

COMPREHENSIVE PLAN TOWN PLANNING COMMISSION

TOWN OF URBANNA, VIRGINIA

Adopted December 12, 2012





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2011 – 2012

Prepared By:

URBANNA PLANNING COMMISSION

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I. INTRODUCTION

The Comprehensive Plan for the Town of Urbanna is evidence of the Town's determination to preserve its small-town beauty, its rich historic fabric, and its coastal heritage. This plan also presents a framework in which the Town of Urbanna can evaluate its strengths, its opportunities, community needs and current policies, and develop plans and implementation programs to encourage positive development and growth for the next 20 years.

Prior to the development of the Town of Urbanna's first Plan in 1990, the Town utilized the Middlesex County Comprehensive Plan, prepared by the Middlesex County Planning Commission and adopted in 1984.

Purpose of the Plan

In accordance with Section 15.2-2223 of the Code of Virginia, "The Comprehensive Plan shall be general in nature, in that it shall designate the general or approximate location, character and extent of each feature... shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned or changed in use... Such plan, with the accompanying maps, plats, charts and descriptive matter shall show the locality's long-range recommendations for the general development of the territory covered by the plan. It may include, but need not be limited to:

1. "The designation of areas for various types of public and private development and use...
2. The designation of a system of community service facilities ...
3. The designation of historical areas and [identification of developable areas] ...
4. The designation areas for the implementation of reasonable ground water protection...
5. An official map, a capital improvement program, and a zoning ordinance and zoning district map..."

Further, in accordance with Section 15.2-2224 of the Code of Virginia, as a minimum "in the preparation of a comprehensive plan, the local commission shall survey and study such matters as... use of land... characteristics and conditions of existing development, trends of growth or changes... drainage... flood damage prevention measures... transportation facilities, the need for affordable housing... and any other matters relating to the subject matter and general purposes of the comprehensive plan."

With the context of the State legislation governing the preparation of a comprehensive plan, this planning document represents a resource of pertinent community data in addition to its primary function – a guide for the growth and development of the Town of Urbanna.

The Comprehensive Plan is prepared for design year 2031 for the Town of Urbanna and surrounding urbanizing area. The Plan is intended to reflect the current objectives of local officials and citizens of Urbanna and current conditions, but will also set forth a series of long-range objectives to allow for anticipated conditions occurring within the next five years.

Plan Organization

The Urbanna Comprehensive Plan consists of seven sections. The first section presents a profile of the community including a brief review of related plans and activities, which may have an influence on planning for the Town, physiographic and natural features, population characteristics and trends, local economy and employment data, and a housing and neighborhood analysis.

1. The introduction and purpose of the plan.
2. The community profile serves as a basis for analysis of the physical development potential and the social and economic well being of the Town of Urbanna.
3. The next major section of the Plan reviews existing land use, transportation, utilities and community facilities and summarizes major findings of the background analysis in terms of planning factors, which influence future development.
4. Goals and objectives are formulated based on analysis within the major development areas and specific problems identified in the background or community profile section.
5. A comprehensive plan for the future land use and development of the Town of Urbanna is presented, which represents a compilation of all plan elements, recommendations and proposals to guide growth decisions of the Town.
6. Chesapeake Bay Preservation Act, addressing water quality, flood plains and regulations.
7. The last major section of the plan deals with specific implementation of plan recommendations through the zoning ordinance and capital improvements program.

II. COMMUNITY PROFILE

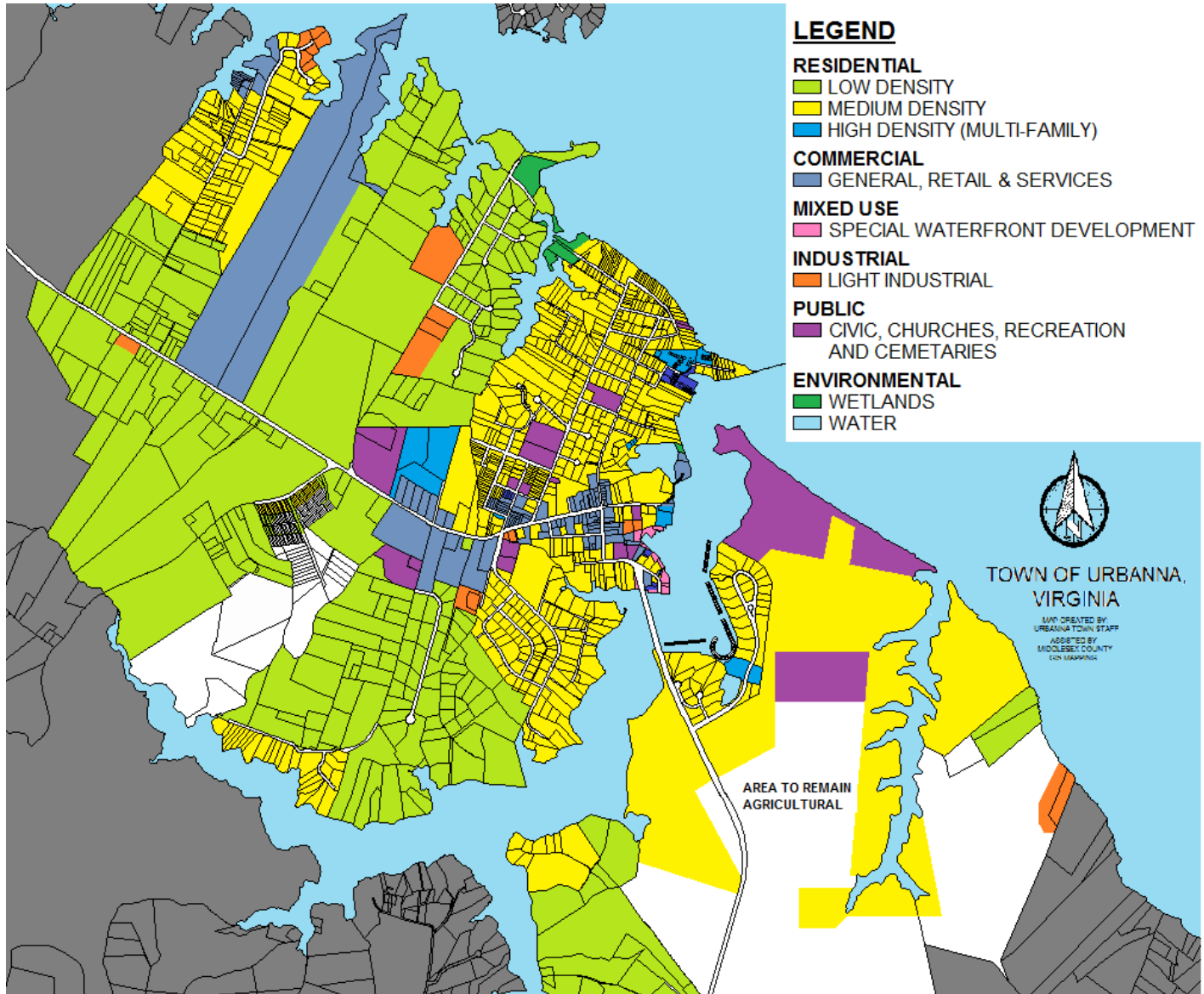
Geographic Location and Accessibility

The Town of Urbanna is located in Middlesex County, on the Rappahannock River, on a finger of land bounded by Perkins Creek and Urbanna Creek comprising approximately one half square mile within its incorporated limits. The older part of the Town is concentrated along a grid of streets oriented to three (3) main thoroughfares: Rappahannock Avenue, Cross Street and Virginia Street. The primary routes of access into the Town are State Route 602 (Old Virginia Street), off of U.S. Highway 17 at Church View; and State Route 227 (Urbanna Road), From Cook's Corner, traveling north and crossing over Urbanna Creek Bridge.

EXHIBIT – A REGIONAL LOCATION TOWN OF URBANNA, VIRGINIA



Exhibit – B Planning Area Map



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Town History

In 1680, the House of Burgesses met in Jamestown and passed the “Act of Cohabitation” which designated twenty town sites, and specified that no exports were to go out except from these ports and all import goods, servants, and slaves were to be landed at these towns. Urbanna is one of the four remaining towns created by this Act. The Act stated “in Middlesex on West Side of Ralph Wormeley’s Creeke against the plantation where he now lives” was the authorization for this town’s 50 acres to be purchased for 10,000 pounds of tobacco and to be laid out for a town, a storehouse, and a fort. The original 50 acres were bounded by Rosegill Creek (now Urbanna Creek) on the east and south, By Jamison’s Cove on the north, and by Vauseau Creek (now Perkin’s Creek) on the west. Early land records show that these 330 year old boundaries have not changed except to extend northward to the Rappahannock River. The original settlement, which predated the Act, was known by the name Nimock; the town retained this name until 1705 when it was officially named the Burgh of Urbanna.

From the colonial period through the 19th century, Urbanna continued to serve as a port center for the inland settlers, plantations, and farms along the Rappahannock. The Town was closely connected to the major cities through the Chesapeake Waterways prior to the development of modern road networks.

Shipping and boating continued to play a major role in Urbanna’s history and economy. Until the 1930’s the Town was a port of call for commercial vessels and steamboats from Baltimore and Norfolk. Through the 1950’s seafood was the principal industry of the Town and the watermen made a living on the abundance of fish, crab, and oysters in the nearby waters. Today the Town of Urbanna features opportunities and promotes tourism through its historic heritage, scenic setting, and many waterborne recreational activities.



Urbanna was the County governmental seat until 1852, when the courthouse was moved to Saluda. The Town is endowed with a number of historic buildings, some of which are on the national Register of Historic Places and the Virginia Historic Landmark Register. Most notable of the structures are the Old Courthouse

(renovated and used by the Middlesex Women's Club), the Old Tobacco Warehouse (renovated and used by the Town as a Visitor's Center), the Customs House, the Old Tavern, the Wormley House, and Landsdowne. Nearby are famous residences such as Rosegill Plantation and Hewick Plantation. The Town also has a designated historic district containing fine examples of historic commercial and residential structures. Urbanna is located within the County of Middlesex.

For the past 53 years the Town of Urbanna has been hosting the annual Oyster Festival. The 1988 Virginia General Assembly designated this event as Virginia's Official Oyster Festival (Senate Joint Resolution No. 71). Held in November, this two-day festival attracts as many as 70,000 visitors and strains the roads and parking system, as well as the infrastructure. However, the event does make a sizeable economic contribution to the community, so at best the Festival must be planned to minimize the impacts and maximize the benefits to the community.

Natural Features

Urbanna is located on a relatively flat coastal plain on the Rappahannock River about 10 miles up stream from the Chesapeake Bay. It is bounded by the Rappahannock River and Perkins and Urbanna Creeks. The present Town boundary encompasses an area of about one-half square mile. Urbanna supports an active boat harbor maintained by the U.S. Army Corps of Engineers, which is the basis of the fishing and recreational boating industries serving the area. The Exhibit—B, Planning Area, shows the Town and the surrounding area.

Soil Characteristics:

Soil Characteristics are an important consideration in determining future land use, especially with respect to agricultural uses, proposed housing developments and the need for utility expansion.

The soils in the Urbanna area are essentially similar and have resulted from various layering of marine and alluvial deposits and local weathering. They are generally all unconsolidated beds of sand, silt and clay, and some surface topsoil. The most common soil associations found in the Urbanna plateau are the Suffolk fine sandy loam in the northern portion, a band of Emporia loam running through the middle, and Slagle silt loam in the southern part of the Town. These are all relatively flat, well-drained sandy and loamy soils. The steep banks of the Urbanna coast are in the Suffolk-Remlik complex, which ranges between 15 and 45 percent slope. These banks are susceptible to erosion.

Generally, these soils are moderately suited for construction, roads and septic systems, due to low and moderate shrink-swell potential and relatively quick drainage. However, these soils are severely limited for any type of water storage or treatment use. Individual sites should be examined in detail prior to any development.

Development in the areas surrounding Urbanna may be able to connect to the Town's water and sewerage systems. However, in the developments further away from the utility extensions, it is likely that wells would be drilled to obtain water, and drainage fields may be developed to dispose of sewerage. Careful consideration should be given to the extent of residential development occurring in the areas surrounding the Town of Urbanna, which is not served by the Town's sewer system and must utilize septic drainage fields.

All development should be closely controlled in the flood plains, shorelines, wetlands, and tributaries, as mandated by the Chesapeake Bay Preservation Act. These areas, designated as Preservation Areas, support the more sensitive ecological systems teeming with life and essential to improving the quality of water runoff. Following sections of this Plan describe specific development criteria and restrictions.

Topography and Slope:

The topography of the Urbanna region has elevations that range from the beaches at sea level to a hill at 90 feet above MSL. The topography can be described as basically flat or gently sloping (0-8% slope) except along tributaries of the major creeks where slopes may exceed 25 percent. The Flood Plains and Slopes Map,

Exhibit – C shows those areas in Urbanna where the slope is 15 percent or greater. Most development has occurred on fairly level ground.

Where the slope of the land is equal to or greater than 15 percent, additional construction costs and other technical problems have rendered development costs significantly high and therefore limited actual development. These higher sloped areas serve to protect the waterways, enhance water quality and stabilize eco-systems along the River and its tributaries. Because of their importance, these areas must be preserved in their natural state.

Vegetation:

The Wetlands and Forest Map shows the areas within the planning area which are still primarily wooded. These areas play important ecological roles with trees, shrubs, vines and grasses anchoring shorelines and steep banks from erosion. Additionally, the ground cover, decaying grasses and humus actually improve permeation and filter runoff from storm water, debris and silt, thus helping with the biological, chemical and particulate purification of the water. This improvement in the water quality of the non-source pollution in the water makes it imperative to preserve and improve upon these vegetated areas in Urbanna

Flood Plain:

The Environmental Factors Map indicates the levels of the 100 and 500 year flood plain; all residential construction is prohibited by Federal law in the 100-year flood plain. Because of the occasional hurricanes and Nor'easters, and the high waves and flooding commonly associated with them, certain parts of the Town are vulnerable to sustaining severe damage. The storm surge of hurricane Isabel (2003) was the highest flood in approximately 70 years.

An area of frequent flooding is on the point at the end of Island Drive, where 6 single-family residences and 12 condominiums are presently located. The Town requires that housing be raised above the 100-year flood plain.

Wetlands:

Watermen and others associated with the River and the Coastal areas have long appreciated the importance of tidal marsh as a habitat and breeding area for small fish, crabs and oysters. However, others believed that swamp areas were a nuisance and a breeding ground for disease, and many of these areas were filled in or destroyed by draining. More than half of the wetlands in this country were eliminated during the past 35 years. During the past several years there has emerged greater support for protection of the natural ecosystems and a better understanding of how wetlands contribute to these areas, which play an important role in the collection and purification in the water cycle.

The Emergency Wetlands Resources Act of 1986 designated the protection of significant Wetlands areas. These are identified throughout the United States as "lands transitional between terrestrial and aquatic systems where the water table is usually at or near the surface or the land is covered by shallow water. Section 28.2-1300 of the Code of Virginia defines Wetlands as being both vegetated and non-vegetated wetlands; and further defines these areas as:

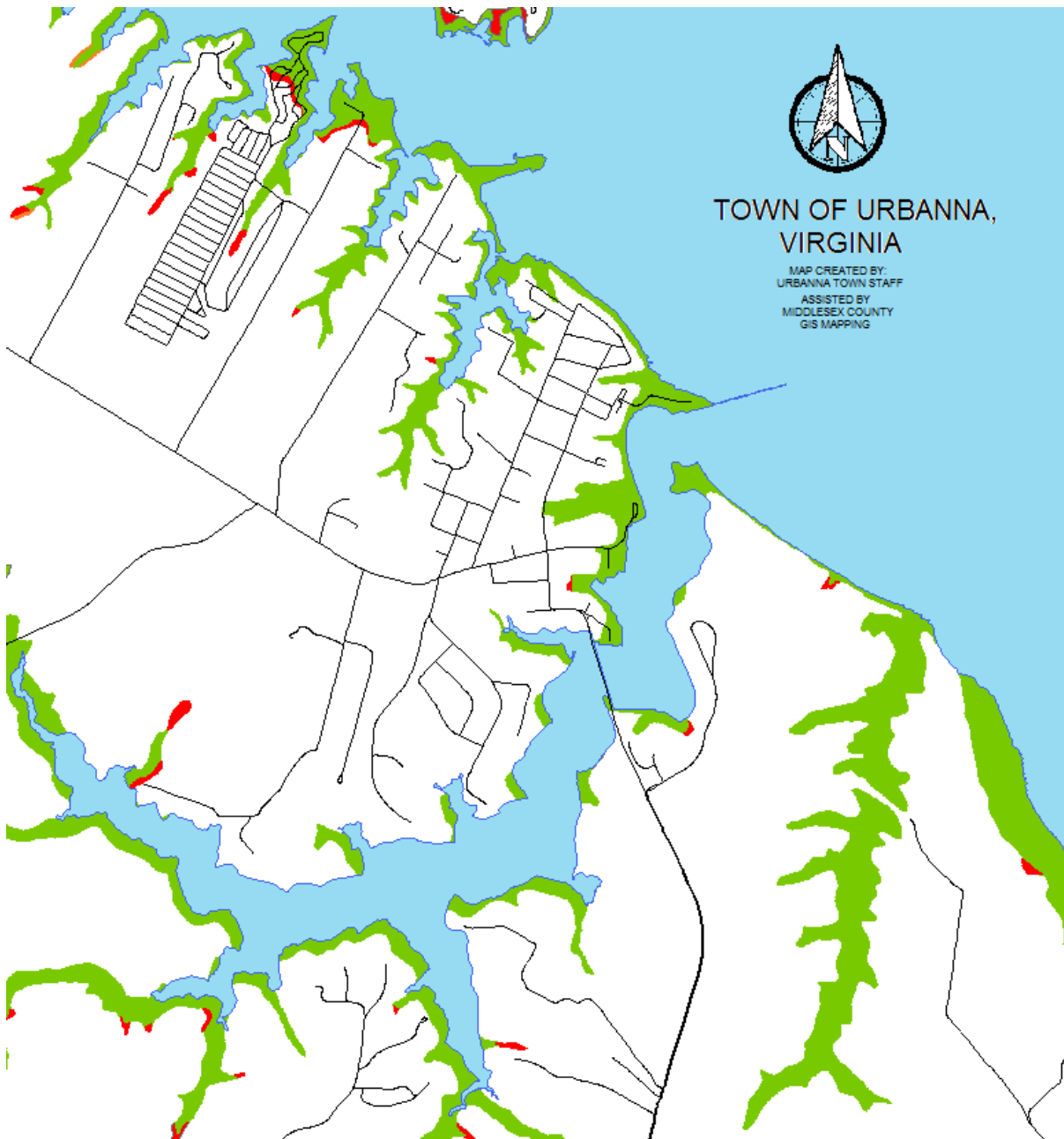
"Vegetated wetlands are defined as lands lying between and contiguous to mean low water and an elevation above mean low water equal to the factor one and one-half times the mean tide range... and upon which is growing any of the following species: salt marsh cord grass, salt meadow hay, salt grass, black needlerush, saltwort, sea lavender, marsh elder, groundsel bush, wax myrtle, sea oxeye, arrow arum, pickerelweed, big cord grass, rice cutgrass, wild rice, bulrush, spike rush, sea rocket, southern wildrice, cattail, three-square, buttonbush, bald cypress, black gum, tupelo, dock, yellow pond lily, marsh fleabane, royal fern, marsh hibiscus, beggar's tick, smartweed, arrowhead, sweet flag, water hemp, reed grass, or switch grass."

"Non-vegetated wetlands are defined as un-vegetated lands lying contiguous to mean low water and between mean low water and mean high water... subject to flooding by normal and wind tides but not hurricane or tropical storm tides."

The designated Wetlands Areas in Urbanna are shown on the Wetlands and Forest Map (Exhibit D). According to recent wetlands protection legislation, proposed development must not infringe upon or otherwise impact these designated areas. Localities are charged with the responsibility of adopting land use regulations protecting wetland and adjacent riparian buffer areas that support wetland environments. The wetlands in the Town of Urbanna are monitored by the Middlesex County Wetlands Board, and the Virginia Marine Resources Commission.

EXHIBIT – C
ENVIRONMENTAL FACTORS

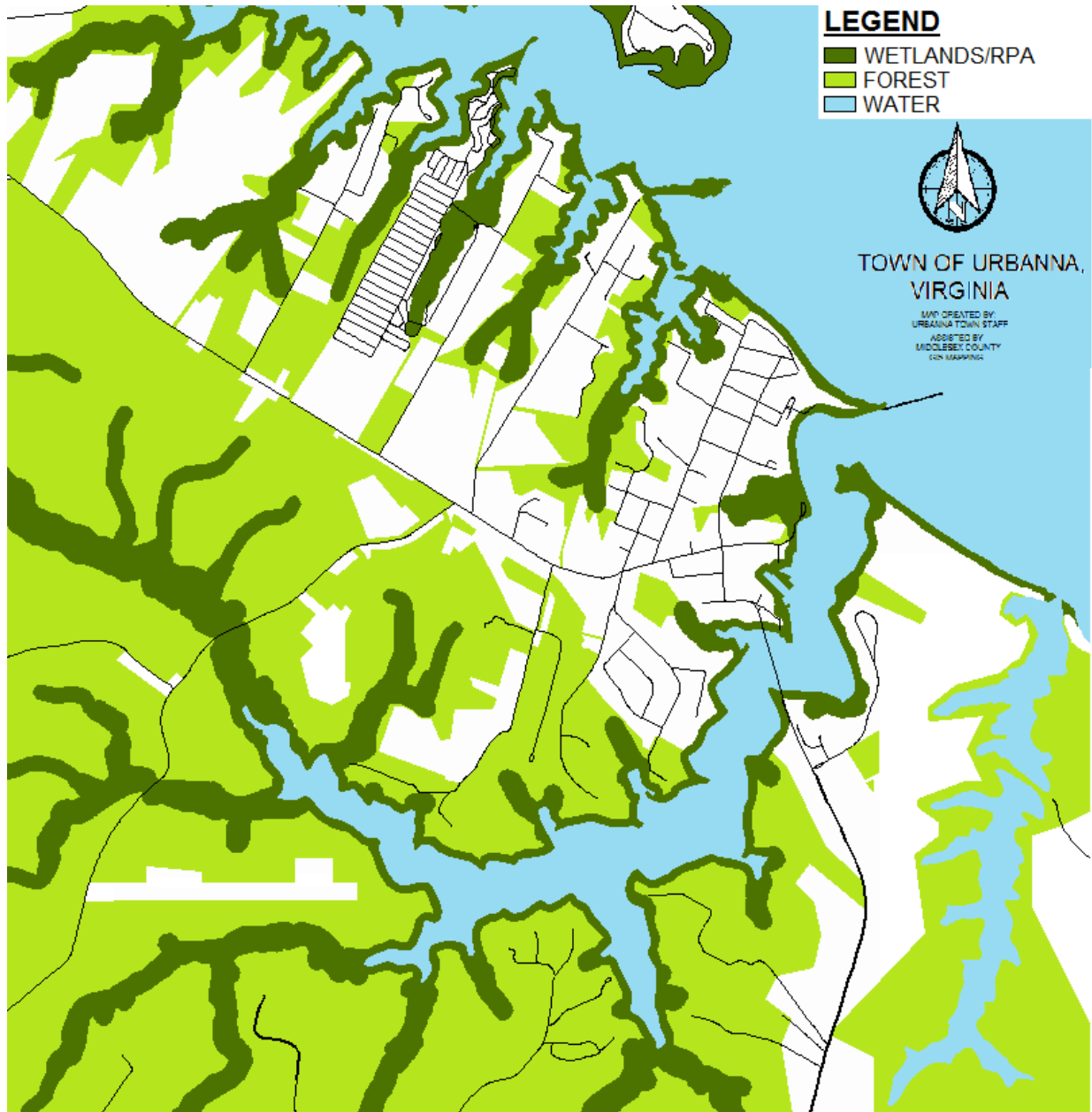
Exhibit – C Flood Plains and Slopes Map



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EXHIBIT – D
ENVIRONMENTAL FACTORS

Exhibit – D Wetlands/RPA and Forest Map



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URBANNA POPULATION AND SOCIO-ECONOMIC CHARACTERISTICS

Current Population:

In a Town the size of Urbanna, the only definitive demographic and population information comes from the U.S. Department of Commerce's Census. This Census data has been updated with the most recent 2010 Census. Since population and demographic change in Urbanna has only recently begun to gather momentum, the information will provide only a base, and will not reflect the seasonal shifts in the population, which are typical of coastal communities during the spring and summer.

TABLE 1

TOWN OF URBANNA & MIDDLESEX COUNTY POPULATION GROWTH TRENDS 1930 - 2010

	TOWN OF URBANNA		MIDDLESEX COUNTY	
	<u>NUMBER</u>	<u>%-CHG</u>	<u>NUMBER</u>	<u>%-CHG</u>
1930	432		7,273	
1940	482	+ 11.5%	6,673	- 8.3%
1950	505	+ 4.7%	6,715	+ 0.6%
1960	512	+1.3%	6,719	+ 0.1%
1970	475	- 7.3%	6,295	- 6.4%
1980	591	+ 24.4%	7,719	+ 22.6%
2000	543	- 8.8%	9,947	+ 28.9%
2010	476	- 11.9%	10,959	+ 10.2%

Source: *United States Census Bureau*

The Census shows a decline in the base population of the Town of Urbanna, with numbers dropping to near the 1970 Census level. Population for Middlesex County which remained fairly level from 1930 through the 1970's and has shown a steady increase since the 1980 Census. The national trend shows a population decline in rural areas and small urban places mainly due to the decline in farming and agriculture; along with a swing in the migration patterns towards cities and metropolitan areas because of job opportunities.

The following tables indicate the population by ethnicity and by age groups.

TABLE 2

TOWN OF URBANNA & MIDDLESEX COUNTY
ETHNICITY CHARACTERISTICS
2010

	TOWN OF URBANNA	MIDDLESEX COUNTY
Total Population	476	10,959
Caucasian Population	431	8,680
Black or Afr-Am Population	35	1,978
Hispanic Population	0	166
Native American Population	0	36
Asian Population	3	37
Other or More Races	7	62

Source: *United States Census Bureau*

TABLE 3

TOWN OF URBANNA
AGE DISTRIBUTION
1970 - 2010
(Percent of Population)

	1970	1980	2000	2010
Under 5 years	22 (5.0%)	34 (7.3%)	18 (3.3%)	20 (4.2%)
5-19 years	107 (22.3%)	81 (13.2%)	91 (16.8%)	65 (13.6%)
20-34 years	57 (12.0%)	123 (20.6%)	58 (10.7%)	63 (13.2%)
35-54 years	134 (28.2%)	127 (21.5%)	152 (28.0%)	96 (20.2%)
55-64 years	69 (14.4%)	76 (12.3%)	86 (15.7%)	95 (19.9%)
65 and over	86 (18.1%)	150 (25.1%)	138 (25.5%)	137 (28.9%)
Total	475 (100.0%)	591 (100.0%)	543 (100.0%)	476 (100.0%)

Source: *United States Census Bureau*

The age cohort figures above continue to reflect the national trends such as the typical ‘Baby Boom’ population swell (births from 1946 to 1964, during the post-war prosperity). Following this period, the national birth rate declined, 1965 through 1976. With the ‘Baby Boomers’ establishing their families, another increase in birthrate began in 1977 and peaked in 1988. Both state and regional birth data reflect this trend, and evidence for 1989 indicates that birth rates were declining again. It is expected to drop below 2 children per family, with some variations given the regional and local economic situations. With the 2010 Census data, we are now seeing the ‘Baby Boom’ generation moving into the 65 and over category.

Also, there was a noticeable increase in elderly persons in Urbanna from 1970 to 1980, but the number has essentially remained stable since then according to the 2000 and 2010 censuses. This corresponds with the national trend of an increasingly larger group of elderly citizens in this country who are living longer as health care has improved.

With the beginning of the “baby-boomers” (1944-1947) now reaching retirement age, coupled with the rise in the age of average life expectancy in the U.S. over the past two decades; the U.S. Census Bureau projects that the number of individuals between 75 and 84 will increase by 60 percent over the next twenty-five years. The expansion of the over 80-population will more than double. We can expect to see an increase of home designs that are aimed toward senior citizens and those with disabilities. We will also see an increase in active living and assisted care type communities.

This group's retirement strategies, and disposable incomes, have fueled the trend of second and retirement home construction in Urbanna and its vicinity. The Urbanna area's attractiveness to this group will promote strong growth in this area.

There has been a significant reduction in the 35–54 age group. This may be explained in the shift amongst working adults in the mid-2000's, brought on by rising fuel prices and other economic factors that caused many working adults to relocate closer to employment centers, to avoid the rising cost of commuting.

Current Population Estimates:

Population estimates for counties in the Commonwealth are prepared by the Center for Public Service at the University of Virginia. The following sections show population projections for the Town of Urbanna, based on different methodologies. It is important to note that these projections are primarily for the year-round resident. Staff estimates that the seasonal swelling of the population brings the in-town population to around 1,000 people due to seasonal use of vacation homes.

TABLE 4

TOWN OF URBANNA & MIDDLESEX COUNTY RESIDENT POPULATION ESTIMATES

YEAR	TOWN OF URBANNA	MIDDLESEX COUNTY
2010	476 (actual)	10,959 (actual)
2011	471	11,141
2012	465	11,303
2013	459	11,465
2014	453	11,627
2015	448	11,789
2016	442	11,951
2017	436	12,113
2018	430	12,275
2019	425	12,437
2020	419	12,599

Source: *Updated by Staff, Town of Urbanna, 2011, based on current trend of increase or decline as noted in the 2000 and 2010 Census figures.*

Projections for Middlesex County show expectations of a steady population increase, based on the official census figures since 1980 which have shown an increase of approximately 28.9% of the population between 1980 and 2000; and an increase of approximately 10.2% of the population between 2000 and 2010. The population for the Town of Urbanna shows an expectation of continued decrease, based on the official census figures since 1980 which have shown a decrease of approximately 8.8% of the population between 1980 and 2000; and a decrease of approximately 11.9% of the population between 2000 and 2010.

The above projections provide general indicators of population change. However, other sources of community data, such as housing starts or school enrollments may yield more detail information. For example, applications for new building permits give a sound indication of the absolute number of family units and approximate size, built each year. Application of an estimated family size per unit will yield the number of persons and rate of population growth.

The current population of Urbanna as estimated by 2010 census figures based on housing count and multiplying total units by mean family size.

1960	1.91 persons per household
1970	1.80 persons per household
1980	1.56 persons per household
2000	2.04 persons per household
2010	1.89 persons per household (Owner) and 2.12 persons per household (Renter)

Population Projections:

Long range population projections were performed by the State Department of Planning and Budget in their 1986 publication, Virginia Population Projections – 2000, and current data available from the Virginia Employment Commission, Community Profile – updated June 2011. This data is provided on a countywide level. The following table indicates forecasts for Middlesex County. Included are estimates for the proportional percentage of the population of Middlesex County which is found in Urbanna. The projected figures assume a population increase for Urbanna roughly parallel to the increases forecast for Middlesex County. However, the census figures since 1980 has shown a steady rate of decline in the Town’s population, although the population of Middlesex County has steadily increased.

Employment Characteristics:

The Virginia Employment Commission Community Profile provides information pertaining to employment and industry type, and is updated on a monthly basis. Currently the community profile is available for Middlesex County, and the Middle Peninsula Planning District as a whole.

TABLE 5
MIDDLESEX COUNTY
EMPLOYMENT BY INDUSTRY
2011

	Number	% of Total
Agriculture, Forestry, Fishing	40	1.2
Construction	242	7.4
Manufacturing	226	6.9
Wholesale Trade	122	3.7
Retail Trade	410	12.5
Transportation and Warehousing	40	1.2
Information	30	0.9
Finance, Insurance, Real Estate	96	2.9
Professional Services	83	2.5
Administrative and Support	148	4.5
Healthcare and Social Assistance	195	5.9
Arts, Entertainment, Recreation	118	3.6
Accommodation and Food Service	270	8.2
General Labor and Other Occupations	291	8.9
Government (Fed., State, and Local)	978	29.7
Total	3289	100.0

Source: Virginia Employment Commission, *Quarterly Census of Employment and Wages, 3rd Quarter 2011*

The Virginia Employment Commission publishes the Labor Market Review each month, which yields data on the Labor Force, employment and unemployment by county. Middlesex County unemployment rate for 2011 was 6.3%. This figure is 0.4% lower than the State rate which was 6.9% for the year, and 2.0% lower than the national rate which was 8.3% for the year. Middlesex County's monthly averages continue to show seasonal adjustments as it has in previous years, with the numbers dropping during the summer months.

TABLE 6

MIDDLESEX COUNTY
ESTIMATED LABOR FORCE COMPONENTS
2011

	November 2005	December 2011
Civilian Labor Force	5,068	5,130
Employment	4,917	4,806
Unemployment	151	324
Percent of Labor Force	3.0%	6.3%

Source: *Virginia Employment Commission, Labor Market Review*

Household Income:

The 2010 Census provided information about Middlesex County household income. These are shown in the following table:

TABLE 7

MIDDLESEX COUNTY
ANNUAL INCOME PER HOUSEHOLD
2010

Income	Households	Percentage
Less than \$10,000	202	4.7%
\$10,000 to \$14,999	250	5.8%
\$15,000 to \$24,999	578	13.4%
\$25,000 to \$34,999	374	8.7%
\$35,000 to \$49,999	738	17.2%
\$50,000 to \$74,999	783	18.2%
\$75,000 to \$99,999	495	11.5%
\$100,000 to \$149,999	517	12.0%
\$150,000 to \$199,999	245	5.7%
\$200,000 or more	121	2.8%

Source: *United States Census Bureau, 2010 Census*

State of Virginia median household income for 2010 was \$61,406; median income for households in Middlesex County was \$50,207 or 18.2% lower than the state median. These economic indicators reflect Middlesex County continues to lag behind the State of Virginia's average earnings and household incomes.

Education:

The State Department of Education provides enrollment figures, but these basically reflect countywide enrollment levels and are not reliable indicators of fluctuations in the Urbanna Town enrollment. As a rule, elementary school enrollment figures will serve as sound indicators of population change, and this data indicates that while the rate of live births in the state increased from 1977 to 1988, enrollment dipped in the mid-1980's that suggest out-migration. Enrollment again declined between 2000 and 2010.

TABLE 8

MIDDLESEX COUNTY
PUBLIC SCHOOL ENROLLMENTS
1984, 1988, 2000, 2010

	1984	1988	2000	2010
Middlesex Elementary Complex (includes MES, and SCWMS)	687	764	1024	814
Percent Change		+11%	+34%	-21%
Middlesex High School	497	392	425	387
Percent Change		-22%	+8%	-9%

Source: *Superintendent, Middlesex County Public Schools*

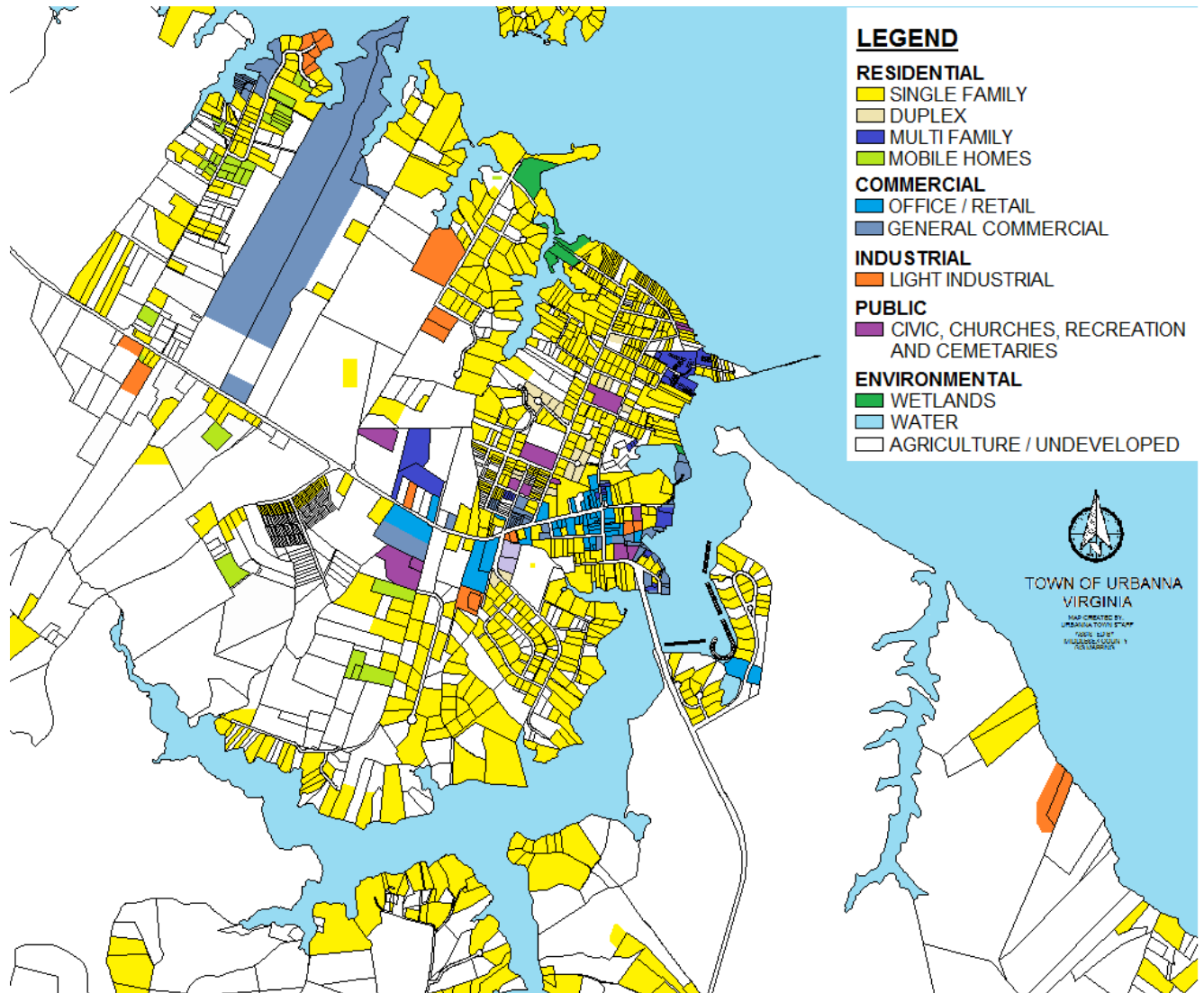
These enrollment figures show the population slumps associated with the 'baby bust' and the increase in the late 1980's with the 'baby boom echo'. The population swell now at the elementary level will rise through the high school during the next decade.

Educational attainment for the population of Middlesex County is above the State average for High School Graduate/GED; follows the State average for completion of Some College; and is behind the State average for Higher Education degrees attained:

High School Graduate/GED	2,227	29%
Some College	1,521	21%
Associate's Degree	327	4%
Bachelor's Degree	939	13%
Post Graduate Degree	469	7%

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Exhibit – E Existing Land Use Map



III. EXISTING CONDITIONS

Existing Land Use

The existing land use patterns in the Town of Urbanna were surveyed by K.W. Poore and Associates, Inc. in June 1989 and are shown on Exhibit - D, Existing Land Use. The amount of land area by standard land use classifications is summarized in the following paragraph for the Town.

Approximately 70 percent (224 acres) of all land in the Town of Urbanna has been developed leaving 30 percent (96 acres) undeveloped. Of this undeveloped land 14 percent (46 acres) is either vacant or used in a limited agricultural fashion. The other 16 percent (50 acres) is undevelopable areas due to poor soils, slopes, tidal marshes and protected wetlands, or inland water.

Residential Land Use:

The predominant land use in the town is single-family residential, with a small concentrations of duplexes and an increasing number of multi-family, condominium type housing. The housing stock is a mixture of older, larger residences in the historic district, smaller single family detached homes distributed throughout the Town and more modest dwellings in the northwest section around Virginia Street and Rappahannock Avenue, mixed with some commercial uses.

There are Four multi-family developments in the Town; Queen Anne's Cove, located on both sides of Island Drive towards the Point, containing 49 units; Jamison Cove contains 3 units, but was originally planned for 6; a third located on Park Street that contains 5 units, and a fourth located on Oyster Road that is planned to have 12 units. Since the 1970's the Town of Urbanna has been experiencing an expansion of vacation homes within its permanent housing stock. The area has historically been attractive as a location for vacation and retirement housing, due to its proximity to water and the coastal areas and the attractiveness of its rural qualities. An improved transportation system in more recent years has contributed to Urbanna's growth along with a greater awareness of amenities found in the area.

A significant portion of the new growth experienced in the Urbanna area can be found in the areas outside the town limits. Many of these areas have a need for basic utility and municipal services. Surveys of these areas were conducted in June 1989.

Exhibit – F Urban Study Areas, shows the boundaries of the seven (7) areas.

TABLE 9 OCCUPIED AND VACANT HOUSING UNITS
Town of Urbanna and Middlesex County - 2010

	Occupied (2000)	Vacant (2000)
Town of Urbanna	238	130
Percentage	64.7%	35.3%
Middlesex County	4,708	2,425
Percentage	66.0%	34.0%

Source: U.S. Census 2010

Recent Housing Trends

The Urbanna area has seen the growth of a substantial vacation/second home market. A number of the second homes have been built outside the Town's corporate limits near or adjacent to the waterways.

Some new construction has occurred in the northern section of Town along the Rappahannock River and Urbanna Creek. A number of the older homes in these areas are typically modest cottages on large lots. These are gradually being replaced with larger more expensive housing. It is often economically not feasible for these cottages to be maintained because of the relative value of waterfront acreage. Demand will be for more expensive single-family units or multi-family use. With the increase in waterfront land values, it is becoming increasingly attractive for developers to acquire these properties, demolish the existing structure, and build in its place a large luxury home.

Also, there has been a strong trend in retirement housing in Urbanna for empty nesters. For example, in a previous survey, the Queen Anne's Cove project, with 49 units, 40 of these units were owned by parties 55 years of age and older.

Since 2007, the economic downturn has seen a sharp decrease in the sale of new and existing homes. This slump saw very few homes sold in the entire Middlesex County area through 2010. Since January of 2011, there are approximately 24 homes listed for sale in the Urbanna area, and there have been 4 homes sold in the first half of 2011; however it is too soon to say whether this is a sign of recovery in the housing market for this area.

Commercial Use:

The downtown commercial district is presently concentrated along Virginia Street, Prince George, and Cross streets, in a two-block area of the Historic district. The downtown is comprised of some specialty retail and service commercial. The general commercial uses which include highway and marina related commercial are located along Virginia Street and along the waterfront and from the Urbanna Bridge to the Town marina at Upton's Point on Urbanna Creek.

At this time, most of the marine related activities are on the west side of Urbanna Creek, stretching from the bridge to Upton's Point. There is a 97-slip yacht club located on the east side of the Creek. These slips are privately owned and the facility does not cater to transient boaters.

Vacant Land:

The Town of Urbanna is in somewhat of an unusual situation. Surrounded by water and wetlands on three sides, the Town has grown and developed to cover almost all of its available land area. Surveys conducted in June 1989 indicated that there were approximately 31 building sites available for construction in the entire corporate Town limits, which amounted to approximately 29 acres of developable land in a variety of shapes and sizes scattered throughout the community. Survey conducted by Staff in 2012 shows there to be 23 building sites available; approximately 22 acres of developable land. This excludes areas of excessive slope and forested areas, which should be reserved and protected for aesthetic and environmental functions. Available vacant land represents approximately 10 percent of the land area of the entire Town.

Community Facilities:

The Town of Urbanna owns a two (2) acre park at Rappahannock Avenue and Bonner Street. This park was established by a grant from Dr. C. Wellington Taber, and an endowment was established for its operation. Park Facilities include a swimming pool, children's playground, picnic facilities and other recreation equipment. The park did have two tennis courts that were demolished due to their dilapidated state. It is hoped to replace these courts in the near future.

The Town also maintains a small park at the end of Colorado Street, which is dedicated to the community's watermen. The Town operates a 32 slip transient marina on Urbanna Creek. In 2000 the Town completed renovation of the James Mills Scottish Factor Store, locally referred to as the Old Tobacco Warehouse, which is now operated as the Town's Visitor Center and Museum.

The Town owns the building which is utilized as the Town Hall. The building is currently 111 years old, and contains administrative offices on the first floor, and the second floor contains the Council Chamber and an office for the Oyster Festival Foundation.

The Middlesex Volunteer Fire Department and Central Middlesex County Rescue Squad are volunteer organizations that serve the entire Urbanna and surrounding community. Police services are provided by the Middlesex County Sheriff's Department.

The United States Post Office is located on Virginia Street in the Town of Urbanna. There is no home delivery of mail within the Town.

The Middlesex county Public Library – Urbanna Branch is located on the corner of Grace and Park Streets.

Utilities and Municipal Services:

The Town of Urbanna operates a public water system that serves the Town proper. Water is provided by two wells that are currently drawing approximately 30 million gallons per year, or about 100,000 gallons per day. The water tank storage facility has a 250,000-gallon capacity. The sewer treatment plant is owned and operated by Hampton Road Sanitation District (HRSD) with Town input. Both water systems have emergency power backup. The Town experiences some infiltration problems during heavy storms and higher than normal tides.

The Town also offers solid waste and curbside recycling collection to the Town residents and the same contractor provides solid waste collection to subscribers in the areas adjacent to the Town.

Maintenance of the town's road network is the responsibility of the Virginia Department of Transportation. There are no plans for additional roads in the VDOT six-year plan at the present time for the Urbanna area. The property owners are maintaining private roads.

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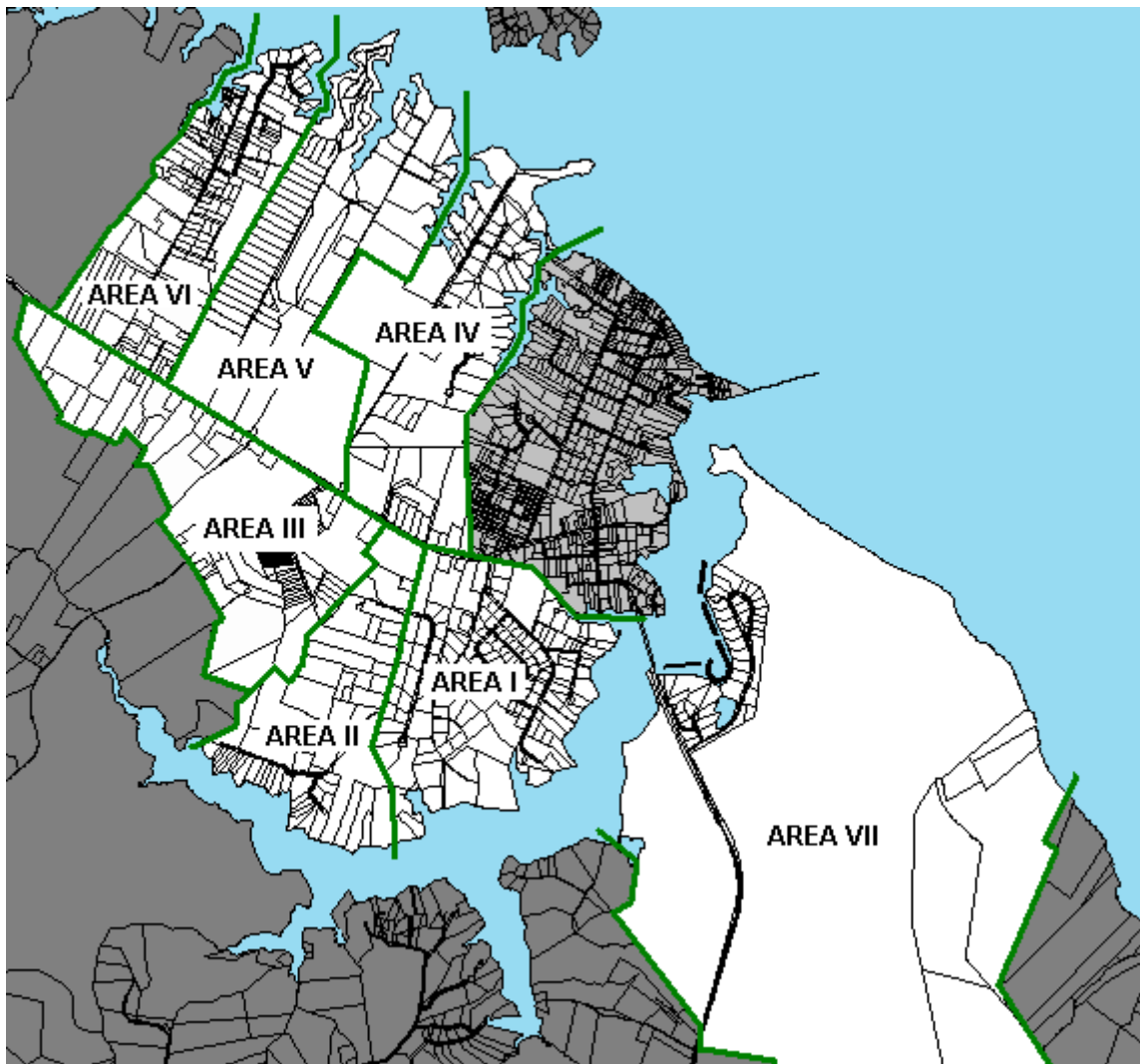
Urban Study Areas:

In order to develop a reasonable understanding of a community, the entire urban area must be examined in the context of its growth patterns, environmental characteristics and other opportunities and constraints in the region. This plan evaluates current land use in the residential areas adjacent to the Town because of their common community interest with the Town and the local waterways. Some of these unincorporated areas are presently using Town water and sewer services.

Urban areas outside the corporate limits are divided into seven (7) study areas as delineated on Exhibit –F. Natural features and the current pattern of development helped determine the boundaries of each main area. The areas are described here in general terms. The following pages detail the land uses in each area.

Staff has updated the original 1989 study using Middlesex County’s GIS mapping and through conducted field surveys.

EXHIBIT – F URBAN STUDY AREAS MAP



STUDY AREA I

Waverly Hill, Laurel Hill and Laurel Farms subdivisions. This area which borders the southwest town limits is suburban in character, and contains several dozen middle to upper range single family detached homes on lots averaging an acre in size. Many of these homes have access to Urbanna Creek or a smaller tributary. The area also contains an office complex that was re-developed from the former Urbanna Lumber Company site. This office complex has room for possible future expansion.



AREA I EXISTING LAND USE

<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	83.1	38.0%	58.9%
Duplex	2.6	0.2%	0.4%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	0	0.0%	0.0%
Residential Subtotal	85.7	38.2%	59.3%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	2.5	1.1%	1.8%
Community Facilities	0	0.0%	0.0%
Public and Semi-Public Subtotal	2.5	1.1%	1.8%
COMMERCIAL USE			
Retail/Services	0	0.0%	0.0%
General Commercial/Offices	7.7	3.5%	5.6%
Commercial Subtotal	7.7	3.5%	5.6%
INDUSTRIAL USE			
Light Industrial	1.4	0.6%	0.9%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	45.6	20.5%	32.4%
Industrial Subtotal	47.0	21.1%	33.3%
TOTAL DEVELOPED AREA	142.9	63.9%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	74.4	33.6%	
Inland Water, Wetlands, and Streams	5.5	2.5%	
Open Uses Subtotal	79.9	36.1%	
GRAND TOTALS	222.8	100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA II

Red Hill Drive vicinity. This area is located on the south side of Old Virginia Street (Route-602), west of the town limits. The area retains much of its rural origins, with farm houses and mobile homes located in the central portion. The area also contains a large cemetery, an office complex located on Route-602, and a self-storage facility. Along the creek several seasonal cottages and newer homes have been constructed.



AREA II EXISTING LAND USE

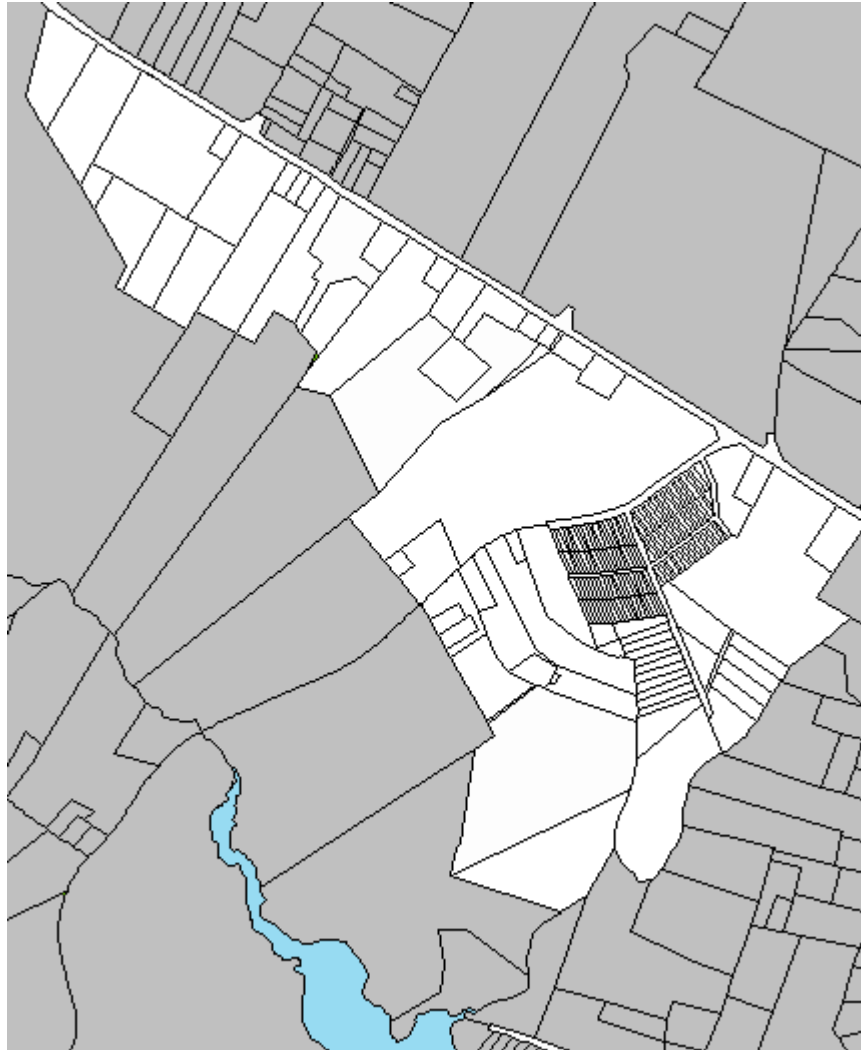
<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	29.2	18.7%	50.5%
Duplex	0	0.0%	0.0%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	3.5	2.6%	7.6%
Residential Subtotal	28.7	21.3%	58.1%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0	0.0%	0.0%
Community Facilities	6.2	4.6%	13.2%
Public and Semi-Public Subtotal	6.2	4.6%	13.2%
COMMERCIAL USE			
Retail/Services	0	0.0%	0.0%
General Commercial/Offices	8.7	6.4%	18.8%
Commercial Subtotal	8.7	6.4%	18.8%
INDUSTRIAL USE			
Light Industrial	0	0.0%	0.0%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	4.6	3.4%	9.9%
Industrial Subtotal	4.6	3.4%	9.9%
TOTAL DEVELOPED AREA	48.2	35.7%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	85.2	63.2%	
Inland Water, Wetlands, and Streams	1.5	1.1%	
Open Uses Subtotal	86.7	64.3%	
GRAND TOTALS	134.9	100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA III

Town Bridge Road vicinity. This area is located on the south side of Old Virginia Street (Route-602), west of the town limits; Town Bridge Road (Route 615) links the Urbanna area to the U.S. Highway 17 corridor. A considerable percentage of the area remains wooded, with a small concentration of residential uses.



AREA III EXISTING LAND USE

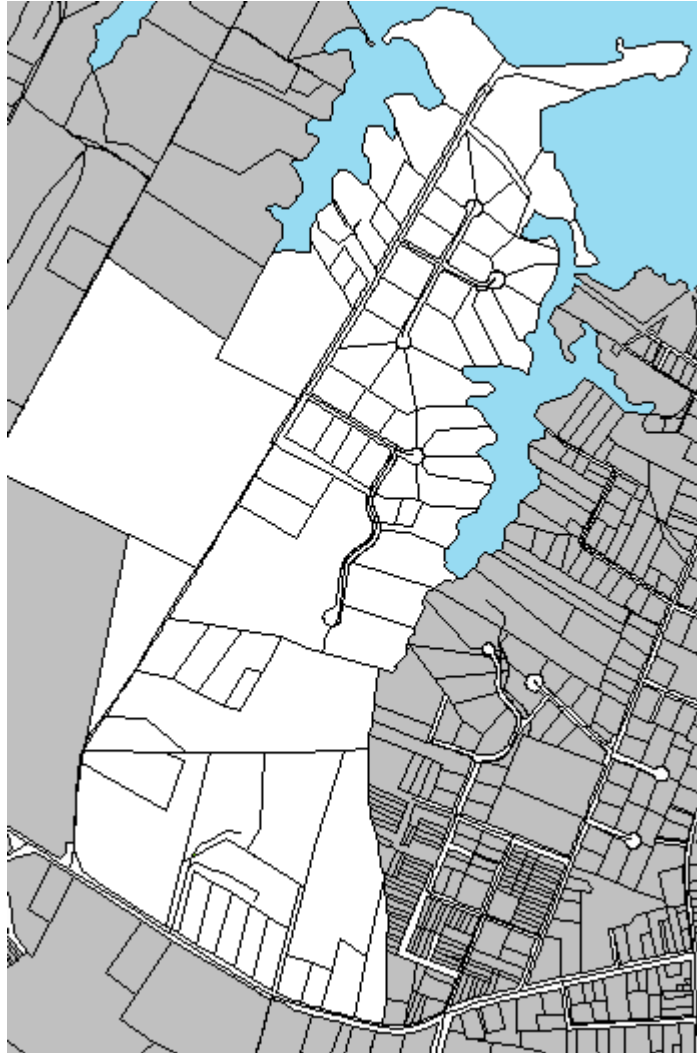
<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	20.5	11.2%	67.2%
Duplex	0	0.0%	0.0%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	2.0	1.1%	6.6%
Residential Subtotal	22.5	12.3%	73.8%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0	0.0%	0.0%
Community Facilities	0.7	0.4%	2.3%
Public and Semi-Public Subtotal	0.7	0.4%	2.3%
COMMERCIAL USE			
Retail/Services	0	0.0%	0.0%
General Commercial/Offices	0	0.0%	0.0%
Commercial Subtotal	0	0.0%	0.0%
INDUSTRIAL USE			
Light Industrial	0	0.0%	0.0%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	7.3	4.0%	23.9%
Industrial Subtotal	7.3	4.0%	23.9%
TOTAL DEVELOPED AREA	30.5	16.7%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	148.2	80.9%	
Inland Water, Wetlands, and Streams	4.4	2.4%	
Open Uses Subtotal	152.6	83.3%	
GRAND TOTALS	183.1	100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA IV

Lord Mott Road vicinity. Located on the north side of Virginia Street (Route 602) along the western boundary of the town limits. The area is oriented along State Route 615 (Lord Mott Road) which leads north to Old West Urbanna Wharf. Adjacent to the road are several residential areas, containing mid-range housing, most of which have access to the Creeks. Wooded tracts can be found closer to Route 602. In 2006 a 24 unit assisted living community run by Bay Aging was developed along route 602; in 2011 the second phase of the development was completed adding another 12 units.



AREA IV EXISTING LAND USE

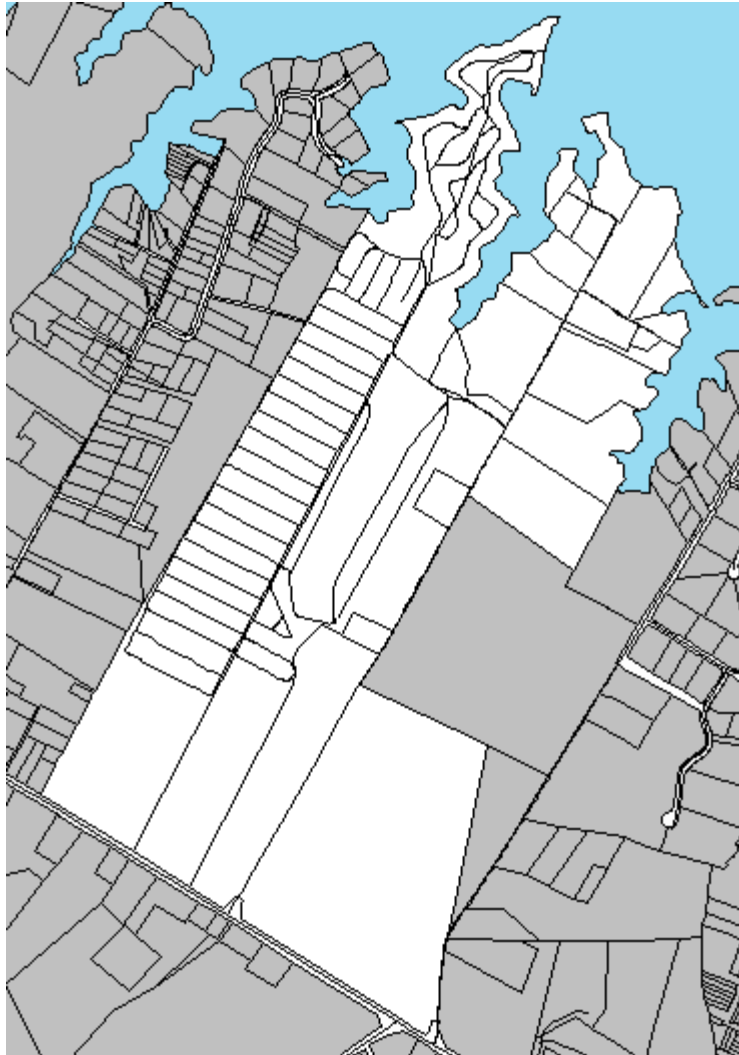
<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	33.4	18.6%	36.9%
Duplex	0	0.0%	0.0%
Multi-Family	6.9	3.8%	7.6%
Mobile Home Park	1.4	0.8%	1.6%
Residential Subtotal	41.7	23.2%	46.1%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0.5	0.3%	0.7%
Community Facilities	0	0.0%	0.0%
Public and Semi-Public Subtotal	0.5	0.3%	0.7%
COMMERCIAL USE			
Retail/Services	5.2	2.9%	5.6%
General Commercial/Offices	0	0.0%	0.0%
Commercial Subtotal	5.2	2.9%	5.6%
INDUSTRIAL USE			
Light Industrial	17.0	9.4%	18.8%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	26.1	14.5%	28.8%
Industrial Subtotal	43.1	23.9%	47.6%
TOTAL DEVELOPED AREA	90.5	50.3%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	80.4	44.7%	
Inland Water, Wetlands, and Streams	9.0	5.0%	
Open Uses Subtotal	89.4	49.7%	
GRAND TOTALS	179.9	100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA V

Hewick Plantation and Beth Page Camp Ground. Located on the north side of Virginia Street, west of town limits. This area essentially comprises two peninsulas, and much of the area is owned by a single individual. The western half of the study area is a recreational vehicle resort and campground. Over 2,000 vehicles occupy the resort during the summer months. The eastern portion of this study area contains about a dozen site-built homes (and one mobile home) concentrated around the outer most point of land. Several farms lie along Brown's Lane (Route 684). This area also contains Hewick Plantation, a historic landmark on 40± acres adjacent to Virginia Street (Route 602).



AREA V EXISTING LAND USE

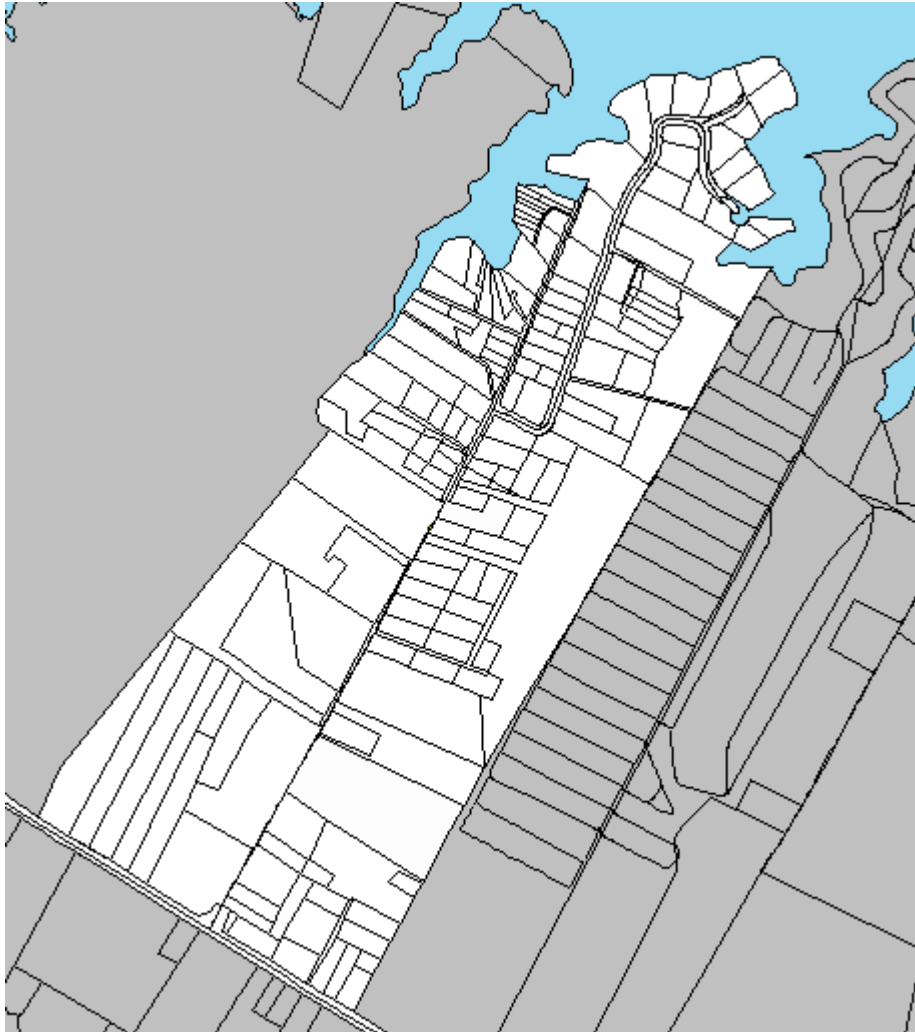
<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	21.8	7.4%	28.5%
Duplex	0	0.0%	0.0%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	0.4	0.1%	0.3%
Residential Subtotal	22.2	7.5%	28.8%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0	0.0%	0.0%
Community Facilities	0	0.0%	0.0%
Public and Semi-Public Subtotal	0	0.0%	0.0%
COMMERCIAL USE			
Retail/Services	1.0	0.3%	1.1%
General Commercial/Offices	37.9	12.9%	49.9%
Commercial Subtotal	38.9	13.2%	51.0%
INDUSTRIAL USE			
Light Industrial	0.0	0.0%	0.0%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	16.5	5.6%	20.2%
Industrial Subtotal	16.5	5.6%	20.2%
TOTAL DEVELOPED AREA	74.6	26.3%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	194.6	66.5%	
Inland Water, Wetlands, and Streams	20.9	7.2%	
Open Uses Subtotal	216.5	73.7%	
GRAND TOTALS		100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA VI

Burrell's Marina Road. Located on the north side of Virginia Street, west of town limits. This area has the largest concentration of minority population among the study areas. Housing types include single-family detached residences, mobile homes on single lots in mobile home parks and duplexes. Commercial activity is located near the end Burrell's Marina Road (Route 680), adjacent to Robinson Creek with industrial uses, related to seafood processing and shipping. It should be noted that to the west of this study area, on the north side of Virginia Street is a large farm (200 acres \pm) that is under a Conservation Easement.



AREA VI EXISTING LAND USE

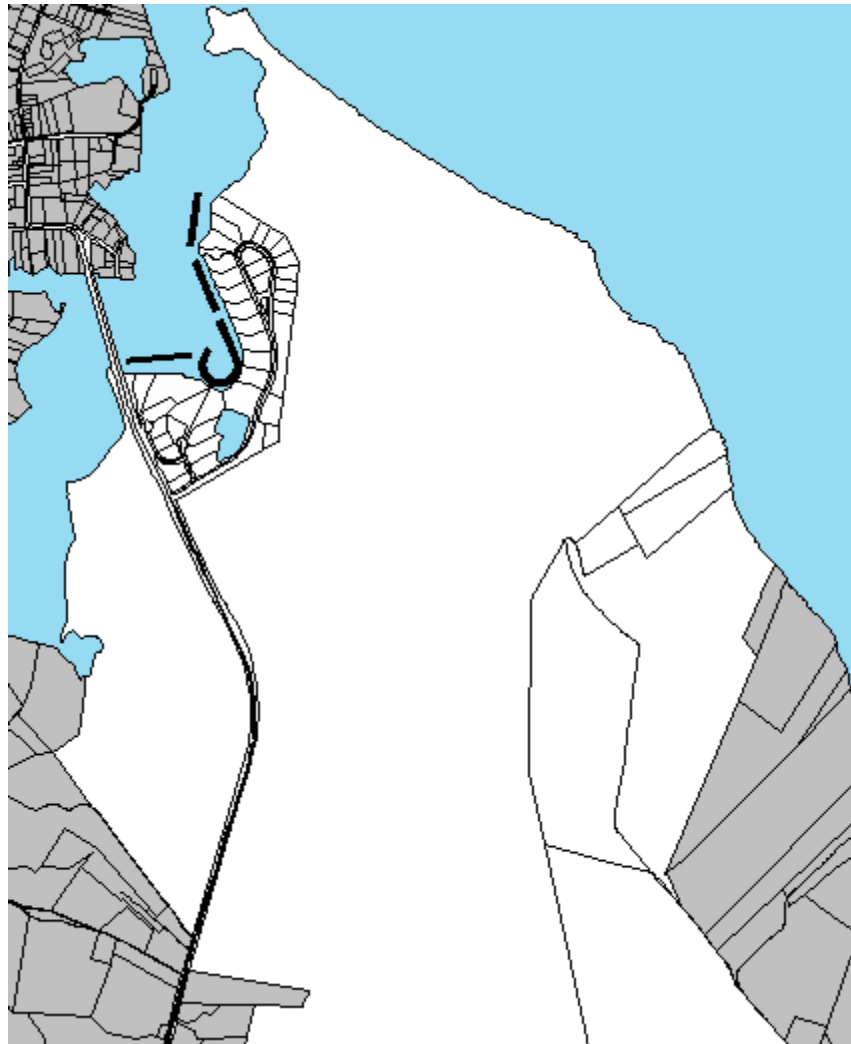
<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	33.2	17.2%	41.2%
Duplex	0	0.0%	0.0%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	10.8	5.6%	55.8%
Residential Subtotal	44.0	22.8%	54.7%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0	0.0%	0.0%
Community Facilities	0	0.0%	0.0%
Public and Semi-Public Subtotal	0	0.0%	0.0%
COMMERCIAL USE			
Retail/Services	0.3	0.2%	0.4%
General Commercial/Offices	4.3	2.2%	5.3%
Commercial Subtotal	4.6	2.4%	5.7%
INDUSTRIAL USE			
Light Industrial	4.5	2.4%	5.6%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	27.4	14.2%	34.6%
Industrial Subtotal	31.9	16.6%	39.6%
TOTAL DEVELOPED AREA	80.5	41.8%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	100.3	52.0%	
Inland Water, Wetlands, and Streams	11.9	6.2%	
Open Uses Subtotal	112.2	58.2%	
GRAND TOTALS	192.7	100.0%	

Source: Field Survey by K.W. Poore and Associates, Inc. May 1989

Updated by Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

STUDY AREA VII

Rosegill Farm. Located across Urbanna Creek, southeast of the town limits. This area which is located on the east and west sides of Urbanna Road (Route 227), contains a 45± acre subdivision along with a 129 slip private marina, and Rosegill Farm. Rosegill consists of 848± acres, and is one of the original Virginia plantations dating to the 1650's. Most of Rosegill has been slated for development in a 5 phase plan. Phase I which would encompass the 93± acre portion on the west side of Route 227 had received tentative approval from Middlesex County to begin in 2009. As of January 2012, this project has not been started. Of the overall development plan, the developers state that they intend to retain 300± acres of the farmland, along with the historic area surrounding the Rosegill plantation house in conservation as agricultural/historical areas.



AREA VII EXISTING LAND USE

<u>Existing Use Categories</u>	<u>Acreage</u>	<u>As Percent of Total Acreage</u>	<u>Percent of Total Developed Land</u>
RESIDENTIAL USE			
Single Family Homes	32.0	3.6%	71.1%
Duplex	0	0.0%	0.0%
Multi-Family	0	0.0%	0.0%
Mobile Home Park	0	0.0%	0.0%
Residential Subtotal	32.0	3.6%	71.1%
PUBLIC and SEMI-PUBLIC USE			
Parks and Recreation	0	0.0%	0.0%
Community Facilities	0	0.0%	0.0%
Public and Semi-Public Subtotal	0	0.0%	0.0%
COMMERCIAL USE			
Retail/Services	0	0.0%	0.0%
General Commercial/Offices	5.0	0.6%	11.1%
Commercial Subtotal	5.0	0.6%	11.1%
INDUSTRIAL USE			
Light Industrial	0	0.0%	0.0%
Heavy Industrial	0	0.0%	0.0%
Warehousing	0	0.0%	0.0%
Roads and Right-Of-Ways	8.0	0.9%	17.8%
Industrial Subtotal	8.0	0.9%	17.8%
TOTAL DEVELOPED AREA	45.0	5.1%	100.0%
OPEN USES			
Vacant, Agricultural, Forest	823.0	92.1%	
Inland Water, Wetlands, and Streams	25.0	2.8%	
Open Uses Subtotal	0	94.9%	
GRAND TOTALS	893.0	100.0%	

Town Staff using Field Surveys and Middlesex County GIS Mapping January 2012

IV. GOALS AND OBJECTIVES

The long-range goals and related short-range objectives presented below serve as the centerpiece of this planning document. Such goals and objectives build upon opportunities and problems identified through analysis of the background materials and provide guidance for the adoption of specific policies to implement plan recommendations.

Environmental Goals and Objectives

Goal: Enhance the natural setting of the Town; promote a greater awareness of the natural beauty and positive attributes of the area and preserve environmentally sensitive areas.

Objectives:

1. Protect environmentally sensitive areas such as the designated wetlands and the coastal areas, as prescribed in the Chesapeake Bay Preservation Act of 1988 or other related laws.
2. Promote stabilization of embankments by property owners. Maintain the sediment and erosion control ordinance now in effect.
3. Preserve and promote permanent open spaces and natural areas to enhance bird and wildlife habitats, maintain vegetation buffers and screening/filter areas to mitigate runoff and protect the stream environment.
4. Promote appreciation and use of scenic areas in and around the Town and encourage the development of recreation opportunities along the creek and cove areas.
5. Promote environmentally sound development through review of proposed site and building plans in accordance with the Chesapeake Bay Preservation Act.

Land Use Goals and Objectives:

Goal: Encourage harmonious and wise use of the land in all future development decisions.

Objectives:

1. Preserve the character and quality of life in the Town and improve the compatibility of existing land use relationships.
2. Concentrate commercial development in selected, accessible areas to serve the population along major arterial streets.
3. Promote whenever practical, aesthetic improvements such as trees, landscaping and visual buffers where needed, and encourage the location of utilities underground to promote a more attractively built environment.
4. Stabilize and preserve the Central Business District; improve the parking, landscaping and appearance of the downtown.
5. Retain and promote low-density residential development within the Town.
6. Protect and enhance historic properties in the Historic District through appropriate review and regulation of any proposed changes and developments in the designated areas.

7. Provide additional water service outside the existing corporate boundaries to the areas currently served or to be served only within the system's infrastructure capacity.

Economic Goals and Objectives

Goal: Expand the economic activities commensurate with the existing character and lifestyle of the local community.

Objectives:

1. Provide an environment for the continuation and expansion for tourism and special activities, such as the Oyster Festival and Art on the Half Shell.
2. Encourage a diversified, vibrant environment through mixed-use development, which combines residential, commercial and recreational functions. This follows a concept of a higher density, mixed-use waterfront development.
3. Encourage light industrial uses (no nuisance problems) and commercial operations, especially those related to water and tourism related activities, in areas so designated on the Future Land Use Exhibit-G.
4. Work with State and regional agencies and the private sector to diversify the economic base of the Town, increasing job opportunities across the entire economic spectrum.
5. Provide an environment for the types of employment that will sustain the local work force through their working years.

Water Resources Goals and Objectives

Goal: Protect and manage water resources, the beauty, and desirability as an asset for vacation and retirement housing. Positive contributions to the water based economies should be promoted.

Objectives:

1. Continue development of the Urbanna Town Marina at Upton's Point for the use of Urbanna Creek.
2. Oversee and coordinate with Federal and State officials a means of insuring the safe passage of commercial and pleasure boats in the Urbanna Creek and harbor area.

Historic Preservation Goals and Objectives

Goal: Preserve and protect the unique historic properties in the Town.

Objectives:

1. Promote historical rehabilitation in the Town's Historic District.
2. Encourage the rehabilitation of structures, which could potentially contribute to the historic character of the Town.
3. Continue to protect and promote the Town's historic properties and rich heritage as a tourist attraction.

Transportation Goals and Objectives

Goal: Improve the current (land and water) transportation systems and support specific transportation capital improvements.

Objectives:

1. Continue to maintain a strong working relationship with VDOT in maintaining highways, roads and rights-of-way in the roadway system.
2. Make improvements to existing roads to alleviate traffic congestion and prevent problems, and stimulate residential, mixed use, light industrial and commercial development.
3. Plan for the development of pedestrian and bike paths within the existing rights-of-way and coordinate such efforts with VDOT. Encourage accessibility to the commercial and recreational areas of the Town from the seven (7) Urban Study areas by utilizing public and private easements along VDOT roadways.
4. Encourage donation of roads within new developments to the Town for inclusion into the State Maintenance network
5. Encourage all new development to build rights-of-ways to VDOT standards to ensure safe and uniform access to existing roadways.

Utilities Goals and Objectives

Goal: Improve utility systems to serve both present and future needs of the Urbanna area population.

Objectives:

1. Continue to implement the long range Master Plan for the provision of water services for the Urbanna Community to insure an adequate and affordable supply of water.
2. Advise HRSD (Hampton Roads Sanitation Department) to give priority sewer service to existing residential and business water customers. Encourage detailed impact analysis studies on new housing developments prior to providing sewer service outside the corporate limits of the Town.
3. Work with the County to study and provide sewer service to the Urbanna and Middlesex County communities.
4. Coordinate with affected agencies the development of a plan for providing underground storm drainage to areas in Town fronting on public streets.

Community Facilities Goals and Objectives

Goal: Provide community facilities commensurate with the needs of the present and future population.

Objectives:

1. Increase the size of the existing park (Taber Park) and provide additional recreational facilities to serve the entire community, with special attention given to the needs of particular age groups (the elderly, young children, etc.).

2. Cooperate with the County, when appropriate, in the provision of certain public facilities, such as community recreation, libraries, fire and rescue services, which work best when planned on an area-wide basis.
3. Continue to promote the entertainment and cultural arts activities within the community.

Implementation Goals and Objectives

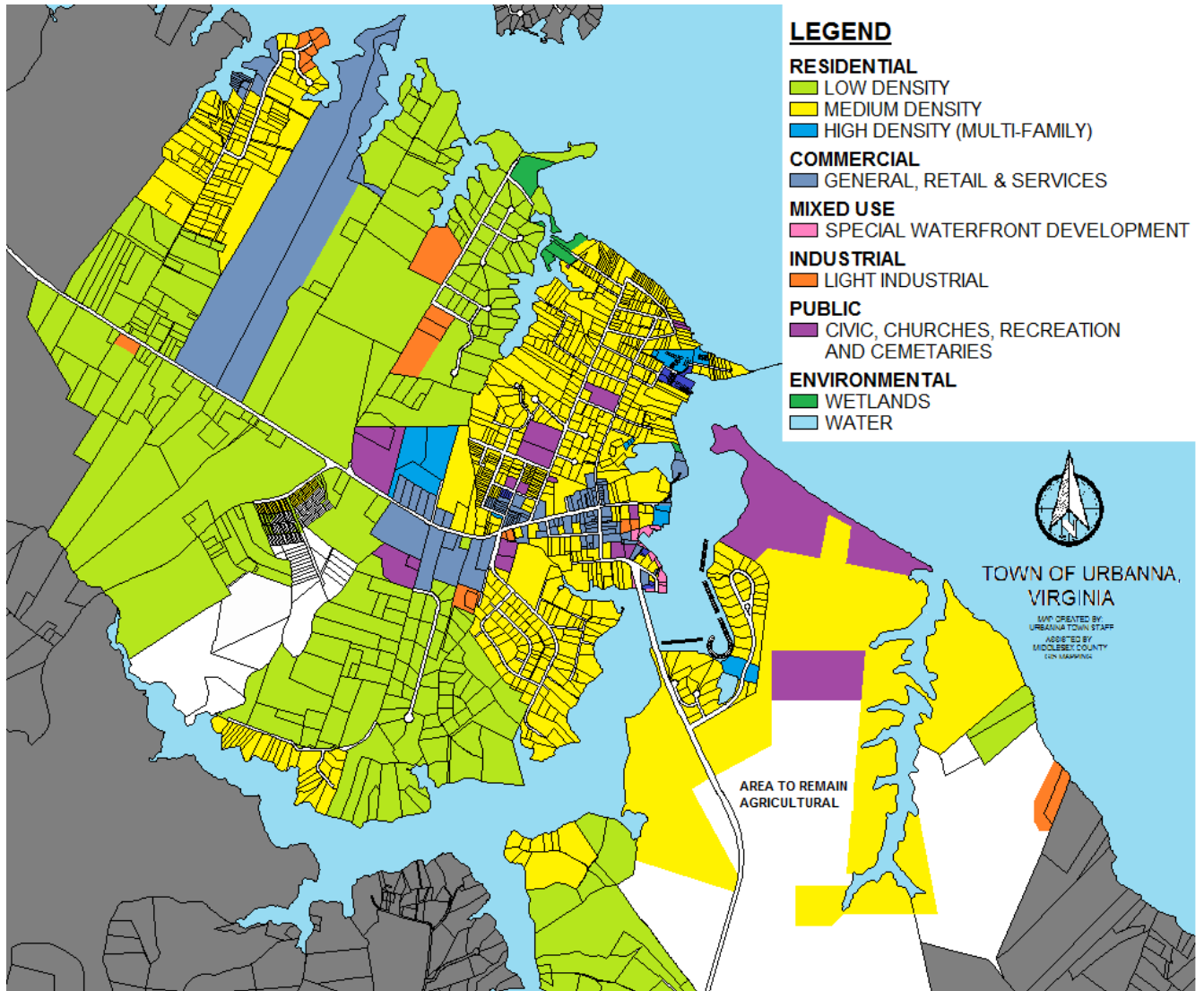
Goal: Make effective use of implementation tools provided to the Town to carry out planned goals and objectives.

Objectives:

1. Continue to review and revise the Comprehensive Plan at least every five (5) years so that it can be a useful guide for future growth and development.
2. Refine and update zoning ordinances, which establish practical land use regulations and standards for design and environmental quality.
3. Regularly review Town revenues and expenditures and develop a priority list of proposed major capital improvements and recommended programs for accomplishment based on a fiscal forecast by the Town.

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Exhibit – G Comprehensive Plan Map



V. COMPREHENSIVE PLAN

Overview

There are several key concepts fundamental to guiding the future growth in the Town of Urbanna, if the most desirable “small town” qualities are to be maintained, and if the growth of the Town is to be sensitive to the environmental and other development goals of the community. The Town of Urbanna’s greatest asset is its integral relationship with the harbor, the adjacent waterways and the Chesapeake Bay. Future land use development should be guided to take the full advantage of the waterfronts, creeks and harbor.

The following sections explore the features of the comprehensive land use plan, covering four (4) major areas:

1. Future Proposed Land Use Plan
2. Transportation Plan
3. Community Facilities Plan
4. The Chesapeake Bay Preservation Act and an overview of its regulations.

In describing each element, the interrelationships between elements will be noted. In the same respect, these issues are examined from the perspective, not just of the Town of Urbanna corporate limits, but also for the surrounding region. This is based on the probable course of future development, because of land and utility availability, transportation systems, and the Bay Preservation guidelines.

Features of the Proposed Land Use Plan

The Proposed Land Use Plan (Exhibit G) is a means for illustrating ideas, not a straightjacket for future development. The plan is a model that offers general guidance, for better decision-making, in a comprehensive, coordinated manner.

Residential Growth and Development:

Most of the residential areas in the existing Town limits are already in a low to medium density development pattern. Utility and infrastructure service is adequate, as is the transportation access. This medium density pattern is shown to continue on the Proposed Land use Plan (Exhibit- F).

Within the Town there remains very limited land area that has not yet been developed. If the Town at its present size wants to accommodate growth, it will need to do so by increasing densities and by encouraging the concentration of certain land uses into specific areas. While this can be accomplished, the plan should reinforce existing land uses and preserve the integrity of the Historic District. Design guidelines sensitive to existing architecture should be integrated into the zoning regulations.

Generally, higher density residential development projects should remain exclusively residential in nature. In special circumstances, higher density projects are better suited to accommodate a higher use or mixed range of land uses including commercial, office and residential. The most successful application of this development strategy would probably build on the natural attraction or recreational resources of the community such as waterfront projects.

Commercial:

This Plan recommends that the present single category be continued as a general commercial area.

Industrial:

The only type of industrial activity that should be permitted in the Urbanna area should be light industrial. That has only a minimum impact on the surrounding land uses and places the least amount of strain on the transportation and utility networks.

Vacant Land:

There is only a small amount of vacant property available in the existing Town. In some locations the properties are unsuitable for development because of environmental constraint. Where parcels are suitable for development, medium density residential is shown on the Plan. Available vacant parcels of property should be inventoried and the feasibility investigated of setting aside several sites for more play areas and pocket parks, beyond that shown on the plan. The Town might arrange for donations of smaller parcels, or encourage developers to make such donations.

Much of the vacant land in the study areas is comprised of environmentally sensitive areas, such as shores and high slope areas, in flood plains, or near wetlands and streams. Since these areas are generally covered with vegetation, which helps prevent erosion and improves water quality, and provides important wildlife habitats and aesthetic contributions, these areas shown are to be maintained and improved as an important community resource.

Residential Land Uses (Unincorporated Areas):

The low density residential land uses are predominantly found in the areas outside the Town, where the Town's water and sewer was not available and land parcels needed to be tied to septic tanks or drainage fields. At this time more of the low density residential development surrounds Town limits, where water and boating access is available. The Plan shows continuation of the low-density use, which will be reinforced by the development and design criteria of the Chesapeake Bay Preservation Act.

Area V, where the Recreational Vehicle campground is located, is presently a medium density residential area. The additional summer residents of the resort, and the housing that is presently in this area, as well as future residential development, is important to the economy of the Town. Access to the Town via the existing Trolley provides seasonal transportation to the Town and additional means of ingress, such as bike and pedestrian paths need to be explored in conjunction with the County and VDOT.

The proposed development of Rosegill Farm, an almost undeveloped 900-acre parcel of property approximately three times the size of the Town of Urbanna, presents enormous opportunities for the Town. The Urban Land Institute Study of Development Trends, 1989, sites the tremendous boom in planned communities, ranging in size from 414 acres to projects in the thousands of acres. Because of the present and future relationships with the Town of Urbanna, the development of this property could significantly impact the Town's services including water, sewer, and solid waste collection. The plan for development within Rosegill shows a strong emphasis on pedestrian access and alternative modes of transportation, such as bike and boating. It would be advantageous to continue discussions with the developers regarding services, such as the Town marina at Upton's Point and the Town trolley, available within the Town.

Transportation Plan

Roads:

Since the main responsibility for maintenance and construction for roads lies with the Virginia Department of Transportation (VDOT), the transportation plan for the Town of Urbanna need not be particularly detailed. By maintaining a close working relationship with VDOT, such as the guidance VDOT has given in the streetscape planning and coordination required for successful traffic flow for the Town's festivals, the maintenance and design information can easily be communicated.

Alternative Transportation Modes:

As new development occurs in and around the Town of Urbanna, there should be a stronger emphasis on developing and encouraging the use of alternative transportation modes. Considering the "small town" scale of the community, its appeal, its convenience, and its quality of life could all be enhanced with relatively minor additional expenditure. Explore the possibilities for the development of bike lanes/paths for Old Virginia

Street and Urbanna Road. An improved network of sidewalks and crosswalks would be very attractive to a citizenry becoming more health and exercise conscious. A summer trolley service exists, for weekend service from the camp ground to shopping and recreation areas around town.

Waterways:

The Town of Urbanna grew up around a transportation system based on the River and the harbor. However, during the past 70 years, there has been such an emphasis on automobiles and road building that the water based transportation modes were partly overlooked. It would be possible for boats to become, as convenient as automobiles for transportation. The community has improved its docking capabilities with shopping and services close by.

Community Facilities and Utilities Plan:

Water:

R. Stuart Royer and Associates of Richmond, Virginia has prepared the water master plan, which was adopted by the Town council in September 1991. The Master Plan provides a roadmap for utility development and improvement that is in concert with the stated goals and objectives of this Comprehensive Plan. The Master Plan provides short and long-range recommended improvements to the water development system. In 1994, the water system was extended outside the corporate limits to serve Bethpage Campgrounds. Future improvements and expansion of the water system should be undertaken with the Master Plan as a source document. In 1998 HRSD purchased and assumed responsibility for operating the Town sewer system.

Water Related Recreational Facilities:

Urbanna Town Marina at Upton's Point was revitalized in July 2005. The marina has 32 slips, a dinghy dock, entertainment stage, boat ramp, handicap restroom facilities and a laundry facility for boaters.

Parks and Recreation:

The Town of Urbanna should make an effort to expand park facilities and explore a wider range of recreation and fitness oriented facilities can be developed. Taber Park could be doubled in size, and a mini-park could be developed adjacent to Grace Street.

Police, Fire Department and Rescue Squad:

Police, fire, and emergency rescue services are needed to serve the Town and the outlying areas. There is a need to expand these services, as the demand continues to grow.

VI. CHESAPEAKE BAY PRESERVATION ACT

NOTE: Material in this Chapter is subject to change pending regulations promulgated by the Chesapeake Bay Local Assistance Board, the interpretation of those regulations by the Chesapeake Bay Local Assistance Department (CBLAD), and recommended implementation guidelines from the CBLAD and other state, regional and local agencies.

The Town is currently in compliance with the Local Chesapeake Bay Act.

The Chesapeake Bay Preservation Area Designation and management Regulations (VR 173-02-00) requires all jurisdictions in Tidewater, Virginia to develop criteria that will provide for the protection of water quality, and that will also accommodate economic development. This will require local government to modify the necessary Comprehensive Plans, Zoning and Subdivision Ordinances to protect the quality of State waters in their jurisdictions. This includes site redevelopment and construction review with respect to maintaining and /or improving and quality of groundwater, storm water run-off, sewage treatment and wetlands and shoreline preservation.

This Act also provides guidelines for the site and development of “Water-dependent Facilities”, which includes ports, marinas and other boat docking structures, beaches and other water recreation facilities, fisheries and other marine resource facilities.

Water Quality Land Use Plan- Town of Urbanna:

Whereas the Chesapeake Bay Act of 1989 requires local governments to incorporate the protection of the quality of state waters into their comprehensive plans consistent with the provisions of the Act, the Town of Urbanna reviewed and revised its Comprehensive Plan for compliance by adopting a Water Quality Land use Plan in November 2005.

VII. COMPREHENSIVE PLAN IMPLEMENTATION GUIDELINES

The goals of the Comprehensive Plan tend to be broad and general. At the same time, they encompass nearly the full range of the Town's governmental responsibility. If these goals are to be achieved over a period of time, the Town must use all of the means at its disposal for plan implementation. Chapter 11 of the Code of Virginia provides for procedures whereby a Town may implement its comprehensive plan, including provisions for review of proposed improvements by the Town Planning Commission and for a zoning ordinance to assist with accomplishment of the land use elements of the Plan. This Comprehensive Plan has been prepared in large measure to provide support for changes in the zoning ordinances that will achieve compliance with the legislation of the Chesapeake Bay Preservation Act of 1989.

Perhaps as important as any of the direct statutory means for plan implementation are the various funding and technical assistance programs available to local governments. The outside help that these programs can provide may make the difference between success and failure in accomplishments of a goal.

However specific the state laws and local ordinances may be and however carefully planning procedures may be followed, all of the laws and procedures, text, maps, special studies and outside funding programs cannot substitute in effectiveness for the support of the people of Urbanna and their general awareness of the advantages of a comprehensive, long-range view in dealing with the Town's development. It is especially important that such a long-range view be maintained, when the pace of growth is slow and the future of the Town depends on the accumulated effects of many small events. The careful handling of small events within a long-range view sets a favorable precedent, not only for future small events but also for the large events, when they occur.

The Plan and the Planning Commission:

The Planning Commission is the agency charged with the preparation of the Comprehensive Plan and with advising the Town Council on matters related to the Plan. In order to do this properly, the Commission must maintain knowledge of the facts and interrelationships of a broad range of subjects and must be able to weigh the advantages and disadvantages of various possible courses of action that may be available in a given situation. This is no small responsibility. The Planning Commission will need help from various sources depending on the complexity of problems placed before it.

With the Chesapeake Bay Preservation Act requirements and growing interest in the Urbanna area, the requirements for planning staff assistance could be increased steadily in coming years. Routine administration and review of building and subdivision proposals, periodic revision of the Comprehensive Plan, participation in funding programs and special studies of all kinds could require staff assigned full time to planning matters. Without sufficient professional and technical assistance, the Planning Commission might not be equipped to render the services expected of it.

The State Planning Enabling Statutes provide for the general content of the Plan and procedures for its adoption. The Planning Commission is required to give notice and hold a public hearing before recommending the Plan to the Town Council for adoption. The Town Council must also give notice and hold a public hearing before it adopts the Plan. If this procedure is followed, Sec. 15.2-2225 of the enabling statutes establishes the legal status of the Plan.

Plan Adoption.

The following provision taken from Title 15.2 Chapter 22, Article 3 outlines the general procedure to be followed by the Town of Urbanna in adopting the Comprehensive Plan.

15.2-2225 - Notice and hearing on plan; recommendation by local commission to governing body. Prior to the recommendation of a comprehensive plan or any part thereof, the local commission shall give notice and hold a public hearing on the plan. After such public hearing has been held the commission may approve, amend and approve, or disapprove the plan, after notice as required by

15.2-2225. Upon approval of the plan, the commission shall by resolution recommend the plan to the governing body.

15.2-2225 - Copy to be certified to governing body. Upon recommendation of the comprehensive plan or a part thereof by the local commission a copy thereof shall be certified to the governing body.

15.2-2226 - Adoption or disapproval of plan by governing body. After certification of the plan or part thereof, the governing body after a public hearing with notice as required shall proceed to a consideration of the plan or part thereof and shall approve and adopt, amend and adopt, or disapprove the same within ninety days after date of adoption of such resolution.

15.2-2227 - Return of plan to commission; resubmission. If such governing body disapproves the plan, then it shall be returned to the local commission for its reconsideration, with a written statement of the reasons for its disapproval. The commission shall have sixty days in which to reconsider the plan and resubmit it, with any changes, to the governing body.

15.2-2228 - Adoption of parts of plan. As the work of preparing the comprehensive plan progresses, the local commission may, from time to time, recommend, and the governing body approve and adopt, parts thereof; any such part shall cover one or more major sections or divisions of the municipality or one or more functional matters.

Maintenance of the Plan.

15.2-2229 - Amendments. After the adoption of a comprehensive plan, all amendments to it shall be recommended, and approved and adopted, respectively, as required by 15.2-2225. If the governing body desires an amendment, it may direct the local commission to prepare an amendment and submit it to public hearing within sixty days after formal written request by the governing body.

15.2-2230 - Plan to be reviewed at least once every five years. At least once every five years the comprehensive plan shall be reviewed by the local commission to determine whether it is advisable to amend the plan.

Significant new developments, i.e. State highway proposals; location of new industry, shopping center, or residential subdivision; expansion of major public/private uses, etc., should trigger a re-evaluation of the adopted comprehensive plan. Review and appropriate revisions to the plan ensuring consistency with major proposals should be made to maintain it in a current condition. Changes in the plan should only be made in the best interest of established goals and objectives. Development proposals, which are contrary to the plan, require serious consideration within the context of the plan's provisions. The end result of unwarranted plan revisions would be to leave the Town without an enforceable plan.

Plan Implementation.

Private property development and public improvement efforts can be coordinated with the plan through the use of applicable regulatory measures zoning ordinance, subdivision regulations, building and housing codes. An adopted Capital Improvement program also provides a mechanism for the local governing body to schedule public improvements in accordance with the plan over both a five-year period and on an annual basis.

15.2-2239 - Local commissions to prepare and submit annually capital improvement programs to governing body or official charged with preparation of budget. A local commission may, and at the direction of the governing body shall, prepare a capital improvement program based on the comprehensive plan of municipality for a period not to exceed the ensuing five years.

15.2-2280 - Zoning ordinances generally; jurisdiction of municipalities. The governing body of any municipality may, by ordinance, classify the territory under its jurisdiction or any substantial portion thereof into districts of such number, shape and size as it may deem best suited to carry out the purposes of this article.

For the purpose of zoning, the governing body of a municipality shall have jurisdiction over the incorporated area of the municipality.

The Zoning Ordinance for the Town of Urbanna will accompany this planning document. The Comprehensive Plan must be used as the reference by which zoning requests, development proposals and the zoning regulations are reviewed for approval or disapproval. Zoning regulations are the tools intended to accomplish the plan's objectives.

Regional Review and Coordination:

Local Town planning requires coordination with other adjacent jurisdictions: Middlesex County, Middle Peninsula Planning District, and other State and Federal development proposals and plans. Without coordination among these jurisdictions, the danger of planning efforts being duplicated or conflicting will result in ineffective programs and unnecessarily high development costs. The Middle Peninsula Planning District Commission is the most appropriate agency to provide regional coordination and review of related plans.

Level of Professional Planning Assistance:

Planning assistance is presently provided to the Town of Urbanna by its Staff and through contracted services of private planning consultants for special projects. Special needs of the local planning commission may warrant additional planning assistance from a planning consultant in order to implement the adopted comprehensive plan.

Zoning Ordinance

Of the various legal devices available for implementation of the Comprehensive Plan, zoning will probably receive most attention during the coming years and will have the most impact on the lives of Town's residents.

The extent to which zoning can improve living conditions and guide the growth of the Town of Urbanna in accordance with the Comprehensive Plan will be largely dependent upon the attitudes and interests of the people of Urbanna as expressed by themselves and expressed through their leaders in enactment of regulations and subsequent sustained enforcement of regulations. The problems will be varied since Urbanna is an urbanizing community with the potential for different kinds of development. But if the people of Urbanna want an orderly efficient land use development pattern which is an objective of the Comprehensive Plan, if they want to channel development to designated areas, protect the water resources and environmentally sensitive areas, then zoning is available to implement a program which, over the long run, may accomplish these objectives.

The Zoning Map (Exhibit – H) should remain generally consistent with the General Land use Plan. Within the overall pattern of land use established by the Plan, there is nevertheless considerable room for variation between the Plan and the Zoning map. The land use categories need not be identical and the one need not be amended every time the other is. Actually, the timing of a zoning change to best implement a land use change will require repeated judgments by the Town Planning Commission and the Town Council. In addition, the system of review of individual projects by a special use permit process or by means of special exceptions will require many separate decisions based on the guidelines of the Plan and the Zoning Ordinance and conditions of the locale where change is proposed. In any event, the limitations on our ability to foresee the future will assure that changes will be necessary. An important part of the Town's continuing planning effort will be the recommendations of the Town Planning Commission regarding proposed changes, the continuing effort to keep these changes within the overall perspective of the Comprehensive Plan, and the continuing effort to

study and adjust implementation devices and programs which can assist with accomplishments of the goals and objectives of the Comprehensive Plan.

Concurrent with preparation of this revision of the Comprehensive Plan, a comprehensive review of the Town Zoning Ordinance and a revised ordinance has been prepared. The provisions of the revised ordinance pertaining to the Chesapeake Bay Preservation Act should substantially improve the ability of the Town to implement the land use elements of the Comprehensive Plan.

The Capital Improvement Program:

A capital improvement program is a schedule by years of the amounts to be spent on improvements to the Town's public facilities. The purpose of making such a program is to ensure that long-range plans will be compatible with the Town's financial resources.

Forecasts of more than five years in advance are generally not sufficiently reliable for planning. On the other hand, too short a period would not be useful as specified in the statute. A list of needed improvements is drawn up and those, which should be made during the next five years, are arranged in order of urgency and costs are estimated according to the best information available. As each year of the program is completed, an additional year is added so that the program always looks five years to the future.

In the near future the Town should move to formalize the capital improvements programming process so that relations of capital improvement expenditures to a long-range plan will become a routine part of Town government.

Exhibit – H Zoning Map

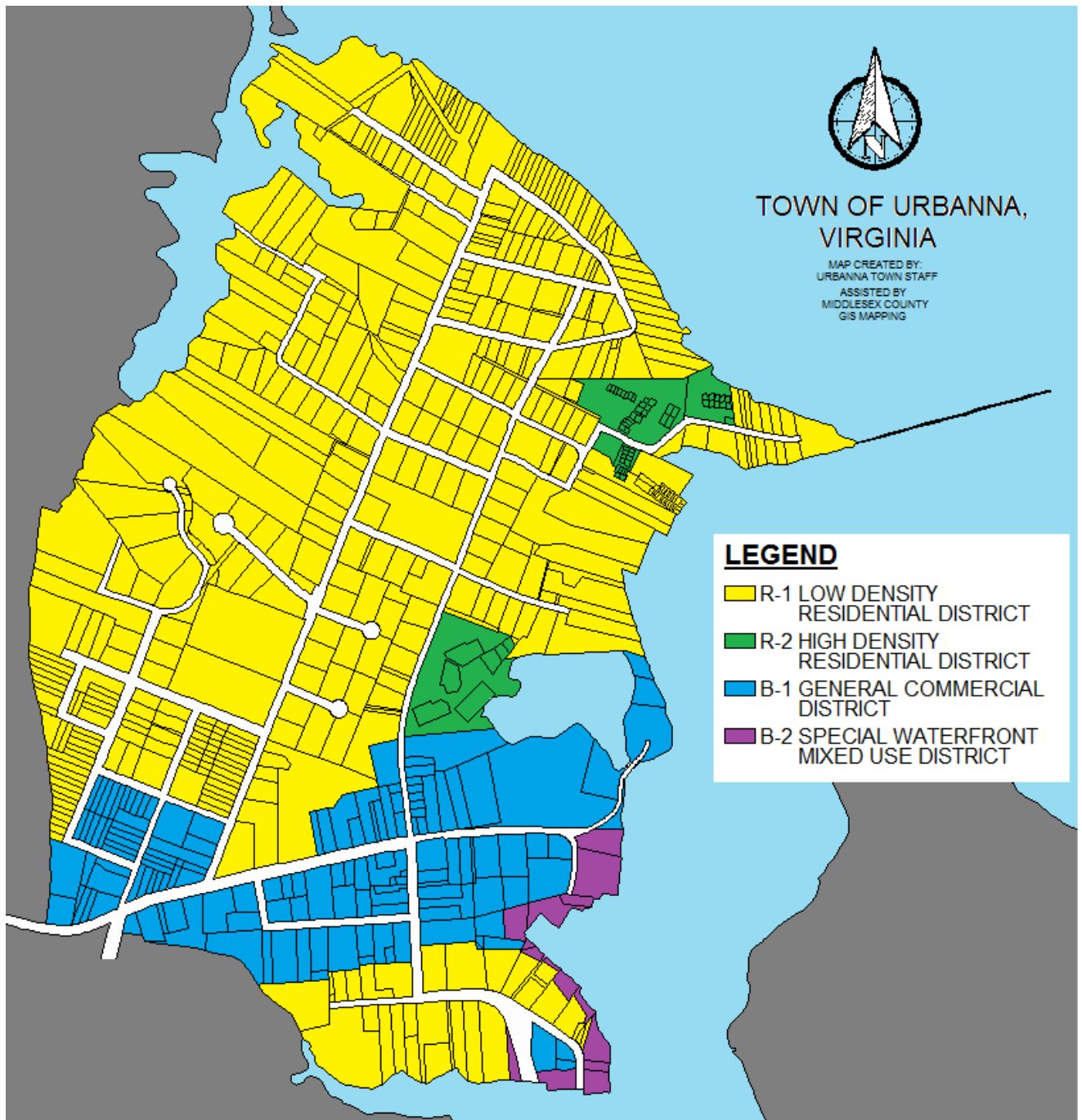


Exhibit – I Historic District Map

