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PLYMOUTH LAND USE PLAN

COASTAL ZONE
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TOWN of PLYMOUTH
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NORTH CAROLINA

1986

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Plymouth Planning Board

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Greenville, N.C.

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1986 PLYMOUTH LAND USE PLAN UPDATE

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1986 PLYMOUTH LAND USE PLAN

I. INTRODUCTION

This land use plan represents an update of the existing Plymouth Land Use Plan, and when adopted will supercede the previous plan. The original plan and its five year updates are required by the North Carolina Coastal Area Management Act (CAMA). The Town of Plymouth Planning Board is the local planning agency whose responsibility it is to oversee the planning process, of which this land use plan is a part. This document is in accordance with the land use planning guidelines (Subchapter 7B - 15NCAC).

Land use planning is the very core of the planning process. All other phases of planning are performed to service the projected land use pattern outlined in the land use plan. The existing land use pattern of Plymouth is the result of many years of interaction between the human and natural resources in the town and the surrounding area.

The land use plan can help keep the desired character of the Town of Plymouth, and at the same time guide growth and change in an acceptable manner. It is intended that this plan serve as a tool for growth to meet the needs of the people, both now and into the 21st century.

Land use planning is based on many factors including topography, drainage, soils, existing uses of land, availability of community services, roads, population projections, trends in economic development, and future land use needs. The coordination of all these factors is what planning, in general, is all about. Planning is essential to avoid the chaos typical of other areas experiencing faster growth. But land use planning is not an end in itself. Although the plan allows for changes in the future, it must be implemented to receive the benefits from its adoption.

There are many tools that the Town of Plymouth has at its disposal to implement a land use plan. One important tool is zoning which is already being used. Other tools include: 1) purchase or condemnation of property which usually determines what uses will occur, 2) affect land use with or without provisions of community services, 3) tax property to affect what will occur, 4) use of subdivision and other similar types of regulations, 5) floodplain ordinances, and 6) growth management mechanisms, such as housing unit controls, land banking, and 7) timing and sequencing controls. All of these tools require the education and understanding by the officials and citizens of the community.

Since the last land use plan update in 1981, the Town of Plymouth has moved steadily forward, implementing many of the policies set forth at that time (See Appendix A). The foresight of the Town Council, the Planning Board, the Town Manager and the Zoning Administrator, and other officials, have provided an excellent foundation on which to build the future of the Town of Plymouth.

II. DATA COLLECTION AND ANALYSIS

Regional Setting

The growth of the Town of Plymouth in the past and its prospects for the future can be attributed to its relative location. Plymouth is the product of its regional setting and the distribution of the natural and human resources in the area. The Town of Plymouth is situated on the south bank of the Roanoke River where an ancient shoreline now known as the Suffolk Scarp has its junction with an equally ancient estuary. The Roanoke River, one of the largest drainage systems crossing the coastal plain, provides a wealth of natural resources along its course, and gave Plymouth its original purpose of being.

Plymouth is located on the Atlantic Coastal Plain Physiographic Province, where the inner and outer sections of the coastal plain meet. This province extends from Massachusetts to Florida, and includes many types of land forms and natural habitats. At one time the area was covered with a dense forest which was a habitat for much wildlife. To the east of Plymouth are the low-lying wetlands and low sandy ridges which are poorly drained. To the west of Plymouth are the rolling uplands at higher elevations which are better drained than to the east. While some parts of the site of Plymouth are low and poorly drained, the town is benefited with an upland area which many areas to the east do not have.

The Town of Plymouth and its environs of today is very different from the days of early settlement. Plymouth, in its early years, was one of the major ports in North Carolina. This is due, at least in part, to the movement of people and goods along the eastern seaboard of America. At first, settlement in the area was widely scattered as plantations and small farms appeared on the land near navigable water courses. Later, compact rural development began to appear on the landscape further inland. This occurred at the crossroads of major land routes. Growth continued along the water courses and land routes with the larger communities locating where land and water routes met.

The Roanoke River above Plymouth tends to be more shallow during dry periods making Plymouth the location where ocean-going ships transferred their cargo to shallow draft vessels for the journey upstream. These same river barges and boats brought cargo from upstream areas to Plymouth for export. In addition to this trade and commerce, Plymouth became a place for repairing and building barges, boats and ships. While the trade and commerce has changed over the years and Plymouth has attempted to adjust to this change, the relative location of Plymouth has gained new and added meaning. It is up to the leadership of the community to continue to enhance the Town of Plymouth as a beautiful small community with traditions in the American way of life; with good jobs and income potential, education facilities, community services and a relaxed atmosphere.

Increased mobility and more leisure time over the past several decades have created adjustments in growth and development. The

automobile has eased the movement of people and goods, and changes in land uses resulted. Further, the demand for land uses devoted to leisure activities and services has increased as people have become more efficient with the use of their time for work. The Town of Plymouth is a part of this change, and its growth and development has been, and will continue to be, in relation to it.

Population and Economy

The Town of Plymouth has had modest growth since the World War II years. The population in 1950 was 4,486 and in 1980 it was 4,571. In 1970 the population achieved its greatest level with 4,774 citizens. The 1990 projection provided by the North Carolina Department of Administration indicates a population of 4,760, or a recovery to the 1970 level. The Town is committed to achieving a sustained level of controlled growth and, between now and 1990, the population could be an even greater number than that projected if the local leadership is innovative and active in improving the infrastructure and amenities of the town.

The economy of the Town of Plymouth is reflected in the occupations of its citizens. In 1980 the U.S. Census showed 1,661 persons 16 years and older gainfully employed. The occupation distribution indicated in Table 1 shows that a large part of those employed are professional and skilled workers, with 36.2% in manufacturing, 22.5% in professional and related services, and 14.8% in retail trade.

Median family income stood at $14,875 while the mean family income was $17,189 in 1980. The median is the point where half of the families bring in more income and half of the families have less income. It is a more accurate measure than is the mean of the general income characteristics of the people of Plymouth. The difference between the two measures indicates a larger portion of families are below the mean than above it, meaning that there are more families in Plymouth making less than average income than are making more than the average. Also, the census showed that mean household income was $16,781 indicating two or more "breadwinners" in some households. About 20% of the families in Plymouth showed an income below the poverty level, and 27.9% of the households were receiving Social Security or public assistance income (Table 2).

When comparing Plymouth with several surrounding communities, we find that Plymouth is higher in median income, average income, low in population below the poverty level, low in unemployment, and high in manufacturing workers. In general, Plymouth is holding its own and looks better than most. It is expected that Plymouth can continue in its existing situation, but also it has the potential to improve, meaning a modest increase in population and an improved quality of that population.

Population Trends and Characteristics

The population characteristics of Plymouth are reflected, in part, by the population pyramids shown in Table 3. Plymouth is experiencing the

TABLE 1

LABOR FORCE CHARACTERISTICS, 1980
(Source: U.S. Bureau of the Census)

	Plymouth	Williamston	Edenton
Labor Force Status			
Persons 16 years and over	3,300	4,719	3,981
Labor Force	1,786	2,744	2,200
Percent of persons 16 years and over	54.1%	58.1%	55.3%
Civilian labor force	1,786	2,744	2,194
Employed	1,661	2,529	1,939
Unemployed	125	215	255
Percent of civilian labor force	7.0%	7.8%	11.6%
Not in Labor Force	1,514	1,975	1,781
Inmate of institution	3	233	150
Occupation			
Managerial and professional specialty occupations	472	468	387
Technical, sales, and administrative support occupations	375	677	469
Farming, forestry, and fishing occupations	39	87	12
Precision production, craft, and repair occupations	189	335	205
Service occupations	253	415	277
Operators, fabricators, and laborers	333	547	589
Industry			
Agriculture, forestry, and fisheries	68	61	27
Mining	0	0	6
Construction	40	136	100
Manufacturing	602	669	568
Transprotation	6	54	60
Communications and public utilities	17	105	55
Wholesale trade	85	146	78
Retail trade	245	491	267
Finance, insurance, and real estate	54	89	49
Business and repair services	16	46	35
Personal, entertainment, and recreation services	67	116	139
Professional and related services	374	422	414
Public administration	87	194	141
Class of Worker			
Private wage and salary workers	1,194	1,778	1,349
Federal government workers	70	80	96
State government workers	171	157	233
Local government workers	183	401	165
Self-employed workers	36	113	96

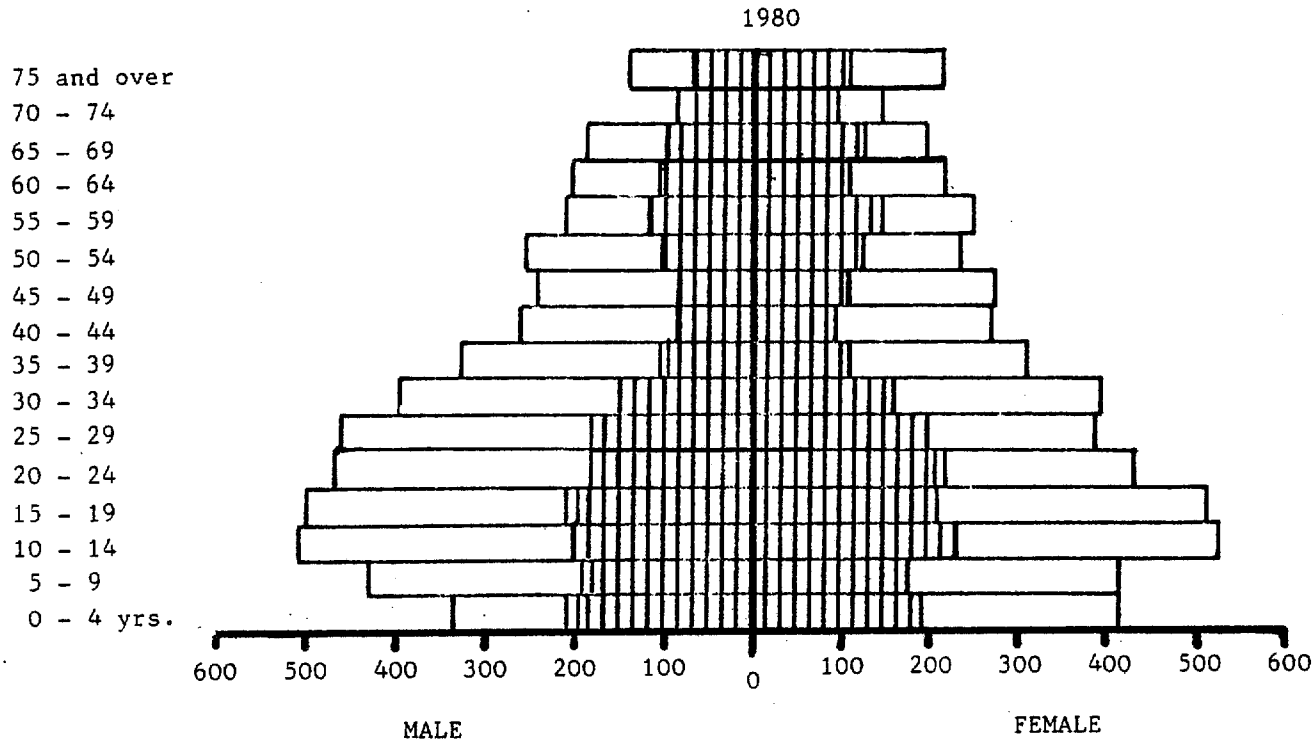
Table 2

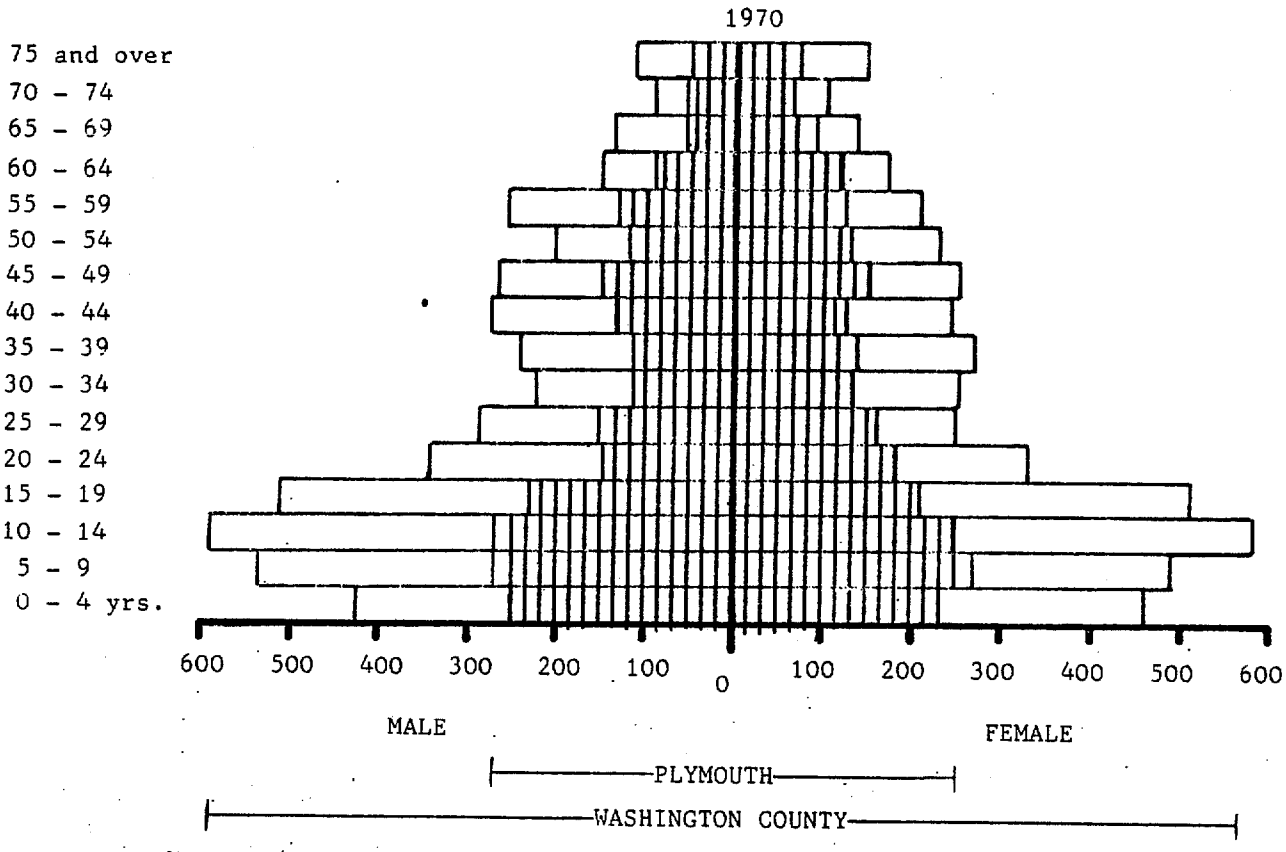
INCOME CHARACTERISTICS, 1979
(Source: U.S. Bureau of Census)

	Plymouth	Williamston	Edenton
Income in 1979			
Number of Households	1,604	2,153	1,917
Less than $5,000	402	458	522
$5,000 to $7,499	144	289	280
$7,500 to $9,999	121	165	162
$10.000 to $14,999	268	454	339
$15,000 to $19,999	172	271	197
$20,000 to $24,999	222	168	161
$25,000 to $34,999	160	226	135
$35,000 to $49,999	76	98	57
$50,000 or more	39	24	64
Median income	$12,163	$11,529	$9,915
Mean income	$15,189	$14,147	$14,872
Number of Families	1,287	1,549	1,455
Median income	$14,875	$14,068	$12,019
Mean income	$17,189	$16,513	$17,264
Unrelated Individuals 15 years and over	361	720	503
Median income	$3,700	$5,474	$4,500
Mean income	$6,143	$6,963	$6,796
Per Capita Income	$5,221	$5,031	$5,299
Income Type in 1979			
Households with earnings	1,252	1,715	1,446
Mean earnings	$16,781	$13,746	$16,080
Households with Social Security income	421	680	646
Mean Social Security income	$3,723	$3,327	$3,333
Households with public assistance income	206	277	272
Mean public assistance income	$1,868	$2,127	$1,285
Income Below Poverty Level, 1979			
Families	262	274	387
Percent below poverty level	20.4%	17.7%	26.6%
Householder worked in 1979	112	135	163
Householder 65 years and over	48	32	77
Unrelated Individuals	174	278	222
Percent below poverty level	48.2%	38.6%	44.1%
Worked in 1979	29	53	59
65 years and over	79	156	138
Persons for whom poverty status is determined	1,118	1,440	1,589
Percent below poverty level	24.5%	24.3%	30.5%
60 years and over	210	280	345
65 years and over	161	205	283

TABLE 3

CITY/COUNTY POPULATION PYRAMID





same phenomenon as the rest of the nation in that it's population is getting older. By comparing the 1970 and 1980 pyramids, we see an increase in senior citizens and a decrease in the pre-schoolers. As the "baby boom" generation moves through the pyramid, changes in emphasis for various public and private facilities will occur. In the future, the town will need to address problems related to more senior citizens and fewer school children, unless there is an increase in the town's economic attractiveness, which would serve to attract new population from the outside. Currently, there is no seasonal population for the town to contend with.

The Town of Plymouth reflects many small towns in population and economy. The population of Plymouth can increase or decrease depending on the willingness or the lack of it by the community leaders and the citizens in making a commitment. This holds true for the economy as well.

Local Economic Base and Employment

The local economic base is heavily dependent upon the major manufacturing employers in the area. When compared to the nearby towns of Williamston and Edenton, Plymouth compares favorably with regards to income statistics. However, upon examination of the Labor Force statistics for the three towns, it can be seen that Plymouth has a lopsided dependence upon manufacturing positions. The large percentage of the population of the Town of Plymouth in manufacturing tends to improve the general employment picture, but it can also cause a problem if those industries decrease their labor force. The community should take an active effort to diversify its economy. Potential resources that can be utilized more effectively in the future are the historic riverfront and downtown area, and the U.S. 64 "Bypass" for tourist and commercial activity. U.S. 64 is the area in Plymouth where the greatest amount of commercial expansion is occurring, and this trend is expected to continue in the future. Current plans to improve and widen the highway within the city to a five lane thoroughfare can be expected to facilitate growth in this area.

Income

The income of the citizens of Plymouth is better than most of the surrounding communities. Hopefully, this will continue, but every effort must be made to diversify the economy and seek new ways to improve the economic well-being of the community. This includes improving education opportunities, seeking new industry, improving business opportunities, diversifying the economy, and enhancing recreation activities. To do this the community leaders will have to recognize and develop potential areas of growth and attempt to enhance economic activity.

Summary

The data used in this section was obtained from the 1980 U.S. Census of Population, the 1984 North Carolina Statistical Abstract, and the

North Carolina Department of Administration. The data has been analyzed by comparison of key indicators of well being (i.e. income, population, occupation, etc.) with other similar size towns in the surrounding region. This was done to determine if Plymouth has similar characteristics with other towns.

Similar indicators for Washington County were collected and compared with the six counties that lie along its borders. This was done to determine whether Plymouth is positively or negatively affected by economic conditions within Washington County. The comparison reveals that Washington County fares equally as well as Plymouth in most categories when compared to its neighbors, and that the county economic situation does not adversely affect Plymouth.

The major economic base is in the industry located in and nearby the town. The next largest categories in terms of employment are professional services and retail trade which have a combined employment equal to those employed in manufacturing. For the town to grow in population there will have to be an increase in the amount of industry located in Plymouth as well as an expansion of its retail and service sectors. There is great potential for this to occur and, should the town effect a course of planned and sustained growth, Plymouth could become a major sub-regional center of trade.

In general, the Town of Plymouth shows a population and economic situation shared with many small towns across the United States. A population that is relatively static or slightly decreasing, and the continuing dilemma of low income and public assistance for far too many families. Plymouth is more fortunate than many towns, in that unemployment is lower than the average, and it has the potential to improve.

III. EXISTING LAND USE

A survey and analysis of existing land use provides another element necessary for good community planning. Like the population and economic base of the town, the existing land use helps to discern the overall pattern of settlement and the relationships between the different land uses. During March of 1986 a land use survey was completed for the Town of Plymouth. The result of the survey for the town is mapped in Figure 1. Land use was divided into eight functional categories as follows: 1) single family residential, 2) multi-family residential, 3) commercial, 4) office and institutional, 5) industrial, 6) recreational open space, 7) vacant or undeveloped, and 8) utilities. The compatible and incompatible uses of land show up clearly in Figure 2 (i.e. where industrial and residential uses are located beside one another without a buffer zone). This comprehensive view of current land use makes it possible to devise efficient policies which will encourage conformance to desired standards. This ability is needed to provide the Town of Plymouth with a frame of reference for future land use.

Growth Patterns

The pattern of existing land use is easily understood. The central business district is located at the river where in the past the major commercial activities have been located. Surrounding the central business district (CBD) are the older homes in the town, many of which are of historical and architectural significance. The railroads on the upland generated industrial activities in the latter 1800's, and housing filled in between the railroads and the CBD. Since World War II and the relocation of U.S. 64 near the railroad, many commercial activities have been generated supplying needs of travelers and residents of Washington County. Now roads leading into the countryside are being lined with additional housing and some scattered businesses. Still, there is much vacant land in the Town of Plymouth and its surrounding area available for development.

Residential Land Use

Residential land use in Plymouth occupies about twenty-seven percent of the town, with about twenty-three percent in single family and almost four percent in multifamily respectively (see Table 4). There are ten residential neighborhoods in the town which are rather compact units. Additional residential areas are in subdivisions outside of the town and along roads. There are five multifamily areas which are mostly public housing units. These units are usually near commercial areas. It should be noted that some residences are being converted to businesses, particularly near the downtown and along the highways.

Commercial Areas

The central business district of the town is concentrated within a

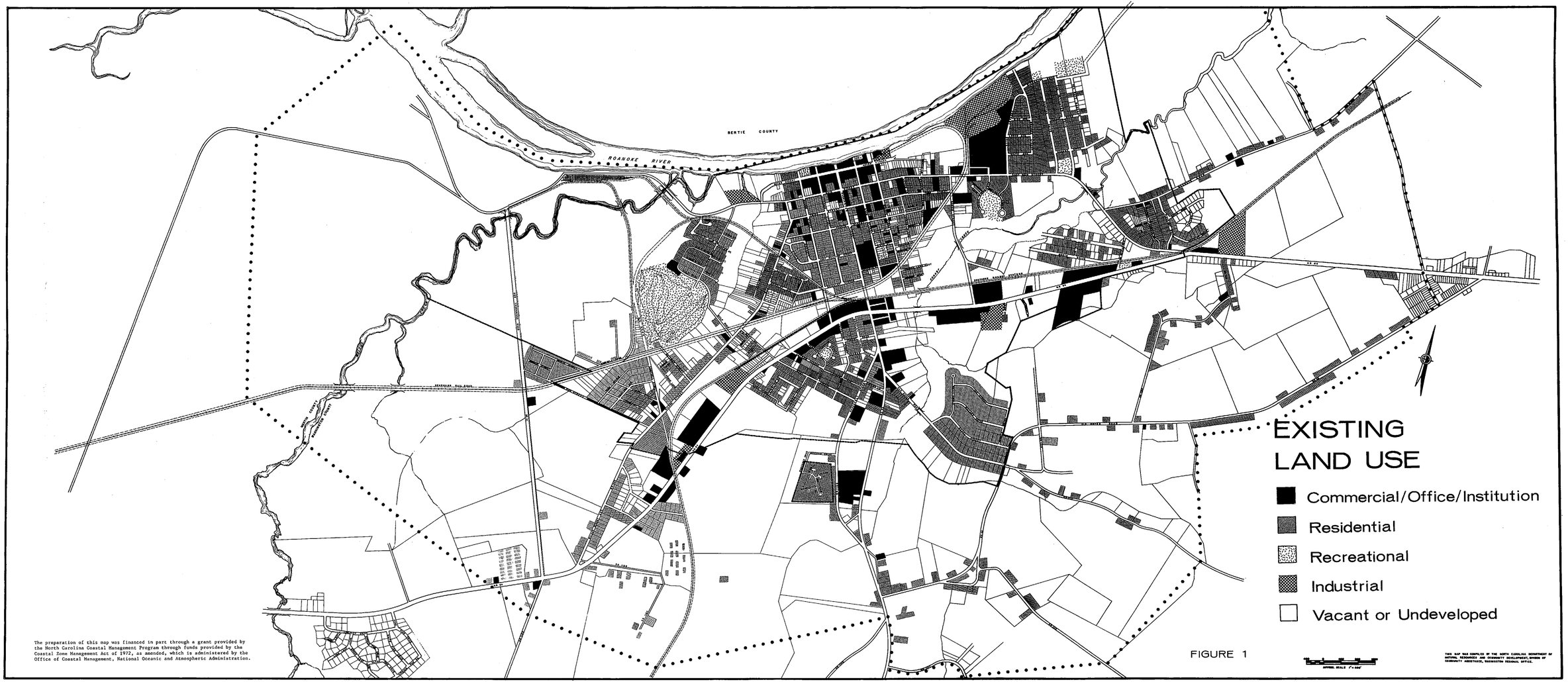


FIGURE 1

The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Coastal Management, National Oceanic and Atmospheric Administration.

THIS MAP WAS COMPILED BY THE NORTH CAROLINA DEPARTMENT OF NATURAL RESOURCES AND COMMUNITY DEVELOPMENT, DIVISION OF COMMUNITY ASSISTANCE, WASHINGTON REGIONAL OFFICE.

LAND USE BY CATEGORY

Land Use	Area 1	Area 2	Area 3
Single Family Residential * 561.8 acres	23.1%	13.0%	11.3%
Multi-family Residential 89.9 acres	3.7%	1.4%	1.2%
Commercial 155.6 acres	6.4%	2.9%	2.5%
Office and Institutional 109.4 acres	4.5%	2.2%	1.9%
Industrial 19.5 acres	0.8%	0.5%	12.4%
Recreational 102.1 acres	4.2%	1.4%	1.2%
Vacant Land 1393.5 acres	57.3%	78.6%	71.5%

Area 1 - Area within Plymouth Town Limits.

Area 2 - Area approximately within one mile of the town limits in Washington County.

Area 3 - Areas 1 and 2 combined including section within Martin County.

* Acreage figures apply only to areas within town limits.

Table 4

few blocks of the river. In several locations the CBD has encroached into nearby residential areas. The CBD, which contains the Washington County Court House and other county administrative buildings, is an important function in the downtown area. Another important downtown activity in addition to the businesses is the Town of Plymouth governmental activities including the police and fire departments. In many respects the CBD continues to be the center for many functions and activities. The U.S. 64 highway commercial area generates local and regional customers. By far, most of the county's commercial activity is located along the highway. In addition to the highway oriented business activity, farm service establishments, two small shopping centers and the Washington County Hospital are located on U.S. 64. Other commercial activities are usually the individually owned and operated businesses located in a number of neighborhoods throughout the community. In all, about six and a half percent of the town is occupied by business activities.

Office and Institutional Land Use

The office and institutional land uses include banks, business offices, governmental offices, churches and schools. These types of land uses occupy about four and one half percent of the town. Most of this category is located in the CBD or along the major roads, except for the schools.

Industrial Land Use

The industrial land uses comprise less than one percent of the area in the town. There are only a few parcels of land devoted to industrial use in the town. They are located near the river or along the highway.

Recreational Open Space

There are several public and private recreational areas in the community which comprise a little over four percent of the land. The privately owned golf course is by far the largest parcel. Several neighborhoods have open space such as little league fields and small parks for recreational purposes. An inventory and assessment of recreational areas in Plymouth has recently been completed and is available at the municipal building.

Vacant Land

Vacant land in the town amounts to about fifty-seven percent of the total area. A considerable amount of the vacant area is in floodable areas, taken up by farm use, or not being used. The large amount of vacant land within the city allows for a considerable amount of "infilling" in the event of new development.

Utilities and Streets

This category of land use is part of the vacant land, percentage-wise. There are numerous places in the town being used for water, sewer and electrical lines including pumping stations, electrical substations and treatment facilities, as well as streets and highways. This is an important use in the communities as it provides for the distribution of people, goods and services.

Summary

The existing land use in Plymouth appears to be distributed in a logical fashion similar to other small communities. With more than fifty percent of the town being vacant or undeveloped, there is room for compact and more intensive development in the future. The future development, however, should be guided by an informed citizenry. To this end, the land use plan for 1986 is part of the continuing planning process.

IV. EXISTING PLANS, REGULATIONS AND CONSTRAINTS

This section contains a summary of the conditions, plans, and policies related to land use. Items included in this section contribute to the overall town land use planning process. This part of the land use plan should provide the citizens with an idea as to how plans and regulations are related to land use. A broad range of regulatory powers are available to the town, however, most of the regulations that have a major impact on land use are enforced at the state or federal level. The following is an outline of the regulations that are currently enforced. State and federal regulations which are enforced in the town are listed in Appendix B.

Transportation Plans

The Town of Plymouth has a thoroughfare plan dated 1971. This does not include all the necessary elements of a transportation plan. Further, the street plan is obsolete. At the present time, the U.S. 64 bypass is being scheduled for widening and improvement. The input by the planning commission on this project has been minimal if not nonexistent. There is no other aspect of land use planning as important as transportation. Consequently, the town must make every effort to coordinate the town's plans with those of the North Carolina Department of Transportation.

The major highway connecting Plymouth with other towns is U.S. 64. This highway is the major east-west highway with its eastern terminus on the outer banks and its western terminus at Fort Smith, Arkansas. From north to south, N.C. Routes 32 and 45 connect Plymouth with towns and cities along the Atlantic coastal plain. In addition to land transportation routes is the Roanoke River. The Roanoke is a major water course in North Carolina, although Plymouth makes little use of it today. The potential use of the Roanoke River for recreation as well as carrying commercial watercraft is excellent The Town of Plymouth owns and somewhat meagerly supports an airport. This aspect of transportation also has excellent potential if properly supported.

Public transportation is not readily available for the Town of Plymouth. Some limited transportation access is provided by bus to other towns, and taxicabs are the major source of internal transport.

Schools

The Washington County Board of Education currently operates the schools in the county. Consequently, the Town of Plymouth, as a viable force, plays a small role in school planning. Of major concern is the lack of interaction between the school board and the town. An urban community has different educational needs than the rural areas of the county. Not only does the physical facilities and programs of the schools in Plymouth need to be improved, but additional land must be obtained for the schools, particularly the high school. Finally, the

Town of Plymouth should increase local post high school or adult education opportunities.

The Town of Plymouth must make every effort to be involved in school planning. A school plan should be a part of the Plymouth comprehensive plan so that an adequate financial base and land is available for use by the school when needed.

A new elementary school has recently been completed outside the town limits but within the extra-territorial jurisdictional area. This school replaces the old elementary school located on Washington Street in Plymouth. No plans have yet been proposed as to what use can be made of the old facility.

Community Facilities Plan

The Town of Plymouth does not have a community facilities plan. A community facilities plan is concerned with town services and buildings, including water and sewer service, recreational facilities, and police and fire protection.

Recreation Program

The Town of Plymouth does not have a recreation program per se, as recreational activities are not funded or provided by the town. Washington County, however, pays a pro rata amount for recreation to all towns. While there are land parcels devoted to recreational use, funding for recreational activities are provided and coordinated by individual organizations.

Capital Budget & Capital Improvements Program

The Town of Plymouth currently administers capital budget and capital improvements programs. These programs have been adopted since the 1981 land use plan update.

Housing Ordinance

Plymouth has adopted and is implementing a minimum standards housing ordinance, which was called for in the 1981 land use plan update.

Solid Waste Collection/Disposal

Plymouth operates a solid waste system collection system. The disposal is located at the Washington County Landfill. The landfill is approximately nine acres in area and is located one mile north of SR 1300, northeast of Westover. It is utilized by Washington County, Roper, Creswell, and Plymouth. The site is expected to last until 1991 unless peat mining operations in the eastern part of the county begin before then. The ash waste from the activity would be stored at the county

landfill thereby shortening the life of the facility considerably. There are currently three sites within the county under consideration and it is expected that a new site will be chosen well before the current facility is full.

Prior Land Use Plans

The Town of Plymouth utilizes the 1981 CAMA Land Use Plan for references on land use policies. Policies regarding land use in the town are outlined in that plan. Once the 1986 land use plan is adopted, it will supercede the 1981 plan including the policies therein.

Floodway Ordinance

This ordinance is currently enforced in Plymouth as certain areas have been designated as flood hazard areas. In 1977, a flood insurance rate map prepared by the National Flood Insurance Program was adopted by Plymouth.

Building Code

The Town of Plymouth presently enforces a building code. This is accomplished by a permit letting procedure through the Washington County Building Inspector.

Septic Tank Regulations

Septic tank regulations are enforced in Plymouth. These regulations meet the minimum standards established by the North Carolina Division of Health Services and are administered by the Washington County Health Services Office.

Subdivision Regulations

The Town of Plymouth has recently enacted subdivision regulations and are enforced by the town at the present time.

Zoning Ordinance

The Town of Plymouth enforces a zoning ordinance at the present time which includes the town and a one mile extra-territorial jurisdictional area.

Implementation and Enforcement Ordinance

The CAMA minor permit issuing system is enforced in the town. This system governs development within designated AEC's.

Constraints Related to Town Facilities

Most types of development are dèpendent upon the location and capacity of sewer and water facilities. These basic necessities in an urban area are often the controlling factor in the location of growth, along with streets and highways. Expansion of water and sewer lines into undeveloped areas typically promotes development. Plymouth does not serve all of the land within its corporate boundary, nor are there plans in the foreseeable future for construction of such. This should be remedied as soon as possible.

At the present time the water plant has a capacity of 800,000 gallons per day (GPD), but is being expanded to 1.2 million GPD. The wastewater treatment plant, which was expanded in 1977, has a capacity of 800,000 GPD. Both plants are nearing their maximum capacity for use.

Soils Limitations

The soil survey for Washington County indicate some poor to very poorly drained soils in Plymouth. These soils are not suitable for septic tank use. The soils that are not suitable for urban uses generally conform to the areas in the floodable areas and the conservation zones (see Figures 2 & 3). The soils existing in these areas are listed below:

1) Argent silt loam
2) Augusta fine sandy loam
3) Dogue fine sandy loam, 0 to 3% slope
4) Dorovan muck
5) Muckalee loam
6) Roanoke fine sandy loam
7) Wahee fine sandy loam

The specific locations and characteristics of these soils are listed and displayed in the Washington County Soil Survey. These soils are generally considered to be unsuitable for urban development, therefore, such uses should be avoided where they occur. Because these soils generally lie within conservation zones and floodable areas within the town, development on these types of soils has not been a problem. However, some of these soils exist in areas subject to development both inside and outside of the town limits and will need to be closely monitored and/or regulated due to soil limitations. Every effort to use soils for their best possible use should be made.

Limitations Due to Areas of Environmental Concern (AEC's)

Of the two broad categories of statutorily defined Areas of Environmental Concern (AEC's) and Ocean Hazards AEC's, only the estuarine system is applicable to the Town of Plymouth. All of the AEC's in Plymouth's estuarine system were listed in the 1981 Land Use Plan

Update. Although these AEC's have not changed, it may be useful to define these important areas prior to listing them again in this Update.

1) Estuarine Waters AEC's and Estuarine Shorelines AEC's

Estuarine waters are defined in G.S. 113A-113(b)(2) as "all the water of the Atlantic Ocean within the boundary of North Carolina and all the waters of the bays, sounds, rivers, and tributaries thereto seaward of the dividing line between coastal fishing waters and inland fishing waters, as set forth in an agreement adopted by the Wildlife Resources Commission and the Department of Natural Resources and Community Development."

Estuarine shorelines are those non-ocean shorelines which are especially vulnerable to erosion, flooding, or other adverse effects of wind and water and are intimately connected to the estuary. These shorelines can be wetlands as well as dry land. They extend from the mean high water level along the estuaries, sounds, bays, and brackish waters for a distance of 75 feet landward; as set forth in an agreement adopted by the Wildlife Resources Commission and the Department of Natural Resources and Community Development.

As an AEC, estuarine shorelines, although characterized as dry land, are considered a component of the estuarine system because of the close association with the adjacent estuarine waters. Estuarine waters and adjacent estuarine shorelines make up the most significant components of the estuarine system in Plymouth. The significance of the estuarine system is that it is one of the most productive natural environments of North Carolina. It not only supports valuable commercial and sports fisheries, but is also utilized for commercial navigation, recreation and aesthetic purposes. Species dependent upon estuaries include menhaden, shrimp, flounder, oysters and crabs. These species make up over 90 percent of the total value of North Carolina's commercial catch and must spend all or part of their life cycle in the estuary. The preservation and protection of these areas are vitally important. The Estuarine Waters AEC's and adjacent Estuarine Shorelines AEC's in Plymouth consist of the following:

a) The Roanoke River and its adjacent shorelines, extending landward for a distance of 75 feet.

b) Conaby Creek and its adjacent shorelines, extending landward for a distance of 75 feet.

c) Welch Creek and its adjacent shorelines, extending landward for a distance of 75 feet.

2) Public Trust Waters AEC's

Public Trust Waters are partially defined as all waters of the Atlantic Ocean and the lands thereunder from the mean high water mark to the seaward limit of state jurisdiction; all natural bodies of water subject to measurable lunar tides and lands thereunder to the mean high mark; all navigable natural bodies of water and lands thereunder to the

mean high water level or mean water level, as the case may be. In other words, public trust areas are waters and adjacent lands, the use of which, benefits and belongs to the public and to which the public has the right of access.

Also, in the Town of Plymouth, all of the waters listed as Estuarine Waters AEC's are defined as Public Trust Waters AEC's. Currently, all development and development-related activities within their designated AEC's in Plymouth are regulated by the CAMA permit process and are guided by local policy (local governments may develop its own use standards for AEC's if they choose to be more restrictive than the State's use and performance standards).

V. STORM HAZARDS PLANNING AND MITIGATION

The 1986 land use plan addresses storm hazard mitigation and planning issues for the first time. Storm hazards are far more serious than commonly perceived, but the series of tornados which struck eastern North Carolina in March of 1984 may have raised attention to storm planning and mitigation. This section of the land use plan is offered to help the Town of Plymouth prepare for these hazards.

There are numerous natural hazards but, due to many factors, only a few are likely to occur in Plymouth. Of particular concern for Plymouth is the potential for high winds such as hurricanes and tornadoes, heavy rains bringing the flooding of lowlying areas and snow and ice storms. Although Plymouth is located inland from coastal water, flooding of the Roanoke River and its tributaries is not an unlikely phenomenon. In order to effectively plan for storm hazards and their periodic reoccurrence, a comprehensive approach is necessary. This involves the combined efforts of the local planning commission and the Emergency Management Coordinator in the Emergency Operating Center of Washington County.

There are typically four parts of a comprehensive emergency management plan. One part includes the land use plan. The four parts are defined as:

1. Mitigation - the activities which actually eliminate or reduce the probability or occurrence of a disaster caused by a hazardous event. It also includes land use planning and other long term activities which reduce the effects of hazardous events.

2. Preparedness - the activities that are necessary when mitigation measures have not, or cannot, prevent disasters caused by a hazardous event. This phase involves the emergency management team to assist in saving lives and property and to enhance response operations.

3. Response - these activities follow an emergency or disaster. Of primary concern is emergency assistance to casualties. Also, the emergency management team seeks to reduce secondary damage and to speed recovery operation.

4. Recovery - these activities involve short and long term operation. In the short term, the emergency management team attempts to restore all systems to normal operation. This includes vital life supporting systems. In the long term, recovery involves return to life at normal or improved levels. This step should involve the town planning process.

In general, mitigation and long term recovery require the town planning process, while preparedness, response and short term recovery fall within the responsibility of the Emergency Management Coordinator. Coordination between emergency management and the town planning officials is mandatory for a successful mitigation of hazards.

A post disaster reconstruction plan is designed to operationalize clean up procedures after the storm. This involves the immediate clean up plans for long term redevelopment. A recovery task force should be established to schedule priorities for redevelopment. Repair and reconstruction guidelines should be established. This phase of the plan requires coordination of the local government and emergency management officials.

The local government is required to evaluate the adequacy of evacuation routes used in emergency situation. The routes should be critically assessed for their efficient use. If the required evacuation time exceeds the standard warning time as provided by the National Weather Service, officials should consider adopting policies which would improve the adequacy of the routes. This step may involve coordination with the Division of Emergency Management and the Department of Transportation.

Mitigation of Hazards

There are three steps of hazard mitigation: 1) to identify the frequency and magnitude of the hazards in the community, 2) to conduct a vulnerability analysis, and 3) to generate measures for minimizing damage that is likely to occur.

Plymouth has three major areas which require mitigation action: 1) the Roanoke River shoreline and wetlands, 2) Welch Creek and adjoining lowlands, and 3) Conaby Creek and adjoining lowlands (see Figure 2). These areas, on the average, can reach flood levels every 1.2 years, and flood their stream banks every 2.33 years. However, damaging floods causing erosion and inundation of occupied areas will occur less frequently.

The potential level of damage to life and property in the hazard areas of Plymouth is considered relatively small (see Table 5). The Roanoke River has controlled flow because of several dams upstream of Plymouth, therefore, inundation can occur both naturally with high wind tides from the east or man induced flooding from the west. The Town of Plymouth would receive some damage from hurricanes powerful enough to be rated above a Force 3 on the Saffir/Simpson Hurricane Scale. These storms would have wind speeds in excess of 130 MPH and storm tides in excess of ten feet above mean high tide. These areas of storm water inundation are identified in Figure 2.

It is likely that some roads would become flooded where they bridge streams. It is also likely that the basements of the stores on the north side of Water Street will be flooded. Generally, there are very few structures in Plymouth that would be flooded.

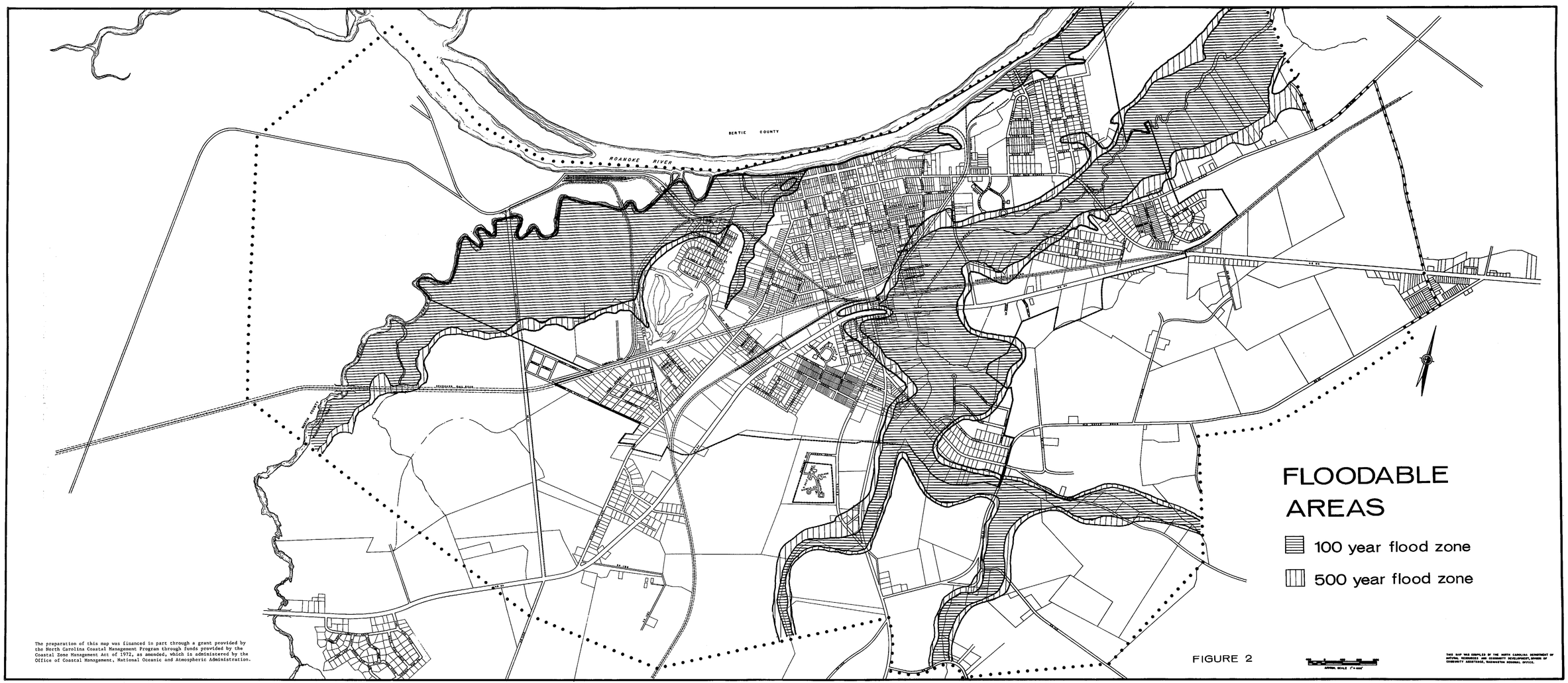
The people of Plymouth have been wise in their use of land through the years. Most development has occurred on the high ground except for a few instances. With increasing population and economy in the area there will be a demand for intensifying water oriented land uses. While Plymouth is not in the mainstream of coastal development, it should be anticipated that development in and near hazard areas will occur. At the present time there are few mitigation policies and regulations in

SEVERITY OF RISK

Hazard Area	Severity Rank	Erosion/ Scour	Wave Action/ Battering	Flooding	High Wind
Wetland	2	O	O	O	O
A-Zone Flood Zone	3			O	O
Remainder of Town	4				O

Risk levels: High (●), Moderate (O), Low ( )

Table 5



The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Coastal Management, National Oceanic and Atmospheric Administration.

FIGURE 2

THIS MAP WAS COMPILED BY THE NORTH CAROLINA DEPARTMENT OF NATURAL RESOURCES AND COMMUNITY DEVELOPMENT, DIVISION OF COMMUNITY ASSISTANCE, WASHINGTON REGIONAL OFFICE.

Plymouth. There are state and federal regulations in effect, but the Washington County Disaster Relief and Assistance Plan is the only major document to mitigate hazardous threats. Other mitigation measures include, but are not limited to the following:

1) Building Codes
2) Zoning Ordinance
3) Tax Incentives/Disincentives
4) Land Use Management
5) Safety Codes
6) Preventative Health Care
7) Public Education
8) Building Use Regulations, and
9) Resource Allocations

Several of the measures indicated above are currently in operation in Plymouth. Others are functioning, but need improvement. The town has chosen to incorporate other measures into their current regulations as indicated in the policies section of this plan.

Storm hazard mitigation requires coordination of many agencies for successful operation. A comprehensive effort is necessary to fully realize a mitigation plan and its relation to the overall emergency and town planning processes. Appendix C includes the Post Disaster Reconstruction Plan for Plymouth.

Adequacy of the Disaster Relief Plan

The purpose of the Disaster Relief Plan is to prevent or lessen the effect of disasters on the people and property in Plymouth. The plan for Washington County adopted in 1983, of which Plymouth is a part, is considered adequate in its intent, scope and composition.

Adequacy of the Hurricane Evacuation Plan

The purpose of the evacuation plan for Washington County is to provide for an orderly and coordinated evacuation to minimize the effects of hurricanes on residents and visitors. The plan's scope, organization, concept of operation, warning and alert system, increased readiness action checklist, evacuation areas, routes and shelter location, reentry procedures, responsibility groups, communications and public information activities, are considered adequate. It must be realized, however, that this is a plan for Washington County as a whole, and not a specific plan for Plymouth. Further, it is a plan for local use and not a plan to shelter an excessive number of visitors or evacuees from other areas.

VI. ISSUES, POLICIES AND IMPLEMENTATION

Land Use Issues

Land use issues are related to the concern for, or that which affects, the welfare and the happiness of the citizenry. The people should have a continuous interest in how the land is used, both now and in the future. Some issues revolve around how to protect the Town's natural resources. Other issues are concerned with economic and town development. How to protect the Town's natural heritage while attempting to sustain or increase economic growth and improve the community is of particular importance to the future of Plymouth. Many of these issues evolve from a difference of opinion as to how the land is to be used. The resolving of these and other issues can be accomplished through continuous public participation.

The issues to be addressed in this land use plan have been generated by the Planning Board after considerable thought and deliberation. Many of the issues are concerned with economic and town development. The issues are as follows:

1) U.S. 64 bypass congestion.
2) Lack of controlled growth.
3) Poor streets and lack of parking.
4) Lack of economic growth.
5) Lack of public owned recreation areas.
6) Lack of curb and gutters downtown.
7) Housing renovation needed.
8) Lack of progressive leadership.
9) Downtown redevelopment needed.
10) Mass transit needed to other towns.
11) Better police protection.
12) Train blocks access to hospital.
13) Conaby and Welch Creeks needs improvement.
14) Protection of prime farmland.
15) Poor drainage systems and outlets.
16) Water and wastewater system needs improvement.
17) Roanoke River and waterfront needs improvement.

These issues can be resolved through strategies or policies developed and implemented by the town. This provides a basic approach and a guide for solving land use issues before they materialize or become unsolvable. At the center of policy formulation is the town planning effort. The reasoning here is that the town planning board has the necessary resources to be the major source of data and information which is essential in determining issues and policies. Further, it is equally important to solicit public views on issues and related policies. The planning process allow this to occur most effectively.

Land Use Policies

The formulation of policies in this plan is based on an open process of consultation, negotiation and compromise. Generally, policies can be designed so as not to take action on an issue or to delay resolution of controversial issues. The planning board decided against these options wishing to resolve each of the issues. Thus, a policy and a means of implementation is articulated for each issue.

To successfully accomplish this land use plan there must be a course of action. Through the policy statements, which indicate how it is intended to solve land use issues, the planning policies are divided into five categories: 1) resources production, 2) resources protection, 3) economic development, 4) hazard mitigation, and 5) public participation.

Resources Protection Policies and Implementation

The citizens of Plymouth are concerned for the protection of the Town's natural resources. Protection of natural resources provides for the Town's long term economic viability. The protection mechanism is largely one of properly managing the resources. Non-renewable resources must be protected for economic purposes and for the public good. The resources protection policies herein are to improve, maintain and limit uses of the natural resources for the public good.

Because of the different physical characteristics that exist throughout the 20 county CAMA jurisdictional area, there are often several issues that do not directly apply to a given community. In the case of Plymouth, these issues include beach erosion and nourishment, damage due to wave action, channel maintenance, maritime forests, island development, off-road vehicle use, marina and floating home development, use of package treatment plants, or protection of potable water. Though marina and floating home development could occur in Plymouth, there has never been any pressure for such development in the past and none is expected in the near future. Plymouth maintains a town sewer system, therefore the use of package plants are not a concern. The town's water comes from a well approximately 800 feet deep and there has never been any problem with quantity or quality of its water supply. There is no known land use within the town that could potentially damage the water, therefore protection of potable water is not an issue.

The Town of Plymouth desires to use the natural resources which are available in a manner consistent with the best conservation and resources management practices. Certain uses are acceptable even while protecting the environmental resources. The policies generated show how to use the resources while they are being protected.

Policy and Implementation Related to Soils

It is the policy of the Town of Plymouth to use the Washington County Soil Survey for land use planning purposes. In order to implement this

policy the following will be accomplished in the next two years:

1) Allow development only on well drained and otherwise suitable soils via the town zoning ordinance, subdivision regulations, and the land classification system as provided for in this plan.
2) Allow septic tanks and nitrification fields to occur on suitable soils through actions by the local sanitarian.
3) Allow the best farmland soils to remain through zoning and/or tax incentives.

Policy and Implementation Related to Floodable Areas

It is the policy of the Town to minimize development in flood prone areas, specifically, areas delimited by the federally designated 100 year flood zone. Such development that does occur within this flood zone must meet all federal, state, and local standards before the issue of any permits by the town. The Town of Plymouth currently participates in the Federal Flood Insurance Program, and enforces a municipal flood ordinance.

Policy and Implementation Related to Fragile Areas and AEC's

The Town recognizes the importance of protecting environmentally fragile areas and is committed to the maintenance of the areas within its jurisdiction. The areas currently viewed as environmentally fragile by the Town of Plymouth are: 1) the CAMA Areas of Environmental Concern (AEC's) which includes the estuarine waters of the Roanoke River, Conaby Creek, and Welch Creek, and their estuarine shorelines (these same water bodies are also by definition Public Trust Area AEC's); 2) Federal (404) wetlands as designated by the Army Corps of Engineers; and 3) the areas within the one hundred (100) year flood zone as designated by the Federal Flood Insurance Program.

It is the policy of the Town of Plymouth that any development occurring within these fragile areas must conform to all federal and state regulations and local ordinances regarding development. For purposes of CAMA land classification, the aforementioned fragile areas shall be included in the conservation class and shall be subject to all criteria that are associated with the conservation class. To facilitate protection of these environmentally sensitive areas, the following shall be accomplished within the next five years:

1) Identify fragile areas as conservation areas and provide for the protection of these areas in the town zoning ordinance.

2) Review subdivision regulations and ensure that they reflect the town's desire for protection of environmentally fragile areas.

Policy and Implementation Related to Stormwater Runoff

Stormwater runoff is one of the most serious issues facing coastal North Carolina. Runoff carries contaminants from both urban and rural

areas alike into our rivers and estuaries killing both plant and animal life. The problem is not isolated to a few key areas, rather, it occurs everywhere there is intensive urban or agricultural activity. The policy of the Town of Plymouth is to manage stormwater runoff in the most efficient and effective way. In order to implement this policy the following items will be accomplished in the next five years:

1) Devise a stormwater drainage plan.
2) Lessen impact of storm runoff by constructing flow control devices.
3) Improve curbing and guttering of streets.
4) Approve a sediment control ordinance.

Policy and Implementation Related to Cultural or Historic Resources

Plymouth is a historic town with several areas containing culturally significant resources. First, the floodplain of Welch Creek is an area of high probability for archeological resources. Second, the Roanoke River and its south bank (the town side) contains shipwrecks and wharf sites. Lastly, the downtown area between the railroad and the river is a archaeologically sensitive area. The architectural or historically significant structures identified in the most recent (1976) survey are listed in Appendix D.

The policy of the Town of Plymouth is to protect the cultural or historic resources in the community. In order to implement this policy the following items will be accomplished in the next five years:

1) Identify all cultural or historic resources in the community.
2) Establish and zone historic structures and/or districts in the community as appropriate.

Policy and Implementation Related to Environmental Impact

It is the policy of the Town of Plymouth to protect its environmental integrity. In order to implement this policy the following will be accomplished in the next five years:

1) To seek and support legislative action for more stringent regulations with respect to air and water quality.

Resources Production Policies and Implementation

There is a need by the Town of Plymouth to maximize the production of its natural resources. Agricultural production, forestry, fishing and recreation are desired. The mining of minerals in the community such as phosphate or peat is not an issue since commercially important deposits are not found in the immediate area.

The resources production policies attempt to improve the continued use of the natural resources in the coastal zone. The following policies have the purpose of protecting the resources to ensure a future economic return as well as to safeguard the environment from degradation.

Policy on Public Access to the Waterfront

Beach access does not apply to Plymouth; however, tourism and waterfront access are two areas that are of great importance to the future development of Plymouth. The Roanoke River is one of Plymouth's greatest assets and every effort should be made to provide more and better access to the river. The Town of Plymouth will pursue cooperation of downtown waterfront property owners in revitalization of the waterfront as well as working toward establishment of additional public access areas for the river. The Town will request funds from the N.C. Division of Coastal Management to conduct a survey of present points of public access to the river. The Town will also prepare preliminary plans on better utilization of existing areas and recommendations and implementation strategy on development of additional river access areas.

Policy and Implementation Related to Farmland

It is the policy of the Town of Plymouth to protect the prime farmland within its jurisdiction. In order to implement this policy the following items will be accomplished in the next five years.

1) Protect prime farmland through the zoning ordinance.
2) Allow prime farmland to be taxed as agricultural land.

Policy and Implementation Related to Forests

It is the policy of the Town of Plymouth to protect forests. In order to implement this policy the following will be accomplished in the next five years:

1) To protect trees and forests in the town by enacting an arbor ordinance.
2) To maintain the trees and other flora on public lands and rights of way.
3) To minimize commercial forestry activities within the town.

Policy and Implementation Related to Fisheries

Commercial fishing is not a significant economic activity in the Town of Plymouth. Figures for the value of catch for Washington County are available in the Washington County land use plan. Recreational fishing is much more widely practiced and is a valuable recreational resource for

the town. It is the policy of the Town of Plymouth to protect the fisheries and nurseries in the area. In order to implement this policy the following will be accomplished in the next five years:

1) Seek better regulation of upstream flow on the Roanoke River.
2) Support efforts to improve water quality on the Roanoke River and all its tributaries.
3) Conduct implementation tasks related to stormwater runoff policy.

Economic and Town Development Policies and Implementation

The Town of Plymouth is largely dependent upon one industry which is located just outside the town corporate boundary, and in another county. While Plymouth is the commercial hub of Washington County as well as the county seat, this industry is, by far, the most important for the flow of family income in Plymouth, but not a source for town revenues. The purpose of town development is to generate additional jobs, income, a larger tax base, and a favorable climate for additional growth and development.

The Town of Plymouth desires to diversify its tax base by promoting industrial and commercial development in a well managed and planned manner. It seeks new corporate partners, while wanting to rejuvenate its existing business activities. And the community wishes to improve its services to its partners in the private sector of the economy. To do this and still maintain its "small town" atmosphere is challenging, but well worthwhile and within the capability of the community.

Policy and Implementation for Town Revitalization

The Town of Plymouth is currently very active with regards to town revitalization. Since 1976 the Town Housing Authority has successfully obtained over two million dollars in Community Development Block Grant funds for housing revitalization. The four areas where the funds have been utilized are:

1976 - East Water Street, $500,000.
1977 - West Main Street, $500,000.
1979 - Thomas Street, $500,000.
1986 - Madison Street, $650,000.

Since 1969 there have been three public housing projects constructed in the town. The projects are located on West Water Street with 32 units; Plublee Court with 108 units; and Paylor Court with 50 units. These projects have done a great deal in alleviating poor housing conditions in Plymouth. Though housing revitalization has been very successful, the town is in need of extensive downtown redevelopment and infrastructural improvements. These goals will be actively pursued by the town during the next five years.

Plymouth has also been active in improving shoreline access. A riverfront park has been established in the east downtown area that includes a public dock. State grant funds were used in the construction of the park. The town will continue to develop available areas of the riverfront for public access to the river. Though a riverfront plan was previously developed by the town, it is now considered out of date and needs to be revised.

It is the policy of the Town of Plymouth to revitalize the community through downtown redevelopment, housing renovation, improvement in streets, sidewalks and parking areas, decreasing congestion on U.S. 64 bypass, incorporating better growth management controls, improving recreation and riverfront development. In order to implement this policy the following items will be accomplished in the next five years:

1) Organize town revitalization committee.
2) Devise and adopt revitalization plan.
3) Devise and adopt transportation plan.
4) Devise and adopt recreation plan.
5) Improve the zoning regulations.
6) Install new street lighting and improve streets, sidewalks and parking.
7) Adopt a new riverfront/downtown plan.
8) Improve enforcement of the housing code.

Policy and Implementation Related to Growth

It is the policy of the Town of Plymouth to improve growth including industrial and commercial development. Industries desired are allowed for in the town zoning ordinance. In order to implement this policy the following items will be accomplished in the next five years:

1) Organize economic development commission.
2) Devise and adopt economic development plan.
3) Devise and adopt a capital improvements program.
4) Organize town beautification committee.
5) Devise and adopt a community facility plan.
6) Improve access within town and with other towns.
7) Devise, adopt and implement a water and sewer plan.

Policy and Implementation Related to New Development

It is the policy of the Town of Plymouth to resist development contrary to a small town. In order to implement this policy the following will be accomplished in the next five years:

1) Refuse to allow hazardous waste dumping sites in and near the community.
2) Refuse to allow energy facilities siting and development in the town.
3) Adopt performance zoning standards for industry and commerce.

4) Conduct an annexation study and proceed to annex areas adjacent to the existing town limits where necessary.

Policy and Implementation Related to the Commitment for Planning and Management

It is the policy of the Town of Plymouth to increase its commitment to town planning and management. In order to implement this policy the following is to be accomplished in the next five years:

1) Organize an in-service training program for all town personnel, including police and fire departments, administrative personnel, public works personnel and elected officials.
2) Allow and support town personnel to seek continuing training and education.
3) Devise and adopt a growth management plan.
4) Conduct a carrying capacity study.
5) Devise and adopt a five year comprehensive town planning program.

Hazard Mitigation Policies

Existing policy permits development to occur in hazard areas. It is expected that development will likely occur in the future, and if it does, it should be hazard proof. Where and what kind of development should occur in Plymouth, and how this development should be constructed so as to minimize damage in the event of a major storm are the two issues facing the community. It is the policy of the Town of Plymouth to protect its inhabitants against storm hazards. The Federal Flood Insurance Program and town zoning are already in effect. In order to further implement this policy the following will be accomplished in the next five years:

1) Adopt a hazard area redevelopment ordinance.

Policy and Implementation Related to Public Participation

During the completion of this land use plan update, the maximum amount of public participation was sought (See Appendix E). Advertisements in the newspaper were issued, public announcements were made, and there was the regular forums of the Town Council and the Planning Board. Unfortunately there was not a great deal of public participation from the general citizenry of the town.

There is a need to increase citizen participation in Plymouth. Though the town officials attempted to stimulate public input toward this plan, very little input by citizens other the planning commission were used during the course of this update. It has been known for some time

that there is a direct relationship between successful planning and development and citizen participation. For an effective planning process, citizen participation is necessary.

It is the policy of the Town of Plymouth to maximize citizen participation in governmental affairs. In order to implement this policy the following will be accomplished as soon as possible:

1) Organize neighborhood planning committees based on planning units.
2) Organize task forces on specific issues to be solved.
3) Organize leadership workshops for citizens and town officials.
4) Organize town revitalization committee.

The Town Council shall be responsible for initiating these actions.

VII. THE LAND USE PLAN

The information for this update has been collected and analyzed, the issues have been listed and studied, the policies have been formulated, the implementation for the policies have been stated, and time frames for effectuation of the implementation tasks have been set. The final task of this update is to devise a land use plan (see Figure 3). At this point, the future is brought to the present by assigning different land uses to certain areas. This distribution of the land uses reflect population distribution, economic trends, existing land use, soils and other natural resources, community services, storm hazards, and other town plans.

Land Classification

The land use plan uses a land classification system recommended in the Land Use Planning Guidelines (Subchapter 7B) which is part of the State's administrative code. The land use categories are: 1) developed, 2) transition, 3) community, 4) rural, and 5) conservation.

Developed Land Use

Developed areas provide for continued intensive development. These areas have been and continue to be developed for urban areas including: 1) residential, 2) commercial, 3) industrial, and 4) institutional. Usually, these uses are served by streets, water, sewer, police and fire protection.

Transition Land Use

Transition areas provide for future intensive development. These areas are considered appropriate for urban growth in the future and should be scheduled for the necessary urban services as development occurs. These areas should not be developed until most of the land in developed areas has been urbanized.

Community Land Use

Community areas provide for clustered development in rural areas. These areas allow for additional housing, shopping and public services. They are considered to be crossroad communities and tend to serve the immediate community and nearby rural areas. This category is not appropriate or used in this plan.

Rural Land Use

Rural areas provide for agriculture, woodlands, mining or quarrying,

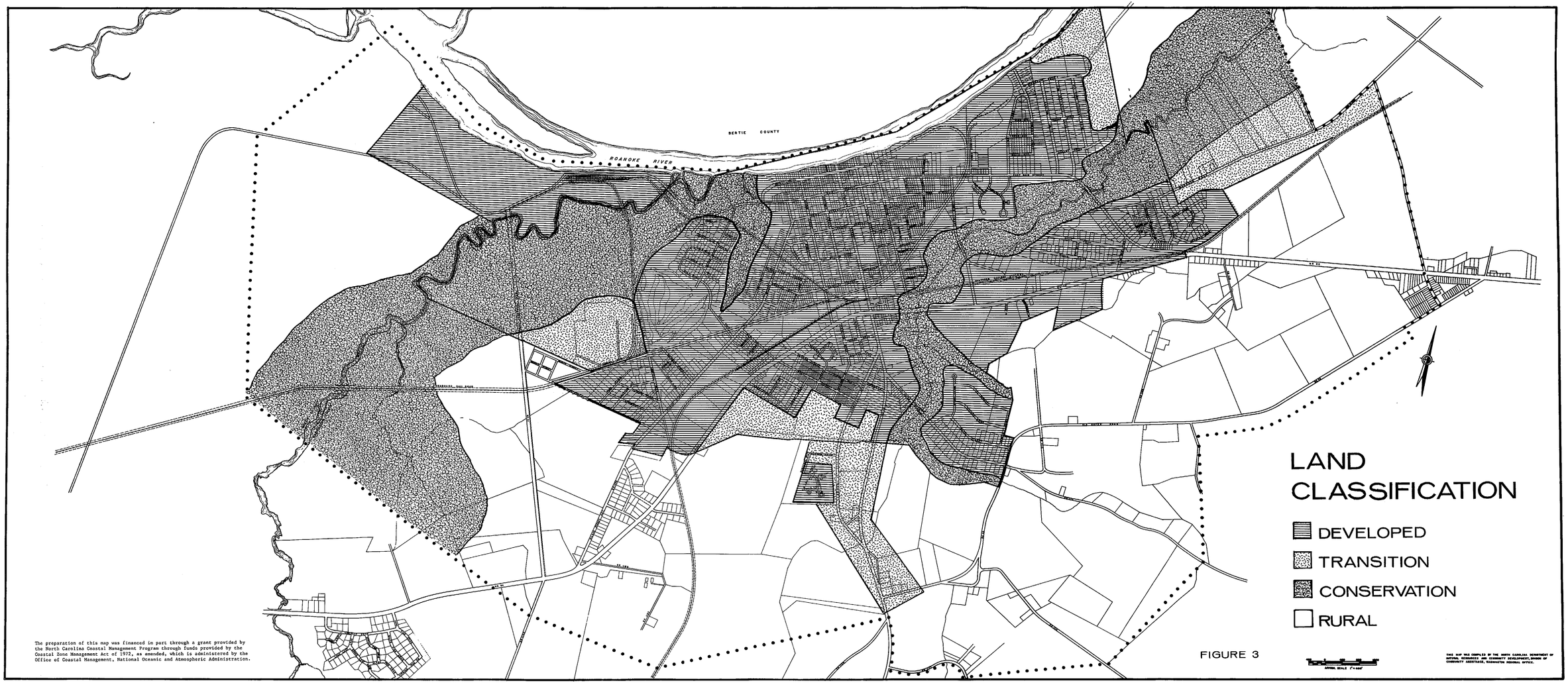


FIGURE 3

The preparation of this map was financed in part through a grant provided by the North Carolina Coastal Management Program through funds provided by the Coastal Zone Management Act of 1972, as amended, which is administered by the Office of Coastal Management, National Oceanic and Atmospheric Administration.

THIS MAP WAS COMPILED BY THE NORTH CAROLINA DEPARTMENT OF NATURAL RESOURCES AND COMMUNITY DEVELOPMENT, DIVISION OF COMMUNITY ASSISTANCE, WASHINGTON REGIONAL OFFICE.

and low density residential uses. These areas allow for the usual rural land uses which include farming, forests, farmsteads, passive recreation, processing of farm and forest products, farm and forest services, schools, churches, community centers scattered non-farm residences and general stores.

Conservation Land Use

Conservation areas provide for the management or the protection of natural resources. These areas allow for the protection of AEC's, unique, fragile or hazardous areas. While agriculture and forestry may occur in certain situations such as floodplains and pocosins, they are to be managed so that the impact on the environment is minimal.

Spatial Arrangement of Land Uses

The land use plan shows how land use in the Town of Plymouth will be distributed in the next five to ten years. It is the intent of the plan to maintain the small town character of Plymouth while allowing for industrial and commercial land uses to occur in and near the town.

Developed Areas

The developed areas in the land use plan correspond to the existing incorporated and urban spillover areas. Developed areas include residential, commercial, industrial and large parcels related to educational and medical land uses. All of the areas have land available for additional development. However, past growth rates show little promise for substantial development. Still, these developed areas have the more desirable land for commerce and industry. Most of the developed areas have the urban services expected for growth. But, the town must plan to solidify their infrastructure and to fill in the available developable land, particularly in the existing open spaces.

Transition Areas

The transition areas in the land use plan are bordering the developed areas of the town. These areas have land available for development to occur. The transition areas along the highways leading into Plymouth are expected to be sufficient to handle increased commercial growth. And along the railroads there is sufficient land for increased industrial growth. The land in between the highways and railroads will be suitable for increased residential development.

Community Areas

The community land use category is not appropriate for the Plymouth area and is omitted from the land use plan.

Rural Areas

The rural areas correspond to the existing rural land uses, which are usually located between the poorly drained soils and on the most productive upland soils. There is a tendency to change rural land uses in favor of urban development. This has been kept to a minimum level in the plan.

Conservation Areas

The conservation areas are the town's poorly drained areas along its water courses and floodable areas. These are areas that have critical habitats or are designated areas of environmental concern.

It is these areas that are set aside because of their natural characteristics and their long lasting contribution to the citizens of the community. These areas can be considered greenways or buffer areas which allow a separation of land uses without conflict between them. Consequently, they are to be protected or managed so that they will remain essentially unaltered for generations to come.

Relationship of Policies and Land Use Categories

There are several policies which have been generated in the land use plan. These policies are summarized according to resources production, resources protection, and town and economic development as they are related to the land use categories (see Table 6).

Resources Production Policies as Related to Land Use

The policies related to resources production are formulated to aid in improving water quality of the water courses in the town. Water draining the land, no matter what its use, is commonly of poor quality. By improving storm runoff, water and sewer lines, and improving legislation, resources production will improve with respect to fishing, farming and forestry.

Resources Protection as Related to Land Use

The policies related to resources protection are formulated to aid in managing and conserving our natural heritage. By protecting water resources and prime farmland the town assures improved water quality in the environment and the best possible management of the best farmland.

Economic Development as Related to Land Use

The policies related to economic development are formulated to aid in improving the social and economic well being of the town and its citizens. The policies set forth should revitalize the town, improve its

RELATIONSHIP OF LAND USE POLICIES AND THE LAND CLASSIFICATION CATEGORIES

	Conservation	Rural	Transition	Developed
1) To manage the use of soils in the most efficient and effective way possible.		X	X	
2) To minimize development in Floodable Areas	X	X	X	X
3) To prohibit development in fragile areas, freshwater swamps and marshes.	X	X		
4) To manage storm runoff in the most efficient and effective way possible.			X	X
5) To improve and upgrade the water and sewer systems of the community.			X	X
6) To protect the cultural and historic resources of the community.			X	X
7) To protect the prime farmland within the jurisdiction of the town.		X	X	
8) To protect forest land within the jurisdiction of the town.	X	X	X	
9) To manage the town's water resources in the most efficient and effective way possible.	X	X	X	X
10) To protect the fisheries and nurseries in the area.			X	X
11) To revitalize the community including downtown redevelopment, housing renovation, improved streets and parking areas, improving U.S. 64 by-pass congestion problems, better growth management controls, improve recreation and riverfront development.			X	X
12) To maximize citizen participation in governmental affairs.	X	X	X	X

LAND USE CATEGORIES

Table 6

character, protect its citizens from storms, and increase citizen participation. For the Town of Plymouth this is a formidable task, but well worthwhile.

VIII. CONCLUSION

Organization and Management for the Land Use Plan

The successful completion of the land use plan does not occur with its adoption. The land use plan is merely the continuation of the planning process. Its success can only be measured years from now, not today or next month.

In order to effectuate the plan a considerable amount of work is required. Further, it will require energetic leadership and a substantial amount of citizen participation. A list of the committees, task forces and civic groups are indicated below according to the policy categories. Each of these groups must be in place if they do not already exist.

Production - Town Planning Board
Town Riverfest Committee
Town Council
Washington County Soil and Water Conservation District
N.C. Wildlife Resources Commission
N.C. Legislature
U.S. Congress

Protection - Town Planning Board
Town Council
N.C. Legislature
U.S. Congress
Town Riverfest Committee
N.C. Wildlife Resources Commission
Town Historical Society
N.C. Air and Water Resources Division
N.C. Environmental management Division
N.C. Health Services Division
Washington County Emergency Management Office

Development - Town Council
Town Planning Board
N.C. Department of Transportation
Town Beautification Committee
Town Revitalization Committee
Town Riverfest Commission
Town Annexation Committee
Town Economic Development Commission

This involvement will create a movement toward an on-going revitalization effort, planning process, and growth management in Plymouth. It must be realized that the involvement must be well organized. Further, numerous plans and documents will be needed to aid in achieving a fully operational planning process and revitalization effort by the the town.

Conclusion

To fully realize the importance of the land use plan and the planning process will take years. This means leadership by the planning board and participation by the citizens of the town. It also means the willingness and commitment to achieve or work for the common good in an organized manner. In five years an assessment of how successful the Town of Plymouth has been will be made. It is hopeful that the citizens of the Town of Plymouth will be better off then than now.

IX. AMENDING THE PLAN

Special and changing circumstances may sometime require a change in the land use plan. A certain policy or land classification may need amendment to suit a peculiar situation within the county. The land use plan may be amended as whole by a single solution or in parts by successive resolutions. The successive solutions may address geographical sections, county divisions, or functional units of subject matter. To change all or some part of the land use plan, the amendment process must be in accordance with a series of procedures. These include a local public hearing, a notice to the Coastal Resources Commission, and approval by the CRC.

Public Hearing

The land use plan may be amended only after a properly held public hearing. Notice of this hearing must appear at least 30 days prior to the date of the hearing and must list the date, time, place, and proposed action. This should be available for viewing at a particular office in the county courthouse and must appear at least once in the local newspaper. Copies of the proposed amendment should be made available at the time of the public hearing.

Notice to the Coastal Resources Commission

The local government proposing a land use plan amendment shall provide information to the executive secretary of the CRC. This information should include a notice of the public hearing, a copy of the proposed amendment, and the reasons for the amendment. This should be delivered to the executive secretary or his designee no less than 30 days prior to the public hearing.

Adoption Procedures

After the hearing, the locally approved amendments should be delivered to the executive secretary of the CRC in the form that they will appear in the land use plan. The CRC will review the changes at the first regularly scheduled meeting held after the executive secretary has received notification of the amendment. After review of the changes, the CRC shall approve, disapprove, or conditionally approve the land use plan amendments. Should the amendments be disapproved, the CRC will provide an explanation of the reasons for its disapproval and offer suggestions as to how the amendment might be changed so approval could be granted. Final amendments to the text or maps shall be incorporated in context in the land use plan and shall be dated to indicate the date the amendment became final. The amended land use plan shall be maintained as required by G.S. 113A-110(g).

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APPENDIX A

Assessment of 1981 Land Use Plan Policies and Objectives

In order to determine the amount of progress made toward achieving the stated objectives of the previous land use plan update, it is necessary to review the previous plan and evaluate what has been accomplished. The following is a review of the previously adopted policies and what measures have been implemented. Most policies have been carried out, however, some have not as yet and will need to be evaluated in the future.

1) Estuarine Waters and Public Trust Areas

Policy

The Town of Plymouth shall have a policy to do all in its power to protect public rights for navigation and recreation and to assist Federal and State agencies in preserving and managing the public trust waters and estuarine waters in an effort to safeguard and perpetuate their biological, economic and aesthetic value.

Assessment

Implementation has been achieved and continues to be an on-going process.

2) Estuarine Shorelines

Policy

The Town of Plymouth shall have a policy to ensure shoreline development is compatible with both the dynamic nature of estuarine shorelines and the values of the estuarine system.

Assessment

Implementation has been achieved and continues to be an on-going process.

3) Hazardous or Fragile Land Areas

Policy

a) It shall be the policy of Plymouth to continue to work with the Corps of Engineers in having Welch's Creek and Conaby Creek cleaned out periodically (to minimize flooding).

b) The Town of Plymouth shall have a policy of enforcing the current law pertaining to the length of time a train may block vehicular traffic.

Assessment

a) This policy has not been carried out in the past, however, recent contact with Corps of Engineers and other State agencies should ensure

that this policy is within the next 90 days.

b) This policy needs to be reevaluated. The Town has an ordinance which prohibits the length of time a train may block intersections, however, this ordinance is not strictly enforced. It should be noted that a new satellite fire station was erected two years ago on the south side of town so this problem will no longer be experienced by the Plymouth Fire Department.

4) Hurricane and Flood Evacuation Needs and Plans

Policy
It shall be the policy of Plymouth to review the Flood Evacuation Plan on an annual basis and make citizens aware of the plan's contents.

Assessment
The Town does participate in the National Flood Insurance program and the public, through news releases and public hearings, are made aware of the program.

5) Commercial and Recreational Fisheries

Policy
The Town of Plymouth will support the continued monitoring of water quality and assist state and federal agencies in correcting any point or non-point sources of pollution that may be adversely affecting the river. The Town will also pursue establishment of more and better access points to the River to make it more readily available to the general public. The Town will promote the recreational use of the River.

Assessment
The Town is currently working on providing better public access points to the Roanoke River, including a public pier and parking area on east Water Street which is scheduled for completion by January 1987.

6) Types and Location of Industries

Policy
The Town of Plymouth shall continue to work toward establishment of an industrial park. The Town shall continue to work with Washington County in securing federal or state funds to Town, in cooperation with the County, will pursue industries that adequately served with water and sewer facilities.

Assessment
An Industrial Park has been established and recruitment efforts for industries are underway.

7) Policy on Local Commitment to Provide Services to Development

Policy
The Town Council has established a committee made up of Council

members, and they are preparing a policy on utility extension with assistance from the Department of Natural and Economic Resources staff in Washington, N.C. The Council is currently considering a policy of reimbursement to developers if development takes place in designated transition areas and no reimbursement if development takes place outside designated transition areas.

Assessment

A detailed policy on the extension of utilities has been adopted.

8) Policy on Types of Urban Growth Patterns

Policy

The Planning Board shall have a policy of reviewing the official zoning map on an annual basis and shall make recommendations for changes to the Town Council if changes are needed to permit a higher density multi-family development inside the Town limits.

The Town of Plymouth will discourage high density single family development and encourage high density multi-family development inside the Town limits where such development would be appropriate.

The Town shall adopt a subdivision ordinance that would require site review and approval for all developments proposed in the planning jurisdiction of Plymouth.

The Town shall prepare a detailed study of existing land uses along U.S. 64 including curb cuts, location of existing streets and vacant land suitable for future development to determine how to guide future growth along this major thoroughfare.

Assessment

No subdivision ordinance has been adopted to date, though one is being prepared for the town council's consideration and adoption.

9) Policy on Redevelopment of Developable Areas

Policy

The Town of Plymouth shall continue to pursue any and all state and federal funds that can be used to revitalize older areas of the community. Plymouth shall continue a code enforcement program to prevent other housing units from deteriorating to the point that redevelopment or demolition is necessary.

Assessment

No efforts have been made to revitalize older areas of town. A Minimum Housing Code Ordinance has been adopted and is enforced.

10) Policy on Commitment to Federal and State Programs

Policy

It shall be the policy of Plymouth to cooperate with state and federal agencies in the assessment of proposed projects sponsored by such agencies which will impact directly or indirectly on the residents of

Plymouth. Through the A-95 review process the Town will prepare appropriate comments about any proposed projects, stating their consistency with locally adopted policies or plans.

Assessment

Implementation has been achieved and continues to be an on-going process.

11) Policy on Assistance to Channel Maintenance and Beach Nourishment

Policy

Plymouth shall cooperate with Washington County in pursuing assistance from federal or state agencies in cleaning both creek beds to improve storm drainage.

Assessment

This policy has not been carried out in the past, however, recent contact with the Army Corps of Engineers and other State agencies should ensure that this policy is carried out in the near future.

12) Policy on Energy Facilities

Policy

It shall be the policy of Plymouth to review the impact on Plymouth of any proposed energy facilities on a case by case basis.

Assessment

This policy has been implemented and is on-going.

13) Policy on Tourism and Waterfront Access

Policy

The Town of Plymouth will pursue cooperation of downtown waterfront property owners in revitalization of the waterfront as well as downtown businesses. The Town will continue to work toward establishment of additional public access areas for the river. The Town will work toward establishment of a local historic district. The Town will work to promote the heritage of Plymouth in an effort to secure more tourist dollars in the local economy.

Assessment

Downtown revitalization and waterfront revitalization needs to be reevaluated. There has been little effort to establish a local historic district.

14) Continuing Public Participation Policy

Policy

It shall be the policy of the Town of Plymouth to give citizens an opportunity to be involved in local planning for the future. The Town will, therefore, annually review these policy statements and

implementation strategy. An evaluation will also be made on an annual basis to see if progress is being made and to request additional input from citizens on progress being made.

Assessment

This policy has been implemented and is an on-going process.

APPENDIX B

STATE DEVELOPMENT REGULATION AGENCIES

I. Department of Natural Resources and Community Development (DNRCD)
- permits to discharge surface waters or operate wastewater treatment plants or oil discharge permits; NPDES permits (G.S. 143-215)

A. Division of Coastal Management
- permits to dredge and/or fill in estuarine waters, tidelands, etc. (G.S. 113-229)
- permits to undertake development in Areas of Environmental Concern (G.S. 113A-118)

B. Division of Land Resources
- permits to alter or construct a dam (G.S. 143-215.66)
- permits to mine (G.S. 74-51)
- permits to drill exploratory oil or gas wells (G.S. 113-381)
- permits to conduct geographical exploration (G.S. 113-391)
- sedimentation erosion control plans for any land-disturbing activity over one acre (G.S. 113A-54)

C. Division of Environmental Management
- permits for septic tanks with a capacity over 3,000 gallons/day (G.S. 143-215.3)
- permits for withdrawals of surface or ground waters in capacity use areas (G.S. 143-215.15)
- permits for air pollution abatement facilities and sources (G.S. 143-215.108)
- permits for construction of complex sources; e.g. parking lots, subdivisions, stadiums, etc. (G.S. 143-215.109)
- permits for construction of a well over 100,000 gallons/day (G.S. 87-88)

D. Secretary of NRCD
- permits to construct an oil refinery

II. Department of Administration
- easements to fill where lands are proposed to be raised above the normal high water mark of navigable waters by filling (G.S. 146.6c)

IV. Department of Human Resources
- approval to operate a solid waste disposal site or facility (G.S. 130-166.16)
- approval for construction of any public water supply facility that furnishes water to ten or more residences (G.S.130-160.1)

FEDERAL DEVELOPMENT REGULATING AGENCIES

I. U.S. Army Corps of Engineers
- permits that are required under Section 9 and 10 of the Rivers and Harbors Act of 1899; permits to construct in navigable waters
- permits that are required under Section 103 of the Marine Protection, Research and Sanctuaries Act of 1972
- permits that are required under Section 404 of the Federal Water Pollution Control Act of 1972; permits to undertake dredging and/or filling activities

II. U.S. Coast Guard
- permits for bridges, causeways, pipelines over navigable waters; required under the General Bridge Act of 1946 and the Rivers and Harbors Act of 1899
- deep water port permits

III. Department of the Interior Geological Survey Bureau of Land Management
- permits required for off-shore drilling
- approvals of OCS pipeline corridor rights-of-way

IV. Nuclear Regulatory Commission
- licenses for siting, construction and operation of nuclear power plants; required under the Atomic Energy Act of 1954 and Title II of the Energy Reorganization Act of 1974

V. Federal Energy Regulatory Commission
- permits for construction, operation and maintenance of interstate pipelines facilities required under the Natural Gas Act of 1938
- orders of interconnection of electric transmission facilities under Section 202 (b) of the Federal Power Act
- permission required for abandonment of natural gas pipeline and associated facilities under Section 7C (b) of the Natural Gas Act of 1938

APPENDIX C

Post-Disaster Reconstruction Plan

A post-disaster plan will permit Plymouth to deal with the aftermaths of a storm in an organized and efficient manner. The plan provides the mechanisms, procedures, and policies that will enable the town to learn from its storm experiences and to rebuild the town in a wise and practical manner.

A post-disaster reconstruction plan encompasses three distinct reconstruction periods:

1) The emergency period - the reconstruction phase immediately after a storm. The emphasis is on restoring public health and safety, assessing the nature and extent of storm damage, and qualifying for and obtaining whatever federal and state assistance might be available.

2) The restoration period - the weeks and months following a storm disaster. The emphasis during this period is on restoring community facilities, utilities, and essential business so the town can return to normal activities.

3) Replacement period - the period during which the community is rebuilt. The period could last from months to years depending on the nature and extent of the damages incurred.

It is important that local officials clearly understand the joint federal-state-local procedures for providing assistance to rebuild after a storm so that local damage assessment and reconstruction efforts are carried out in an efficient manner that qualifies the community for the different types of assistance that are available. The requirements are generally delineated in the Disaster Relief Act of 1974 (P.L. 93-288) which authorizes a wide range of financial and direct assistance to local communities and individuals. The sequence of procedures to be followed after a major storm event is as follows:

1) Local damage assessment teams survey storm damage within the community.

2) Damage information is compiled and summarized and the nature and extent of damage is reported to the North Carolina Division of Emergency Management (DEM).

3) DEM compiles local data and makes recommendations to the Governor concerning state actions.

4) The Governor may request a Presidential declaration of "emergency" or "major disaster." A Presidential declaration makes a variety of federal resources

available to local communities and individuals.

5) Federal Relief assistance provided to a community after an "emergency" has been declared typically ends one month after the initial Presidential declaration. Where a "major disaster" has been declared, federal assistance for "emergency" work typically ends six months after the declaration and federal assistance for "permanent" work ends after 18 months.

Federal disaster assistance programs previously provided aid for communities to rebuild in the same way as existed before the disaster occurred. This policy tended to foster recurring mistakes. However, recent federal policy has started to change the emphasis of disaster assistance programs. Specifically, Executive Order 1198 (Floodplain Management) directs all federal agencies to avoid either directly or indirectly supporting future unwise development in floodplains, and Section 406 of the Disaster Relief Act can require communities, as a prerequisite for federal disaster assistance, to take specific actions to mitigate future flood losses. Plymouth has been provided a comprehensive listing of the Federal Disaster Assistance Programs that may be available following a major storm.

Organization of Local Damage Assessment Team

A local damage assessment team should be in place and include individuals who are qualified to give reliable estimates of the original value of structures, an estimated value of sustained damages and a description of the repairs. The logistics involved in assessing damage in the town after a major storm will possibly necessitate the organization of several damage assessment teams. The following are the recommended teams and their members:

1) Public Property Survey Team
   - Town Department Head(s)
   - Professional Engineer (volunteer)
   - Architect (volunteer)
   - Sheriff's Deputy (driver)

2) Business and Industry Survey Team
   - Tax Assessor
   - Building Inspector
   - Industrial/Commercial Real Estate Broker (volunteer)
   - Chamber of Commerce Representative (volunteer)
   - Architect (volunteer)
   - Sheriff's Deputy (driver)

3) Private Dwelling Survey Team
   - 2 teams - depending upon capacities and plans of Plymouth and other towns
   - Tax Assessor
   - Building Inspector
   - Residential Real Estate Broker (volunteer)
   - Building Contractor (volunteer)

Sheriff's Deputy (volunteer)

The Emergency Management Coordinator should immediately undertake a recruitment effort to secure the necessary volunteers and to establish a training program to familiarize the members of the damage assessment team with required damage classification procedures and reporting requirements. It is suggested that the county assume the responsibility for developing and implementing a training program for both county damage assessment teams and the town damage assessment teams. In establishing the assessment teams, it might be very difficult to fill certain positions, because the services of some individuals will likely be in a great demand after a storm disaster. The Emergency Management Coordinator should establish an active "Volunteer file" with standing instructions on where to report following a storm. Damage assessment forms and procedures should be prepared and distributed to volunteers as part of the training program.

Damage Assessment Procedures and Requirements

Damage assessment is defined as a rapid means of determining a realistic estimate of the amount of damage caused by a natural or man-made disaster. For a storm disaster, it is expressed in terms of:

1) Number of structures damaged
2) Magnitude of damage by type of structure
3) Estimated total dollar loss
4) Estimated total dollar loss covered by insurance

After a major storm event, members of the Damage Assessment Team should report for a briefing from the Emergency Management Coordinator. In Plymouth, the Emergency Management Coordinator should establish field reconnaissance priorities according to the extent of damage and where landfall occurred. Because of the potentially large job at hand, the limited personnel resources available to conduct the assessments, and the limited time within which the initial assessment must be made, the first phase of the assessment should consist of only an external visual survey of damaged structures. A more detailed second phase assessment can be made after the initial damage reports are filed.

The initial damage assessment should make an estimate of the extent of damage incurred by each structure and identify the cause such as wind, flooding, or wave action of the damage to each structure. This first phase assessment should be made by "windshield" survey.

Damaged structures should be classified in accordance with the suggested State guidelines as follows:

1) Destroyed (repairs would cost more than 80 percent of value).
2) Major (repairs would cost more than 30 percent of the value).
3) Minor (repairs would cost less than 30 percent of the value, but the structure is currently uninhabitable).

4) Habitable (some minor damage, with repairs less than 15 percent of the value).

It will be necessary to thoroughly document each assessment. In many cases, mail boxes and other information typically used to identify specific structures will not be found. Consequently, the damage assessment team must be provided with tax maps, (aerial photographs with property line overlays) other maps and photographic equipment in order to record and document its field observation. Enough information to complete the damage assessment worksheet must be obtained on each damaged structure.

The second phase of the damage assessment operation will be to estimate the value of the damages sustained. This operation should be carried out under the direction and supervision of the Emergency Management Coordinator. A special team consisting of tax clerks, tax assessment personnel, and other qualified staff should be organized by the Emergency Management Coordinator. this team should be incorporated into the plan. In order to estimate total damage values it will be necessary to have the following information available for use at the Emergency Management Office:

1) A set of property tax maps (including aerial photographs) identical to those utilized by the damage assessment field team.

2) Town maps delineating areas assigned to each team.

3) Copies of all town property tax records.

In order to produce the damage value information required, the following methodology is recommended:

1) The number of businesses and residential structures have been damaged within the town should be summarized by damage classification category.

2) The value of each damaged structure should be obtained from the marked set of tax maps and multiplied by the following percentages for appropriate damage classification category:
   a. Destroyed - 100%
   b. Major Damage - 50%
   c. Minor Damage (uninhabitable) - 25%
   d. Habitable - 10%

3) The total value of damages for the unincorporated areas of the county should then be summarized.

4) The estimated value loss covered by hazard insurance should then be determined.

5) Damage assessment reports should be obtained from each municipality and the data should then be consolidated into a single county damage assessment

report which should be forwarded to the appropriate state officials.

6) Damage to public roads and utility systems should be estimated by utilizing current construction costs for facilities by lineal foot.

The damage assessment is intended to be the mechanism for estimating overall property damage in the event of a storm disaster. The procedure recommended above represents an approach for making a relatively quick, realistic damage estimate after a storm.

Organization of Recovery Operations

Damage assessment operations are oriented to take place during the emergency period. After the emergency operations to restore public health and safety and the initial damage assessments are completed, the state guidelines suggest that a recovery task force to guide restoration and reconstruction activities during a post-emergency phase which could last from weeks to possibly more than a year. The responsibilities of the recovery task force will be:

1) Establishing an overall restoration schedule.

2) Setting restoration priorities, in advance, by definition.

3) Determining requirements for outside assistance and requesting such assistance when beyond local capabilities.

4) Keeping the appropriate state officials informed using situation and damage reports.

5) Keeping the public informed.

6) Assembling and maintaining records of actions taken and expenditures and obligations incurred.

7) Proclaiming a local "state of emergency" if warranted.

8) Commencing cleanup, debris removal and utility restoration activities which would include coordination of restoration activities undertaken by private utility companies.

9) Undertaking repair and restoration of essential public facilities and services in accordance with priorities developed through the situation evaluations.

10) Assisting private businesses and individual property owners in:
    a. obtaining information on the various types of assistance that might be available from federal and state agencies;

b. in understanding the various assistance programs, and
c. applying for such assistance. When a major storm does eventually hit the town and major damages occur, consideration should be given to establishing an assistance team to carry out the above functions as long as there is a need to do so.

A sequence and schedule for undertaking local reconstruction and restoration activities is presented. The schedule was deliberately left vague because specific reconstruction needs will not be known until after a storm hits and the magnitude of the damage can be assessed. The sequence of activities and schedule should be considered and revised as necessary after the damage assessment activities are completed.

Recommended Reconstruction Policies

It is recommended that the Town Task Force consist of the following individuals:

1) Chairman of the Town Council
2) Town Manager
3) Emergency Management Coordinator
4) Chief County Tax Appraiser
5) Town Finance Director
6) County Code Inspections Director

The following policies have been designed to be considered and adopted by Plymouth and/or Washington County prior to a storm and implemented, as appropriate, after a storm occurs.

1) Building permits to restore structures located outside of designated AEC areas that were previously built in conformance with local codes, standards and the provisions of the North Carolina Building Code shall be issued automatically.

2) All structures suffering major damages as defined in the Damage Assessment Plan shall be repaired or rebuilt to conform with the provisions of the North Carolina Building Code and other related ordinances.

3) All structures suffering minor damage as defined in the Damage Assessment Plan shall be permitted to be rebuilt to their original state before the storm condition, provided non-conforming use regulations are met.

4) For all structures in designated AEC's and for all mobile home locations, a determination shall be made for each AEC as to whether the provisions of the North Carolina Building Code, the State Regulations

for Areas of Environmental Concern, or other ordinances appeared adequate in minimizing storm damages. For areas where the construction and use requirements appear adequate, permits shall be issued in accordance with permitting policies 1, 2 and 3. For AEC's where the construction and use requirements do not appear to have been adequate in mitigating damages, a Temporary Development Moratorium for all structures located within that specific AEC shall be imposed.

5) All individual mobile homes located in mobile home parks sustaining some damage to at least 50% of their mobile homes in the park shall be required to conform to current ordinances.

6) Permits shall not be issued in areas subject to a Temporary Development Moratorium until such a moratorium is lifted by the Town Council.

7) All damaged water and sewer systems (both public and private) shall be repaired so as to be elevated above the 100-year floodplain or shall be flood-proofed, with the methods employed and the construction being certified by a registered professional engineer.

8) All damaged roads used as major evacuation routes in flood hazard areas shall be repaired so as to be elevated at least one foot above the 100-year floodplain elevation.

9) All local roads that have to be completely rebuilt shall be elevated so as to be above the 100-year floodplain elevation.

Temporary Development Moratorium

Under certain circumstances, interim development moratoriums can be used in order to give a local government time to assess damages, to make sound decisions and to learn from its storm experiences. Such a moratorium must be temporary and it must be reasonable related to the public health, safety and welfare.

It is not possible to determine prior to a storm whether a temporary development moratorium will be needed. Such a measure should only be used if damage in a particular area is very serious and if redevelopment of the area in the same manner as previously existed would submit the residents of the area to similar public health and safety problems. The community's policy regarding the proclamation of temporary development moratoriums shall be to:

Require the community's Emergency Management Office to assess whether a Temporary Development Moratorium is needed within one week after the

damage assessment process is completed. Such an assessment should clearly document why such a moratorium is needed, delineate the specific uses that would be affected by the moratorium, propose a specific schedule of activities and actions that will be taken during the moratorium period, and establish a specific time period during which the moratorium will be in effect.

APPENDIX D

List of Historic Places

1) Armistead House, 302 West Main Street. Mid-nineteenth century two-story frame dwelling, five bays wide with exterior end chimneys Greek Revival interior detail. Private.

2) Addie Brinkley House, 201 East Main Street. Handsome two-story Victorian house with bracketed eaves and other ornaments. Private.

3) Dave Brinkley Cottage, 212 Jefferson Street. Mid nineteenth century one-story frame cottage. Central entrance with transome and sidelights, front shed porch with turned posts, interior end chimney. Later addition at rear. Private.

4) David Clark House, 219 Jefferson Street. Built ca. 1811. Two-story frame, side hall plan, Federal style dwelling. Private.

5) Fort Williams. North side of SR 1325, opposite junction with SR 1342. Site of Confederate fort captured by Federal troops early in Civil War and recaptured by Confederate forces in April, 1864. Private.

6) Grace Episcopal Church. Southwest corner of Madison and Water streets. Established 1837, constructed after plans drawn by Richard Upjohn. Brick Gothic Revival structure completed 1861. Private.

7) Hampton Academy. Across from 109 East Main Street. Two-story brick building with hip roof and front cross gable, round arched window surrounds. Private.

8) Hornthall House, 109 West Main Street. Two-story frame house with hip roof intersected by cross gables with sawn bargeboards and finials. Recent two story porch and altered central entrance. Late nineteenth century. Private.

9) Latham House, 311 East Main Street. Ca. 1850. Two-story center hall plan frame dwelling; Greek Revival style with bracketed cornice. Built by Charles Latham, lawyer, state legislator and sheriff. Private. Listed in the National Register of Historic Places.

10) Nichols House, 220 Washington Street. Ca. 1804. Two-story center hall plan frame Federal style dwelling. Altered. Private.

11) Plymouth Depots (passenger and freight). Four one-story gable roof structures; two of brick and two of frame. Typical early twentieth century railroad buildings. Private.

12) Plymouth United Methodist Church. Southwest corner of 3rd at Adams Street. One-story brick veneered gable end church with one by five bays. Two-story central bay tower. Built ca. 1832; brick veneered 1932. Congregation founded in 1832. Private.

13) Spruill House, 326 Washington Street. Late nineteenth century, story-and-a-half cottage ornee. Frame structure with a hip roof intersected by cross gables. Sawwork interior chimneys and an ornate finial. Private. Listed in the National Register of Historic Places.

14) Stubbs House, Winesett Circle. Ca. 1830. Large two-story Greek Revival frame dwelling. Recent porch. Private.

15) Washington County Courthouse. Listed in the National Register of Historic Places.

APPENDIX E

List of Meetings and Advertisements for Adoption of Plan

Planning Board Meetings

1/20/86 - Introduction of Dr. Richard Stephenson and Bruce Payne of Aquasystems, Inc., consulting planners for land use plan update. Presentation of tentative outline, project schedule, and rough draft of storm hazard and mitigation plan.

2/17/86 - Review on land use plan by Stephenson and Payne. Presentation of data representing population trends, labor force and income characteristics.

3/17/86 - Review of land use plan. Presentation of land use survey.

4/21/86 - Board presented with rough draft of first five chapters of land use plan. Presentation of proposed land classification map, discussion of resource protection, production and management, economic and community development and public participation in the land use plan.

5/18/86 - Review of land use plan and date set for work session.

6/14/86 - Work session on land use plan held.

6/16/86 - Review of land use plan and date set for public hearing. Board extends invitation to Town Council to attend public hearing.

7/8/86 - Public hearing on rough draft of land use plan held.

7/23/86 - Presentation of completed rough draft of land use plan.

7/30/86 - Special meeting held to review completed rough draft of land use plan.

12/15/86 - Board reviews CRC's comments regarding final rough draft of land use plan.

Town Council Meetings

8/11/86 - Approval by Town Council of rough draft of land use plan. Planning Board in attendance.

1/12/87 - Adoption by Town Council of final rough draft of 1986 land use plan

Advertisements

5/7/86 - Plymouth land use plan underway. Citizen participation is urged (Spread ad).

6/25/86 - Public Hearing on land use plan to receive citizen input.

12/10/86, 12/17/86 - Public hearing on final adoption of land use plan. Date of public hearing 1/12/87.