CHAPTER 3[1]
LAND USE PLAN

A. PURPOSE OF THE LAND USE PLAN

The Land Use Plan is that component of the Comprehensive Plan that establishes policies on the future use of land. The beauty, heritage, and rural character that have attracted hundreds of people and their families to Northumberland in recent decades will continue to draw hundreds more in the future. It is therefore crucial that the County use this plan to establish the policies and ordinances that will determine the future landscape and character of this County.

After the Land Use Plan has been adopted by the Board of Supervisors, it has the following clearly defined functions:

1. It represents the vision community leaders have for future use and development of land within the County.

2. The Land Use Plan serves as a guide to any change in character of individual properties as they change from one use to another over time.

3. It provides a rational basis for establishing and modifying zoning and other land use and development regulations.

4. It provides a broad set of policies for making public and private decisions on projects that come before the government.

5. It becomes a valuable tool of communication between citizens and the local government on matters concerning land use and development.

B. HOW TO USE THE LAND USE PLAN

Although the Land Use Plan is only one component of the Comprehensive Plan, it is very important because of its long-range influence on the use and development of both privately and publicly-owned land. Its impact is greatest on privately-owned land because almost all of the County's area is in that category. The land use plan is also an important document with respect to the environment, particularly when read in context with the Water Quality Protection Plan which is the subject of Chapter 5. Functions of the Land Use Plan and general guidelines for its use are summarized in the following comments.

1. The first reason for the Land Use Plan's importance is that it establishes official long-range policies for the use and development of land for the entire County. According to Virginia statutes (Va. Code Section 15.2-2223) which authorizes counties to do

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planning, the Comprehensive Plan focuses on the physical development of the territory and it is for the purpose of:

> "...guiding and accomplishing a coordinated, adjusted and harmonious development of the [County] which will, in accordance with present and probable future needs and resources best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants including the elderly and persons with disabilities"

Among the specific components of the comprehensive plan authorized under this section is the following specific authority for a land use plan:

> "The designation of areas for various types of public and private development and use, such as different kinds of residential, including age-restricted, housing; business; industrial; agricultural; mineral resources; conservation, recreation, public service, floodplain and drainage, and other areas."

The Code requires that each community have a comprehensive plan, that it be reviewed every five years and updated as found necessary.

2. The Land Use Plan serves as a framework for establishing land use regulations which are the local laws that govern the use and development of land. The Land Use Plan and associated policies provide guidelines for preparing or updating Zoning and Subdivision Ordinances. The Zoning Ordinance establishes how land may legally be used and the Subdivision Ordinance establishes requirements for subdividing land into lots and recording them in appropriate places. Both the land use plan and land use regulations should be reviewed together periodically and updated as appropriate.

3. The Land Use Plan is used in making decisions on requests by property owners for a change in use of their properties. In many cases, a change in use requires a policy change (rezoning) by the governing body. The Land Use Plan should be one of the standard sources used during a rezoning process.

4. The process for updating the existing zoning to incorporate the village/support area concept is as follows: first for each request to be reviewed to determine if the parcel is located in a village or support area. If so, the requested uses should be compared to the permitted or conditional uses in the village or support area and if affirmative, the re-zoning would normally be approved or conditioned. By this process, as development proceeds, it will be in accordance with the Land Use Plan. If the proposal is for rezoning a parcel not in a village or support area, then the Planning Commission and Board of Supervisors should follow the appropriate policies for the various areas of this Land Use Plan.

5. After the Land Use Plan has been adopted by the Board of Supervisors it gains a legal status according to Section 15.2-2232 of the Code. This Section provides that after

the Board adopts a comprehensive plan, or part thereof, unless a feature is shown on the adopted plan, it must be reviewed by the Planning Commission. The Commission then determines whether that feature is substantially in accord with the adopted plan.

6. As a final item, the Land Use Plan should be interpreted to include a Water Quality Protection Plan (see Chapter 5) which is designed to address issues of the Chesapeake Bay preservation. This element of the plan is required by the Chesapeake Bay Preservation Act as established in the Regulations of the Chesapeake Bay Local Assistance Board.

C. PLANNING AREAS

The land use plan for Northumberland County is based upon a set of components that can be used as building blocks to define the fundamental structure of the plan. Each component has these qualities - it identifies special areas that can be delineated on the land use map and it establishes one or more general development or use policies for each area so designated. This section establishes five building blocks of the general Land Use Plan as follows[2]:

1. Rural Uplands: that area of the county that lies landward from the topographic feature known as the "Suffolk Scarp" (see Figure 1.3) and which generally is above 50 feet in elevation above sea level.

2. Rural Low Shelf: the remainder of the County lying seaward from the Suffolk Scarp and generally lies between zero and 50 feet above sea level.

3. Shoreline Conservation Area: an area extending from the edge of tidal waters 1,000 feet inland. This area overlaps both the Rural Low Shelf and the Rural Uplands in many places.

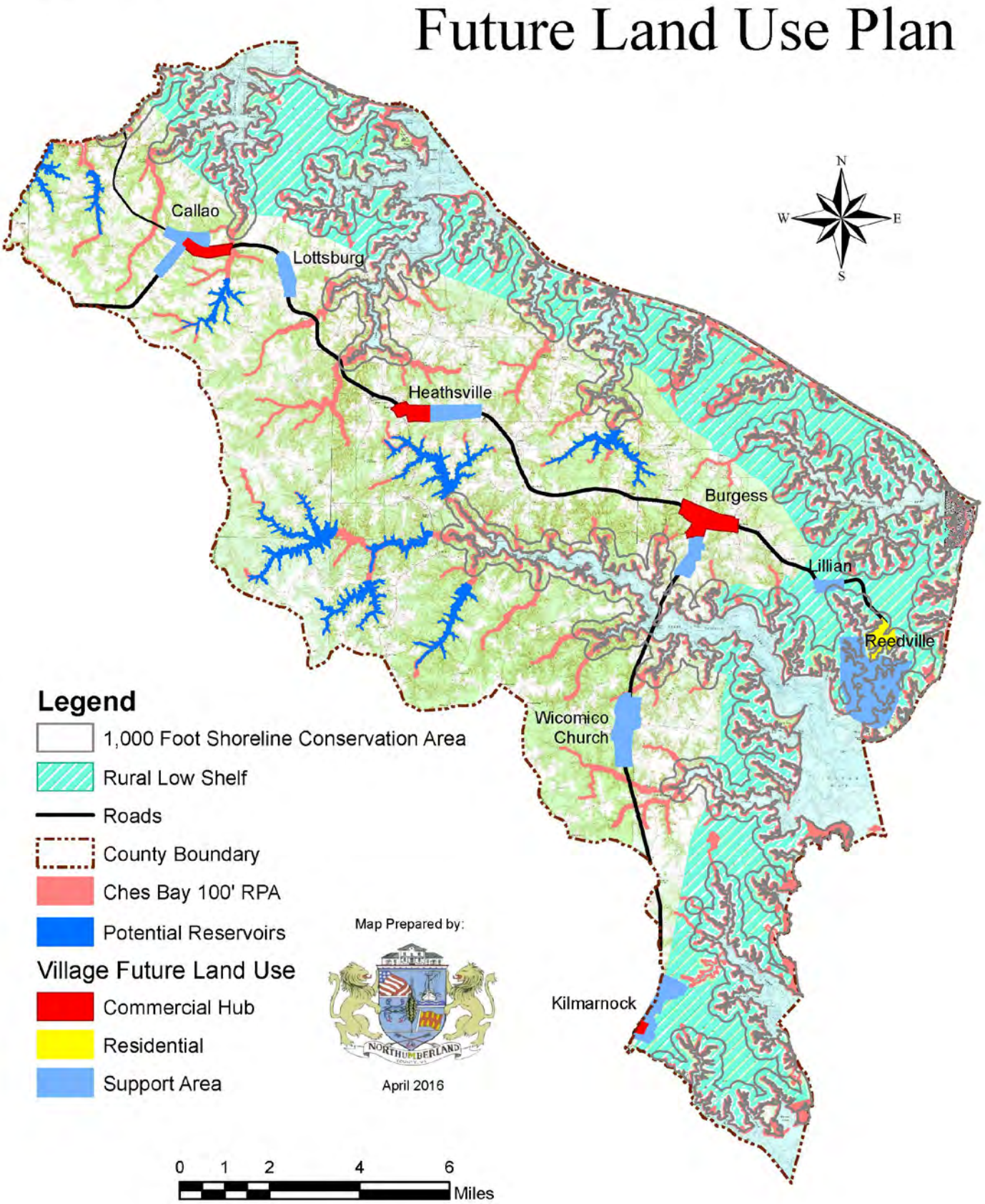
4. Villages: areas of concentrated development that have become commercial hubs or areas of distinctive community identity.

The remainder of this section suggests general development policies that would be appropriate for each of these five areas. In addition to the specific policies stated below, all policies applicable to a Resource Protection Area, RPA, or Resource Management Area, RMA, under the Chesapeake Bay Act and its implementing ordinances apply.

Figure 3.1 presents these Land Use Planning Areas that are each discussed in the subsequent sections.

[2]The protection of the Chesapeake Bay and other water quality issues are addressed in Chapter 5.

Figure 3.1


Future Land Use Plan
N
W
E
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Callao
Lottsburg
Heathsville
Burgess
Lillian
Reedville
Wicomico Church
Kilmarnock
Legend
1,000 Foot Shoreline Conservation Area
Rural Low Shelf
Roads
County Boundary
Ches Bay 100' RPA
Potential Reservoirs
Village Future Land Use
Commercial Hub
Residential
Support Area
Map Prepared by:
NORTHUMBERLAND
April 2016
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1. Policies for the Rural Uplands

Rural Uplands are that area of the county that lies landward from the topographic feature known as the "Suffolk Scarp" (see Figure 1.3) and which generally is above 50 feet in elevation above sea level.

a. Agricultural and Forested Areas

Rural uplands are the portion of the County occupied by various open uses, such as forests, parks or farms. All but one village is located in the rural uplands. Much of the area is zoned for the specific purpose of facilitating existing and future farming operations, conservation of water and other natural resources, reducing soil erosion, protecting watersheds and reducing hazards from flood and fire. To ensure the success of such goals, it is necessary to maintain as low a density of development as possible. The character of this area should remain agricultural in nature, with industry or commercial business allowed in it when it will benefit the area without degrading the environment. Industry and commercial business should be focused in and around the villages and their support areas.

Agricultural areas are areas that are cultivated for crops or cleared for that purpose. Agricultural lands occupy about a third of the total area of Northumberland County - more than 60 square miles. **Forested lands** include lands used for growing timber commercially and woodlands that are part of family farms or other acreage. Forested lands comprise over half of the acreage of the County, nearly 101 square miles.

Recommended policies for agriculture and forested lands are as follows:

(1) Agricultural and forested lands should be managed and conserved to preserve the quality of these resources. The potential degradation of water quality through improper operation should be minimized. Agriculture and farming operations are to be conducted under a program designed to minimize water pollution. This policy may be implemented through:

(a) Best Management Practices: that promote an effective method of controlling point and non-point pollutant levels consistent with the State's environmental quality goals.

(b) Nutrient Management Practices: that provides optimum nutrient application rates, times and methods based on soil analysis results and expected crop yields.

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(c) Soil and Water Conservation Plans: designed to reduce soil erosion and to prevent excessive levels of nutrients and pesticides from entering the groundwater and Chesapeake Bay.

(2) Conservation Easements should be encouraged to protect farmland, forests, riparian zones, natural areas and historic sites. These easements ensure current owners that usage of their property according to their wishes is guaranteed into perpetuity and provide financial benefits to landowners who protect their land.

(3) The County will cooperate with the Virginia Department of Environmental Quality in the monitoring and enforcement of "Pollution Abatement Permits" including the 100-foot buffer for large animal- raising operations.

(4) Land used for commercial raising of animals on a large scale should be in accordance with prevailing County policies and regulations and should be prohibited where adjacent to streams.

(5) Conversion of forest lands into non-forest uses should be minimized. Commercial and industrial sites should be selected in areas most compatible with these policies such as village commercial hubs and support areas and areas identified for industrial parks.

(6) Where commercial forests are cut for sale, clear-cutting of timber is the preferred method of forest management. Clear-cutting provides a healthy regeneration of the forest.

(7) New incentive programs should be developed and existing incentive programs utilized to assist property owners in retaining farmland and forests and in some situations in returning farmlands to forests.

b. Residential

Residential development in the Rural Uplands is a mixture of farm dwellings, random lots along public roads, and small subdivisions. Permanent dwelling types include both conventionally built single-family units and manufactured housing units established as permanent housing. In addition, there are a large number of "single-wide" mobile homes. While most of the latter are located on individual lots, some are in mobile-home parks.

Recommended policies for residential development in the Rural Uplands are as follows:

(1) Subdivisions known as "family subdivisions" should conform to the requirements of Va. Code Section 15.2-2241.

(2) Protecting Agricultural and Forested Lands

Residential subdivisions should be allowed with the goals of protecting agricultural and forested lands and maintaining as low overall density of development as possible.

In order to protect existing farmland and forests while permitting desirable development, there should be a requirement that the property owner place a significant portion of the original parcel into open space. This standard should apply for all parcels or collections of parcels above some minimum value.

The location of the parcel(s) identified as the protected space should preserve core operating farms when feasible. The subdivision lots and road(s) should not divide, segregate or restrict the existing or future agriculture or forestry or related uses and activities within the preserved parcel(s).

A preferred minimum residential lot size should be established that is consistent with preserving open space in an agricultural and forested environment, and it is recommended that Open Space Site Design principles[4] be followed for the residential parcels.

(3) Providing Green Space for Residential Subdivisions

For subdivisions below the minimum established above for agricultural and forested lands, the protected space should be a significant portion of the original subdivision open space and treated as common property. Open Space Site Design principles using clustering should be followed, allowing the same number of houses to be built in a less land-consumptive manner in a density-neutral approach. Lot sizes should remain as required for A-1 zoning.

Protected land for multiple family dwellings and condominiums should be based on the total number of units and the A-1 zoning minimum as if the units were individual houses.

(4) Large residential subdivisions should be planned to the extent possible so new lots front on new streets. Cul-de-sac streets and reverse-frontage lots should be required as alternatives to using a major highway for access to residential lots. This policy would reduce the number of new subdivision lots established along public roads and result in safer access to the residential units and a reduction in driveway cuts into major roads.

(5) New residential subdivisions established on existing secondary roads should provide more than the minimum frontage and additional area if necessary to

4 Randall G. Arendt, *Conservation Design for Subdivisions: A Practical Guide for Creating Open Space Networks*, Island Press, 1996

minimize traffic hazards resulting from direct access of driveways to heavily-traveled roads.

(6) Subdivisions developed along the banks or shores of non-tidal streams that empty into tidal streams should be developed under the same performance standards as those that apply to the Resource Protection Area including application of Low Impact Development, LID[6], principles for water run-off where feasible.

c. Commercial/Industrial

Industrial sites are best located in areas which have facilities that are designed to serve industry and where they do not cause adverse impact to adjoining uses. Industrial sites must have access to good public roads; have adequate water supply and wastewater disposal capability. At present, the only areas equipped with both utilities are the Callao and Reedville areas although Burgess should also be considered a candidate for industrial sites or parks. Industrial sites should be located in the Enterprise Zones or industrial parks near villages. Smaller industries and "cottage industries" should locate in village commercial hubs in the County and where soils and water supply are favorable. Heavy water users should be discouraged unless they are associated with a reservoir or other renewable resource for their water supply.

The designated location for retail and service businesses that are intended to serve a large sector of the County's population and which are likely to generate considerable traffic is in the areas designated as village commercial hubs and, if permitted, in their support areas.

Country stores and convenience stores intended to serve only a local community within the County are expected to be located at random locations throughout the Rural Uplands and preferably near intersections of feeder roads to the residential communities to be served.

2. Policies for the Rural Low Shelf

This area lies seaward of the Suffolk Scarp but overlaps the Shoreline Conservation Area, the next classification. The official name of this type of area is "the low marine terrace." It ranges generally from 10 to 15 feet above sea level but may extend in places up to 50 feet. Development in the area is now and is expected in the future to be similar to that in the Rural Uplands described above. A few waterfront subdivisions have streets and lots that extend into this area but most of the waterfront development falls within the

6 Prince Georges County, MD, *Low Impact Development Design Strategies*, Department of Environmental Resources, June 1999, 150 pages; also U.S. Department of Defense, *Design: Low Impact Development Manual*, United Facilities Criteria UFC 3-210-10, 25 October 2004, 105 pages.

Shoreline Conservation Area.

This shelf has extensive areas where the soil is unsuited for conventional septic systems (Figure 1.7); has a high shrink-swell ratio (Figure 1.8); and a high water table (Figure 1.15). As was the case with the Rural Uplands, agricultural and forested lands should be protected and open green space provided within residential subdivisions. Because of the high water table, streams and the underground water supply are more vulnerable to pollutants than in the higher lands. Development should be done carefully in areas with poor soils as well as areas with steeper slopes.

Most policies for development and use of land on the rural low shelf are the same as those described for the rural uplands. Additional policies or exceptions follow:

(a) Land usage is intended to be a general mix of low-density residential and agricultural. Residential development should be dispersed or arranged in clusters to avoid excessive linear development along existing road frontage.

(b) Development near streams should avoid steep slopes, avoid excessive removal of natural vegetation and maintain riparian buffers as required by the Chesapeake Bay Act.

(c) Lot sizes should reflect the need to provide both primary and reserve septic fields and engineered systems.

(d) Large water users should follow the guidelines as set forth under the Eastern Virginia Ground Water Management Area criteria.

(e) Large scale commercial raising of animals should be prohibited in residential areas of the Rural Low Shelf due to the risk of pollution.

(f) Except for country stores and convenience stores, commercial and industrial sites unrelated to marine activities should not be established in this area.

(g) Large subdivisions should be served by a public water system supplied from deep wells and a community sewage system.

3. Policies for the Shoreline Conservation Area

The Shoreline Conservation Area extends approximately 1,000 feet from the sea level waterline and stretches the full distance of the County's shoreline. This strip contains an area of approximately 100 square miles and contains nearly all of the subdivisions previously identified as "shoreline subdivisions" (Figure 1.2). Not all of this strip is developable because it contains much of the Chesapeake Bay Resource Protection Area as well as significant areas subject to tidal flooding.

Use of the County shoreline of 509 miles must be planned and used judiciously. Currently about 28% (143 miles) is forest and shrub/scrub, 48 % (245 miles) is residential, 20% (102 miles) is agriculture and grass, and a little over 1.5% (8 miles) is commercial/industrial. The remaining 2.5% is various small uses.[7]

This area is host to most of the planning issues the County will face during the coming decade and beyond. First, it is the area where the most demand for upscale single family housing has occurred and is likely to occur. Second, it is the area where demand for condominiums and other multi-family housing and supporting commercial establishments is likely to occur. Third, there are physical conditions in some areas (high water table, poor percolation, shrink-swell soils, gradually rising water levels, storm surge, and shoreline erosion) that present serious constraints to subdivision development and increasing population density. Planning policies must therefore focus on how desirable new development can be accommodated while avoiding serious problem areas and protecting environmentally-sensitive areas.

Policies for development and use of land within the Shoreline Conservation Area are consistent with those described for the Rural Uplands and Rural Low Shelf. Recommended policies within the Shoreline Conservation Area are as follows:

(a) Residential subdivisions should be allowed with the goals of protecting agricultural and forested lands, preserving the natural beauty, wetlands, dunes, beaches and other natural resources along the shoreline and adjacent lands and maintaining as low a density of development as possible.

(b) Minimum lot sizes and maximum density of single family homes, of multifamily buildings and condominiums, should be established as should the minimum spacing of condominium buildings.

(c) New subdivisions should be planned to minimize shoreline erosion resulting from construction and use of property. Shoreline erosion reduction measures that employ vegetation (living shorelines) are preferred over structural features (rip-rap or bulkhead). Subdivisions should utilize principles of Low Impact Development, LID, for controlling storm water runoff where feasible, by minimizing impervious-surface area and returning natural vegetation. See Coastal Resource Management in Chapter 5.

(d) New subdivisions should be planned, whenever feasible, to provide public access to the Chesapeake Bay including beaches, boat ramps, fishing points and other water-oriented recreational activities. The establishment of community facilities on the water for the common use of the residents within subdivisions should be encouraged as a means to reduce the number of individual boat houses and piers. Voluntary partnerships with private developers with the Northern Neck

7 VIMS 2014 Shoreline Inventory (http://ccrm.vims.edu/gis_data_maps/shoreline_inventories/virginia/northumberland/northumberland_disclaimer.htm)

Chesapeake Bay Public Access Authority should be encouraged to provide access to the public.

(e) In order to protect existing farmland and forests while permitting desirable development, there should be a requirement that the property owner place a significant portion of the original parcel acreage into open space or forest. This standard should apply for all parcels or collections of parcels above some minimum value of acreage.

The location of the parcel(s) identified as the protected space should preserve core operating farms and forestland where possible. The subdivision lots and road(s) should not divide, segregate or restrict the existing or future agriculture or forestry or related uses and activities within the preserved parcel(s).

(f) Providing Green Space for Residential Subdivisions

For subdivisions below the minimum acreage or value established in paragraph (e) above for agricultural and forested lands, the protected space should be a significant portion of the original subdivision open space and treated as common property. Open Space Site Design principles using clustering should be followed which allow the same number of houses to be built in a less land and shoreline-consumptive manner in a density-neutral approach. Lot sizes should remain consistent with the respective zoning classification and consider potential long-term septic system problems.

Green space and protected land for multiple family dwellings and condominiums should be based on the total number of units and the respective zoning classification minimum as if the units were individual houses.

Condominium building sizes should be constrained to structures that architecturally fit with their surroundings and do not exceed county height restrictions.

(g) Performance standards of the Chesapeake Bay RPA should be enforced without exception and continue to apply to all subdivisions developed in the Shoreline Conservation Area and adjacent to all flooded land associated with proposed reservoirs.

(h) New water-oriented enterprises that help the economic development of the County and support tourism, sports fishing, commercial fisheries, boat-building, aquaculture, or other water-related activities are encouraged to be established at sites where they can be accommodated by deep water and appropriate access.

(i) Future development should include private and public sewage and water systems rather than individual septic systems and wells.

4. Policies for Villages

Villages are the key locations along major highways where commercial, public and residential uses are concentrated. Nine locations are identified for recognition in the Land Use Plan as villages: Village, Callao, Lottsburg, Heathsville, Lilian, Burgess, Wicomico Church, Reedville and North Kilmarnock. All are on the primary transportation corridor.

Each village has a different makeup and arrangement of uses but most of them have features in common. Six are located at major crossroads; Reedville is at the intersection of highway and water commerce; North Kilmarnock is an extension of the Town of Kilmarnock and a portion of Village located in Northumberland County.

Villages serve as focal points in the County where both commercial and public services are grouped. Three villages, Callao, Heathsville and Burgess, are more strategically located to play a dominant role for business and institutional service centers. These three are identified as being the primary commercial hubs in the County. Callao and Burgess are dominant because they are at major road intersections along Northumberland County's primary commercial corridor (Route 360). Heathsville is important because it is the county seat and the location of the public library, a major supermarket, and the YMCA.

Village, Lottsburg, Lilian and Wicomico Church are located at less dominant intersections and their roles are to serve a more local community-related purpose. Village is a community located in both Richmond and Northumberland Counties that sits astride Route U.S. 360. North Kilmarnock (that portion of Northumberland County along Route 200 that lies outside the corporate boundary of Kilmarnock) is simply a planned extension of the town into Northumberland County. This village has the potential for becoming a retail hub because of the large market within Kilmarnock and vicinity.

Reedville has unique characteristics that set it apart from the other village centers. It is located at another type of crossroad, one where water and land commerce meet. While this is a classic location for a town with a full mix of commercial, industrial and residential development, Reedville has developed primarily as a residential community with some small supporting businesses. It is located near the largest commercial employer in the County: Omega Protein.

a. Framework of Village Policies

As a first step in identifying policies for villages, it is important to recognize some features that all have in common and the direction in which growth should be channeled.

(1) Villages are more intensely-developed areas than the remainder of the County and each one has the potential of serving as a "town center" for a part of the County. Three of the villages: Callao, Heathsville and Burgess

are planned to be the primary commercial hubs of the County. The other villages are designated as support areas for the surrounding residential communities and servicing some through traffic on the main transportation corridor.

(2) A "commercial hub" marks the primary identity of Callao, Heathsville and Burgess and most of the commercial and governmental services are currently found within these hubs. It is planned to continue this arrangement. The commercial hubs are intended to be zoned for general business purposes.

(3) The County has designated certain areas adjacent to commercial hubs as “support areas”. In the three principal villages these are located immediately beyond the commercial hubs and are mixed business and residential. In the smaller villages, these are considered residential support areas since they focus on providing services to the immediate surrounding areas and some through traffic on Route 360 and Route 200. The Support Area is intended to be zoned to permit the location of small general businesses in areas now zoned agricultural or residential- general. Support Areas on the water are intended to permit the location of small businesses in areas on tidal waters currently zoned agricultural or residential- waterfront. Beyond the support areas, the land use is a mixture of farms, forests and occasional residential development. The areas surrounding the villages have the potential for development as extensions of the villages. Residential uses are also part of the village structure but they currently consist mostly of older homes and are located in support areas or outside the village proper. Most of the new residential development of the County has been established outside the villages in waterfront communities.

(4) In addition to and frequently overlapping both the commercial hubs and the support areas are “Enterprise Zones” which are part of an economic development program established by the State of Virginia. Various economic incentives are provided to prospective businesses bringing new employment to the County and locating in these Zones. These Zones and parcels should be reviewed and changed as necessary each time the Land Use Plan is revised. The purpose is to make the planned Enterprise Zones and parcels consistent with and compatible with the Land Use Plan. One important principle is that they not contribute to sprawl along the main transportation arteries and that a clear edge be maintained between the village support areas in this plan and the countryside.

At present the existing Enterprise Zones are not relevant to County land use planning and should not drive the planning, but the program can be used as a tool to assist in directing development into areas consistent with the Plan. Applications for Enterprise Zone grants, when received, should

be reviewed for consistency with the approved Land Use Plan. To view the Enterprise Zones in Northumberland County, go to the Northern Neck-Chesapeake Bay Region Partnership website located here: http://www.northernneck.us/enterprise-zones/.

(5) One of the important reasons to identify villages and their support areas is to control sprawl along the primary highway corridors in order to retain the rural character of the County. A clear edge should be maintained between the villages and the countryside. Growth should be channeled into the existing village areas.

(6) A limiting factor to future growth of the commercial hubs in Heathsville and Burgess is the absence of public sewerage systems. Individual septic systems offer only limited capacity for major commercial development or expansion of existing development.

(7) Areas designated as "commercial hubs" and "support areas" for villages are intended as a guideline to future development within the village areas. The areas so designated are intended to be interpreted as planned zoning districts, subject to further analysis and review and the normal zoning change process of the County.

(8) Residential subdivisions located within village support areas, and any redevelopment should be designed using the concepts of Traditional Neighborhood Development, where applicable, which include the following features:[8]

- Compact form that encourages walking
- Streetscape designed for pedestrians
- Buildings set close to the sidewalk
- Narrow connected streets
- Neighborhood parks and open spaces
- Mix of housing types and price ranges
- Architecture that reflects the nature of the County and/or village
- Compatible non-residential uses, including neighborhood retail.

(9) A goal of this Land Use Plan is to nurture small businesses and focus them in commercial hubs and support areas where a critical mass can develop to support a multi-functional community.

(10) The villages should also be the focal points for identifying areas suitable for industrial parks. The County should investigate whether or not a

8 Edward T. McMahon, *Better Models for Development in Virginia*, (Arlington, VA The Conservation Fund, September 2001) pg.51

specific area or areas should be so designated and if so what should be the approximate boundaries. Locations adjacent to the villages of Callao and Burgess appear to be the most promising and to be consistent with the planned and expected growth patterns.

The remainder of this section addresses each village in turn. Each Village Plan should place emphasis on improved village infrastructure. Each village plan includes the need for improved traffic flow, parking, inter-village bus transportation, roads, walkways, bike paths, parks, community recreation facilities, sewage, public restrooms, fire protection, internet availability, and other infrastructure in order to encourage long term village development. Cross streets with trees and sidewalks and pathways are also part of the desired infrastructure. Local civic organizations and citizens should plan and sponsor this local development.

b. Callao:

Callao is a commercial area located at the intersection of U.S. Route 360 and VA Route 202. It is the commercial gateway to Northumberland County from the north and west. The area contains a number of businesses and shows a mix that is common to the downtown areas of many communities. This village contains more business than that of other villages and include both retail and service businesses. Residential development extends along all four legs of the streets that intersect at Callao. The village is served by a private central water system and a central sewerage system.

As a gateway village to Northumberland County, Callao should become the dominant business center for the north and western part of the County.

Specific goals for the development of Callao are as follows:

(1) Callao should be designated as the "north and western gateway" to Northumberland County.

(2) Develop plans for a sustainable water supply that includes a reservoir developed on Lodge Creek.

(3) Parking arrangement and traffic flow within the commercial hub is to be improved to minimize conflict between through traffic and parked traffic.

Traditional head-in parking should be removed and discouraged in the future.

(4) Take advantage of Enterprise Zone status of parcels in this area.

As more land is needed for development, there is an abundant supply all around

the town center and the area designated on Figure 3.2 as the commercial hub. The commercial hub contains the areas served by the new sewage system.

Figure 3.2 presents the Future Land Use Plan for Callao and vicinity.

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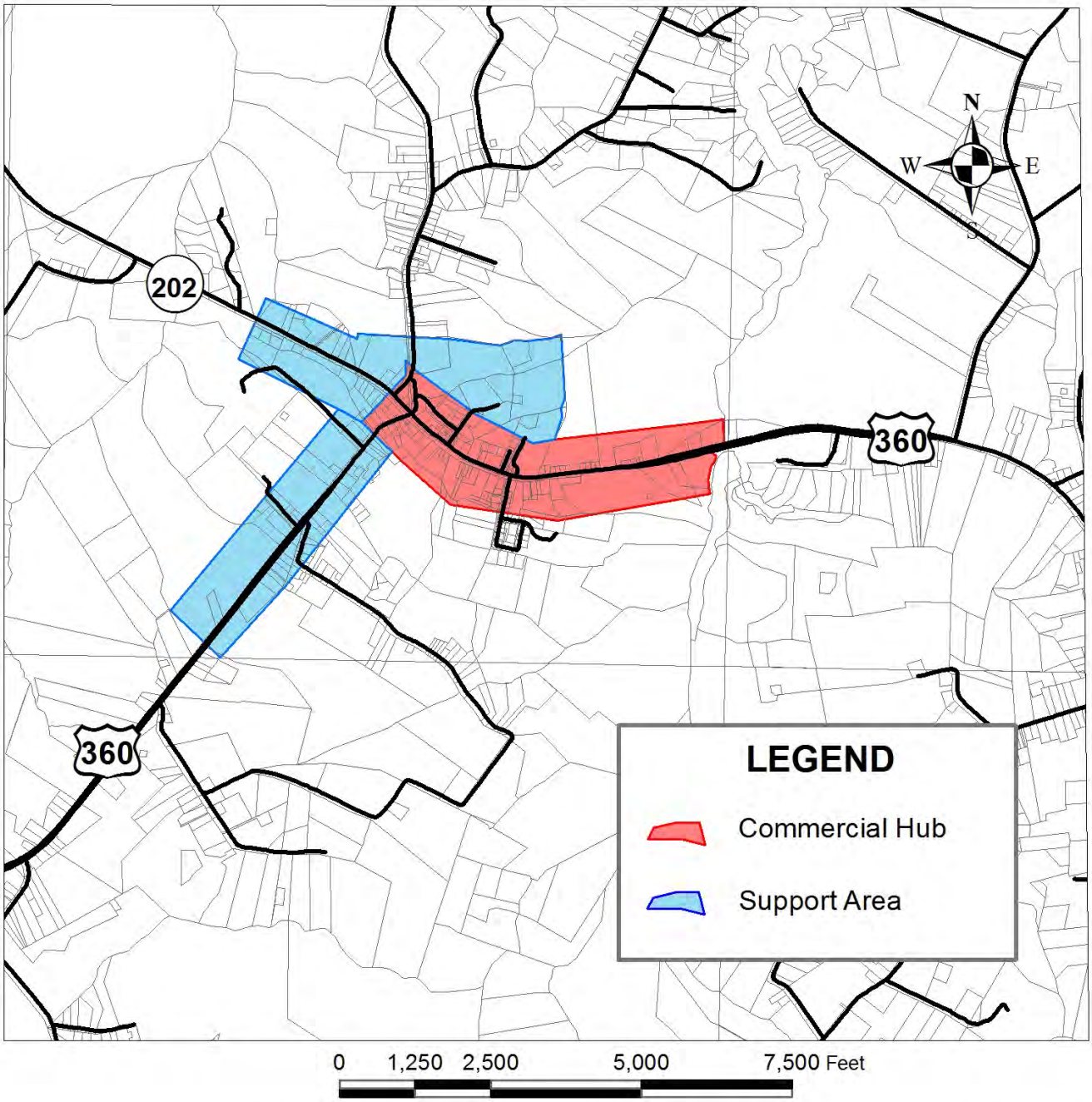
Figure 3.2

Future Land Use Plan
Callao and Vicinity



Map Prepared by:

Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

July 2015

c. Lottsburg

Lottsburg is located about three miles east of Callao on U.S. Route 360. While there is no strong retail core in Lottsburg, this village contains a number of uses that serve the surrounding area. The main focus of the village lies between where Route 614 enters from the north and exits to the south. Several business establishments consisting of a hardware store, a restaurant, convenience store, office and automobile shop are found in Lottsburg. A group of public uses, including a post office, school board office, solid waste facility, VDOT service facility and a church, are also located within the area of the village. In addition, the Holly Graded School is a significant historic site that is listed in the National and State Registers of Historic Places.

Lottsburg has only limited potential for growth as a major commercial area because of its close proximity to Callao and Heathsville, both of which have stronger commercial bases. The support area around Lottsburg has demonstrated potential for development with selective facilities that serve countywide markets. The School Board office and a major building supplier provide a core employment base that could be expanded by other major employers. Lottsburg is not designated as a commercial hub but as a significant support area. Growth is planned to occur within the support area to limit sprawl along Rt. 360.

Specific goals for Lottsburg are as follows:

(1) Promote the village as an employment center with emphasis on businesses and services that serve county-wide markets or serve public services.

(2) Utilize historic Holly Graded School to promote the village as part of a county-wide historic tour.

(3) Promote the addition of more service businesses such as those serving the agricultural and building industries of the County.

(4) Take advantage of Enterprise Zone status of parcels in this area.

Figure 3.3 presents the future land use plan for Lottsburg and Vicinity.

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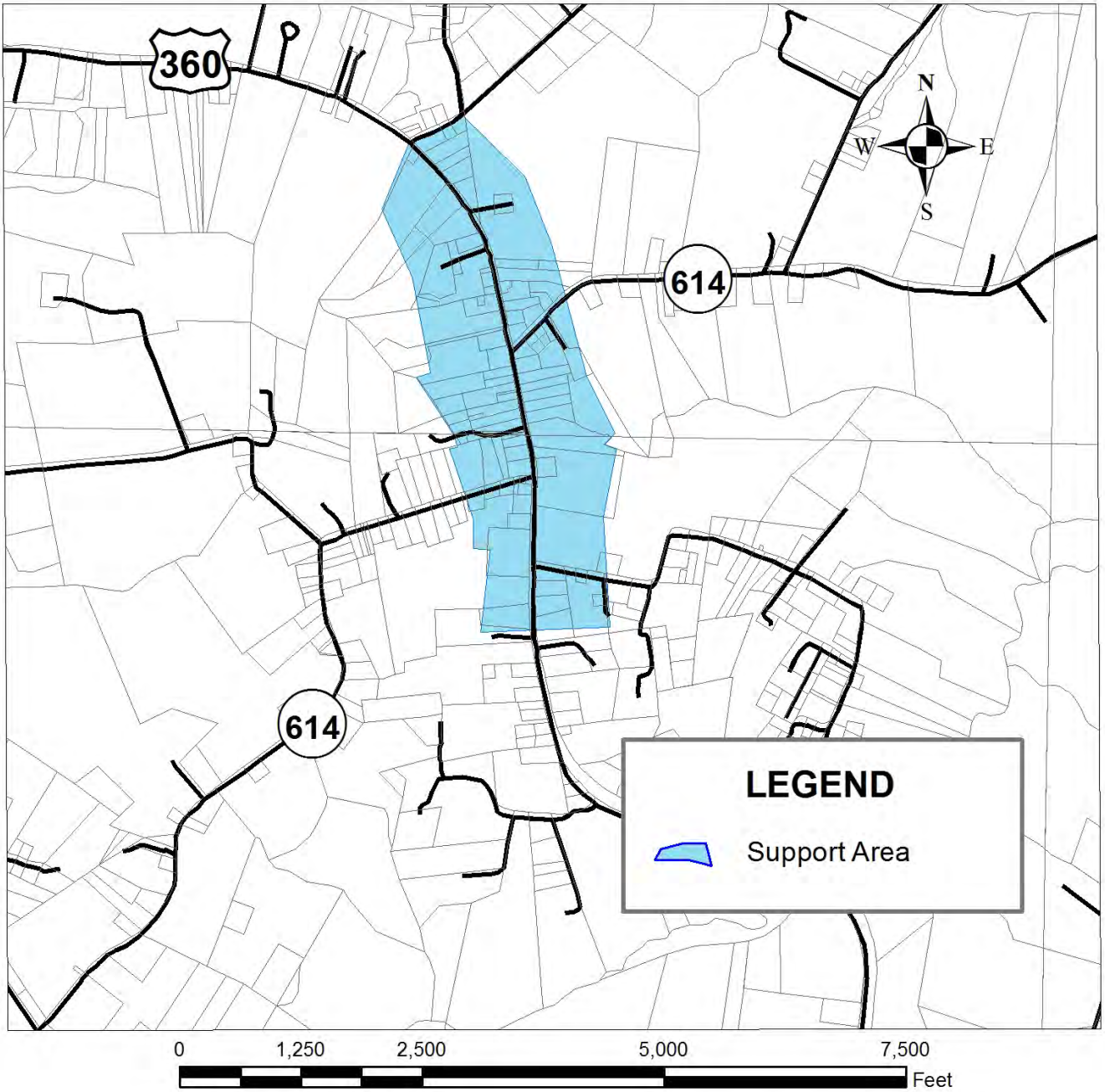
Figure 3.3

Future Land Use Plan
Lottsburg and Vicinity



Map Prepared by:

July 2015

Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Co

d. Heathsville

Heathsville is the County Seat and primary center of governmental services for Northumberland County. The "commercial hub" contains many businesses and public offices and the Northumberland Public Library and the Extension Service. Businesses range from small shops, banks, food stores, offices, used cars, architects, computer services, to contractor's offices. The Old and New Courthouse and Sheriff's office are the predominant public offices located within this hub. Social Services and Health offices are located within the support area. Other commercial development within this village includes a Food Lion grocery and a Family Dollar store, a gas station with a convenience store, secondhand store, consignment store, pharmacy, bank, a restaurant, veterinarian and the YMCA. These developments, together with existing commercial development to the east of Heathsville, enhance the county seat as a major commercial growth site.

Heathsville has many older buildings of historical significance including the Rice's Hotel and Hughlett Tavern that have undergone restoration and renovation. The Heathsville Forge Blacksmith Shop is located behind the Rice’s Hotel and Hughlett Tavern. Other historic landmarks that are on the historic registers include St. Stephen's Church and Springfield (Figure 1.11). An historic district has been established and approved for the federal register for the Heathsville area.

A private water system serves Heathsville but there is no central sewer system in the area. Although soils are reasonably satisfactory for septic tanks, the development of the village into a larger commercial complex is limited until a public sewerage system is established.

Specific goals for Heathsville are as follows:

(1) Designate Heathsville as a major village center with a commercial hub.

(2) Seek funding for a public sewerage system to serve the central commercial hub.

(3) Utilize historic Rice's Hotel and Hughlett Tavern, the old jail, and the Blacksmith Shop to promote Heathsville as part of a county-wide historic tour.

(4) Provide for residential growth within the proximity of the village as well as beyond the commercial hub and support area.

(5) Develop plans for a sustainable water supply that includes a reservoir developed on Crabbe Mill Stream.

(6) Promote the Enterprise Zone parcels first.

Figure 3.4 presents the Future Land Use Plan for Heathsville and vicinity. The area along Rt. 360 west of the commercial hub is all residential and the plan is to keep it that way. Most commercial growth and the primary support area growth are planned to occur east of the Rt. 201 intersection between the large grocery store and Academic Lane.

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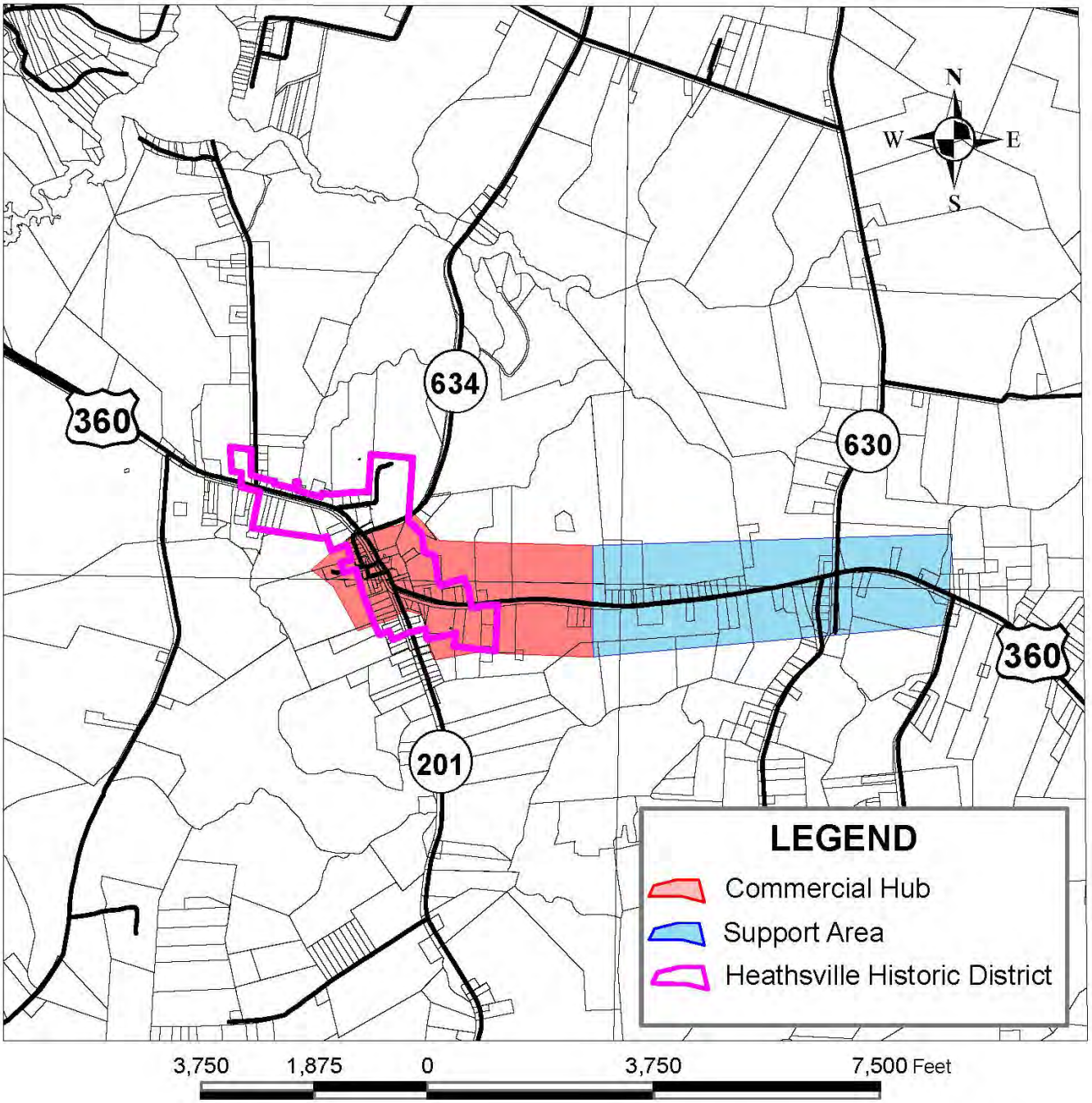
Figure 3.4

Future Land Use Plan
Heathsville and Vicinity



Map Prepared by:

July 2015

Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

e. Burgess

Burgess is to the east of Northumberland County what Callao is to the west: the major commercial hub. It is a commercial village located at the intersection of U.S. Route 360 and VA Route 200. The area contains a number of retail and service businesses. The mix of uses is as varied as might be found along the main street of any small town.

There is also a post office, a community center affiliated with one of several churches within the village area.

Burgess is more spread out than the other villages. Its core "commercial hub" is located at the intersection of U.S. 360 and VA 200 and includes relatively intensive commercial development near that intersection. But strip development along Route 200 is also quite extensive and for that reason has been added to the support area of this village.

The absence of public sewer is a limiting factor on controlling the growth of this area at this time. That is perhaps owed to the existence of better soils in this area plus the fact that development extends along both sides of more than a mile of primary highway frontage in addition to its Route 360 frontage. If public sewers were available a more focused commercial development within the commercial hub near the 360/200 intersection would be possible.

Specific goals for Burgess are as follows:

(1) Designate Burgess as the eastern commercial hub in Northumberland County.

(2) Promote a public sewerage system to serve the central commercial hub.

(3) Provide for residential growth within the proximity of the village beyond the commercial hub.

(4) Develop plans for a sustainable water supply that includes a reservoir developed on Syndors Mill Creek.

(5) Maintain a sharp boundary between the support area down Rt. 200 and the residential areas south of the support area.

(6) Evaluate the area around Burgess north of Rt. 360 as a candidate for an industrial park.

(7) Promote Enterprise Zone parcels first.

Figure 3.5 presents the Future Land Use Plan for Burgess and vicinity. The

commercial hub area represents the areas of considerable commercial development and the support area is a mixed commercial and residential area.

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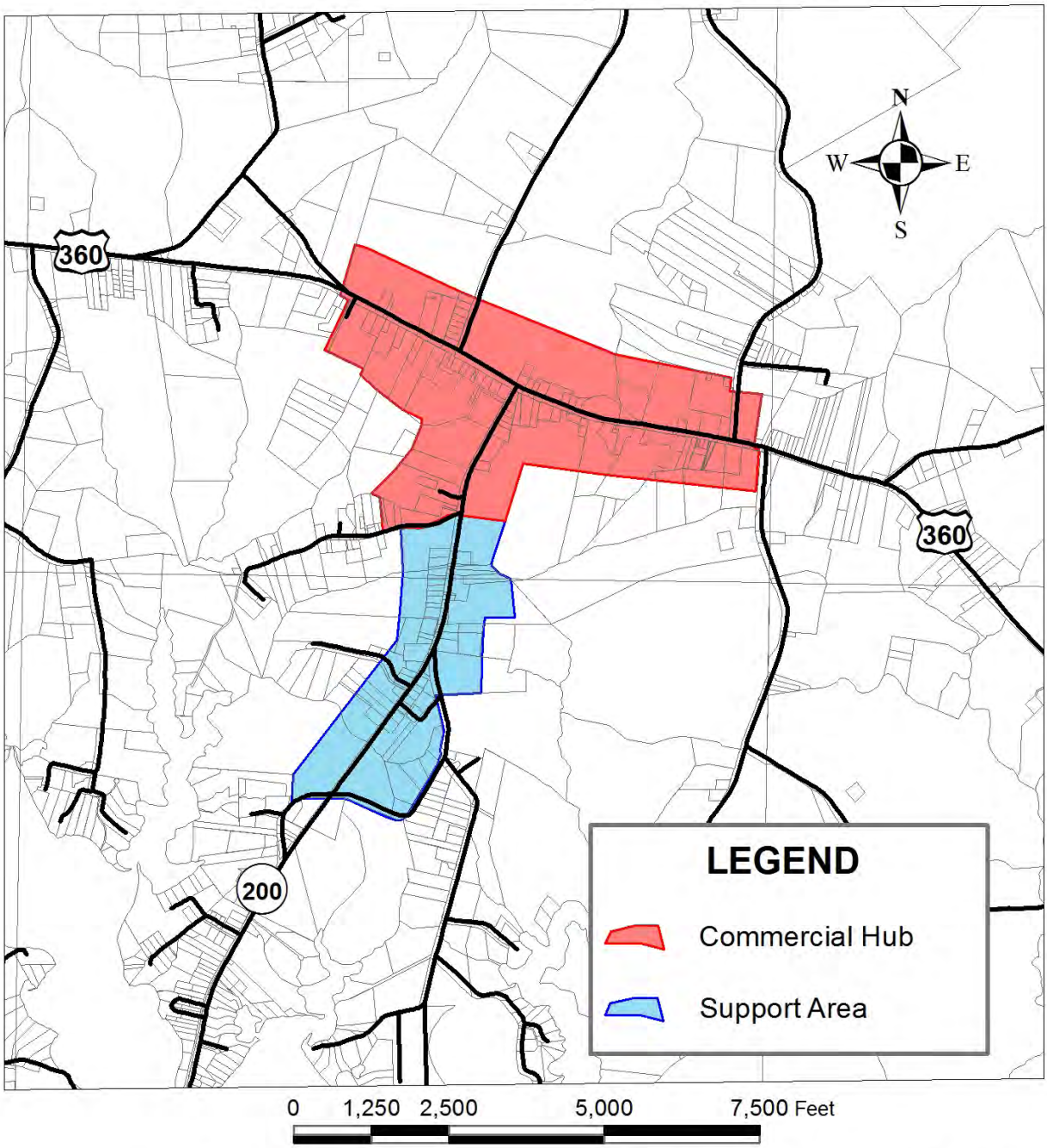
Figure 3.5

Future Land Use Plan
Burgess and Vicinity



Map Prepared by:

Northern Neck Planning District Commission

Virginia Coastal Zone Management Program

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July 2015

Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

f. Wicomico Church

Wicomico Church is located about five miles south of Burgess on VA Route 200. Located about halfway between Kilmarnock and Burgess, the main focus of the village is on community service to the area lying south of the Great Wicomico River and north of Kilmarnock. The area contains a number of retail and service businesses. Public uses include three churches.

Because of its location between two strong commercial areas (Kilmarnock and Burgess), Wicomico Church has not developed as a strong business center and is therefore not planned for commercial hub development. The village serves mostly a neighborhood function. But the existence of several established churches makes the village a popular place of assembly for community activities.

Specific goals for Wicomico Church are as follows:

(1) Promote the village as the primary supply and service center for the area south of the Great Wicomico River. The potential for additional growth is linked to the rate of development on several of the creeks extending into the County's shoreline from the Chesapeake Bay and the Great Wicomico River.

(2) With the cooperation of the churches that are located within the village, Wicomico Church can function as a "community center" for the southern portion of the County.

(3) Add other public community services as they can be provided (i.e., branch library or bookmobile, fire/rescue facilities, etc.)

(4) Promote Enterprise Zone parcels first.

Figure 3.6 presents the Future Land Use Plan for Wicomico Church and vicinity. It is designated solely as a residential support area.

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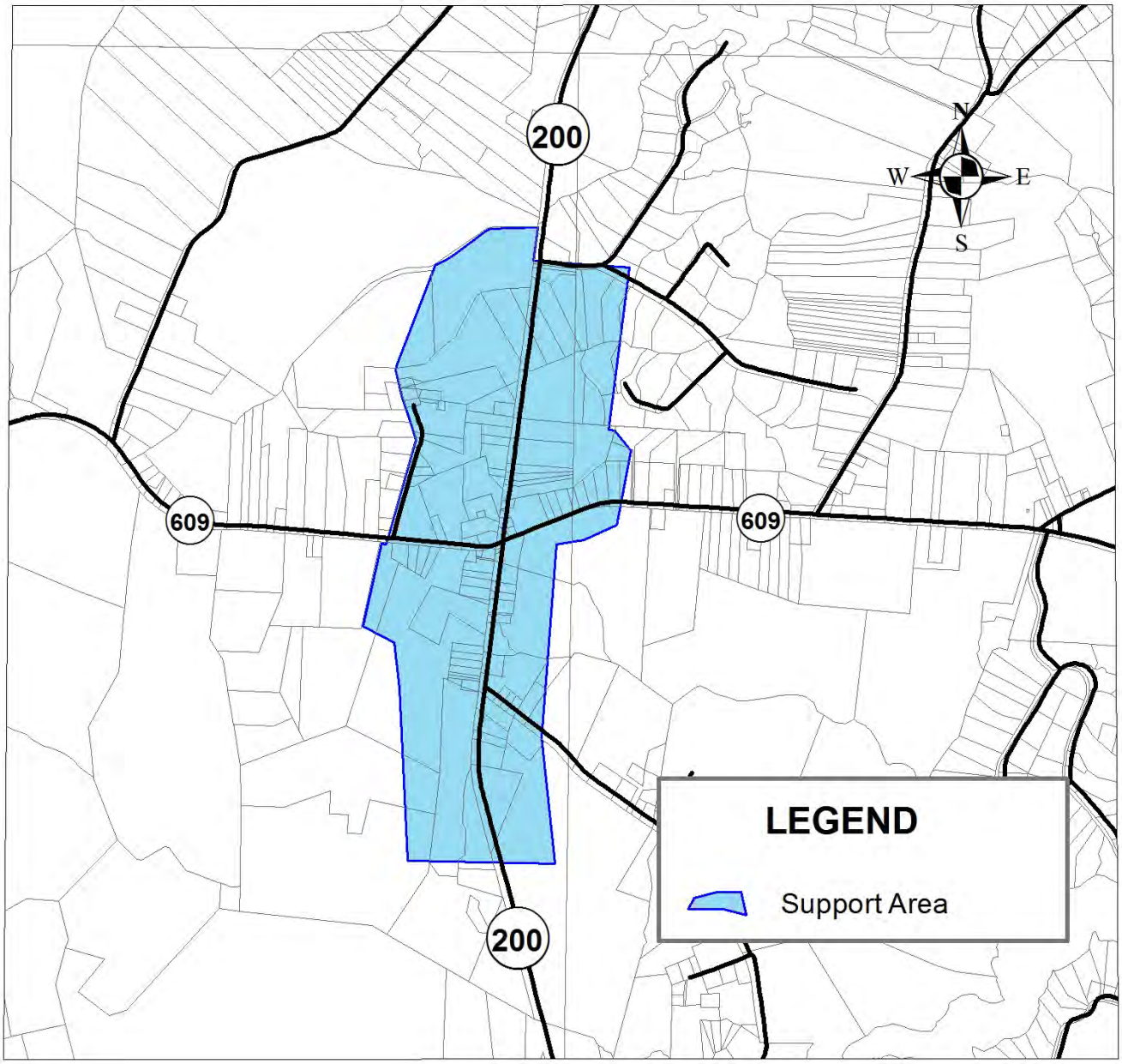
Figure 3.6

Future Land Use Plan
Wicomico Church and Vicinity



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Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

Map Prepared by:

July 2015

g. Reedville

It has been mentioned that Reedville is a different kind of community than the other eight villages. This is an old village which was built around water-related and fishing industries and marine operations. The land use is mostly residential but many private homes have been converted to bed and breakfast establishments that are very popular during the summer months.

The main peninsula that first established Reedville is designated as a Historic Area and is registered on the National Register of Historic Places. The historic district starts at Crowder Street and runs to the water containing lots on both sides of Route 644.

The area covered by the Reedville Future Land Use Plan contains all lots between Highway 360/Route 657 and the branches of Cockrell Creek that border on each side of Reedville. The tax map of this area shows 248 lots. The area covered by these lots is 218 acres. The average density is 1.14 lots per acre. The highest density found in any one block was four lots per acre.[9]

Reedville is planned to remain primarily residential including the small businesses that are permissible in residential zoning. No commercial hub is planned.

Cockrell's Creek

The area on both sides of Cockrell's Creek is planned to become a mixed waterfront business-residential support area as shown in Figure 3.7. Arguably the county's most valuable resource is the harbor represented by Cockrell's Creek. Few counties in the country, much less the state, have a deep-water harbor with the potential of the Reedville area. Development of this resource must consider value to the county and its citizens. The part of the Cockrell's Creek area shown on the map needs re-development to support its Bay heritage as well as support the existing water-related activities of the area. It also should complement and enhance the village of Reedville and the communities of Fairport and Fleeton. The area is expected to be amenable to residential re-development combined with marinas and other water-related businesses such as boat-building and aquaculture. It is also near the location of the County's largest commercial employer: Omega Protein.

Specific goals for Reedville are as follows:

9 Northumberland County does not have any Intensively Developed Areas as defined by the Chesapeake Bay Act.

(1) Within the Historic District establish guidelines for retaining the original "town character" in buildings as they are modified, constructed or reconstructed.

(2) Promote the area on Cockrell's Creek as a specially-zoned working waterfront with mixed business and residential support area.

Figure 3.7 presents the Future Land Use Plan for Reedville and vicinity. Both sides of Cockrell's Creek as well as the tip of Reedville are planned as Waterfront Support Areas.

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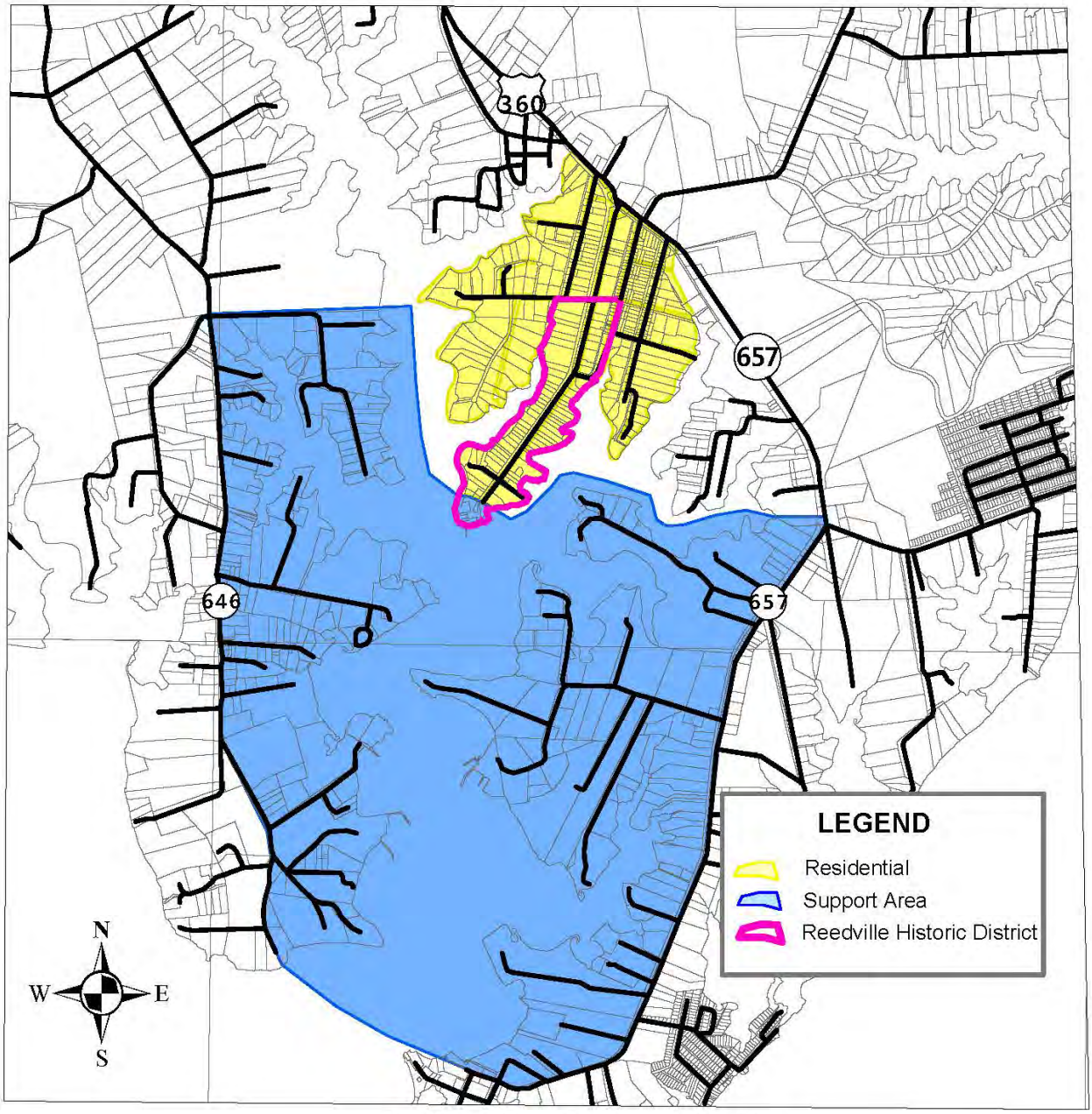
Figure 3.7

Future Land Use Plan Reedville and Vicinity



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Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Co

Map Prepared by:

July 2015

h. North Kilmarnock

The village of North Kilmarnock is on the border with Lancaster County to the south. Because of its proximity to a substantial market area, both resident and tourist, the potential exists for the establishment of a major village in this area and the long term plan is for North Kilmarnock to develop around a small commercial hub. Subject to availability and agreement of the Town, the area has perhaps the earliest potential to be served by public sewer which is very important, almost essential, to the development of a substantial business complex.

In addition to its commercial potential, the North Kilmarnock Village also could be developed as a planned residential community. It offers perhaps the best opportunity in the County for the development of a modern planned unit development mixed with residential, recreational and commercial facilities.

Specific goals for the North Kilmarnock Area are as follows:

(1) Development within the area is to be guided by a comprehensive land development plan and economic plan consistent with present day trends for planned communities.

(2) Such development should be undertaken in coordination with the Town of Kilmarnock.

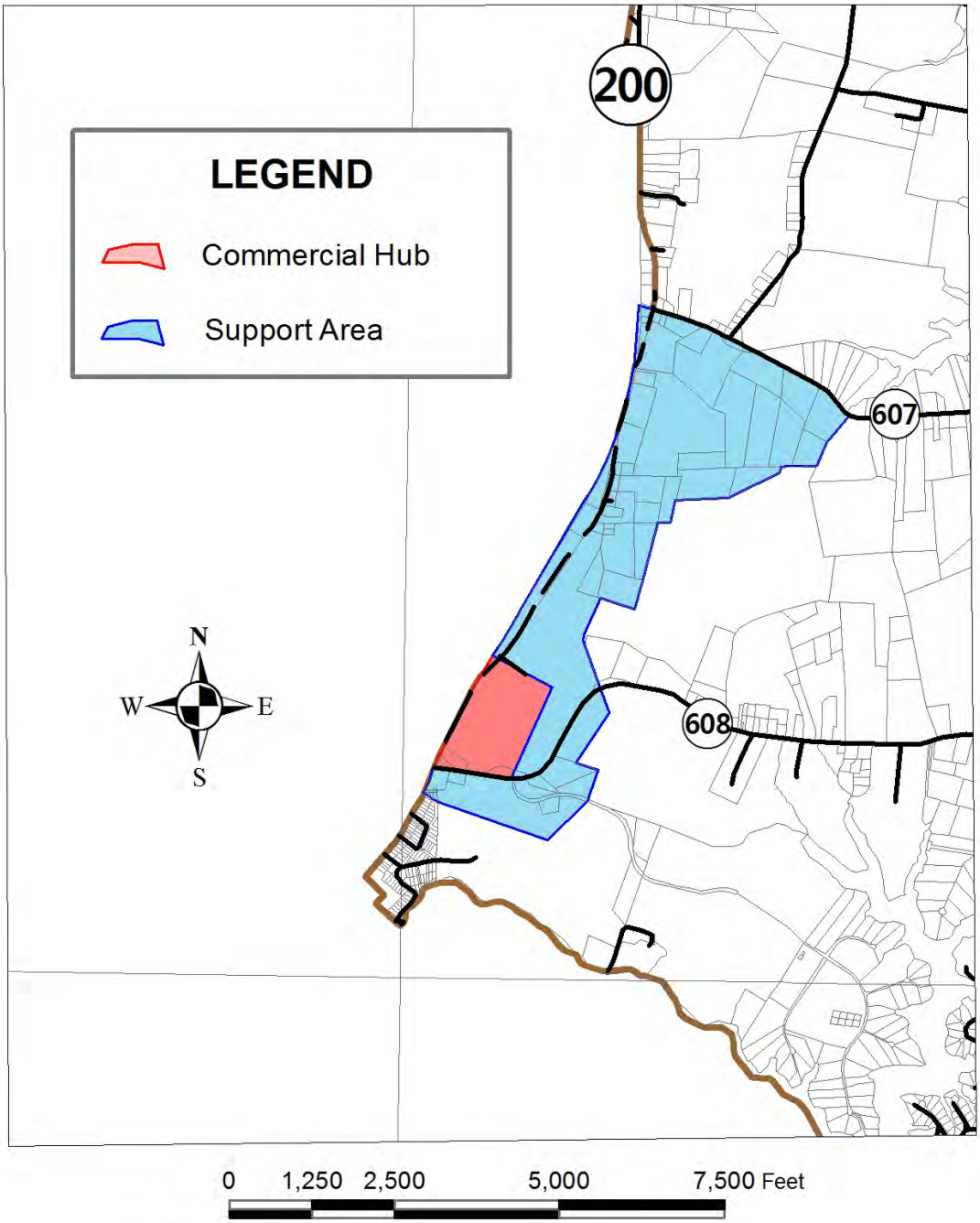
(3) The primary focus of development should be in two areas: (i) to establish a substantial job base within the County within the framework of the goals and policies of the Comprehensive Plan and (ii) to expand residential opportunities for both existing and new residents.

(4) The concept of such a planned community is not limited to a single site development; a comprehensive approach might consider various groupings of uses such as focusing the more intensive uses along the major highway while locating residential components in more remote rural or waterfront areas.

(5) Promote Enterprise Zone parcels first.

Figure 3.8 presents the Future Land Use Plan for North Kilmarnock and vicinity.

Figure 3.8 Future Land Use Plan North Kilmarnock and Vicinity



Map Prepared by:

July 2015

Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

i. Lilian

Lilian is located about 4 miles from Reedville on US Route 360 at the intersection of VA Route 646. Located between Reedville and Burgess, the focus of this village is on community service to the local area, to traffic on Route 360 and traffic to Lilian Lumber 2 miles down Route 646. Because Burgess is planned for a major commercial hub, Lilian is planned to remain a support area for the local community.

Specific Goals for Lilian are as follows:

(1) Continue to act as the primary supply and service center for the neighboring community.

(2) Encourage small businesses to locate in the support area.

(3) Maintain a clear edge of businesses in the support area of Lilian and prevent sprawl along Route U.S. 360.

(4) Promote Enterprise Zone parcels first.

Figure 3.9 presents the Future Land Use Plan for Lilian and vicinity.

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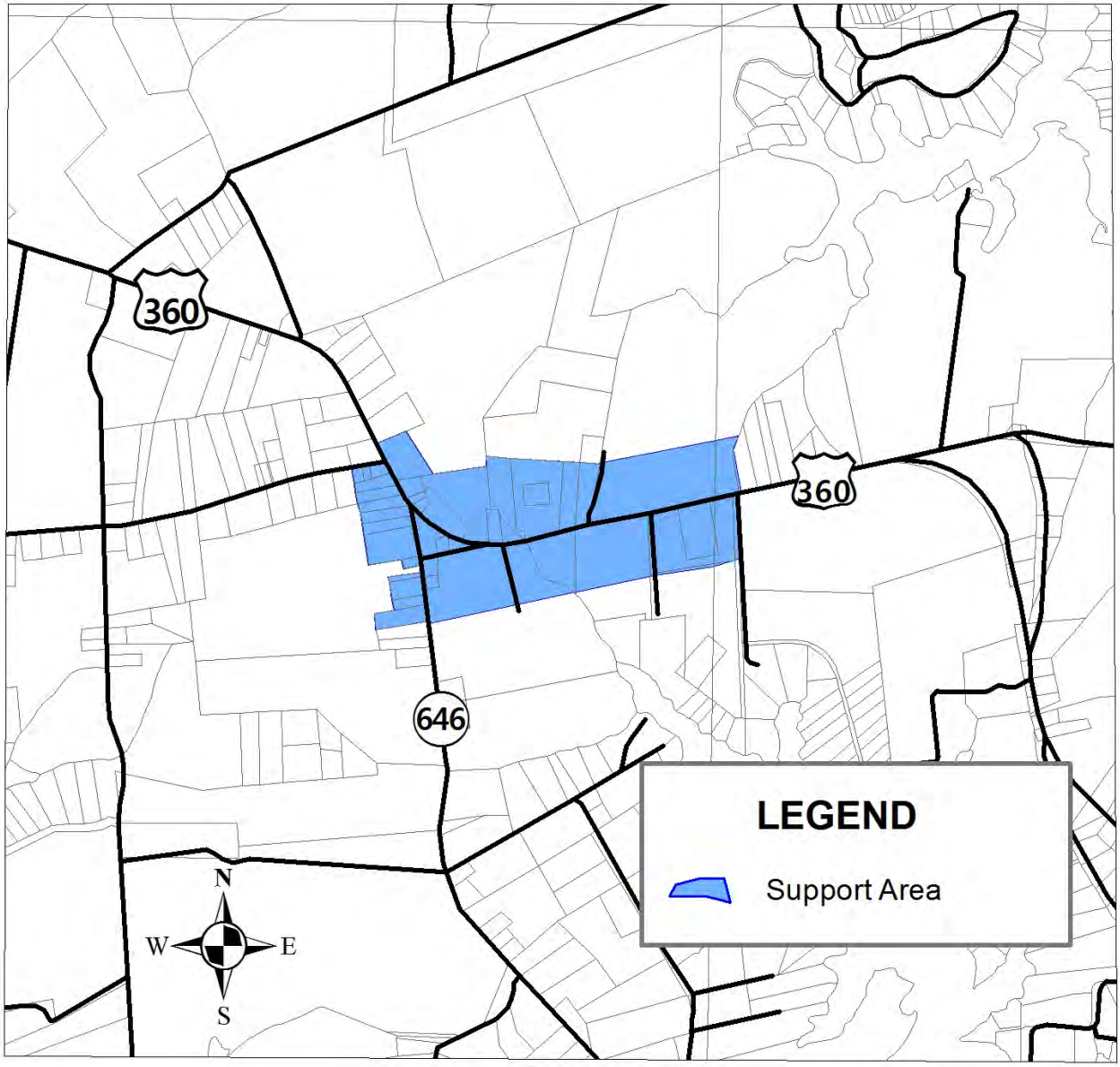
Figure 3.9

Future Land Use Plan
Lilian and Vicinity



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Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Co

Map Prepared by:

July 2015

j. Village

Village is located on Route U.S. 360 at the Richmond County line and State Route 600. The focus of the village is on the local community, serving traffic on Route 360 and also as a commercial hub near the geographic center of the Northern Neck. The area contains a number of retail and service businesses.

Village does not have a clearly defined area for a Commercial Hub within Northumberland County. Therefore, the commercial area of Village is identified as a support area only.

Specific goals for Village are as follows:

(1) Work with Richmond County to coordinate development within the village.

(2) Continue to act as the primary supply and service center for the neighboring community.

(3) Encourage small businesses to locate within the support area.

(4) Promote Enterprise Zone parcels first.

Figure 3.10 presents the Future Land Use Plan for Village and vicinity.

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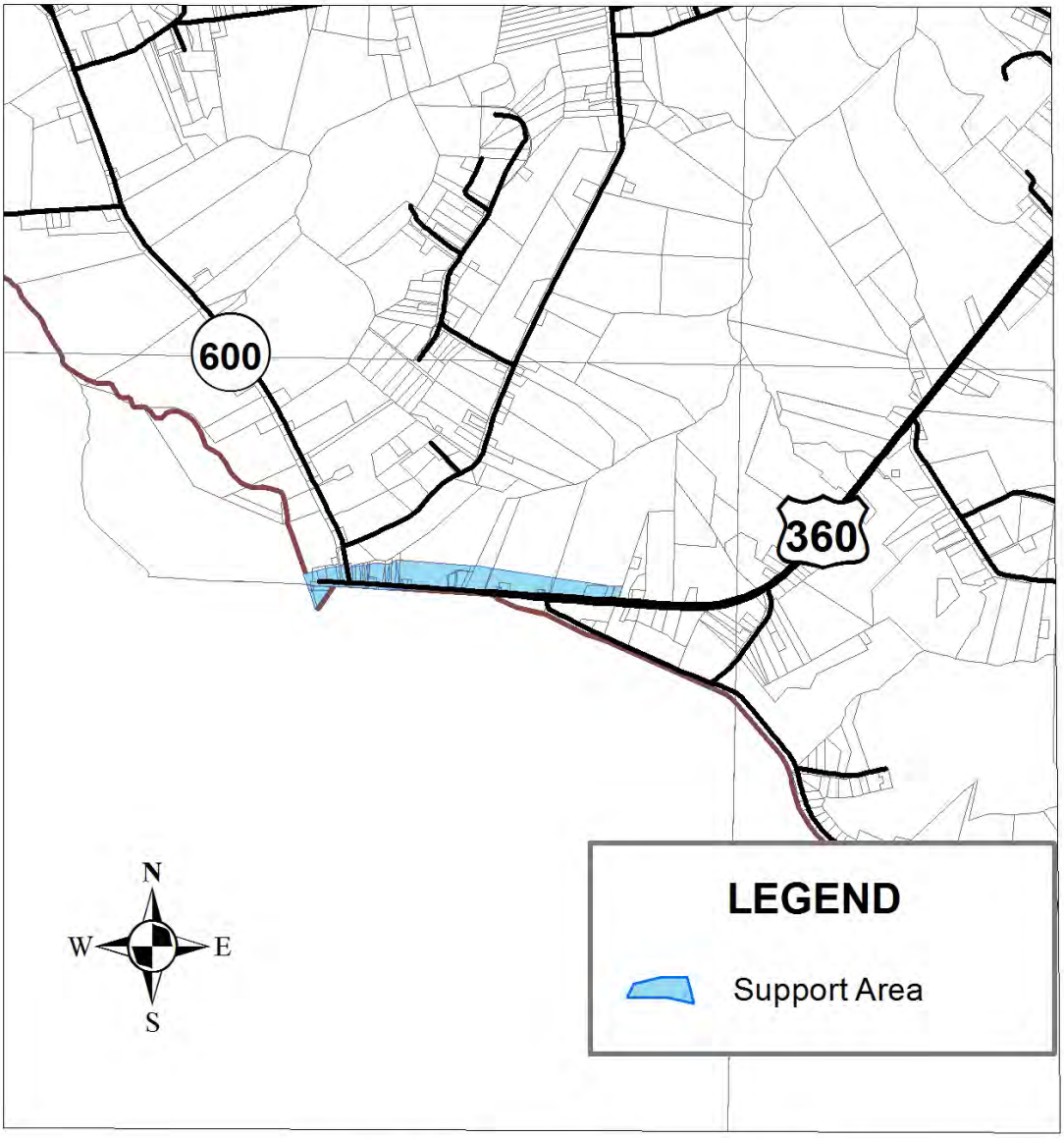
Figure 3.10

Future Land Use Plan
Village and Vicinity



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Data Sources: Hydrography, County Boundary: USGS 1:100,000 DLG's.
Commercial Hubs & Support Areas: Modified from the 1996 Northumberland Comp Plan

Map Prepared by:

Northern Neck Planning District Commission

July 2015

Virginia Coastal Zone Management Program

NOAA

5. Policies for Special Areas

In addition to environmentally-sensitive areas, there are three categories of elements of the County that require special attention for land use planning:
(a) The Historical and Archeological Areas;
(b) The Highway Corridor for the major roads (Rt. 360 & Rt. 200); and
(c) The Areas identified for Reservoirs.

a. Historic and Archeological Resources

There are sites within Northumberland County designated as "Historic Landmarks" and are listed in the Virginia Landmarks Register and the National Register of Historic Places. Two of these sites, Heathsville and Reedville, have been designated as "Historic Areas." These sites are identified in Figure 1.11 and listed and further discussed in Section 8 of Chapter 1.

No development should be permitted that would result in the removal or modification of an established historic landmark or a building within a historic district except within the policies established in Section 15.2-2306 of the Virginia Code.

b. Highway Corridor Overlay District

(1) Introduction

The major corridors of Route 360 and Route 200 serve two functions in the County: as a major thoroughfare through the County and as local streets. Each of the highways functions as a main street at numerous places, even though they are not always called "Main Street". All of the villages have developed along this corridor.

Shallow building setbacks, on-street parking, and frequent intersecting streets and driveways give these areas their small localities character, and foster significant pedestrian activity. As the thoroughfares transition to local streets, the roadway cross-sections and lane configurations also change.

The conflicts between facilitating through transportation and encouraging pedestrian activity in villages raise difficult issues in planning for long-term regional transportation needs. Efforts to facilitate the movement of through traffic have the potential to degrade pedestrian safety and accessibility in village areas. Furthermore, conventional solutions such as highway widening and bypasses may erode small town character. At the same time, pedestrian and traffic calming improvements could potentially degrade the functionality of these major thoroughfares. The goal is to plan solutions that serve both needs.

(2) Policies for Highway Corridors:

The purpose of a Highway Corridor Overlay District, HCOD, is to protect the major roadway corridor in the County in a manner to be compatible with both needs outlined above.

From a vehicular standpoint, the major corridors provide access to work, shopping, schools, and hospitals. Unmanaged development has the potential to degrade the capacity, function, and safety of the roadways, negatively impacting access and mobility. Although long-term highway capacity is not a major issue for the majority of the Northern Neck, certain areas will experience congestion within 20 years as discussed in Chapter 4.

Furthermore, interference to through traffic in the form of unmanaged access could dramatically reduce the ability of major roadways to carry people, goods, and services. Also, roadway geometry in certain locations (especially where the roads transition into small localities) raises operational concerns that will be exacerbated by even moderate increases in traffic. The lack of funding for major improvements makes effective corridor management even more important.

Because heritage tourism is becoming a primary component of the County's economic development strategy, safe and efficient access to historic and recreational sites is critical. Corridor protection thereby supports regional economic initiatives.

Finally, as primary gateways and highly visible travel-ways, these corridors dramatically impact community character. Visitors and residents alike are left with lasting impressions of the Northern Neck based on the aesthetic quality of the roadways. Although certain roadway sections display the negative characteristics of a commercial strip, the corridors remain primarily rural and small -town in nature. The County has an opportunity to preserve this character and to address existing deficiencies associated with non-conforming areas.

(3) Corridor Protection Policies

Corridor protection involves both roadway techniques and land use techniques and requires coordination between County officials and the Virginia Department of Transportation.

(i) Roadway Techniques:

- Turn Lanes
- Driveway Spacing and Consolidation
- Corner Clearance
- Sight Distance
- Crossover Spacing and Consolidation

- Median and Crossover Width
- Inter-Parcel Connection
- Local Road Connections
- Correcting Existing Access Deficiencies

Each of these items has a recommended VDOT specification to improve or maintain access. The County should work with VDOT to undertake an access management plan and program to identify specific roadway improvements to be made by VDOT in the Corridor and to set standards for the future.

(ii) Land Use Techniques:

Along with effective access management, several important County land use policies will help protect the County's transportation artery. These policies will positively impact the aesthetic quality of development, and will also promote corridor safety by minimizing potential distractions associated with cluttered signs, inadequate setbacks, and glaring lights. The following items are to be considered recommended guidelines for inclusion in the Highway Corridor Overlay District.

Setbacks

The proximity of development to roadways has a direct impact on safety and visual quality. To encourage development at desired locations while maintaining corridor integrity, the County should adopt standards for setbacks. These standards should apply not only to principal structures, but also to all site development, such as outbuildings, parking areas, and gasoline station canopies. On rural highway segments, standards for front, side and rear yards should also be implemented.

In the villages, traditional shallow setbacks should be required for buildings; parking should be placed to the rear of lots in these areas.

Signs

On rural roads, monument-type signs should be favored over pylon-type signs, and all signs should include complementary landscaping. In towns and villages, on-structure signs and small freestanding signs should reflect the pedestrian scale of these areas.

Lighting

Inappropriate lighting can impede driver visibility, erode corridor character, and create a nuisance for adjacent properties.

Landscaping

Well designed and maintained landscaping is a critical part of corridor protection. Preservation of existing vegetation and of large trees in particular, can dramatically improve development quality and help maintain roadway character. The County should adopt standards for preserving, planting, and maintaining vegetation as part of site

development.

Architecture

The County's character is defined in part by the traditional/rural nature of its buildings. New development and redevelopment should incorporate elements that reflect these styles.

Viewsheds

The proposed access management and land use policies will apply to the corridors in an overlay fashion, setting standards for development throughout the County. In addition to this approach, the County should pursue a viewshed analysis to identify critical areas that warrant preservation and protection based on their visibility, defining features, and contribution to local character.

Retrofitting

While the proposed standards apply in a straightforward manner to new development, managing the redevelopment of built-up areas will prove more difficult and will require coordination over time. The County should adopt standards for bringing non-conforming sites closer to compliance as redevelopment occurs. These standards should encourage redevelopment while establishing thresholds for compliance.

(4) Highway Corridor Overlay District

The HCOD should apply to Routes U.S. 360 from the County Line in Village to Reedville and Route 200 from the intersection with Route 360 in Burgess to the County line at North Kilmarnock. Any development abutting these routes and requiring site plan or subdivision approval should be subject to these requirements. The HCOD should also apply to redevelopment, which should include measures to bring non-conforming sites into compliance in accordance with the final ordinance.

Large developments consisting of multiple parcels (including but not limited to shopping centers and business parks) should be treated as individual development projects and should be included in the HCOD. Logical extensions of such developments should also be subject to the HCOD regulations, regardless of whether they abut the highway or not.

To translate the corridor protection policies into law, the County will need to amend its zoning ordinances to include specific standards for access and land use management. The available model ordinance, in the form of a Highway Corridor Overlay District (HCOD) should be reviewed, modified to meet the unique County environment, and adopted.

c. Reservoir Areas

In Chapter 1, Physical Conditions, Section C.1.f there is a brief discussion of the Engineering study of reservoirs in the County accompanied by Figure 1.13 identifying the potential reservoirs.

In Chapter 4, Public Facilities and Services, Section E.1 there is a further discussion of the water supply and identification of specific potential reservoirs in the context of the County's responsibility to assure an adequate fresh water supply.

In Chapter 5, Water Quality and Shoreline Protection Plan, Section 7.b.3 there is a discussion of the overall situation regarding availability of fresh water and the recognition that reservoirs are a necessary source of fresh water and a recommendation regarding the importance of starting to bring the reservoirs on-line.

There are at least five important points to be recognized:

1. Artesian aquifer groundwater is a finite resource. The continued reliance of groundwater drawn from the artesian aquifers will lead to the impairment the aquifer system by mid-century and to the eventual loss of the aquifers as a productive source of water. The County falls under the Eastern Virginia Ground Water Management Area regulated by the Department of Environmental Quality.

2. Reservoirs are one of the important potential sustainable sources of water and a desirable source of water for centers of population and for industry when the aquifer becomes impaired. Shallow wells will continue to provide another sustainable source for citizens not within economic distance of a reservoir. Desalinization systems may be necessary for many citizens with waterfront property not near reservoirs and unable to utilize shallow wells.

3. Land prices will likely increase and the cost of land acquisition for reservoir sites will become increasingly expensive with the passage of time.

4. Development will continue and the choice of reservoir sites will become more limited and more difficult to sequester or reserve with the passage of time. Creation of reservoirs may impact wetlands, and wetland-mitigation costs are likely to increase in the future.

5. Reservoirs would be economic engines today even if not used immediately for water supply. Shorelines of reservoirs would increase in value significantly and provide jobs and economic opportunities for recreation facilities and fishing, restaurants, and inns.

From a point of view of land use planning the County should limit and control development by establishing a Reservoir Overlay District at the proposed reservoir footprints so that the option of constructing surface impoundments remains open. As discussed in Chapter 4, the most promising sites are as follows:

Site	Serving	Acres	Million gallons/day
Lodge Creek	Callao	118	1.05
Sydnor's Mill	Burgess and points east	328	0.48
Crabbe Mill	Heathsville	310	0.56

As a minimum, the area identified for these four sites, plus an area of 800 feet landward of these

sites when the reservoirs are full should be included in the Reservoir Overlay District. Large local ponds should also be considered as potential reservoir sites.

Reservoir sites and adjacent property should be permitted to develop only as consistent with maintaining a future public water supply

The policies for building in the Reservoir Overlay District should be as follows:

1. No construction to be allowed in the areas designated for the reservoirs including supporting infrastructure such as spillways.

2. Construction in the 800-foot area around the reservoirs should follow the Chesapeake Bay Act restrictions without exceptions.

d. Patuxent Naval Air Station Joint Land Use Study

Northumberland County, in conjunction with the Northern Neck Planning District Commission, participated in the Patuxent Naval Air Station Joint Land Use Study (JLUS). The JLUS was undertaken in an effort to develop a set of recommendations that would prevent or mitigate encroachment in the areas surrounding the NAS PAX complex including the Atlantic Test Range (ATR) Inner Test Range. A majority of Northumberland County is located within the Inner Test Range. The JLUS recommendations are an effort to help protect the installations' military missions, and the public's health, safety, welfare, quality of life, and economic stability of the communities. Northumberland County has agreed to cooperate as much as possible with Patuxent Naval Air Station in implementing the JLUS into the future.