited to seasonally occupied cabins, mobile homes, and recreational vehicle use.
- Adopt appropriate standards to ensure that any development or re-development activities minimize impacts to environmental resources and preserve or enhance drainage patterns.
- Establish Master Plan Community or Planned Unit Development (PUD) provisions that permit redevelopment of larger sites within this Planning Area. Other provisions of a zoning district should include standards for planned mixed-use developments as well as requirements for appropriate proffers.
- It is advised that when looking at the zoning of this land use area, the permitted uses follow what is currently permitted, as of the adoption of this plan, in the C-1 District, in addition to any other uses delineated in Chapter 3 of this Comprehensive Plan Update.

### **PUBLIC/SEMI-PUBLIC PLANNING AREA**

Description of Zone PSP from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The primary purpose of this district is to establish and protect a district that will provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the town. The district will not include any parcel that is in private individual ownership. Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general wellbeing of the public such as town offices, post offices, or other government service buildings. Semi-public land uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

#### **GOAL: Provide for an appropriate array of public facilities and services.**

Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general well-being of the public such as Town offices, post offices, or other government service buildings.

Semi-Public Land Uses are uses owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well-being of the general public or a specific segment of the public. Small-scale semi-public uses may be located in residential neighborhoods. Large-scale semi-public uses should be located in commercial districts.

Chincoteague should ensure that public facilities and services are available to all portions of the Town. However, public services can only be provided according to the community's ability to support the service through funding and staffing. In this respect, the Town will need to be mindful of the cost of providing services juxtaposed to the revenues that the Town can reasonably expect to derive from existing sources (e.g. property taxes etc.). Where it is determined that expenditures for new or expanded public services and/or facilities will exceed projected revenues, the Town may want to consider implementing alternative techniques to offset revenue shortfalls.

The Town's objective is to provide an appropriate array of public facilities and services to meet the basic needs of the community. This includes public facilities and services that are available to all portions of the Town and that the cost of providing expanded basic public services is affordable (i.e. funding, staffing, etc.).

This zone contains elements of critical infrastructure in the Government Facilities, Emergency Management System, Water Systems, and Communications sectors.

### *Implementation Strategies*

- Require adequate public facilities be made available as a condition of approval for any proposed development.
- Set development review fees at a level that covers the actual cost of development review and approval processes.

## **PARK & OPEN SPACE PLANNING AREA**

Description of Zone POS from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The purpose of this district is to provide parks, recreational and open space areas for use by visitors and residents of the Town of Chincoteague. Parks and open spaces help to define neighborhoods, serve as natural drainage ways, and satisfy the aesthetic and recreational needs of the community.

**GOAL: Provide parks, recreation facilities, and open space for Town residents and visitors.**

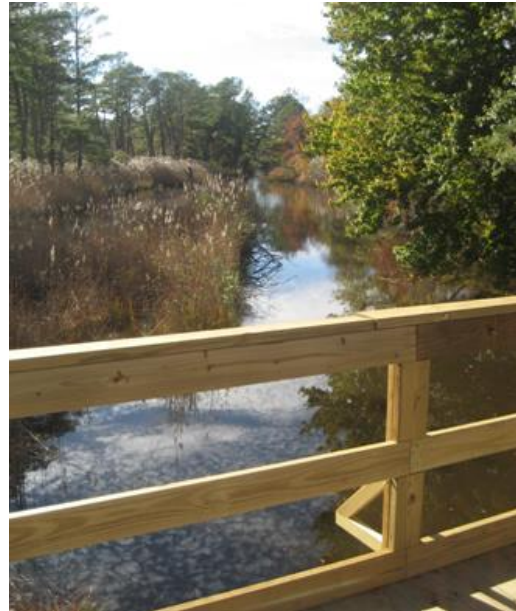
Parks and open spaces provide a source of recreation as a focal point in neighborhoods. Recreation and open space areas help define neighborhoods, serve as natural drainage-ways, and satisfy the aesthetic needs of residents. The Assateague Island parks satisfy the need for a large natural park. Five Town parks along with several recreational facilities serve the community and visitors alike with more active forms of recreation and provide for water related activities.

### **RESOURCE CONSERVATION PLANNING AREA**

Description of Zone RC from the Code of the Town of Chincoteague (Reference R-09): *Statement of intent.* The resource conservation district is established for the specific purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those conservation uses expressly permitted by right. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly zoning amendment process in accordance with the review procedures and standards specified in this ordinance.

**GOAL: Conserve important natural and sensitive environmental resource areas.**

This area includes extensive wetlands, off-shore islands, indigenous vegetation, and wildlife habitat. It also includes the primary drainage system for Chincoteague. Two of the Island's most renowned and renewable economic resources are supported by the Planning Area: 1) scenic beauty; and 2) seafood. Protecting these resources and the environments that enable them is a critical public purpose. The Town's intent is to conserve these areas and protect the island's environmental quality by minimizing impacts from adjacent development.



The preservation and protection of natural drainage-ways on Chincoteague Island are critical for quality of life because they filter harmful pollutants.

The purpose of this Planning Area is to delineate sensitive environmental areas, where the Town will regulate land uses to protect water quality in surrounding waters. Development standards should ensure development disturbances, which might adversely impact sensitive environmental features including both tidal and non-tidal wetlands and habitats of rare, threatened, or endangered species, are minimized to the maximum extent possible. The Planning Area is established to complement the purpose and objectives established by the National Park Service and the U.S. Fish and Wildlife Service for the Assateague Island National Seashore and the Chincoteague National Wildlife Refuge. This includes maintaining the protections afforded by barrier islands from storm events and protecting the diverse and unique ecology that serves as the basis for the Town's economy and visitation to the area.

### *Implementation Strategies*

- Continue to protect these areas for the enjoyment of current and future generations.
- Consider increasing area within this district to include all saltwater marsh areas.

### **GOAL: Incorporate State guidance relative to Coastal Resource Management.**

Recent scientific research on coastal ecosystem resource management has revealed that traditional resource management practices may limit the ability of the coastal ecosystem to perform many of these essential functions. The loss of these services has already been



noted throughout coastal communities in Virginia as a result of development in coastal zone areas coupled with common erosion control practices. Beaches and dunes are diminishing due to a reduction in a natural sediment supply. Wetlands are drowning in place as sea level rises and barriers to inland migration have been created by construction of bulkheads and revetments.

### ***Implementation Strategies***

- Consider preserving available open spaces adjacent to marsh lands to allow for inland retreat of the marshes under rising sea level, along with other coastal defense options that protect and maintain critical infrastructure, property value, and the public health/safety/welfare of the Town residents.

## **AGRICULTURE PLANNING AREA**

Description of Zone A from the Code of the Town of Chincoteague (Reference R-09):

*Statement of intent.* This district covers those portions of the town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural district is established for the specific purpose of promoting and encouraging the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and storms. Uses within this district shall be limited to those agricultural and conservation uses expressly permitted by right. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in this ordinance.

### **GOAL: Continue to provide an area for agricultural practices on the Island.**

This land use area covers those portions of town occupied by various open spaces, forests, farmlands, beaches and parks. The agricultural land use area's purpose is to promote and encourage the development of agricultural and forest lands for continuing agricultural operations, and for the purpose of conserving essential lands and open spaces for the protection of natural resources and waters and the reduction of pollution, soil erosion, and hazards from floods, fires and ice storms.

Uses within this land use area should be limited to those agricultural and conservation uses that are harmonious current land use patterns. Any proposal for the conversion of such lands to another use shall be evaluated for its impact on the town's existing resources and needs, and may be authorized only after reasonable and orderly process in accordance with the review procedures and standards specified in the Town of Chincoteague Zoning Ordinance.

### *Implementation Strategies*

- **Promote the continuation of current agricultural practices in this land use area.**

## **General Land Use Planning**

This section discusses planning considerations that may be applicable to one or more planning areas.

### **Coastal Resource Management**

Coastal ecosystems reside at the interface between the land and water, and are naturally very complex. They perform a vast array of functions by way of shoreline stabilization, improved water quality, and habitat for fishes; from which humans derive direct and indirect benefits. The Town of Chincoteague developed as a community in this setting and has managed its surrounding natural resources over the centuries.

There is great concern on the part of the Commonwealth that the continued armoring (Exhibit 3-2) of shorelines and construction (Exhibit 3-3) within the coastal area will threaten the long-term sustainability of coastal ecosystems under current and projected sea level rise. Locally, there is a concern that traditional practices are still necessary and appropriate in places to support other goals for working waterfronts, storm hazard mitigation, flood protection, and coastal resiliency of the Commonwealth's barrier island primary frontal dune/beach system. Local interest in the promotion and preservation of working waterfronts as a critical component of our resilient coastal communities could lead to a preference for "conventional" shoreline management practices.

In the 1980s, interest arose in the use of planted wetlands to provide natural shoreline erosion control. Today, a full spectrum of living shoreline design options is available to address the various energy settings and erosion problems found. Depending on the site

characteristics, they range from marsh plantings to the use of rock sills in combination with beach nourishment.

Research continues to support that natural system approaches combat shoreline erosion, minimize impacts to the coastal ecosystem and reinforce the principle that an integrated approach for managing tidal shorelines enhances the probability that the resources will be sustained. Therefore, adoption of new guidance and shoreline best management practices for coastal communities is now necessary to insure that functions performed by coastal ecosystems will be preserved and the benefits derived by humans from coastal ecosystems will be maintained into the future.

In 2011, the Virginia Assembly passed legislation to amend §28.2-1100 and §28.2-104.1 of the Code of Virginia and added section §15.2-2223.2, to codify a new directive for shoreline management in Tidewater Virginia. In accordance with section §15.2-2223.2, all local governments shall include in the next revision of their comprehensive plan beginning in 2013, guidance prepared by the Virginia Institute of Marine Science (VIMS) regarding coastal resource management and, more specifically, guidance for the appropriate selection of living shoreline management practices where applicable. The legislation authorizes and encourages the use of living shorelines as the preferred alternative for stabilizing tidal shorelines.

This guidance, known as Comprehensive Coastal Resource Management Guidance (Reference S-05), was prepared by VIMS. . It outlines where and what new shoreline best management practices should be considered where coastal modifications are necessary to reduce shoreline erosion and increase resilience of our coastal ecosystems. This guidance includes full spectrum of appropriate management options which can be used by local governments for site-specific application and consideration of the sustainability of shoreline resources. The guidance applies a decision-tree method using a resource based mapping database that will be updated from time to time, and a digital geographic information system model created by VIMS. For localities within the Tidewater region of Virginia, VIMS also created and maintains an interactive on-line portal to present the digital geographic information. The Island is addressed in the Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10).

**GOAL: Apply State guidance relative to Coastal Resource Management where practical.**

Shoreline management policies consistent with State Code will be adopted where practical, will also actively promote the use of other structural options which are necessary to support working waterfronts and storm damage protection of property, and will recognize the limitations of multiple small ownership parcels along the existing Town waterfront.

### *Implementation Strategies*

- Refer to the guidance presented in the locality's Comprehensive Coastal Resource Management Guidance (Reference S-05) to guide regulation and policy decisions regarding shoreline erosion control.
- Utilize VIMS Self-Guided Decision Tools for onsite review and subsequent selection of appropriate erosion control/shoreline best management practices: [http://www.vims.edu/ccrm/ccrmp/bmp/decision\\_tools/index.php](http://www.vims.edu/ccrm/ccrmp/bmp/decision_tools/index.php).
- Utilize VIMS Accomack County Comprehensive Coastal Resource Management Portal (Reference R-10) for digital geographic information with numerous layers addressing erosion control/shoreline best management practices: <http://www.vims.edu/ccrm/ccrmp/portals/accomack/index.php>.
- Utilize VIMS' CCRMP Shoreline Best Management Practices for management recommendations for tidal shorelines in the jurisdiction where applicable.
- Utilize VIMS/Coastal Zone Management/National Working Waterfronts Network resources for best management practices in working waterfront areas.
- Coordinate with Accomack County Wetlands Board to continue permitting traditional practices as the above Shoreline Best Management Practices become the recommended adaptation strategy for erosion control.
- Encourage staff training on decision making tools developed by the Center for Coastal Resources Management at VIMS, and participation in the development of guidance which will apply in the Town of Chincoteague.
- Follow and participate in the development of the state-wide General Permit being developed by Virginia Marine Resources Commission (VMRC).
- Ensure that local policies are consistent with the provisions of the permit, and continue to allow traditional options where necessary for working waterfronts.
- Evaluate and consider a town-wide general permit to expedite shoreline applications that request actions consistent with the VIMS guidance.

- Seek public outreach opportunities to educate citizens and stakeholders on new shoreline management strategies including Living Shorelines.
- Follow and participate in the development of integrated shoreline guidance under development by VMRC.
- Evaluate and consider a locality-wide regulatory structure that encourages a more integrated approach to shoreline management.
- Evaluate and consider cost-share opportunities for construction of living shorelines.

### **Resiliency**

Land use is influenced by many factors. In addition to Coastal Resource Management discussed above, other factors of growing concern are drainage, recurrent flooding, and the resiliency of critical infrastructure, both government provided and commercial.

The Stormwater Master Plan Phase I was completed in May of 2011 (Reference R-18) identified drainage issues at the time and recommended future actions. While the Town has been proactive in resolving these drainage issues, additional effort may be required to minimize the impact of future events. The Stormwater Master Plan states that “In addition to flooding caused by rainfall events, the Island is subject to tidal flooding. The tidal influence impacts all three of the Island’s primary watersheds. High tides can cause localized flooding even with the absence of additional rainfall. In the cases of extreme high tide, the drainage system will backflow and result in tidal flooding for more inland areas that are usually not directly impacted by tidal flooding. The problem is compounded when a heavy rainfall coincides with a prolonged high tide. The storm water runoff is prevented from draining through the already inadequate drainage system by the high tide elevation. The combination of heavy rain and high tides can result in prolonged flooding even after the weather system has passed”. Phase II of the Plan outlined additional long-term actions still outstanding.

The US Department of Homeland Security defines 16 critical infrastructure sectors whose assets, systems, and networks, whether physical or virtual, are considered so vital

that their incapacitation or destruction would have a debilitating effect on security, economic security, public health or safety, or any combination thereof. Identification of critical infrastructure elements, assessment of their resiliency, and consideration of future infrastructure enhancements should be considered.

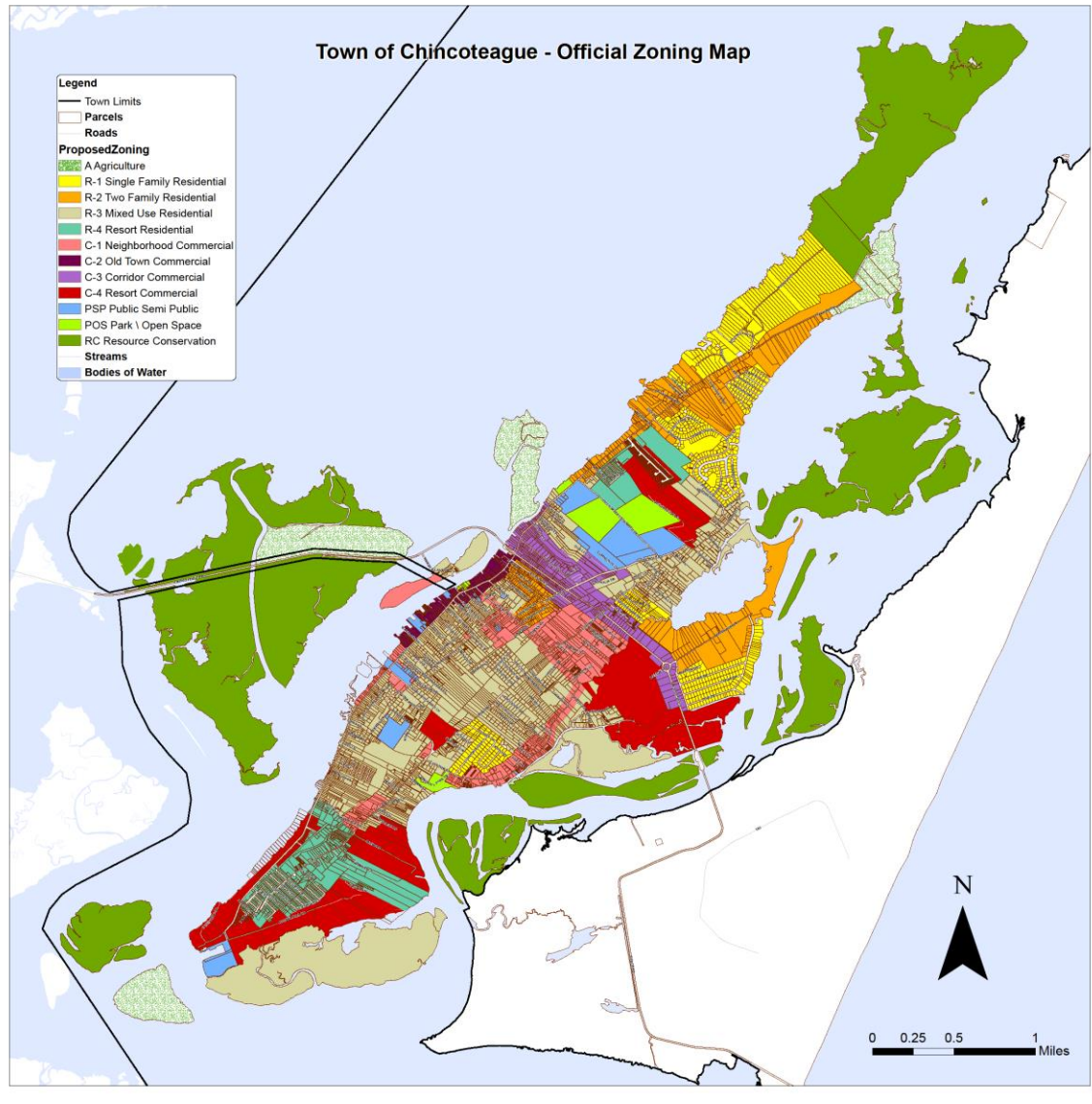
**GOAL: Enhance the future resiliency of the Town, particularly that of critical infrastructure, where practical.**

Much has been done to enhance the resiliency of the Island, however the collection, assembly, and analysis of data reflecting current conditions would help to define and implement medium and long-term goals.

*Implementation Strategies*

- Perform an updated study and identification of the impacts of recurrent flooding and tidal surge events.
- Identify critical infrastructure elements, assess, and increase their resiliency.
- Perform a vulnerability and exposure analysis for general land use, infrastructure, and critical infrastructure.
- Consider designation of additional areas for special protection with zone PSP, POS or RC designation.
- Site future critical infrastructure outside of or in less vulnerable areas.
- Identify specific goals, objectives, and policies that will respond to identified impacts.

### Exhibit 3-1: Zoning Map – Chincoteague Island



### Exhibit 3-2: Shoreline Protection Structures

#### SHORELINE PROTECTION STRUCTURES



January 28, 2019

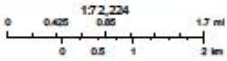
Virginia Administrative Boundaries - Cities/Counties

**Shoreline Protection Structures**  
Breakwater  
Bulkhead

Debris  
Dilapidated Bulkhead  
Groinfield

Jetty  
Marsh Toe  
Revetment  
Riprap

Unconventional



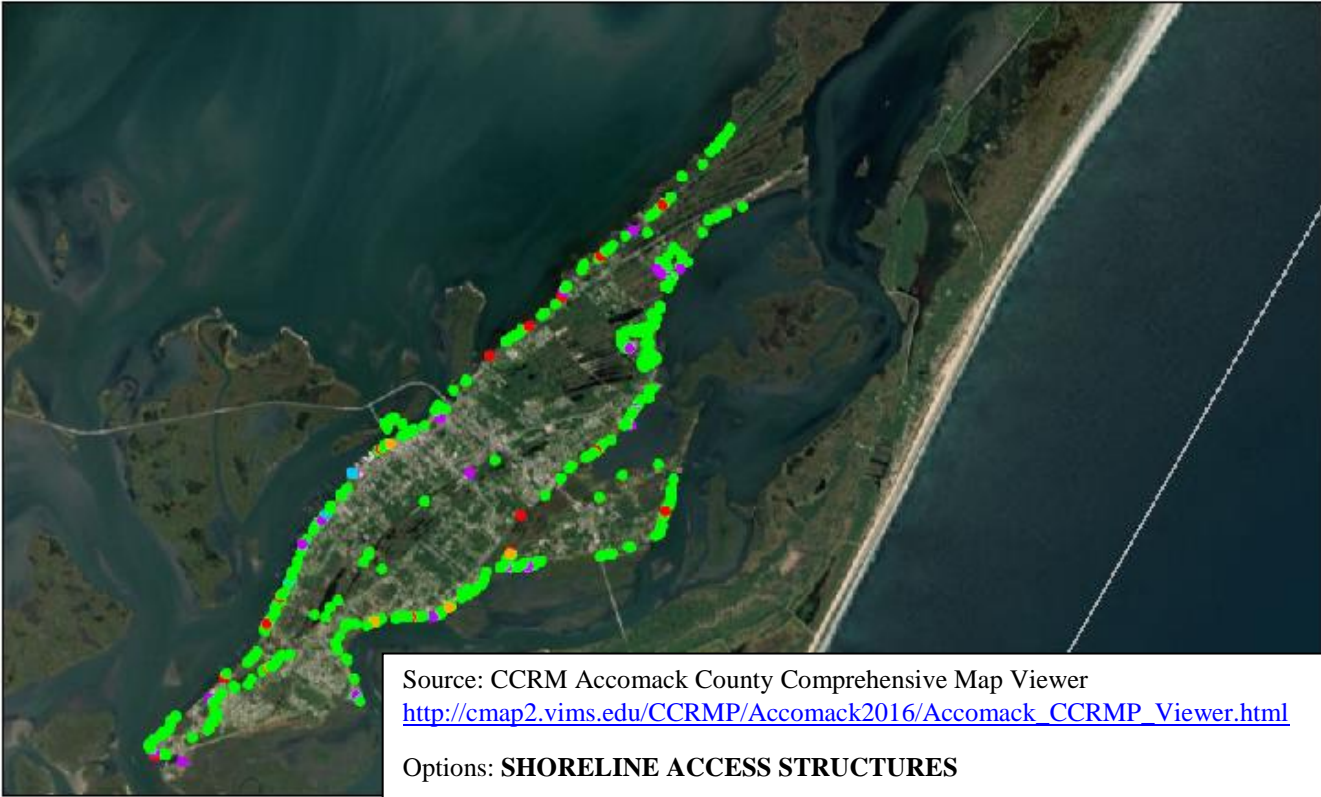
Center for Coastal Resources Management, Virginia Institute of Marine Science, Gloucester Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar

Created from the Accomack County 2016 Comprehensive Map Viewer



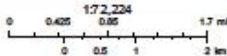
### Exhibit 3-3: Shoreline Access Structures

#### SHORELINE ACCESS STRUCTURES



January 28, 2019

- Virginia Administrative Boundaries - Cities/Countries
- Shoreline Access Structures**
  - Boathouse
  - Dilapidated Dock
  - Dock
  - Private Ramp
  - Public Ramp



Center for Coastal Resources Management,  
Virginia Institute of Marine Science, Gloucester  
Point, Virginia  
Source: Esri, DigitalGlobe, GeoEye, Earthstar

Created from the Accomack County 2016  
Comprehensive Map Viewer