



Exmore Historic Train Station. Photo credit: A-NPDC staff photograph.

July 20, 2015

TOWN OF EXMORE COMPREHENSIVE PLAN

Draft Document for Public Hearing



Virginia Coastal Zone
MANAGEMENT PROGRAM





Exmore Historic Train Station. Photo credit: A-NPDC staff photograph.

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Prepared for:

Town of Exmore

Prepared By:

Accomack-Northampton
Planning District
Commission

July 20, 2015



Virginia Coastal Zone
MANAGEMENT PROGRAM



This project was funded jointly by the Town of Exmore, with assistance from the Accomack-Northampton Planning District Commission through funding provided by National Oceanic and Atmospheric Administration, under the Coastal Zone Management Act of 1972, as amended; the Virginia Coastal Zone Management Program; the U.S. Department of Commerce, Economic Development Administration; and VDOT technical assistance to local governments. Use of logo does not constitute endorsement of report findings or recommendations by contributing agencies.

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Exmore Comprehensive Plan

CHAPTER 1 - INTRODUCTION

OVERVIEW OF EXMORE

Nestled between Occohannock Creek to the east and Parting Creek to the west lies the stretch of the Delmarva Peninsula that is home to the Town of Exmore in the northernmost part of Northampton County, Virginia.

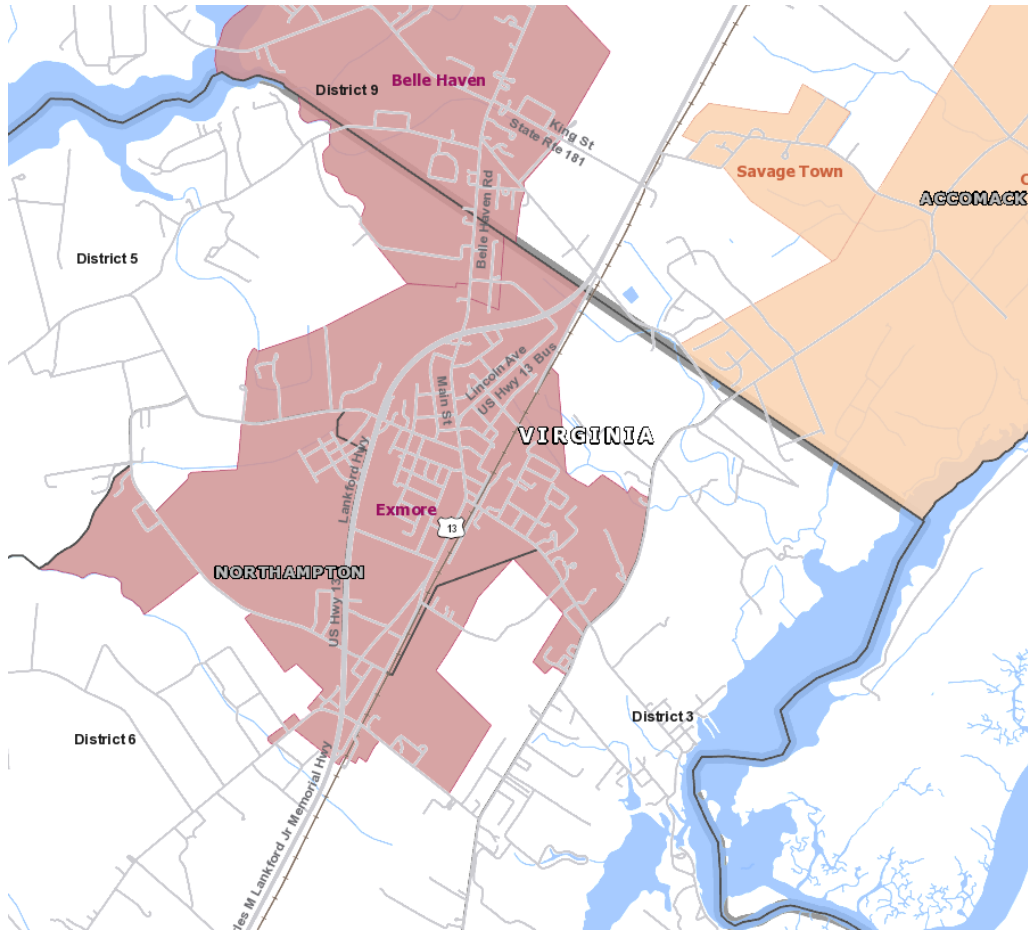
Although not incorporated until 1950, Exmore’s history dates to the installation of the New York-Pennsylvania-Norfolk Railroad, which chose the location now known as Exmore as its first stop. With the railroad, which began operating in 1884, Exmore grew into a bustling middle-of-the-peninsula center of commerce and social activity. Like many other Eastern Shore towns, Exmore began a long period of decline as the road system improved and shipping began to rely more heavily on trucks than rail, and widespread personal automobile ownership brought an end to passenger rail service. Like the rest of America, personal mobility allowed individuals to leave towns and cities for the country – or to leave the Eastern Shore entirely, again with profound changes to population and development patterns.

In 2000, Exmore annexed 590 acres, more than doubling its original 518 acres, to its present area of 1.7 square miles. The strategic annexation included commercial property along US Route 13 which has helped to shape the town’s growth in the 21st century, and contains vacant commercial land that can be a key to creating the future the town envisions for itself.



Photo credit: Jay Diem, Eastern Shore News. Used with permission, all rights reserved.

Figure 1: Exmore town limits



Source: U.S. Bureau of the Census

CHAPTER 2 - COMMUNITY PROFILE

HISTORY

Before Europeans arrived on the land now known as the Eastern Shore of Virginia, the Accawmackes, part of the larger Powhatan confederacy, lived there subsisting on diets based around food availability in five culturally-defined seasons.¹ Diseases carried by European arrivals began their population decline, and by the Civil War, no documents attest to Accawmackes having lived on the Eastern Shore of Virginia.²

¹ Encyclopedia of Virginia, Virginia Foundation for the Humanities, www.encyclopediavirginia.org

² Application to the Virginia Department of Historic Resources for Exmore Commercial Historic District, May 30, 2014

John and Mary Cobb received a grant in 1661 in the area that would become Exmore. The town of Exmore was created in 1884 – encompassing some of the Cobb’s original 600 acre land grant –and was designated as the first stop in Southampton County for the New York-Pennsylvania-Norfolk Railroad, which was began operations in October 25, 1884.³

The railroad was centrally placed down the spine of Eastern Shore to carry produce from farms to the large consumer markets north in Philadelphia and New York City. Until the railroad was built, the distance from water transportation had kept the area away from the kind of bustle that port towns experienced, but the advent of rail transportation not only created Exmore, but transformed the community into a lively center of commerce for the Eastern Shore’s abundant produce and its burgeoning tourism industry on the barrier islands.⁴

Automobile transport and a robust ferry system connecting across the Chesapeake Bay brought a second wave of prosperity, and by the 1950’s, downtown Exmore was the undisputed transportation nexus for the entire Eastern Shore. Eight intercity bus stopped daily in Exmore’s downtown.⁵

In 1964 the Chesapeake Bay Bridge Tunnel opened to traffic, allowing spontaneous and quick travel to the Eastern Shore, and providing a convenient short-cut for traffic traveling to northern destinations. While it opened up land for development along its bypasses, including some that remains undeveloped in Exmore, the price was abandoned downtowns that took decades to recover.

Today Exmore boasts three commercial areas, solid – if aging - housing stock, an educated work force, and a populace that is optimistic about its progress and future.

This comprehensive plan incorporates not only the physical form and land development of the Town of Exmore; is an expression of the aspiration of a town to live into its moniker as the Treasure of the Eastern Shore.

SOCIO-ECONOMIC PROFILE

A note about the data in this section. Data are taken from the U.S. Bureau of the Census Community Survey 2009-2012 unless otherwise indicated. Census data do not always match data from the Weldon Cooper Center, a second data source.

Demographic Data

Eastern Shore population as a whole increased little in the aggregate over the last two decades, hovering between 46,000 and 48,000 for much of that time.

The Weldon Cooper Center for Public Service placed Exmore’s 2013 population at 1,449 residents, with 52 percent of the population female and 48 percent male, which was about the same as the rest of the county, and slightly higher than Virginia as a whole. According to the 2010 Census, the median age was 44.4 years, meaning that roughly half of the population’s age fell above and below the age of 44.4 years.

Figure 2, from the United States Census Bureau’s 2009-2012 Community Survey, breaks out population by age group. It illustrates the spike commonly referred to as the “baby boom” from ages 50 to 64 years, with several cohorts, or five-year clusters of population, moving into the 64-plus “senior citizen” age

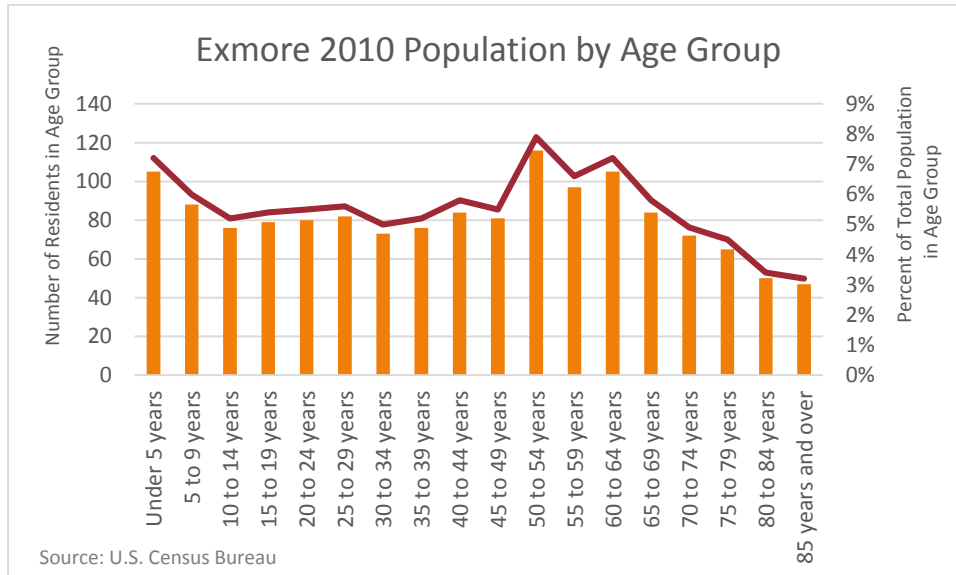
³ Ibid

⁴ Ibid

⁵ Eastern Shore News, “After 20 Year, Lloyd Kellam Is Back in Downtown Exmore,” August 10

category in the next 15 years. Many state and national reports have noted this population trend because of the way it is already shaping market demand for everything from healthcare to financial services to housing.

Figure 2: Population by Age Group



Age cohorts behind 50-54 are relatively even until the “under 5 years” age group, which shows a spike on par with the 60-64 age group.

Exmore residents primarily identified themselves as white (62%) or black (36%), with the remainder identifying as Asian or multi-racial. About three percent considered themselves to be of Hispanic ethnicity.

Households numbered 751 in the 2009-2013 American Community Survey. About 56 percent of households were families, and 28 percent had children under 18 years old. Average household size was 2.38, slightly more than that of the county.

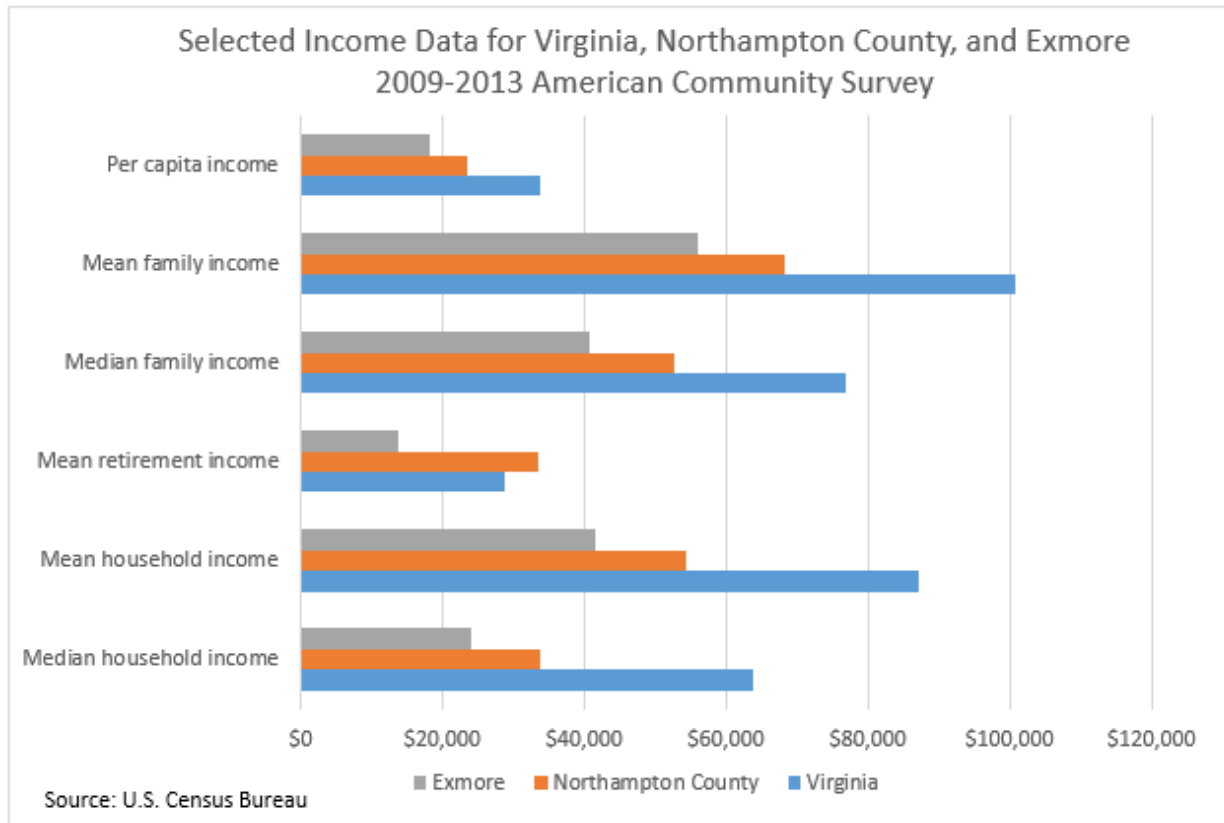
About 41 percent were householders living alone; of those about 15 percent were over age 65. The county rate of householders living alone was 36 percent. For additional comparison, the statewide rate of householders living alone was 26 percent, and in Accomack County, the rate was 29 percent.

Education and Income

An estimated 84 percent of school-age children attended public schools. About 65 percent of Exmore residents at least graduated high school, and seven percent of those held a bachelor’s degree or higher.

Mean family and household income of Exmore residents were roughly half that of Virginia as a whole, and about three-quarters of that of Northampton County residents, as shown in Figure 3.

Figure 3: Selected Income Data



Workforce, Employment, and Earnings

Exmore Jobs

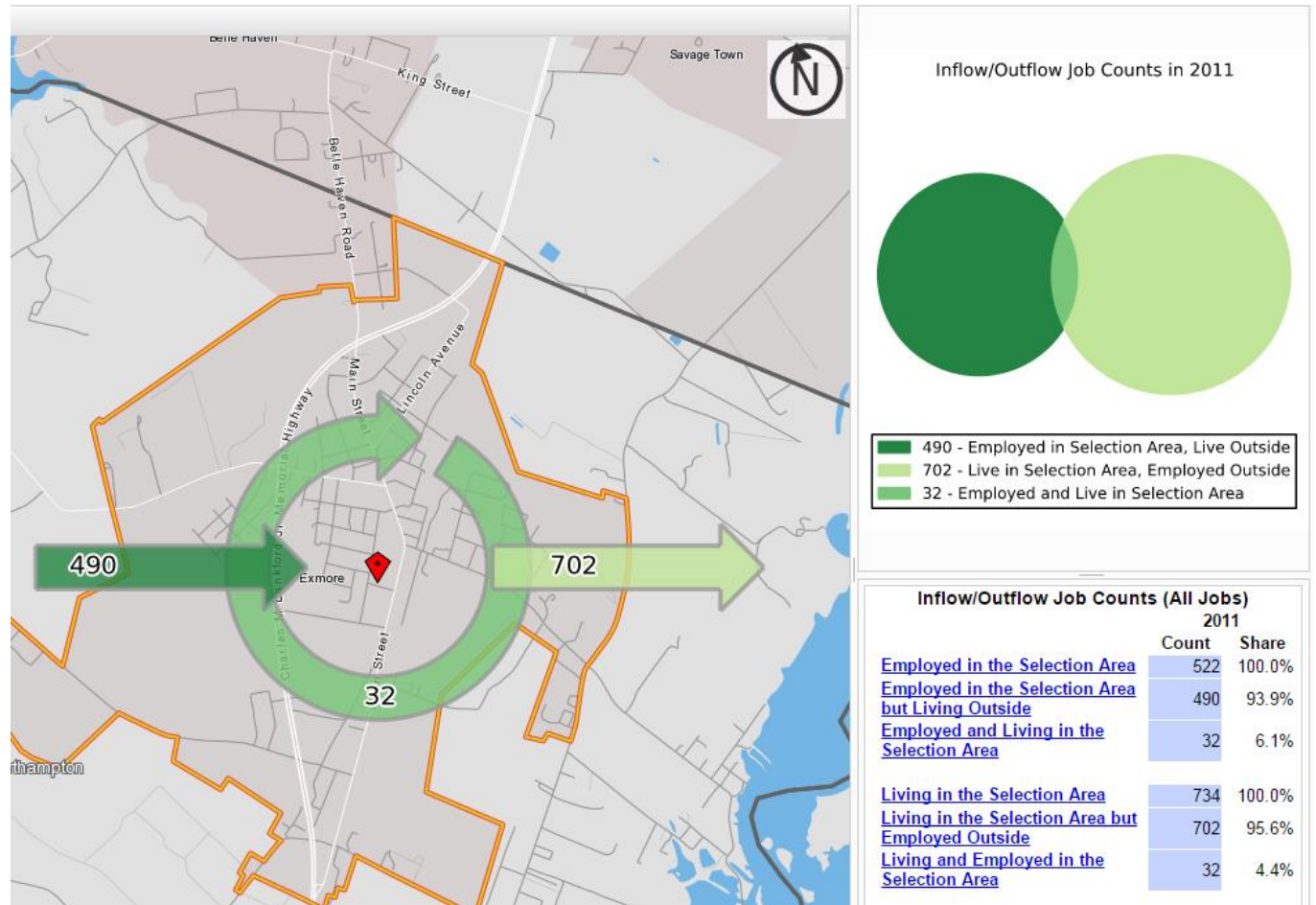
A 2011 Census Bureau estimate placed the number of workers living in Exmore at 734, and the number of jobs in Exmore at 522, but estimated that only 32 of those jobs were being filled by Exmore residents (Figure 4).

Educational attainment data were only available for those over 29 years old. For those employed in Exmore over age 29, 25 percent had a high school diploma or equivalent, and another 21 percent had some college or an Associate’s degree. Ten percent had a bachelor’s degree or more, and the remainder, 13 percent, did not achieve a high-school or equivalent education.

Fifty-eight percent of those employed in Exmore were female, and 42 percent male. Sixty-seven percent identified as white, and 31 percent as black, the remainder self-identified as Asian or bi-racial or multi-racial. Eight percent identified as Latino or Hispanic.

Workers age 29 and younger constituted about 29 percent of the workforce, ages 31-54 about 51 percent, and 55 and older about 20 percent (Table 1, Column 1). About 47 percent of those employed in Exmore earned \$1,250 per month or less. Another 40 percent earned \$1,251 to \$3,333 per month, and 13 percent had monthly earnings greater than \$3,333.

Figure 4: Exmore Employment vs. Residence



Source: U.S. Census Bureau, OnTheMap

However, for some reason, the data did not pick up any of the workers at Occohannock nor Broadwater schools. These were the only two glaring anomalies, but they were significant, as they accounted for about 90 jobs.

The only way to make those jobs appear in the data was to draw the town boundaries slightly larger than they are, which suggests a problem with the Census block boundaries. For the purposes of looking at the effect those jobs have on average earnings, the town boundary was adjusted by using the on-line analysis tool to hand-draw a larger polygon around Exmore.

With those adjustments, 100 jobs are added, and 90 of those are in the schools. Column 2 of Table 1 summarizes the effects of adding those 100 additional jobs into the workforce. As might be expected, the addition of 90 school employees raised the percentage of workers in the upper and middle income bands, and the share of workers 30-54 and over-55 age categories. School employment was heavily weighted toward females, raising male/female workforce percentages from 42% male/58% female without the school employees to 37% male/63% female with school employees.

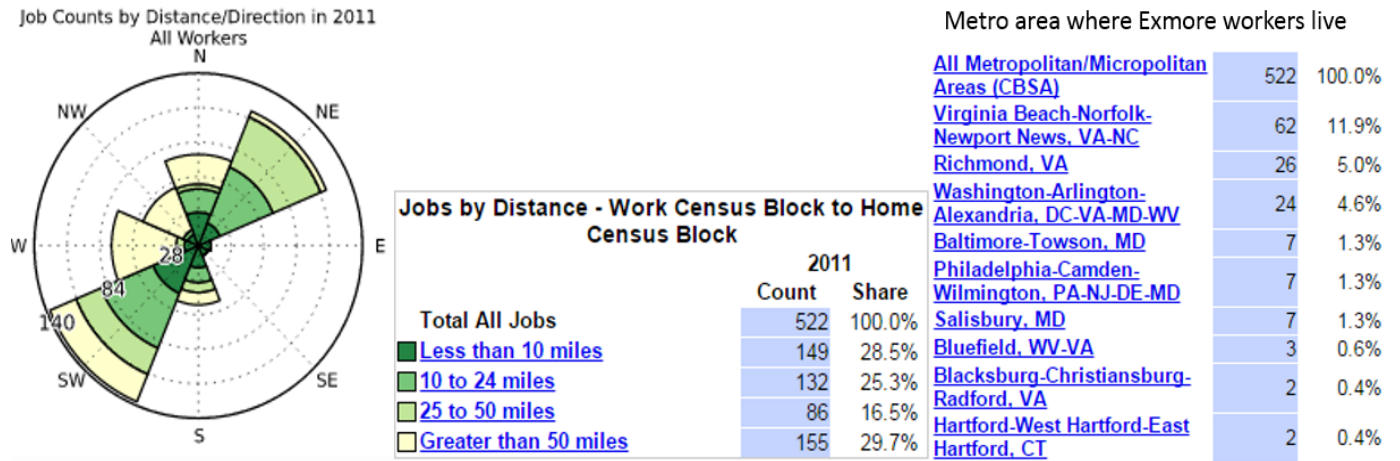
Table 1: Exmore Worker Age and Earnings Without and With Education Workers

Without Education Workers Column 1			With Education Workers Column 2		
Worker Age			Worker Age		
	2011			2011	
	Count	Share		Count	Share
Age 29 or younger	149	28.5%	Age 29 or younger	156	24.7%
Age 30 to 54	268	51.3%	Age 30 to 54	321	50.8%
Age 55 or older	105	20.1%	Age 55 or older	155	24.5%
Earnings			Earnings		
	2011			2011	
	Count	Share		Count	Share
\$1,250 per month or less	244	46.7%	\$1,250 per month or less	275	43.5%
\$1,251 to \$3,333 per month	210	40.2%	\$1,251 to \$3,333 per month	255	40.3%
More than \$3,333 per month	68	13.0%	More than \$3,333 per month	102	16.1%

Source: US Census Bureau

Figure 5 provides a sense of the direction and distance of travel for these employees. Even though few employees working in Exmore lived in town, about 30 percent traveled less than 10 miles to work, and another 25 percent commuted 10 to 24 miles. Seventeen percent traveled 25 to 50 miles, and 28 percent had a commute greater than 50 miles each way.

Figure 5: Distance and Direction of Commute for Employees Working in Exmore



Source: US Census Bureau

Figure 5 also provides a summary, by metropolitan/micropolitan area, of where workers lived beyond the Eastern Shore area. Virginia Beach, Newport News, and Washington/Arlington areas combined accounted for the residences 136 Exmore employees (26 percent).

The employment versus residence scenario shown in Figure 4 was not re-run under the adjusted boundaries because adjusting the boundaries also raised the number of working Exmore residents by 237 because the hand-drawn polygon included additional residential areas that were clearly outside the town limits. So while the boundary adjustment allowed for the addition of 90 jobs that are known to be within the town limits, and 10 that might or might not be, the addition of more working Exmore residents would be suspect and were not included in the analysis of working Exmore residents found in the next section.

Working Exmore Residents

When compared to those who worked in Exmore, the 734 employed Exmore residents had roughly the same age distribution, roughly the same education attainment (3.5 percent more of them graduated high school), but brought home significantly more pay, with about 25 percent earning more than \$3,333 per month, compared to only 16 percent of those who worked in Exmore (Table 2).

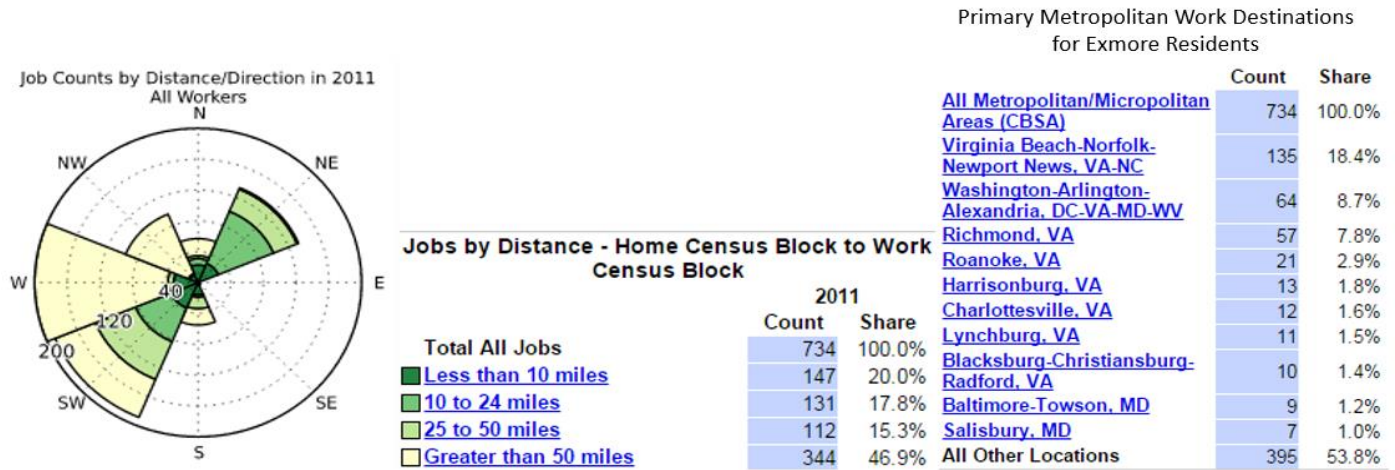
Table 2: Selected Characteristics for Workers Living vs. Working in Exmore

Selected Characteristics for Workers Living in Exmore Vs. Commuting to Work in Exmore		
Worker Age	Lives in Exmore	Works in Exmore
29 or younger	22.3%	24.7%
30-54	52.6%	50.8%
55 or older	25.1%	24.5%
Earnings		
\$1,250 per month or less	32.4%	43.5%
\$1,251 to \$3,333 per month	43.1%	40.3%
More than \$3,333 per month	24.5%	16.1%
Worker Educational Attainment		
Less than high school	10.1%	11.9%
High school or equivalent	28.5%	25.0%
Some college or Associate degree	23.8%	23.4%
Bachelor's or advanced degree	15.3%	15.0%
Educational attainment not available (workers below age 29)	22.3%	24.7%
Commute to Work		
Less than 10 miles	20.0%	29.4%
10 to 24 miles	17.8%	25.0%
25 to 50 miles	15.3%	17.4%
Greater than 50 miles	46.9%	28.2%

Source: US Census Bureau

They also traveled farther to work, with almost half commuting 50 miles or more each direction (Figure 6), with the most frequent metropolitan destinations being Virginia Beach-Norfolk-Newport News, Washington-Arlington-Alexandria, and Richmond.

Figure 6: Commute Distance and Direction for Exmore Residents



Source: US Census Bureau

Table 3 compares employment by industry class for those working in Exmore versus those living in Exmore, who were employed elsewhere. Concentrations of jobs in both groups of workers included manufacturing, retail trade, educational services, health care and social assistance, and accommodation and food service. However, Exmore residents were employed in more categories of jobs and in more professional and skilled trade categories.

Table 3: Jobs of Exmore Residents vs. Those Employed in Exmore

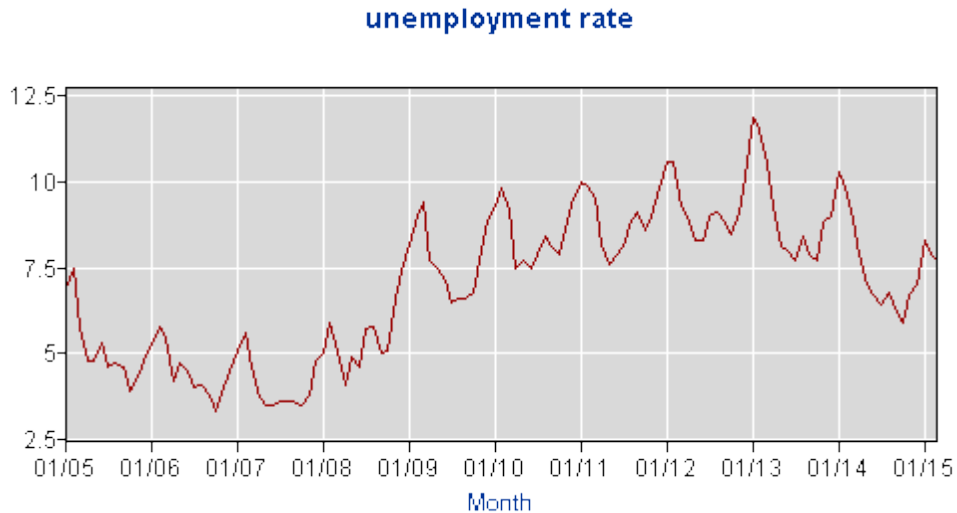
Industry Class	Employed in Exmore	Employment of Exmore Residents
Agriculture, Forestry, Fishing, and Hunting	0	27
Utilities	0	3
Construction	17	28
Manufacturing	111	89
Wholesale Trade	5	25
Retail Trade	190	111
Transportation and Warehousing	0	27
Information	0	10
Finance and Insurance	22	19
Real Estate and Rental and Leasing	13	12
Professional, Technical, and Scientific Services	10	39
Management Companies and Enterprises	0	14
Administrative & Support, Waste Mgmt. & Remediation	1	29
Educational Services	90	61
Health Care and Social Assistance	39	87
Arts, Entertainment, and Recreation	0	5
Accommodation and Food Service	92	80
Other Services	16	27
Public Administration	26	41
TOTAL JOBS	632	734

Source: US Census Bureau

Unemployment

The Bureau of Labor Statistics unemployment data were not available at the town level, but the agency releases county-level employment data by month. December 2014 saw an unemployment rate of 6.4 percent, slightly higher than the October low, which is consistent with the annual pattern (Figure 7). Generally unemployment peaks in the winter months, eases in spring, reaches a low by October, then begins to rise again. As of March, county unemployment was at 7.7 percent.

Figure 7: Northampton County Virginia Unemployment Rates, Jan. 2005 – Jan. 2015



Source: US Bureau of Labor Statistics

FORECASTS AND TRENDS

Population

Between 1990 and 2000, the Eastern Shore as a whole saw moderate population increases, while Exmore experienced a gradual decline leading up to the annexation in 2000 (Figure 8, Exmore population is shown on the right axis, all others are on the left axis). A 2001 report by the Virginia Commission on Local Government noted the annexed included 278 individuals, which largely accounted for the 329 new residents counted by the U.S. Census Bureau in its 2000 Census.

Population forecasts are not available at the town level, but most county forecasts foresee continued population declines at the county level. The Weldon Cooper Center's population estimates since the 2010 Census reflect that decline, except in Exmore, where their estimates show a more gradual decline, averaging about 2/10ths of one percent annually.

Figure 8: Exmore population 1990-2013, compared to Eastern Shore and Northampton and Accomack Counties

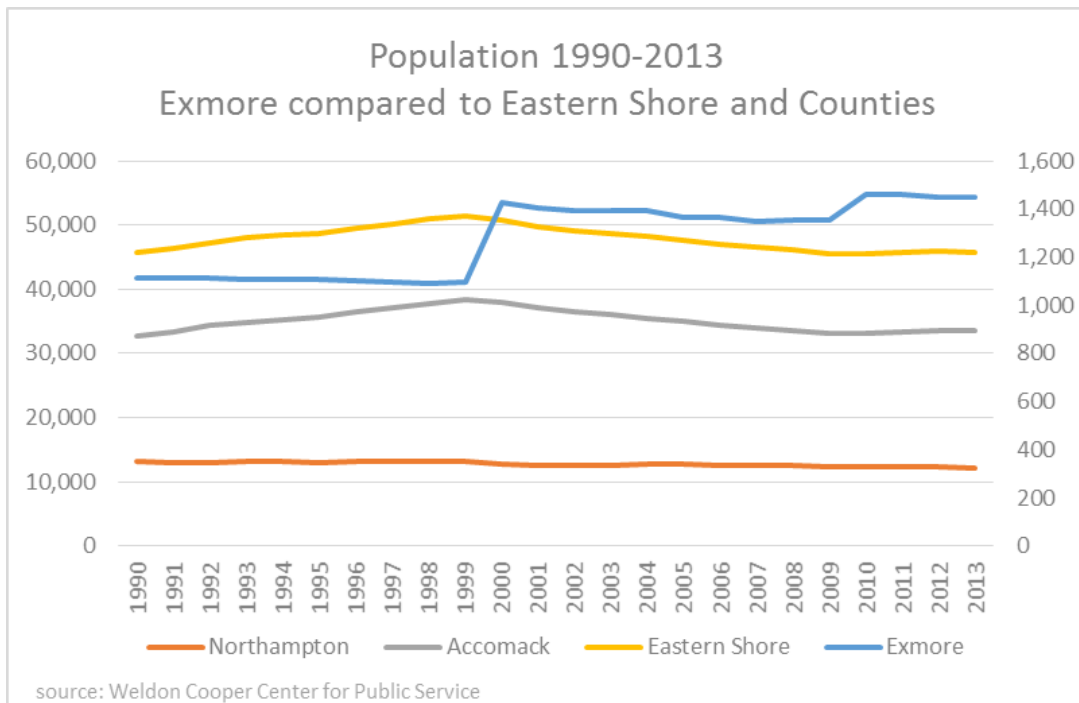


Figure 9: Town of Exmore, Virginia, Population 1960 – 2020

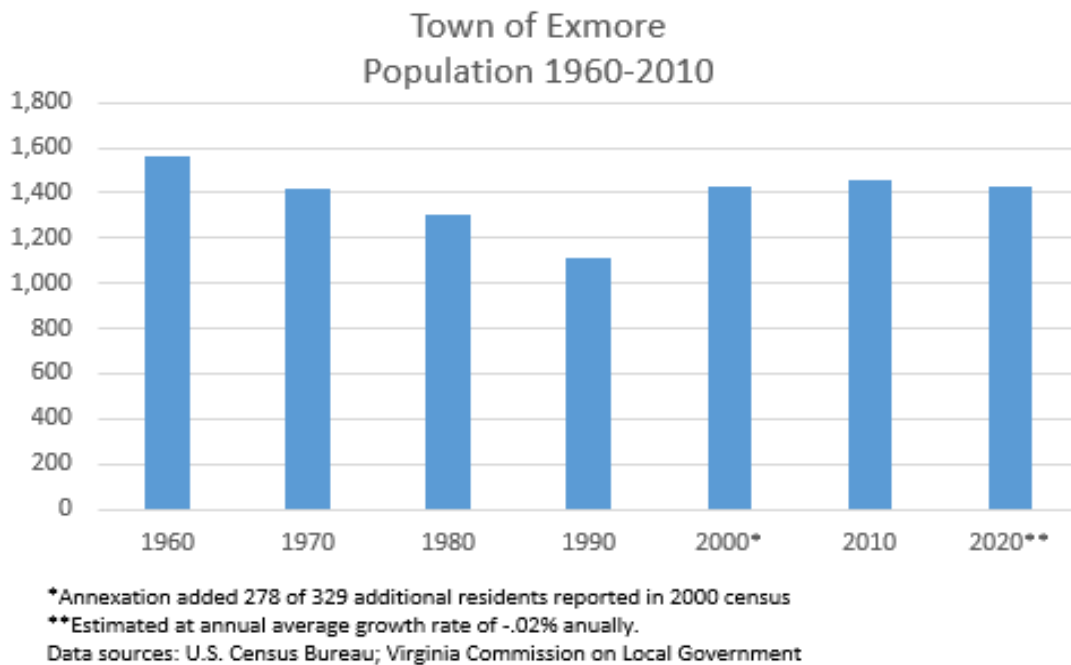


Figure 9 is an forecast of Exmore’s 2020 population, derived from applying a growth rate of negative 0.26 percent, compounded annually, to Exmore’s 2010 population. The result is an estimated 2020 population of 1,400, which is a loss of 40 individuals.

Even though a relatively stable population count is forecast, Exmore will likely experience some of the shifts in racial and ethnic composition that are forecast by the Weldon Cooper Center for Northampton County, with white and black populations constituting a smaller amount of the total population, and corresponding increases the presence of Asian and those identifying as “other,” which includes biracial and multi-racial individuals (Figure 10 and 11).

Figure 10: Northampton County Projected Population Change by Ethnicity 2020-2040

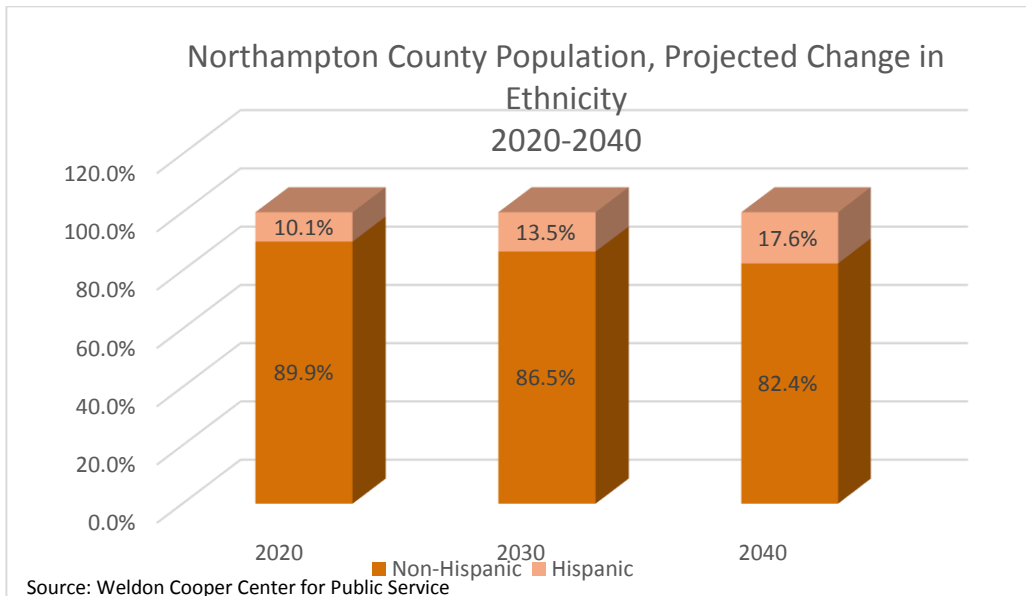
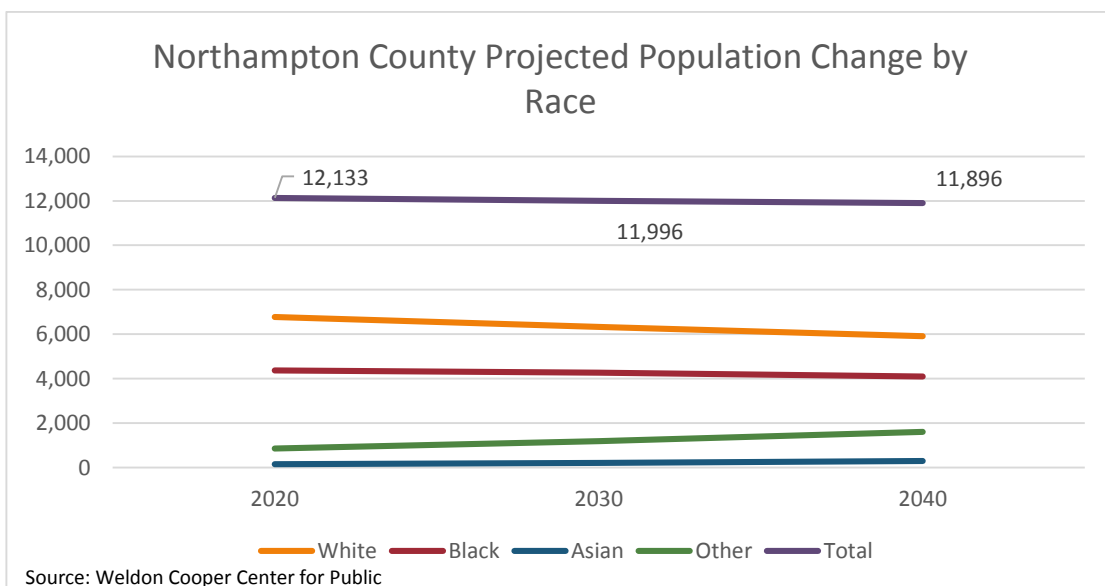


Figure 11: Northampton County Projected Population Change by Race 2020-2040



Employment

The number of employed people who live in Exmore exceeds the number of jobs in the town by about 200, and a mismatch exists between available jobs and the wage level that workers living in Exmore are able to command elsewhere.

The Virginia Employment Commission projects that the industries with the largest employment growth will be professional, technical, and scientific services, followed by health care and social service, and educational services. Construction, retail trade, and accommodation and food service will also continue to see strong growth.

Retail, accommodation, food service, and health care together account for more than half of Exmore establishments, which is promising for job growth, but the jobs are in economic sectors with low-paying jobs. Furthermore, potential development areas for Exmore, as currently zoned (commercial- highway), will most likely cater to three of these four growth areas.

New Ravenna owner Sara Baldwin told the Eastern Shore News in 2014 that she employed 115, and hoped to double the size of the company in the next couple of years, although she was careful to note that growth would be strategic and would not necessarily equate to doubling the number of employees.

Income

Data released in November, 2014 through the U.S. Department of Commerce Bureau of Economic Analysis (BEA) were not available at the town level, but at the county level showed a 57 percent increase in per capita personal income over the last American Community Survey. This could be attributable to the five-year time span of the survey (the BEA data reflect more income after the economic recovery), and/or a difference in the way income is considered (BEA data considered income from all income, including unearned sources).



Corner of Main Street and Bank Street, Downtown Exmore. A-NPDC staff photo.

Chapter 2 GEOLOGY AND NATURAL RESOURCES

UNDERLYING GEOLOGY AND HYDROLOGY

(Note: The source for this section is the Eastern Shore of Virginia Groundwater Resource Protection and Preservation Plan, produced by the Accomack-Northampton Planning District Commission and the Eastern Shore of Virginia Groundwater Committee, the United States Department of Agriculture's Natural Resource Conservation Service, and the United States Geological Survey.)

Geology and Topography

Unlike areas to the north, the Eastern Shore of Virginia was not overlain with glaciers, yet glaciers still helped to shape the landscape. Between 180 and 35 million years ago, the ocean shorelines migrated greatly as sea levels rose and fell according to how much of the earth's water was tied up in glaciers at any given time. As glaciers retreated and advanced, melting water carved out streams and channels that were subsequently filled in with eroded sediment.

Those sediment deposits consist of unconsolidated interbedded clay, silt, sand, and gravel, with variable amounts of shell material. These deposits thicken and slope eastward, and form a system of layered aquifers and confining units. The total sediment thickness ranges from approximately 2,000 feet in the western areas to as much as 7,000 feet to the east. These sediments generally overlie a bedrock basement that also dips northeastward.

Surface features characteristic of the current Coastal Plain of the Eastern Shore include terraces, stream channels, drowned valleys, Carolina bays, swamps and marshes, remnant dunes, and bar-like features.

A broad, low ridge runs through the peninsula northeast-southwest, roughly along Route 13, at an elevation ranging from +25 to +50 feet (mean sea level). This central highland area is the principal fresh ground water recharge area for the peninsula and is referred to as the "recharge spine" of the Eastern Shore (Figure 12), but it also divides the land into lower and upper terraces, which direct drainage of the Eastern Shore.

The lower terrace, generally located west of Route 13, consists of broad flats broken by large meandering tidal creeks and bordered by tidal marshes. The topography of the upper terrace, more complex than the lower terrace, is characterized by shallow sand-rimmed depressions known as Carolina bays. The bays, predominantly oval in shape, exert an influence on the infiltration, retardation of runoff, and movement of ground water. Between the mainland and the barrier islands are extensive tidal marshes flooded regularly by saltwater and drained by an extensive system of creeks. These systems accept ground water discharge.

Soils

The United States Department of Agriculture's Natural Resources Conservation Service produces soil surveys for every county in each of the states. Figure 13 shows a portion of the Northampton County soil survey, with the town boundaries of Exmore superimposed. As a general soil survey, it does not reflect soil conditions on any given property, nor does it replace the need for on-site evaluation of soil suitability prior to development. However, it is useful as a reflection of the general soil conditions found in and around Exmore.

Figure 12 Groudwater Recharge Spine

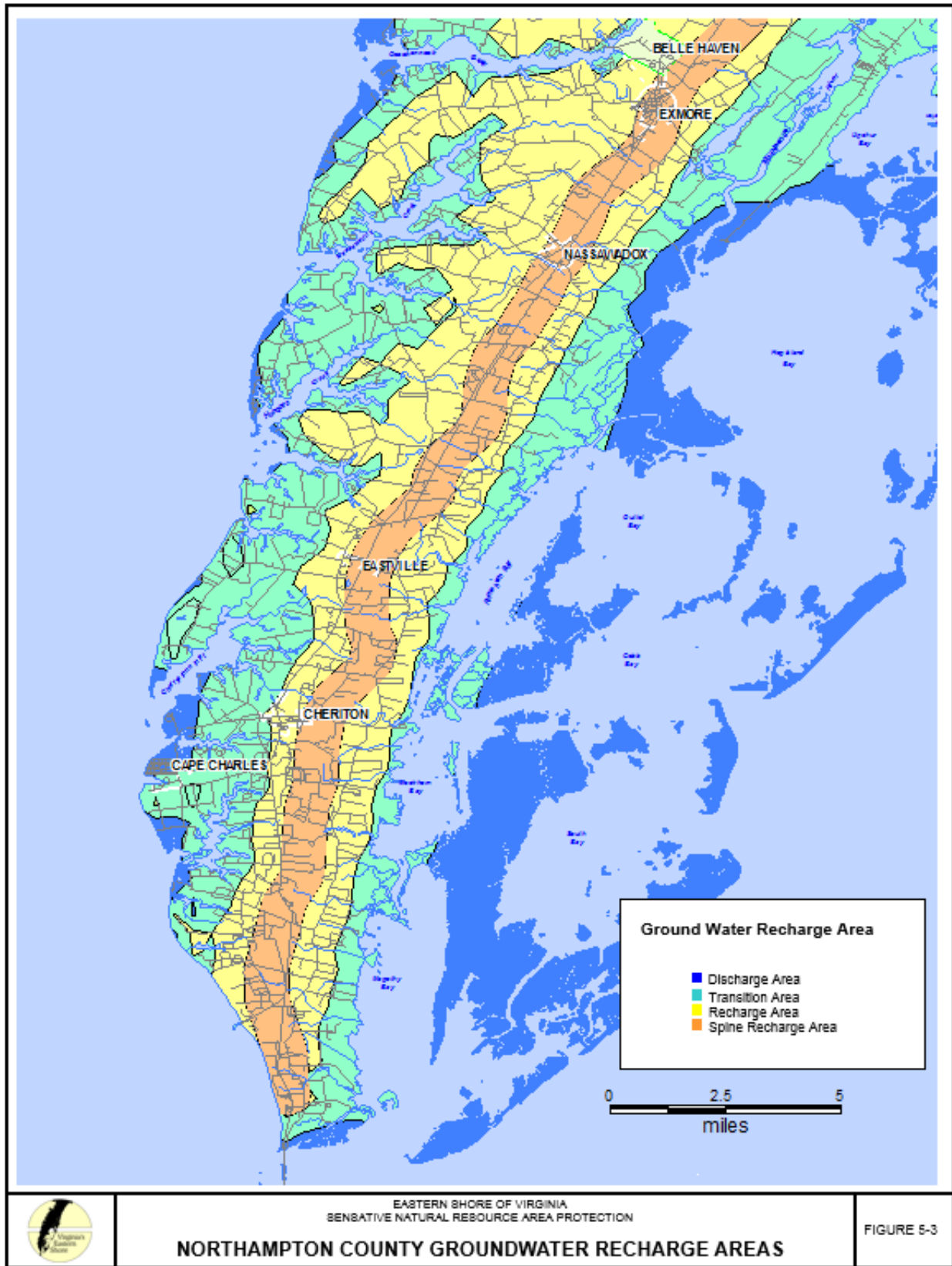
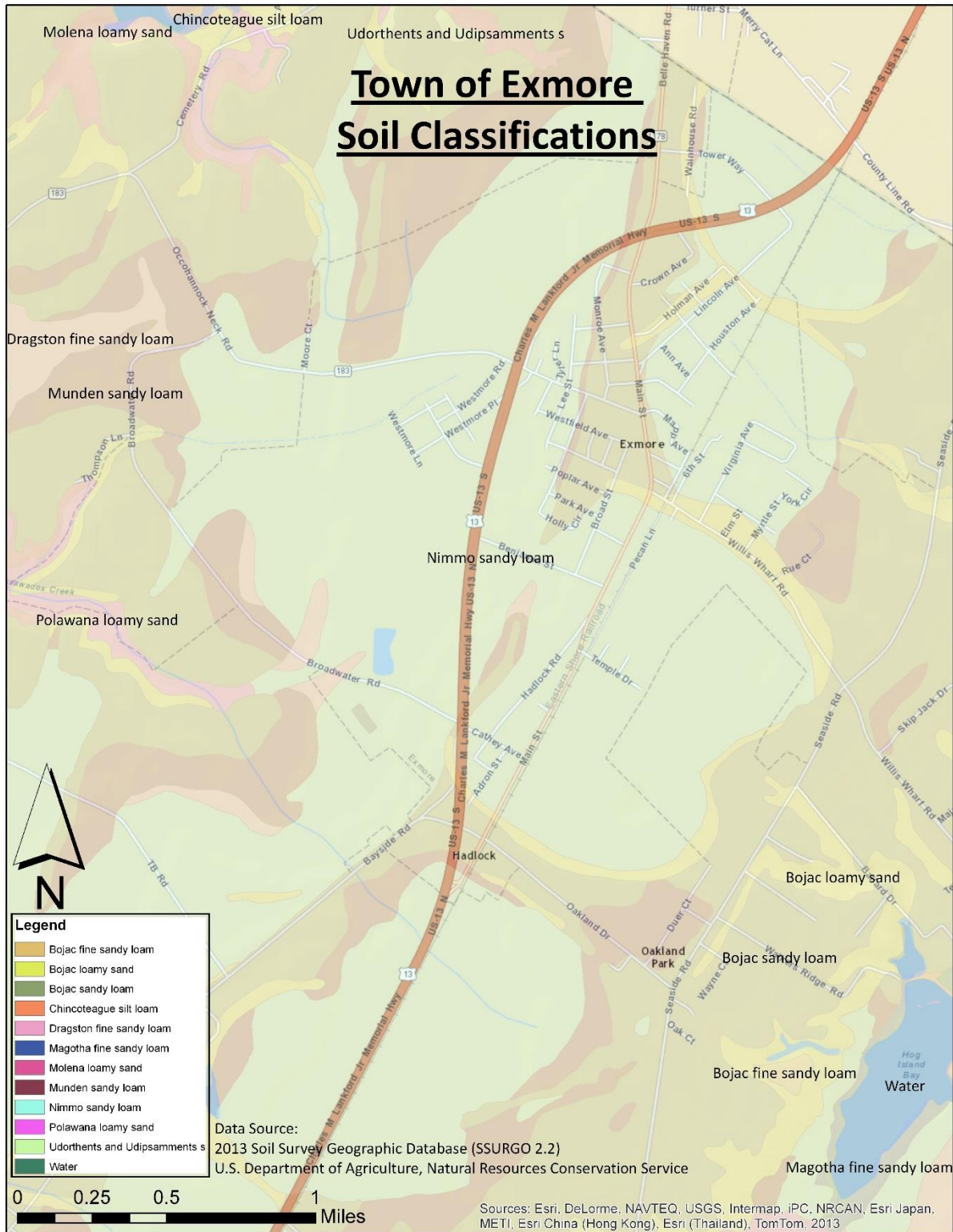


Figure 13: Northampton County Soil Survey: Exmore



In Northampton County, Bojack soils, which are found along Main Street from town limits south to Willis Wharf Road, and along Oakland Drive and Seaside Road, are considered most suitable for development and septic use. The circular features seen on the map are Carolina bays, shallow elliptical depressions of unknown origin. Nimmo sandy loam is found at the bottom of Carolina bays, and they are rimmed with Bojack loamy sand or Munden sandy loam.

The following paragraphs are brief explanations of the soil types found within the Exmore town boundaries.

Nimmo sandy loam, a soil that is nearly level, very deep, and poorly drained, is the predominant soil type in Exmore. Its seasonal high water table, seepage, and rapid permeability are the main limitations for development. This soil type underlies almost all of Exmore's commercial areas, and those that are zoned commercial but not yet developed.

A stretch of **Bojack sandy loam** follows Main Street from Route 13 south into downtown Exmore. This soil is gently sloping, very deep, and well drained, with a seasonal high water table more than four feet below the surface, making it a good soil for residential development. Bojack sandy loam is also found on the east side of town along Seaside Road, and another swath is found on the south end of town along Oakland Drive.

Patches of **Munden sandy loam** are found adjacent to Bojack sandy loam. This soil is nearly level, very deep, moderately well drained, and is considered prime farm land. Its seasonal high water table, seepage, and rapid permeability are main limitations for development.

Areas of **Dragston fine sandy loam** are the third part of a Bojack-Munden-Dragston sandy loam progression seen several times in the Exmore area. Dragston fine sandy loam is nearly level, very deep, and somewhat poorly drained. Its seasonal high water table, rapid permeability, poor filtering capacity, and seepage limit this soil's usage for development.

Bojac loamy sand is mostly found around the Carolina bays. It is gently sloping, very deep, and well drained. The seasonal high water table is more than four feet below the surface. This soil is mostly used for cultivated crops and residential development.

A small area of **Polawana loamy sand** underlies the branch of Nassawadox Creek that reaches the town limits on the west side of town near Broadwater. This gently sloping soil is very poorly drained, with water on its surface, and is suitable for neither farming nor development.

Surface Hydrology

The Eastern Shore is drained by small creeks flowing bayward or seaward from the drainage divide which passes the length of the peninsula. The lower reaches of the creeks form tidal estuaries fed by narrow, meandering branches. Because of the low topography and low inflow of freshwater, the creeks are brackish to saline everywhere except for the upper reaches. The estuaries are more pronounced on the Chesapeake Bay side and receive more of the surface and ground water drainage than the smaller creeks on the ocean side.

Numerous drainage basins exist on the shore ranging in size from approximately four to six square miles. These basins consist of several small creeks and interconnected ditches. Primary drainage basins of the Eastern Shore of Virginia are Gargathy Creek, Folly Creek, Finney Creek, Occohannock Creek, and

Pungoteague Creek basins in Accomack County; and Mattawoman Creek and Nassawadox Creek basins in Northampton County.

Branches of Nassawadox Creek skirt the west town limits of Exmore near Broadwater Academy, which drains to Chesapeake Bay. Parting Creek, which crosses Seaside Road on the east side of town, about 400 feet south of Pitts lane, drains to the seaside.

Chesapeake Bay Watershed

The part of Exmore that lies west of Route 13 is in the Chesapeake Bay Watershed, and is protected by the Chesapeake Bay Act.

The Chesapeake Bay Act protects and restores state waters by protecting the land around the waters and ensuring that water running or seeping into state waters is not polluted. Land is designated as either a Resource Protection Area (RPA) or a Resource Management Areas (RMA). Generally speaking, RPAs are tidal wetlands, tidal shores, nontidal wetlands connected by surface flow to tidal wetlands or water bodies with perennial flow, along with a 100' adjacent buffer. RMAs are nontidal wetlands, highly permeable soils, and hydric soils. Within each area, specific vegetative management, pest control, ground disturbance, and other restrictions apply.

A determination of whether a property is in a RPA or an RMA is made on a case by case basis by the county as part of the building permit process. New statewide stormwater management regulations are also enforced by the county in the same manner. If the disturbance is greater than one acre, the Department of Environmental Quality is the regulating agency; if less than one acre, the responsibility falls to Northampton County.

Groundwater

The Eastern Shore of Virginia depends entirely on ground water for potable water supplies, as well as most non-potable supplies such as irrigation water. Because the peninsula is surrounded by large bodies of saltwater, ground water becomes brackish at relatively shallow depths (< 350 feet) in most areas, and the total available ground water supply is more limited than on the mainland.

Fresh groundwater generally occurs only in the upper 300 feet of sediments and at shallower depths along the coastlines of the Eastern Shore and is limited to the Columbia and Yorktown aquifers where the freshwater forms a perched lens above the deeper salt-water (Figure 14).

The freshwater aquifers are replenished solely by precipitation that falls directly on the Shore. Of the 44 inches of annual average precipitation that falls on the Eastern Shore, the United States Geological Survey (USGS) estimates that 6.6 inches percolates back through the soil to recharge the Columbia aquifer.

In some areas soils are more permeable than others, allowing for faster aquifer recharge (Figure 15). Infiltration rates were used to prioritize groundwater recharge areas, on a scale from 1 to 5, with the lowest infiltration areas rate 1 and the highest rated as 5 (Figure 16). High priority recharge areas bisect Exmore from northeast to southwest, surrounded by areas of medium-low priority.

Figure 14: Water Table and Fresh Water Aquifers

Water Table and Fresh Water Confined Aquifers on the Eastern Shore

Fresh ground water is restricted to depths less than 350 feet

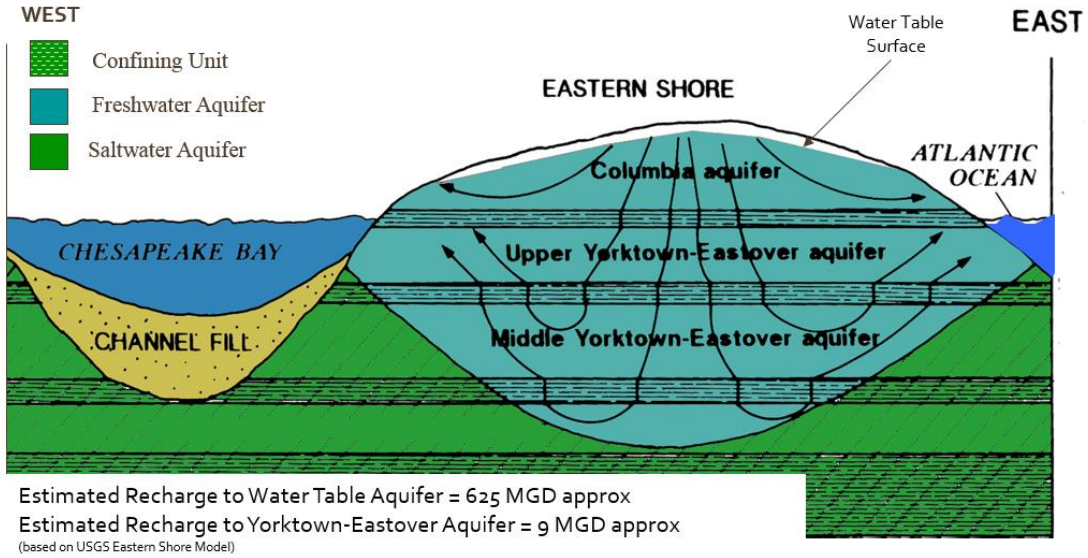


Figure 15: Rainfall Conversion to Groundwater Recharge

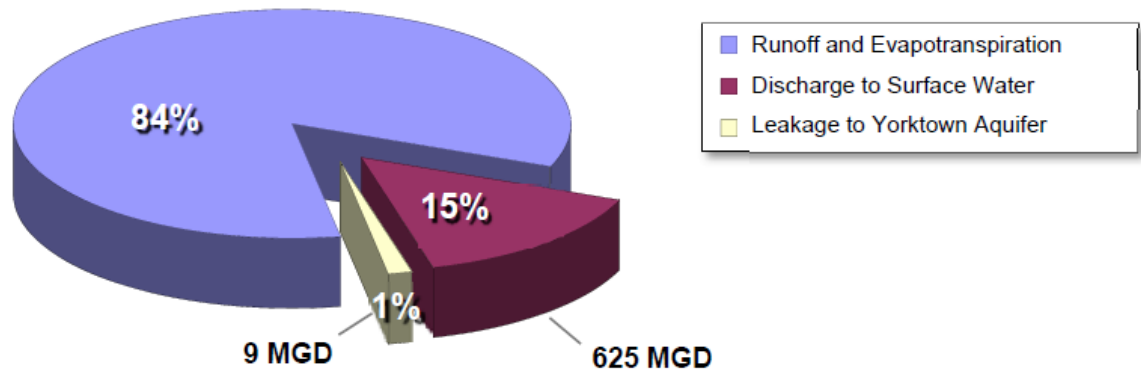


Figure 16: Soil Infiltration Rates, Northampton County

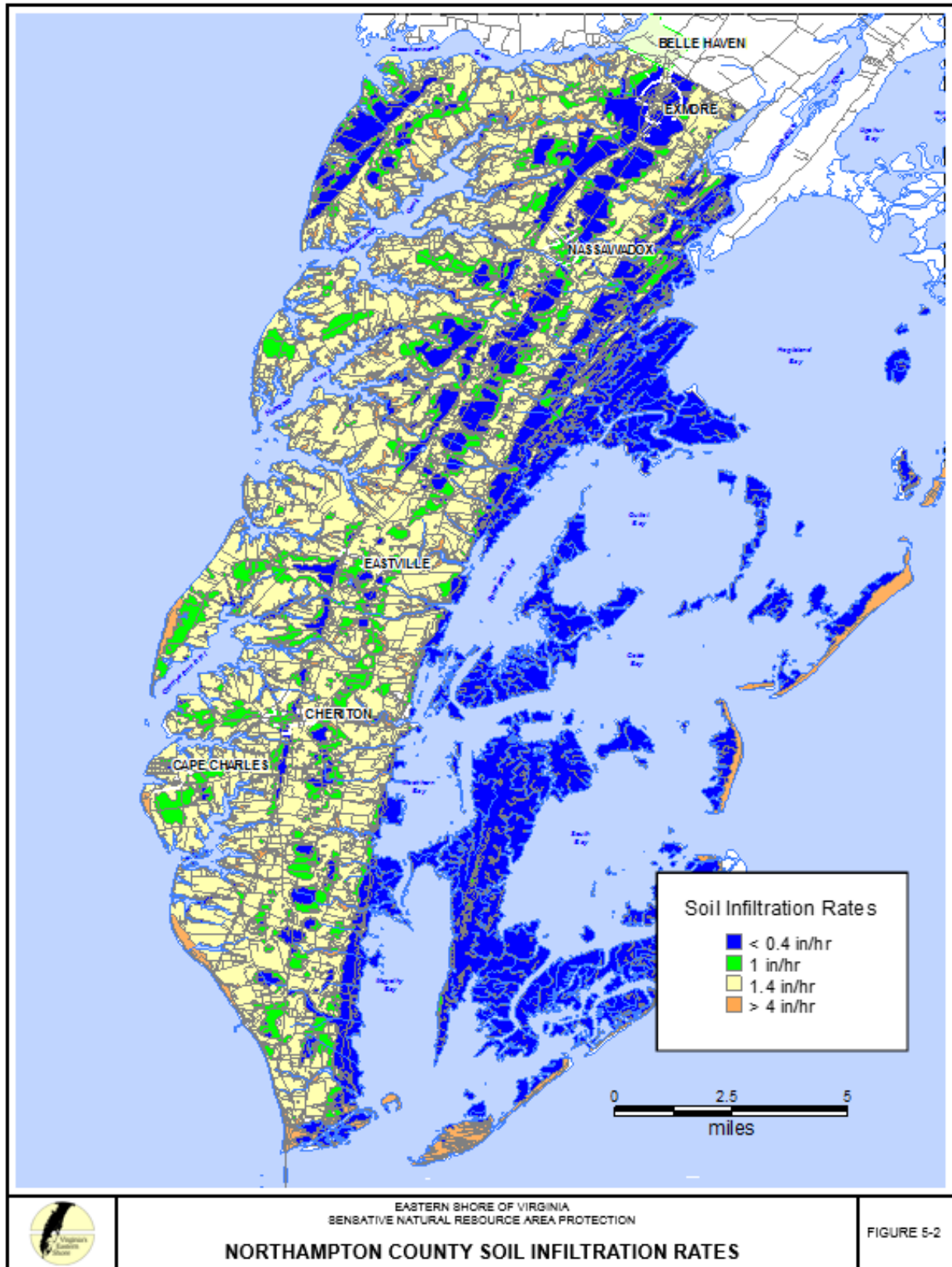
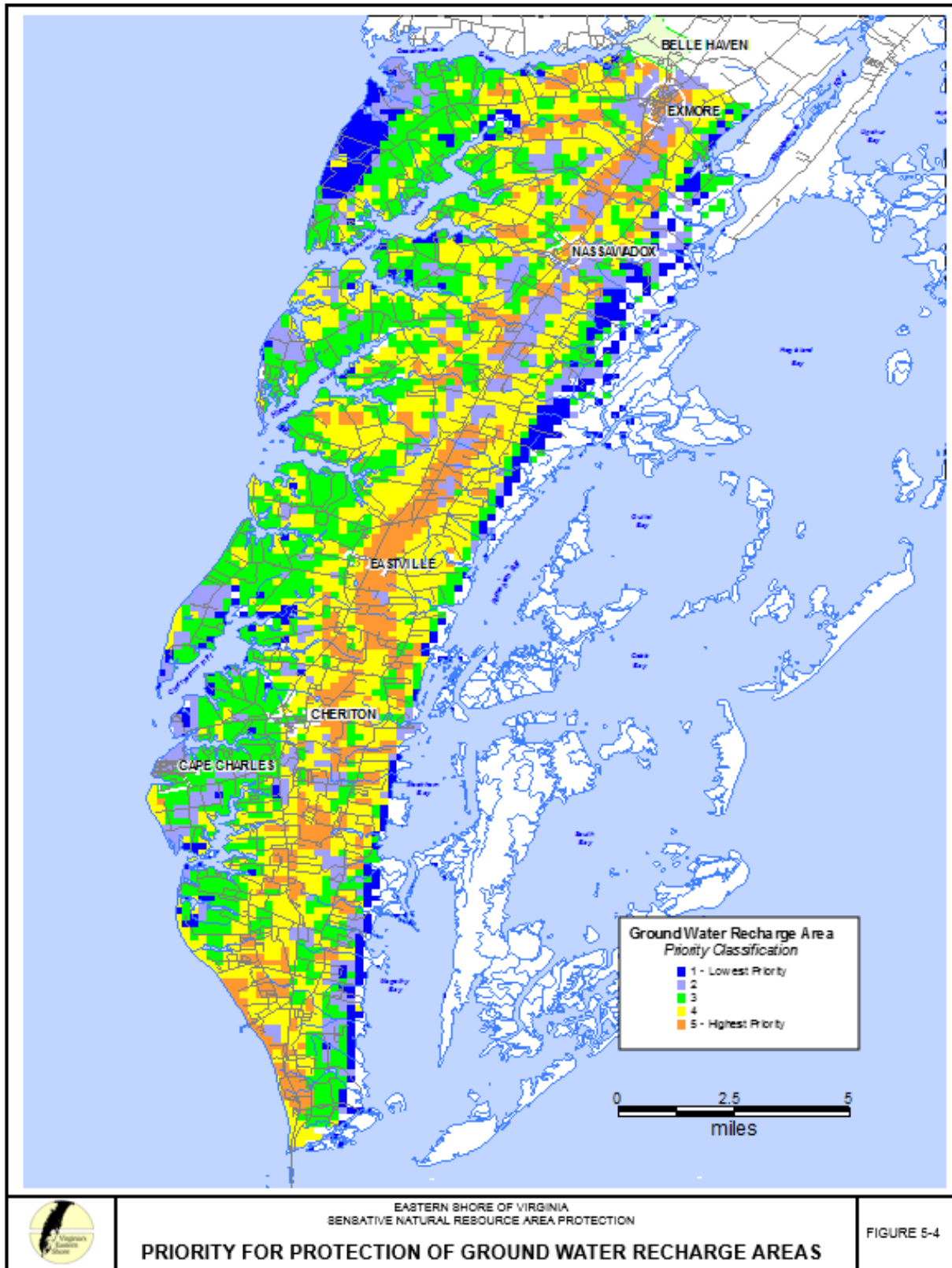


Figure 17: Groundwater Recharge Priority Classifications

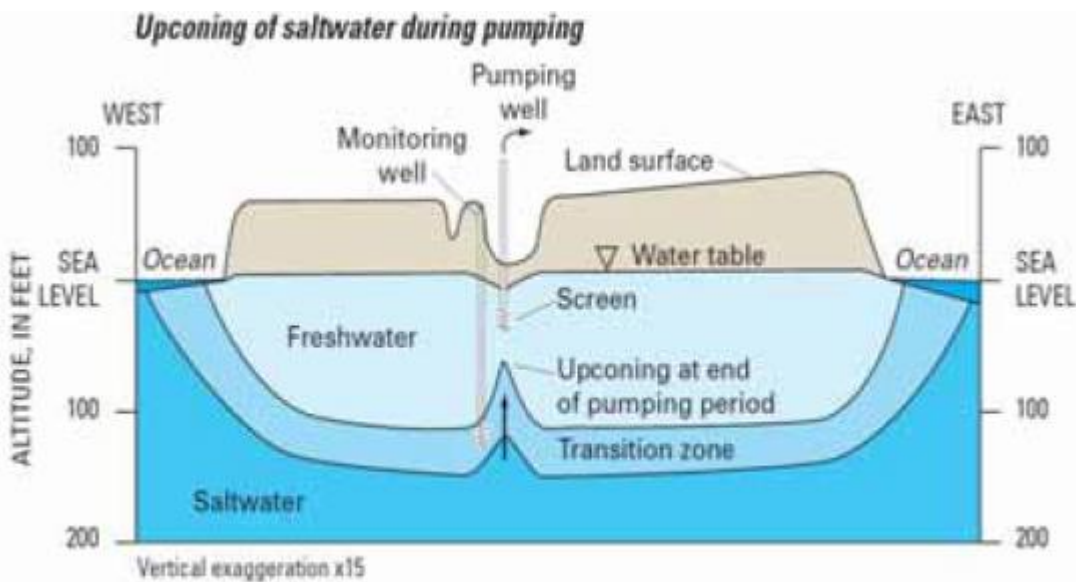


Threats to ground water on the Eastern Shore fall into three general categories: (1) saltwater intrusion; (2) hydraulic head depression; and (3) contamination from surface sources. Intrusion of saltwater into fresh ground water aquifers can be caused by wells that are screened too close to the freshwater/saltwater interface, are too close to the shore, and/or pump at an excessive rate.

Saltwater can intrude by moving in laterally or through upconing. Lateral movement usually happens when water is withdrawn near the side edge of the freshwater/saltwater lens. No cases of lateral intrusion have been documented on the Eastern Shore of Virginia, but it is thought to be a contributing factor in the saltwater intrusion found in the Cape Charles area.

Upconing is more common, and happens when saltwater moves upward from confined layers beneath the freshwater layers that are being pumped (Figure 18). This is the type of intrusion that the Town of Cape Charles has experienced in its water supply, with brackish groundwater from the lower Yorktown-Eastover aquifer moving up into the middle Yorktown-Eastover aquifer.

Figure 18: Upconing of Saltwater



Source: USGS Circular 1262 (2003)

Hydraulic head depression occurs when pumping rates are too high, or when wells are too close together. Water levels in some wells drop so low that well yields are reduced and the wells are no longer productive.

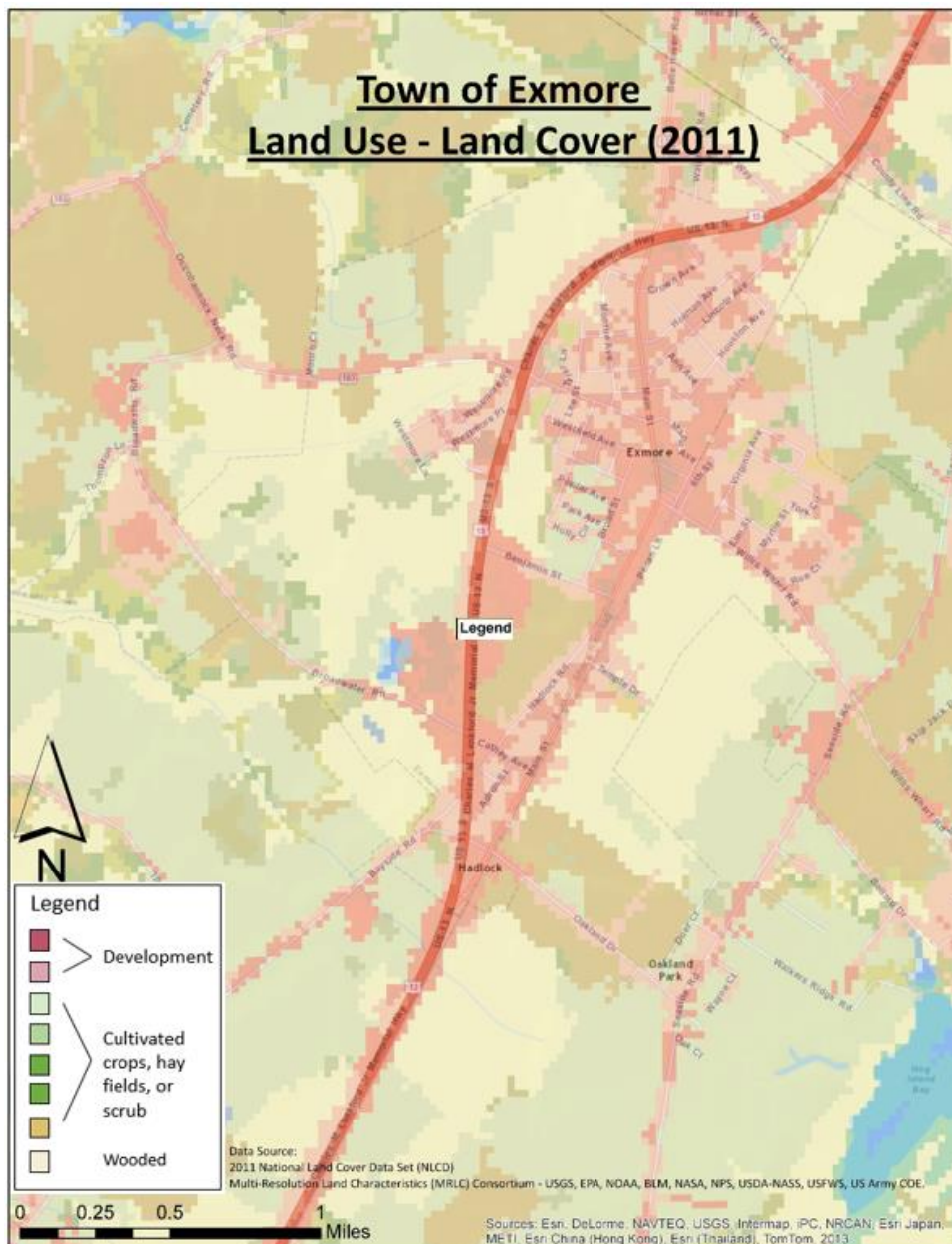
Soils that percolate too quickly can contaminate ground water. Most of the soil types that underlie Exmore are hydric or highly permeable; both types are susceptible to pollutant leaching and groundwater contamination in the event of septic failure. The Eastern Shore District Health Department reports “occasional” septic failures in Exmore (four within the last year). Although there is a moratorium on connections to Exmore’s sewer system, residences with failing systems are permitted to connect.

LAND COVER

Figure 19 depicts the density of land cover, with reds representing development, the greens representing cultivation, the dark brown representing hay, pasture, or shrub, and the beige areas representing woody wetlands or forested areas.

US Route 13, commercial development, schools, closely spaced housing, and other development with large parking areas are clearly distinguished as the deeper red areas on the map, as are the lighter red (rose) areas representing less densely developed housing and other less-dense development. The extensive woody wetlands are not unexpected, given the underlying Nimmo sandy loam soil type that permeates the area.

Figure 19: Land Cover in and around Exmore



Chapter 3 PUBLIC FACILITIES AND UTILITIES

WATER

The Town of Exmore receives its water from two wells located on Route 687 and Route 693. The well depths are 200 feet and 212 feet, respectively.

The town provides chlorination treatment for odor control and disinfection.



Exmore water tower. Photo credit: Jay Diem, Eastern Shore News. Used with permission. All rights reserved.

The town's well pumps are in a state of disrepair that precludes repairing them or re-using the existing wells. The system has only one day of storage, and pumps must be run daily, cycling off and on several times each day to maintain the water supply.

The Virginia Department of Health Revolving Loan Fund has designated funds to pay for the design and construction of two new wells. New wells must be drilled, and new pumps installed, before the old can be taken off-line.

The town has engaged an engineering firm to prepare bid documents for the two new wells, in two phases. The first phase is for drilling and testing water quality and quantity, and testing the aquifer.

The results of the first phase will guide the second phase, which consists of improvements to the wells. Designs and specifications will be issued for the pumps, along with water treatment requirements if required.

Exmore's water currently contains levels of iron and manganese that are higher than are permitted under state regulations for new public water supplies. If water pumped from the new wells also has levels of iron and manganese (or other substances) that exceed permitted levels, the water will have to be treated. The cost of treatment is not yet known.

The distribution system is also failing. Breaks in the pipes have caused service disruptions resulting in large leaks and boil orders for customers while supply and safety were re-established.

SEWER

Exmore has two sewer systems. One system, built in 1999, serves the New Roads development on the north end of the town, west of U.S. Route 13. It collects sewage from septic tanks and pumps it to a large farm field that serves as a mass drain field.

The second dates to 2005 and serves just over 100 accounts in the denser downtown and surrounding area. Known as a septic tank effluent pump (STEP) system, it modified individual septic tanks to divert settled effluent to a treatment plant rather than to individual drain fields, which were failing.

The wastewater plant is a package plant on the east side of town. After treatment, the effluent is run through small pipes into the field where it is dispersed through shallowly-buried drip-irrigation pipes that release it slowly into the soil. There is no direct discharge into any water body.

Although not yet a decade old, the system has some serious problems. When the water table is high, water flows into the septic tanks and triggers the pumps. All the pumps running at the same time overloads the wastewater plant. The pressure in the pipelines causes collection problems, and some systems back up. Because the pumps are trying to pump into a system that is under pressure, the pumps tend to burn out.

There is a moratorium on new connections to the sewer system at the direction of the Department of Health. Some residences with failing drain fields on the north side of town need to connect to the system, so besides stabilizing the system that is in place, there is a need for additional capacity.

The wastewater plant itself is showing signs of premature corrosion, and the plant's structural integrity is questionable. It has no means of diverting flow to perform maintenance to extend its life, and there are problems with the biologic processes needed to break down the sludge. High flow volumes dilute the waste so there is not enough food for the bacteria to work, and in the winter months, the cold temperature of the steel inhibits the heat needs to break down the waste.

The U. S. Department of Agriculture has granted Exmore \$30,000 in planning funds to study sewer collection and treatment.

STORM SEWER

Storm sewer is a network of channels and ditches that carries rainwater to basins until they can be absorbed into the ground or drained into the Chesapeake Bay or the sea. Stormwater is not treated at a treatment plant.

Stormwater in Exmore is managed in two ways: on site as development occurs, under the Chesapeake Bay Act and Virginia Stormwater Management Act, and through VDOT's roadside drainage ditches and limited underground storm sewer found in the downtown area.

During public involvement sessions, the public noted difficulties with storm water flooding. Specific locations that were mentioned were the downtown area and Temple Drive. Storm water drainage was named the top concern for commercial businesses locating in Exmore.

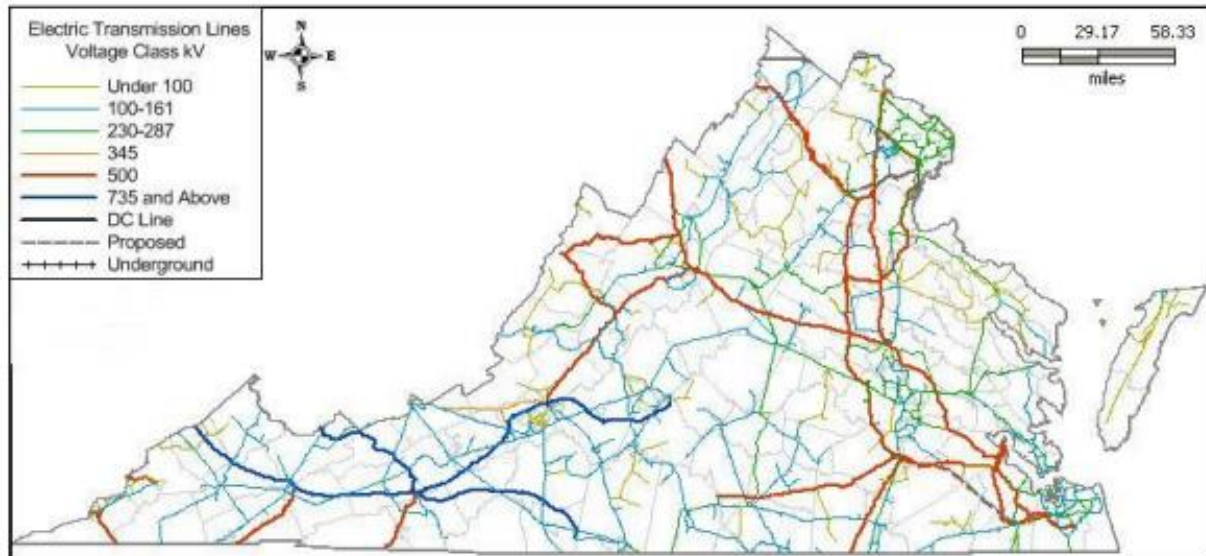


Storm sewer features in downtown Exmore. A-NPDC staff photo.

ENERGY

Electricity is provided by A & N Electric Cooperative, a member-owned cooperative that serves the entire Eastern Shore. As shown in Figure 20, all Eastern Shore transmission lines are less than 100 kilovolts, except a small stretch extending from the “peaker plant” in the northern part of the Accomack County.

Figure 20: Electric Transmission Lines



Source: Virginia Department of Mines, Minerals and Energy, “Energy Assurance Plan,” 9-12-2012

Natural gas pipelines do not extend south into the Eastern Shore of Virginia from Maryland, so neither Accomack nor Northampton County is served by natural gas.

TELECOMMUNICATIONS/BROADBAND

Broadband internet service runs the length of the Eastern Shore along Route 13, provided by the Eastern Shore of Virginia Broadband Authority, a public not-for-profit company created under the Virginia Wireless Service Authorities Act. The open access network allows any certified provider to provide services to end customers.

The backbone of the network begins at Wallops Island and runs south to Virginia Beach, with regeneration facilities in Wallops Island, Tasley, Exmore and Cheriton. Broadband service customers in Northampton County include Northampton County Public Schools, and Riverside Health Systems.

Flood risk

The Federal Emergency Management Agency produces flood risk maps to show flood risks in communities. As show in Figure 21, most of Exmore is contained in panel 51131C0090F, effective March 2, 2015. However, a small area along Seaside Road, on the east side of town, can be found on panel 51001C0795G, effective May 18, 2015. Neither panel shows any flood risk within Exmore town limits.

However, as discussed in the stormwater section, there are areas of localized flooding following heavy rainfall attributed by local residents to ineffective or unmaintained roadside drainage.

Figure 21: Flood Risk Maps for the Exmore Area



Source: FEMA

PARKS

Exmore's town park, at the corner of Main Street and Bright Avenue, surfaced as a source of pride for town residents during public outreach. Located at the corner of Bright Ave. and US 13 Business Route, it sports a children's play area, landscaping, and recently completed restrooms. Residents also mentioned the desire for a rental facility or picnic pavilion or farmers' market in the park – it was a top issues some community survey respondents. Other suggestions were basketball courts or recreational fields.



Photos of town park submitted by a town resident "something to be proud of" during public involvement.

LIBRARY

The closest public library is in Nassawadox, which is part of the Eastern Shore Public Library System.

SCHOOLS

Three schools are within the boundaries of Exmore: Occohannock Elementary, Broadwater Academy, and Shore Christian Academy.



Occohannock Elementary, with about 500 students enrolled, is located on Seaside Road, just south of Willis Wharf Road. It is one of two K-6th Grade schools in the Northampton Public School System.

Photo credit: Northampton County Public Schools

Broadwater Academy is an independent college preparatory school serving pre-K through 12th grade, located on Broadwater Road.

Shore Christian Academy is a private Christian school with kindergarten through 7th grade. The school opened in 2004 as a ministry of Exmore Baptist Church.

TRANSPORTATION FACILITIES

Systems and Services: Inventory, Condition, and Description

Exmore has a robust system of passenger and freight transportation that connects quickly to major national and international transportation hubs for most modes. The system and services are detailed below, along with inventory, condition, and description information where available.

ROADS

JURISDICTION: Virginia Department of Transportation

MODES CARRIED ON SYSTEM: Passenger vehicles (cars, pickup trucks, SUVs, vans, etc.), motorcycles, semi trucks, delivery trucks, farm vehicles, emergency vehicles, military vehicles, intercity buses, local transit buses, school buses, social service and medical passenger transportation vehicles, bicycles, pedestrians, wheelchair users.

BACKGROUND AND DESCRIPTION

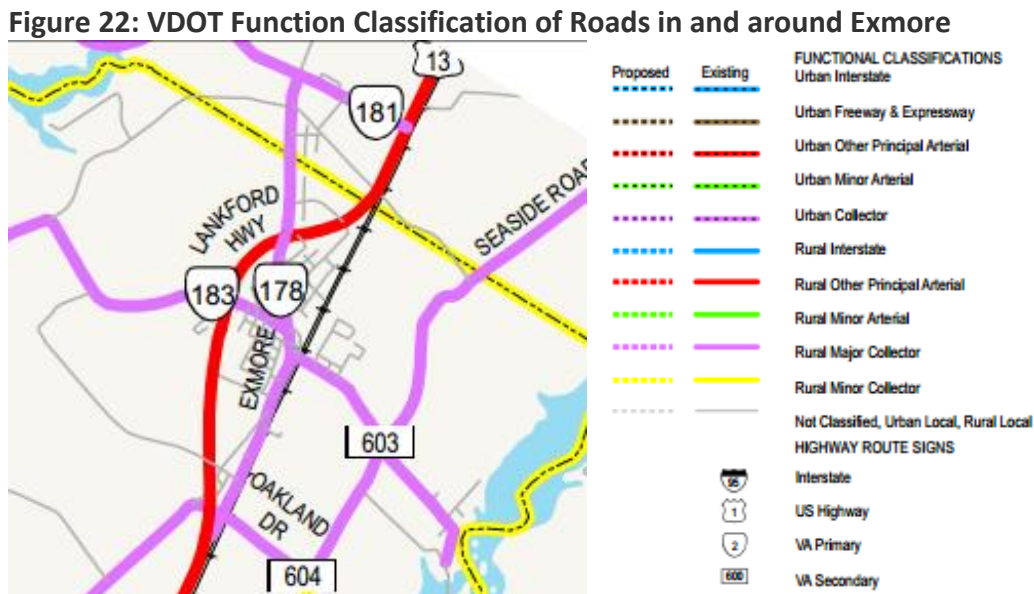
Automobile transportation is the predominant mode of transportation for both residents of and visitors to the Eastern Shore of Virginia. Roughly 18,000 vehicles traversed Route 13 in Exmore in 2013, the last year for which a count was available; about 92 percent of them were passenger automobiles. Another 2,200 found their way through downtown on Route 13 Business Route; all but 88 of them were passenger vehicles.

In order to qualify for federal aid, states must group their roadways according to the roles they play in an overall road network. The classification system, known as functional class, may also determine, among other things, design criteria and performance expectations. Figure 22 shows the VDOT classification of roads in and around Exmore.

Highest order roadways are known as arterials, which connect cities and large activity centers. Arterials, in general, are more for mobility than access, meaning the purpose is more weighted toward moving traffic than proving access to locations along the route. Route 13 is Exmore’s only arterial, and about 2.5 miles of it falls within the current city limits of Exmore, which also happens to be Exmore’s primary commercial area.

That was not always the case. When the current Route 13 was built to bypass downtown Exmore, most of Exmore’s commercial activity was still in the downtown area. In 1975, when the bypass was relatively new, the ratio of traffic volume on the business route to the bypass was 1:4. Over time, as more business located or relocated along the new route, downtown traffic dwindled along with downtown businesses, and the ratio of traffic on the business route compared to Route 13 now stands at 1.3:10.

Major collectors convey traffic between larger local towns not served by arterials, or that serves intra-county travel. Exmore has four major collectors: VA 183 (Ocohanock Neck Road), VA 603 (Willis Wharf Road), Route 13 Business Route (Main Street), and VA 178 (Belle Haven Road). Together, they total approximately 4.25 miles of centerline roadway in Exmore.



Source: VDOT

All other streets in Exmore are classified as local roads, providing direct access to adjacent land and serving short-distance travel. Local roads tend to have narrower lanes, lower speed limits, and lower traffic volumes. Traffic volumes for all Exmore roadways can be seen in Figure 23.

Another VDOT roadway is for administrative purposes. Road are classified as interstate, primary or secondary roads. Primary roads numbered less than 600. Secondary roads are numbered 600 and greater. Roads without numbers are not maintained by the state. The administrative classification does not affect the functional classification of a highway. In Exmore, the primary designation coincides with Route 13 and the four minor collectors mentioned above. All others have secondary designations.



Business Route 13 in Exmore. Photo credit: Jay Diem, Eastern Shore News. Used with permission. All rights reserved.

SAFETY

Crashes on VDOT facilities in the Exmore area from January 2012 until March 2015 are shown in Figure 24. Forty-nine crashes were within town limits. There were no fatal crashes during that period, one with incapacitating injuries, 14 with incapacitating injuries, one with non-visible injuries, and 33 with property damage only. Table 7 shows the breakout of crashes by type.

STATE AND REGIONAL TRANSPORTATION PLANS

VTRANS 2035, VDOT's Long Range Transportation Plan, Route 13 on the Eastern Shore was designated as a Corridor of Statewide Significance. The route is also a part of the national defense Strategic Highway Network (STAHNET), a national system of highways necessary to support emergency mobilization and peacetime movement of equipment to support U.S. military operations,⁶ part of the National Highway System⁷, and the Eastern Shore's only hurricane evacuation route.⁸

⁶ Strategic Highway Network, USDOT, www.fhwa.dot/policy/2004cpr/chap18.htm

⁷ FHWA, http://www.fhwa.dot.gov/planning/national_highway_system/nhs_maps/virginia/va_virginia.pdf

⁸ Virginia Department of Emergency Management, <http://www.vaemergency.gov/sites/default/files/Final2014hurricaneguide.pdf>

Figure 24: Exmore Area Crashes, January 2012 – March 2015

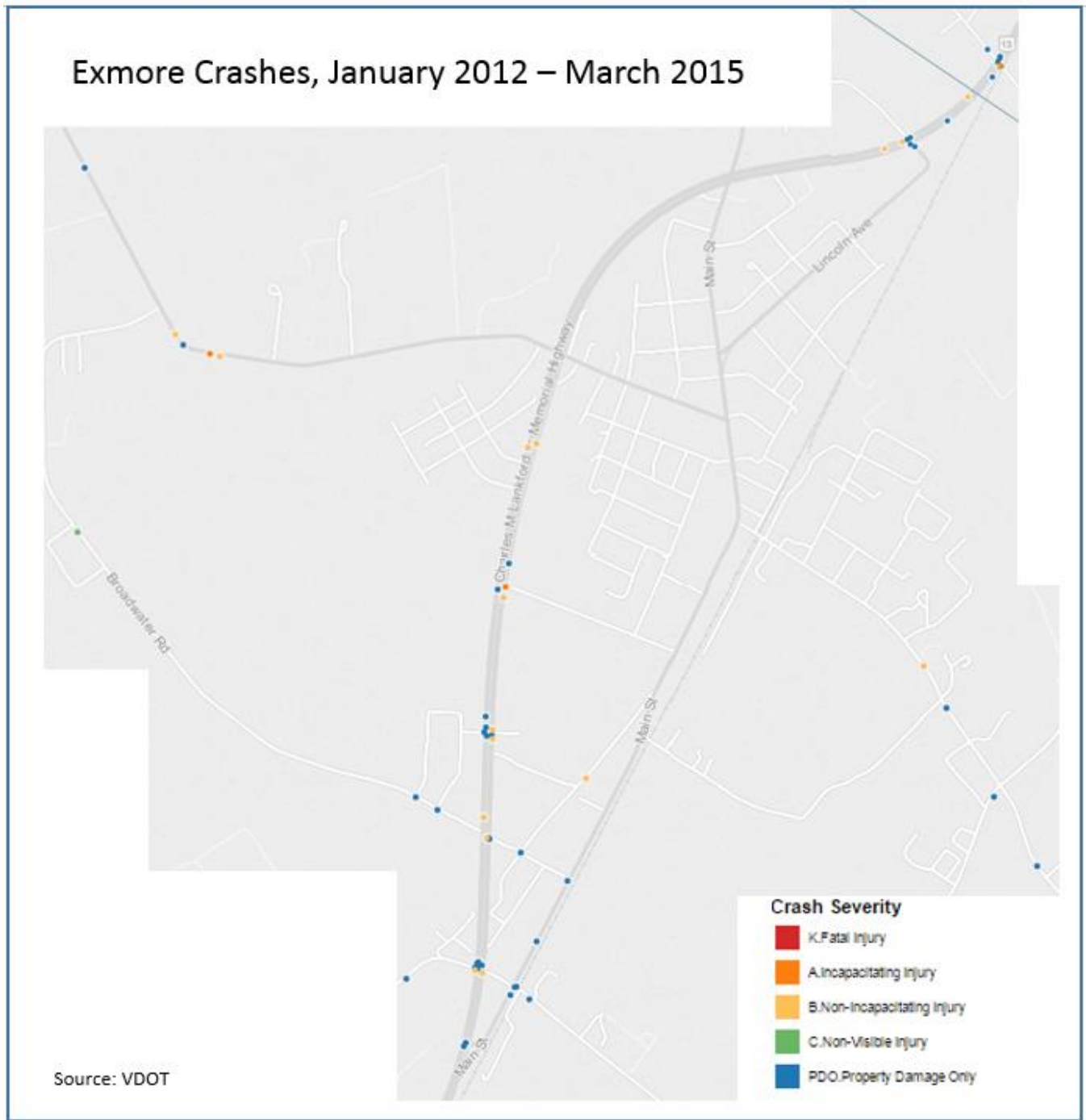


Table 4: Crashes within Exmore Town Limits by Type, January 2012 – March 2015

Crash Type	Angle	Rear-end	Fixed Object	Deer	Pedestrian	Sideswipe	Head-on	Other
Number	16	12	6	5	4	4	1	1

A report for the corridor completed as part of VTRANS 2035 Update encouraged access management practices, thoughtful land use decisions, and barge transport of freight to preserve the capacity functions of the corridor.

The Accomack-Northampton Planning District Commission's 2035 Regional Long Range Transportation Plan included a number of road improvement recommendations within Exmore. However, those recommendations were based on a US13 study that is now almost 15 years old, and much has changed on the Eastern Shore in the intervening years.

One project from the plan was completed: improving the intersection of Route 13/US 13 Business Route to include turn lanes.

The following recommendations from that plan are still relevant to this Comprehensive Plan:

- Eliminate deficient median crossover locations, and improve remaining crossover locations on Route 13 from .15 miles south of Route 1043 to Route 1043 (across from Holiday Inn Express).
- Improve intersection at Route 183 (Ocohanock Neck Road), including signal actuated advance warning light.

One recommendation that was in the plan that is still applicable, with modification, is to build an access road along Route 13 in front to Shore Bank and Rite Aid, and move the stoplight now located between the two further north. More than 30 acres in large commercially-zoned tracts are located beside and behind those businesses, bounded by Route 13 on the west, Benjamin Street to the north, and on the east by Hadlock Road.

Given VDOT's desire for thoughtful land use decisions and access management practices, and Exmore's desire to improve safety of non-automobile travelers, Exmore intends to develop this zone as a future Urban Development Area (pursuant to Section 15.2-2223.1 of the Code of Virginia), utilizing principles of traditional neighborhood design to meet the town's intention for a mixed-use, village-style development, while meeting VDOT's transportation objectives for managing access on U.S. Route 13.

Such a development would provide an opportunity to connect downtown and existing residential areas to commercial areas along Route 13, and to providing a continuous safe route for a large number of wheelchair users, walkers, and bicyclists traveling from the east side of town to the town's only remaining grocery store and other convenience services located along Route 13. This is also a route used by non-automobile travelers to access jobs in these locations. Currently these non-motorized travelers make their way through a maze of indirect, narrow back streets and parking lots to cross at the Rite-Aid/Shore Bank light.

The long-range plans serve to guide transportation capital investment at the state and local levels. There are no road improvements for Exmore included in VDOT's Six Year Improvement Plan, nor are there indications of deficiencies in freight or passenger transportation in the Route 13 Eastern Shore corridor.

VTRANS 2035 did identify safety concerns: 20 of 22 high crash locations on Route 13 were on the Eastern Shore. VDOT has initiated a study of the corridor to identify priority locations for improvements. The study is expected to be complete in March 2016.

Walking Audit (Eastern Shore Health Communities)

Although it does not hold the official status of a long-range transportation plan, a walking audit Exmore’s downtown area was conducted as part of the Eastern Shore Healthy Communities initiative in 2012 to assess the downtown area for how well it invited foot travelers to come into and linger in its public spaces.

The transportation-related recommendations from the walking audit included:

- Adding shade trees and other “greening” elements to downtown;
- Modify turning radii to provide “bulbout,” which slow turns and provide additional outdoor space;
- Higher intensity crosswalks for improved visibility; and
- Improved and slightly widened sidewalks.

TRANSIT

PROVIDER: STAR Transit, operated by the non-profit Virginia Regional Transit; Eastern Shore Community Services Board; Area Agency on Aging

FLEET: 8 buses (STAR Transit)
18 (CSB)

TRIPS: 69,378 (Star Transit, Shore-wide, 2012)
36,439 (CSB, Shore-wide, 2013)

STAR Transit has three deviated fixed routes and one limited-area demand-response services on the Eastern Shore. Deviated fixed routes means that a service operates primarily along a fixed route, but can deviate for pre-arranged passenger requests, often to accommodate passenger mobility. For 50 cents, riders can access the red/purple fixed route lines serving Exmore, with service as far south as Cape Charles, or as far north as Onley, where the Walmart stop provides connections to three other lines that travel as far north as Chincoteague, connecting with the local Pony Express fixed route transit service.

A ridership on/off count completed in fall 2014 counted 230 passengers on and off at Exmore stops on the northbound Red Line, and 234 on the southbound Purple line.

“My hardest challenge is transportation.”

The Exmore Village resident and wheelchair user quoted above said she moved to Exmore specifically for the transportation options it affords, but she still finds challenges.

The elimination of a nearby stop by STAR Transit and long wait times were two she cited. “It takes a lot of planning,” she said for even the simplest trips.

But the challenges are not limited to bus transportation. Although she is pleased with the very good sidewalks in the downtown area, those leading out of downtown to the south towards the shopping area on Route 13 were in disrepair or non-existent.

Hadlock Road, a narrow, shoulderless stretch with a deep ditch on the west side, is of particular concern. She stays on the side with a ditch because of a dog on the other side of the road, but the wind blowing across the open field can be frightening. “I was almost blown over,” she said.

To understand the challenges of wheelchair users, she says it’s important to think on a different scale. “Cracks in the road look little to a car,” she said, “but they can break my wheelchair.”

All STAR transit buses are ADA accessible with wheelchair lifts and tie downs, and are equipped with bicycle racks. Buses run Monday through Friday, six trips daily, with stops in Exmore beginning roughly 7 a.m., and the latest stops at roughly 5 p.m.

Area Agency on Aging and CSB transportation provide transportation for seniors and clients, respectively, to access the services their agencies provides.

INTERCITY PASSENGER BUS

PROVIDERS: Greyhound

SERVICE: Two northbound and southbound buses daily.

Greyhound maintains daily service with a station inside the Exxon station at the intersection of U. S. 13 (Lankford Highway) and Belle Haven Road. From Exmore, passengers can connect to major national routes in Norfolk to the south and Wilmington, Delaware or Baltimore, Maryland to the north.

BICYCLE AND SHARE USE PATHS

Miles: None

There are currently no designated bicycle or shared use paths in Exmore. The Eastern Shore Bike Plan Update of 2014 indicates wide shoulders would allow US 13 Business Route through Exmore to meet the technical specifications for designation as a bicycle route, but it has not been designated. The plan also proposes paved shoulders be added to VA 183/Route 613 (Ocohanock Neck Road) from Silver Beach to Exmore, along Route 603 between Exmore and Willis Wharf, and along Route 618 (Bayside Road) from Exmore to Machipongo.

SIDEWALKS AND PEDESTRIAN PATHWAYS

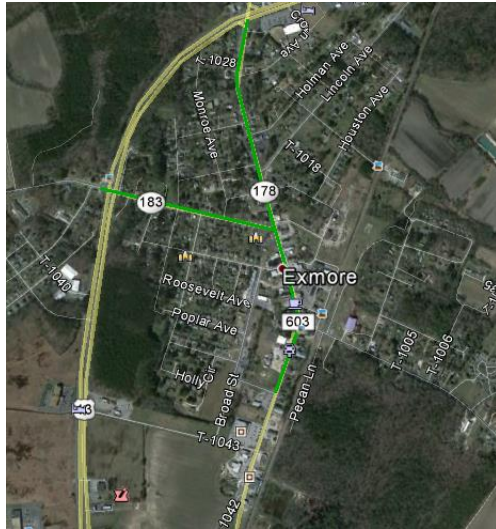
LINEAR MILES: 1.8 MILES

JURISDICTION: VDOT

Sidewalks line both sides of Main Street in the central downtown area; the west side of Main Street north of Route 13 Business Route; the east side of Main Street from the fire house south to Bright Avenue; and both sides of Ocohanock Neck Road from Main Street, across Route 13, to about 160 feet before AP's Freedom Apartments, as shown in Figure 25.

A recent draft report compiled by A-NPDC highlighted two locations of sidewalk damage as indicated in Figure 26. Both are on US 13 Business Route; the first is between Mapp and Grayson Avenues, and the second is between Willis Wharf Road and Commercial Ave. In addition, wheelchair users pointed out that the sidewalk on the east side of Main Street from the fire house to Bright Avenue is in disrepair, causing them to opt to travel in the roadway rather than use the sidewalk.

Figure 25: Exmore Sidewalk Coverage



Source: Google maps

Figure 26: Damaged sidewalk locations



Source: ANPDC Draft Sidewalk Gap Analysis, 8/1/2014

RAIL FREIGHT

OPERATOR: Bay Coast Railroad

MILES: 68

Bay Coast Railroad operates 68 miles of track in Accomack and Northampton counties. The mainline is 130-pound rail maintained to meet Federal Railroad Administration Class-II Standards.

Two rail car barges with 15- and 25-car capacity cross the Chesapeake Bay between Cape Charles and Little Creek pulled by tug boats, providing rail freight connections to Norfolk Southern Railway in Norfolk and in Pocomoke, Maryland. Each round barge trip takes approximately 12 hours. Rail and barge capital investments are partially subsidized by the Virginia Department of Rail and Public Transportation⁹. Float bridges at the ports allow rail cars to be rolled directly onto and off of the barges. It is one of two such rail car float operations left in the country, and has been in continuous service since 1885.¹⁰

⁹ 2013 Virginia Statewide Rail Plan, <http://drpt.virginia.gov/media/1135/vsrp-2013.pdf>

¹⁰ Bay Coast Railroad, Inc., www.varail.com/baycoast.com/htm

GENERAL AVIATION

FACILITY: Accomack County Airport

Campbell Field Airport

RUNWAY: 5000' x 100' asphalt (Accomack)

3000' turf (Campbell)

1455' turf (Campbell)

Exmore's closest general aviation airport is Campbell Field Airport in Weirwood, 6.2 miles south of Exmore. The privately-owned airfield is open for public use, and provides two turf runways. Aircraft tie-downs and a courtesy car are available for use by visiting pilots.

Accomack County Airport is 9 miles north of Exmore in Melfa. The public airport and home to 25 based aircraft and two businesses that lease space to operate from the airport. Infrastructure includes a 5000' asphalt runway, a modern terminal building, jet fuel services, 18 T-hangars, and automated weather observation. Navigational aids are runway lights, rotating beacon, lighted windsock, automated weather observation system (AWOS), Localizer Approach, and GPS.

Assessment

Assessment: Personal Mobility

Local mobility

The ability to conveniently access essential services relies heavily on the possession of an automobile, and according to data from the U.S. Census Bureau, about 75 percent of Exmore households own at least one vehicle.

Public involvement participants indicated they were able to travel by automobile with relative ease, and they did not expect that to change in the future. More than half said they did not feel safe driving on Route 13, but no single reason stood out. All agreed the system functioned pretty well, but would need some tweaks in the future, most frequently citing more accommodations for bicyclists, pedestrians, and wheelchair users and better traffic flow during peak hours. They also indicated they would like to see major commercial and industrial uses remain where they are – along highways and other transportation facilities and downtown.

That leaves 25 percent of households without the means to travel independently by car to access essential services— about double the percentage of county households and four times the statewide level— and another 39 households with only one vehicle. With 50 percent of the workforce traveling at least 20 minutes or more to work, it could prove difficult for those households to share one vehicle during work hours.

Through STAR Transit connections, Exmore's vehicle-free residents can range most of the length of the Eastern Shore of Virginia, with service to Cape Charles, Exmore, Onley, Onancock, and Chincoteague, where they can connect with the seasonal Pony Express. Star Transit fares are 50 cents each way for fixed route, and three dollars each way for demand response.

While Exmore residents have the ability to travel up and down the Shore without a personal automobile, STAR Transit riders interviewed said they often choose to find other ways to get around. In informal community conversations with individuals in vehicle-free households, the gap between bus runs, discomfort attributed to jolting from the bus suspension and drivers not slowing for speed bumps, lack of sheltered places to wait, and conduct of other bus passengers were all cited as reason they would more likely seek a ride from a family member or venture out on foot, wheelchair, or scooter for groceries, medications, and other nearby errands, in all but the worst weather.

For longer distance personal business, finding a ride was still preferred, but travel via STAR Transit was accomplished only with “a lot of planning,” and a trade-off of between extended waiting and being late. Another ride lamented the lack of options for across-the-bay transportation for medical care. He did not qualify for insurance-provided medical transportation, and this posed an ongoing challenge.

During public involvement for the long-range plan, and in discussions with town officials, concern for the safety of pedestrians and users of wheelchairs and medical scooters arose repeatedly. Census data do not point to a larger concentration of disabled individuals in Exmore than in the surrounding county, nor than in the state as a whole, but there are three apartment complexes on the east side of Exmore with 146 units for disabled and elderly residents. The only remaining grocery store in town lies 1.4 miles to the west, over the railroad tracks, through downtown, down the narrow Hadlock Road, then weaving through commercial parking lots to access a light and cross Route 13. Most of the trek is made on the edge of the roadway or in the roadway itself because there are sidewalks are in disrepair or there are no sidewalks.

The concentration, visibility, and safety of those scooter and wheelchair users has become a concern for neighbors, residents, and town officials alike.

Mobility Beyond the Eastern Shore

Exmore is well situated to connect to other intercity passenger bus routes and some modes for travel beyond the Eastern Shore. Greyhound maintains daily service with a station inside the Exxon station at the intersection of U. S. 13 (Lankford Highway) and Belle Haven Road. In Norfolk the Greyhound station does not connect directly with other passenger modes, but is about 1.3 miles from the Amtrak station on Park Ave. where airport travelers can catch the James River shuttle, by prior reservation, or board The Tide at the nearby Harbor Park light rail station.

As mentioned above, one area for improvement is same-day transit trips across the Chesapeake Bay for medical or other purposes.

To the north, Greyhound connects with multiple large cities with intermodal terminals that offer direct bus-to-train, bus-to-bus, or bus-to-transit transfers.

Assessment: Business Mobility

Exmore is well-situated for ease of freight movement. Although the area’s peninsular geography isolates it somewhat from major commerce centers and transportation hubs to the north, and the Chesapeake

Bay similarly separates it to the south, the Chesapeake Bay Bridge tunnel and the Bay Coast Railroad rail barges between Cape Charles and Little Creek are reliable connections to major highway, port, and rail facilities.

Route 13 is already a recognized short-cut route for trucks wishing to avoid the congestion and delays of the northeast corridor and shaves 60 miles off a New York City destination. Northbound trucks can reach I-95 or one of several port destinations in just a few hours.

Assessment: Safety and Future Needs

The VTRANS 2035 Update corridor analysis for Route 13 indicates that all sections of Route 13 are expected to continue operating at acceptable levels of service in the future. Of the high crash locations identified, none were in Exmore.

Recommendations

Personal Mobility for Auto-less Individuals

Providing modal choices and safe route for bicyclists, pedestrians, and users of wheelchairs and scooters to access basic necessities preserves both personal dignity and self-reliance. This is consistent with VTRANS 2035 Update’s goal of increasing travel choices to improve quality of life for Virginians.

Of particular concern is connecting the shopping area on Route 13, where daily necessities and many of the jobs are that a held by auto-less residents.

RECOMMENDATION: WORK WITH VDOT AND COMMUNITY PARTNERS TO DESIGNATE AND IMPROVE SAFETY ON ROUTES THAT NON-DRIVING RESIDENTS CAN USE TO ACCESS BASIC NECESSITIES SO THEY CAN RETAIN CHOICES AND SELF-RELIANCE.
RECOMMENDATION: REPAIR EXISTING SIDEWALK SEGMENTS AND BUILD EITHER ADDITIONAL SIDEWALK SECTIONS OR OTHER NONMOTORIZED ACCOMMODATIONS THAT PROVIDE SAFE PEDESTRIAN AND/OR WHEELCHAIR ROUTES FROM ONE END OF TOWN TO THE OTHER, AND THAT COMPLETE IMPORTANT CONNECTIONS IN AREAS OF HIGH PEDESTRIAN AND/OR WHEELCHAIR USE.
RECOMMENDATION: LOOK FOR WAYS TO IMPROVE CONDITIONS FOR THOSE WHO MOVE ABOUT BY MEANS OTHER THAN A PERSONAL AUTOMOBILE, SUCH AS LOWER SPEEDS AND VISUAL CUES TO DRIVERS IN AREAS OF HIGH BICYCLE/PEDESTRIAN/WHEELCHAIR ACTIVITY.
RECOMMENDATION: WORK WITH OTHER AREA PARTNERS TO FIND A SOLUTION TO SAME-DAY ACROSS-THE-BAY TRANSPORTATION NEEDS FOR THOSE WITHOUT PERSONAL AUTOMOBILES.
RECOMMENDATION: WORK WITH START TRANSIT TO ENSURE RIDERS’ TRIPS ARE AS SAFE, COMFORTABLE, TIME SENSITIVE AND COST EFFECTIVE AS POSSIBLE.

Roadways

Most transportation projects identified in the regional long range transportation plan have not been advanced. Four years have passed since its publication, and more than a decade since the study upon

which many of the recommendations were based, and a re-evaluation could indicate whether the conditions and benefits that were cause for the original recommendations continue to exist.

The VTRANS 2035 update recommends improving safety and mobility through access management and land use planning along the Route 13 corridor. However, the goal of not slowing down traffic can be at odds with the town’s desire to create a destination that both invites visitors to stop and linger, and is safe for its own residents to access and cross without vehicles. All of these needs can be balanced through coordinated planning that values the interests of all parties.

RECOMMENDATION: ENCOURAGE THE ACCOMACK-NORTHAMPTON PLANNING DISTRICT COMMISSION TO REVISIT AND UPDATE THE US ROUTE 13 STUDY UPON WHICH THE 2035 REGIONAL LONG RANGE TRANSPORTATION PLAN IS BASED, SCANNING ROUTE 13 FOR COMPLETED IMPROVEMENTS, EMERGENT NEEDS, AREAS WHERE NEEDS HAVE CHANGED, AND MODIFYING RECOMMENDATIONS WHERE NECESSARY.

RECOMMENDATION: DEVELOP ALL OR PART OF THE COMMERCIAL AREA BOUNDED BY BENJAMIN ST., HADLOCK, ROUTE 13, AND THE PRIVATE ACCESS ROAD RUNNING NEXT TO THE HAMPTON INN AS AN URBAN DEVELOPMENT AREA (PURSUANT TO SECTION 15.2-2223.1 OF THE CODE OF VIRGINIA) TO BALANCE ACCESS MANAGEMENT, LAND USE PLANNING, PERSONAL MOBILITY AND SAFETY FOR NON-DRIVING RESIDENTS, AND SAFETY OF THE MOTORING PUBLIC WHEN PLANNING DEVELOPMENT OF VACANT LAND ALONG ROUTE 13, PARTICULARLY BETWEEN THE EAST SIDE OF US13 AND DOWNTOWN EXMORE.

RECOMMENDATION: WORK WITH VDOT TO ADD PAVED SHOULDERS TO VA 183/ROUTE 613 (OCCOHANNOCK NECK ROAD) FROM SILVER BEACH TO EXMORE, ALONG ROUTE 603 BETWEEN EXMORE AND WILLIS WHARF, AND ALONG ROUTE 618 (BAYSIDE ROAD) FROM EXMORE TO MACHIPONGO AS OUTLINED IN THE EASTERN SHORE BIKE PLAN UPDATE.

RECOMMENDATION: WORK WITH VDOT TO RECONFIGURE DOWNTOWN STREETS AS OPPORTUNITIES ARISE TO MAKE CROSSWALKS MORE VISIBLE, TO MODIFY TURNING RADII FOR DESIRED DRIVER BEHAVIOR AND PEDESTRIAN CONVENIENCE, AND TO ADD STREET TREES AND OTHER GREEN ELEMENTS TO DOWNTOWN.

RECOMMENDATION: WORK WITH VDOT TO IDENTIFY AND PRIORITIZE ROUGH RAILROAD CROSSINGS.

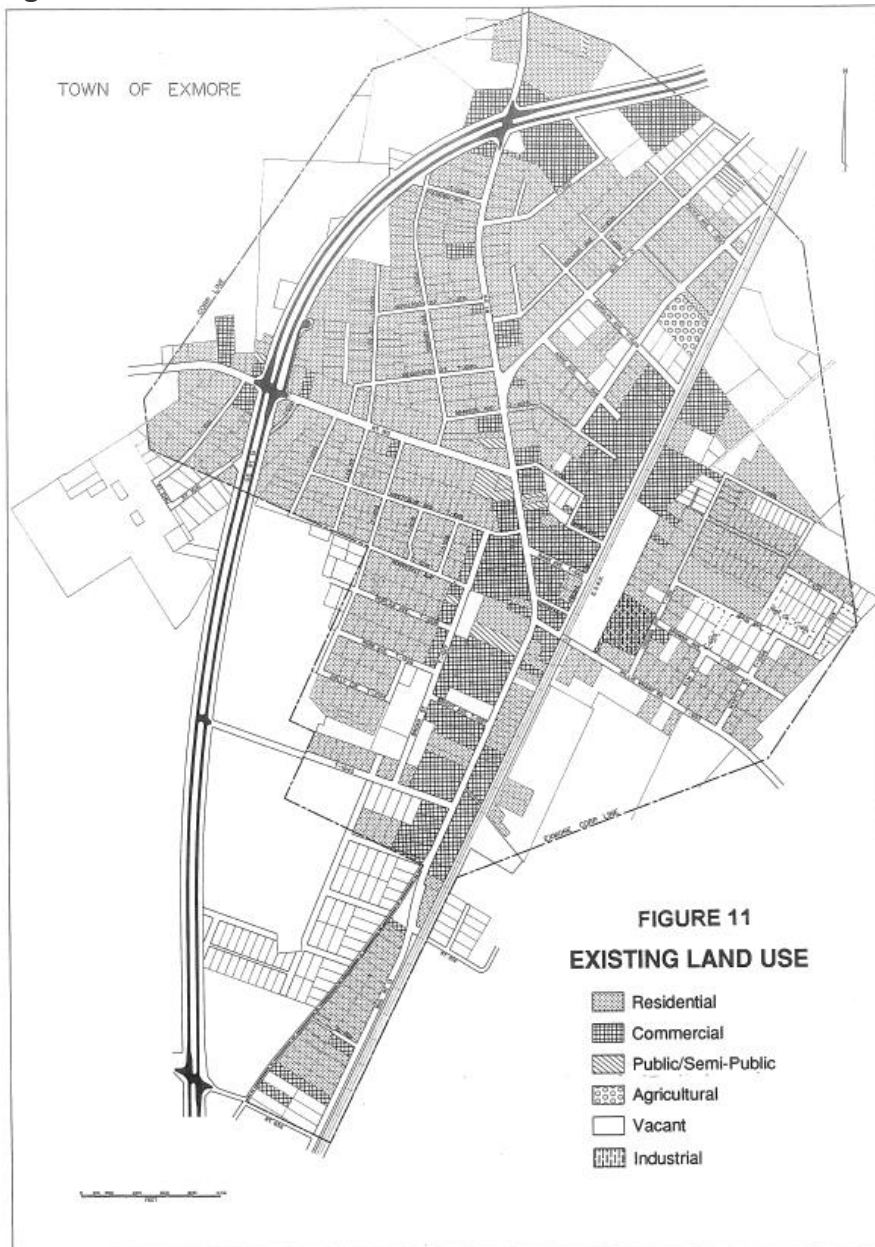
Chapter 4 LAND DEVELOPMENT

CHARACTERISTICS AND CONDITIONS OF EXISTING DEVELOPMENT

RESIDENTIAL

Exmore’s residential development was largely in place before the annexation in 2000. Prior to 2000, residential development constituted the majority of the town’s development, made up of single-family homes (Figure 27). The town’s previous Comprehensive Plan characterized neighborhoods as diverse, relatively stable, quiet, and amenable to family life. The annexation added additional residential areas, and some affordable housing has been added in the areas that were annexed.

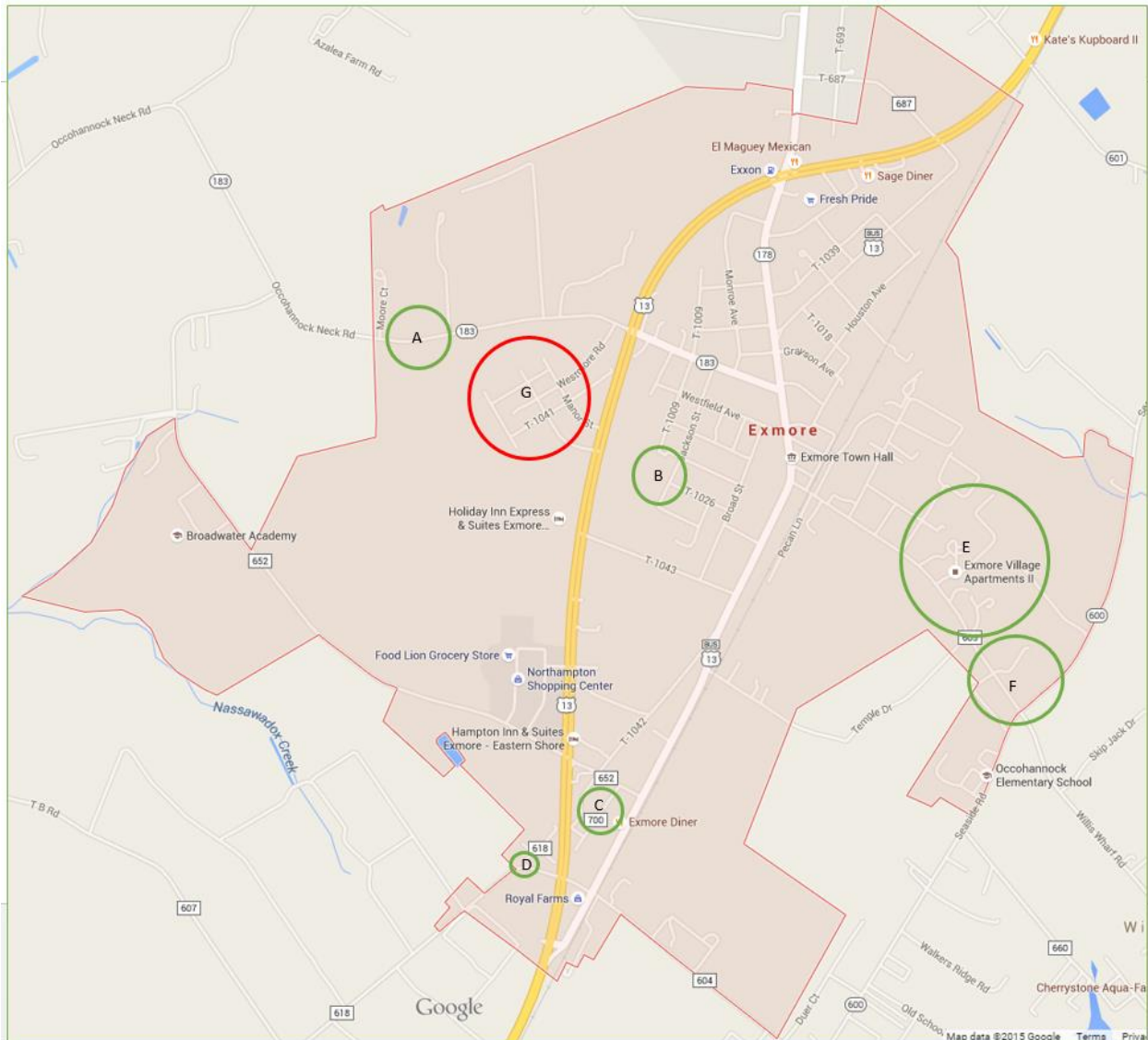
Figure 27: Exmore Land Use Prior to Annexation in 2000



Source: Town of Exmore, Technical Analysis, June, 2000

The residential areas that were added through annexation are shown in Figure 28. They include the area circled in green on Occohannock Neck Road (A), houses at the end of Roosevelt and Poplar Avenues (B), the area roughly between McDonalds and Exmore Diner (C), a few homes near Hadlock Lane (D), the Exmore Village Apartments (E), and the Peter Cartwright Apartments along with a few single family homes on the opposite side of Willis Wharf Road (F). Area G, the New Roads housing development, is an affordable housing community that was added after the 2000 annexation.

Figure 28: Housing Areas Added to Exmore with 2000 Annexation

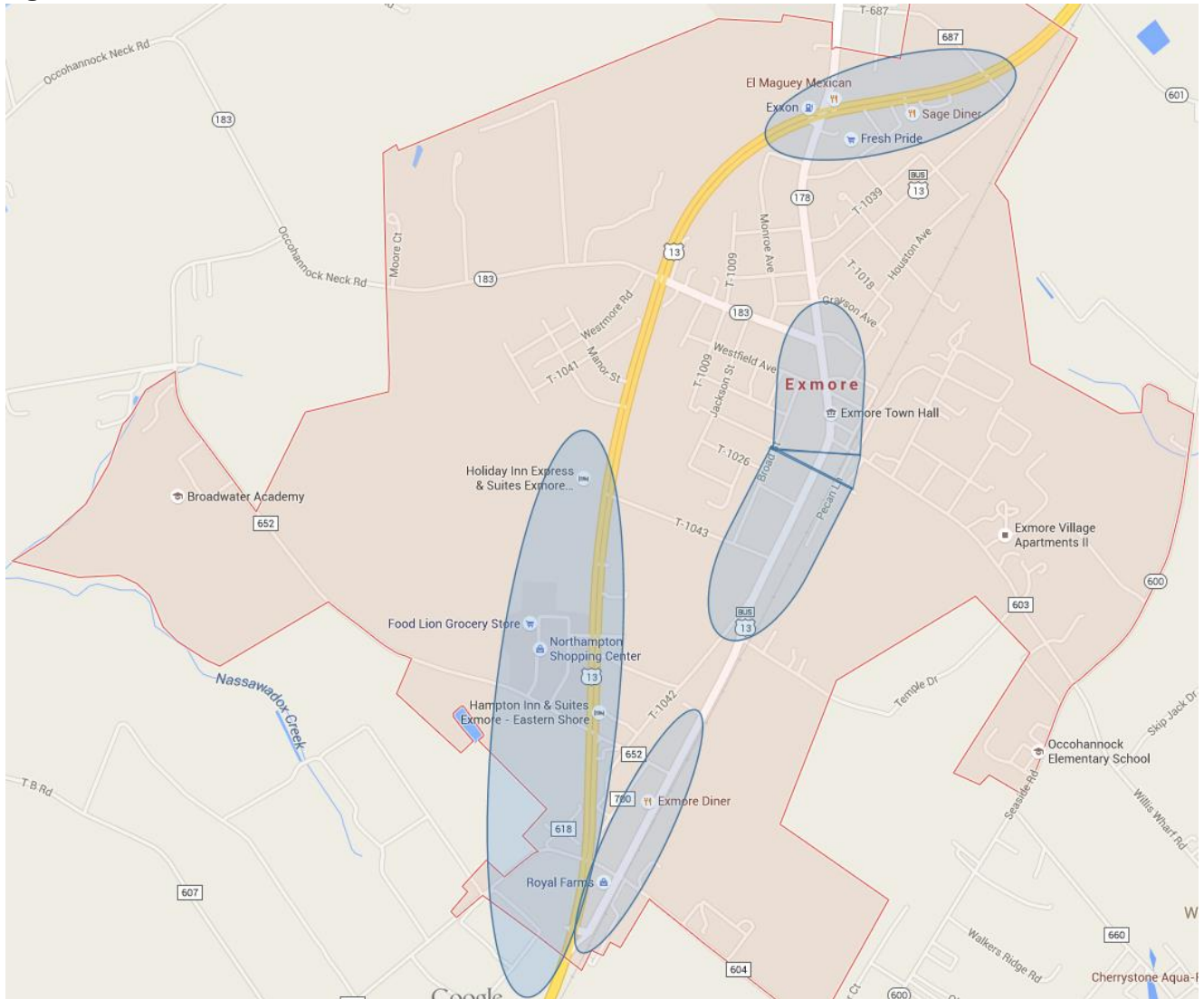


Source: Town of Exmore Technical Analysis, Year 2000, compared to current town boundaries. Map source: Google Maps, 2015.

COMMERCIAL

Exmore has four main commercial areas: two areas along Route 13, the downtown area, and along Business Route 13 just north of where it splits from Route 13 (Figure 29).

Figure 29: Exmore Business Areas



Map source: Google Maps, 2015

An informal survey of commercial property listed for sale in Exmore found ten commercial buildings totaling almost 61,000 square feet. Of that, 30,500 square feet is on Lankford Highway, 28,908 square feet is in downtown, and 1,528 square feet is on Business Route 13. Also found were 80,000 square feet in commercial area for lease (some of this is also listed for sale, such as the former Fresh Pride building).

Although Exmore also has many vacant commercially-zoned parcels for sale, the moratorium on new sewer connections, poorly draining soils that underlie much of the vacant land, making it less suitable for septic systems, and the availability of vacant commercial storefronts and buildings along Route 13 and in downtown, make it unlikely there will be much new commercial construction activity until the issues with the public sanitary sewer are resolved.

Outdoor storage in commercial and industrial areas also surfaced during Planning Commission discussions as a topic of concern, especially where there are nearby incompatible uses. One example

cited was the juxtaposition of the town park with an unsecured outdoor storage area of inoperable vehicles across the street from the park where children have wandered over to play among the cars.

Table 5: Commercial Business Listings for Properties in Exmore as of June 16, 2015

Location	Square Footage	Asking Price
Route 13		
2625 Lankford Highway (former Fresh Pride)	26,935	\$495,000
4116 Lankford Highway (former Burger King)	3,580	\$379,000
Downtown		
3327 Main Street (former Peebles building)	16,580	\$575,000
23350 Main Street (former bank)	3,500	\$129,500
3306 Main Street (Country Way Mercantile)	2,735	\$219,000
3318 Broad Street (former ABC Store)	2,640	\$49,900
3257 Main Street	1,620	\$89,999
12139 Bank Avenue (attorney office)	1,120	\$80,000
Other		
4058 Main Street (Isle of Books)	1,521	\$54,900
1156 Occohannock Neck Road (Ortho Fit)	713	\$58,000

Sources: cbharbourrealty.com, LoopNet.com

HOUSING SUPPLY

The U. S. Census reported 815 housing units in Exmore in its 2009-2012 Community Survey, with an overall occupancy rate of 94 percent. About 45 percent were owner-occupied, and 55 percent renter-occupied.

About half of Exmore’s housing stock was built earlier than 1970 – at least 45 years ago, and more than a quarter is at least 75 years old (Figure 30). The Census further reported that 27 of these home lacked complete plumbing facilities; 16 lacked complete kitchen facilities.

They were modest homes; 66 percent had five or fewer rooms (Figure 31). Seventy-two percent of the housing units were single-family detached with the rest scattered through various configurations of multiple-family dwellings (Figure 32).



Habitat for Humanity Office, Bank Street, Exmore. Credit: A-NPDC staff photo

Figure 30: Age of Exmore Housing Stock

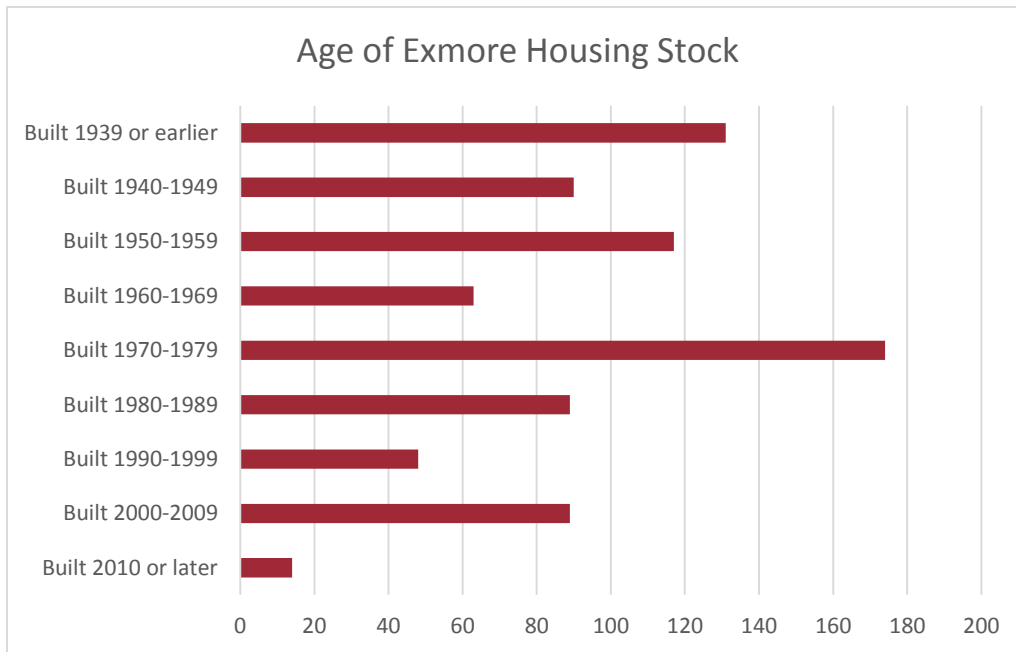


Figure 31: Housing Units by Total Rooms

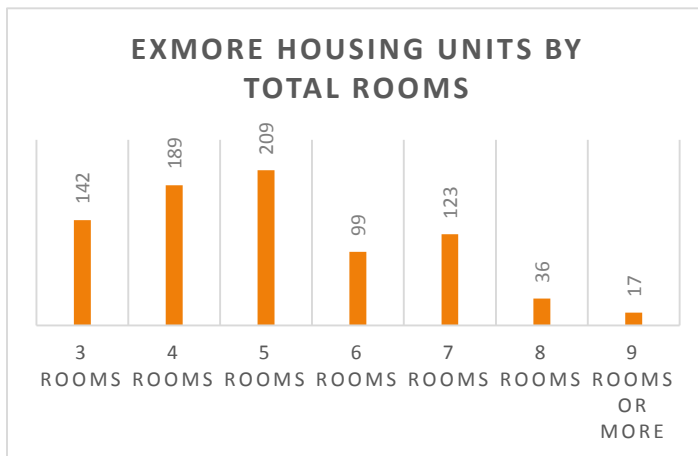
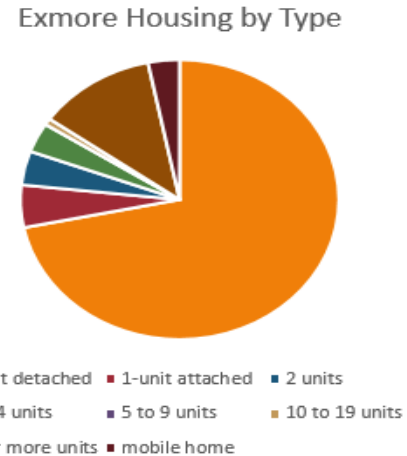


Figure 32: Exmore Housing by Type



Source, Figures 30-32: 2009-2012 American Community Survey, US Census Bureau

The Census Bureau placed median home value at \$120,900, and of the 337 owner-occupied units, 205 (61%) were mortgaged. The median monthly cost for housing units with a mortgage was \$934; for housing units without a mortgage, it was \$298. For 64 percent of homeowners with a mortgage, their monthly housing costs were less than 25 percent of monthly household income, but there were still 30 percent who were paying 30 percent or more of monthly household income for housing costs.

The median housing rental rate was \$449, but the mode was in the range of \$500-\$749, as shown in Table 6. Forty-one percent of renters pay more than 35 percent of household income in rent.

Table 6: Exmore Rental Housing Costs 2009-2012

Exmore Rental Housing Costs 2009-2012					
Gross Rent	Number of Units	Percent	Rent as Percent of Household Income	Number of Units	Percent
Less than \$200	35	8.6%	Less than 15 percent	54	13.8%
\$200-\$299	98	24.0%	15 to 19 percent	28	7.2%
\$300-\$499	72	17.6%	20-24.9 percent	28	7.2%
\$500-\$749	120	29.3%	25-29.9 percent	72	18.3%
\$750-\$999	46	11.2%	30-34.9 percent	48	12.3%
\$1,000-\$1,499	28	9.3%	35 percent or more	160	41.0%
Median	449	-	Not computed	24	-
No rent paid	5	-			

Source: 2009-2012 American Community Survey, US Census Bureau

Affordable Housing

HUD generally considers families paying more than 30 percent of income for housing as cost burdened. Under this standard, about one-third of Exmore home owners were housing cost-burdened. For renters, the American Community Survey provides only rental costs, but does not include utilities which may or may not be included in the rental amount. However, based on rent alone, 53 percent of Exmore renters were cost burdened by housing.

The Exmore community has a number of affordable housing options, listed in Table 7 below.

Table 7: Affordable Housing Options in Exmore

Name of Development	Location	Number/Type of Units
Crispus Attuks Apartments	New Roads	22 apartments
New Road Village	New Roads	16 apartments
Virginia Street	Virginia Street	10 rental homes
Exmore Village I & II	Willis Wharf Road	100 units, all ADA compliant, nine units are wheelchair accessible
Peter Cartwright Manor	Willis Wharf Road	46 apartments for residents age 62 and older.
AP's Freedom Apartments	Occohannock Neck Road	15 wheelchair accessible apartments for households where at least one adult member has qualifying disabilities

Source: ANPDC, phone call to Exmore Village, accessible space.org

Implications for the Future

A simple goal for the comprehensive plan is to improve housing so that all homes have indoor plumbing.

Beyond that, based on HUD standards, it appears that a large percentage of Exmore renters are cost-burdened by rental rates, and that expanding the number of affordable rental units in Exmore would be worth examining. Furthermore, 30 percent of homeowners were paying 30 percent or more of monthly household income for housing costs, and could be sensitive to additional costs, including those imposed by the government for services.

Chapter 5 GOALS AND OBJECTIVES

PUBLIC INVOLVEMENT SUMMARY

The public was invited to participate in setting priorities that were used to set goals and objectives in the Comprehensive Plan in two ways: through a public participation session held prior to the October 4, 2014 Town Council Meeting, and through a survey that was included with the January water bill.

Eighteen participants evaluated sets of statements about topics from either the last comprehensive plan or topics that were not in the last comprehensive plan, but for which the Code of Virginia requires consideration in the formulation of comprehensive plans. The statement sets were mounted on posters around the council chambers. Participants were asked to place a dot next to the statements that most closely matched their own views, or, if none matched their views, to write a statement of their own and mark that with a dot. Once a new statement was added, participants could consider it along with the other statements provided. Participants were also asked to add comments, and those are recorded in the results. (A full set of the statements and participants responses is available in Appendix C.)

The items identified as most important were the quality of drinking water, improving building fronts in downtown Exmore, providing a rental facility or covered picnic area in the park, addressing the threat posed by flooding, fixing and/or expanding the sanitary sewer system, and fixing railroad crossings to make them smoother. Respondents wanted to look more closely at safety for bicyclists, pedestrians, and wheelchair users, provide for more housing of all types –and were willing to be flexible on density for other tradeoffs-, and to do something about buildings in disrepair.

A simple survey was constructed and sent with the January 2015 water bills, asking respondents to rank the issues that surfaced as most important in the initial public involvement. Respondents were also invited to add their own ideas, and to highlight what they considered the town's strengths. Thirty-two surveys were returned; a tabulation of their responses is found in Appendix D.

Overall, results from the second survey affirmed that all of the issues identified as priorities in the initial public involvement session are important to residents. Some residents chose not to rank, but rather to check items that are important. So while numerically some items ranked higher than others, those that ranked lower were checked more frequently.

But something else emerged from the second survey: a sense that residents are genuinely happy with their town: the services, the improvements that have been made, and town employees. A few of the responses are highlighted below.

- “Improvements since 1996 have been amazing.”
- “Always see folks out on the street enjoying the town.”
- “Glad to see council, mayor and administrative personnel communicating and in harmony. Keep up good job!”
- “I feel our town police do an exemplary job.”
- “I appreciate how Mike Johnson & public works guys stay on top of things.”

A separate public outreach session was conducted February 13 at Exmore Village, focusing specifically on transportation. Five individuals were interviewed at Exmore Village, and one more by telephone. Their responses and experiences are folded into the transportations section.

All the survey results taken together, along with the findings of the studies undertaken in the previous sections, were used to shape the goals and strategies.

COMPREHENSIVE PLAN DEVELOPMENT GOALS AND STRATEGIES

Maintain–

- The business foundation of Exmore by inviting business participation into discussions that fundamentally affect the business climate of the town.
- The distinct character of downtown area.
 - Review downtown zoning to better define geographic boundaries of downtown Exmore.
 - Explore ways to improve building exteriors, working cooperatively with property owners.
 - Address storm drainage issues in downtown area.
 - Review lighting to ensure downtown is adequately lit for safety.
 - Improvements for those traveling by foot, bicycle, and/ or wheelchair so that they are safe, they feel safe, and those traveling by motorized vehicle are aware of their presence.
 - Working cooperatively with VDOT, look for opportunities through special grants, routine maintenance projects, road improvements, or other avenues that may arise to accomplish these projects.
- Viable neighborhoods, with housing opportunities of all kinds to repair or replace aging housing stock.
 - Ensure that housing remains available for Exmore’s residents in every income group.
 - Provide flexibility in density where there are other advantages to the town, such as developer-paid recreation fields.
 - Ensure all homes have indoor plumbing.
 - Demolish or make safe buildings in disrepair.
 - Continue active police presence to keep town safe and residents out and enjoying their community.
- A robust transportation system that balances among the needs of those who live and work here, and the various ways they travel; those who are passing through, and those who come to Exmore as a destination, whether for business or personal reasons.
 - Work with VDOT to address safety, capacity, condition, and other system issues as they arise.

- Work with VDOT and community partners to designate and improve safety on routes that non-driving residents can use to access basic necessities so that they can retain choices and self-reliance.
- Work with VDOT to add paved shoulders as opportunities arise, consistent with the Updated Bike Plan and evolving community needs.
- Explore VDOT's Urban Development Area program and other options to balance access management, land use planning, personal mobility and safety for non-driving residents, and mobility and safety of the motoring public when planning development of vacant land along Route 13, particularly between the east side of US13 and downtown Exmore.
- Work with other area partners to find a solution to same-day across-the-bay transportation for medical appointments and other purposes.
- Work with Star Transit to ensure riders' trips are as safe, comfortable, time sensitive, and cost effective as possible.
- Encourage Accomack-Northampton Planning District Commission to work with VDOT, Exmore, and other area partners to update the US Route 13 Corridor Study, scanning for emergent needs, completed improvements, and where needs have changed, and updating recommendations as needed.
- Look for ways to improve conditions for those who move about by means other than a personal automobile, such as lower speeds and visual cues to drivers in areas of high bicycle/pedestrian/wheelchair activity.
- Commercial and industrial areas along highways and near major transportation facilities.
- Existing sidewalks throughout Exmore so they are in good repair for all users.
- Agricultural uses in rural areas within town limits as long as they are viable.

Improve or Expand–

- The quality of public drinking water.
 - Complete construction of new wells, and bring on line by spring of 2016.
 - Seek funding to upgrade water lines to stop losses that disrupt service and inconvenience customers.
- The public sanitary sewer system so that the existing system functions properly, and additional homes can be added in areas where septic systems are failing.
 - Complete study of repair requirements for existing sewer system.
- Pedestrian and wheelchair access to commercial areas, especially those areas along Route 13. Extending the sidewalk to A.P. Freedom Apartments – where it ends abruptly about 160 feet before the entrance – is one such example.
- The town park to include a farmers market and rental facility/covered picnic area. In the future, explore the possibility of future recreation fields and basketball courts.
- Railroad crossings to make them smoother.
- Employment opportunities by exploring options for vacant commercial parcels within Exmore.
- The appearance of commercial and industrial areas by strengthening requirements for outdoor storage.

Protect–

- Public water supply by:

- Connecting new wells to the water systems, and maintaining it and making upgrades to the system as needed, to protect its safety.
- Fixing the sanitary sewer system and expanding to areas with failing septic systems.
- Ensuring septic tanks are pumped on schedule.
- Monitoring underground storage tanks.
- Providing information in the town office about the Chesapeake Bay Act.
- Development provisions, such as ensuring new development adheres to predevelopment runoff levels, minimizing the amount of impervious area, and having special provisions within the groundwater recharge area.
- Existing neighborhoods so that they remain stable underpinnings of the town for its residents.
 - Tear down buildings in disrepair.
 - Balance of single family and multiple family dwellings.
- Exmore's natural areas so that the groundwater recharge and stormwater management benefits, visual appeal, and other attributes.
- The town from hazards such as high winds and flooding.
 - Provide residents with information about flood and wind hazards and how they can protect themselves and property. Examples: flood hazard insurance zone information available at the town hall office; being able to direct residents to flood protection or storm preparedness on the internet.
 - Be active participants the Hazard Mitigation Planning Team, the Eastern Shore Disaster Preparedness Coalition, and other activities that help coordinate resources.
 - Seek hazard mitigation funds to alleviate effects of repeated stormwater flooding.
- Children from building and property hazards where possible.
 - Tear down buildings in disrepair.
 - Ensure that outdoor storage in commercial and industrial areas is screened from view, and where necessary for public safety, secured.

Promote Exmore--

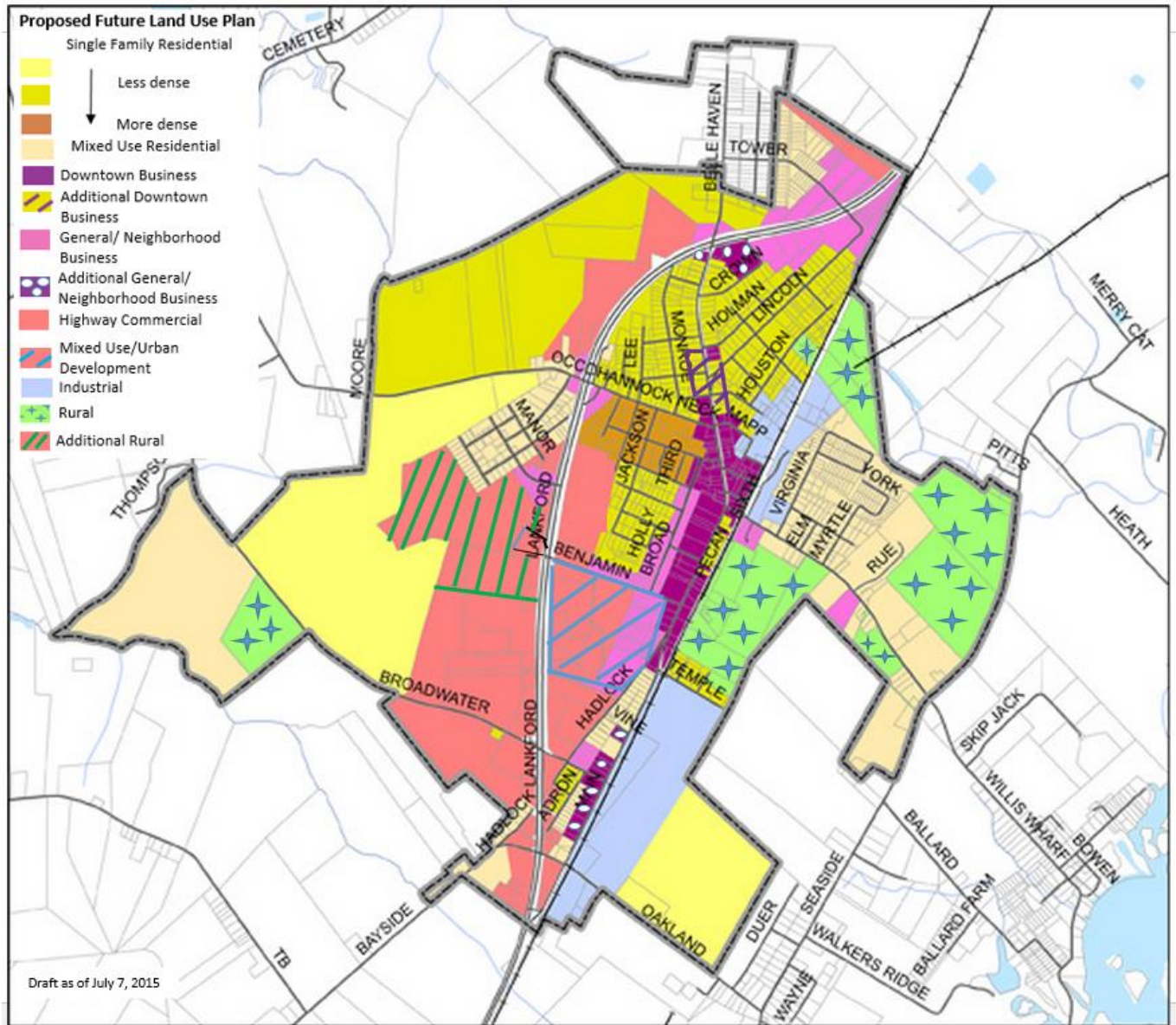
- As a safe place to live, where residents are happy with their town (as show by comments on the survey).
- As a great place to raise a family, with positive neighbors, great schools, and where things just keep getting better.
- As a thriving business location (New Ravenna, Shore Container, Shore Pharmacy)
- As a great base to explore the Eastern Shore (feature Eastern Shore Outfitters, a hotel, Exmore Diner)

FUTURE LAND USE AREAS

Taken together, Exmore's strategies are to reinvest in the town's infrastructure, keep neighborhoods safe and cohesive, and retain the town's business base in the near term, and to build on those strengths in the longer term to provide for the safety and overall well-being of its residents.

Since the annexation that more than doubled the physical size of the town in 2000, this plan represents a long-term plan to promote safe, orderly development that encompasses all of the annexed areas. Current conditions, past trends and future projections, the future direction as articulated by residents

Figure 33: Exmore Future Land Use Map



through public involvement, and information from the studies incorporated into the plan, all informed the future land use categories and designations.

Use categories are illustrative in nature and are intended as general policy guidance; categories may be refined or added through further study. The general locations of the use categories are depicted in Figure 33: Exmore Future Land Use Map. Where current or future land use is inconsistent with existing zoning, amendments to the zoning ordinance- and possibly other local policies and ordinances-would be required to implement this plan.

Residential

Single family residential areas range from less dense in the less-developed annexed areas west of Route 13 to the more compact neighborhoods bordering downtown. The densest areas are the target of

Exmore's existing sewer service. The neighboring residential areas could be considered for future extension of sewer services.

Mixed-used residential areas encompass Exmore's multiple-family housing developments, including the more than 200 affordable housing units described in Table 7, plus an additional area west of Route 13. Housing projects that replaced or repaired substandard housing are located in these areas, and the remaining houses without indoor plumbing are located in these areas.

Undeveloped areas that are designated residential were assigned to density categories based on factors such as the underlying soil types and compatibility of neighboring land uses. Residents expressed a willingness to be flexible on density where there were clear advantages to the public for doing so.

Business

Business areas are broken into three categories: general/neighborhood business, highway-oriented business, and downtown.

The Downtown Business area is intended to provide balanced access for pedestrians, wheelchair users, bicyclists, drivers, and transit riders to Exmore's central businesses and town offices. The downtown area honors the town's history by encouraging the preservation and restoration of historical elements while welcoming new businesses that will lend vibrancy and distinction. Maintenance of sidewalks, lighting, benches and other elements in public spaces are important components of an attractive downtown. Stormwater management will need to be addressed for the long-term health and business climate.

General and Neighborhood Business areas are for the provision of goods and services to residents of Exmore and the surrounding areas. As with the other business districts, compatibility with adjacent residential uses, stormwater management, groundwater protection, and access for non-automobile travelers are important considerations. Because of their proximity to and integration into neighborhoods, guidance is needed for aesthetics, lighting, outdoor storage, noise, and smells.

Highway Commercial areas are geared toward providing regional goods and services and meeting needs of the traveling public. Although this area capitalizes on long-distance traffic, it also serves the local community and is a major part of Exmore, and must therefore balance access needs of non-local public with those of local residents. To achieve this balance, strong controls for on-site stormwater management and groundwater protection are necessary, along with guidance for aesthetics, lighting, site design, outdoor storage and access and safety considerations for non-automobile travelers.

The Mixed Use/Urban Development Area is an area that is open to opportunity. The area's location on the east side of Route 13 provides the possibility for the town to better connect its downtown/residential areas to commercial areas along Route 13, and to provide a safer access route those traveling by bicycle, foot, or wheelchair, while meeting VDOT's access management objectives for this Corridor of Statewide Significance. A flexible approach using principle of traditional neighborhood design is also an opportunity for Exmore to change the mix of uses along Route 13 and perhaps provide more opportunities for Exmore residents to work closer to home. An Urban Development Area, which in concept meets the intent Section 15.2-2223.1 of the Code of Virginia, is an avenue that could provide safety benefits through managed access along Route 13, combined with the previously mentioned

benefits for non-motorized travelers. A detailed local area/site development plan will help focus the plans for this area to meet all the Comprehensive Plan requirements.

Industrial

Industrial areas are placed to provide transportation access and meet other industrial location requirements for light industrial uses that are compatible with surrounding residential uses. Controls for industrial development should include protecting neighboring properties from sights, sounds, smells, and exterior lighting and exterior storage; and protecting groundwater and other public assets.

Rural

Rural uses encompass agriculture and forestry, nurseries, greenhouses, conservation areas, recreation fields, very low density residential (one residence per acre or less), and other such low intensity compatible uses.

APPENDIX A: LEGAL FRAMEWORK

The legal framework for contents of comprehensive plans is found in the Code of Virginia, beginning with Chapter 22, §15.2-2223.

§ 15.2-2223. Comprehensive plan to be prepared and adopted; scope and purpose.

A. 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.

In the preparation of a comprehensive plan, the commission shall make careful and comprehensive surveys and studies of the existing conditions and trends of growth, and of the probable future requirements of its territory and inhabitants. The comprehensive plan shall be made with the purpose of guiding and accomplishing a coordinated, adjusted and harmonious development of the territory which will, in accordance with present and probable future needs and resources, best promote the health, safety, morals, order, convenience, prosperity and general welfare of the inhabitants, including the elderly and persons with disabilities.

The comprehensive plan shall be general in nature, in that it shall designate the general or approximate location, character, and extent of each feature, including any road improvement and any transportation improvement, shown on the plan and shall indicate where existing lands or facilities are proposed to be extended, widened, removed, relocated, vacated, narrowed, abandoned, or changed in use as the case may be.

B. 1. As part of the comprehensive plan, each locality shall develop a transportation plan that designates a system of transportation infrastructure needs and recommendations that include the designation of new and expanded transportation facilities and that support the planned development of the territory covered by the plan and shall include, as appropriate, but not be limited to, roadways, bicycle accommodations, pedestrian accommodations, railways, bridges, waterways, airports, ports, and public transportation facilities. The plan shall recognize and differentiate among a hierarchy of roads such as expressways, arterials, and collectors. In developing the plan, the locality shall take into consideration how to align transportation infrastructure and facilities with affordable, accessible housing and community services that are located within the territory in order to facilitate community integration of the elderly and persons with disabilities. The Virginia Department of Transportation shall, upon request, provide localities with technical assistance in preparing such transportation plan.

2. The transportation plan shall include a map that shall show road and transportation improvements, including the cost estimates of such road and transportation improvements from the Virginia Department of Transportation, taking into account the current and future needs of residents in the locality while considering the current and future needs of the planning district within which the locality is situated.

3. The transportation plan, and any amendment thereto pursuant to § 15.2-2229, shall be consistent with the Commonwealth Transportation Board's Statewide Transportation Plan developed pursuant to § 33.2-353, the Six-Year Improvement Program adopted pursuant to subsection B of § 33.2-214, and the location of routes to be followed by roads comprising systems of state highways pursuant to subsection

A of § 33.2-208. The locality shall consult with the Virginia Department of Transportation to assure such consistency is achieved. The transportation plan need reflect only those changes in the annual update of the Six-Year Improvement Program that are deemed to be significant new, expanded, or relocated roadways.

4. Prior to the adoption of the transportation plan or any amendment to the transportation plan, the locality shall submit such plan or amendment to the Department for review and comment. The Department shall conduct its review and provide written comments to the locality on the consistency of the transportation plan or any amendment to the provisions of subdivision 1. The Department shall provide such written comments to the locality within 90 days of receipt of the plan or amendment, or such other shorter period of time as may be otherwise agreed upon by the Department and the locality.

5. The locality shall submit a copy of the adopted transportation plan or any amendment to the transportation plan to the Department for informational purposes. If the Department determines that the transportation plan or amendment is not consistent with the provisions of subdivision 1, the Department shall notify the Commonwealth Transportation Board so that the Board may take appropriate action in accordance with subsection E of § 33.2-214.

6. Each locality's amendments or updates to its transportation plan as required by subdivisions 2 through 5 shall be made on or before its ongoing scheduled date for updating its transportation plan.

C. The comprehensive plan, with the accompanying maps, plats, charts, and descriptive matter, shall show the locality's long-range recommendations for the general development of the territory covered by the plan. It may include, but need not be limited to:

1. The designation of areas for various types of public and private development and use, such as different kinds of residential, including age-restricted, housing; business; industrial; agricultural; mineral resources; conservation; active and passive recreation; public service; flood plain and drainage; and other areas;
2. The designation of a system of community service facilities such as parks, sports playing fields, forests, schools, playgrounds, public buildings and institutions, hospitals, nursing homes, assisted living facilities, community centers, waterworks, sewage disposal or waste disposal areas, and the like;
3. The designation of historical areas and areas for urban renewal or other treatment;
4. The designation of areas for the implementation of reasonable ground water protection measures;
5. A capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, mineral resource district maps and agricultural and forestal district maps, where applicable;
6. The location of existing or proposed recycling centers;
7. The location of military bases, military installations, and military airports and their adjacent safety areas; and
8. The designation of corridors or routes for electric transmission lines of 150 kilovolts or more.

D. The comprehensive plan shall include the designation of areas and implementation of measures for the construction, rehabilitation and maintenance of affordable housing, which is sufficient to meet the

current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated.

§ 15.2-2223.2. Comprehensive plan to include coastal resource management guidance.

Beginning in 2013, any locality in Tidewater Virginia, as defined in § 62.1-44.15:68, shall incorporate the guidance developed by the Virginia Institute of Marine Science pursuant to subdivision 9 of § 28.2-1100 into the next scheduled review of its comprehensive plan. The Department of Conservation and Recreation, Virginia Marine Resources Commission, and the Virginia Institute of Marine Science shall provide technical assistance to any such locality upon request.

§ 15.2-2224. Surveys and studies to be made in preparation of plan; implementation of plan.

A. In the preparation of a comprehensive plan, the local planning commission shall survey and study such matters as the following:

1. Use of land, preservation of agricultural and forestal land, production of food and fiber, characteristics and conditions of existing development, trends of growth or changes, natural resources, historic areas, ground water, surface water, geologic factors, population factors, employment, environmental and economic factors, existing public facilities, drainage, flood control and flood damage prevention measures, dam break inundation zones and potential impacts to downstream properties to the extent that information concerning such information exists and is available to the local planning authority, the transmission of electricity, road improvements, and any estimated cost thereof, transportation facilities, transportation improvements, and any cost thereof, the need for affordable housing in both the locality and planning district within which it is situated, and any other matters relating to the subject matter and general purposes of the comprehensive plan.

However, if a locality chooses not to survey and study historic areas, then the locality shall include historic areas in the comprehensive plan, if such areas are identified and surveyed by the Department of Historic Resources. Furthermore, if a locality chooses not to survey and study mineral resources, then the locality shall include mineral resources in the comprehensive plan, if such areas are identified and surveyed by the Department of Mines, Minerals and Energy. The requirement to study the production of food and fiber shall apply only to those plans adopted on or after January 1, 1981.

2. Probable future economic and population growth of the territory and requirements therefor.

B. The comprehensive plan shall recommend methods of implementation and shall include a current map of the area covered by the comprehensive plan. Unless otherwise required by this chapter, the methods of implementation may include but need not be limited to:

1. An official map;
2. A capital improvements program;
3. A subdivision ordinance;
4. A zoning ordinance and zoning district maps;
5. A mineral resource map;
6. A recreation and sports resource map; and

7. A map of dam break inundation zones.

§ 15.2-2230.1. Public facilities study.

In addition to reviewing the comprehensive plan, the planning commission may make a study of the public facilities, including existing facilities, which would be needed if the comprehensive plan is fully implemented. The study may include estimations of the annual prospective operating costs for such facilities and any revenues, including tax revenues, that may be generated by such facilities. For purposes of the study, public facilities may include but need not be limited to water and sewer lines and treatment plants, schools, public safety facilities, streets and highways. The planning commission may forward the study to the local governing body or any other local, regional, state or federal agency that the planning commission believes might benefit from its findings. The study shall also be forwarded to any utility companies or franchised cable operators that may be impacted by such public facilities. The utility companies, the franchised cable operators, and the locality shall cooperate and coordinate in the relocation of such utilities and cable lines as may be appropriate to avoid unnecessary delays in the construction of public facilities and capital projects by the affected localities, consistent with the service obligations of the utility companies and franchised cable operators. For purposes of this section, the term "utility company" shall not include a municipal utility that operates outside its locality's boundaries.

§ 15.2-2231. Inclusion of incorporated towns in county plan; inclusion of adjacent unincorporated territory in municipal plan.

Any county plan may include planning of incorporated towns to the extent to which, in the county local planning commission's judgment, it is related to planning of the unincorporated territory of the county as a whole. However, the plan shall not be considered as a comprehensive plan for any incorporated town unless recommended by the town commission, if any, and adopted by the governing body of the town.

Any municipal plan may include the planning of adjacent unincorporated territory to the extent to which, in the municipal local planning commission's judgment, it is related to the planning of the incorporated territory of the municipality. However, the plan shall not be considered as a comprehensive plan for such unincorporated territory unless recommended by the county commission and approved and adopted by the governing body of the county.

§ 15.2-2223.1. Comprehensive plan to include urban development areas.

A. For purposes of this section:

"Commercial" means property devoted to usual and customary business purposes for the sale of goods and services and includes, but is not limited to, retail operations, hotels, motels and offices.

"Commercial" does not include residential dwelling units, including apartments and condominiums, or agricultural or forestal production, or manufacturing, processing, assembling, storing, warehousing, or distributing.

"Commission" means the Commission on Local Government.

"Developable acreage," solely for the purposes of calculating density within the urban development area, means land that is not included in (i) existing parks, rights-of-way of arterial and collector streets, railways, and public utilities and (ii) other existing public lands and facilities.

"Population growth" means the difference in population from the next-to-latest to the latest decennial census year, based on population reported by the United States Bureau of the Census. In computing its population growth, a locality may exclude the inmate population of any new or expanded correctional facility that opened within the time period between the two censuses.

"Urban development area" means an area designated by a locality that is (i) appropriate for higher density development due to its proximity to transportation facilities, the availability of a public or community water and sewer system, or a developed area and (ii) to the extent feasible, to be used for redevelopment or infill development.

B. Any locality may amend its comprehensive plan to incorporate one or more urban development areas.

1. Urban development areas are areas that may be appropriate for development at a density on the developable acreage of at least four single-family residences, six townhouses, or 12 apartments, condominium units, or cooperative units per acre, and an authorized floor area ratio of at least 0.4 per acre for commercial development, any proportional combination thereof, or any other combination or arrangement that is adopted by a locality in meeting the intent of this section.

2. The urban development areas designated by a locality may be sufficient to meet projected residential and commercial growth in the locality for an ensuing period of at least 10 but not more than 20 years, which may include phasing of development within the urban development areas. Where an urban development area in a county with the urban county executive form of government includes planned or existing rail transit, the planning horizon may be for an ensuing period of at least 10 but not more than 40 years. Future residential and commercial growth shall be based on official estimates of either the Weldon Cooper Center for Public Service of the University of Virginia, the Virginia Employment Commission, the United States Bureau of the Census, or other official government projections required for federal transportation planning purposes.

3. The boundaries and size of each urban development area shall be reexamined and, if necessary, revised every five years in conjunction with the review of the comprehensive plan and in accordance with the most recent available population growth estimates and projections.

4. The boundaries of each urban development area shall be identified in the locality's comprehensive plan and shall be shown on future land use maps contained in such comprehensive plan.

5. Urban development areas, if designated, shall incorporate principles of traditional neighborhood design, which may include but need not be limited to (i) pedestrian-friendly road design, (ii) interconnection of new local streets with existing local streets and roads, (iii) connectivity of road and pedestrian networks, (iv) preservation of natural areas, (v) mixed-use neighborhoods, including mixed housing types, with affordable housing to meet the projected family income distributions of future residential growth, (vi) reduction of front and side yard building setbacks, and (vii) reduction of subdivision street widths and turning radii at subdivision street intersections.

6. The comprehensive plan shall describe any financial and other incentives for development in the urban development areas.

7. A portion of one or more urban development areas may be designated as a receiving area for any transfer of development rights program established by the locality.

C. No locality that has amended its comprehensive plan in accordance with this section shall limit or prohibit development pursuant to existing zoning or shall refuse to consider any application for rezoning based solely on the fact that the property is located outside the urban development area.

D. Localities shall consult with adjacent localities, as well as the relevant planning district commission and metropolitan planning organization, in establishing the appropriate size and location of urban development areas to promote orderly and efficient development of their region.

E. Any county that amends its comprehensive plan pursuant to subsection B may designate one or more urban development areas in any incorporated town within such county, if the council of the town has also amended its comprehensive plan to designate the same areas as urban development areas with at least the same density designated by the county. However, if a town has established an urban development area within its corporate boundaries, the county within which the town is located shall not include the town's projected population and commercial growth when initially determining or reexamining the size and boundary of any other urban development area within the county.

F. To the extent possible, federal, state and local transportation, housing, water and sewer facility, economic development, and other public infrastructure funding for new and expanded facilities shall be directed to designated urban development areas or to such similar areas that accommodate growth in a manner consistent with this section.

APPENDIX B: VDOT COMPREHENSIVE PLAN REVIEW

Planning Elements of Chapter 729

Chapter 729 of the 2012 Acts of Assembly amended [§ 33.2-214](#) (formerly §33.1-12) and §15.2-2223, which changed the required transportation elements that must be included in a locality's comprehensive plan and directed VDOT to notify the Commonwealth Transportation Board if the adopted transportation plan portion of a locality's comprehensive plan is not consistent with:

- The [statewide transportation plan \(VTrans\)](#);
- Significant new, improved, or relocated highway projects in the Six-Year Improvement Program; or
- Route locations selected by the [Commonwealth Transportation Board](#).



Localities are also required to provide VDOT a copy of the draft plan at least 90 days prior to adoption of the plan or an amendment to the plan and, once adopted, provide a copy of the final plan.

Furthermore, the law required each locality to inform VDOT on or before Jan. 1, 2013, when it next expected to update its transportation plan to be consistent with the new requirements. This information was to be provided to the local VDOT contact (generally the District Transportation and Land Use Director, District Planner, or the Residency Administrator). If the locality's next comprehensive plan revision will take place anytime after Jan. 1, 2013, this date is to be provided to the local VDOT contact person.

VDOT staff reviewing local transportation plans will consider a plan consistent if it includes the projects set out in the above listed documents and does not include recommendations that would prevent those projects from advancing. Not all projects contained in the Six-Year Improvement Program need be incorporated into local transportation plans in order for those plans to be consistent; only those projects that are "significant new, improved, or relocated" highway projects need be included, which means projects on Rural Major or Urban Collector (or higher classification) roadways that involve:

1. A new location,
2. A relocated roadway, or
3. Adding one or more through lanes or an interchange.



If VDOT determines that a comprehensive plan's transportation plan is inconsistent with VTrans, the Six-Year Improvement Program, or route locations as noted above, VDOT must notify the Commonwealth Transportation Board of such inconsistency and the Board may take action to try and encourage consistency between the state plans and the local transportation plan, including removing funding from projects...

In 2013, [§ 33.2-214](#) (formerly §33.1-12) was modified so that funds on a locally controlled highway project in a locality which has withdrawn from the state's secondary system of highways (this refers to Arlington and Henrico counties) cannot be reallocated by the Commonwealth Transportation Board due solely to the local transportation plan's inconsistency with VTrans or the SYIP. VDOT is still required to review these counties' transportation plan revisions and notify the Commonwealth Transportation Board if the plans are inconsistent with state plans.

If you have any questions or comments regarding Chapter 729, please submit these to landdevelopmentregs@vdot.virginia.gov.

- [Presentation on Local/State Plan and Program Consistency](#) (PDF, 739 KB)
- [Flowchart with explanatory notes](#) (PDF, 300 KB)
- [§15.2-2223 of the Code of Virginia](#)
- [Traffic Impact Analysis Regulations web page](#)
- [Six-Year Improvement Program](#)
- [VTrans](#)

Source: http://www.virginiadot.org/info/local-state_plan_and_program_consistency.asp

APPENDIX C: RESULTS OF OCTOBER 6, 2014 PUBLIC INVOLVEMENT

TOWN OF EXMORE COMPREHENSIVE PLAN UPDATE RESULTS OF OCT 6, 2014 PUBLIC INVOLVEMENT

Process Summary

A public involvement session was held October 6, 2014 at Exmore Town Hall to solicit opinions on a range of topics prior to updating the town's comprehensive plan. Ideally, public participation would represent a statistically valid sample representing a cross-section of the population. While the eighteen participants from October 6 did not meet that rigorous scientific standard, their views were valid expressions of the earnest hopes of engaged citizens for the future of their town.

Poster sheets were placed around the walls of the council chambers. Each poster contained sets of statements about topics from either the last comprehensive plan, or topics that were not in the last plan, but for which the Code of Virginia requires consideration in the formulation of comprehensive plans. Participants were asked to place a dot to mark the statements that most closely matched their own views, or, if none matched their views, to write a statement of their own and mark that with a dot. Once a new statement was added, participants could consider it along with the other statements provided. However, no additional statements were added. Participants were also asked to add comments, and those are recorded in the results.

Results Summary

Eighteen people participated, but each did not respond to every set of statements.

Participants were most engaged in topics of public water and sewer, with 18 and 17, respectively, marking statements that matched their own.

Sixteen agreed that planned wells for the public water system will ensure adequate drinking supply for the next 20 years, and 16 agreed that public sanitary sewer should be fixed, and in the future, the service area should be extended into other parts of town.

Sixteen answered a question about the condition of buildings, with all 16 agreeing that they are bothered by the number of buildings in disrepair. Thirteen thought they should be torn down, while the other three thought the buildings should be secured against trespass.

Participants were offered the opportunity to mark a single statement as being the single most important issue for Exmore's future. Twelve chose to do so as follows:

Dissatisfaction with the quality of water from Exmore's water system	3
Program to improve building fronts in Downtown Exmore	2
A rental facility or covered picnic area in the park	2
The threat posed by flooding	2
Fixing/expanding sanitary sewer system	1
Expanding sewer to areas where septic is failing	1
Smoother railroad crossings	1

Public Involvement Results

DOWNTOWN EXMORE

Choose one:	Public	#1 Concern
I think Exmore's downtown area is a historically significant place worthy of special provisions for protecting and/or restoring.	1	
I think buildings in Exmore's downtown should be preserved only when the property's owners want to do so.	13	
I think Exmore's downtown is great the way it is.	0	

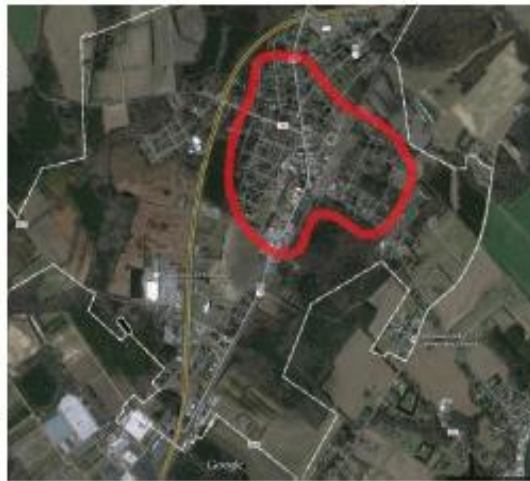
Choose one:	Public	#1 Concern
I find Exmore's downtown appealing	10	
I find Exmore's downtown uninviting	3	
I don't care about the appearance of Exmore's downtown as long as there are businesses.	1	

I care most about these things for new businesses in downtown Exmore (choose up to three)	Public	#1 Concern
Nuisance lighting	1	
Noise	2	
Parking	0	
Odors	0	
Car traffic	1	
Truck traffic	2	
Exterior appearance of building	13	
Signage	3	
Stormwater drainage	8	
Air pollution	0	
Safety of pedestrians/cyclists/wheelchair users	8	
Water usage	0	
Safety lighting	7	
Landscaping	0	

I would support the following in Exmore's downtown (check all the apply):	Public	#1 Concern
Program to improve building fronts	10	2
Program to protect historic character	2	
Safety improvements for those traveling by foot, bicycle, and/or wheelchair	8	
Broader range of businesses permitted in downtown	1	
Other efforts I would support in downtown Exmore: (none were added)	0	

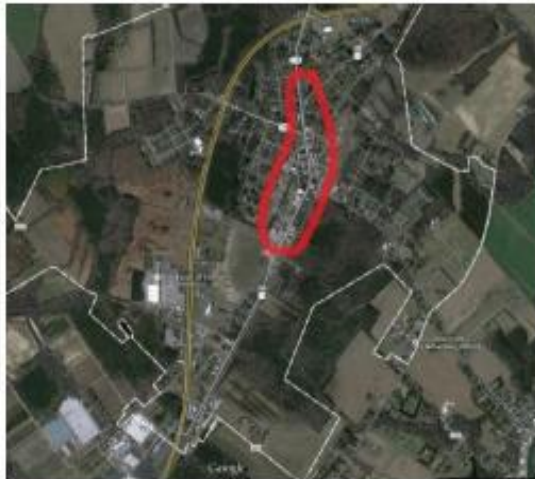
Which of the three best depicts what you generally consider to be Downtown Exmore?

This conceptual "wide downtown" spans from just north of Doughty Funeral Home south to approximately the location of CSB. The east-west limits span from the blocks east of US 13 over to Virginia St.



1 person thought this concept best represented downtown Exmore

This smaller conceptual downtown area also runs from roughly north of Doughty Funeral Home to approximately the location of CSB, but only takes in, at most, two blocks on either side of Main Street.



3 people thought this concept best represented downtown Exmore

This downtown area roughly mimics the downtown zoning district.



4 people thought this concept best represented downtown Exmore.

PUBLIC FACILITIES - WATER SYSTEM

Choose one:	Public	#1 Concern
I believe Exmore's two planned wells will ensure drinking water supply is adequate for the next 20 years.	16	
I'm concerned that even with the new wells, Exmore's drinking water supply might not be adequate for the future, and other measures, such as conservation, should be encouraged.	2	
<i>Comments: Need plan to continue to monitor growth and supply.</i>		

Choose one:	Public	#1 Concern
I am satisfied with the quality of water from Exmore's water system.	1	
I am not satisfied with the quality of water from Exmore's water system.	10	3

PUBLIC FACILITIES - PUBLIC SANITARY SEWER SYSTEM

Choose one:	Public	#1 Concern
I believe existing sanitary sewer system should be fixed and in the future, the service area should be extended into other parts of town where failing septic systems are imminent and/or where needed to support growth.	16	1
I believe the sewer system should be fixed but the service are should not be expanded.	1	
<i>Comments: The UN is attempting to ensure privies for all families in India. What about Exmore?</i>		

I think the following should be the primary consideration for any future sanitary sewer expansion (choose one):	Public	#1 Concern
Concentrations of failing septic systems that would make a logical service area	4	1
Failing septic system(s) that threaten(s) water quality	4	
Failing septic system(s) that threaten(s) human health	3	
Ability of treatment plant to manage capacity	2	
Needed to support economic growth	0	

Public Facilities - Transportation

Choose a response:	Public	#1 Concern
I believe the transportation system we have, as a whole, will support anticipated growth for Exmore over the next 20 years.	0	
I believe the transportation system we have works pretty well, but could use some future tweaks (choose all that apply)		
Better traffic flow during peak times	7	
Frequency of service of public transit	1	
Location of public transit stops	2	
Access for future residents and businesses	0	
More accommodations for bicycles, pedestrians, and wheelchair users	12	
Beautification	0	
Intersection safety improvements	5	
Smoother railroad crossings	7	1
Other needed improvements: (none were added)		

Choose one:	Public	#1 Concern
I feel safe turning onto, turning off of, and driving on U.S. 13 in Exmore.	7	
I feel safe driving through Exmore, but not making turns.	0	
I do not feel safe driving on U. S. 13 in Exmore because (choose all that apply and feel free to add others in the comment box)		
Too many cars turning on and off of U. S. 13	1	
Too much traffic	1	
Vehicle speeds	2	
People ignoring traffic lights	3	
Roadside distractions	1	
Driver distractions	0	
Out of state drivers unfamiliar with roadways	2	
Bicycle riders/pedestrians crossing or walking along U.S. 13	1	
Other reasons: (none were added)	0	

Choose one:	Public	#1 Concern
I can easily drive to the places I need to, and I think it will stay that way even as traffic increases	10	
For now, I can easily drive to the places I need to, but that won't last as traffic increases.	4	
When I need to travel on U. S. 13, I find it hard to turn into and/or out of the places I need to go, and I think it will get worse.	1	

Choose one:	Public	#1 Concern
I think pedestrians/bicyclists/wheelchair users in Exmore are able to safely access essential services	0	
I think pedestrians/bicyclists/wheelchair users in Exmore need safer routes to access essential services	11	

Choose one:	Public	#1 Concern
I do/would feel safe riding a bike, walking, or using a wheelchair anywhere in Exmore	0	
I would ride, walk, or use my wheelchair more if I felt safer (Please indicate in the comment box to the right the routes or intersections you perceive as unsafe) (No locations were indicated).	6	
I don't use a wheelchair and have no interest in walking or riding a bike	0	

Things that do/could make me feel unsafe or uncomfortable as a pedestrian, bicyclist, or wheelchair user (choose up to three):	Public	#1 Concern
Vehicle traffic and speeds	5	
Land uses, people, and/or businesses encountered on the route	0	
Bad odors, loud noises, or other disagreeable characteristics found along the route	3	
Configuration of transportation facilities such as lane widths, shoulders, intersections, and crosswalks	1	
Inadequate lighting at night	4	
Facilities are not easy to use for those with limited mobility	2	
Sidewalks have serious flaws or are non-existent	16	
Added by respondents: Dogs, loose dogs	2	
<i>Comment: need better/consistent design standards</i>		

Choose one:	Public	#1 Concern
I think there are enough STAR Transit bus stops.	10	
I think there are too many STAR Transit bus stops.	0	
I think there are not enough STAR Transit bus stops.	2	
I think there are enough STAR Transit bus stops, but they are not close enough to frequent destinations or essential services.	0	

Choose all that apply:	Public	#1 Concern
I can safely walk to and from STAR Transit stops.	0	
I know where and when to wait for STAR Transit buses.	0	
I know where to find information about STAR Transit routes.	0	
I feel safe riding STAR Transit.	0	
I have never ridden STAR Transit.	13	

FUTURE LAND USE - RESIDENTIAL

Choose one:	Public	#1 Concern
I would like to see residential areas keep the same balance of areas designated for single and multiple family housing.	6	
I would like to see more multiple-family housing residential areas designated in the future.	6	
I would like to see more single-family housing areas designated in the future.	0	

Choose one:	Public	#1 Concern
I think residential areas should be closer to commercial areas and other services.	0	
I think residential areas are about the right distance from commercial uses and services.	10	
I think residential areas should be farther form commercial uses and services.	0	

Choose one:	Public	#1 Concern
I believe additional housing density should be permitted when there are clear advantages to the town (such as a developer willing to provide recreational areas or open spaces)	9	
I believe housing density should always follow the density limits of the zoning district, even it means foregoing improvement the developer is willing to provide for the benefit of the public.	0	

FUTURE LAND USE - COMMERCIAL

Choose one:	Public	#1 Concern
I would like to see commercial areas remain where they are: along highways and in downtown.	8	
I would like to see more neighborhood commercial uses so people who don't drive can access them.	2	

Choose one:	Public	#1 Concern
I care most about these things for businesses in Exmore (mark up to three):		
Nuisance lighting	0	
Noise	5	
Parking	2	
Odors	0	
Car traffic	0	
Truck traffic	0	
Exterior appearance of building	7	
Signage	2	
Stormwater drainage	13	
Air pollution	0	
Lighting for safety	3	
Landscaping	0	
Safety of pedestrians/cyclists/wheelchair users	7	
Water usage	0	
Other things I care about for Exmore businesses (none added)	0	

FUTURE LAND USE - INDUSTRIAL

Choose one:	Public	#1 Concern
I think industrial areas should continue to be located near major transportation facilities.	9	
I think industrial uses are fine anywhere as long as there are protections in place for things like pollution, noise, traffic, and odors.	0	
I think more land should be dedicated to industrial uses in Exmore in the future.	3	
<i>Comment: No industrial areas within business and populated areas</i>		

FUTURE LAND USE - AGRICULTURAL

Choose one:	Public	#1 Concern
I would like to see agricultural uses continue where they are	9	
I would like to see more area in agricultural uses in the future.	0	
I would like to see less land dedicated to agricultural uses in the future.	1	
I think agricultural uses within the town limits of Exmore are incompatible with surrounding uses.	0	

FUTURE LAND USE - NATURAL AREAS

Choose one:	Public	#1 Concern
I think Exmore has an adequate number of natural areas.	6	
I think Exmore should preserve additional natural areas.	4	
I think Exmore has too much land dedicated to natural areas.	0	

For me, the most important reasons for open spaces/natural areas are (check up to three):	Public	#1 Concern
Make Exmore more visually appealing	5	
Soils won't support development	0	
Recreation	0	
Groundwater recharge	11	
Wildlife	0	
Maintain rural character	4	
Stormwater management	4	
Other reasons: (none given)	11	

FUTURE LAND USE - HOUSING

Choose one:	Public	#1 Concern
Housing options in Exmore are adequate to meet future needs of its residential population.	4	
Exmore needs more affordable housing.	3	
Exmore needs more housing of every kind.	11	

FUTURE LAND USE - BUILDINGS

Choose one:	Public	#1 Concern
I am not bothered by the number of structures in disrepair	0	
I am bothered by the number of structures in disrepair, and steps should be taken to secure them against trespassing.	3	
I am bothered by the number of structures in disrepair, and those buildings should be torn down.	13	

PUBLIC FACILITIES - PARKS AND PUBLIC SPACES

Choose one:	Public	#1 Concern
I think Exmore has enough land set aside to meet future park needs.	13	
I think Exmore needs to set aside more land for future park needs.	0	
I think Exmore has over-invested in land for future parks.	1	

I would like to see the following types of park facilities/features in the future (choose up to three):	Public	#1 Concern
Neighborhood parks	1	
Mini "pocket parks"	0	
Linear fitness parks	0	
Recreation fields	9	
Rental facility/covered picnic area	5	2
Basketball courts	5	
Bicycle rentals	1	
Farmers' market	13	

NATURAL RESOURCES - SURFACE WATER QUALITY

Choose one:	Public	#1 Concern
I think we are doing enough at the local level to protect water quality of the Chesapeake Bay.	7	
I think we should do more at the local level to protect water quality of the Chesapeake Bay.	5	
I think we should do less at the local level to protect water quality of the Chesapeake Bay.	0	

Choose one:	Public	#1 Concern
I think we are doing enough at the local level to protect water quality of the seaside.	8	
I think we should do more at the local level to protect water quality of the seaside.	4	
I think we should do less at the local level to protect water quality of the seaside.	0	

I think the following are the best ways to protect water quality in Exmore (select up to three):	Public	#1 Concern
Require new development to adhere to the level of predevelopment runoff	4	
Have information about the Chesapeake Bay Act requirements available in the town office	4	
Promote water conservation	1	
Special development provisions within the groundwater recharge area	2	
Ensure septic tanks are pumped every 5 years	14	
Monitor underground storage tanks	5	
Minimize the amount of impervious/paved surfaces	3	
Maintain existing natural and undeveloped areas within Exmore	0	

HAZARDS

Choose one:	Public	#1 Concern
I am satisfied with storm water drainage in Exmore.	1	
I am worried that there is flooding following storms in some parts of town. (Please indicate locations in the comments section)	14	
Locations: Temple Drive drainage ditches		

I think these hazards pose the greatest threats to my safety and my property: (choose up to three)	Public	#1 Concern
Wind events (hurricanes/tornados/straight line winds)	8	
Hazardous materials spills	0	
Flooding	9	2
Contamination of drinking water	8	
Wildfire	0	
Other hazards that are the greatest threats to my safety/property: (none were added)	0	

HOW TO GET INVOLVED IN EXMORE'S COMPREHENSIVE DEVELOPMENT PLAN

Exmore's future is your future.

We already know Exmore is "The Treasure of the Eastern Shore."

But what will keep that treasure shining into the future?

In October, we invited you to tell us how you want to see the town develop over the next 20 years; what you like, and what you don't like.

And let's be honest: not too many of you spoke up.

But those of you who did, had important things to say. Here is a sampling of what we took away from the responses to date:

- Exmore's downtown area looks pretty good, but you wouldn't mind seeing building fronts spruced up.
- You liked that we're taking
- care of the public water system and think the new wells will | satisfy the town's water needs for the next 20 years.
- We heard you say the sanitary sewer system has to be fixed, and in the future, extended into other parts of town.
- The number of natural areas and parks is adequate, but a farmers' market or some other park features would be nice.
- Accommodations and safety for bicyclists, pedestrians, and wheelchair users need to be looked at more closely.
- Flooding after storms was a

Top concerns highlighted

As part of the public input session and surveys, participants were given the opportunity to mark one Comprehensive Plan item as the single issue that, if addressed, has the potential to

create the biggest positive change for Exmore in the next 20 years.

Seven ideas were identified (below).

January 26, 2015



concern on the minds of most respondents.

- More housing of all types will be needed, and you are willing to be flexible on density of there are other advantages to the town, such as developer-paid recreation fields.
- You are tired of seeing buildings in disrepair, and would like something done about them.

Do you agree that these represent Exmore's top issues for the future?

If not see the back of this page for some ways you can get involved and let us know what matters

to you!

Issues identified as most important for Exmore's future

- ⇒ The quality of water from Exmore's water system
- ⇒ Improving building fronts in Downtown Exmore
- ⇒ Providing a rental facility or covered picnic area in the park
- ⇒ Addressing the threat posed by flooding
- ⇒ Fixing/expanding the sanitary sewer system
- ⇒ Fixing railroad crossings to make them smoother

HOW TO GET INVOLVED IN EXMORE'S COMPREHENSIVE DEVELOPMENT PLAN

Page 2

Complete a survey



If you would like to complete the full Comprehensive Plan Survey, they are still available for download at Exmore.org, or come in and pick one up. They must be returned town offices by March 1 to be included in the first draft document.

Attend a meeting

The next Planning Commission meeting is on February 9 at 7 p.m. The Commission will review the transportation section of the plan.

A public workshop and joint meeting of the Town Council, Planning Commission, and Board of Zoning Appeals will be held on March 16 at 7 p.m. to set goals and objectives for the plan.

Take a minute to write something here and tuck it in with your water payment

Priorities for Exmore's Comprehensive Development Plan: Please take a moment to express your priorities for the plan by numbering the issues below from 1 to 9 in order of importance you would give them.

- | | |
|---|---|
| <input type="checkbox"/> Improve drinking water quality | <input type="checkbox"/> Fix/expand sanitary sewer |
| <input type="checkbox"/> Add park amenities | <input type="checkbox"/> Address storm water flooding |
| <input type="checkbox"/> Add housing stock of all kinds | <input type="checkbox"/> Secure or tear down unsafe buildings |
| <input type="checkbox"/> Improve downtown building fronts | <input type="checkbox"/> Repair rail crossings |
| <input type="checkbox"/> Do more for the safety of bicycle, pedestrian and wheelchair users | |

Other ideas I'd like to share: _____

Leave us with your best shot!

This plan won't be chalk-dust dry like most. We're going to dress it up with photographs and quotes from residents like you. What do you love about Exmore? Dream about for Exmore's future? What will you never give up on? What positive attributes does Exmore have that sets it apart from other towns? Use the space below to tell us. Return answers to Town offices, or return with your water payment.

Do you have photos of fun events, business openings, areas of natural beauty, or other pictures that capture Exmore's signature style that you would be willing to share for publication in the plan? We need to have the names of everyone in the photo, the name of the person who took the photos, and where and when it was taken. Please email to [Connie Morrison at cmorrison@a-npdc.org](mailto:cmorrison@a-npdc.org)

**Survey of Exmore for Residents for Comprehensive Plan
February, 2015**

Improve Drinking Water	Add Park Amenities	Add Housing of all Kinds	Improve downtown building fronts	Do more for bike/ped/wheelchair safety	Fix/expand sanitary sewer	Address storm water flooding	Secure/tear down unsafe buildings	Repair rail crossings	Comments
1	4	8	5	6	2	3	7	9	Back-up for all police
1	9	7	6	4	3	2	5	8	
3	4	9	8	7	1	2	6	5	
1	-	-	-	-	-	-	-	-	
2	8	9	5	7	3	6	4	1	
4	8	3	7	2	5	7	6	1	(Some #'s used twice) Improvements since 1996 have been amazing; seeing people walking on the sidewalks Cars with no tags/expired tags in yards; people not securing trash & it blowing through yards is a problem. Dream about sidewalks on Willis Wharf Rd.; great road for walking, but dangerous due to speeding. "I appreciate how Mike Johnson & public works guys stay on top of things, but still remain (ready?) and accommodating no matter what they are doing or what kind of weather they are working in." Glad for more officers; feels safe now. 6 Pump septic tanks like promised years ago
1	7	2	8	3	9	4	5	6	
1	7	9	8	4	2	3	5	6	
1	-	-	3	-	2	5	4	6	Pursue attracting business; need more downtown shops; nice restaurant for foot traffic; would like it to be more like Onarock; always see folks out on the street enjoying the town
-	-	-	-	✓	-	✓	✓	-	Caution signs needed for motorized wheelchair users. Appearance of town vehicles greatly improved. Something to be proud of: playground for kids (photo provided). Photo of collapsed trailer on Willis Wharf Rd with comment, "Why is this allowed? Shameful!" Financial state, work by Town Maint. Dept, and park are all pluses. Equipment is paid for. Need sewer system (probably not going to happen). Waste water system (not a sewer system) is a joke. Still, probably better than putting into the soil. Town continues to improve. Let's find something for vacant buildings. 7 Churches?
1	5	6	2	-	-	4	3	7	
1	8	7	5	-	6	2	3	4	Back road from Tru-Blu to Hardees. Culvert and fill, maybe widen road and sidewalk; eventually develop field @ Hampton Inn/Shore Bank. Glad to see Council, Mayor & Administrative personnel communicating and in harmony. Keep up good job!
1	6	8	5	4	9	2	3	7	
1	4	6	8	3	9	2	5	7	
5	6	7	8	9	3	4	2	1	
1	8	9	5	6	7	2	3	4	
5	6	7	1	9	4	2	3	8	Like having town water even though twice the system has failed. "The clerks in the offices are very friendly and professional. I feel our town police do an exemplary job."

**Survey of Exmore for Residents for Comprehensive Plan
February, 2015**

	Improve Drinking Water	Add Park Amenities	Add Housing of all Kinds	Improve downtown building fronts	Do more for bike/pec/wheelchair safety	Fix/expand sanitary sewer	Address storm water flooding	Secure/tear down unsafe buildings	Repair rail crossings	Comments
1	-	✓	✓	✓	-	2	3	✓	✓	Water good, but has aesthetic issues; new wells may fix this. Distribution system upgrades should be considered. Sewer expansion to unserved parts of town will require plant expansion/replacement. Continue to try for grants to fund. Downtown flooding can be helped by finishing downtown parking lot project. Water gardens will help and drainage system can be done concurrently. Support development of housing stock through zoning ordinance; add park amenities as needed; rail crossings are railroad/MDOT responsibility; improvement of building fronts are owners' responsibility.
1	9	4	6	7	2	3	5	8		
2	7	8	9	6	5	4	3	1		
1	8	9	7	5	6	2	3	4		
1	6	8	5	7	9	2	4	3		
1	6	9	5	3	8	2	4	7		
22	79	88	66	59	70	34	41	61		
1	8	9	6	4	7	2	3	5	5	PRIORITY ORDER
-	-	-	✓	-	-	-	-	✓	✓	Clean up Elm Ave., Willis Wharf, and other town street
-	✓	-	-	-	-	✓	-	-	-	None of the issues is really important without business to draw people to the town. Adopt a business council made up of 4-6 business owners who have a vested interest
-	-	-	-	✓	-	-	✓	-	-	
-	-	-	-	✓	-	-	-	-	-	Sidewalk more to south of town for walkers' and runners' safety. Certainly improved from years ago.
✓	✓	-	✓	✓	-	-	✓	✓	✓	Recycle bins for plastic, glass, & paper products near Quonset huts or wherever; improving water system; good police force
✓	-	-	-	✓	-	-	✓	✓	✓	Tear down and REMOVE unsafe buildings
-	-	-	-	-	-	-	-	-	-	Exmore flyers at Welcome Center; flower gardens at south entrance (like one at park); police department does a wonderful job; sign at entrance listing businesses in town; need a restaurant; like to see more businesses in town
-	-	-	-	-	-	-	-	-	-	Envelopes with bills