

# TOWN OF IRVINGTON COMPREHENSIVE PLAN

Adopted by Town Council  
December 12, 2024



# ACKNOWLEDGMENTS

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# VISION STATEMENT

## Vision Statement for the Town of Irvington

Looking forward, Irvington will continue to thoughtfully weave together its natural and historic assets, present charm and future growth for the benefit of the town. Irvington began as a steamboat port on Carter's Creek in 1873 and is now a picturesque, historic village known for its strong sense of community, breathtaking scenery, recreational water activities and active, working waterfront. Residents and visitors stroll our Main Street, meet in delightful restaurants and shops, gather on the Commons for Farmer's Markets and concerts and take pride in our traditional July 4th parade. In all this, they experience a peaceful, connected and deeply satisfying way of life. On the water, the renowned Tides Inn lends grace and serenity to Irvington while close by busy marinas, boatyards, a yacht club and water activities of all kinds flourish on the creek.

We are stewards of all this beauty and bounty and we envision Irvington growing and evolving in ways that enhance our community life. In our residential area we encourage open green space, limited density and compatible architecture to maintain our cherished rural village character. Recognizing our attraction for retirement and resort living as well as our appeal to young families seeking a close-knit community, we support local small businesses as they anticipate emerging town and visitor needs and the continuing success of the Tides Inn. Our water is our jewel and we will continue to protect Carters Creek and the Chesapeake Bay watershed environment for future generations to enjoy. We also support redevelopment of a working waterfront and innovative efforts to expand public access to the water.

Envisioning the future in these ways respects Irvington's natural setting, historic appearance and small-town character while encouraging its recognized entrepreneurial spirit and potential. It also continues the town's long tradition of actively shaping its own destiny since incorporation in 1955. Preserving our community through purposeful change assures all of us that Irvington will be as exceptional tomorrow as it is today.

*Adopted by the Irvington Town Council on April 4, 2019*

# 1. INTRODUCTION

## Purpose

The Comprehensive Plan guides the physical development of the Town of Irvington to 2033. It addresses the entire town and is intended to positively influence all the physical elements which make up its form. Towards this end, the overriding purpose of the Plan is to encourage the continued development of a safe, healthy, and prosperous community by offering a distinctive “vision” for the town.

The Comprehensive Plan is the most critical public document for orchestrating growth and development in the years ahead. It establishes goals, objectives, and strategies to guide civic and public land use and resource utilization activities for the next ten years.

Though the Plan outlines a long-term vision, it is not static. The Comprehensive Plan is meant to be a “living document” – continually reviewed and periodically updated based on changing conditions and shifting resources. Additionally, the Comprehensive Plan is only as good as the tools and actions utilized in implementing the Plan. It comes to life as action plans and specific project plans are developed and implemented.

## Authority

Chapter 22 of Title 15.2 of the Code of Virginia grants local governments distinct powers and responsibilities to plan for future growth and regulate land use within their jurisdictions. The primary way to accomplish this is through the Comprehensive Plan.

Section 15.2-2223 of the Code of Virginia mandates that:

“The local planning commission shall prepare and recommend a comprehensive plan for the physical development of the territory within its jurisdiction and every governing body shall adopt a comprehensive plan for the territory under its jurisdiction.”

Irvington’s Planning Commission is responsible for preparing the Plan and recommending the Plan for adoption by the Town Council.

## Town Boundary

It is typical for there to be confusion as to the exact location of a municipality’s corporate limits. Readers should refer to the maps herein that precisely delineate the town’s boundary. It should be noted that the Irvington Postal Zip Code (22480) encompasses a geographic area that extends well beyond the town’s boundary. While many of the residents living outside of the town but residing within the 22480 zip code might identify with Irvington and take an interest in its affairs, the data, descriptive information, and planning discussions contained in this Comprehensive Plan are limited to matters pertinent to Irvington as established by the Town Charter and the Commonwealth of Virginia.

## 2. BACKGROUND

*Note: It is important to note that the margin of error for American Community Survey (ACS) data at the town level is significantly higher than the reported margins of error at the county and state levels. As of the 2010 Census, the U.S. Census Bureau does not collect the level of detailed data previously gathered via the “long form” Census questionnaire. Before the 2010 Census, the Census Bureau shifted to collecting much of the household and economic data via the more frequently conducted ACS process. The ACS methodology is based on smaller sample sizes and consequently has higher margins of error, a fact that is particularly pronounced for small localities like the Town of Irvington. **Therefore, we emphasize that the American Community Survey figures reported in this section of the Plan are estimates with limitations. They are meant only to serve as references to guide future planning efforts.***



## Population and Age

According to the U.S. Census Bureau, Irvington experienced an increase (9.26%) in its total population between 2010 and 2020. As seen in Figure 1, this increase in population exceeds the decline countywide (4.14% from 2010 to 2020).

As a waterfront community, the town has a more significant percentage of part-time residents than most other municipalities in Virginia and the Northern Neck region. Planning Commission members cite a gradual transition in recent decades to more part-time and seasonal residents. Lancaster County’s tax records confirm this by showing that of all town residences, roughly 40% are under the possession of an owner whose mailing address is somewhere other than Irvington. According to U.S. Census Bureau American Community estimates, only 60% of homes in Irvington are occupied year-round (see Figure 5). Though Irvington’s population swells during the warm weather months, any temporary increase would not be depicted in a year-round population count.

Irvington is also prone to higher-than-average turnover as a destination for retirees and second homes. According to the National Institute on Aging’s Health and Retirement Study (2015), retired individuals will, on average, live an additional seventeen to twenty years after retirement.

The Weldon Cooper Center for Public Services estimates that over the next seventeen years, the County is expected to steadily undergo a gradual population decline, projecting a population of 9,826 by 2040. Since Irvington’s population is somewhat seasonal, population fluctuation at the County and Regional levels will likely not significantly impact the town.

**Figure 1: Population Change (2010-2020)**

| Locality                                   | 2010   | 2020   | Change (2010-2020) | Percent Change (2010-2020) |
|--|--------|--------|--------------------|----------------------------|
| Irvington                                  | 432    | 474    | +42                | +9.26%                     |
| Lancaster County                           | 11,391 | 10,919 | -472               | -4.14%                     |
| Northern Neck Planning District Commission | 50,429 | 50,158 | -271               | -0.58%                     |

Source: U.S. Census Bureau Decennial Census

Of the population changes predicted for Lancaster County and the Northern Neck region, the most significant influence will be on persons of retirement age. An Estimate of Projected Age in Virginia based on the 2010 Census published by the Weldon Cooper Center in 2012\* indicated that between 2020 and 2030, the Northern Neck region will see a 24% increase in the population aged 65 and over. Lancaster County is predicted to experience similar growth (22%) in the same cohort. Additionally, 20% and 23% increases are projected in the cohort of persons aged 40 to 49 as the millennial generation reaches middle age in the Northern Neck region and Lancaster County, respectively. \*Note that the Weldon Cooper Center has not yet released population projections by age based on the 2020 Census as of May 2023.

**Figure 2: Population Projections (2030-2050)**

| Locality                                   | 2030   | 2040   | 2050   | Change (2030-2040) | Change (2040-2050) |
|--|--------|--------|--------|--------------------|--------------------|
| Lancaster County                           | 10,297 | 9,826  | 9,502  | -4.57%             | -3.30%             |
| Northern Neck Planning District Commission | 49,171 | 48,843 | 49,245 | -0.67%             | +0.82%             |

Source: U.S. Census Bureau Decennial Census, Weldon Cooper Center for Public Service

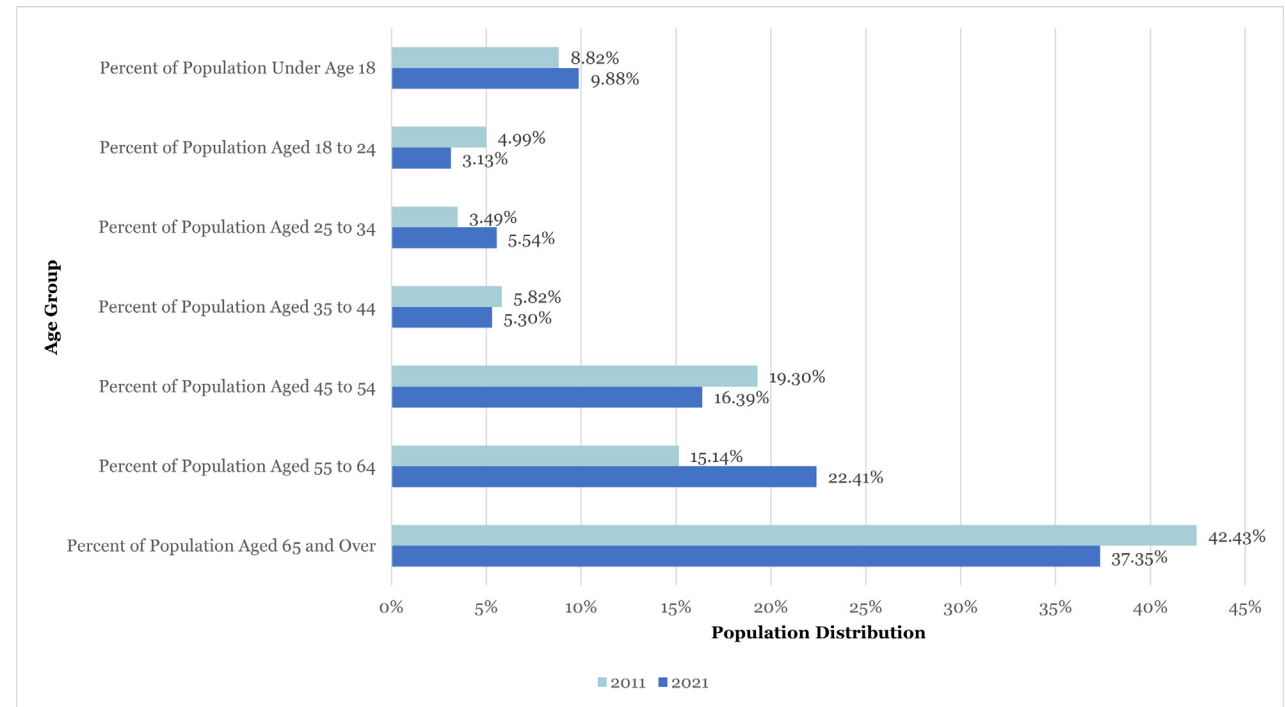
According to the 2021 American Community Survey, most of the town’s population is concentrated in three age cohorts: 45 to 54, 55 to 65, and 65 years and over. No individual age cohort under 45 makes up more than 5% of the population in the town. Figure 3 depicts townwide age distribution using American Community Survey estimates from 2011 and 2021.

While Lancaster County is experiencing declines in the youth and middle-aged segments of the population, Irvington has experienced growth in young families over the last ten years. As of 2021, the median age for the town was 58.7 years, compared to 57.1 years in the County. By 2030, the population distribution of Lancaster County is expected to resemble an inverted top, with those aged 65 to 74 comprising the largest proportion of the population and those aged 25 to 34 the smallest proportion.

There were 213 households in Irvington in 2021, a significant number of which were occupied by householders 65 or older. Figure 4 emphasizes how few households in Irvington are comprised of families with children.

*\*The planning commission notes that the American Community Survey estimates in Figure 4 may be inaccurate.*

**Figure 3: Population Distribution by Age (2011-2021 Estimates)**



Source: U.S. Census Bureau American Community Survey 5-Year Estimates

**Figure 4: Households & Families (2011-2021 Estimates)**

| Category   | 2011      | Margin of Error (2011) | 2021        | Margin of Error (2021) | Change (2011-2021) | Percent Change (2011-2021) |
|--|-----------|------------------------|-------------|------------------------|--------------------|----------------------------|
| Total Households                                     | 253       | ±65                    | <b>*213</b> | ±57                    | -40                | -15.81%                    |
| Family Households                                    | 186       | ±57                    | 152         | ±49                    | -34                | -18.28%                    |
| Nonfamily Households                                 | 67        | ±35                    | 61          | ±33                    | -6                 | -8.96%                     |
| Households with one or more people under 18 years    | <b>30</b> | ±3                     | <b>40</b>   | ±4                     | +10                | +33%                       |
| Households with one or more people 60 years and over | 124       | ±17                    | 123         | ±17                    | -1                 | -0.8%                      |
| Average Household Size                               | 1.92      | ±0.21                  | 1.95        | ±0.26                  | +0.03              | +1.6%                      |
| Average Family Size                                  | 2.25      | ±0.26                  | 2.22        | ±0.39                  | -0.03              | -1.33%                     |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates, Irvington Planning Commission figures (bold)



## Housing Characteristics

**Figure 5: Housing Occupancy (2011-2021 Estimates)**

| Category                                 | 2011 | Margin of Error (2011) | 2021 | Margin of Error (2021) | Change (2011-2021) | Percent Change (2011-2021) |
|--|------|------------------------|------|------------------------|--------------------|----------------------------|
| Total Housing Units                      | 341  | ±72                    | 351  | ±7                     | +10                | +2.93%                     |
| Occupied Housing Units                   | 253  | ±65                    | 213  | ±57                    | -40*               | -15.81%                    |
| Vacant Housing Units                     | 88   | ±35                    | 138  | ±39                    | +50                | +56.82%                    |
| For Rent                                 | 0    | ±95                    | 12   | ±14                    | +12                | -                          |
| For Sale Only                            | 0    | ±95                    | 5    | ±8                     | +5                 | -                          |
| Seasonal, Recreational or Occasional Use | 78   | ±35                    | 99   | ±33                    | +21                | +26.92%                    |
| All Other Vacant Units                   | 4    | ±8                     | 17   | ±16                    | +13                | +325%                      |
| Homeowner Vacancy Rate                   | 0    | ±16.6                  | 2.5  | ±4.2                   | +2.5               | -                          |
| Rental Vacancy Rate                      | 0    | ±43.3                  | 37.5 | ±33                    | +37.5              | -                          |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates

\*The planning commission notes that this American Community Survey estimate may be inaccurate. The reduction in full-time residents from 2011 to 2021 was likely less than 40.

**Figure 6: Housing Units (2021 Estimates)**

| Category                         | Irvington | Margin of Error | Percent | Lancaster County | Margin of Error | Percent |
|----------------------------------|-----------|-----------------|---------|------------------|-----------------|---------|
| Total Housing Units              | 351       | ±66             | -       | 7,454            | ±66             | -       |
| Single-Family                    | 337       | ±64             | 96%     | 6,296            | ±64             | 87%     |
| Attached, Multi-Family, or other | 14†       | ±13             | 4%      | 1,158            | ±13             | 13%     |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates

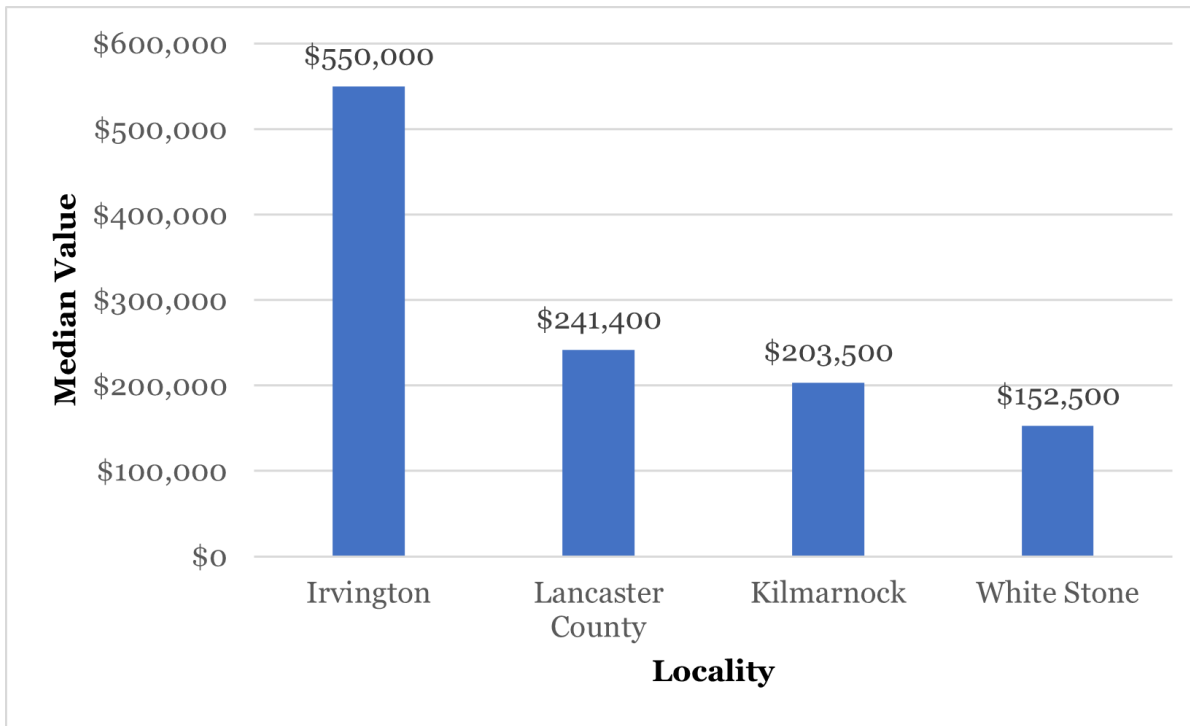
† The planning commission notes that this American Community Survey estimate is likely high.

The 2021 American Community Survey determined that the number of occupied units has declined since 2011. Note that for a residence to be considered occupied, the person or family must live and sleep in the home more frequently than anywhere else. Many homes in Irvington are not the owners' primary residences. From 2011 to 2021, the number of residences considered vacant (defined by the Census Bureau as an occupiable dwelling for which no Census form was returned and appeared vacant, as verified by a Census enumerator) increased.

The preceding figures show that most vacant housing units fall under seasonal, recreational, or occasional use categories. Figure 6 depicts the 2021 distribution of housing units in Irvington and Lancaster County by type. As of the 2021 estimate, there were 351 housing units in Irvington, a minor increase since 2011. Of the 351 units, 337, or 96%, are single-family homes. Lancaster County is primarily dominated by single-family homes as well, but not by as much, with 87% of units designated as single-family.



**Figure 7: Median Value of Owner-Occupied Housing, 2021 Estimates**



Source: U.S. Census Bureau American Community Survey 5-Year Estimates, Irvington Planning Commission Estimates

As seen in Figure 7, housing values are much higher in Irvington than the Lancaster County average. The median value of owner-occupied housing in the town is \$550,000, according to 2023 Irvington Planning Commission estimates. This is far higher than the surrounding area, as median home values in Kilmarnock and White Stone are \$203,500 and \$152,500, respectively. The countywide median home value is \$241,400. The fact that 40% of homes in Irvington are on the waterfront is a significant contributing factor to higher median home values than surrounding localities.



## Key Takeaways

Irvington has experienced notable demographic and housing changes over the past decade. The population increased by 9.26% between 2010 and 2020, defying a countywide decline. This growth, however, is marked by a transition to more part-time and seasonal residents. Although the past trend of full-time to part-time homeowners continued at a slowing pace, the addition of short-term rental units also contributed to the reduction of full-time homeowners.

Over the last ten years, there has also been a welcome increase in young families with children moving into Irvington. The housing market reflects these trends, showing a minor increase in housing units, a decline in occupied units, and a rise in primarily seasonal properties, driven significantly by the transition of some homes to short-term rentals. Single-family homes dominate the housing landscape, and home values in Irvington are considerably higher than the Lancaster County average.

These trends underscore Irvington's unique position as a waterfront community, attracting a predominantly older and part-time population. This dynamic will likely continue to shape the town's demographics and housing market.

# 3. HISTORIC AND CULTURAL RESOURCES

## Regional Setting

The Town of Irvington is located in Lancaster County, Virginia, in the southeastern portion of the Northern Neck, a peninsula bounded by the Potomac River to the north, the Chesapeake Bay to the east, and the Rappahannock River to the south. Irvington sits on the shores of Carter's Creek, a tributary of the Rappahannock River.

## History

Irvington's identity is strongly tied to its location on the water. The area was initially established as Carter's Creek Wharf in honor of the surrounding waterway. The original wharf community was largely isolated from surrounding localities due to poor road conditions. As a result, water transport was the only practical way to reach the community before the introduction of paved roads and bridges in the first half of the 20th century. Residents relied on ferry boat service to cross the Rappahannock River.

This land-based isolation was significantly mitigated by the success the town found during the steamboat era. At its height, steamboats to and from Baltimore and Norfolk would stop in Carter's Creek up to eight times per week. As a result, support industries and residential dwellings began to develop along the town's then-commercial center, present-day Steamboat Road. The village quickly grew into Lancaster County's largest community and was renamed Irvington in 1891 after local resident Captain Levin Handy Irving to alleviate confusion with postal delivery.

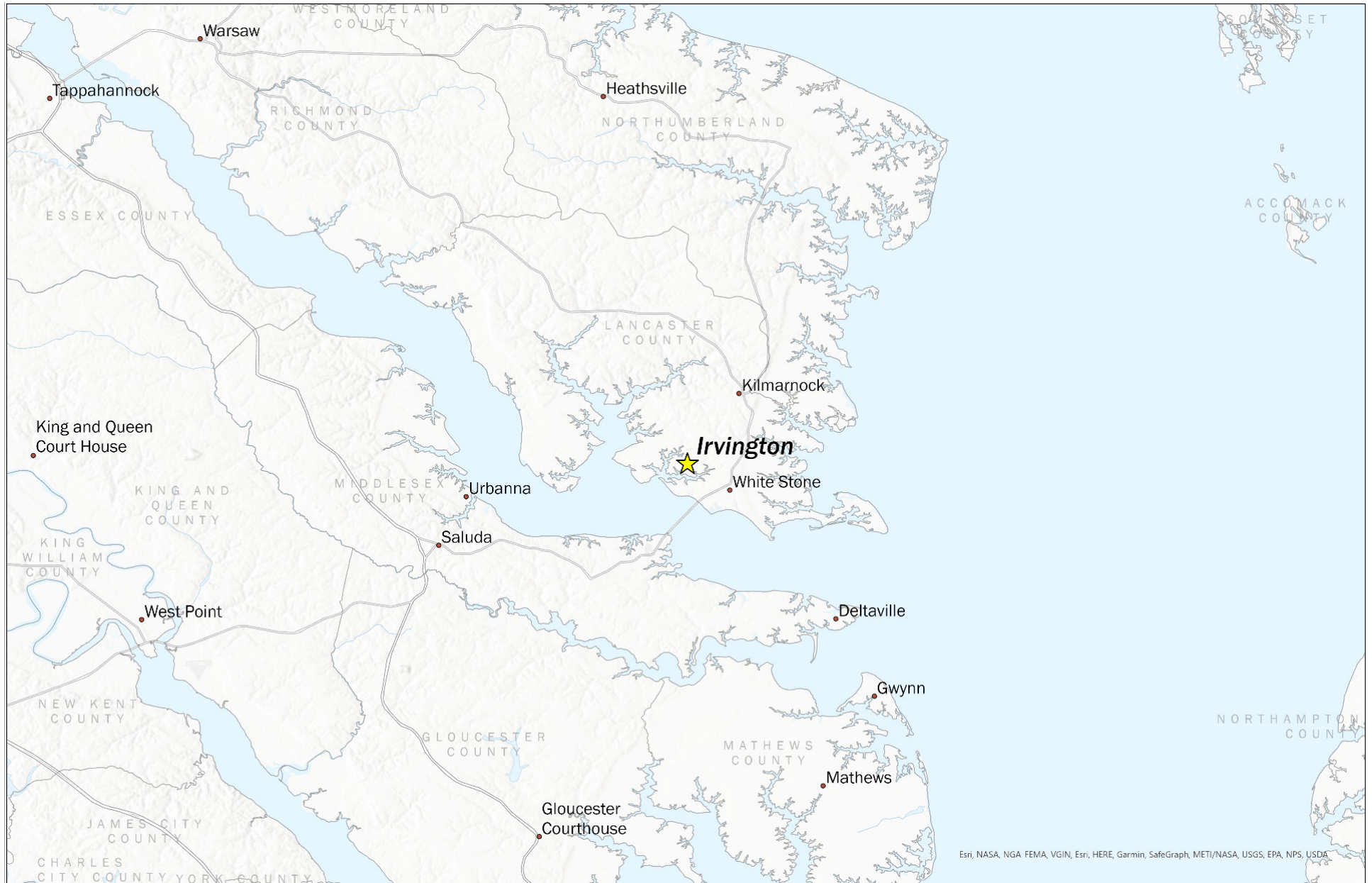
The decline of the steamboat industry, an unfortunate fire in 1917, and a major storm in 1933 resulted in the loss of many of the town's water-based commercial enterprises and original architecture. The town's remaining historic architecture is included within the boundaries of Irvington's Historic District, as shown in Map 2. The district includes the town's first public schoolhouse, which now functions as the popular Hope and Glory Inn.

## Arts, Culture, and Events

Present-day Irvington continues to benefit from its idyllic location near the Chesapeake Bay and has experienced a resurgence as an attractive tourist destination. Irvington is probably most well-known as the location of the Tides Inn (established in 1947); however, its history as a thriving steamboat community lives on through the Steamboat Era Museum. The museum was established to preserve the legacy of steamboats in the town and throughout the Chesapeake Bay. From its grassroots inception in 1999 to its opening day in 2004, the museum has become a unique treasure for the local community and visitors. The Steamboat Era Museum is the only museum dedicated to the history of steamboats on the Chesapeake Bay.

In addition to the town's historic assets, Irvington offers popular local events that attract visitors from around the region. The Irvington Commons is centrally located along King Carter Drive and serves as the town's hub of activity. The Irvington Village Improvement Association (VIA) volunteers sponsor and implement most of the community events held there.

**Map 1: Town of Irvington Regional Setting**



## **Irvington Farmers Market**

The Irvington Farmers Market is held by VIA every first Saturday from May through November at the Irvington Commons.

The market attracts over 100 vendors who display vegetables, fruits, flowers, meats, specialty foods, beverages, artisan-made furniture, jewelry, and artwork, and has been consistently voted Best Farmer’s Market in Eastern Virginia by Virginia Living Magazine from 2012 through 2023.

## **Typhoon Nationals**

Irvington is home to the nation’s largest fleet of Cape Dory Typhoons, and the Rappahannock River Yacht Club hosts a biannual regatta in June that draws entrants from a wide geographic area.

## **4th of July Parade**

Irvington’s annual July 4th parade winds down King Carter Drive drawing visitors from across the region. This “Hometown Parade” typically includes over 100 entries and is followed by an antique car show on the Irvington Commons.

## **U. S. Air Force Band Concert**

The premier event occurs in the summer, usually around the 4th of July or Labor Day, when VIA presents the USAF Heritage of America Band or the USAF Rhythm in Blue Jazz Band. These renowned musicians bring marches, show tunes, orchestral and

jazz numbers to a huge crowd. Held on the Commons, the event provides the perfect setting for family picnics and gatherings of friends.

## **Irvington Crab Festival**

The Steamboat Era Museum holds their annual Crab Festival on the Commons each September where ticket holders enjoy picking all-you-can-eat crabs at this family-friendly fundraiser.

## **Halloween Trunk or Treat**

The annual event, held on the Commons by the volunteers of VIA, provides safe and fun trick-or-treating for costumed children and families.

## **Turkey Shoot Regatta and Turkey Trot**

Irvington marks the fall with two region-wide community events. Each October, the Rappahannock River Yacht Club, Yankee Point Racing Yacht Club, and Rappahannock Yachts host the Hospice Turkey Shoot Regatta, a fund-raising event benefiting local Hospices. Each November, VIA organizes the annual Turkey Trot, which includes two- and five-mile runs and a 100- yard Tot Trot for children.

## **Christmas Holiday Events**

The holiday season starts with Illuminate Irvington, Christmas tree lighting, Lights on the Creek boat parade, and holiday decorating

awards. Christmas Eve includes Christmas caroling and the blessing of the Town Christmas Tree.

## **Key Takeaways**

Irvington’s identity is deeply rooted in the steamboat era and the town’s development as a close-knit waterfront community. Town leaders and citizens have worked diligently to preserve this original village character, which is reflected in the town’s local events, most of which take place at the Irvington Commons and emphasize community and small-town hospitality. Preserving and enhancing the town’s village aesthetic and historic assets are essential to residents and must remain a high priority in the future.





# 4. ENVIRONMENTAL RESOURCES

## Coastal Waters and Wetlands

### Chesapeake Bay Preservation Act (CBPA)

The Town of Irvington protects its surface waters through local ordinances and adherence to Chesapeake Bay Preservation Act regulations. The Town's Chesapeake Bay Preservation Overlay District ordinance was established on March 10, 2005. The ordinance contains regulations on erosion and sediment control and development within Resource Protection Areas (RPAs). The Town also has ordinances regulating stormwater management to maintain water quality and quantity during and after construction.

Resource Protection Areas include sensitive lands such as tidal wetlands, non-tidal wetlands connected to water bodies with perennial flow, tidal shores, and vegetated buffers extending 100 feet from these features. These areas comprise about 16% of the town and are protected to maintain water quality and prevent erosion. All remaining lands in the town that are not designated as RPAs are categorized as Resource Management Areas (RMAs). RMAs encompass areas with the potential to impact water quality if not properly managed. See Map 12 for the locations of RPAs and RMAs within the Town.

### Carter's Creek

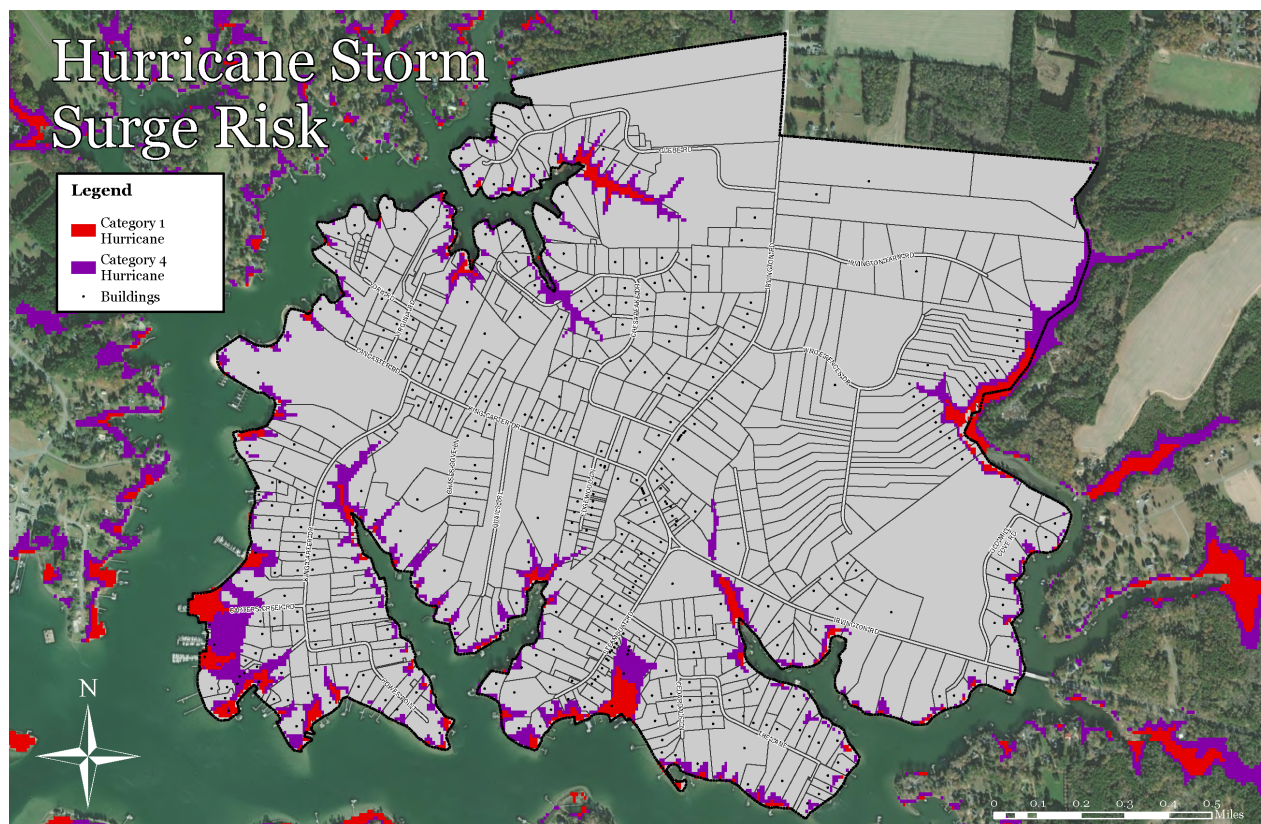
Carter's Creek, the last major tributary along the north bank of the Rappahannock River, is Irvington's crowning jewel. Irvington's economy and quality of life depend on the creek's locational advantage. The geography of the creek flowing to the Rappahannock River is a direct route to the Chesapeake Bay

with the benefit of being set back from the crosshairs of coastal storms and tidal surges.

### Flood-Prone Areas

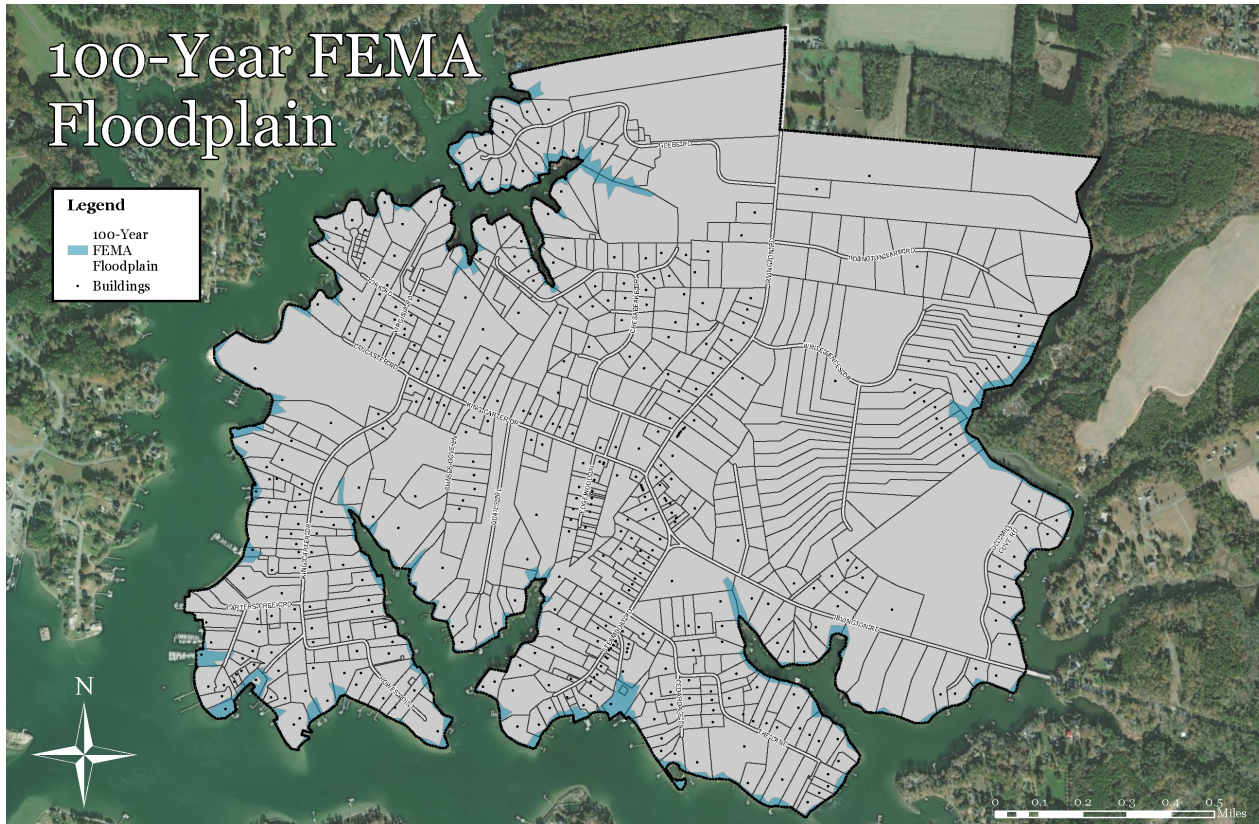
The Town has several minor flood-prone areas of note. These flood-prone areas are defined by the 100-year flood plain as defined by the Federal Emergency Management Agency (FEMA). However, the 100-year flood plain does not extend far inland into the town's residential areas.

**Map 3: Hurricane Storm Surge Risk**



Source: NOAA

**Map 4: 100-Year FEMA Floodplain**



Source: FEMA

About 59 of the town's 957.5 acres of land area lie within the 100-year flood plain (roughly 6%).

The largest area within the flood plain is in the southwestern portion of the town. The yacht club, marina, and a sliver of residential area in the southwest corner are in the 100-year floodplain. Other flood-prone areas extend from the creek in the northwest part of the town and along the eastern branch of Carter's Creek. Subject to inundation from a 100-year flood, these areas can experience damage resulting in expensive repairs to structures, loss of use of structures, inoperable septic systems, and water contamination. Exacerbated by existing development in flood-prone areas, Irvington should continue to work with regulatory agencies to restrict development in the 100-year floodplain.

Areas that flood from storm surges are comparable to areas that flood from 100-year storms, given Irvington's tidal location. A Category 1 hurricane would roughly push water from the Bay

and Rappahannock River to the same point as a 100-year storm. Map 3 depicts local Category 1-4 hurricane storm surge areas, with red areas representing Category One hurricanes and purple areas representing Category 4 hurricanes. Map 4 shows the 100-year FEMA flood plain.

## Wetlands

The United States Fish and Wildlife Service has defined wetlands as land 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. Irvington contains minimal tidal and non-tidal wetlands. Considering the amount of tidal water that envelops Irvington, the town has surprisingly few marshy or estuarine environments. There is one small freshwater wetland between two ponds in the northeastern corner of town and a few small pockets of tidal wetlands scattered about the shore along the shore (see Map 5).

No matter how small, wetlands are an ever-vital natural resource that benefits people and the environment. They provide aesthetic, recreational, and economic benefits to communities. Fish rely on wetlands for spawning and nursery grounds, waterfowl for feeding sites, birds for nesting habitat, and wildlife for a home. Wetlands also allow for groundwater recharge, flood control, pollutant absorption, and sediment retention, especially during stormwater runoff. Therefore, it is of utmost importance for Irvington to preserve wetlands that are endemic to the town.



## Map 5: Wetlands



Source: U.S. Fish & Wildlife Service

## Topography & Soils

The topography of Irvington is such that it is an ideal location for coastal water access and development of all types. Much of the shoreline rises fairly quickly from sea level to at least 20 feet above sea level. Only in certain areas to the south and southwest does the shore not rise rapidly. Away from the immediate shore, the town is relatively flat, with nearly unnoticeable changes in elevation.

While it is nearly impossible to be more than a half mile from water anywhere in Irvington, less than a quarter of the town's total land area rests below 20 feet above sea level. A majority of the southern and western half of the town is between 20 and 30 feet above sea level, and the northern and eastern half is mostly between 30 and 35 feet above sea level. The flat nature of the town's inland topography can inhibit stormwater runoff following moderate or significant rain events.

Areas along the shore with steeper slopes drain more quickly into Carter's Creek. However, quick runoff along the shore adds to coastal erosion problems. The Town's shorelines are integral to the community's character and economy, and natural erosion processes may effect these waterfronts in the future. Proactive shoreline management is essential to protecting residential areas, recreational spaces, and the environment.

In addition to Resource Protection Areas (RPAs), steep slopes have been identified in Irvington as areas of potential stream and shoreline erosion. Such steep gradients pose development challenges and are particularly prone to erosion if disturbed during construction or landscaping activities. These areas, especially in the upper reaches of tidal creeks such as Carter's Creek, are susceptible to shoreline instability. Without proper management, soil erosion can increase, threatening nearby properties, water quality, and wildlife habitats.

Several natural and human-made factors influence shoreline and streambank erosion in Irvington. Topography and soil composition play a significant role, as areas with sandy soils and steep banks are especially vulnerable to erosion during heavy rain events, which cause soil sloughing and groundwater seepage along the slopes (see Map 6). Boat traffic and wave action are also key contributors, with high boating activity, particularly in Carter's Creek, generating wake waves that accelerate shoreline erosion in narrow channels where wave energy is concentrated. Furthermore, the

## Map 6: Steep Slopes



Source: USDA Natural Resources Conservation Service

loss of natural vegetation along shorelines weakens erosion defenses, increasing soil instability and erosion risks. Map 9 displays shoreline protection structures within the Town that help mitigate the risk of erosion.

The shoreline is made up of steep sandy land where the land rises more dramatically and sloping sandy land where it is a more modest slope. In the interior of Irvington, the soil is prime for agriculture and development. The soil is predominantly a level and gently sloping Sassafra fine sandy loam that drains well and represents two to three feet of separation between the surface and the water table below (see Map 10).

## Trees

Trees are valuable to Irvington's streetscape and add to property value. Compared to other nearby towns of Kilmarnock and White Stone, Irvington has larger and more diverse trees that give a

unique patina to the town. Consider the tree canopy on Route 200 that greets a visitor driving in from White Stone; the large red oaks across from the Post Office; the red cedars in front of and around the Methodist Church (or down Steamboat Road); the tulip poplar at the intersection of Steamboat Road and 200; and, of course, the granddaddy of them all, the pin oak at Chesapeake Academy. Refer to the aerial photo in Map 7 showing the location of trees in town.

While the Town does not believe there should be a governmental function to preserve these trees, it is appropriate to note that they help shape the town's character so that their owners, neighbors, and others can properly appreciate and care for them.

## Water Pollution

There are several existing and potential water quality pollution risks for the town. These risks include petroleum storage and releases, VPDES discharge outfalls, stormwater runoff, and hazardous waste sites (see Map 8).

Irvington hosts four registered petroleum tank facilities, which, if not properly managed, pose contamination risks to groundwater. 19 petroleum release sites have been reported in the area, with the DEQ overseeing remediation efforts to mitigate soil and water pollution. Additionally, five pollution incidents have been filed under the Pollution Response Program (PreP) since 2019, highlighting the need for vigilance regarding spills and leaks.

**Map 7: Aerial Photo**



Sources: DEQ, EPA

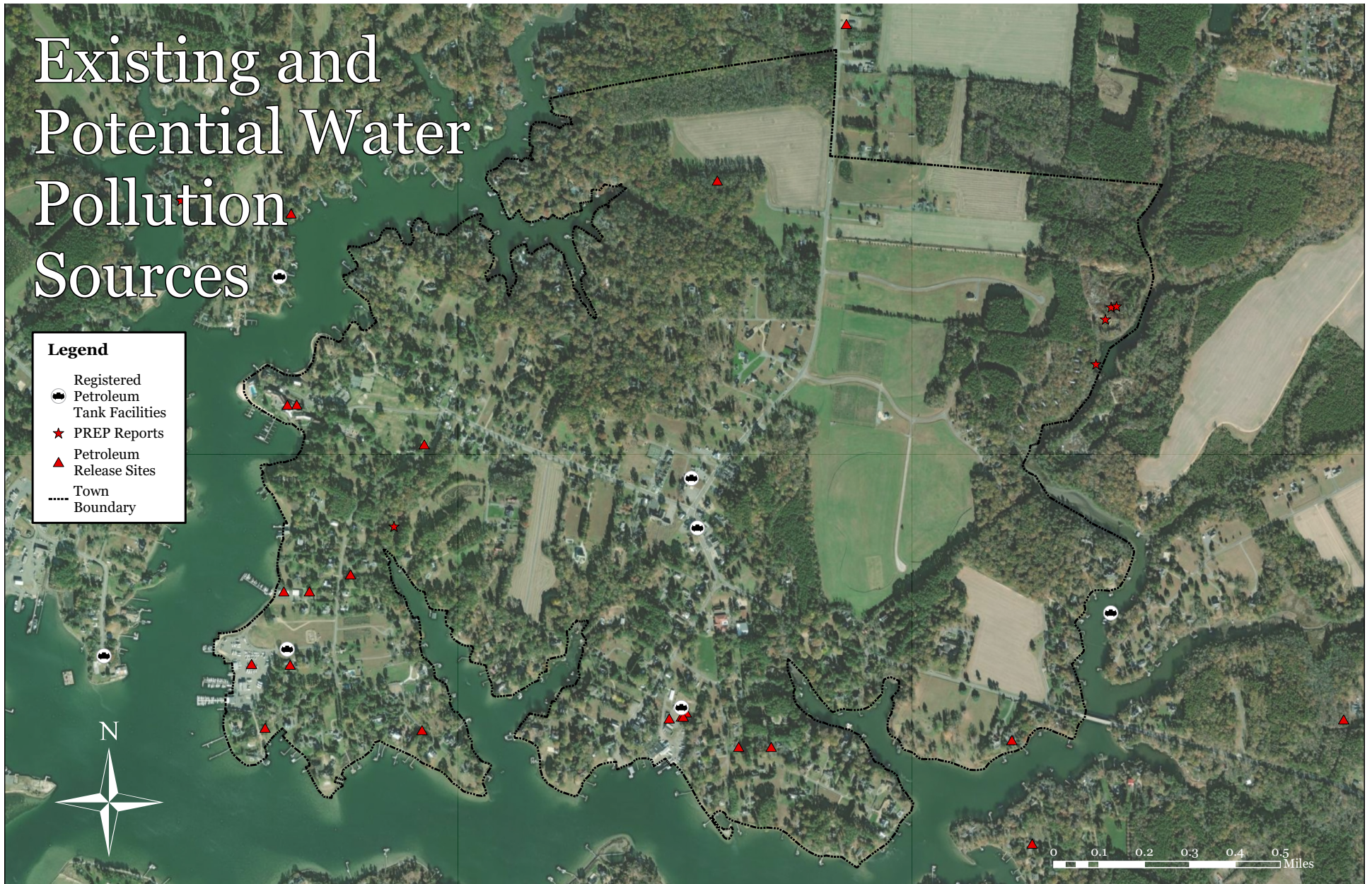
The town also has one VPDES permit outfall, regulated under the Virginia Pollutant Discharge Elimination System (VPDES). These discharges, if mismanaged, could introduce pollutants such as nutrients and sediment into local waterways. Similarly, stormwater runoff from roads, parking lots, and agricultural areas contributes to water quality issues by carrying pollutants into streams and rivers, a common challenge in developed areas like Irvington.

Abandoned or improperly sealed wells present another significant contamination risk by providing a direct pathway for surface pollutants to enter the groundwater system. The DEQ emphasizes properly managing wells to protect drinking water supplies. Nearby waters have also been flagged for impairments in DEQ's 305(b)/303(d) Water Quality Assessment due to excess nutrients, sedimentation, and bacteria. These impairments are often linked to agricultural runoff, stormwater discharges, and failing septic systems.

Additionally, hazardous waste sites and brownfields monitored by the DEQ could pose a threat if left unremediated, potentially impacting water quality through contaminated runoff or leachate. There are currently no known hazardous waste/brownfield sites within the Town.

Commercial fisheries, recreational fisheries, and other aquatic resources can also contribute to water pollution. While Irvington does not host large-scale fishing operations, small-scale fishing and aquaculture are prominent in the surrounding areas, with neighboring towns contributing to the local seafood economy. Irvington, with its access to Carter's Creek and the Rappahannock River, may also see watermen involved in such small-scale, sustainable activities.

Map 8: Existing and Potential Water Pollution Sources



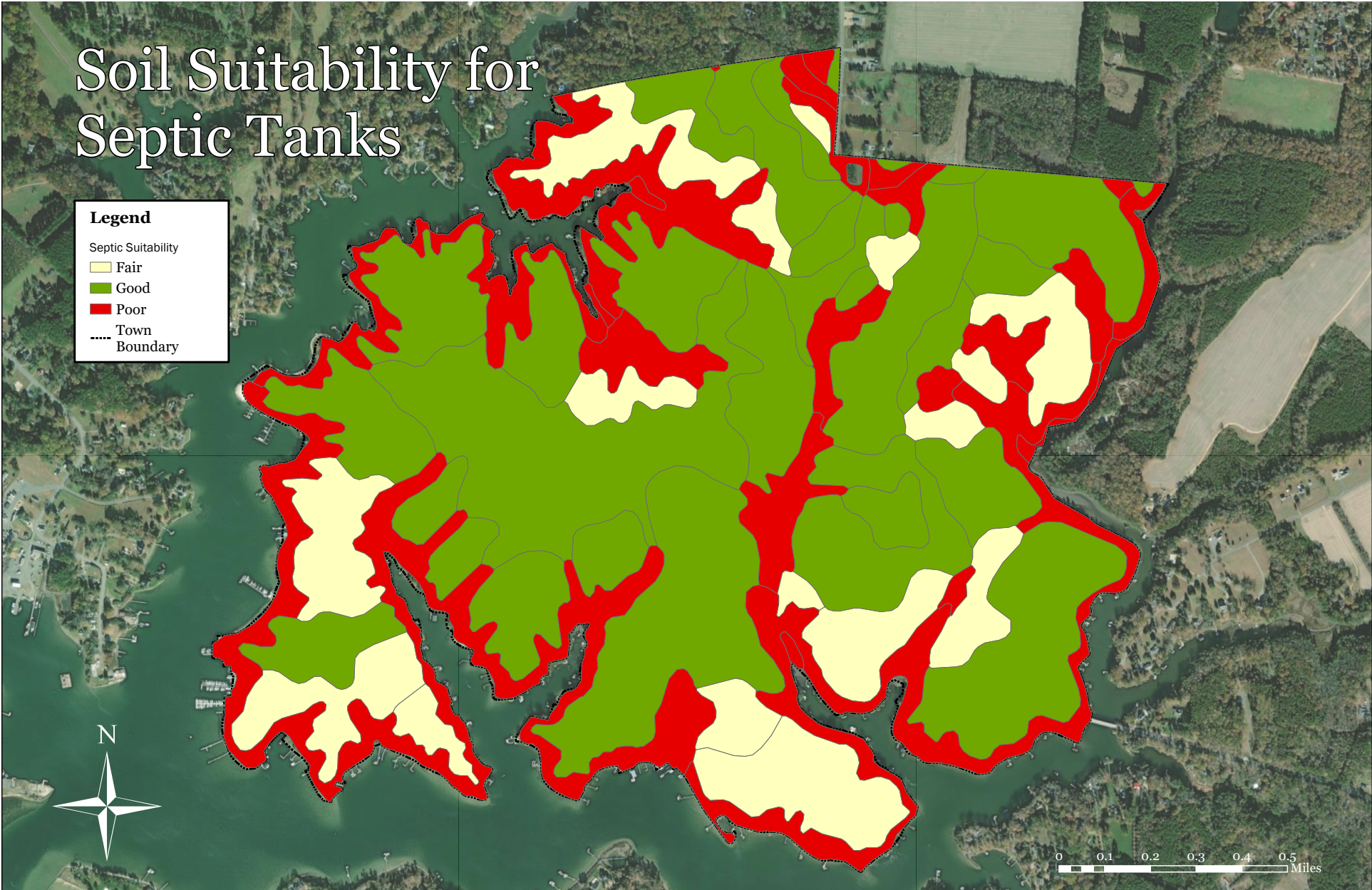
Sources: DEQ, EPA

Map 9: Shoreline Protection Structures



Source: Virginia Institute of Marine Science

Map 10: Soil Suitability for Septic Tanks



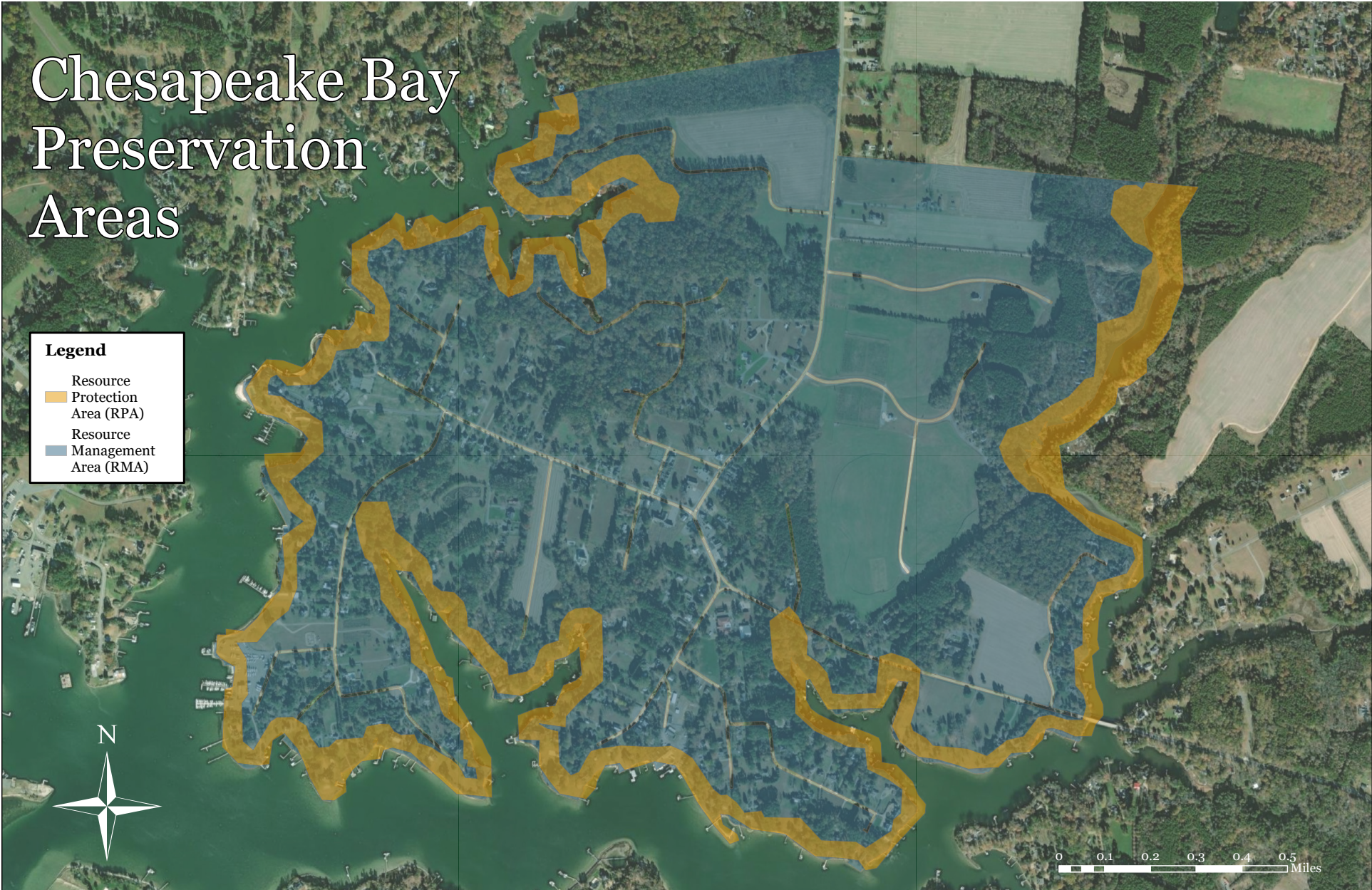
Source: USDA Natural Resources Conservation Service

Map 11: Waterfront Access Sites



Source: Virginia Institute of Marine Science

Map 12: Chesapeake Bay Preservation Areas



Source: DEQ



## Key Takeaways

Irvington's geography, marked by Carter's Creek and a strategic position along the Rappahannock River, offers significant economic benefits and environmental challenges. The town's relative protection from coastal storms and tidal surges and its direct route to the Chesapeake Bay contribute to its quality of life and economy. However, Irvington's minor flood-prone areas, constituting about 6% of its land, present a potential threat to structures and the environment. The town should continue to restrict development in these areas. Despite being engulfed by tidal waters, Irvington's wetlands are sparse, highlighting the need for their preservation due to their numerous environmental benefits. The town's topography and soil condition, ideal for coastal water access, development, and agriculture, further emphasize the importance of careful environmental management.



# 5. EXISTING LAND USE AND ZONING

## Existing Land Use

Irvington’s land use patterns emerged because of its role as a waterfront community developed around the boating and fishing industry. Later development was characterized by residential and recreational use, including the continued growth of the Tides Inn. Many industrial uses have declined over the years, reflecting a decline in the fishing, oystering, and crabbing industries. The town has traditionally had two commercial hubs, a larger one primarily centered around the intersection of Irvington Road and King Carter Drive and a much smaller hub at the end of Steamboat Road.

As shown in Figure 8 and on the Existing Land Use Map (Map 13), the town’s predominant land use is single-family detached residential, making up 446.66 of the town’s 985.23 acres, or 45.34% of the land. Agricultural use has dwindled to 54.35 acres, 19.92 of which are placed in a land conservation easement on the north end of Irvington. Vacant or undeveloped land makes up 353.12 acres or 35.84% of the town. This land is considered developable unless impeded by environmental factors such as wetlands, steep slopes, etc. However, most of the developable land in Irvington is not significantly constrained by these factors. Therefore, the town has significant growth potential.

As referenced earlier, land for industrial use has shrunk significantly over the years, as has the amount of land dedicated to boat sales and repairs, with at least two boatyards converted to residential use in recent years.

**Figure 8: Existing Land Use**

| Land Use Classification       |  | Acres         | Percent     |
|-------------------------------|--|---------------|-------------|
| <b>Residential</b>            | Single-Family Detached                 | 446.66        | 45.34%      |
|                               | Single-Family Attached (Townhouses)    | 0.3           | 0.03%       |
| <b>Commercial</b>             | Business/Professional                  | 10.59         | 1.07%       |
|                               | General Commercial                     | 0.67          | 0.07%       |
|                               | Lodging                                | 27.14         | 2.75%       |
|                               | Recreation                             | 8.61          | 0.87%       |
|                               | Retail & Service                       | 12.24         | 1.24%       |
| <b>Industrial</b>             | Industrial                             | 12.4          | 1.26%       |
| <b>Public and Semi-Public</b> | Community Facilities                   | 9.59          | 0.97%       |
|                               | Institutional                          | 8.72          | 0.89%       |
|                               | Places of Worship, Cemeteries & Lodges | 6.38          | 0.65%       |
|                               | Rights of Way                          | 33.1          | 3.36%       |
|                               | Utilities                              | 1.36          | 0.14%       |
| <b>Agricultural</b>           | Agricultural                           | 34.43         | 3.49%       |
| <b>Undeveloped</b>            | Agricultural in Conservancy            | 19.92         | 2.02%       |
|                               | Vacant/Undeveloped                     | 353.12        | 35.84%      |
| <b>Total Land Area</b>        |  | <b>985.23</b> | <b>100%</b> |

Source: EPR Analysis (2023)

## Current Zoning

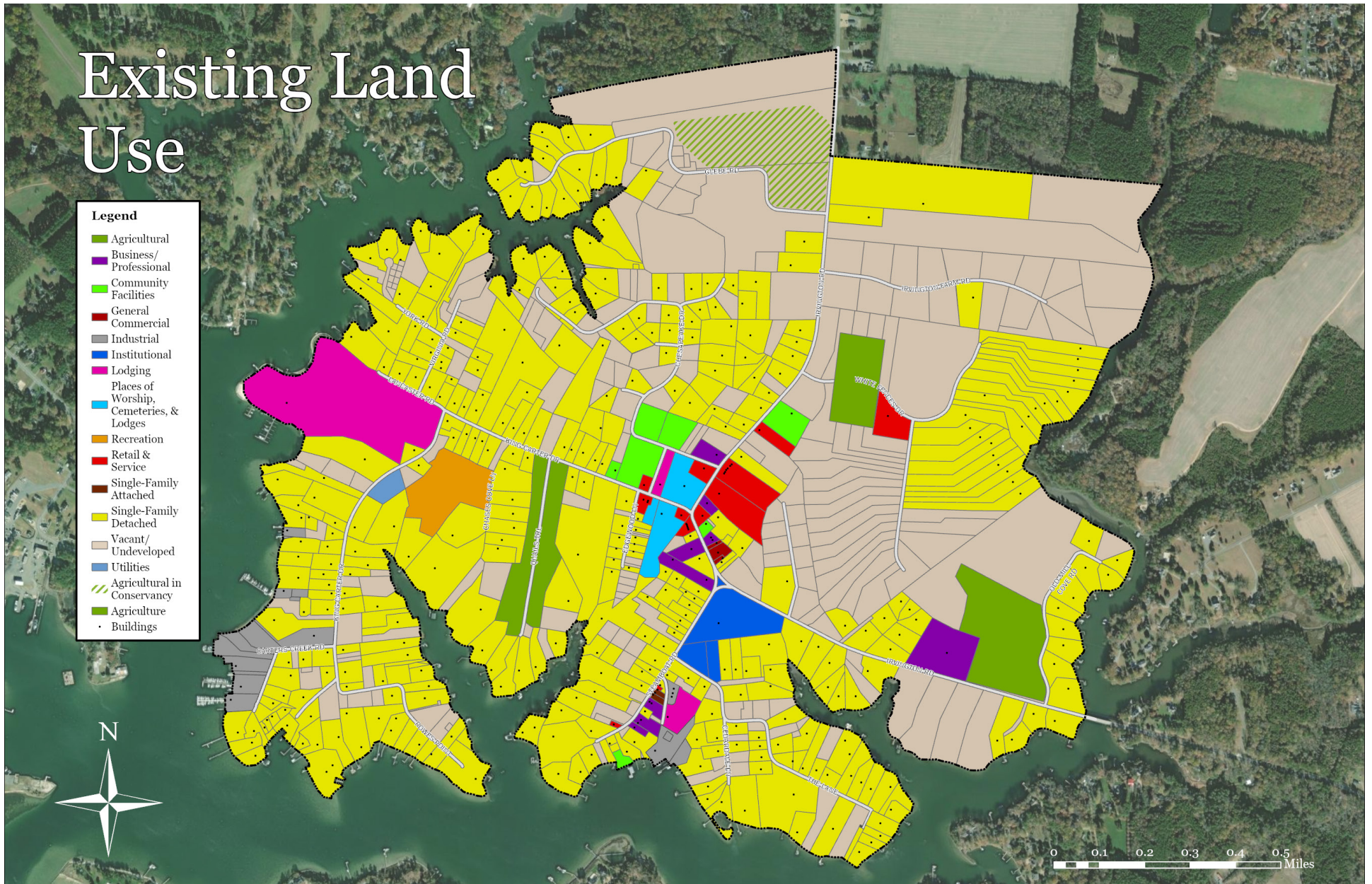
The Existing Zoning Districts Map (Map 14) shows the town's current zoning districts. For the most part, it reflects the Existing Land Use Map. However, it also sets a clear course for Irvington by indicating that the more extensive undeveloped tracts of land in the northern and eastern portions of the town are to be developed at a lower density (one dwelling unit per 2 acres of land) than the existing residential portions of town (one dwelling unit per 1 acre of land for new development). This delineation serves to preserve the small-town and rural atmosphere in Irvington, but it also has the potential to slow the growth of the remaining undeveloped land.

### Key Takeaways

Irvington's current land uses reflect a community geared towards people with primary or secondary homes or those of retirement age who have gravitated to its waterside location and village feel. With limited general commercial and retail uses in Irvington, residents depend on neighboring commercial and retail services in nearby Kilmarnock and White Stone. As Irvington looks to the future, it must balance preserving its village feel and managing the development of its remaining undeveloped land to reflect market trends.

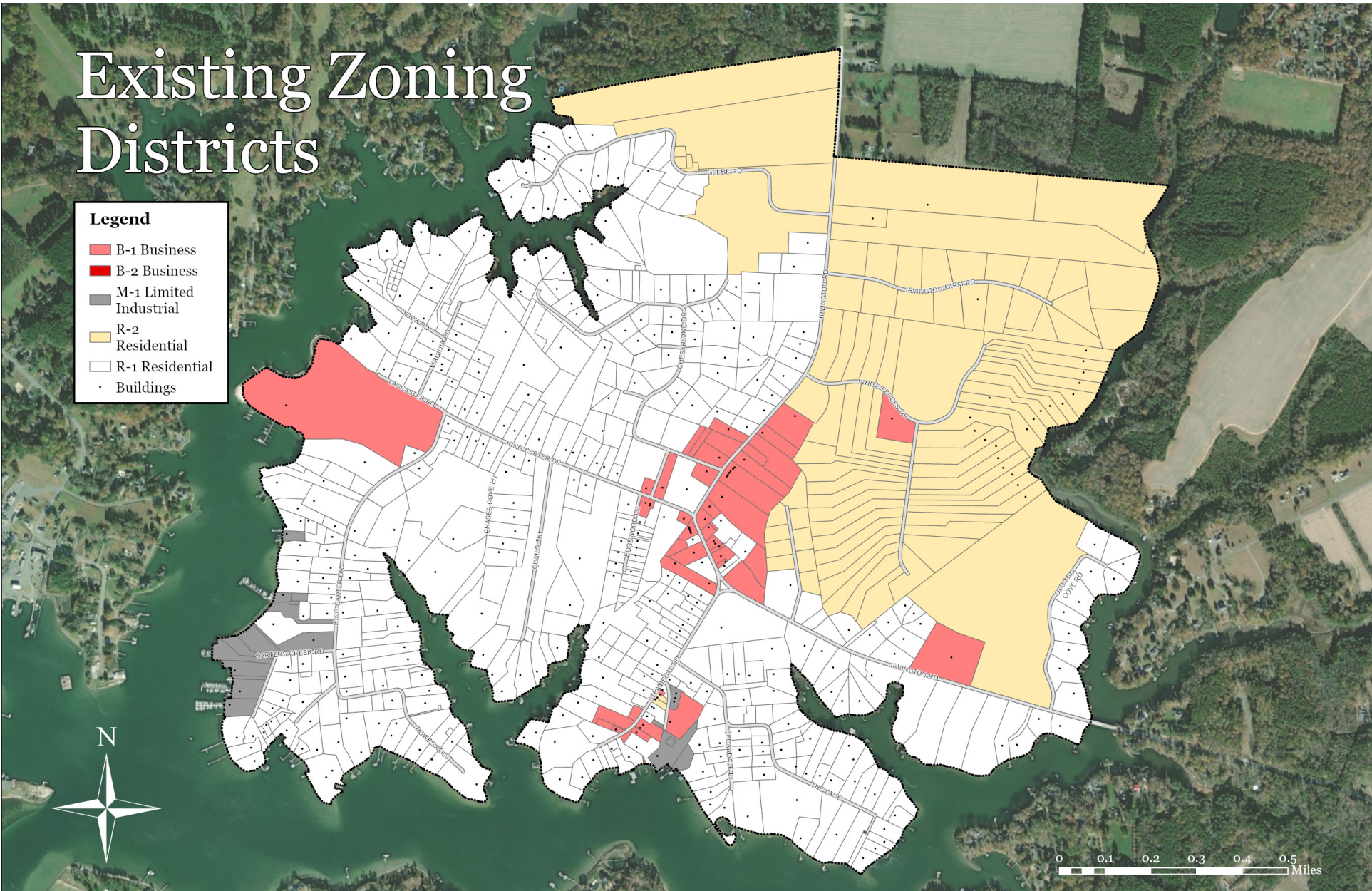


Map 13: Existing Land Use



Source: Town of Irvington, EPR

Map 14: Existing Zoning Districts



Source: Town of Irvington, EPR

# 6. PUBLIC INPUT

## Community Survey

In conjunction with EPR, P.C., the Town conducted a 17-question community survey from June 1, 2022, to July 15, 2022. All town property owners, full-time residents, part-time residents, and business owners were invited to take the survey. Participants were given the option to take the survey online or send in a hardcopy version of the survey via mail. The Town received a total of 395 completed surveys (292 hard copies, 103 online). A summary of all survey responses can be found in Appendix A.

Responses were generally consistent with the content of the 2017 comprehensive plan. Key takeaways included:

- Some support for new businesses and restaurants in town (especially locally-owned ones);
- Some support for new families and full-time residents in town;
- If new housing were to be built, most respondents would prefer it to be consistent with what currently exists in town;
- General support for traffic calming measures and bicycle & pedestrian trail improvements (including connections with surrounding areas);
- Most participants felt that growth should occur thoughtfully and be consistent with the town's existing character;
- Divided opinions on the following topics:
  - » *The prospect of a public sewer system;*
  - » *Potential improvements to the town's waterfront, including public waterfront access;*
  - » *The intensity of future residential development;*
  - » *The potential implementation of a meals tax;*
  - » *Proposed improvements to the Town Commons; and*
  - » *Proposals to extend sidewalks.*



## Stakeholder Meetings

To better understand residents' views on survey topics where there was little to no consensus, EPR, P.C. staff conducted a series of stakeholder meetings in early 2023 to discuss these issues in depth. The consultants spoke with nearly thirty stakeholders, including long-time residents, newer residents, business owners, property owners, and former council members. A summary of responses from the stakeholder meetings is below.

## Public Sewer

- A need for more information about cost, feasibility, etc. before forming an opinion;
- Support for a limited option that serves King Carter Dr. and the Tides Inn;
- Support for a public sewer system that serves the entire town, but where connection would be voluntary;
- Concern that a public sewer system would attract unwanted growth; and
- Some opposition to a public sewer system in general.

## Waterfront Access

- A sentiment that the Gaskins property is sufficient for public waterfront access and that the Town should pursue a right of first refusal;
- Some support for amenities like a fishing pier, a small waterfront park, a restaurant with waterfront access, a place to put small craft in the water, etc., but a sense that they should not be prioritized over more pressing needs;
- Some concern that public water access in town would attract too many people and unwanted traffic; and
- A need for more information about cost, feasibility, purpose, etc. before forming a strong opinion either way.

## Future Residential Development

- Strong support for preservation of the town's existing character;
- Acceptance of additional single-family residential development in line with existing zoning that happens without any specific intervention by the Town;
- Opposition to multifamily housing; and
- An interest in more smaller, less expensive single-family housing options for young families and those looking to age in place.



## Traffic Calming

- All participants were in favor of some form of traffic calming in town;
- Some participants were in favor of enhanced enforcement, speed traps, a police officer on duty, etc.;
- Some support for speed bumps and bump-outs;
- Some support for traffic circles and other efforts that could also enhance beautification; and
- Some support for enhanced golf cart access throughout town as well as improvements to crossings and parking.

## Meals Taxes

- A need for more information and clarity on what the meals tax would be used for before forming a strong opinion either way;
- Conditional support for a meals tax with a defined purpose and end date;
- Opposition to any additional taxes and a sense that the Town has enough money; and
- Support for a meals tax around 2.5% that goes directly towards a sewer system.

## Town Commons Improvements

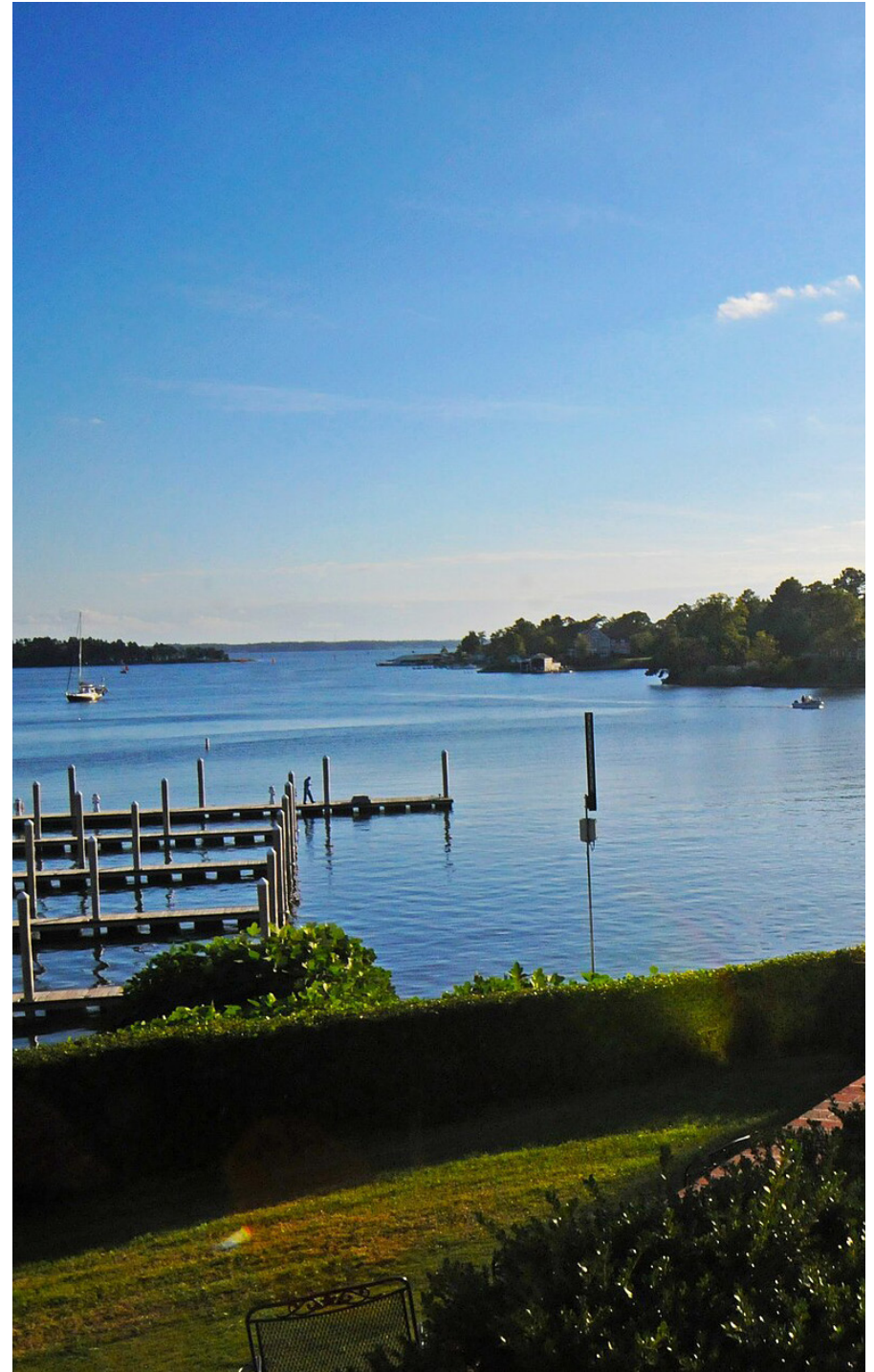
- General support for minor, inexpensive improvements to landscaping, beautification, etc.;
- Support for public restrooms, specifically mobile ones that are less costly and easier to install/remove;
- Support for resurfacing the tennis courts;
- Support for refurbishing the playgrounds;
- Satisfaction with things the way they are; and
- Opposition to spending significant money on improving the Commons.

## Sidewalk Improvements

- General support for repairing existing sidewalks;
- Some support for adding sidewalks to both sides of Irvington Rd. in areas where it only exists on one side
- Some support for filling in gaps where there is no sidewalk;
- General opposition to installing sidewalks in West Irvington due to ditches, encroachment on private property; and
- Some support for widening sidewalks where feasible.

## Key Takeaways

The community survey and subsequent stakeholder meetings elicited valuable input regarding Irvington's future. Respondents generally supported new local businesses, restaurants, families, and full-time residents. Moreover, they desired any new housing to be consistent with the town's existing style and called for thoughtful growth that maintains its character. However, residents were divided over several critical issues, such as introducing a public sewer system, waterfront improvements, the scale of future residential development, a potential meals tax, improvements to the Town Commons, and the extension of sidewalks. The results of the stakeholder meetings further elucidated these contentious topics, highlighting a recurrent need for more information and clarity on the details and financials of proposed changes and an overarching desire to preserve the town's character while balancing growth and community needs. These findings underscore the necessity of careful planning, clear communication, and community engagement in any future developments and decisions in Irvington.





# 7. DEVELOPMENT INTEREST

Several landowners and developers have expressed an interest in the development of land they control. In all cases, land has already been subdivided and approved by the Town to develop additional single-family homes. The highlights of these development interests are outlined in the following section.

## Approved Development

**Vineyard Meadow** – Thirty-five (35) lots of approximately 2 acres each have been subdivided and approved for single-family homes along White Fences Road and the paved Road to Nowhere. At this point, no development has occurred.

**Irvington Farms** – Seventeen (17) lots of approximately 2 acres each have been subdivided and approved for single-family homes along paved Irvington Farms Road. At this point, only one home has been built.

**Unnamed Subdivision** – Ten (10) lots ranging from 0.7 to 1.2 acres each have been subdivided and approved for single-family homes along an unnamed right-of-way that runs north-south just to the east of the house at 4693 Irvington Road. At this point, no development has occurred.

**The Continued Revival and Renovation of the Tides Inn** – The hotel is into its fourth consecutive year of renovations and creating new programming and spaces. The last few years have seen a fresh new look at the Tides Inn’s indoor spaces, guest suites, and the creation of activity spaces such as The Maker Space, a pottery and painting studio for the creative guest. The Boutique was redesigned to showcase new high-value items, and the Front Desk and Lounge areas were given a fresh new comfort look. Upgrading all hotel spaces is intended to draw higher net worth individuals for longer stays, driving short-term business for the hotel, town, and surrounding areas. Recent and upcoming upgrades include:

- **The new Beach & Shoreline Trail** - In 2021, the Tides Inn embarked on an extensive restoration of its shoreline to reestablish wetlands, attract wildlife, promote responsible recreation, and replenish habitat for aquatic life in collaboration with Friends of the Rappahannock (FOR). The \$3.6 million project includes complete beach restoration with 18,000 square feet of “living shoreline” along Carter’s Creek and 1,300 linear feet of new wharf along the water’s edge; 150 linear feet of oyster reef; preservation of approximately 30 old-growth trees; 42 new trees; and 21,000 shoreline and upland plants.
- **The Spa** - The current spa will be transformed into an upscale, enhanced facility that will allow the Tides Inn to compete with the best spas in the country. Larger, more luxurious guest rooms and a wider array of treatment options will be available at the new spa.



- **Conference Facilities** - A complete renovation of all three meeting spaces is projected for early 2024, ensuring expanded business options and new opportunities for locals to use the Tides Inn for their meetings or weddings.
- **New Restaurant Outlet** – The historic Chesapeake Restaurant, Sunroom, and Chef’s Kitchen are being renovated. Destined to open on April 1, 2024, this new space includes a new bar, an expanded dining room to accommodate more guests, and a unique private dining room for private events.
- **Renovated Hotel Rooms** - At 70 rooms, the Tides Inn will continue to take guest suites offline over the next few years until all rooms are completely renovated.
- **New Back of House Area** – This will redirect all staff and vendor traffic away from the main entrance road and remove all Engineering and Grounds buildings and equipment into a new warehouse space out of Guest areas.

The Town has approved the above plans. There are currently no final plans for the Lodge Site across Carter’s Creek.

## Downtown Development Proposal

An Irvington property owner and regional developer has put forward a vision for the central business district of Irvington as a mixed-use development with pedestrian and bicycle connections that blends residential, commercial, cultural, and institutional uses in which those functions are physically and functionally integrated. This proposed development would take the form of a “town block” of mixed-uses in a complex of buildings along both sides of Irvington Road with small office, business, retail, and restaurant establishments at the ground level, moderately priced apartment or condominium residences on the upper floors, and off- street parking to minimize impacts on Irvington Road. This development would utilize a consistent design concept and have a strong neighborhood character, continuing the trend that started with the development of the Dredge Restaurant and adjoining shops. The actual plans and details are still under consideration.

The Town recognizes that there has already been much investment in acquiring land resources to implement this vision. In conjunction with the long-term plans for improvements at the Tides Inn, the planned improvements for Irvington’s central business district should bring additional business activity to Irvington. The final concept of small offices, unique shops, boutiques, restaurants, and appropriate housing in Irvington would align with other planned town redevelopment activities.

## Key Takeaways

Further residential development in Irvington is expected to be organic and consistent with existing single-family homes. Continued development and renovation of the Tides Inn will further its place as the premier business in Irvington. The proposed vision for developing the Irvington Road business area awaits market demand and infrastructure development. As Irvington looks to the future, it must balance preserving its village feel and managing the development of its remaining undeveloped land to reflect market trends.



# 8. ECONOMY

## Background

Irvington developed as a steamboat community during the 1890s and early 1900s. The town’s position along the shores of Carter’s Creek supported both commercial enterprises and tourism, and the town quickly grew into a bustling village offering expanded business enterprises catering to the needs of out-of-town visitors.

An unfortunate fire in 1917 destroyed much of the town, and the end of the steamboat era left Irvington’s economy in a transitional period for several years. Despite these setbacks, present-day Irvington has retained its original charming village aesthetic, a point of pride for residents. Irvington continues to benefit from its idyllic location near the Chesapeake Bay; however, traditional water-based commercial enterprises based on aquaculture have been replaced by service-oriented activities based on tourism and recreational boating. Present-day Irvington is perhaps most well known as the location of the Tides Inn, which opened in 1947 and continues to bring a steady stream of visitors to the town.

## Existing Business Mix

Irvington is home to a tourism-based economy and its associated support industries. Residents depend largely on establishments in nearby Kilmarnock and White Stone for everyday goods and services. Figure 9 details the existing business mix of the

towns of Irvington, White Stone, and Kilmarnock. Most businesses within this three-community “triangle” are concentrated in Kilmarnock and are in the Retail Trade sector. Figure 10 provides a detailed look at this sector and the types of retail establishments within each locality. It is worth noting that Irvington currently has ten establishments that pay a meals tax, indicating the high percentage of businesses that rely on visitors from outside the town and its surrounding area.

**Figure 9: Number of Establishments by Business Type, 2023**

| NAICS Code                                    | Irvington | White Stone | Kilmarnock |
|---|-----------|-------------|------------|
| Agriculture, Forestry, Fishing and Hunting    | 0         | 1           | 0          |
| Mining  | 0         | 0           | 0          |
| Utilities                                     | 0         | 0           | 0          |
| Construction                                  | 1         | 5           | 20         |
| Manufacturing                                 | 5         | 3           | 9          |
| Wholesale Trade                               | 1         | 1           | 9          |
| Retail Trade                                  | 6         | 17          | 68         |
| Transportation and Warehousing                | 1         | 1           | 3          |
| Information                                   | 1         | 1           | 9          |
| Finance and Insurance                         | 4         | 3           | 19         |
| Real Estate and Rental and Leasing            | 2         | 8           | 14         |
| Professional, Scientific, and Tech Services   | 8         | 9           | 26         |
| Management of Companies and Enterprises       | 0         | 0           | 15         |
| Administrative, Support and Waste Management  | 0         | 0           | 1          |
| Educational Services                          | 1         | 0           | 46         |
| Health Care and Social Assistance             | 0         | 2           | 2          |
| Arts, Entertainment and Recreation            | 5         | 1           | 30         |
| Accommodation and Food Services               | 7         | 3           | 30         |
| Other Services (except Public Administration) | 3         | 4           | 46         |
| Public Administration                         | 1         | 4           | 4          |
| Unclassified Establishments                   | 2         | 2           | 7          |
| <b>Total</b>                                  | <b>48</b> | <b>65</b>   | <b>319</b> |

Source: ESRI

**Figure 10: Retail Establishments by Business Type, 2023**

| NAICS Code   | Irvington | White Stone | Kilmarnock |
|--|-----------|-------------|------------|
| Motor Vehicle and Parts Dealers                              | 0         | 2           | 8          |
| Furniture and Home Furnishings Stores                        | 2         | 2           | 1          |
| Electronics and Appliance Stores                             | 0         | 0           | 3          |
| Building Material, and Garden Equipment and Supplies Dealers | 0         | 3           | 4          |
| Food and Beverage Stores                                     | 0         | 4           | 10         |
| Health and Personal Care Stores                              | 0         | 0           | 7          |
| Gasoline Stations with Convenience Stores                    | 1         | 1           | 3          |
| Clothing, Clothing Accessories, Shoe and Jewelry Stores      | 3         | 0           | 15         |
| Sporting Good, Hobby, Book and Music Stores                  | 4         | 4           | 12         |
| General Merchandise Stores                                   | 0         | 1           | 5          |

Source: ESRI

Irvington’s business mix is limited to small, local enterprises catering to out-of-town visitors. The town’s commercial center is characterized by retail trade, professional services, and locally-run luxury boutiques, with a notable absence of day-to-day retail and convenience goods. By contrast, Kilmarnock’s retail environment is more varied.

The following analysis details which retail sectors are represented or underrepresented in Irvington. It should be noted that Irvington is home to a large seasonal population. Therefore, the town is somewhat limited regarding the types of establishments it can realistically support.

### Key Represented Retail Sectors

- **Clothing & Clothing Accessories Stores:** There are currently two clothing stores in Irvington, each offering a limited selection of boutique items.
- **Boat Services:** The town is home to Rappahannock Yachts, a company with services that include new and used boat commissioning, routine yacht maintenance, and full custom restoration. The company’s history is rooted in servicing commercial boats for watermen working in the Chesapeake Bay and its tributaries, and it has made its home along Carter’s Creek for over 35 years. Additionally, Custom Yacht Service is a full-service boatyard specializing in the maintenance and repair of fine pleasure craft in Irvington. Custom Yacht Service offers in-house carpentry, fiberglass, paint, mechanical, and systems expertise to projects big and small.

### Key Underrepresented Retail Sectors

- **Food & Beverage Stores:** The Citgo gas station in Irvington carries a limited assortment of grocery items. Irvington’s nearest full-service grocery stores are the Tri-Star Supermarket and Food Lion in Kilmarnock. Residents must visit neighboring localities to buy most of their food items.
- **General Merchandise Stores:** The Walmart Supercenter in Kilmarnock is the closest convenient location for residents to shop for general home goods and personal care items.
- **Health & Personal Care Stores:** The town does not have a local pharmacy. The nearest town where residents can purchase over-the-counter remedies is Kilmarnock.



## Town Employment

Figure 11 provides a detailed breakdown of each industry within the town by the number of establishments and employees in 2023. Local employment opportunities are relatively limited and are primarily concentrated in service-providing industries. Employers in Irvington support an estimated 442 workers. However, the local labor force only accounts for a fraction of this total. According to U.S. Census Bureau data, as of 2020, 89% of Irvington’s local labor force worked outside the town. This trend indicates that many workers commuting into Irvington to staff local establishments do not live there.

**Figure 11: Employment Breakdown for Irvington (2023 Estimates)**

| NAICS Code  | # of Establishments | # of Employees |
|---|---------------------|----------------|
| Accommodation and Food Services                       | 7                   | 193            |
| Finance and Insurance                                 | 4                   | 67             |
| Professional, Scientific, and Tech Services           | 8                   | 41             |
| Educational Services                                  | 1                   | 32             |
| Arts, Entertainment and Recreation                    | 5                   | 31             |
| Manufacturing   | 5                   | 26             |
| Information   | 1                   | 16             |
| Retail trade  | 6                   | 12             |
| Real Estate and Rental and Leasing                    | 2                   | 11             |
| Construction  | 1                   | 4              |
| Transportation and Warehousing                        | 1                   | 3              |
| Other Services (except Public Administration)         | 3                   | 3              |
| Public Administration                                 | 1                   | 2              |
| Wholesale Trade                                       | 1                   | 1              |
| Agriculture, Forestry, Fishing and Hunting            | 0                   | 0              |
| Mining  | 0                   | 0              |
| Utilities   | 0                   | 0              |
| Management of Companies and Enterprises               | 0                   | 0              |
| Administrative, Support and Waste Management Services | 0                   | 0              |
| Health Care and Social Assistance                     | 0                   | 0              |
| Unclassified Establishments                           | 2                   | 0              |
| <b>Total</b>  | <b>48</b>           | <b>442</b>     |

Source: ESRI

## The Tides Inn

The Tides Inn is by far the largest employer in Irvington, accounting for 35% (156) of all employees within the town and 81% of total employment in the Accommodation & Food Services sector. The Tides Inn also serves as a significant tourism asset for Irvington.

## Northern Neck Insurance Company

The Northern Neck Insurance Company is the second-largest employer in Irvington and will employ an estimated 50 persons in 2023. Northern Neck Insurance Company’s client base extends far beyond Irvington and the Northern Neck region, and its employees represent 75% of the town’s total Finance and Insurance sector employment.

## Chesapeake Academy

The Chesapeake Academy is an independent co-educational day school serving students from the Northern Neck and Middle Peninsula regions in pre-kindergarten through eighth grade. The Academy employs roughly 32 people and has been an institution in Irvington since its founding. The Chesapeake Academy makes up 100% of the town’s total Educational Services sector employment.

## Income

*Note: It is important to note that the margin of error for American Community Survey (ACS) data at the town level is significantly higher than the reported margins of error at the county and state levels. As of the 2010 Census, the U.S. Census Bureau does not collect the level of detailed data previously gathered via the “long form” Census questionnaire. Before the 2010 Census, the Census Bureau shifted to collecting much of the household and economic data via the more frequently conducted ACS process. The ACS methodology is based on smaller sample sizes and consequently has higher margins of error, a fact that is particularly pronounced for small localities like the Town of Irvington. **Therefore, we emphasize that the American Community Survey figures reported in this section of the Plan are estimates with limitations. They are meant only to serve as references to guide future planning efforts.***

Local income levels provide a snapshot of the local socioeconomic conditions. Figure 12 provides a detailed breakdown of the comparative income status for Irvington and the surrounding communities of the region. Irvington’s median household income is higher than its regional counterparts and the Commonwealth overall

**Figure 12: Comparative Income Status (2021 Estimates)**

| Locality              | Median Household Income | Margin of Error |
|-----------------------|-------------------------|-----------------|
| Irvington             | \$109,861               | ±\$40,058       |
| Kilmarnock            | \$37,589                | ±\$7,146        |
| White Stone           | \$45,417                | ±\$23,158       |
| Northern Neck         | \$59,455                | ±\$12,307       |
| Lancaster County      | \$64,460                | ±\$8,707        |
| Northumberland County | \$61,291                | ±\$7,873        |
| Richmond County       | \$58,955                | ±\$26,095       |
| Westmoreland County   | \$53,113                | ±\$6,554        |
| Virginia              | \$80,963                | ±\$731          |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates

The American Community Survey also estimates that in 2021, up to 5.3% of Irvington residents were below the poverty level, even with the town’s higher overall income. Comparatively, 10.9% of Lancaster County’s population was reported below the poverty level during the same time frame.

Irvington is home to a high proportion of adults over the age of 62 who may be reliant upon Social Security as their primary source of income. Some of these older adults may be previously self-employed individuals who do not have significant additional resources to draw upon in retirement. Households that mainly rely on or only have Social Security income in retirement often are low-income. The 2021 American Community Survey estimates support this theory in that perhaps as many as 14.2% of persons 65 years old and older in Irvington have annual incomes below the poverty level.

Figure 13 provides a detailed breakdown of income sources by locality. At the town and regional levels, the proportion of households with Social Security income is significantly higher than those at the state level. This trend speaks to the comparatively high number of retirees living in the Northern Neck region and Irvington.

**Figure 13: Comparative Income Sources (2021 Estimates)**

| Locality      | Percentage of Households with social Security Income | Percentage of Households with Retirement Income |
|---------------|--|---|
| Irvington     | 48.4%  | 28.2%   |
| Northern Neck | 40.6%  | 27.3%   |
| Virginia      | 29.5%  | 26.7%   |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates

## Key Takeaways

Irvington has retained the village environment associated with its initial founding as a thriving steamboat community. This characteristic sets it apart both economically and aesthetically from surrounding localities. The town's present economy comprises primarily small, locally-run enterprises, with the notable exceptions of the Tides Inn, Northern Neck Insurance Company, the Chesapeake Academy, Custom Yacht Service, and Rappahannock Yachts. Local businesses are supported mainly by out-of-town visitors and offer goods and services that cater to that demographic. Irvington's major employers attract employees from surrounding localities.

The size of Irvington's existing labor force is insufficient to support the staffing needs of the town's major employers, as evidenced by the fact that most of their employees commute to Irvington from surrounding localities for work. Town residents must visit neighboring localities to access basic goods and services, such as grocery items and affordable, everyday clothing.

The size of the existing permanent resident population and the town's proximity to larger commercial centers limit its ability to realistically support a more robust retail base.



# 9. COMMUNITY FACILITIES

## Town Office

Irvington's Town Office is located at 4203 Irvington Road. There is discussion amongst Town leadership about seeking a better situation for Town Hall before October 2025.

## The Commons & North Commons

The Town's Commons is a 3.16-acre parcel on King Carter Drive at Tavern Road, and is mainly an open area for public events such as the Irvington Farmers Market. The Commons also includes tennis and pickleball courts with an adjoining garden and a small gazebo.

The North Commons is two parcels totaling 3.24 acres just north of the Commons across Chesapeake Drive. The North Commons is undeveloped at this point.

There have been many discussions about how to develop the Commons/North Commons, but no definitive plans are in place at this time.

## Waterfront

All of Irvington's shoreline is under private ownership. While most of this land contains private residences, other parcels are either undeveloped or home to a waterfront business. Entities like the marinas, the Tides Inn, and the Rappahannock River Yacht Club provide

partial public access to state waters, but only for members, customers, and guests.

One privately owned parcel located off Steamboat Road, called Gaskins Landing, provides public access to the Eastern Branch of Carter's Creek. The site owners allow the public to take advantage of the boat ramp and limited parking for a voluntary fee or donation. Besides Gaskins Landing, Irvington has no areas designated for public access or public use along its shoreline.

## Utilities

Residents and many businesses of Irvington currently provide their own sewer service by on-site septic systems of conventional or advanced design. The Tides Inn operates its own wastewater treatment plants: one in Irvington and one in Weems. ICN Holdings operates an on-site septic system that serves a number of businesses in the central business area. Although environmentally compliant, The Tides Inn would like to be able to shut down their treatment plants, and ICN Holdings desires to eliminate their on-site septic system. In 2022, the Town Council established a Sewer Committee to examine the need and alternatives for alternative wastewater treatment for Irvington. Completed in May of 2022, the Committee concluded that residential on-site systems meet all environmental requirements for

treatment, given our relatively low density of housing. Town business and residential growth could be encouraged by central sewer service.

The Town of Kilmarnock has excess capacity in their wastewater treatment plant and would welcome providing treatment services to Irvington. Capital cost has been one of the key issues as Irvington's average income level makes us ineligible for the Rural Development grants available to many surrounding communities. The Sewer Committee recommended the Town engage a consultant to develop a Preliminary Engineering Report (PER) for a number of sewer alternatives, including a Town Center collection line from the Tides Inn to Rt. 200 and heading north out of town, as well as a complete Town collection system. Both alternatives would entail wastewater treatment by Kilmarnock. A PER is a requirement to qualify for low-cost loans and grants from the Department of Agriculture's Rural Development Program.

A contract was issued to Bowman in July of 2023 to prepare the PER. Later that month, the Town Council passed an Ordinance for a 3% meals tax in spirit to fund a Town Center Sewer Collection line if affordable and supported.



## Other Facilities

Public schools are the responsibility of Lancaster County, but Irvington is home to the Chesapeake Academy, a private school serving students from pre-kindergarten through 8th grade. Irvington is also home to the Irvington United Methodist Church, Irvington Baptist Church, and the Odd Fellows Lodge.

### Key Takeaways

The public engagement process for this comprehensive plan update revealed conflicting opinions among residents on the level of investment the Town should pursue regarding improvements to community facilities and amenities such as the Town Office, the Commons, and public waterfront access, as well as the prospect of bringing a public sewer system to Irvington:

- The survey generally indicated little public support for significant investment in a new Town Office.
- There was general support for minor, inexpensive improvements to the landscaping and beautification of the Commons and refurbishment of the existing tennis courts and playgrounds.
- Regarding waterfront access, many residents indicated that the existing Gaskins property and other boat ramps and parks near Irvington provided sufficient public water access. However, many participants also supported waterfront amenities such as a small park, a launching point for small watercraft, or a fishing dock. Still, there was a general sense that the Town should not prioritize these improvements over more pressing needs.
- The results of the community survey and stakeholder meetings confirmed that there is little consensus on how the Town should approach the potential installation of a public sewer system. Some participants supported either a townwide system or one that serves King Carter Dr. and the Tides Inn. In contrast, others voiced opposition to the concept altogether, feeling that their existing septic systems were sufficient and expressing concern about the cost of the installation and a sense that it could bring excessive residential and commercial development to Irvington. Still, many participants stated they would need more information about the cost, feasibility, and timeline of installing a public sewer system in town before forming an opinion.

Going forward, the Town should carefully consider feedback received during the public engagement process before committing to improvements to community facilities and amenities. Additionally, the Town should make every effort to provide as much information as possible regarding the costs, benefits, and potential drawbacks of any proposed improvements.

# 10. TRANSPORTATION

## Roadway Classifications

Irvington’s road network includes routes classified by the Virginia Department of Transportation (VDOT) as minor arterials and minor collectors. These classifications denote the kind of function each roadway serves. Arterials are intended to emphasize mobility, the efficiency by which traffic can move. Collectors are designed to emphasize access, connecting different uses along the route. Each functional classification exists on a scale between providing efficient mobility and access via points of entry and exit. The VDOT Functional Classifications for roads in Irvington are represented graphically in the Roadway Functional Classifications map. The Proposed Transportation Improvements map highlights roads and intersections that could benefit from pedestrian, bicycle, and traffic calming improvements.

## Roadways and Traffic Volumes

Irvington’s three primary roadways are Irvington Road (State Route 200), King Carter Drive, and Steamboat Road. Traffic volumes and Functional Classifications made by VDOT for each of these roads are explored in detail in the following section.

Figure 14 presents traffic volumes for Irvington’s three primary roadways from 2011 to 2021. Traffic levels along King Carter Drive and Steamboat Road have remained relatively flat. However, traffic volumes along Irvington Road have increased in recent years.

**Figure 14: Major Roadway Annual Average Daily Traffic (AADT), 2011-2021**

| Roadway           | 2011 | 2013 | 2015 | 2017 | 2019 | 2021 |
|-------------------|------|------|------|------|------|------|
| Irvington Road    | 6300 | 6300 | 5500 | 5000 | 6000 | 7000 |
| King Carter Drive | 588  | 588  | 540  | 573  | 575  | 668  |
| Steamboat Road    | 643  | 643  | 643  | 643  | 643  | 497  |

Source: VDOT

### Irvington Road (State Route 200)

Irvington Road enters the town from White Stone to the east and serves as the town’s primary access road, connecting visitors and residents to the local commercial center and Kilmarnock to the north. VDOT classifies it as a Minor Arterial roadway. This classification generally indicates higher mobility through movement and linkages to cities, large towns, and other major traffic generators.

### King Carter Drive

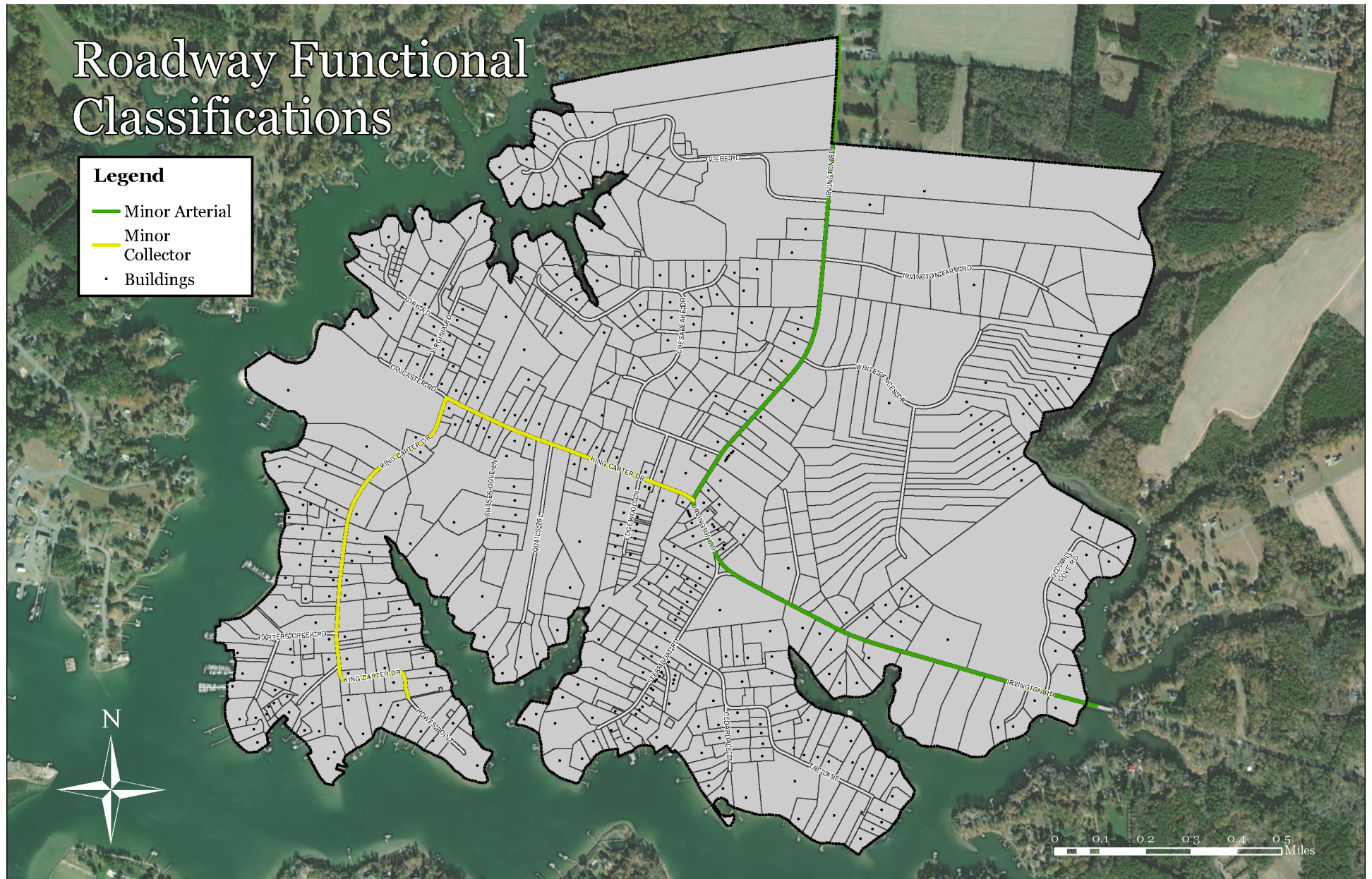
VDOT classifies King Carter Drive as a Minor Collector. This classification indicates that it collects traffic from major traffic generators and connects the local road network to larger arterial roadway systems.

King Carter Drive’s most heavily trafficked segment begins at its intersection with Irvington Road. It terminates at Winstead Drive, just before the gate of the Tides Inn, where it makes a sharp turn south following the ridge of the western peninsula. The Steamboat Era Museum, Hope & Glory Inn, and a concentration of single-family homes are located along King Carter Drive.

### Steamboat Road

Steamboat Road intersects with Irvington Road at its northernmost point (known locally as “The Triangle”) and continues south to its natural terminus at the shore of Bridge Cove. It provides access to Chesapeake Academy, several local businesses, and an enclave of single-family homes with commanding views of the Eastern Branch of Carter’s Creek. Steamboat Road is not classified under the VDOT classification system even though it experiences comparatively high traffic volumes.

Map 15: Roadway Functional Classifications



Source: VDOT

Due to high traffic volumes along these three major roads, traffic calming measures, including rumble strips, flashing warning lights, high visibility crosswalks with pedestrian flashing lights, and bump-outs, have been installed along Irvington Road at and near its intersections with King Carter Drive and Steamboat Road. These improvements have been somewhat effective in enhancing pedestrian safety and lowering the speed at which vehicles travel through the area. The town has not yet implemented “softer” traffic calming measures such as street trees, roundabouts, and brick crosswalks, but such interventions could be useful tools to calm traffic.

## Alternative Transportation Options

Communities that foster walkable environments with a cohesive alternative transportation network see a decrease in car dependence and healthier, happier residents. Walkable communities further benefit from decreased parking demands and higher volumes of foot traffic along commercial corridors.

According to the Department of Housing and Urban Development’s Location Affordability Index for Irvington, a four-person household with two commuters earning the local median income drives an estimated 31,000 miles per year and spends approximately

29% of its annual income on transportation. Town residents must visit surrounding localities to access goods and services and are primarily dependent upon cars as their primary source of transportation. The burden of transportation increases to 36% of annual income for working individuals who must travel outside of Irvington to access employment opportunities.

Figure 19 details local means of transportation to work as provided by American Community Survey estimates. Note that public transportation as a means of commuting to work is excluded from these results as it is not currently available to Irvington residents.

**Figure 19: Means of Transportation to Work (2011-2021 Estimates)**

| Means of Transportation to Work | 2011 | Margin of Error (2011) | 2021 | Margin of Error (2021) |
|---------------------------------|------|------------------------|------|------------------------|
| Drove alone                     | 212  | ±86                    | 169  | ±62                    |
| Carpooled                       | 2    | ±4                     | 16   | ±15                    |
| Walked                          | 0    | ±95                    | 2    | ±4                     |
| Other means                     | 0    | ±95                    | 5    | ±8                     |
| Worked at home                  | 53   | ±34                    | 29   | ±20                    |

Source: U.S. Census Bureau American Community Survey 5-Year Estimates

As Figure 19 indicates, private vehicles are the most common means of transportation to work for Irvington residents. However, it should be noted that the small sample size of the American Community Survey for Irvington means that the margin of error is especially large for underutilized transportation. Despite this lack of precision, the findings demonstrate that very few workers in Irvington use modes of transportation other than personal automobiles when commuting to work.

Workers in Irvington generally do not walk to work, likely because little of the local workforce is employed within Irvington, making further commutes necessary. There has been a slight increase in the number of reported bicycle commuters in town.

## Public and On-Demand Transportation

Irvington does not currently offer a public transportation network; however, several regional on-demand transportation options are provided through various sources, including Bay Transit and Virginia Rides. Additional on-demand services are limited to seniors, persons with disabilities, and non-emergency medical needs.

# Walking and Biking

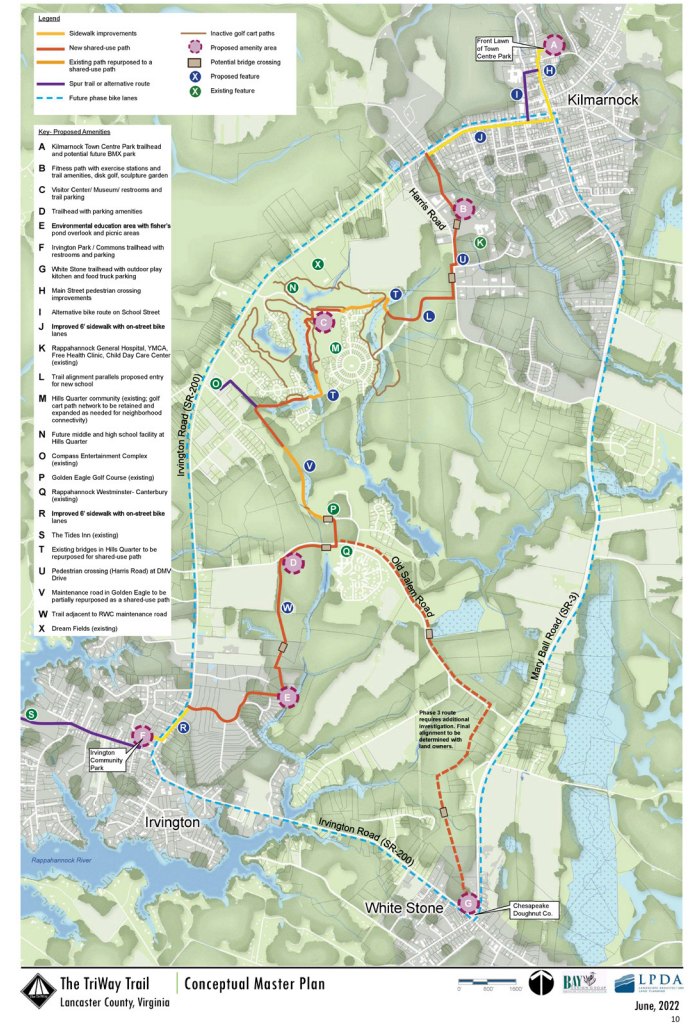
Sidewalk connectivity within and around the central commercial corridor and surrounding neighborhoods generally meets residents' needs. However, many who participated in the public engagement process for this comprehensive plan update indicated that some segments of existing sidewalks need repair, and there was widespread support among participants for repairs to the existing sidewalk network. Additionally, some participants expressed support for filling gaps where no sidewalks exist. However, there was some opposition to installing sidewalks in West Irvington due to potential encroachment on private property.

No formal bicycle infrastructure is currently in place, such as shared lane markings and/or protected bicycle lanes. This lack of infrastructure is a safety concern that should be mitigated, particularly along higher-traffic bike routes such as Irvington Road, King Carter Drive, and potentially Steamboat Road.

In recent years, Lancaster County has proposed a nine-and-a-half-mile walking and biking trail known as the TriWay Trail, which will connect Irvington, Kilmarnock, and White Stone. The planned trail, widely supported by citizens and representatives at all levels, will traverse the County's growth zone and connect major service providers, entertainment complexes, and commercial establishments. Facilitated by a group of community volunteers under a public/private partnership, the initiative has received approval and financial backing from the County's Board of Supervisors. The plan has garnered significant public support, with many property owners committed to donating rights-of-way.

The TriWay Trail Master Plan proposes an asphalt multi-use path down White Fences Drive, eventually turning north out of town towards Kilmarnock. This multi-use path would connect with Irvington Road at its intersection with White Fences Drive. Additionally, the plan proposes widening sidewalks from 4' to 6' on Irvington Road from its intersection with White Fences Drive to its junction with King Carter Drive, an on-street bike lane down that segment of Irvington Road, and a spur trail/on-street bike lane down King Carter Drive towards the Tides Inn.

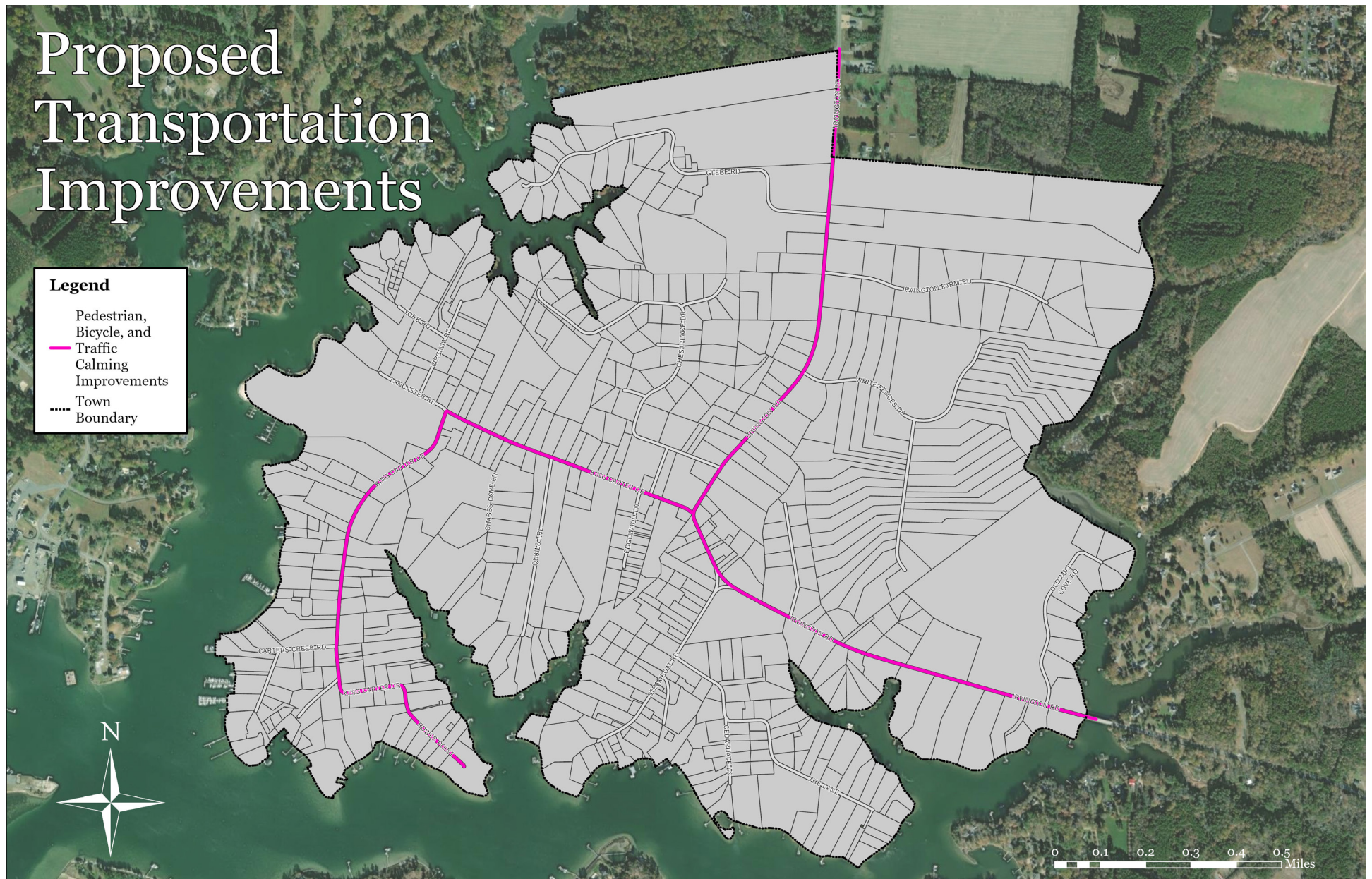
Figure 20 provides a list of proposed transportation improvements and their estimated costs. Map 16 shows the locations of proposed transportation improvements.



**Figure 20: Proposed Transportation Improvements & Cost Estimates**

| Project  | Length             | Estimated Cost per unit | Total Cost Estimate |
|--|--------------------|-------------------------|---------------------|
| Install street trees every 30 feet along both sides of Irvington Rd. between Pittman’s Dr. and its intersection with Steamboat Rd. as a traffic calming measure                            | 0.7 miles          | ~\$421 per tree         | ~\$53,500           |
| Install street trees every 30 feet along both sides of King Carter Dr. between its intersection with Irvington Rd. and Hearold Ln. as a traffic calming measure                            | 0.9 miles          | ~\$421 per tree         | ~\$67,500           |
| Install thermoplastic bike lane lines and signage along both sides of Irvington Rd. to enhance bicycle safety and accessibility  | 4.28 miles         | \$175,000 per mile      | ~\$749,000          |
| Install thermoplastic bike lane lines and signage along both sides of King Carter Dr. from its intersection with Irvington Rd. to Winstead Dr. to enhance bicycle safety and accessibility | 1.18 miles         | \$175,000 per mile      | ~\$206,500          |
| Repair/replace sidewalks and complete gaps in the existing sidewalk network to provide full pedestrian access to adjacent residential and commercial uses                                  | ~1,000 linear feet | ~\$750,000 per mile     | ~\$142,500          |
| Install visual entrances to town limits on Irvington Rd.   | N/A                | N/A                     | ~\$50,000           |

Map 16: Proposed Transportation Improvements



Source: VDOT

## Key Takeaways

The Town's current transportation infrastructure fosters a primarily car-dependent environment. Although sidewalk connectivity within the central commercial corridor and its surrounding neighborhoods is generally adequate, there are gaps in sidewalk coverage, and some segments of the existing sidewalk need repair. Additionally, some parts of town are largely isolated from alternative transportation networks. It is equally important to consider that connectivity to surrounding localities is currently limited to vehicular transportation. Because residents frequently travel along Irvington Road to access goods and services offered in Kilmarnock, it would be beneficial to explore options for increasing connectivity via the TriWay Trail. The benefits of investing in alternative forms of transportation within the Town include increasing accessibility for existing and future residents and visitors, which in turn bolsters the "village" atmosphere that the Town has carefully cultivated throughout its history.

It is also essential to consider that many retired individuals are attracted to locations that allow them to age in place with conveniently accessible recreational, cultural, community, and commercial amenities. Often, aging residents desire to eventually forego their car as their primary source of transportation to avoid the stress and financial burden of car dependency. Irvington's current and projected demographic makeup emphasizes the importance of ensuring that the community meets the needs of retirees. Notably, the same accessibility is often desired by young families. Therefore, investing in an expanded transportation network is essential in ensuring that the Town provides for current and potential future residents.



# 11. THE PLAN

## Overview

This section outlines the community's vision for its future and the goals, strategies, and tactics needed to move that vision forward. Per the Code of Virginia, the Plan component must also contain a generalized land use plan that encourages an orderly, harmonious arrangement of land that will meet the present and future needs of the locality. This is typically accomplished through a Future Land Use Map that represents the locality's vision for the development and/or redevelopment of the land within its boundaries.

## Goals, Strategies & Tactics

### **Goal A: Preserve and enrich the charm and attractiveness of the Town of Irvington.**

- **Strategy A.1: Protect existing real estate assets and historic resources.**
  - » Tactic (ordinance): Conduct an ongoing review of the zoning and subdivision ordinances to determine code rewrites that protect existing real estate assets and historic charm while balancing individual property rights.
  - » Tactic (program): Explore beautification efforts. Finance landscaping and maintenance of the Town's streetscape that reduce traffic speed throughout Irvington.
- **Strategy A.2: Ensure that organic growth is consistent with the Town's character.**
  - » Tactic (ordinance): Conduct an ongoing review of the zoning and subdivision ordinances to determine code rewrites requiring appropriate densities and uses.

### **Goal B: Enhance Irvington's livability and promote community through a livable, walkable town.**

- **Strategy B.1: Foster active living and safety with bicycle and pedestrian improvements.**
  - » Tactic (policy): Cooperate with Lancaster County and the surrounding towns to implement the TriWay Trail (project) between Irvington, Kilmarnock, and White Stone.
  - » Tactic (capital): Seek VDOT Transportation Alternatives Program funding in several phases for the construction of planned public pedestrian and bicycle facilities.
  - » Tactic (capital): Construct planned pedestrian and bicycle facilities as VDOT award funds become available.
  - » Tactic (program): Minimize through trucks in Irvington.

- **Strategy B.2: Ensure Irvington has state-of-the-art internet and cellular services.**

- » Tactic: See Strategy C.5

**Goal C: Foster the development of the Town’s infrastructure for full- and part-time residents and tourists.**

- **Strategy C.1: Improve the Town’s Commons through playground and tennis court upgrades.**

- » Tactic (capital): Implement the Commons Improvement plan (currently underway).

- **Strategy C.2: Maintain and improve public access to the waterfront.**

- » Tactic (capital): Understand the Gaskins plan for maintaining our current waterfront access.

- » Tactic (capital): Appoint a Waterfront Committee to consider alternatives to Gaskins (currently underway).

- **Strategy C.3: Review alternatives for public sewer service.**

- Tactic (program): Have a consultant develop options for sewer service following recommendations from the Sewer Advisory Panel (currently underway).

- **Strategy C.4: Develop and implement a plan for a new Town Hall by 2025.**

- Tactic (capital): Develop and recommend alternatives to Town Council (currently ongoing).

- **Strategy C.5: Ensure Irvington has state-of-the-art communications infrastructure for cell phone and internet services.**

- » Tactic (program): Have Breezeline present to the Town their plans to provide state-of-the-art internet service to all of Irvington.

- » Tactic (program): Have Verizon and other cell phone service providers present to the Town their plans to provide state-of-the-art cell phone service for all of Irvington.

- **Strategy C.6: Develop traffic calming measures to build on our unique and walkable community.**

- » Tactic (program): Hire a consultant to identify traffic calming measures that will improve safety and walkability in Irvington.

- » Tactic (capital): Fund recommended traffic calming measures through local, state, and federal funds.

**Goal D: Encourage the organic growth of Irvington’s tourism industry while preserving the Town’s quiet waterfront character.**

- **Strategy D.1: Boost tourism by advertising community events.**

- » Tactic (program): Continue to organize and host a widely available calendar of community events.

- » Tactic (program): Provide a map of waterfront access points in Irvington and the surrounding area.

- **Strategy D.2: Foster local business development for a healthy and active main street.**

- » Tactic (ordinance): Conduct an ongoing review of the zoning ordinances to determine code rewrites that would support local business development while limiting chain stores.
- » Tactic (capital): Conduct a feasibility analysis for a sewer system (See Goal C, Strategy C.3).
- » Tactic (capital): Fund the traffic calming plan to build upon our unique and walkable community (See Goal C, Strategy C.6).

**Goal E: Foster Town unity, recreation, and fellowship.**

- **Strategy E.1: Provide a space for planned and informal recreational activities geared toward residents and visitors.**

- » Tactic (capital): Maintain and upgrade playground and recreation equipment at the Town Commons (see Goal C, Strategy C.1).
- » Tactic (program): Organize family events and festivals that draw residents and visitors.
- » Tactic (capital) Fund the traffic calming plan so that people of all ages can safely enjoy walking or biking to restaurants, coffee shops, houses of worship, and other destinations in town. (See Goal C, Strategy C.6)

**Goal F: Continue to preserve and enhance Irvington's waterfront charm.**

- **Strategy F.1: Maintain existing waterfront access points.**

- » Tactic (initiative): Create a relationship with the Gaskins family and a long-term goal to preserve Gaskins Landing (see Goal C, Strategy C.2).
- » Tactic (capital): Formalize a right of first refusal for the Gaskins property in the event the family wishes to sell (part of Goal C, Strategy C.2).
- » Tactic (policy): If the Town secures the Gaskins property, commission a plan of development site improvements.

- **Strategy F.2: Consider alternative public waterfront access (see Goal C, Strategy C.2)**

- **Strategy F.3: Provide tourism information on waterfront access points.**

- » Tactic (program): Develop informational materials on where visitors can find waterfront access in the area.

- **Strategy F.3: Maintain a working waterfront.**

- Tactic (initiative): Develop an understanding of current working waterfront plans by property owners and encourage continued cooperation.

**Goal G: Continue to protect the Town's environmental resources.**

- **Strategy G.1: Ensure that future development aligns with the Chesapeake Bay Preservation Act (CBPA) to protect water quality through regulated land use activities.**
  - » Tactic (policy): Land use policies will focus on safeguarding Resource Protection Areas (RPAs) and minimizing runoff, erosion, and sedimentation to preserve the health of Carter's Creek and the Chesapeake Bay ecosystems.
  - » Tactic (policy): Assess soil conditions before approving septic systems to prevent contamination and system failures. Areas with sandy, poorly draining, or highly erodible soils should be restricted from intensive development to safeguard groundwater and surface water quality.
  - » Tactic (policy): Safeguard potable water supplies by minimizing the use of pesticides, fertilizers, and other hazardous materials near water sources. Land use policies will govern the placement and maintenance of underground storage tanks to prevent groundwater contamination. The Town will also encourage regular well inspections and maintenance, along with efforts to address abandoned wells, to protect public water supplies properly.
  - » Tactic (policy): Incorporate strategies to minimize disruption to fish habitats and aquatic ecosystems. The Town will also promote land use patterns that reduce nutrient and sediment runoff into waterways, supporting the health of Carter's Creek and the Chesapeake Bay.
  - » Tactic (policy): Ensure that docks and piers are sited in locations that minimize impacts on aquatic ecosystems and avoid disrupting tidal flows. The Town will also encourage the use of environmentally friendly materials and designs that reduce disturbance to water habitats.
  - » Tactic (policy): Development will follow guidelines to mitigate stormwater runoff and prevent pollution from reaching waterways. Best Management Practices (BMPs), such as buffer zones and permeable surfaces, will be promoted in new developments to support water quality.
  - » Tactic (policy): Assess high-risk areas along the shoreline and streambanks to identify zones prone to erosion. Restoration efforts, such as living shorelines and native plantings, will be encouraged to combat erosion and enhance habitats. The Town will work closely with property owners to ensure compliance with erosion control regulations and provide technical assistance for effective shoreline management.
  - » Tactic (policy): Redevelopment projects should incorporate measures that reduce pollution, such as stormwater management systems and water-efficient landscaping. Property owners will be encouraged to implement retrofits that decrease runoff and improve water quality, supporting the health of Carter's Creek and the Chesapeake Bay. The Town will coordinate with regional partners to reduce pollution sources, including nutrient loads from agriculture and stormwater systems, ensuring continuous improvement in water quality over time.

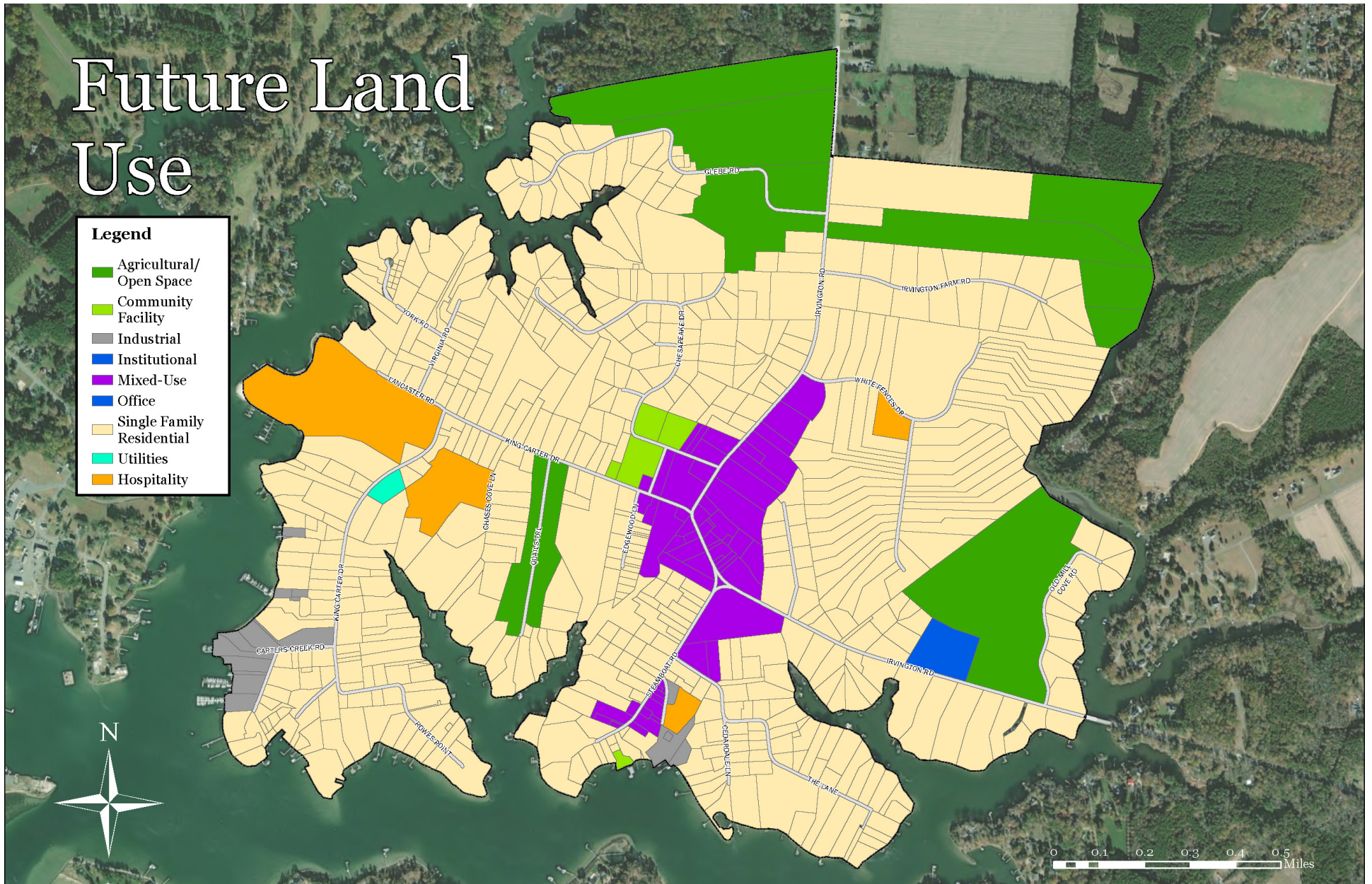
## Future Land Use

The Town of Irvington is poised for thoughtful development that aligns with its commitment to preserving its charm and attractiveness. Key aspects of Irvington's future land use patterns include the protection of natural and historic resources, management of organic growth to maintain the town's character, enhancement of waterfront access, fostering local business development, and ensuring that new developments are in harmony with the town's existing character. In short, future land use in Irvington will be focused on preserving the town's unique charm and historical significance while accommodating controlled and thoughtful growth. Through careful planning and community involvement, Irvington seeks to achieve a harmonious balance between new development and its rich heritage, ensuring a vibrant, livable, and attractive town for future generations.

The Future Land Use map on the following page reflects the goals, strategies, and tactics outlined in this Plan, approved residential development, and a proposed vision for a central business district that involves mixed-use development integrating residential, commercial, cultural, and institutional uses.



Map 17: Future Land Use



Source: Town of Irvington, EPR

# 12. IMPLEMENTATION

The success of a Comprehensive Plan depends on scheduled implementation of the Plan’s goals, strategies, and tactics. The Implementation Schedule on the following pages outlines how the work of realizing the Plan should unfold. This schedule should be monitored and adjusted as needed throughout the life of the Plan.

The → symbol indicates goals, strategies, and/or tactics that are underway or ongoing.

The • symbol indicates anticipated milestones and/or deliverables in the implementation of the Plan.

|   | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | 2032 | 2033 |
|---|------|------|------|------|------|------|------|------|------|------|
| <b>Goal A: Preserve and enrich the charm and attractiveness of the Town of Irvington.</b>   | •    | •    | →    | →    | →    | •    | →    | →    | →    | →    |
| <b>Strategy A-1: Protect existing real estate assets and historic resources.</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (ordinance): Conduct an ongoing review of the zoning and subdivision ordinances to determine code rewrites that protect existing real estate assets and historic charm while balancing individual property rights. | •    | →    | →    | →    | →    | •    | →    | →    | →    | →    |
| Tactic (program): Explore beautification efforts. Finance landscaping and maintenance of the Town’s streetscape that reduce traffic speed throughout Irvington.   | →    | •    |      |      |      |      |      |      |      |      |
| <b>Strategy A-2: Ensure that organic growth is consistent with the Town’s character.</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (ordinance): Conduct an ongoing review of the zoning and subdivision ordinances to determine code rewrites requiring appropriate densities and uses.   | •    | →    | →    | →    | →    | •    | →    | →    | →    | →    |
| <b>Goal B: Enhance Irvington’s livability and promote community through a livable, walkable town.</b>   | •    | •    | →    | →    | →    | →    | →    | →    | →    | →    |
| <b>Strategy B-1: Foster active living and safety with bicycle and pedestrian improvements.</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (policy): Cooperate with Lancaster County and the surrounding towns to implement the TriWay Trails (project) between Irvington, Kilmarnock, and White Stone.*  | -    | -    | -    | -    | -    | -    | -    | -    | -    | -    |
| Tactic (capital): Seek VDOT Transportation Alternatives Program funding in several phases for the construction of planned public pedestrian and bicycle facilities.   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (capital): Construct planned pedestrian and bicycle facilities as VDOT award funds become available.   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |

\* There is currently no scheduled completion date for the TriWay trail, so the schedule for this tactic is not defined.

|  | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | 2032 | 2033 |
|--|------|------|------|------|------|------|------|------|------|------|
| Tactic (program): Minimize through trucks in Irvington.  | ↓    | •    |      |      |      |      |      |      |      |      |
| <b>Strategy B.2: Ensure Irvington has state-of-the-art internet and cellular services.</b>   | •    |      |      |      |      |      |      |      |      |      |
| Tactic: See Strategy C.5   | •    |      |      |      |      |      |      |      |      |      |
| <b>Goal C. Foster the development of the Town’s infrastructure for full- and part-time residents and tourists.</b>   | •    | •    | •    | →    | →    | →    | →    | →    | →    | →    |
| <b>Strategy C.1: Improve the Town’s Commons through playground and tennis court upgrades.</b>  | →    | →    | •    |      |      |      |      |      |      |      |
| Tactic (capital): Implement the Commons Improvement plan (currently underway).   | →    | →    | •    |      |      |      |      |      |      |      |
| <b>Strategy C.2: Maintain and improve public access to the waterfront.</b>   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (capital): Understand the Gaskins plan for maintaining our current waterfront access.   | •    |      |      |      |      |      |      |      |      |      |
| Tactic (capital): Appoint a Waterfront Committee to consider alternatives to Gaskins (currently underway).   | •    |      |      |      |      |      |      |      |      |      |
| <b>Strategy C.3: Review alternatives for public sewer service.</b>   | →    | •    |      |      |      |      |      |      |      |      |
| Tactic (program): Have a consultant develop options for sewer service following recommendations from the Sewer Advisory Panel (currently underway).                        | →    | •    |      |      |      |      |      |      |      |      |
| <b>Strategy C.4: Develop and implement a plan for a new Town Hall by 2025.</b>   | →    | •    |      |      |      |      |      |      |      |      |
| Tactic (capital): Develop and recommend alternatives to Town Council (currently ongoing).  | →    | •    |      |      |      |      |      |      |      |      |
| <b>Strategy C.5: Ensure Irvington has state-of-the-art communications infrastructure for cell phone and internet services.</b>   | •    |      |      |      |      |      |      |      |      |      |
| Tactic (program): Have Breezeline present to the Town their plans to provide state-of-the-art internet service to all of Irvington.  | •    |      |      |      |      |      |      |      |      |      |
| Tactic (program): Have Verizon and other cell phone service providers present to the Town their plans to provide state-of-the-art cell phone service for all of Irvington. | •    |      |      |      |      |      |      |      |      |      |

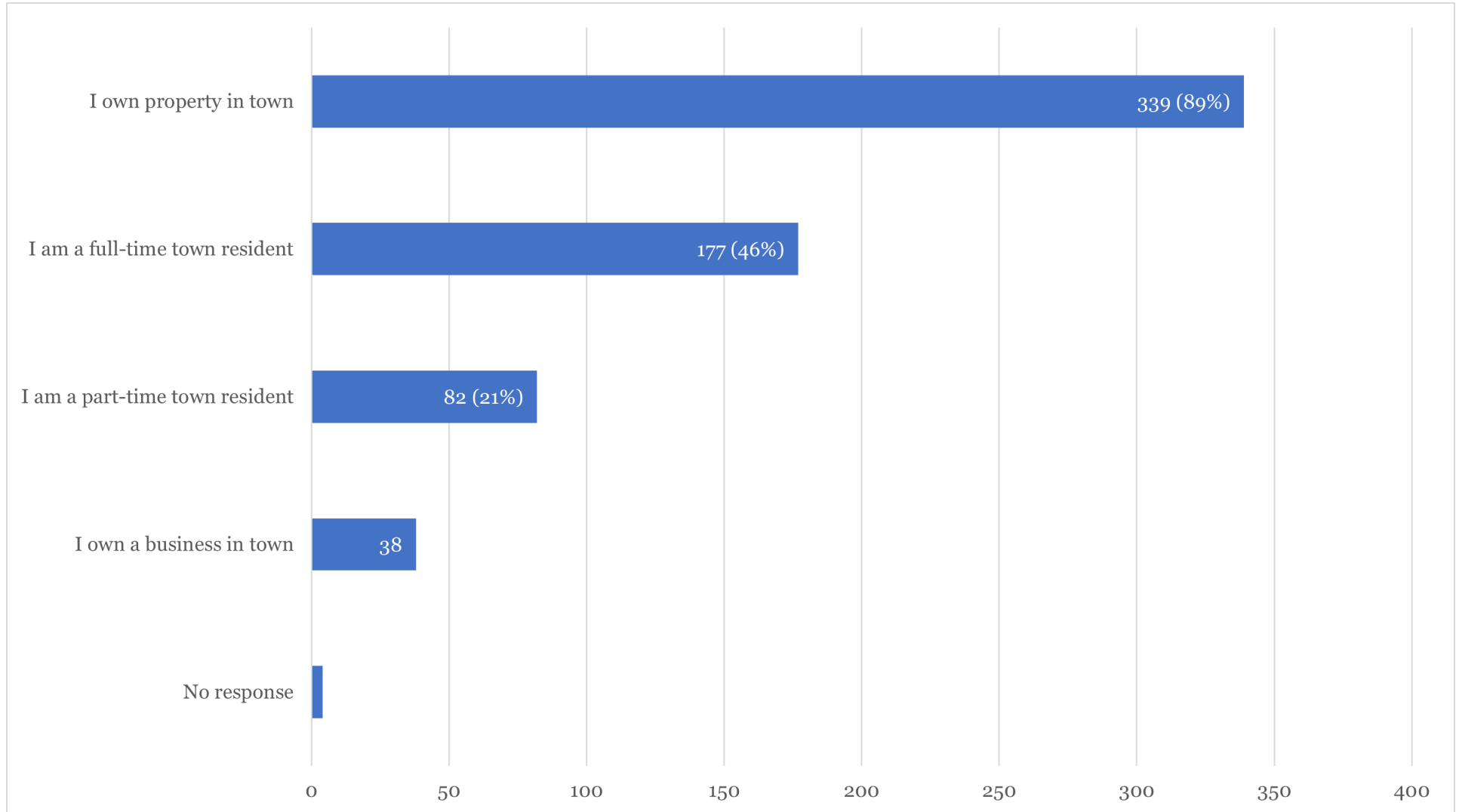


|  | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | 2032 | 2033 |
|--|------|------|------|------|------|------|------|------|------|------|
| <b>Strategy C.6: Develop traffic calming measures to build on our unique and walkable community.</b>   | →    | •    |      |      |      |      |      |      |      |      |
| Tactic (program): Hire a consultant to identify traffic calming measures that will improve safety and walkability in Irvington.  | •    |      |      |      |      |      |      |      |      |      |
| Tactic (capital): Fund recommended traffic calming measures through local, state, and federal funds.   |      | •    |      |      |      |      |      |      |      |      |
| <b>Goal D: Encourage the organic growth of Irvington’s tourism industry while preserving the Town’s quiet waterfront character.</b>  | •    | •    | →    | →    | →    | •    | →    | →    | →    | →    |
| <b>Strategy D.1: Boost tourism by advertising community events.</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (program): Continue to organize and host a widely available calendar of community events.   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (program): Provide a map of waterfront access points in Irvington and the surrounding area.   | •    |      |      |      |      |      |      |      |      |      |
| <b>Strategy D.2: Foster local business development for a healthy and active main street.</b>   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (ordinance): Conduct an ongoing review of the zoning ordinances to determine code rewrites that would support local business development while limiting chain stores.   | •    | →    | →    | →    | →    | •    | →    | →    | →    | →    |
| Tactic (capital): Conduct a feasibility analysis for a sewer system (See Goal C, Strategy C.3).  | →    | •    |      |      |      |      |      |      |      |      |
| Tactic (capital): Fund the traffic calming plan to build upon our unique and walkable community (See Goal C, Strategy C.6).  |      | •    | →    | →    | →    | →    | →    | →    | →    | →    |
| <b>Goal E: Foster Town unity, recreation, and fellowship.</b>  | →    | •    | •    | →    | →    | →    | →    | →    | →    | →    |
| <b>Strategy E.1: Provide a space for planned and informal recreational activities geared toward residents and visitors.</b>  | →    | •    | •    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (capital): Maintain and upgrade playground and recreation equipment at the Town Commons (see Goal C, Strategy C.1).   | →    | →    | •    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (program): Continue to organize family events and festivals that draw residents and visitors.   | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (capital) Fund the traffic calming plan so that people of all ages can safely enjoy walking or biking to restaurants, coffee shops, houses of worship, and other destinations in town. (see Goal C, Strategy C.6) |      | •    |      |      |      |      |      |      |      |      |

|  | 2024 | 2025 | 2026 | 2027 | 2028 | 2029 | 2030 | 2031 | 2032 | 2033 |
|--|------|------|------|------|------|------|------|------|------|------|
| <b>Goal F: Continue to preserve and enhance Irvington’s waterfront charm.</b>  | •    | •    | →    | →    | →    | →    | →    | →    | →    | →    |
| Strategy F.1: Maintain existing waterfront access points.  | •    | •    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (initiative): Create a relationship with the Gaskins family and a long-term goal to preserve Gaskins Landing (see Goal C, Strategy C.2).      | •    |      |      |      |      |      |      |      |      |      |
| Tactic (capital): Formalize a right of first refusal for the Gaskins property in the event the family wishes to sell (part of Goal C, Strategy C.2). | •    |      |      |      |      |      |      |      |      |      |
| Tactic (policy): If the Town secures the Gaskins property, commission a plan of development site improvements.                                       |      | •    |      |      |      |      |      |      |      |      |
| <b>Strategy F.2: Consider alternative public waterfront access (see Goal C, Strategy C.2)</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| <b>Strategy F.3: Provide tourism information on waterfront access points.</b>  | •    |      |      |      |      |      |      |      |      |      |
| Tactic (program): Develop informational materials on where visitors can find waterfront access in the area.  | •    |      |      |      |      |      |      |      |      |      |
| <b>Strategy F.3: Maintain a working waterfront.</b>  | →    | →    | →    | →    | →    | →    | →    | →    | →    | →    |
| Tactic (initiative): Develop an understanding of current working waterfront plans by property owners and encourage continued cooperation.            | •    | →    | →    | →    | →    | →    | →    | →    | →    | →    |

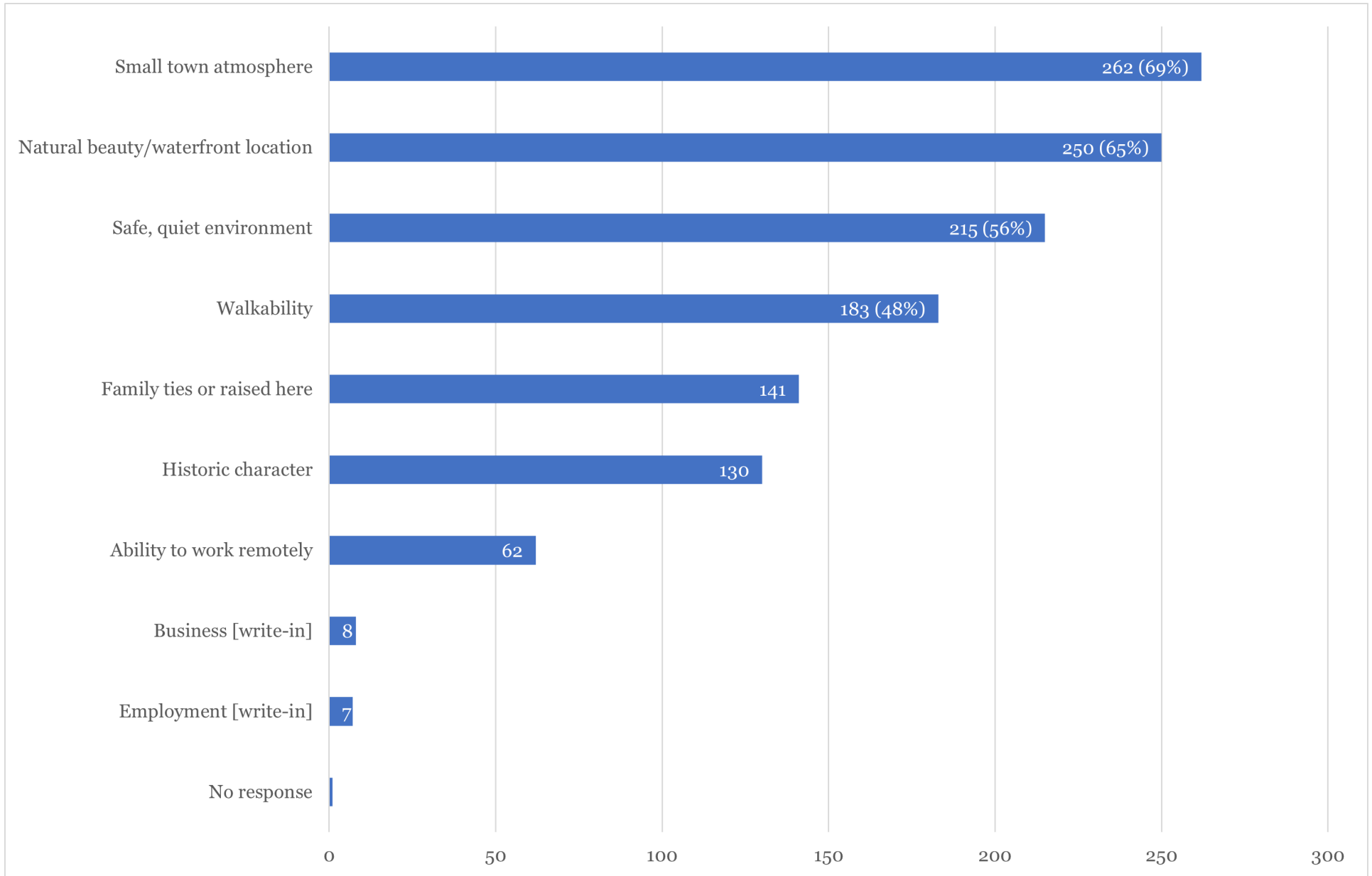
# APPENDIX A: 2022 SURVEY RESULTS

**Figure 20: Respondents**



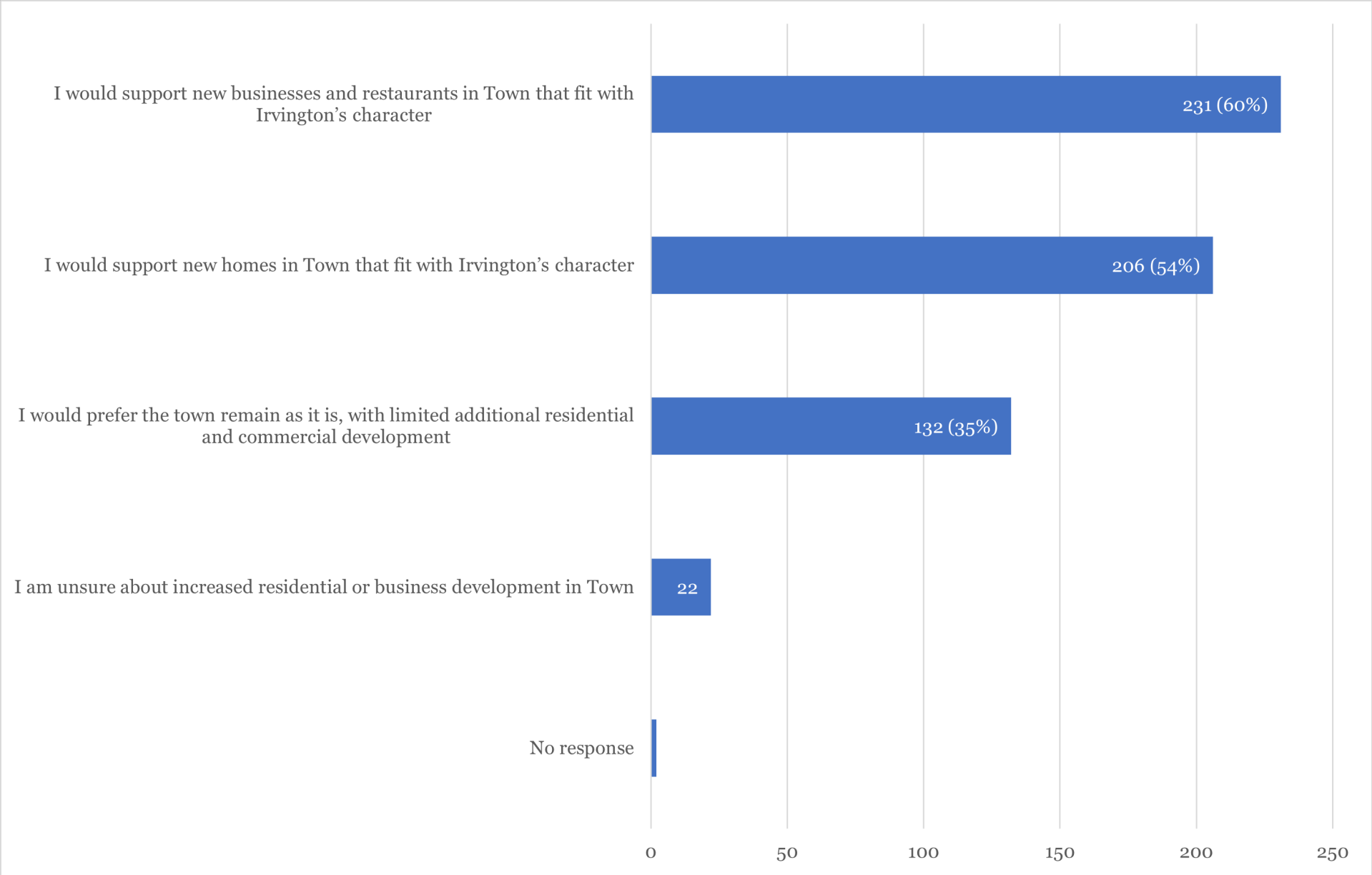
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 21: Top Reasons for Choosing Irvington**



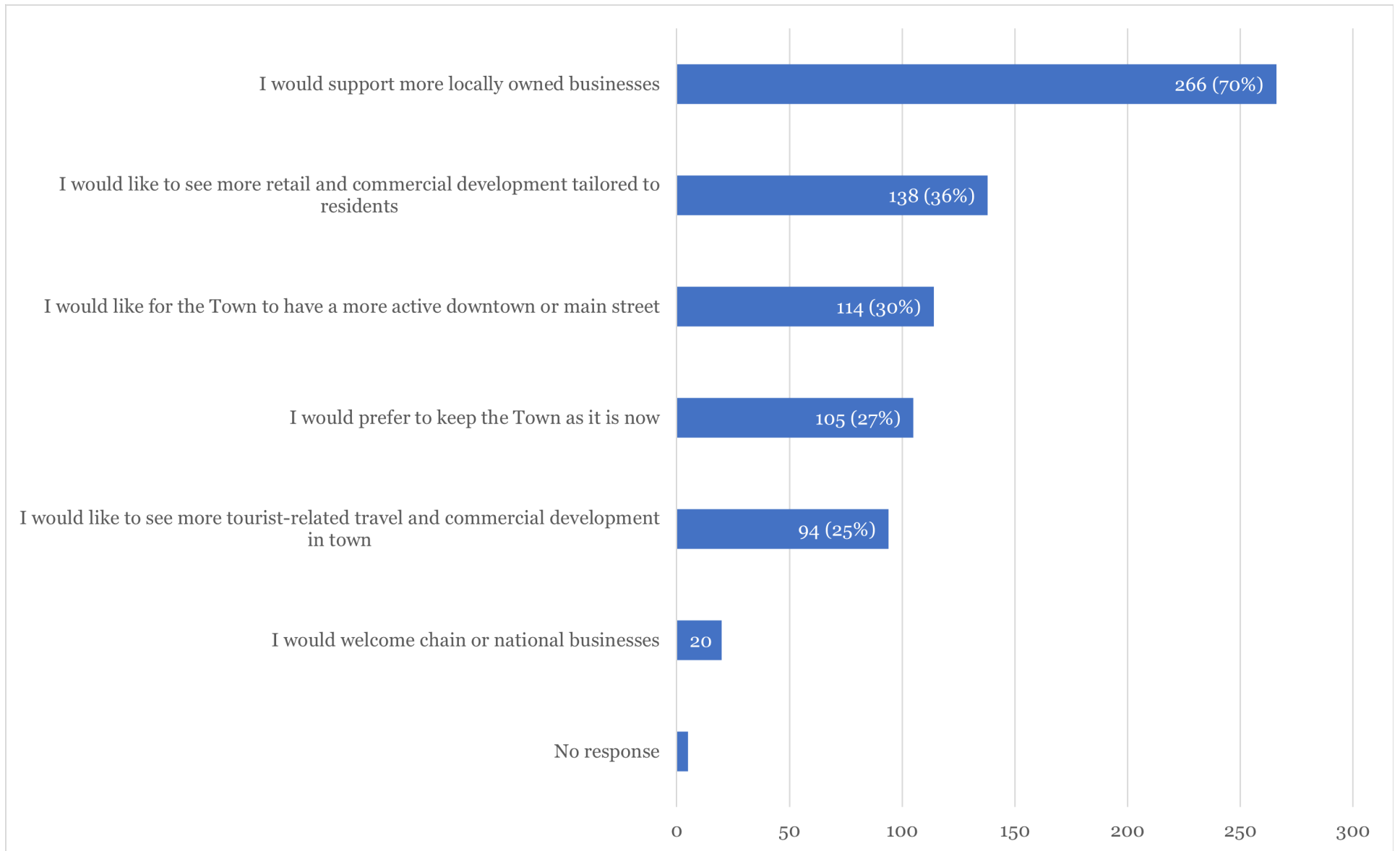
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 22: Opinions on New Growth**



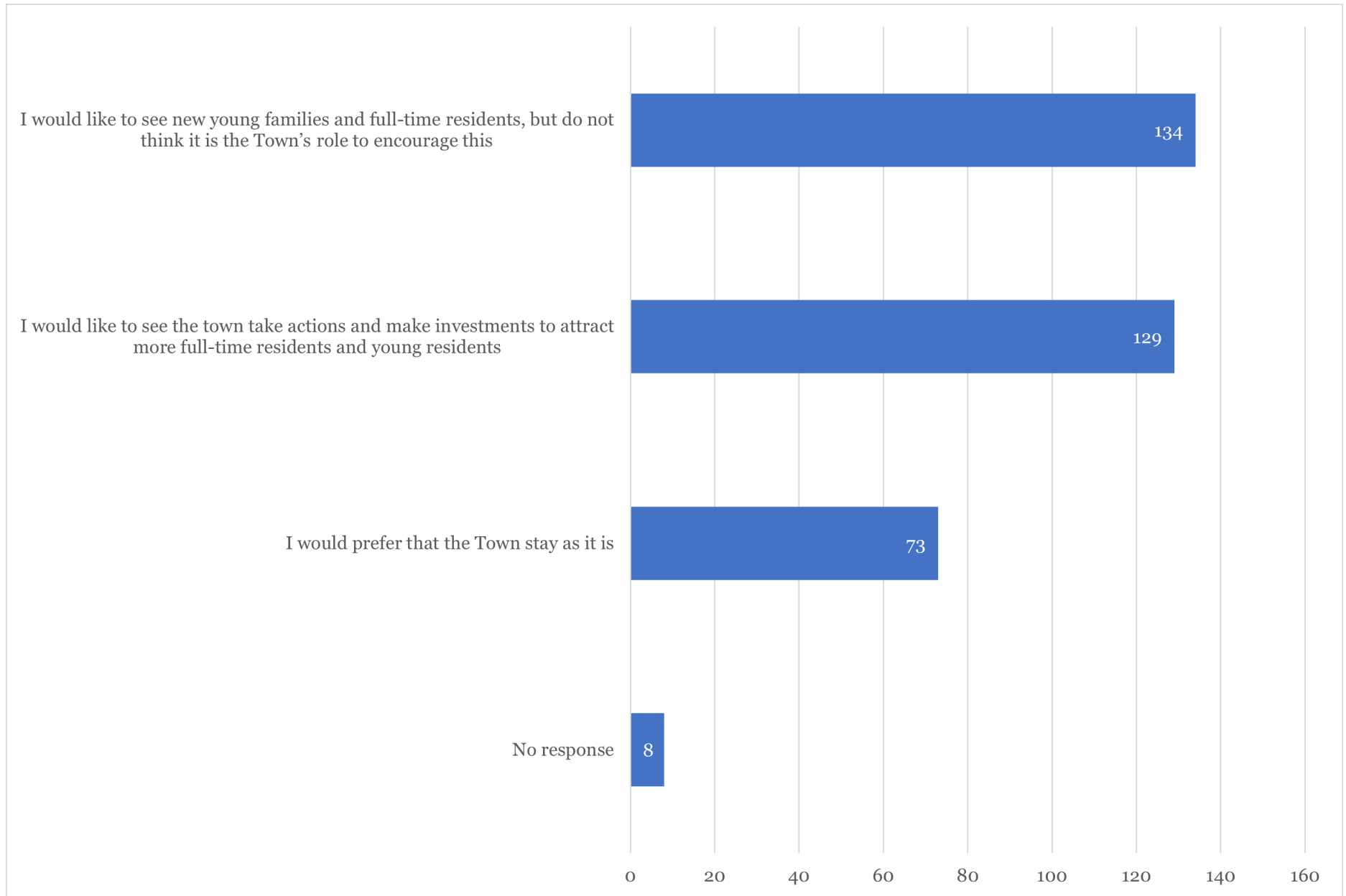
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 23: Opinions on Town Businesses**



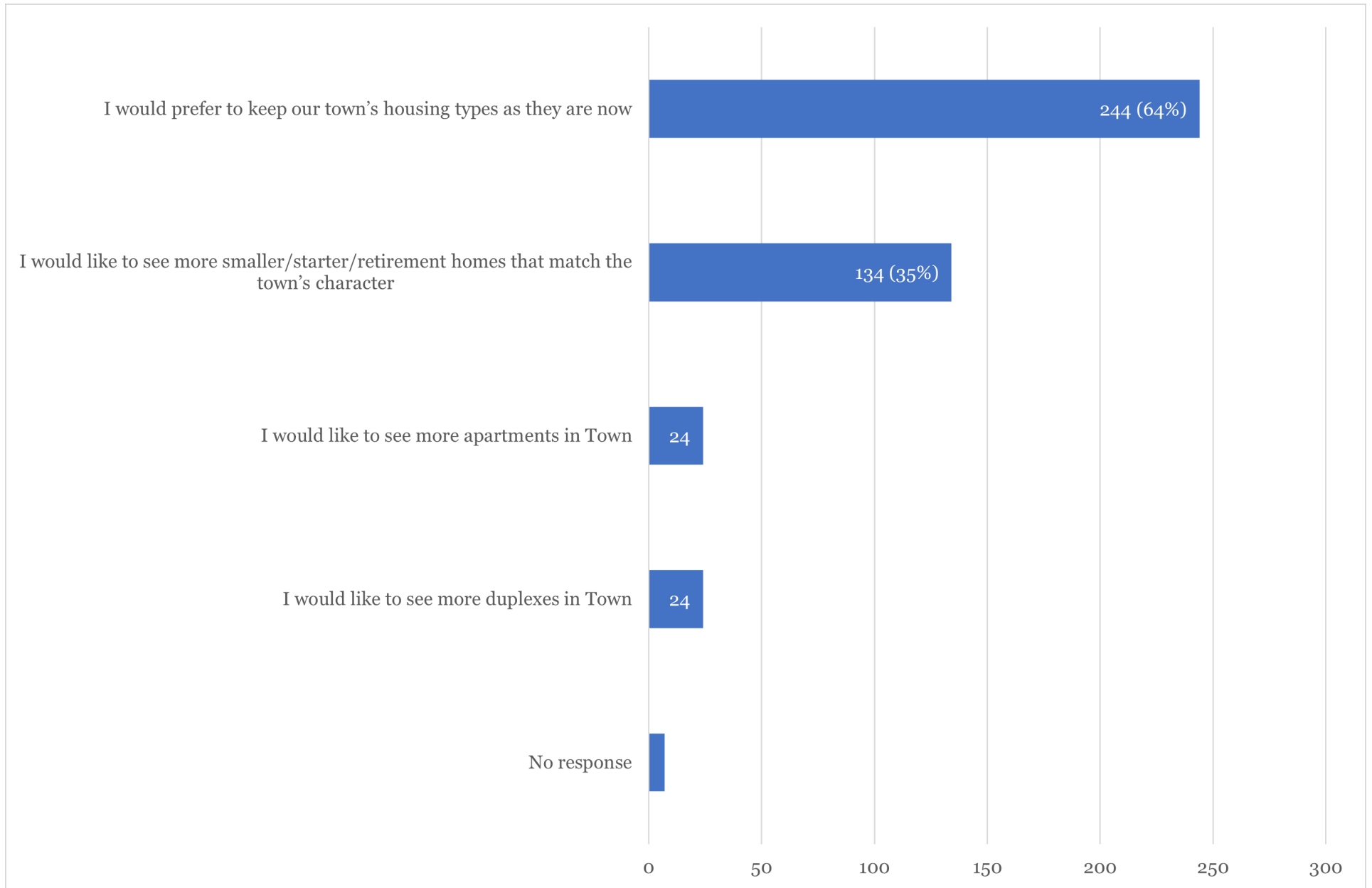
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 24: Opinions on Attracting Young Families and Full-time Residents to Irvington**



*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

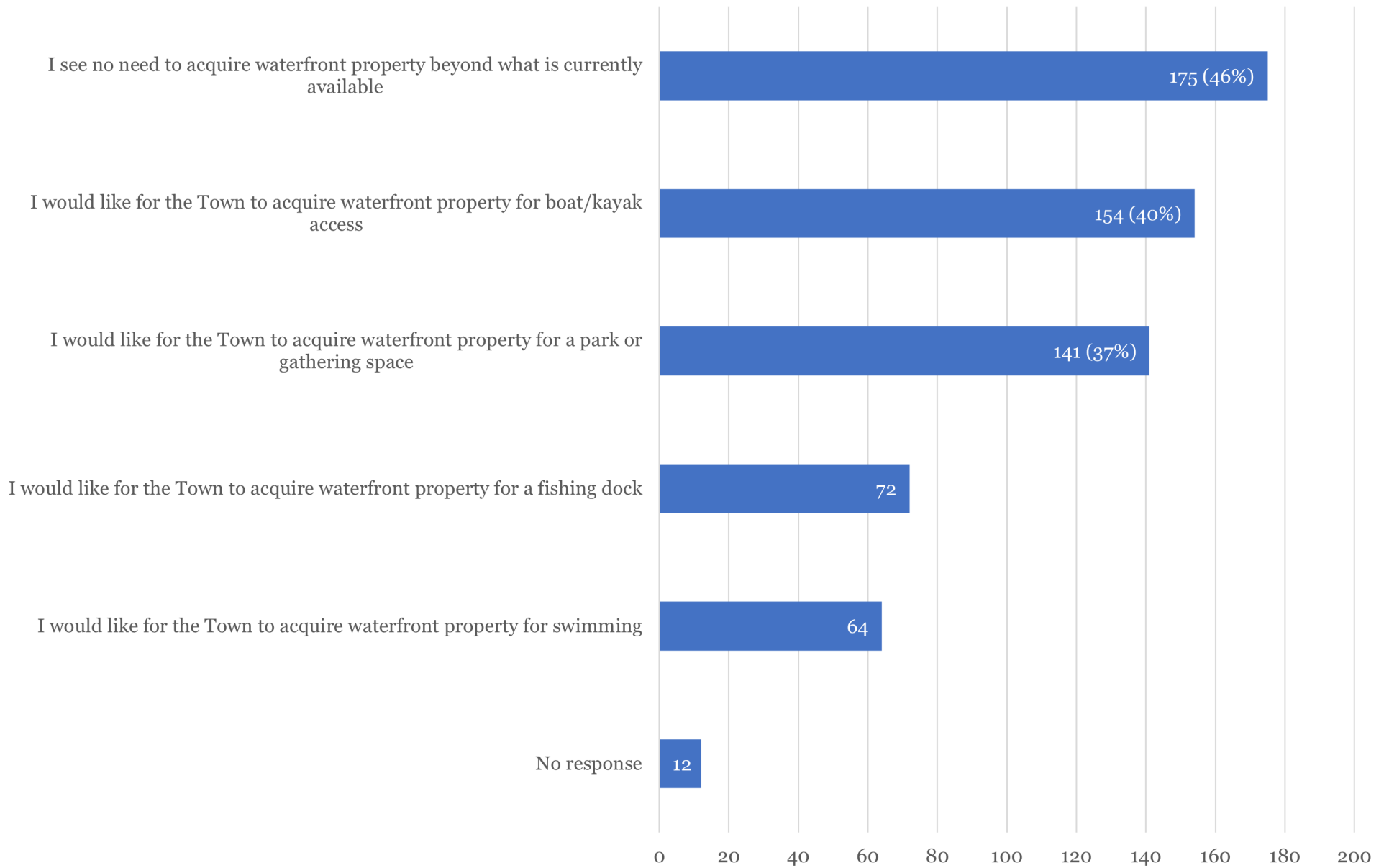
**Figure 25: Opinions on Housing Types**



*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

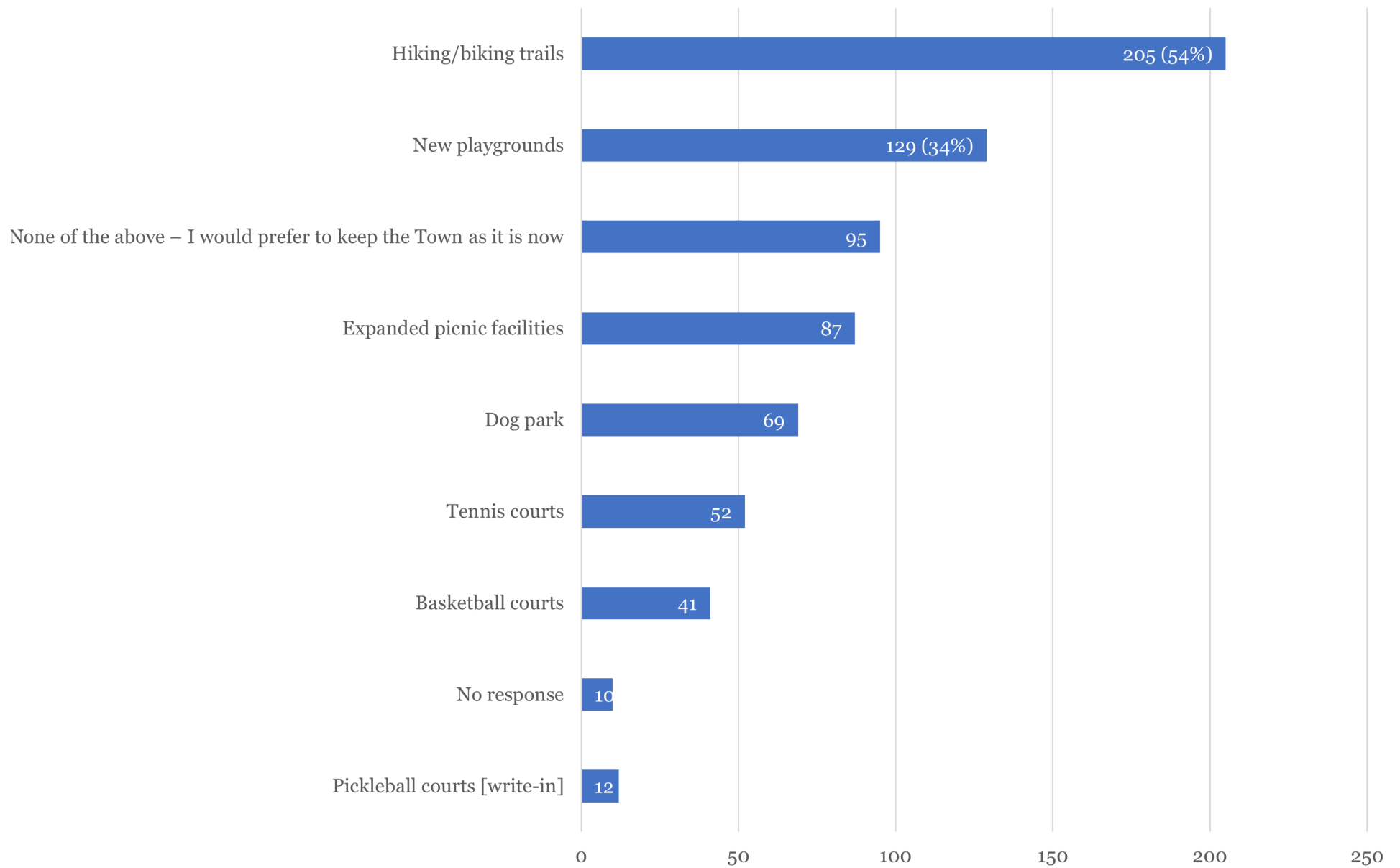


**Figure 26: Opinions on the Waterfront and Public Water Access**



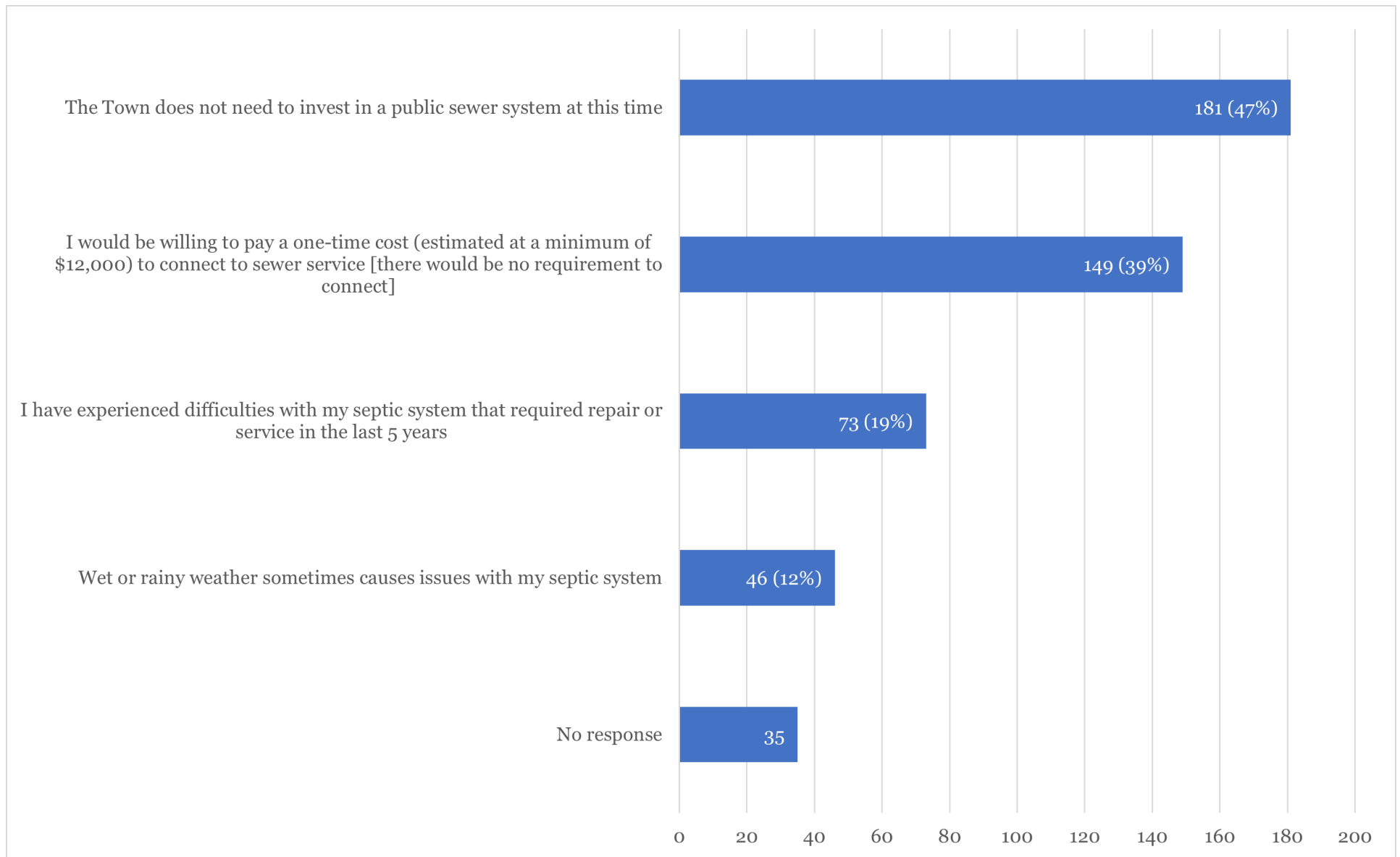
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 27: Desired Recreational Facilities**



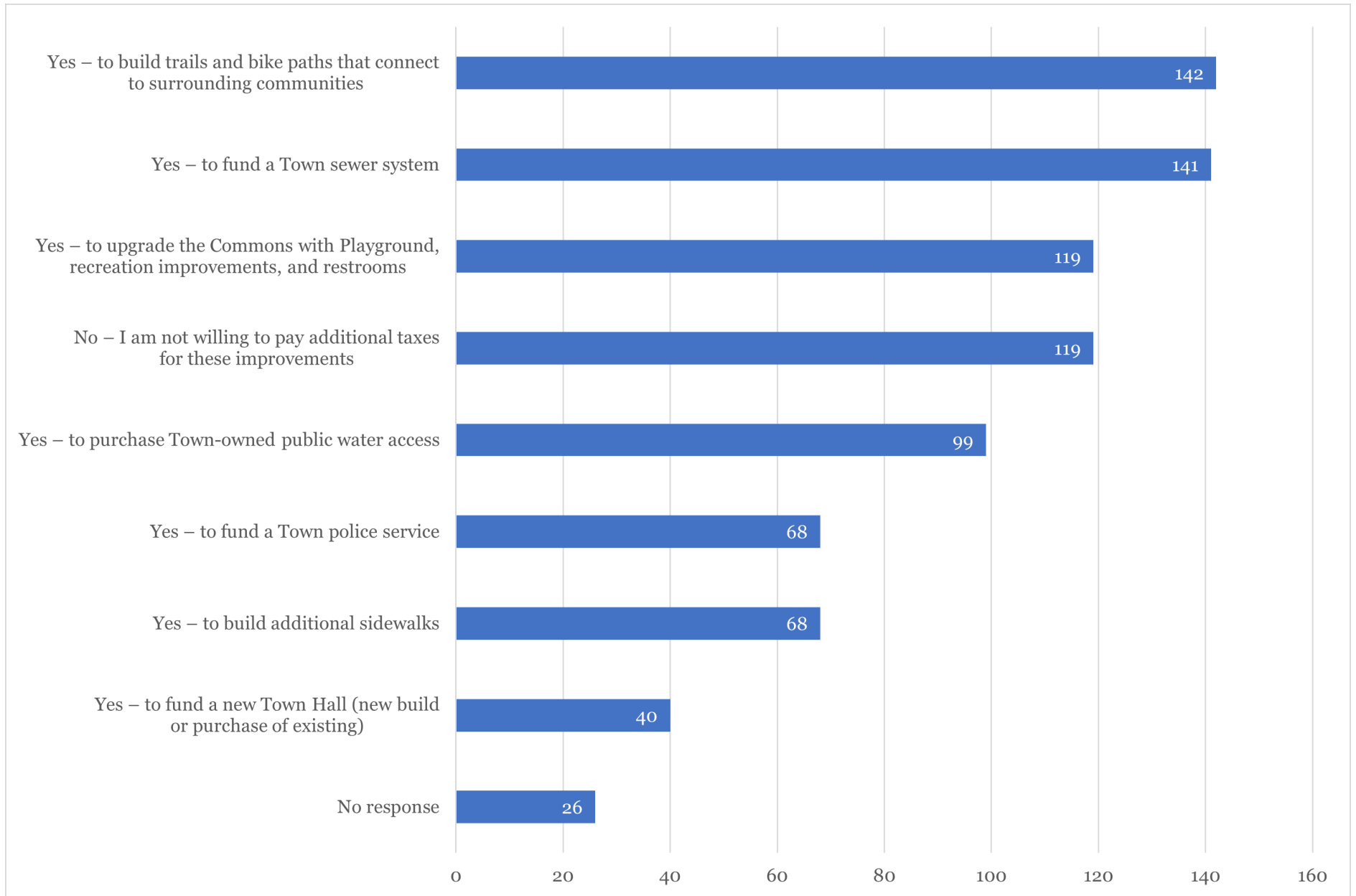
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 28: Opinions on Sewer Services**



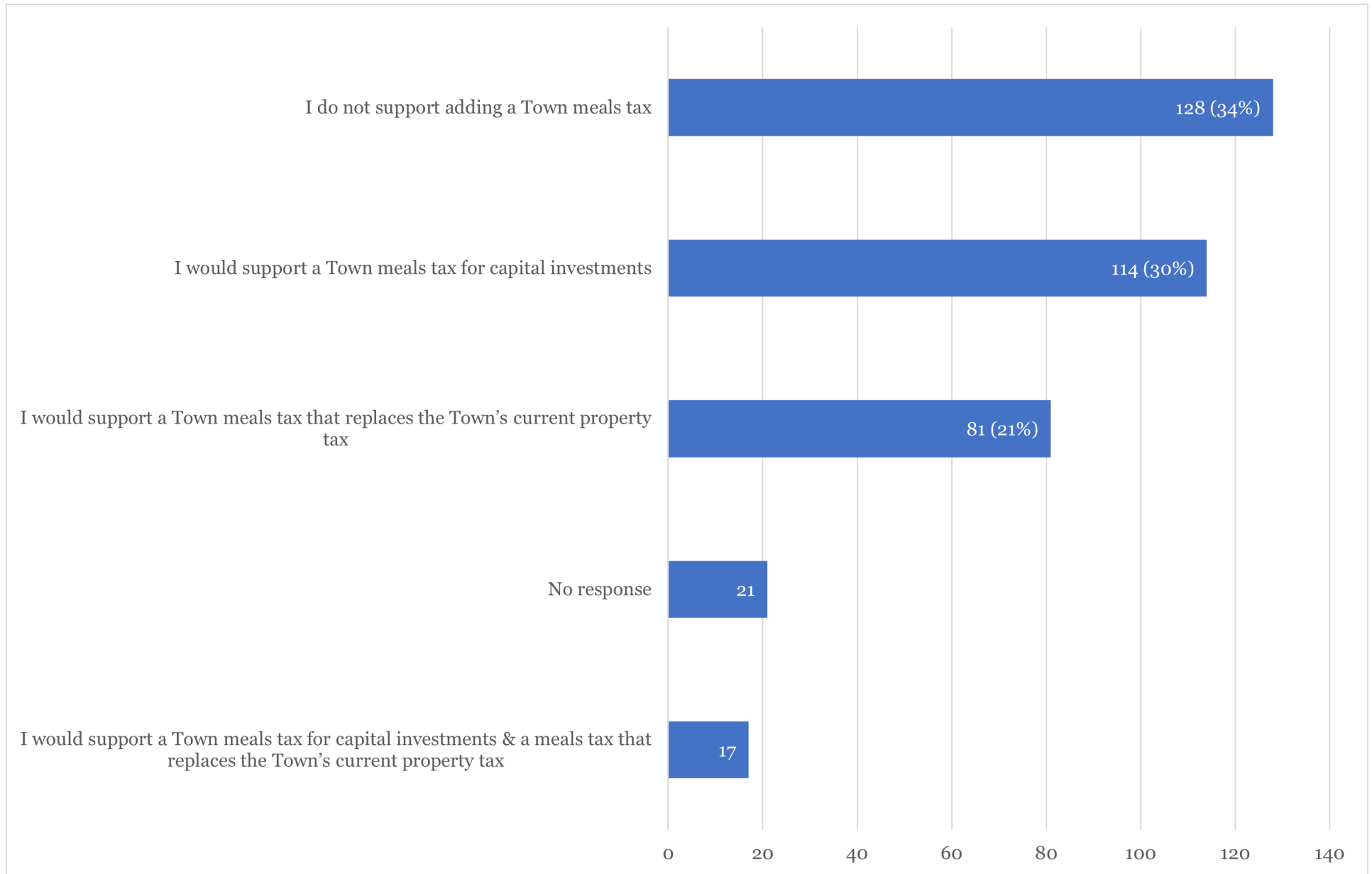
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 29: Support for Additional Taxes and Capital Spending**



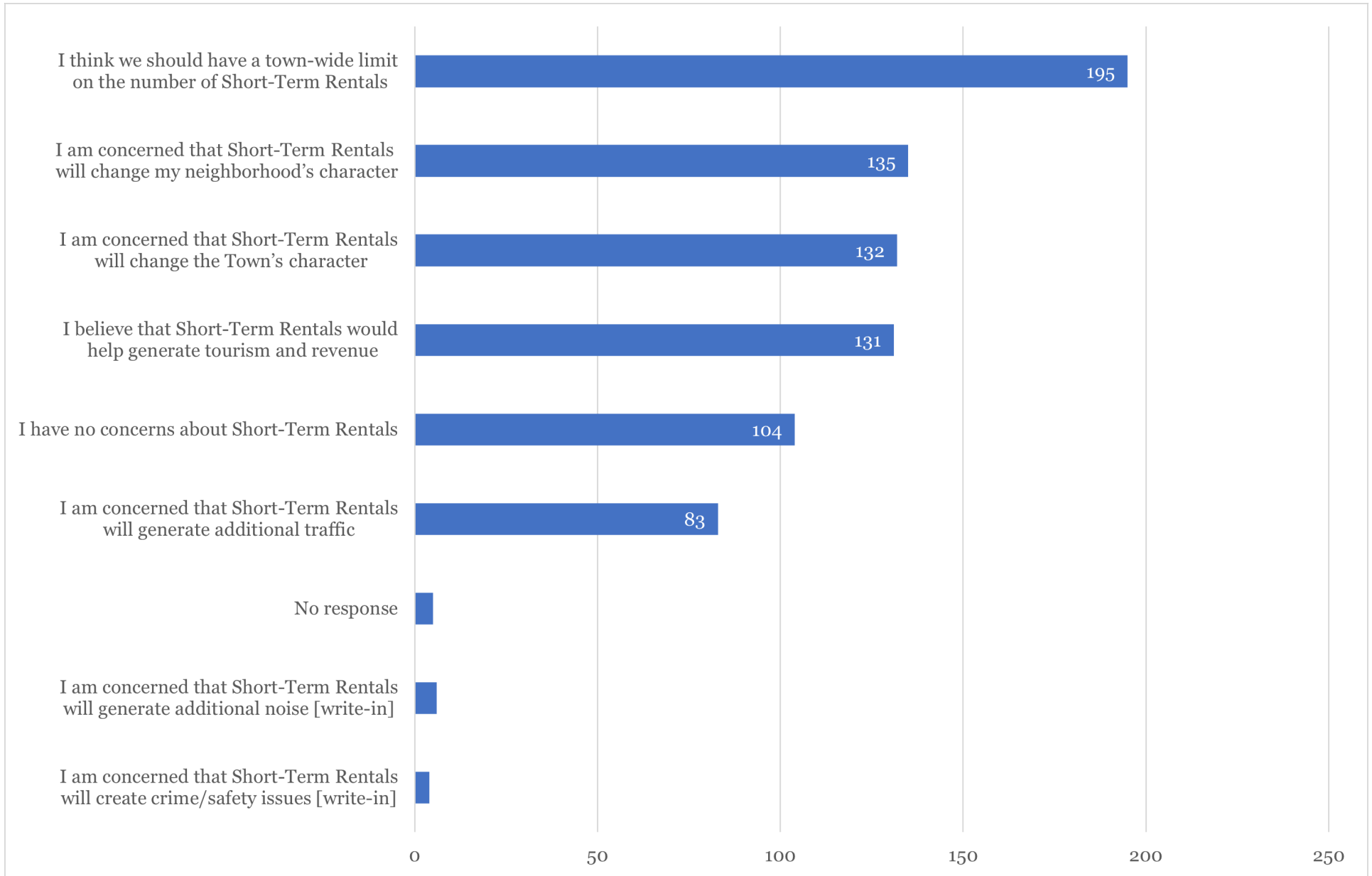
*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 30: Opinions on a Town Meals Tax**



*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

**Figure 31: Opinions on Short-Term Rentals**



*Note: This figure shows percentages of total responses. Respondents could select multiple options.*

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