

CHAPTER 14: TOWN OF HALLWOOD

TOWN PROFILE

Hallwood is located near the central spine of the Eastern Shore in the northern portion of Accomack County and encompasses approximately 234 acres. The Town, like a number of other Eastern Shore towns, developed around the construction of the railroad in 1884. The Town's primary commercial activity in the 18th and 19th centuries was timber harvesting. A canning factory became a prominent feature in Town around the beginning of the 20th century. Hallwood has evolved primarily into a residential community since rail service began to decline in the early 1960s (*Town of Hallwood Comprehensive Plan*, 2002).



Figure 1: Hallwood Context and Google Map

SOCIO-ECONOMIC

Part of assessing hazards in relation to their risk is understanding the people affected. Not all people are affected equally. Some are affected by the factors that relate to their ability to understand risks posed by hazards, and some by their ability to remove themselves from harm's way. Those factors include age, mobility, income and the languages individuals speak and the languages in which individuals are able to access information.

DEMOGRAPHICS

The 2019 American Community Survey five-year estimates indicated the Town had a population of 226, which has increased slightly since the 2010 Census. The median age for residents in Hallwood in 2019 was 42.0, which signifies a slightly older population compared to state and national estimates (ACS, 2014-2019). According to Table 1 below, 18.6% of residents in Hallwood are over the age of 62 and nearly 20% of the population has a disability. The 15.6% of residents that speak Spanish is likely an over-estimate, and is probably closer to 2% (Personal communications, Danny Shrieves, Town Clerk, May 24, 2021).

Table 1 : Hallwood Demographic Information

	2020	2010**	2000***
Population	202	206	290
Median Age (Years)	42.0*	40.5	32.0
Disability	43*	NA	NA
Income			
Median Household Income	\$41,250*	\$21,250	\$29,861
Poverty Level	18.2%*	53.6%	NA
Language			
Only English	84.4%*	91.4%	NA
Other	15.6%*	8.6%	NA
Spanish	15.6%*	4.6%	NA
Ind-Euro	0.0%*	0.4%	NA
Asian	0.0%*	3.5%	NA

Source: U.S. Census 2020, *ACS, 2014-2019, **U.S. Census 2010, ***U.S. Census 2000

WORK FORCE

Employment patterns are important to examine for two reasons. They can help to identify concentrations of people for hazard information dissemination or hazard rescue and evacuation. Additionally, they can identify where disruptions in employment and income might occur in the aftermath of a disaster.

The Town is primarily a residential community with the majority of employed residents commuting out of Town to work. Several major employers are located near Hallwood including NASA, Accomack County Public Schools, and Tyson and Perdue poultry processing plants. The decrease of residents employed in the educational and health care services industry shown in Table 2 is likely not accurate, as several Town residents are still employed in this industry (Personal communications, Mayor Jackie Poulson, May 24, 2021). Over half of the work force in Hallwood works in the manufacturing industry (ACS 2014-2019), which is likely dominated by poultry processing positions at Tyson and Perdue. These companies often have policies in place to mitigate the economic impact for both the company and the employees; however, long-term closures would have strong negative impacts on the Town. There would be a 'domino effect' from such a closure, as employees in that industry wouldn't have spending dollars for rent, local shops, nor family necessities, and other dependent agricultural businesses would be at a loss as well.

Table 2 : Hallwood Local Workforce Industry

Civilian Employed Population								
Industry	2019*		2014**		2010**		2000***	
	Count	Percent	Count	Percent	Count	Percent	Count	Percent
Agriculture, forestry, fishing/hunting, or mining	0	0.0%	5	4.7%	4	2.9%	14	10.6%
Construction	5	7.1%	10	9.3%	5	3.7%	4	3.0%
Manufacturing	37	52.9%	18	16.8%	41	30.1%	22	16.7%
Wholesale trade	2	2.9%	6	5.6%	3	2.2%	10	7.6%
Retail trade	8	11.4%	16	15.0%	12	8.8%	16	12.1%
Transportation and warehousing, and utilities	0	0.0%	3	2.8%	3	2.2%	7	5.3%
Information	0	0.0%	0	0.0%	0	0.0%	9	6.8%
Finance, insurance, real estate, and rentals	0	0.0%	0	0.0%	0	0.0%	2	1.5%
Professional, scientific, waste management	6	8.6%	16	15.0%	11	8.1%	10	7.6%
Educational and health care services	1	1.4%	17	15.9%	30	22.1%	20	15.2%
Arts, entertainment, recreation, food	5	7.1%	2	1.9%	8	5.9%	6	4.5%
Public Admin	5	7.1%	2	1.9%	11	8.1%	2	1.5%
Other	1	1.4%	12	11.2%	8	5.9%	10	7.6%
TOTAL CIVILIAN EMPLOYED POPULATION	70	-	107	-	136	-	136	-

Source: *ACS, 2014-2019, **ACS, 2010-2014; ***U.S. Census 2000

BUSINESSES

Business data provides basic information used in projecting potential economic losses from business and employment disruption, along with wage losses to employees. It can also serve as an indicator of community recovery resources. Finally, it can help to prioritize restoration of utility and infrastructure functions following a high-intensity hazard.

According to Table 3, the Town has seen a steadily declining business presence over the last five years, but the number of employees has remained somewhat constant. Economic activity within the Town includes a post office, a welding shop, a day care, a repair garage, and two retail businesses (Personal communications, Mayor Jackie Poulson, Danny Shrieves, Town Clerk, May 24, 2021).

Table 3 : Hallwood Business Establishment Types

Industry Code Description	Total Establishments			
	2021	2013*	2011*	2009*
Construction	0	1	2	3
Retail Trade	2	2	1	1
Transportation and warehousing	1	0	0	1
Finance and insurance	0	0	0	1
Health Care and Social Assistance	1	1	2	2
Other Services (Except Public Admin)	1	1	1	1
Total, All Establishments	5	5	6	9
Total Employees	-	39	32	35

Source: Personal Communications, Mayor Jackie Poulson & Town Clerk Danny Shrieves 2021; *Census Zip Code Business Patterns, 2013

BUILT INFRASTRUCTURE

§201.6(d)(3) Housing units, community facilities, and transportation are all important factors when considering hazard resiliency. They provide the social services necessary during hazardous scenarios, safe cover for those wanting to stay, and a way to leave towards safety.

HOUSING UNITS

Knowledge of a community's housing base contributes to hazard and vulnerability analysis by identifying how many homes are at risk. Vehicles available to households is one indicator of a household's ability to evacuate when necessary.

The estimates of housing units from the American Community Survey in 2014 should be ignored as gross over estimates. Town representatives indicated that there are 84 occupied housing units and a few unoccupied structures that need to be demolished. There has been one demolition since 2016, and although the Town has expressed interest in removing more, neither the Town nor the residents have the necessary resources to do so (Personal communications, Mayor Jackie Poulson, May 24, 2021). Often, these structures can cause additional debris hazards due to lack of maintenance and loose debris in yards.

Table 4: Hallwood Housing

	2019*	2014**	2010***	2000****
Total Housing Units	114	170	108	121
Occupied	88	130	74	100
Vacant	26	40	34	21
Owner-Occupied	49	87	49	75
Renter-Occupied	39	43	25	25
Median Housing Value	\$135,900	\$104,800	NA	NA

Source: *ACS, 2014-2019, **ACS, 2010-2014, ***U.S. Census 2010, ****U.S. Census 2000

TRANSPORTATION

State Route 692 provides east-west access, and State Route 779 provides north-south access to the Town, which is located less than two miles west of U.S. Route 13. The abandoned Eastern Shore Railroad corridor runs through town, but is no longer in use and is the potential future site for a new bike and pedestrian trail. A railroad siding owned by the Railroad Company is located within Hallwood's corporate limits (*Town of Hallwood Comprehensive Plan*, 2002). Star Transit has a scheduled stop in Town at the Hallwood Post Office and Shore Ride is also available to the entire Eastern Shore. Star Transit will assist in the event an evacuation is needed; however, services would cease upon the arrival of hazardous conditions.

Table 5: Hallwood Vehicles Available per Household

Vehicles Available	2019*	2014**	2010***	2000****
None	3	3	11	6
One	41	51	95	43
Two	35	47	41	37
Three or more	9	29	17	18

Source: *ACS, 2014-2019, **ACS, 2010-2014, ***ACS, 2006-2010, ****U.S. Census 2000

The measure of vehicles available to households is one indicator of a household's ability to evacuate when necessary. As of 2019, American Community Survey five-year estimates show only 3 of the Town's occupied residences are without a vehicle, however, Town officials stated there was only one (Personal communications, Mayor Jackie Poulson, May 24, 2021).

COMMUNITY SERVICES AND FACILITIES

Community facilities support the services and functions provided by the Town government or in coordination with other public and private entities. These facilities enhance the overall quality of life for the Town and its citizens. It is important to note what facilities are available in case of a hazard, and it is important to make an inventory of facilities that could be affected by a hazard. Community facilities include a public recreation facility, The Hallwood Town Park. There is also a Town Hall that doubles as the Police Station and Post Office (Personal communications, Danny Shrieves, Town Clerk, May 24, 2021).

PUBLIC SAFETY

As previously stated, the Town Hall doubles as the local Police Station and the Town has one officer. The Bloxom Volunteer Fire Company provides fire protection and EMS for the Town (see Town of Bloxom chapter for equipment inventory). The Accomack County Sheriff's Department and the Virginia State Police provide police protection (Personal communications, Mayor Jackie Poulson, May 24, 2021).

PARKS AND RECREATION

The Hallwood Town Park was built in 1984 and includes a playground, picnic pavilion, and a black top tennis court (Personal communications, Mayor Jackie Poulson, May 24, 2021). It is the only public recreational facility in the Town.

SCHOOLS

There are no schools in the Town of Hallwood; however, there is one private day care at the Lutheran church that operates Monday-Friday and contains a playground (Personal communications, Mayor Jackie Poulson, May 24, 2021).

WATER SUPPLY AND WASTEWATER

Residents rely on private wells and septic systems for their water supply and wastewater disposal (Personal communications, Mayor Jackie Poulson, May 24, 2021). In the past, poor soils limited development on vacant parcels of land in Hallwood, but above-ground septic technologies have made some previously undevelopable parcels available for development. Hallwood is located in Wellhead Protection Area B – Tysons Foods Area. Major water withdrawers from this area are Tyson Foods and the NASA Wallops Flight Facility. This wellhead protection area contains Accomack County's Northern Landfill and an unlined septage lagoon, which constitute the greatest visible contamination threats (*Town of Hallwood Comprehensive Plan*, 2002).

SOLID WASTE

There are no solid waste facilities in the Town. The Town contracts with Davis Disposal for weekly residential trash collection, which is transported to a county landfill (Personal communications, Mayor Jackie Poulson, May 24, 2021).

POWER AND COMMUNICATIONS INFRASTRUCTURE

The electric power substation just south of Town and the northern location of Hallwood may contribute the very low occurrences of power outages and the fast response of repair efforts. The longest recent outage recollected was during Hurricane Sandy, but only affected a small number of homes and only lasted about four hours (Personal communications, Town Council, June 2, 2016).

NATURAL ENVIRONMENT

Hallwood is relatively flat with the elevation ranging from 15-feet above mean sea level to 25-feet above mean sea level with a general downward slope from east to west. Slopes are under 2% for the majority of the Town, which can lead to flooding problems due to poor drainage. Adding to these flooding problems are the presence of hydric soils which are characteristically wet and poorly drained. The soils are not suitable for septic systems due to the hydric, highly permeable soils and have a shallow to ground water table, between 0-18 inches (*Town of Hallwood Comprehensive Plan, 2002*).

LAND USE LAND COVER

The total land area of Hallwood is 234 acres, with the majority of development being residential. Developed areas are scattered throughout the Town. Agricultural land use is prevalent in the north and northeast parts of the Town. Cultivated crops include tomatoes, soybeans, grains, and cover crops. Land adjacent to the Town is predominantly agricultural (*Town of Hallwood Comprehensive Plan, 2002*).

HAZARD PREPAREDNESS & COMMUNITY CAPABILITIES

PREVIOUS HAZARD MITIGATION PLANS

§201.6(b)(3), §201.6(c)(3), §201.6(d)(3) Hallwood has participated in the hazard mitigation planning process since 2011. The Town's primary risk is associated with storm water flooding. Hallwood's comprehensive plan has not received a major update since 2002, and the zoning ordinance was adopted in 2007. The comprehensive plan further emphasizes the need for storm water management practices, and also emphasizes a concern for failing septic systems, underground and aboveground storage tanks, and contamination of wells.

Table 6: Town of Hallwood Hazard Mitigation Resources

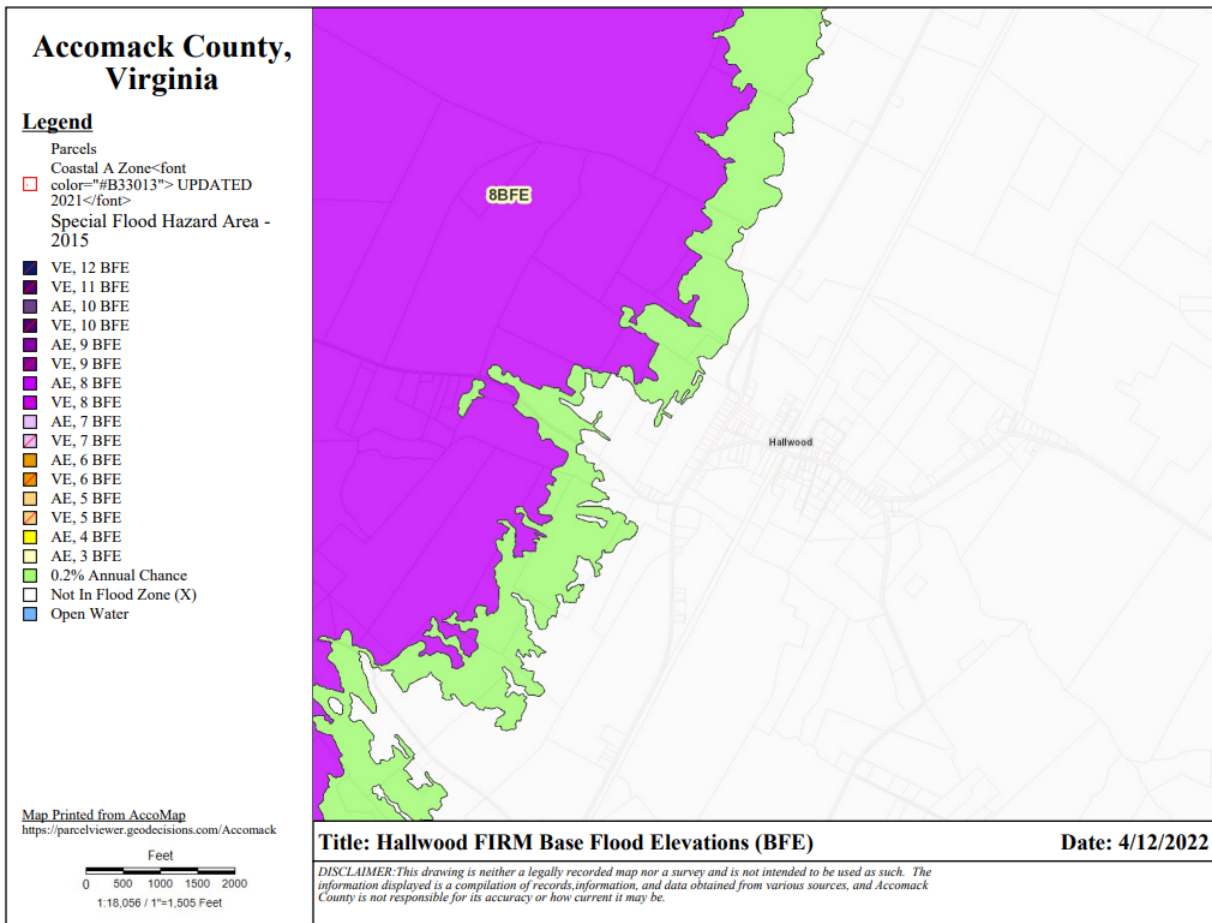
	Ordinances, Plans, & Publications														Resources, Committees			
Authority	Building Code	Chesapeake Bay Act	SWMP	Hazard Mitigation Plan	Comprehensive Plan	Zoning Ordinance	Storm Water Regulations	Transportation Infrastructure Inundation Vulnerability Report	All Hazards Preparedness Brochure	Emergency Operations Plans	Mutual Aid Agreements/Documents	Neighborhood Emergency Help Plan	Viginia Hurricane Evacuation Guide	Oil & HazMat Response Plan; HazMat Commodity Flow	Ground Water Committee	Navigable Waterways Committee	Climage Adaptation Working Group	ES Disaster Preparedness Coalition
Local					*	*												
County	*		*															
Regional								*	*	*	*	*		*	*	*	*	
State		*					*						*					
Federal		*																

NATIONAL FLOOD INSURANCE PROGRAM & HAZARD MITIGATION GRANT PROGRAM

NFIP

§201.6(c)(2)(ii), §201.6(c)(3)(ii), §201.6(d)(3) The July 2003 NFIP Insurance Report showed that there were 6 A zone policies within the Town and no claims for flood damage had been made. These 6 policyholders were probably paying more than they should for flood insurance since they are no longer in an A zone. In 2016, Hallwood had only 1 NFIP policy, for a property not located within a flood zone, totaling \$350,000.00 in coverage (FEMA NFIP Insurance Report, 2016). There are currently no active policies in the Town (FEMA NFIP Data Report, 2022). The Town has had only one claim that was rewarded \$4,923 since joining the NFIP in 2000 (FEMA NFIP Data Report, 2022). This claim was the result of storm water flooding from a thunderstorm in 2003. The Town does not participate in the Community Ranking System (CRS). More information on repetitive loss properties, NFIP policies and claims, and the CRS program can be found in Chapter 6: Coastal Flooding and Chapter 9: The Region.

Figure 2: Town of Hallwood FIRM Base Flood Elevation (BFE)



HMGP

The Town has not participated in the Hazard Mitigation Grant Program.

HAZARD PROFILE

§201.6(c)(2)(i), §201.6(c)(2)(ii), §201.6(d)(3) Storm water flooding has the greatest and most frequent impact on the Town.

PANDEMIC RESPONSE AND READINESS

The Town of Hallwood implemented several policies to ensure the safety of residents during the COVID-19 pandemic. Residents received two rounds of care packages containing gloves, masks, sanitizer, and other items to help keep residents safe and protected. The Town police officer delivered medications and other supplies to elderly and at-risk residents of the Town. Only one council meeting was canceled and then continued with social distancing and mask mandates in place. The Town also hired a cleaning crew and had one volunteer to sanitize surfaces and other areas after meetings (Personal communications, Mayor Jackie Poulson, May 24, 2021).

HIGH WIND

No parts of the Town lie in the wind-borne debris hazard area. This area extends 1-mile inland from the shoreline. The Town lies in the 110-120 mph design wind zone (Accomack County Building Code).

Most of the residential areas are older and have mature trees in and around the homes. During a high-wind event, falling branches or trees may damage structures or power lines. Figure 2 shows the 2016 Hazus® estimates by Census block for wind damages during a 100-year storm. Total losses from buildings, contents, wages, incomes, rentals, and inventories are estimated to be over \$170,000, the vast majority of this sum being derived from the building and content damages.

During a high-wind event, abandoned dilapidated buildings pose a threat, as they add to the debris that can become wind-borne and inflict severe property damages. Town representatives estimate that the rusty, no-longer used water tower on the property of the old fishery canning facility is over 80 years old, and thus poses an additional hazard (Personal communications, Danny Shrieves, Town Clerk, May 24, 2021).

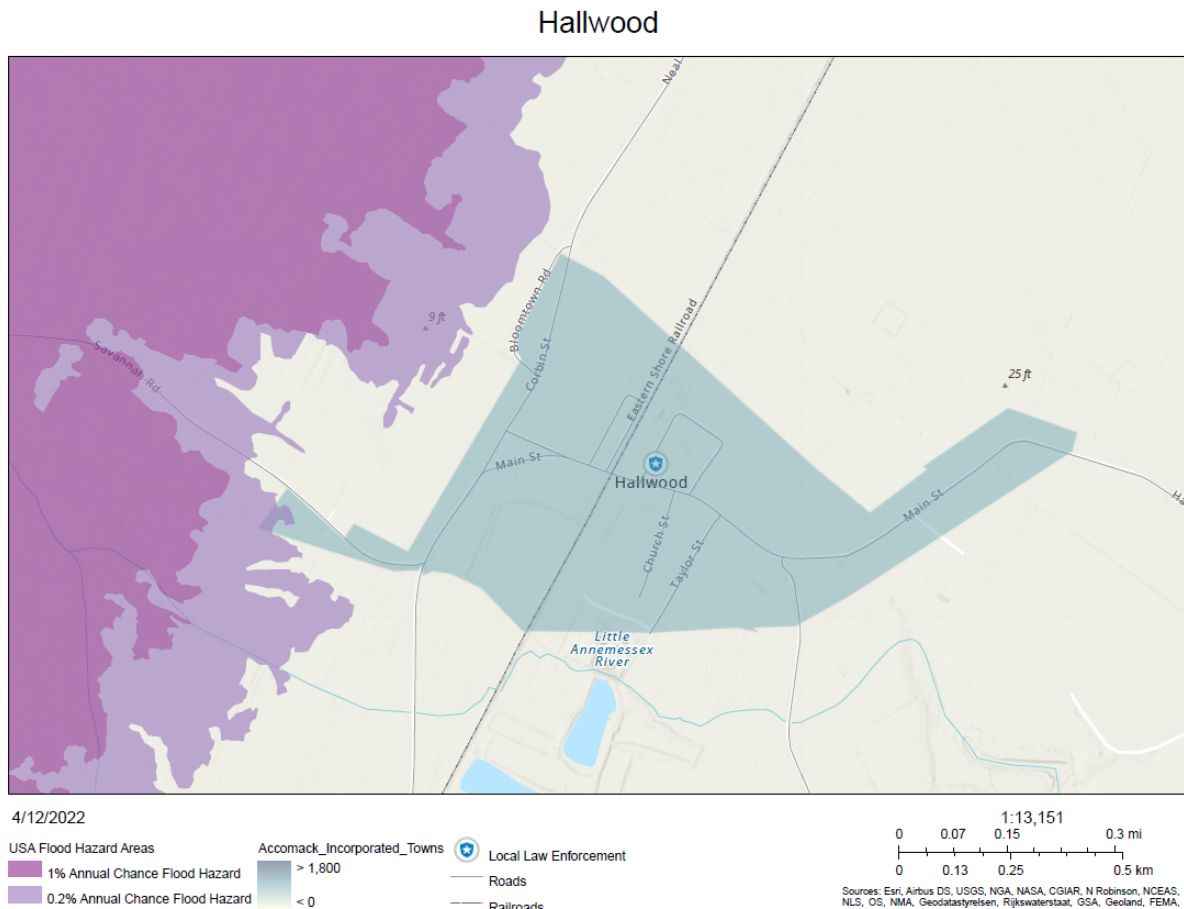
COASTAL EROSION

No structures or areas within the Town are at immediate risk to coastal erosion.

COASTAL FLOODING

No portions of the Town lie within a Special Flood Hazard Area. One very small area in the southwestern corner of the Town is located within the 500-year floodplain (*FEMA Flood Insurance Rate Map*, 2015). Previous FIRMs included the western two-thirds of the Town within the 500-year floodplain. While a significant portion of the Town is no longer included in the 500-year floodplain according to the 2015 FIRMs, the threat of coastal flooding is still considered to be minimal.

Figure 3: Town of Hallwood Flood Hazards to Infrastructure



STORM WATER FLOODING

Storm water flooding has the greatest and most frequent impact on the Town. The Town sits on poorly drained soils which retain rainwater. During heavy rains, the Town's roads are often flooded and floodwaters have historically rushed down the main street in Town causing damage to property (*Town of Hallwood Comprehensive Plan, 2002*). The Town relies on VDOT for the maintenance of ditches along roadways throughout the Town. If drainage ditches are not properly maintained, flooding will occur throughout the Town's roads and other areas (Personal communications, Mayor Jackie Poulson and Danny Shrieves, Town Clerk, May 24, 2021). During Hurricane Sandy, one home at the junction of Fitzgerald and Main suffered from storm water flooding to the extent that the furnace was ruined. Educating residents about the risks associated with storm water flooding and standing water, such as septic contaminants and mosquito-borne illnesses, is an important step in mitigating potential negative impacts to the Town residents.

Table 7: Hallwood Storm Water Flooding Tracking

	HMP 2006	HMP 2011	HMP 2016	HMP 2021
Cause of Hazard	NA	Unsuitable soil for drainage and retains rainwater	Culverts running beneath VDOT roadways are too small; Soil type	<i>Work on ditches and culverts has mitigated previous flooding</i>
Where is the flooding?	NA	Throughout the Town	Adjacent to the abandoned RR corridor, past Bethel Church Rd, particularly on Main St	When drainage ditches are not properly maintained, flooding occurs throughout the Town

HAZARDS OF LOCAL SIGNIFICANCE

GROUND WATER CONTAMINATION

The residential wells in the Town are also potentially at risk of contamination from aboveground and underground petroleum storage tanks (AST and UST). Most homes in the Town are heated by oil, which is stored in these tanks. If not properly maintained, ASTs and USTs can pose a significant water quality risk to the Town. In addition, residential water supplies can also be threatened by failing septic systems, which the majority of residences operate for waste disposal (Personal communications, Mayor Jackie Poulson, May 24, 2021).

SNOW AND ICE

Winter snow and ice storms have historically had adverse impacts on the Town including damage to trees and power lines and making roads impassable. A winter storm struck in late December 2010 creating blizzard-like whiteout conditions and extensive snow drifting that blocked roadways and prevented accessibility to and from the Town (Personal communications, Mayor Jackie Poulson and Danny Shrieves, Town Clerk, May 24, 2021).

FIRE AND SMOKE

The Town does not have a fire department and relies on the fire departments of neighboring communities. This puts the Town at greater risk for fire damage. Specifically, there are numerous fields in the vicinity of the Town that are prone to catching fire, especially during droughts. These fires have the potential of spreading to residences in the Town (Personal communications, Mayor Jackie Poulson and Danny Shrieves, Town Clerk, May 24, 2021).

CRITICAL FACILITIES

The following table lists the critical facilities and their relative importance to the Town.

Table 8 : Town of Hallwood Critical Facilities

Facility	Hazards	No of People Affected	Loss potential	Relocation Potential	Retrofit Potential
Town-Owned Facilities					
Town Hall/Police Station	Storm Water Flooding Wind	226+	Major Disruption	No	Yes
Post Office	Storm Water Flooding Wind	226+	Major Disruption	No	Yes
Town Park	Wind	226+	Inconvenience	No	No

FINDINGS

1. The hazards expected to have the greatest impact on Hallwood are storm water flooding and high wind events, which have been experienced throughout the Town's history. Other significant hazards facing the Town are ground water contamination, fires, and snow or ice storms.
2. Hallwood's residential areas are typically older and contain older construction and many mature trees around homes and churches in the Town. In addition, there are some dilapidated buildings and a water tower that are no longer in use. High wind events bringing down branches and trees pose a significant threat in the form of secondary wind damage and power outages and unmaintained structures provide a source of wind-borne debris.
3. Without continuous proper maintenance to draining ditches and culverts, roads throughout the Town will experience stormwater flooding.