

Town of
Townsend
Comprehensive Plan

adopted and certified
February 2003

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Town Officials

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Kevin Knotts, Commissioner

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Jay Miller, Commissioner

Ronald Burge, Commissioner

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Institute for Public Administration

This plan was prepared by the Institute for Public Administration (IPA), a unit within the College of Human Services, Education & Public Policy at the University of Delaware. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance to agencies and local governments through direct staff assistance and research projects as well as training programs and policy forums.

Jerome R. Lewis is the director of the Institute. Former planning staff member David Hugg, AICP, and Edward O'Donnell, AICP, served as project managers, coordinated efforts of the staff, and were the Institute liaisons with officials and staff from the Town of Townsend. Along with Lori Athey of the IPA Planning Services Team, they served as the principal authors of this plan. Stephanie Infiesta assisted with various portions of the planning text. The Water Resources Agency developed the maps and Geographic Information System (GIS) for the plan. A number of staff from the IPA Planning Services Team reviewed and edited drafts of this document.

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Mr. O'Donnell wishes to thank the following IPA staff who have reviewed drafts of this plan and provided valuable comments and ideas: David Edgell (now with the Office of State Planning Coordination), Mark Deshon, Linda Raab, Martin Wollaston, and Alex Settles.

**A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN
FOR TOWNSEND, DELAWARE
February 2003**

INTRODUCTION

In August 2001, Townsend Town Council President Charles Murray contacted the Institute for Public Administration regarding growth and development issues in and surrounding the community. Following that meeting, Townsend applied for and received a Livable Delaware Planning Assistance Grant from the State of Delaware. The Institute was engaged to provide basic governance and planning assistance.

The key components of the Institute's assistance included preparing an overview of the community, critiquing the 1974 comprehensive plan in light of recent changes to state law, and facilitating town meetings to review and update the town's overall growth goals and planning policies. This work was preliminary to preparing a new municipal comprehensive development plan that would meet the requirements of state law. An interim planning background report was prepared and approved by the town in April 2002.

Subsequently, Townsend applied for state assistance from the 21st Century Fund's Limited Funding Pool to support preparation of a Municipal Comprehensive Development Plan as required under state law. The Institute was contracted to assist the town in this effort. A key issue to be addressed in this plan is the disposition of the town's recently annexed lands and how they should be served with utilities and designed so that they enhance the character of the town.

CHAPTER 1. BACKGROUND

1-1: Authority to Plan & Legislative Requirements

Delaware law requires that municipalities engage in comprehensive planning activities for the purpose of encouraging “the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties and the State...” This plan was written to comply with the requirements of a municipal development strategy as described in the Delaware Code (below) for towns with population of 2000 or fewer.

The municipal comprehensive plan for small communities (such as Townsend) with fewer than 2000 people is to be a “document in text and maps, containing at a minimum, a municipal development strategy setting forth the jurisdiction’s position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues.” In addition, the town’s comprehensive planning process must demonstrate coordination with other municipalities, the County, and the State during plan preparation. (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document is Townsend’s Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

1-2: Brief Overview of the Community

Townsend is located in the southwestern portion of New Castle County, in what has traditionally been called the Middletown-Odessa-Townsend (M-O-T) Planning Region. Before 1850, the site of the present boundaries of the town was occupied by a small community of African Americans called “Charley Town,” named after Charles Lloyd, one of the residents. Around 1850, Samuel Townsend bought much of the land and subsequently gave the village its present name (see Map #1: Location).

In 1856, the town became a stop along the new Delaware Railroad, and Townsend achieved prosperity as a result. It shipped great quantities of agricultural produce, especially peaches, grain, and lumber, in the latter half of the 19th century. The town served as a shipping point and a market place for the scattered rural population of the area. Townsend incorporated on April 3, 1885, at which time the Town was platted, and the streets were laid out. By 1888, the village had a population of 350. Since that time, the railroad has lost its prominence to trucking for freight hauling in the United States. However in Townsend, the railroad and

agriculture are still important in shaping the character of the town, and today it is a quiet residential town of about 350 people.

Recently, the M-O-T region has been experiencing accelerated growth and development, especially in and around Middletown and areas to the north. The Townsend area has not escaped these development pressures, although New Castle County's recently adopted Unified Development Ordinance limits the intensity of new residential uses in the immediate vicinity of the town. Townsend significantly increased the area of the community through a series of recent annexations, increasing the size of the municipality more than four times from the original size of 111 acres to 587 acres today.

1-3: Existing Land Uses

A windshield survey of the existing land uses was conducted in November-December 2001 as part of the planning background work for Townsend. For this analysis, existing land uses have been summarized into the categories discussed below, based on the primary use or activity as of the date of the survey (see Map #2: Existing Land Use and Map #3 Zoning).

The Townsend community, which includes portions of the developed areas outside the town's limits, especially along Main Street, is typical of many smaller Delaware towns (see Map #4: Roads and Boundaries). Townsend's pattern of development was strongly influenced by the intersection of Main Street running east-west and the railroad tracks running north-south through the center of town. It is here that the post office, the community's retail services, and the town's primary business/industrial uses are located. The town is predominantly single-family residential, with a small core of commercial uses at the historic crossroads. Community uses such as churches, schools, and government services are scattered throughout.

Vacant Developable: Today, as a result of a series of recent annexations, the primary land use inside the town boundaries is known as "Vacant Developable" (see Map #5: Aerial View). This is land that has been annexed for future development but has not yet been developed. A small portion of these parcels, all located within the original town limits, are zoned "Preservation," to protect open space, natural resources, and areas of special value. Additionally, some small, older lots may be considered yards of adjoining parcels. However, the vast majority of this acreage includes the subdivision known as Townsend Station, on which construction has recently begun, as well as large tracts of currently agricultural land to the north, west, and south slated for primarily residential uses with some limited commercial development.

Residential: Most of the residential development in the town consists of single-family homes, although there are a limited number of apartment units and residential units located above commercial uses. There are no apartment or townhouse complexes nor any designated age-restricted housing developments.

Retail: Retail uses (deli, beauty shop, attorney's office, etc.) are concentrated primarily at the Main Street/railroad crossroad, except for an auto parts supply use located at the Main Street/Route 71 intersection, a vacant commercial/office building at the south edge of town, and a temporary development-sales office trailer at the Townsend Station development. Adjacent to the Town's boundary near the Main Street/SR 71 intersection, are a limited number of other commercial uses (liquor store, pool supply, auto sales).

Institutional: Community uses include two churches, the Post Office, the volunteer Townsend Fire Company (currently being expanded), and the old firehouse (now used for storage by the Appoquinimink School District). These uses are scattered throughout the town. There is no Town Hall or town government facility, although a vacant commercial building on South Street has recently been made available for an interim town hall, and discussions are underway for location of a permanent facility. Additionally, the Townsend Elementary School, attended by most Townsend children in grades one through five, lies just to the east of the town boundary.

Industrial: Business and industrial uses include a mix of activities, such as the Peavey Agricultural Products processing plant (now the only grain facility in southern New Castle County), a concrete plant, welding, and fabrication, auto repair and related storage, and masonry building materials storage. These uses are mostly located along the railroad and in the existing industrial complex in the southwestern part of town.

Utilities: Utility uses include the municipal water tower and a water pumping station, both of which are owned and operated by Artesian Water Company, a private utility providing water service to the town. As might be expected by the compact form and early railroad orientation of the community, a significant amount of land within the town boundaries is dedicated to local streets and railroads.

Open Space: Three open space parcels are within walking distance of Townsend. The first is a small grassed area across from the Post Office, which is the location for the town's Christmas tree and annual Strawberry Festival. The New Castle County Townsend Park is located on the south end of town, just outside the town's boundary, and is administered by the County. In addition, a community playground is located at the Townsend Elementary School just outside the town's borders to the east.

1-4: Overall Community Goals

Through a process of review and public meetings, the town adopted a new set of goals and policies to replace those contained in the 1974 Comprehensive Plan. A town meeting was held on February 19, 2002, for the purpose of reviewing and discussing the goals listed herein and the policies in Appendix A. Based on this discussion, the following goals and policies were prepared and recommended. The Goals outlined in this report are what Townsend officials and citizens seek to accomplish through the implementation of this plan.

Overall Goals

1. Retain and reinforce the identity of the town and its setting within its immediate regional area.
2. Protect the town's social, cultural, and aesthetic amenities.
3. Manage future land uses to achieve efficient functioning of the town for the convenience and well being of its residents, workers, and visitors.
4. Coordinate land use and transportation systems to maximize safety and ensure efficient movement of goods and people within the town, as well as to and from it.
5. Coordinate the development of the town with growth of the surrounding areas and with the plans of New Castle County and the State.
6. Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.

These six Overall Goals are discussed in further detail in the remainder of this document. In addition, more specific goals are discussed in the text where appropriate.

CHAPTER 2: MUNICIPAL DEVELOPMENT STRATEGY

Through a series of town meetings, the Council identified and addressed important issues and concerns affecting the community. These issues and concerns, presented and discussed more fully in the Planning Background paper, are included in the sections that follow.

2-1: Land Use Planning & Regulation Process

- *Manage future land uses to achieve efficient functioning of the town for the convenience and well being of its residents, workers, and visitors.*

As the town grows, it will need sufficient government structure and staff to efficiently manage its land uses and provide the needed regulation, services and facilities that come with new development.

Townsend is governed by a five-person Town Council headed by the Council President. Because of the town's small size, this commission also serves as the Zoning Committee, charged with maintaining the Zoning Ordinance and Map, and developing the Comprehensive Development Plan/Municipal Development Strategy. Additionally, there is a three-person, appointed Board of Adjustment, which hears appeals and grants variances. The Town retains the engineering firm of Remington, Vernick & Beach Engineers, Inc., as town engineer to review all subdivision plans, certify all plans for issuance of building permits, and conduct inspections. Townsend adopted its Unified Development Ordinance in January 2000, and made revisions in June 2001 and January 2002.

Critical Issues and Future Needs

Needs and issues as a result of the coming development: There are a number of issues that the town will need to think through as it grows from approximately 350 to 2800 residents. Can the town make the recommended Ordinance adjustments prior to submittals of the Dickinson & Carter Farms? Will the system that is currently in place for plan reviews and issuance of building permits/certificates of occupancy be adequate for the high volume of housing units being built over the next few years? Will the town need to set up a separate Zoning Committee to deal with development issues as a result of the anticipated growth? Is the town likely to need any charter changes to enable new boards, staff, or regulatory processes? Will the town need to hire one or more full-time staff persons? Will the town generate enough new revenue to cover the additional costs of regulation, maintenance, and city services/facilities?

Securing a Permanent Town Hall: The Town has made an arrangement to use the commercial building on South Street on an interim basis to address the important community need for records storage and meeting space. However, a permanent facility is still an important priority, and efforts to secure a building or site close to the geographic center of town should continue. The town has been working with the developers of Townsend Village to secure an

11.5-acre parcel adjacent to the development but within the original town border. This land is currently zoned “Preservation” and could be an excellent location for a town hall and local park if pedestrian access can be achieved near the southwest corner of the parcel.

Annexation Process: In recent years, the town has annexed a number of small and large properties. Because the town currently has no permanent full-time staff, sometimes as properties are annexed, the notification process has not been systematic, leading to misunderstanding with the County and the potential for taxation problems for some residents. Townsend needs to develop a systematic process for annexations into the town. Townsend recently signed a sewer agreement with New Castle County that requires any new annexations to be approved by both the County Council and the County Executive. Additionally, all annexations are now required by state law to be consistent with an adopted Municipal Comprehensive Plan, follow a multi-jurisdictional public process, be zoned at the time of annexation, and prepare a plan of services for the parcel certifying that capacity exists to provide all needed public services.

Unified Development Ordinance: The town adopted its current ordinance in January 2000 and updated it in January 2002. In general, the ordinance is fairly comprehensive and included environmental protections. This Comprehensive Development Plan does make a number of recommendations for specific changes to the Ordinance, which are discussed in future chapters.

Future Responsibilities: Upon adoption of this Comprehensive Plan, the town is required to submit an annual progress report by December 31 to the Office of State Planning Coordination. The report must include information regarding implementation activities, and new issues or conditions.

Land-Use Planning and Regulation Goal

- Develop, maintain, and enforce a system of land-use controls and implement a regular cycle of review that will ensure that the intents and principles of this Municipal Comprehensive Plan are achieved.

Land-Use Planning and Regulation Recommendations

- Adopt this Municipal Comprehensive Plan, which meets new state planning requirements, to replace the 1974 Comprehensive Plan.
- As the town’s population grows, establish a Zoning Committee separate from the Town Council, making sure that the appointees represent all segments of the community.
- Continue to work to secure a permanent town hall, close to the geographic center of town.
- Develop a systematic process for annexations to conform to state law and the New Castle County sewer agreement and include systematic notification of the County.
- Begin to address the town’s governance capacity as the community moves from a town of about 350 to a town of 2800 persons. Begin estimating the overall costs and timing of development in order to provide regulatory oversight of new development, and provision

of maintenance and town services and facilities, both new and expanded. Develop a budget and explore possible funding sources.

- The town should update its charter with a current description of the town’s boundaries.

2-2: Demographics, Future Population & Housing Growth

This chapter outlines data on current and future demographics for Townsend and the surrounding area. Where appropriate, comparisons have been made with Delaware and New Castle County. The data for this chapter has been derived from a variety of sources, the major source being the year 2000 US Census.

Historic and Current Data

The US census indicates that from 1940-2000 population and number of housing units for both the State and the County have been steadily increasing (see Figure 1). The Town’s population peaked in 1940 at 544 and steadily declined until 1970 at which time it rose to 505. Since that time, population has declined to 346 according to the 2000 census.

Figure 1: History of Population and Housing units for Townsend, New Castle County and Delaware

	Population			Housing Units		
	Delaware	New Castle County	Townsend	Delaware	New Castle County	Townsend
1940	266,505	179,562	544	75,567	47,588	116
1950	318,085	218,879	441	97,013	62,901	NA
1960	446,292	307,446	434	143,725	94,688	130
1970	548,104	385,856	505	180,233	120,704	140
1980	594,338	398,115	386	238,611	148,563	143
1990	666,168	441,946	322	289,919	173,560	152
2000	783,600	500,265	346	343,072	199,521	157

Source: US Census 2000, Population: A Background Study, New Castle County Department of Planning, 1966

A profile of General Demographic Characteristics for the year 2000 is presented in Figure 2. While it is difficult to draw precise conclusions from this profile, due to the relatively small demographic base of the Town, certain trends can be noted. First, the median age of the town is slightly older than that of either the State or the County. This indicates an aging population. However, this trend could be offset in the future as development occurs in the newly annexed areas. Family households, including those with children under 18 years old, represent a larger portion of the town’s population than in either the State or the County. Other interesting trends include a larger than normal percentage of residents 65 and older living below the poverty level (8.7%), and fewer adults over 16 in the labor force (62.5%), indicating a higher than average number of retirees, stay at home parents, and non-working teens.

Townsend residents are less likely to have a college degree than other folks (21.2%) in the state or county, but are more likely to be civilian veterans (20.6%). Perhaps the most striking statistic is the percentage of homes built before 1960 (82.8%).

Figure 2: Profile of General Demographic Characteristics: Delaware, New Castle County and Townsend

	Delaware	New Castle County	Townsend
Total Population	783,600	500,625	346
Age:			
% Population 17 years and under	24.8%	24.9%	26.9%
% Population 62 years and older	15.4%	13.6%	14.5%
Median Age (years)	36	35	36.5
Households:			
Total Households	298,736	188,935	132
% Households with children under 18 years	35.4%	36.0%	38.6%
% Households single parent families	10%	9.9%	6.9%
% Households Grandparents raising grandchildren	2.4%	2.3%	0.8%
% Householder 65 or older living alone	9.1%	8.5%	7.6%
% Households with no vehicle available	8%	8.8%	7.1%
Average household size (# people)	2.54	2.67	2.62
Housing Units:			
Total Housing units	343,072	199,521	157
% Renter occupied units	27.7%	29.9%	30%
% Vacant housing units	12.9%	5.3%	12.6%
% Units built before 1960	30.2%	36.7%	82.8%
% Units built before 1940	10.7%	12.1%	73.9%
Income:			
Median Household Income	\$47,381	\$52,419	\$47,500
% Individuals under 17 below poverty level	8.2%	7.7%	2.2%
% Individuals 65 & older below the poverty level	7.9%	8.4%	8.7%
Selected Characteristics:			
% Population 25 and over with High School Diploma	82.6%	86.4%	82.3%
% Population 25 and over with College Diploma	31.6%	36.3%	21.2%
% Population 21 and over Disabled	21.5%	19.7%	19.9%
% Population 18 and over Civilian Veteran	14.4%	12.5%	20.6%
% Population 16 and over in labor force	65.7%	67.7%	62.5%
% Population 5 years and over who speak English less than "very well"	3.9%	4.0%	2%

Source: US Census 2000

Future Housing and Population Projections

Because of its small demographic base, population and housing projections for Townsend are difficult to determine, and care should be taken to avoid over-reliance on these projections. As a result, the projections have been calculated using two methods. First, the Center for Applied Demography Survey and Research (CADSR) at the University of Delaware, in conjunction with the Delaware Population Consortium, has made 25-year projections based on historic growth rates and trends. Second, a rough estimate has been made by the University's Institute for Public Affairs to determine the total development capacity of the town based on the available developable land, including several parcels that might logically be annexed in the future (see Chapter 3).

The CADSR unofficial projections by modified grids that include Townsend indicate a growth of households to 591 and a population of 1,377 by the year 2025 (see Figure 3). These projections are currently being finalized by CADSR through the Population Consortium. From a sub-area perspective, the Middletown-Odessa-Townsend (MOT) civil census division (CCD) projections for this time period are 23,102 households with an approximate population of 68,115. From even a broader perspective the State and New Castle County are projected to increase in population to 970,430 and 581,639, respectively. Households for both the State and the County have been projected to increase to 390,579 and 228,926, respectively. Under this scenario, Townsend will have ample acreage to provide for future growth for the next 25 years.

Employment data for the M-O-T civil census division (CCD) is currently being developed through CADSR at the University of Delaware. As this information becomes available, that data will be supplied to the town.

Figure 3: Future Population Projections, 2000 to 2025

	Population		Change		Households		Change	
	2000	2025	#	%	2000	2025	#	%
Delaware	783,600	970,403	186,803	23.8%	300,285	390,579	91,294	30.4%
New Castle County	500,265	581,639	81,374	16.3%	188,652	228,926	40,274	21.3%
MOT	29,682	68,115*	38,433	129.5%	9,549	23,102*	13,533	141.7%
Townsend	346	1,377**	1,031	297.9%	132	591**	459	347.7%

Source: *unofficial projections currently under review by CADSR

**Modified grid unofficial estimates from CADSR

The second method to estimate household and population growth is to estimate the capacity of available vacant land. Figure 4 shows estimates of the total amount of available residentially zoned land at approximately 314 acres (see calculations in Appendix B). Subtracting out 88 to 148 acres to account for the 10% open-space requirement, land in wetlands and floodplains, stormwater management, water resource protection area coverage

limits, the New Castle County sewer easement, a new school site, and right-of-way for a connector road (recommended in future chapters), the total buildable land falls to approximately 166 to 226 acres. Approximately half of the available land is unrestricted and half within the water resource protection area (WRPA). The unrestricted land can be developed at about 3.15 dwelling units per acre; the WRPA areas can be developed at about 3 dwelling units per acre. With these calculations, a low estimate of capacity would be 510 additional units, and the high estimate would be about 695 additional units.

Using these estimated figures of new dwelling units, it is possible to estimate a total population for the Town of Townsend by multiplying the new homes by the average household size for Townsend, which the 2000 Census shows to be 2.62. Completing the math and adding in the current residents of town and the logically annexed areas, the total population of Townsend would fall between 2680 and 3160 residents. However, it is important to note that the current sewer agreement with New Castle County limits residential growth to 800 new dwelling units (Townsend Station excepted), and the high estimate calculation exceeds by about 135 units. Without significant sewer investment, the town's population will probably be closer to 2800 residents at full buildout.

Figure 4: Residential Buildout Capacity

	Acres	Homes Today	Vacant Residential Acres*	Vacant Recorded lots
Original Town	111	157	8*	10*
Industrial Parks (south & west)	6.5	x	x	x
Townsend Station	35	5	x	85
Townsend Village	119	x	x	242
Dickinson Farm Commercial	25*	x	x	x
Dickinson Farm Residential	195*	x	195*	x
Carter Farm	96	x	96	x
Logical Annexations**	42*	34 (+/- 6)***	15*	2
TOTAL	629*	196 (+/-6)	314*	339

X= none currently in existence

* Estimates only

** See Chapter 3: Future Land Use and Annexations for additional information

*** Approximately 6 lots appear to straddle the Town/County line and may already be included as homes in the Original Town.

Implications, Critical Issues & Future Needs

There are a number of implications stemming from these demographics, and many recommendations addressing these issues are outlined in future sections. Although the town could not possibly address all of these issues, it should be aware of possible problems and be looking for partners in meeting the needs of all of its residents.

Recreation and childcare: Because of the high proportion of children within the town, Townsend may need to expand its parks and recreation opportunities for children. In addition, the town may want to try to attract childcare providers to locate within town for the convenience of residents.

Public Safety: Although the elderly population is not extremely high, combined with the population of disabled residents, it may be necessary for the town to assist the volunteer fire company in increasing the Emergency Medical Services/ambulance capacity, in order to provide the best service to residents. The high number of children, if unoccupied and/or unsupervised, have implications for police service.

Transportation: There are high numbers of children (26.9%), elderly (14.5%), and disabled residents (19.9%) as well as those households who have no vehicle available (7.1%). These people may be dependent on walking, biking, and public transit for transportation. It is especially important that the Town complete its sidewalk system and make sure that all new development is pedestrian-oriented. Elderly and disabled folks do have some access to paratransit through DART First State and the MOT Senior Service Bus, but additional resources may be needed.

Maintenance of homes: The age of the existing housing stock, profile of the residents, and high percentage of rental units are all indicators that housing maintenance may become an issue for the town if it is not already. Older homes have special maintenance needs, and more than 80% of the existing homes are more than 40 years old. Elderly residents, disabled residents, single-parent households, those who are poor, and those with no vehicle available may have more problems than most in properly maintaining a home. Finally, rental units, in general, tend to suffer from lower maintenance standards, since the owner does not occupy the residence.

2-3: Future Land Use and Annexations

- *Manage future land uses to achieve efficient functioning of the town for the convenience and well being of its residents, workers, and visitors.*

Because Townsend significantly increased the area of the community through a series of annexations, adding parcels totaling 476 acres, it has no interest in any further significant expansion of its boundaries. These annexations increased the size of the municipality to 587 acres, more than four times the original 111 acres. Much of the recently annexed area is undeveloped, although the 92-acre Townsend Station is now being built and the 242-unit Townsend Village has been recorded.

The original limits of the town, as well as some of the annexed areas, are shown on the State Strategies Map (see Map #6: State Investment Strategies) as being in the “Community” area, with a few parcels to the east of town, the gateway, designated as “Developing.” However,

significant acreage on the north and south sides of town has been designated as “Rural” by the State.

The town intends that most of the undeveloped land in the municipality be used for single-family residential purposes consistent with the character of the community (see Map #7: Future Land Use). A locally oriented commercial area is proposed as part of the Dickenson development north of town along Route 71. Other commercial uses are to be located as part of the historic downtown and at the Main Street/Route 71 intersection (not currently within the town’s boundaries) where such uses currently exist. The town is planning for additional business, professional office, and industrial uses in the southwest quadrant to increase job opportunities in the community and to efficiently use vacant lands in this part of town. As a result of the Sewer agreement between Townsend and New Castle County, commercial uses within the town are limited for the next 25 years to 45,000-square-feet (23,000 gallons per day), and any new industrial uses are subject to New Castle County Council and County Executive approval as well.

Public uses will continue to be located at their existing sites except that a new town hall is being considered as part of the Townsend Village development on the west side of town. Otherwise, the pattern and intensity of uses in the future will remain very much as they are today, supporting Townsend’s commitment to retaining and enhancing its traditional and small-town residential charm. This planned development will satisfy the town’s desired future growth, although some minor annexation is contemplated to clarify boundary issues and address a number of enclaves.

The Town’s sewer agreement with New Castle County includes provisions for a joint approval process between Townsend and New Castle County for all future annexations. As a result of recent State legislation, annexations may also be reviewed by the Office of State Planning Coordination for consistency with both State and County land-use policies, and any proposed annexations need to be in conformance with the local government’s comprehensive development plan/municipal development strategy.

Critical Issues & Future Needs

Implications of the New Castle County Sewer Agreement: As a result of the Sewer agreement between Townsend and New Castle County, commercial uses within the town are limited for the next 25 years to 45,000-square-feet (23,000 gallons per day). Additionally, any new industrial uses are subject to both New Castle County Council and County Executive approval. These stipulations have the potential to limit otherwise appropriate development. The sewer agreement also includes service for 800 new homes in addition to those already existing (including Townsend Station) in the town.

Annexed land & new development: Residents are uncertain about the direction of change in property values. Underlying this issue was a consistent concern about the potential impacts

of the expected development of the lands recently annexed into town. Overall, however, future development in the community seemed to be generally supported.

Annexation process: All annexations are now required by State law to be consistent with an adopted Municipal Comprehensive Plan, follow a multi-jurisdictional public process, be zoned at the time of annexation, and include a plan of services for the parcel certifying that capacity exists to provide all needed public services.

Diversity of housing types: Ideally, the town should strive to create a wide mix of housing types and sizes to attract a diverse population, so that no one service need or provider is overburdened. Additionally, providing a diversity of housing types allows residents to enjoy living in Townsend throughout their life stages. To that end, a few townhouses and duplexes on smaller (easier to maintain) lots may be ideal for the elderly and disabled. These types of housing should be located close to the historic core of town to maximize opportunities for walking. The town might also consider allowing some age-restricted housing among the new development in town.

Integration of the annexed areas into the community: All new development, both commercial and residential, must be carefully designed so that the character, utilities, and public services are fully integrated into and do not appear separate from the town. See Chapter 5, Community Character, for additional recommendations to accomplish this goal.

Phasing of development: Development of the annexed lands would be phased with Townsend Village west of town being phase one, Dickenson Farm to the north being phase two, and the Carter Farm to the south of town being phase three.

State Investment Strategies: The State's Investment Strategies Map needs to be amended to reflect the current boundaries of the town. With this Comprehensive Development Plan, Townsend will become consistent with State law and must work with the Office of State Planning Coordination to amend the state map.

Land-Use Goals

Future development should be managed to provide the most adequate and suitable locations for residential uses, supporting commercial uses, community facilities, recreation, and industry.

Residential Goals

- Provide a healthy, safe, attractive and stimulating town environment.
- Strengthen the role of the town as a family-oriented residential community by encouraging an expanded range of housing values.

Commercial Goals

- Encourage a reasonable amount and variety of commercial uses that are convenient to and meet the basic needs of the town's residents.
- Strengthen the town's commercial areas through proper planning and regulation.

- Encourage the location of office, professional, and related business in the town.

Industrial Goal

- Promote selective industrial development that will be more compatible with the character of the community and strengthen its tax and employment base.

Land-Use Recommendations

- Create a zoning classification to allow adult living/age restricted townhouses and duplexes, and zone some appropriate lands near existing services.
- Consider contacting affected property owners in order to facilitate the process of smaller annexations as a group, rather than piecemeal over a number of years. Although the property owners must initiate the formal process, the town could nurture the idea, coordinate the paperwork, and usher it through the State and County approval process.
- Work with the Office of State Planning Coordination to determine the appropriate state strategy for the annexed lands and amend the State Investment Strategies Map to reflect the certified Townsend Comprehensive Development Plan.
- The Town and the County should periodically meet to review issues regarding development of adjacent lands and annexation, including but not limited to sewer flows, land-use compatibility, and environmental requirements.

Annexation Recommendations

Although the town has no further interest in significant expansion, the following annexations would round out the town's boundary and clean up some jurisdictional confusion. The few additional areas suggested for possible annexation include two enclaves, a number of parcels straddling the town boundary, and a few parcels on Main Street between the town boundary and SR 71. None of these recommended annexations represents a major expansion of the town and should, therefore, be compatible with State and County strategies and plans. Accordingly, the Town of Townsend anticipates the eventual rounding out of its boundary and the elimination of unincorporated enclaves as part of its municipal development strategy.

- Four large parcels along Rail Road Avenue/Wiggins Mill Road and a few smaller adjacent parcels constitute an enclave totally surrounded by the municipal boundary of Townsend. The large parcel was previously used as an automobile salvage facility. The town is amenable to annexation of this parcel once potential environmental concerns are satisfied.
- Another small enclave exists near the southwest boundary of town within the industrial park.
- Residential parcels near the South and Commerce Streets intersection, and along the southwestern border of town, are bisected by the current municipal boundary. Annexing the remainder of these properties would eliminate some jurisdictional confusion. No zoning or use changes would be considered to these parcels.
- Several residential parcels just south of the town near the intersection of South and Commerce Streets are already functionally part of the town. No zoning or use changes would be considered to these parcels.
- There are a few developed and undeveloped residential parcels along both sides of Main Street east of the town boundary (including the property of the Townsend Elementary

School) out to the Main Street/Route 71 intersection. Since this is the primary gateway to the town, and the parcels in question are oriented towards the town, it would make sense for these to be annexed into Townsend.

- The town should annex the two vacant lots on Main Street at the west end of town and one lot on SR 71, which is currently an outparcel.

2-4: Provision of Utilities, Community Facilities & Services, and Transportation

- *Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.*
- *Coordinate land use and transportation systems to maximize safety and ensure efficient movement of goods and people within the town, as well as to and from it.*

2-4.a: Utilities

Through a recently negotiated sewer agreement, New Castle County provides sewer service, and has a sewer easement along Wiggins Mill Pond Road. This agreement covers all of the existing town and businesses in addition to 800 new homes and 45,000-square-foot (23,000 gallons per day) of new commercial development. In return, Townsend agreed to improve its environmental protections, and give the County the right to refuse any annexation or industrial use.

Artesian Water Company supplies drinking water through a town contract and maintains a water tower on Lattomus Street and a pump station on Rail Road Avenue. Conectiv provides electricity throughout the town, with no oversight by Townsend.

Critical Issues & Future Needs

Most major public utilities including water, sewer and electricity appear to be adequate to serve the anticipated growth during this planning period. However, the town appears to have more residential building capacity than sewer capacity in the long term. As new development occurs, it will be important to develop the areas closest to the existing town infrastructure first, so that the last houses to be built are those farthest away. This will ensure that the town grows in a logical, orderly fashion and is not stuck later waiting for sewer capacity to fill a hole in the (future) middle of town.

Utility Goal

- Coordinate with New Castle County and Artesian Water Company to ensure the adequacy, quality, and timely availability of wastewater and water services for present and future residents.

Utility Recommendation

- Require homes nearest to town be built first.

2-4.b: Community Services and Facilities

Community services and facilities must be provided to meet the present and future needs of the community. Community services and facilities discussed herein include public safety (police, fire, and ambulance service), parks, recreation and open space, as well as stormwater management, street maintenance, and trash removal. Other facilities discussed in this section include meeting space, health care services, and educational facilities. Other jurisdictions, private utilities, and other organizations may provide some of these needs, but overall they are critical to the quality of future development in Townsend.

Critical Issues and Future Needs

Adequacy of Public Services: It is a normal consequence of growth that the need for certain services arises, and where current facilities and services may be satisfactory for a town of 350, they may be less satisfactory for a town of 2800. Issues that will become critical with future growth are police protection, general maintenance of local streets, and other secondary services (such as trash collection, building inspection, or stormwater maintenance) that are not now provided. The town may need to consider structuring and supporting municipal services typical of those normally provided in communities of the size that Townsend will become when expected development occurs. The town does not now have that capacity.

Costs to provide community services & facilities: As the town grows and new residents need and expect new or upgraded community services and facilities, will the town have enough income to provide the services and facilities outlined herein?

Public Safety

New Castle County Police, from Middletown, and Delaware State Police, from Odessa, currently are responsible for providing police service to the entire M-O-T region. Volunteers of the Townsend Fire Company provide fire and ambulance/emergency medical service (EMS).

Critical Issues & Future Needs

Crime: Residents are concerned about increasing crime as a potential impact of the expected development of the areas recently annexed into town. Current police functions and coverage are largely complaint-driven and could prove inadequate relative to future growth. Police protection is an issue that will become critical with future growth. The high percentage of children, if left unsupervised and/or unoccupied, could contribute to public safety problems.

EMS: One ambulance run from Townsend to the Christiana Hospital ties up the town's ambulance for two full hours, leaving the town dependent on others for back-up in the event of another emergency. Additionally, the town's EMS is often called to make "free" runs for the Smyrna prison. Townsend would like to have emergency access to SR 1 near Pine Tree Corners in order to improve response times and better respond to accidents and other emergencies.

Volunteer Fire and EMS: In some parts of the state, volunteer services are starting to experience recruiting problems. As older members retire and the area develops (increasing the needs), staffing the fire and ambulance service may become a critical issue for the town.

Public Safety Goals

- Support the Townsend Volunteer Fire Company in its actions to provide adequate fire and ambulance services to the town.
- Work with New Castle County and the state to ensure adequate emergency medical services for the community and the region.
- Encourage development of agreements with the Delaware State Police, or New Castle County Police, to ensure regular, dedicated police protection consistent with growth of the community and the region.

Public Safety Recommendations

- The town should enter into discussions with New Castle County Police and the Delaware State Police regarding future police protection services, timed to reflect the expected pace of new development. These services will need to be included in the town's budgeting and financial planning process so that adequate revenues are available to ensure full service.
- Contact Mike Angelo of DelDOT (760-2280) regarding provision of emergency access to SR 1 near Pine Tree Corners.
- Provide money and assistance to the Townsend Volunteer Fire Company as it grows to meet the needs of a growing Townsend. Consider providing money through the taxation of new dwellings to support the acquisition and staffing of another ambulance as needed.

Community Services

Trash removal is a basic service that some residents expect and rely on when living in a town. Townsend contracts for trash collection throughout the town with Harvey & Harvey.

Stormwater quantity and quality management in the developing areas of town is being addressed through stormwater retention/detention ponds. However, typical of other communities of similar size and age, the historic town core and industrial areas currently have no stormwater management system.

Critical Issues & Future Needs

Stormwater issues: Because the historic town core and industrial areas currently have no stormwater management system, rainwater and pollutants are free to enter streams and wetlands via sheet runoff and a series of ditches. This has the potential to seriously foul the town's environmental resources. If at some point, the town grows to the extent that one of the State-maintained roads needs to be widened or otherwise upgraded, the State will be required to upgrade the stormwater management system in that corridor, with potentially devastating effects on the town's historic and aesthetic resources if a facility were inappropriately located.

DNREC has been developing some new, low-impact stormwater regulations that may reduce the need for stormwater management basins. However, it is possible that these regulations may or may not be compatible with the character that the town would like to maintain (see Chapter 5 for more recommendations for enhancing community character). When they become available, it will be important for the town to review them carefully and only adopt those parts that would be compatible with their small-town character.

Total Maximum Daily Loads (TMDLs), or pollution control limits, were established by the Environmental Protection Agency for the tidal portions of the Appoquinimink River in 1998, with a TMDL to be completed for the non-tidal portions by March 15, 2003. In addition, TMDLs for the Blackbird Creek are required by the end of 2006. To this end DNREC recommends best management practices (BMPs) for all land uses. Pollution control strategies, being developed by DNREC will help to pinpoint some of these best practices. Townsend currently includes BMPs as part of their development process and will continue to incorporate appropriate new techniques as they become available.

Community Services Goal

- Provide all areas of the town with adequate facilities for removal of stormwater as the need or opportunity arises.

Community Services Recommendations

- Have the town engineer review the town for stormwater management issues, especially those related to industrial land uses and street upgrades. Identify and preserve appropriate land for stormwater management facilities in anticipation of the need. Explore possible funding sources and partnerships in order to retrofit the existing industrial sites to reduce stormwater and pollution runoff.
- When new stormwater management regulations become available, only adopt those parts that are compatible with Townsend's small-town character.
- Coordinate with DNREC regarding Best Management Practices (BMPs) that could be used to reduce pollutants into the Appoquinimink River and Blackbird Creek.

Parks, Recreation & Open Space

There is a small grassed area across from the Post Office, privately owned but dedicated to public use, and maintained by the local women's club (see Map 2: Existing Land Use). This parcel is the location for the town's Christmas tree and annual Strawberry Festival. The New Castle County Townsend Park is located on the south end of town, just outside the town's boundary, and is administered by the County. This small and well used park includes playground equipment, picnic tables, and a BBQ grill. Additionally, Townsend helped fund and build a community playground for public use at the Townsend Elementary school, just outside the town boundary to the east. In addition to these existing facilities, all new development is required to dedicate at least 10% of the gross tract area to active and passive recreation.

New Castle County is in the process of developing a new regional park located two miles north of town, adjacent to Wiggins Mill Pond. Construction is slated to begin in 2003 and will include football, lacrosse, soccer, and softball fields, as well as basketball and tennis courts, trails, play areas, and picnic facilities. On completion, some of the M-O-T area children's league games will move to Wiggins Mill Park from Middletown. Other recreation providers include the Middletown Senior Center, M-O-T Little league as well as football and soccer leagues, Boys & Girls Club, Girl & Boy Scouts, and 4-H.

Critical Issues & Future Needs

Local parks: The regional park system appears to be adequate for future growth. Issues raised included the need for a local park system, which residents now find inadequate. The US Census data shows a high percentage of children living in Townsend. Residents would like to see more places and activities for children and teens or possibly a community center.

Municipal parcel at Townsend Village: This 11.5-acre parcel, if conveyed to the town as a location for the new town hall, also has plenty of room to be developed as a local park. However, to make it easier to walk to the park, it is especially important that the town get pedestrian access near the southeast corner of the parcel.

New Castle County Townsend Park: If the town decides to annex any of the residential parcels just south of the town near the intersection of South and Commerce Streets, it should consider assuming responsibility for the New Castle County Townsend Park. Perhaps the county would be willing to enter into some type of lease or agreement whereby the town assumes maintenance responsibility for the park in return for contributions towards the costs of upkeep.

Preservation Zoning: The town has preserved a number of suitable lands zoned as "Preservation" throughout the town, some of which might be suitable as part of a local park system. The town may want to revise the ordinance to allow certain public uses such as a town hall, library, or community/recreation center.

Wildlife: Residents expressed concern about the potential loss of and conflicts with wildlife, as agricultural and wooded areas are converted to development. Clustering development on newly developed parcels and linking open space and preserved areas will maximize the area available for wildlife.

Regional Greenway: The northernmost boundary of the town, currently on the Dickinson Farm has the potential to serve as a link in a regional greenway, connecting open space and protected lands from Noxontown Pond to Wiggins Mill Pond and beyond. This land is part of the protected floodplain and therefore is not available for development under current regulations.

Recreation and Open Space Goals

Parks, passive open spaces and natural areas, and preserved agricultural lands help to define the community, provide for recreational pursuits, ensure the continued viability of agriculture, and promote the well-being of the community's residents.

- Provide for local park, playground and recreational space to meet the current and future needs of the community.
- Promote a system of open space to provide passive areas for recreation and to protect important wildlife habitat.
- Support New Castle County's efforts to develop and operate a regional park facility for the needs of Townsend and the surrounding area.

Parks, Recreation and Open Space Recommendations

- Review current lands zoned "Preservation" and the newly annexed lands for potential local park sites, including the Townsend Village open space, the Dickerson Farm open space and floodplain. Survey residents about their local park needs and interests. Research liability issues.
- Update the Ordinance regarding Preservation Zones to allow for community facilities such as a town hall, library, or community center.
- Study maintenance and liability issues, arrangements, and costs for potential new local parks.
- Enter into discussions with New Castle County to assume responsibility for the New Castle County Townsend Park.
- Consider revising the Ordinance to allow cluster-type development on newly developing lands to maximize land preserved as open space.
- Work with New Castle County, Middletown, Delaware Greenways, DNREC, and others to establish a greenway/bikeway between Noxontown Pond and Wiggins Mill Pond. Plan for a connection into Townsend proper.
- If the 11.5-acre parcel at Townsend Village is conveyed to the town for the new town hall, develop the remainder of the land as a local park. Establish pedestrian access near the southeast corner of the parcel.
- Locate future parks to be accessible to all the town's residents and linked to other parks to provide corridors for recreation and wildlife. Include both active and passive recreation, and preserve the town's natural and aesthetic resources.

Other Community Needs and Services

Community meeting and banquet space is available at the fire hall and the Fellowship Hall of Immanuel United Methodist Church, and the Townsend Elementary School, all on Main Street.

Most town residents drive to Bay Health in Middletown, Glasgow Emergency Center, or Christiana Medical Center for medical care, depending on the severity of the problem.

Townsend is located in the Appoquinimink School District, which serves most of the area of New Castle County below the C&D Canal, as well as some areas above the canal. Currently, Townsend children in grades 1-5 attend the Townsend Elementary School just east of town. Older children are bussed to Middletown for Middle and High School.

Key Community Services Issues

Health Care: Residents have to travel too far to obtain any health care whatsoever.

Educational Facilities: Residents are concerned about crowding, usage, and condition of the community's school, as a potential impact of expected development of the areas recently annexed into town. The Appoquinimink School District has been under immense growth pressure as a result of recent development in the Bear/Glasgow and M-O-T Regions. As Townsend increases to more than seven times its current size, the corresponding population of school age children will also grow, requiring additional classroom space. The current school facility will probably not be able to meet those needs and may not be able to adequately expand on the present site. Additionally, the existing school has been a cultural and community asset that the town may want to preserve in the event that the school moves.

Childcare: Townsend has a higher-than-normal percentage of children and few if any childcare providers.

Community Services Goals

Educational Facilities

- Promote the continued role of the Townsend Elementary School as a community education, recreation, and cultural resource.

Health Facilities

- Encourage the location of community-based professional health care services within the town, and encourage long-range planning by the State and County for adequate primary health care and emergency facilities to serve the M-O-T region.

Library, Community and Governmental Facilities

- Support the provision of adequate library services for the M-O-T region.
- Secure a site and/or building suitable for a permanent Town Hall to replace the recently secured interim facility.
- Encourage the availability of community meeting and recreational facilities and programs in the school, churches, fire hall and other buildings to provide recreational, educational and social opportunities for the town's residents.

Community Services Recommendations

- Work with developers and the school district to reserve an alternative site for a new larger school within the town's boundaries, close enough that local children can walk, as well as convenient for school bus access.
- Encourage childcare providers to locate in Townsend.

- Encourage professional health care services to locate within the town, and encourage long-range planning by the State and County for adequate primary health care and emergency facilities to serve the M-O-T region.

2-4.c: Transportation

Townsend is bisected by the train tracks of Norfolk Southern's Delmarva Secondary Line, the primary freight line serving the entire Delmarva Peninsula. Approximately four to eight freight trains per day travel through the heart of Townsend, crossing Main Street at an at-grade intersection and serving some local industrial businesses. In addition, just south of town, the main line branches off onto the Townsend Line, serving the nearby Maryland Eastern Shore. This track is owned by the State of Maryland and operated by the Maryland Delaware Rail Road, a private corporation. Approximately two trains per week use this track. In addition to general freight, coal and grain are the primary products hauled.

The Delaware Department of Transportation maintains the four major streets through town –Main, Commerce, & South Streets, and Rail Road Avenue/Wiggins Mill Pond Road. The Department currently has no plans for any upgrades to these streets. DART First State, a Division of DelDOT, provides daily regional bus service between Dover and Wilmington. Townsend residents can either drive to Odessa to catch the bus or drive to the park-and-ride in Middletown (at Bethesda United Methodist Church on Main Street) and take a free shuttle to the bus stop in Odessa. Paratransit service is available to eligible senior citizens and disabled people, also through DART. The Middletown Senior Center runs a bus into Townsend several times per day.

Townsend is responsible for sidewalks, snow removal, maintenance, and repairs of the other local streets as well as the subdivision streets in the newly annexed development. Snow removal is negotiated by bid through a private firm, to be plowed when the depth of snow reaches four inches. Street repairs are also completed through private firms on a bid basis. The town strives to do maintenance and repairs on one street per year. Townsend has been aggressively completing its sidewalk infrastructure with handicapped ramps over the last few years using Municipal Street Aid Funds. All new developments are required to have sidewalks. There is no street sweeping of municipal streets at this time.

Currently, residents go elsewhere for most employment, education, goods, and services. Most residents work either in Middletown (5 miles), Smyrna (5 miles), Dover (15 miles) or Wilmington (25 miles). Except for elementary school, Townsend children are bused to Middletown for Middle and High School. Most residents drive to Dover for shopping, and to Middletown, Glasgow, and Christiana Hospital for medical care, depending on the severity of the problem. According to the 2000 US Census, about 22.6% of working residents either carpool, walk, or use public transportation to commute to work. Approximately 7% of Townsend's households do not own a vehicle.

Critical Issues & Future Needs

Growth: Residents have expressed concern about increasing traffic volume and congestion as the area develops. Residents are also concerned about an aging infrastructure, trash in the streets, paving/repaving, street repairs, snow plowing, and other street maintenance issues as the town grows.

Highway capacity: Highway capacity could become a limiting factor for future growth. As Townsend and its immediate area continue to increase in population, the transportation system must be improved to accept a corresponding increase in traffic and to provide alternatives to vehicular trips.

Local street maintenance: General maintenance, repairs, and sweeping of local streets are likely to become big issues for the town as the annexed areas develop. The Town may need to consider structuring and supporting municipal services such as street maintenance and sweeping when expected development occurs. The Town should begin planning to provide these services, and estimate future funding needs and options.

Non-driving population: There are high numbers of children (26.9%), elderly (14.5%), and disabled residents (19.9%), as well as those households who have no vehicle (7.1%). Many of these people may be dependent on walking, biking, and transit for transportation. It is especially important that the town complete the sidewalk system and make sure that all new development is pedestrian-oriented (see Chapter 5: Community Character for more recommendations about pedestrian orientation). Elderly and disabled folks do have some access to paratransit through DART First State, but additional resources may be needed.

Truck traffic on residential streets: Townsend has a lot of trucks (especially grain and cement trucks) traveling on Main Street and Commerce Streets to access the commercial and industrial activities near the railroad track. This will become especially acute now that the grain facility at Mount Pleasant has closed, leaving the Townsend facility as the only one serving all of Southern New Castle County. Coordinating with DelDOT, Townsend should consider reserving right-of-way within the annexed but undeveloped parcels to the northeast and/or southeast to allow for future connector roads to SR 71. By so doing, trucks will be able to access the industrial areas of town without traveling through residential districts. Reserving this land expresses the town's commitment to this course of action. Note however, that current Delaware Code prohibits new at-grade railroad crossings (17 Del. C. §603). Therefore, if the Town or DelDOT wanted to develop additional roads crossing the tracks, grade separation would be required.

Commuter rail service: The state is currently in a multi-year study to determine the feasibility, cost, and preliminary planning to restore passenger rail service between New Castle County and Dover. Most likely, this service would parallel the existing freight service, therefore going through Townsend. It is possible that Townsend could become a rail stop on the way to Dover, although the area stop is more likely to be located in Middletown. The

phase of the study to determine ridership and location of stops should be completed by July of 2003. If the service is funded, even if not chosen as a stop, Townsend would likely see the construction of a second track through the center of town and a significant increase in the number of through trains.

Local street design, community character, and safety: In addition to interconnectivity between existing and new town streets and sidewalks, studies recommend that subdivision streets utilize T-intersections and small-block lengths (200 feet to 500 feet) to discourage speeding through neighborhoods. In addition, where blocks reach or exceed 500 feet in length and at the head of cul-de-sacs, pedestrian cut-throughs are recommended to enhance pedestrian access. The current Townsend Unified Development Ordinance (Article V Section 500 G. 4 and 5) requires blocks to be at least 800 feet in length and streets at intersections to be directly opposite one another, thus facilitating speeding on residential streets. These guidelines are part of DelDOT's Mobility Friendly Design Standards.

Circulation and Transportation Goals

A well functioning system of roads, streets, sidewalks, bike paths, and transit services is essential to serve present and future development of the town and the region.

- Provide a circulation system that furthers the logical and rational development of the town, promotes the safe and economical movement of goods and people, and supports non-vehicular as well as vehicular modes of transportation.
- Encourage the development of a balanced regional transportation system, including public transportation between Townsend and regional employment, education and shopping areas.

Transportation Recommendations

- Consider reserving right-of-way within the annexed but undeveloped parcels to the northeast and/or southeast to allow for future connector roads to SR 71. Work through WILMAPCO with DelDOT and the developers to reserve the most appropriate corridor and assure that no homes front onto this street.
- Coordinate with DelDOT regarding maintenance of state roads in the community. Begin planning to assume responsibility for routine street sweeping, repair and general maintenance of local and subdivision streets. As the town reaches its expected full development, establish a public works unit, and prepare a multi-year capital improvement budget/program. Estimate funding needs and investigate sources.
- Require all new development on the annexed parcels to have road and sidewalk systems that connect into each other and the existing city streets. Through interconnections, walking is maximized, thereby minimizing vehicular traffic through town. Some streets that should be extended might include Ginn, South, and Walnut Streets into the Dickinson Farm parcel, Jamie Lane through the large enclave and onto Wiggins Mill Road, Niles Street into Townsend Station, and Wilson or Gray Street from Chestnut Street into the prospective municipal parcel. Unfortunately, there are few opportunities for connection into the Carter Farm.

- Continue the sidewalk program until all town streets have sidewalks.
- Work with DeIDOT to get emergency access to SR1.
- Consider revising block lengths and intersection requirements for subdivision streets to discourage speeding. Have the town engineer review DeIDOT's Mobility Friendly Design Standards, and adopt any that are appropriate.
- Consider initiating a town owned and operated shuttle or van, to help the non-driving population get where it needs to go.

2-5: Community Character and Design

- *Retain and reinforce the identity of the town and its setting within its immediate regional area.*
- *Protect the town's social, cultural, and aesthetic amenities.*

Recent annexations and the emerging patterns of development in the M-O-T area have the potential to dramatically change the community's character. As Townsend plans for the future, it must address both the historic character of the community and the implications of expected growth and development. The town is committed to preserving the character and identity of the community through its dealings with developers of the recently annexed properties. The community's goals and planning policies, Municipal Comprehensive Plan, and its Ordinance will guide how the Town addresses those challenges.

Townsend is a historic town that for many years was a small, quiet community, focused on the railroad, and comfortable with its small-town, rural setting. It is a community of predominately single-family homes, 60 to 120 years old, arranged in a compact design, with some small commercial uses and public facilities. Except for some brick public service and commercial buildings (church, old and new firehouses, post office, interim town hall), the architecture tends toward wood-frame buildings clad in wood or wood-look siding. Homes tend to be either large Victorian homes on large lots, or smaller, frame, foursquare, or bungalows on small, narrow lots, with very small front yards. The historic core of town is characterized by a wide diversity of sizes and values. Gables, dormers, bay windows, and porches are common, although many porches have been walled to create additional interior rooms. Although many of the smaller homes are similar in style, over time, each has been personalized and changed so that no two look exactly alike. There are no highway-scale strip malls, large office buildings, or apartment complexes. The existing commercial buildings are all of a residential scale.

The historic core of town has a pedestrian orientation both functionally and visually which makes the town picturesque and both easy and safe for residents, including children, to get around. Streets are grid-like (so it is easy to figure out where you are) with relatively short blocks. The streets have sidewalks and in many areas are lined with large trees. Driveways are narrow (8 feet to 12 feet) with garages, when present, behind or to the rear of the house.

A major component of the town's character and community image is the town's significant historic district (see Map #8: Environmental & Historic Resources). While the earliest buildings date to around 1840, later homes include fine examples of Gothic Revival and Queen Anne-style buildings. The Townsend Historic District, encompassing most of the original town, was entered into the National Register for Historic Places in 1986. In addition, New Castle County has recognized a number of properties on Main Street just outside town with Historic Preservation zoning. One of these buildings is the Townsend Elementary School.

Another important element that contributes to the town's character is its natural resources. Although the historic core area does not really have any natural resources, forests, streams, wetlands, and agricultural lands have always surrounded the town. With the recent annexations, some of these resources are now within the town's boundaries and have the potential to provide significant enhancement to the town. Townsend recently updated its environmental regulations to provide greater protection for wetlands, floodplains, and water-resource-protection areas. These regulations will aid the town in reestablishing its boundaries as open space.

Critical Elements and Issues

Character & fit of new development: The primary concern expressed by residents seemed to be that new developments be part of and fit the character of the town, not just annexed suburbs as might have been developed in the county prior to the Unified Development Code. There is concern that the town's identity will be lost as new development occurs. Residents want to maintain the small-town feel of the community. Residents want new development, which is designed to reflect the character and small town atmosphere of Townsend. In essence new development should be integrated into the fabric of the existing Town.

Mixed uses: Commercial uses are encouraged in locations that meet local shopping needs, whether in the historic center of town or in new shopping areas, while minimizing adverse impacts on residential areas. Residents think that there is an absence of convenience stores. As a result, there is some concern on the part of residents about the sewer limitation on future commercial uses imposed by New Castle County. Designs should reflect the residential scale and character in both site layout and architectural detailing.

Design and controls: Other overarching issues included the adequacy and consistency of land controls over time, and underlying these issues was a consistent concern about the potential impacts of expected development of the areas recently annexed into town. This was coupled with a concern that future commissioners might not share the same vision as those in office now and/or might be less inclined to follow the current philosophy regarding the character of future growth. Residents want the town to control zoning in terms of design, including connectivity of streets and pathways to those of the town. Overall, however, future development in the community seemed to be generally supported.

Ensuring Good Community Design: Throughout the planning process the retention of Townsend's small-town character and local identity has been of primary importance to residents and town officials. Significant developments that could change that character are being planned inside the community. Particularly important are issues of connectivity to the existing street network, scale and design of the residential units, and overall layout of the developments so that they reflect a more traditional community pattern. It seems that the town generally has good relationships with the potential developers and this relationship should be strengthened by regular discussion throughout the development process.

Town Gateway: The eastern end of Main Street and the intersection with 71 and Pine Tree Corners Road is the gateway into town and is currently in need of some unification and aesthetics. Motorists driving through on 71 have little clue that a town is only a few feet away, and the image could be improved. Perhaps the town could initiate a gateway study through WILMAPCO, including the County, DelDOT and the landowners, to make some improvements to this critical area.

Trash Problems: There have been some complaints about trash and debris on both non-residential as well as residential properties scattered around the town. This is most acute within the historic core of the Town.

Historic Resources: The town has already lost several of its Historic Register homes since 1986. Older homes have special maintenance needs, and Townsend has a number of residents who may have difficulty providing adequate maintenance. The Townsend Elementary School will eventually have to be relocated to another, larger site. In addition to being historic, this building has provided a social and cultural focus to the town over the years.

Environmental: The town has preserved a number of parcels of land through the use of a "Preservation" zoning classification. The town should consider zoning appropriate parts of the newly annexed lands, including floodplains, wetlands and dedicated open space, as "Preservation to" protect environmental resources.

Environmental regulations: The regulations for water-resource-protection areas only allow up to 30% of the majority of the vacant developable land to have impervious cover (paving, buildings and other surfaces that prevent water from soaking into the soil). One method to improve the character of this development is to cluster the development of smaller lots onto a portion of the site (close to the existing town for interconnectivity and walkability), then preserve the remainder of the site as open space. An additional benefit of this approach would be the creation of a green belt of open space at the northern and southern edges of town. Lands to the north could connect to the county park and other protected lands to the north.

Street Trees: Street trees are now required in new development and redevelopment. This will greatly enhance the small-town feel of Townsend. However, the required street-tree species listed in the Townsend Unified Development Ordinance (Article V, Section 506 B.5.) include

several species notorious for being weak wooded (prone to breaking limbs), dropping fruits, and heaving sidewalks.

Maintaining a pedestrian orientation: One reason why new development so often looks different from older development is the switch from a pedestrian to a vehicular orientation. It is possible to create new pedestrian-oriented developments without sacrificing vehicular convenience. The presence of sidewalks and street trees is one aspect of pedestrian orientation. Other elements include small lot sizes, maintaining a residential building scale, placing garages to the rear of a home or property, residential driveways which are only one vehicle wide at the curb (9-ft. to 12-ft. maximum), shorter block lengths (200-ft. to 500-ft.), and pedestrian cut-throughs on cul-de-sacs and long blocks. Architectural detailing such as gables, dormers, porches, interesting entryways and windows also enhance the pedestrian scale and character of development. Finally, large parking lots and expanses of asphalt are very uncomfortable for pedestrians. The town can mitigate these by minimizing their size, placing them to the rear or side of buildings, screening them from the sidewalk with attractive walls, fences or landscaping, and providing landscaped pedestrian walks through parking lots where needed. These can be regulated through the Unified Development Ordinance.

Community Character Goals

Community Design and Preservation Goals

- Maintain the community's identity and small-town character in the design of new developments, through attention to scale, layout, connectivity and access, street and development naming, and location of community facilities.
- Set aside sufficient land for community facilities, recreational areas, and utilities to meet future needs.
- Retain and enhance structures and areas important for protecting and preserving the town's history and heritage.

Conservation Goal

- Preserve open spaces for recreation and resource protection through adequate controls over development in floodplains, water-recharge areas, and important natural habitats.

Community Character Recommendations:

- As appropriate, the Town should consult with the Office of State Planning Coordination regarding the community design initiatives being undertaken through the Livable Delaware program.
- Revise the Unified Development Ordinance to assure that pedestrian orientation is enhanced in new development (see Chapter 6: Redevelopment for additional suggestions).
- Revise the Ordinance to minimize the impact of parking lots through placement, screening, and landscaped pedestrian walkways.
- Initiate a gateway study of Main Street east of town to SR 71, through WILMAPCO, including the County, DelDOT, and the landowners to make some improvements to this critical area.

- Consider zoning appropriate portions of the newly annexed lands as “Preservation” to protect environmental and historic resources.
- Continue to work with the existing owners of non-residential properties to clean up trash and debris, especially those within residential districts. Carefully regulate the location and type of any proposed non-residential uses to prevent additional problems.
- Consider revising the Unified Development Ordinance to reduce the maximum residential driveway width from 30 feet to 12 feet or less and to require garages to be to the rear of homes, shorter block lengths (200-ft. to 500-ft.), and pedestrian cut-throughs on cul-de-sacs and long blocks, in order to more closely reflect the town’s pedestrian-oriented community character and reduce unnecessary pavement.
- Revise the Unified Development Ordinance to encourage architectural detailing such as gables, dormers, porches, interesting entryways and windows, to enhance the pedestrian scale and character of development.
- Determine how the town should respond in the event that the Townsend Elementary School is vacated. How might the property and building be best used to benefit the town, and by whom.
- Work with the New Castle County Cooperative Extension Service or the State Urban Forester at the Delaware Department of Agriculture to identify the most appropriate species for street trees.
- Consider revising the Ordinance to allow cluster-type development on newly developing lands in the water-resource-protection area to maximize land preserved as open space.
- Consider creating a historic overlay zone of the Historic Register District, with a Historic Review Board, to provide an additional layer of oversight for development and redevelopment in this area of historic structures.

2-6: Redevelopment

- *Protect the town’s social, cultural, and aesthetic amenities.*

With a few exceptions, the historic core of the community is in very good condition and does not raise redevelopment issues. However, the majority of the existing housing stock is 60 to 120 years old, and these buildings can have special maintenance needs.

Critical Issues & Future Needs

Vacant properties: Almost 10% (16 of 157 houses) of Townsend’s residential properties are in poor repair or have been severely damaged by fire or gross neglect. The Town recently passed an ordinance to require vacant properties to be secured for safety purposes and/or allow the town to secure them, make repairs, or demolish them as a last resort. In addition, the ordinance would allow the town to file a lien against the property in order to recover any costs to take the above actions. At some point in the future, the town may need a staff person who has the authority to enforce this and other building-related ordinances.

Older and historic homes: Older homes have special maintenance needs, and more than 80% of the existing homes are more than 40 years old. At the same time, these are the buildings that give the town its special character. Because they tend to be larger and more expensive to maintain, the town may receive some requests to convert some of these stately homes to other uses. It will be important to handle these on a case-by-case basis and to work with the State Office of Historic Preservation and the New Castle County Historic Preservation Planner in determining the fate of these buildings.

Maintenance of older homes: It is clear from the 2000 US Census data that Townsend has a significant number of residents who may have trouble properly maintaining their homes. These include households having no vehicle available (7.1%), elderly living alone (7.6%), single-parent households (6.9%), and residents with disabilities (19.9%). Older folks have less agility and money to effect needed maintenance and repairs, and those who can afford to pay a contractor are also most likely to be the targets of construction scams. Townsend may want to consider taking some low-cost steps to help residents keep their buildings and properties in good repair.

There are a number of housing programs administered by both the State and New Castle County that may help some town residents maintain their homes. The New Castle County Department of Community Services administers two county assistance programs and one state assistance program. The Senior Minor House Repair Program provides grants up to \$5000 for minor house repairs for those at least 60 years old with a household income less than \$38,100 (one person) or \$43,500 (two people). The Emergency Repair Program provides grants up to \$5000 to repair heaters, electrical systems, and roofs for any homeowner with a household income less than \$38,100 (one person) or \$43,500 (two people). The county administers the Housing Rehabilitation Loan Program for the Delaware State Housing Authority. It provides a 3% loan either as a conventional loan with regular repayment schedule, or as a deferred loan registered as a lien on the property to be satisfied at the time of resale. Owners of buildings contributing to the Townsend National Register Historic District are eligible for state and federal tax credits for rehabilitating their homes or businesses. Applications and information for both are available through the State Historic Preservation Office. Finally, there are some non-profit agencies that provide a wide range of housing assistance and counseling programs, including Interfaith Housing Delaware Inc., and Community Housing Inc.

Rental housing: Townsend has a high proportion (30%) of rental housing. Studies have shown through the years that these dwelling units tend to not be as well maintained as owner-occupied units. The residents have no financial incentive to take care of the property, and the owner doesn't have to put up with the situation. Some jurisdictions have instituted a building code/standards for rental housing to help improve the maintenance of these properties.

Redevelopment of existing commercial properties in the historic core area: Although not an issue today, if at some point somebody wants to redevelop a commercial property within the

core area, it may be expected to meet the same Ordinance requirements as a new commercial development. The town should be aware that the current requirements for parking, bufferyards, off-street loading, landscaping, riparian buffers, and stormwater management would be difficult if not impossible to meet within this district. Vacant commercial properties in the heart of town would have a very detrimental effect on the character of the community. The town may want to revise the Ordinance language to allow for exceptions, or be prepared to grant variances for property redevelopment in this important area.

Redevelopment Recommendations

- Consider providing some maintenance support to owners of older homes such as:
- Start a library of information on the repair and upkeep of older homes and products.
- Publicly recognize well-maintained and newly fixed-up properties.
- Maintain a list of approved contractors.
- Start a warehouse of donated and recycled building parts for older homes (windows, doors, hardware, paint), solicit donations from local contractors and others. (The City of New Castle has initiated this type of activity and may be a good resource.)
- Investigate low or no cost loans for repairs to historic homes or for elderly, disabled, or low-income homeowners. Advertise that these resources are available and bring in the providers for a workshop.
- Publish and distribute a brochure to all homeowners explaining the Ordinance requirements for maintenance and listing resources for help.
- Ask the churches, Boy Scouts, or other community groups to provide maintenance assistance to residents in need.
- Sponsor occasional informational workshops for residents to acquaint them with the various state, county and non-profit agency programs and services available to residents to assist with maintaining and rehabilitating their homes and businesses.
- Consider requests for reuse of older homes on a case-by-case basis working with the State Office of Historic Preservation and the New Castle County Historic Preservation Planner. It will be important for all parking areas to be to the rear of buildings and screened from the street with fences, walls, or landscaping that is in keeping with the style of the structure.
- Consider revising the Ordinance language to allow for exceptions for redevelopment of commercial property in the historic core area.
- Adopt a building code or standards to apply to rental housing.

2-7: Development of Adjacent Lands

- *Coordinate the development of the town with growth of the surrounding areas and with the plans of New Castle County and the State.*

Middletown, New Castle County and the State have all designated the area surrounding Townsend for preservation or rural land uses, and have enacted policies to control development in this area (see Map #9: Surrounding Lands). Townsend, too, would like to see

these lands remain in agriculture and does not intend to annex or provide town services to these parcels. There are a number of properties just outside the town to the north and west that are enrolled in the State Department of Agriculture's Agricultural Land Preservation Program. In addition, New Castle County has preserved land on the northern border of the town for Wiggins Mill Pond Park. The remainder of the surrounding lands in the county are now designated as SR (suburban reserve), a low-density residential classification which requires minimum lot sizes of five acres or more. These restrictions will minimize the potential for incompatible development in these areas.

Critical Issues and Preferences

The town recognizes and appreciates New Castle County's efforts to preserve the lands surrounding the town, and, ideally, all remaining county lands surrounding the town would remain in agriculture or open space indefinitely. Any opportunity by the State or County to incorporate these lands into a farmland-preservation program or open-space program would be most welcome to the residents of Townsend.

Residents feelings/concerns about development outside the community: Development of areas adjacent to the town was an issue raised during the town meetings, with most concerns directed at possible suburban developments on agricultural lands, as might have occurred prior to the New Castle County UDC. Even though changes have been made to County zoning and subdivision regulations, Townsend residents are still concerned about the adequacy of development control by the County.

Residents expressed concerns about traffic, access, noise, dust, and general overloading of the highway system if these lands develop. Additionally, maintaining farmland and managing development on the west side of town were seen as important issues that have the potential to change the character of the area. Residents are concerned that the farmland, which helps to define the westerly border of town, will be lost to development. Residents are very concerned about maintaining their small-town character/community identity in the face of regional development.

Agricultural Preservation Goal

- Support County and State efforts to protect farmland surrounding the town, in order to help define the community and maintain the viability of agriculture.

Development of Adjacent Lands Recommendations

- Work with the State Department of Agriculture and New Castle County to help preserve the remaining farmlands adjacent to the town, especially along the northern and western borders.

CHAPTER 3. IMPLEMENTATION

3-1: Summary of Recommendations & Actions

Townsend has some serious challenges ahead as it grows from a town of 350 to a town of 2800. Just as a home-remodeling project can severely strain a marriage, so major development can severely strain a community. How successfully Townsend is able to meet the coming challenges as it grows will depend in large part on the steps it begins to take today to ease the transformation. To help the town put its best foot forward, all of the recommendations outlined in this plan are listed below, sorted by short-term, mid-term and long-term actions.

Short-Term Activities (from adoption through the first two years of the plan)

- Adopt this Municipal Comprehensive Plan to replace the 1974 Comprehensive Plan.
- Continue to work to secure a permanent town hall, close to the geographic center of town.
- Develop a systematic process for annexations to conform to State law, and the New Castle County sewer agreement, and include systematic notification of the County.
- The town should update its Charter with a current description of the town's boundaries.
- Work with the Office of State Planning Coordination to determine the appropriate state strategy for the annexed lands and amend the State Investment Strategies Map to reflect the approved Townsend Comprehensive Development Plan.
- Coordinate with DNREC regarding Best Management Practices (BMPs) that could be used to reduce pollutants into the Appoquinimink River and Blackbird Creek.
- As appropriate, the Town should consult with the Office of State Planning Coordination regarding the community design initiatives being undertaken through the Livable Delaware program.
- Revise the Unified Development Ordinance to:
 - Consider creating a zoning classification to allow adult living/age restricted townhouses and duplexes for active adult use.
 - Consider allowing cluster-type development on newly developing lands, especially in the water-resource-protection area, to maximize land preserved as open space.
- Revise block lengths (maximum 200 feet to 500 feet), require pedestrian cut-throughs on cul-de-sacs and long blocks, and update intersection requirements for subdivision streets to discourage speeding.
- Reduce the maximum residential driveway width from 30 feet to 12 feet or less, and require garages to be to the rear of homes, in order to more closely reflect the town's pedestrian-oriented community character and reduce unnecessary pavement.
- Revise the Unified Development Ordinance to limit building height and width to a residential scale, and encourage architectural detailing such as gables, dormers, porches, interesting entryways and windows to enhance the pedestrian scale (no blank walls along sidewalks) and character of development.
- Revise the Ordinance to minimize the impact of parking lots through placement, screening, and landscaped pedestrian walkways.

- Update the Ordinance regarding Preservation Zones to allow community facilities such as a town hall, community center, or library.
- Adopt a building code or standards to apply to rental housing.
- Revise the Zoning Map to:
 - Zone some appropriate lands near existing services for adult living/age restricted townhouses and duplexes for active adult use.
 - Zone appropriate portions of the newly annexed lands as “Preservation” to protect environmental resources.
- Consider creating a historic overlay zone of the Historic Register District, with a historic review board to provide an additional layer of oversight.
- Require homes nearest the center of town to be built first.
- Encourage childcare providers to locate within Townsend.
- Encourage professional health care services to locate within the town.
- Work with WILMAPCO and DelDOT and the developers to reserve right-of-way within the annexed but undeveloped parcels to the northeast and/or southeast to allow for future connector roads to SR 71. Make sure no homes front onto any connector streets.
- If the 11.5-acre parcel at Townsend Village is conveyed to the town for the new town hall, develop the remainder of the land as a local park. Get pedestrian access near the southeast corner of the parcel.
- Require all new development on the annexed parcels to have road and sidewalk systems that connect into each other and the existing city streets. Streets that should be extended include Ginn, South, and Walnut Streets into the Dickinson Farm parcel, Jamie Lane through the large enclave and onto Wiggins Mill Road, Niles Street into Townsend Station, and Wilson or Gray Street from Chestnut Street into the prospective municipal parcel.
- Continue the sidewalk program until all town streets have sidewalks.
- Continue to work with the existing owners of non-residential properties to clean up trash and debris, especially those within residential districts. Carefully regulate the location and type of any proposed non-residential uses to prevent additional problems.
- Work with the New Castle County Cooperative Extension Service or the State Urban Forester at the Delaware Department of Agriculture to identify the best species for street trees.
- When new stormwater management regulations become available, adopt those elements that are compatible with Townsend’s small town character.
- Sponsor occasional informational workshops for residents to acquaint them with the various state, county and non-profit agency programs and services available to residents to assist with maintaining and rehabilitating their homes and businesses.
- Contact Mike Angelo at DelDOT regarding provision of emergency access to SR 1 near Pine Tree Corners.

Mid-Term Activities (3 to 5 years from adoption)

- Facilitate the annexation of smaller properties as a group, coordinate the paperwork, and usher it through the State and County approval process.

- Periodically meet with the County to review issues regarding development of adjacent lands and annexation, including but not limited to sewer flows, land-use compatibility, and environmental requirements.
- Continue to provide money and assistance to the Townsend Volunteer Fire Company to grow in order to meet the needs of a growing Townsend. Consider providing money through the taxation of new dwellings to support the acquisition and staffing of another ambulance as needed.
- Have the town engineer review the town for stormwater management issues, especially those related to industrial land uses and street upgrades. Identify and preserve appropriate land for stormwater management facilities in anticipation of the need. Explore possible funding sources and partnerships in order to retrofit the existing industrial sites to reduce stormwater and pollution runoff.
- Review current lands zoned “Preservation” and the newly annexed lands for potential local park sites, including the Townsend Village open space, the Dickerson Farm open space and floodplain.
- Study maintenance and liability issues, arrangements, and costs for potential new local parks.
- Locate future parks to be accessible to all the town’s residents and linked to other parks to provide corridors for recreation and wildlife. Include both active and passive recreation, and preserve the town’s natural and aesthetic resources.
- Work with developers and the school district to reserve an alternative site for a new larger school within the town’s boundaries, close enough that local children can walk, yet convenient for school bus access.
- Coordinate with DelDOT regarding maintenance of state roads in the community. Begin planning to assume responsibility for routine street sweeping, repair and general maintenance of local and subdivision streets. Estimate funding needs and investigate sources.
- Begin estimating the overall costs and timing of development in order to provide regulatory oversight of new development, and provision of maintenance and town services and facilities, both new and expanded. Develop a budget and explore possible funding sources.
- Provide some maintenance support to owners of older homes such as:
- Start a library of information on the repair and upkeep of older homes and products.
- Publicly recognize well-maintained and newly fixed-up properties.
- Maintain a list of approved contractors.
- Start a warehouse of donated and recycled building parts for older homes, solicit donations from local contractors and others.
- Investigate low or no cost loans for repairs to historic homes or for elderly, disabled, or low-income homeowners. Advertise that these resources are available and bring in the providers for a workshop.
- Publish and distribute a brochure to all homeowners explaining the Ordinance requirements for maintenance and listing resources for help.
- Ask the churches, Boy Scouts, or other community groups to provide maintenance assistance to residents in need.

- Review requests for reuse of older homes on a case-by-case basis working with the State Office of Historic Preservation and the New Castle County Historic Preservation Planner. It will be important for all parking areas to be to the rear of buildings and screened from the street with fences, walls, or landscaping that is in keeping with the style of the structure.
- Revise the Ordinance language to allow exceptions for redevelopment of commercial property in the historic core area.
- The town should enter into discussions with New Castle County Police and the Delaware State Police regarding future police protection services, timed to reflect the expected pace of new development. These services will need to be included in the town's budgeting and financial planning process so that adequate revenues are available to ensure full service.

Long-Term Activities (6 to 10 years)

- As the town's population grows, establish a Zoning Committee separate from the Town Commission, making sure that the appointees represent all segments of the community.
- Begin to add to the town's governance capacity as the community moves from a town of about 350 to a town of 2800 persons.
- Determine how the town should respond in the event that the current Townsend Elementary School is vacated.
- Initiate a town-owned-and-operated shuttle or van to help the non-driving population get where it needs to go.
- As the town reaches its expected full development, establish a public-works unit, and prepare a multi-year capital improvement budget/program.
- Enter into discussions with New Castle County to assume responsibility for the New Castle County Townsend Park.
- Work with New Castle County, Middletown, Delaware Greenways, DNREC, and others to establish a greenway/bikeway between Noxontown Pond and Wiggins Mill Pond. Plan for a connection into Townsend proper.
- Work with the State Department of Agriculture and New Castle County to help preserve the remaining farmlands adjacent to the town, especially along the northern and western borders.
- Work with the state and county to provide for adequate primary health care and emergency facilities to serve the M-O-T region.
- Initiate a gateway study of Main Street east of town to SR 71, through WILMAPCO, including the County, DelDOT, and the landowners to make some improvements to this critical area.

Annexation Recommendations

- Four large parcels along Rail Road Avenue/Wiggins Mill Road and a few smaller adjacent parcels that constitute an enclave.
- The small enclave near the southwest boundary of town within the industrial park.
- Residential parcels near the South and Commerce Streets intersection, and along the southwestern border of town, that are bisected by the current municipal boundary.

- Several residential parcels just south of the town near the intersection of South and Commerce Streets that are already functionally a part of the town. No zoning or use changes would be considered to these parcels.
- Remaining parcels along both sides of Main Street east of the town boundary including the property of the Townsend Elementary School, out to the Main Street/Route 71 intersection.
- The two vacant lots on Main Street at the west end of town.
- One lot on SR 71, which is currently an out-parcel.

3-2: Coordination

This Comprehensive Development Plan was developed using data from New Castle County and the Office of State Planning Coordination, as well as sources from the Institute for Public Administration. The Interim Planning Background Report, on which much of the strategy is based, was submitted to the State and the County for review to insure that information was correct and obtain their input. Annexation history information was received from New Castle County and the town's engineer was involved in the planning effort to ensure that utility information was correct and consistent with the town's agreement with the county for sewer service. Final copies of the Interim Planning Background Report were sent to New Castle County, Middletown, Odessa, and the Appoquinimink School District.

This document, the Municipal Comprehensive Plan was submitted in final draft form to the Office of State Planning Coordination and to the county for review as required under the state's Land Use Planning Act.

Appendix A: Policies

As part of the town meeting held on February 19, 2002, the 1974 policies for the town were reviewed and discussed within the context of current conditions and expected future growth. Below is the revised set of policies. These planning policies serve as guidelines for the future development of Townsend and its surrounding area.

Land-Use Planning and Regulation

Municipal Comprehensive Plan, Codes and Ordinances

- It should be the policy of the Zoning Committee and the Town Council to annually review the Municipal Comprehensive Plan and to alter and update the Strategy as changing circumstances warrant.
- All existing codes and ordinances concerning community development such as the zoning ordinance, subdivision regulations, and building codes should be periodically reviewed and updated in order to remain current. Ordinances concerning public protection such as sanitary codes, housing codes, electrical codes, etc., should also be periodically reviewed and updated.

Land Use

Each land use has general space and location requirements. These land-use policies are intended to ensure that 1) future residential, commercial, and industrial uses are in the most desirable locations and 2) suitable areas for community facilities and recreational purposes are retained.

Residential Land-Use Planning Policies

Residential development is the predominant existing and expected private land use in Townsend. The following land-use policies are recommended in determining the type of residential density and character of future development most suitable for the town.

- Maintain or raise residential values by preventing the introduction of incompatible uses, by requiring good design and construction standards in new residential development, and by preserving, protecting, and enhancing natural resources wherever possible.
- Assure that all residential areas have sufficient space, privacy, and convenience to meet accepted standards of community health, safety, and welfare.
- Create an orderly pattern of community growth by encouraging new development in areas readily serviced by utilities and roadways. Conversely, discourage new development in areas where construction and service costs would be at a maximum.
- Eliminate and prevent conditions that contribute to the creation or perpetuation of blighted conditions.
- Protect residential areas from smoke, noise, air pollution, and other nuisances.

Commercial Land-Use Planning Policies

The growing population of Townsend and the M-O-T Planning District will require an increasing amount and variety of business development to serve it. Future business development will play an important role in the community's economy. To the degree that it is possible for residents to find the goods and services they desire in Townsend, they will have the added convenience in their daily lives and at the same time benefit by the increased tax base produced by business development. To the extent that residents can walk to these businesses, they will also reduce the strain on the roadway system and contribute towards improved air quality.

As the town and the areas contiguous to it grow, many proposals for various types of commercial development will be received. Therefore, it is important for the community to agree on the types of business development it is going to seek or encourage and the most logical places to locate these businesses, in the interest of serving the area best and most conveniently.

- Base the amount and location of land planned for commercial development on anticipated shopping needs of the residents of the town and adjacent areas and the probable amount of new business development required to serve these needs.
- Limit the number of separate business locations to established and planned groupings to protect established and future residential areas.
- Locate business areas on streets capable, or potentially capable, of handling anticipated traffic flow to the commercial sites.
- Locate commercial sites so as to have convenient and easy access to customers, employees, and suppliers.
- Require adequate space for off-street parking and loading in conjunction with commercial development and require that all parking and loading areas be fully improved with adequate paved surfacing, proper drainage and sufficient evening illumination.
- Separate, to the extent possible, pedestrian and vehicular traffic in commercial developments to promote safety and enhance attractiveness.

Industrial Land-Use Planning Policies

Employment, either local or nearby, is the basis for a community's growth. Townsend is fortunate in that it contains tracts of vacant land (south and southwest sections of the town) that are suitable for industrial development and have relatively easy access to major transportation routes. If properly developed for industry, these areas will not only help bolster the economy of the town but that of adjacent areas. So that the industrial areas will be developed in the best interest of Townsend, the following policies are recommended.

- Set aside sufficient suitable land to meet the desires and needs of the various types of industry that may wish to locate in the community.
- Give primary consideration to the selection of the types of industry that will best provide additional tax base for the town.

- Locate industrial sites so that they are easily accessible to roadways having capacity sufficient to serve the worker traffic. These should not be located within residential areas, or where traffic must pass through solely residential streets to gain access to or egress from the industry.
- Consider, in the location of any industry, its effect on the natural environment.
- Protect proposed industrial areas through zoning and other appropriate means from encroachment by other land uses during the period of time before these industrial sites are used.
- Control undesirable influences of industry, such as smoke, odor, and noise to prevent hazards to public health and safety by such means as performance standards.
- Develop industrial sites to good modern standards with adequate sites allowing for future expansion of buildings, adequate off-street parking and loading facilities, proper setbacks and use of landscaped buffer areas where adjacent to other uses; and attractive design so that these are a credit to the community.

Utilities

- Develop appropriate utilities in cooperation with New Castle County, Conectiv, Artesian Water Company, and other providers in order to reduce costs to and encourage orderly development in and adjacent to Townsend.
- Prohibit new residential, commercial, or industrial development that is not adequately provided with utility systems appropriate to the type and intensity of development.

Community Facilities

The town government, through its planning activities, has a responsibility to consider the general type and location of such community facilities as may be needed to accompany the growth of residential, commercial and industrial areas. To assure that adequate services and facilities will be provided the citizens of Townsend, the following policies concerning community facilities are recommended.

In addition to the adoption of this Municipal Comprehensive Plan, which replaces the 1974 Comprehensive Plan and meets new state planning requirements, the town needs to address future requirements for public safety, street maintenance, and other services that expected growth necessitates. These needs include building town governance capacity as the community moves from a town of about 350 to a town whose build-out population might easily exceed 2800 persons. Some local needs can be met through homeowners or neighborhood associations, and the basic service needs (water and sewer, especially) can continue to be met by other jurisdictions or private providers.

Open Space and Recreation

- Provide sufficient land for open space and recreation for all age groups at locations accessible from concentrations of residential development and to all residents of the town. Through a program of continued cooperation between the town government and the school

district, encourage multiple-use of school recreational areas for other public and private recreational programs.

- Assure the development of neighborhood playgrounds by requiring donations of land from developers of new residential subdivisions.
- Cooperate with area municipalities, the county, state agencies, and quasi-public groups in acquiring and developing recreational areas on a regional basis.

Education

- Assure the reservation of land for the future expansion of existing schools and location of new schools and cooperate with district officials in their expansion programs for the area's schools.

Circulation and Transportation Planning

Vehicular Circulation

- Encourage the design of a functional hierarchy of street systems to serve traffic needs as defined by location, traffic volume, and circulation function.
- Provide safe and convenient access to shopping, employment, and recreational and cultural activities.
- Design the circulation system to keep industrial or commercial traffic off of residential streets.
- Preserve the integrity of existing neighborhoods in selecting the rights-of-way for new street construction.
- Establish a priority of street improvements, such as adequate sidewalks, curbs, and street paving to eliminate existing hazardous traffic areas and traffic congestion, and program street widenings and relocations.
- Cooperate with State and regional transportation agencies to ensure continued maintenance and improvement of existing major streets to handle increased traffic.

Pedestrian and Bicycle Circulation

- Protect generators of pedestrian traffic, such as schools and playgrounds, from through vehicular traffic.
- Require sidewalks along all streets.
- Consider, in addition to street sidewalks, a system of pedestrian and bicycle paths. Such a system need not follow roadways but should meander through the town connecting parks, public buildings, and business areas to parking lots and residential areas.

Public Transportation

- Cooperate with state and regional transportation agencies to study alternatives for providing adequate public transportation to and from Townsend and to provide transit facilities for movement within the Town so that, when the need arises, an adequate system can be provided.

Historic Preservation and Conservation Planning

A tremendous investment exists in homes, schools, commercial and industrial enterprises, highways, and countless other private and public facilities within the town. These investments need to be protected. It is also important to protect the community's natural environment. The land itself, as well as the resources it contains, should be conserved and thoughtfully used.

Historic-Preservation Policy

- Implement an effective program of historic preservation with the joint participation of individual citizens, interested voluntary organizations, and the town government.

Conservation Policies

- Conserve, to the extent possible, open space along stream beds, areas of steep slope, and similar areas that may be unsuited to normal development by including such areas in parks or wildlife reserves;
- Protect areas of natural amenity through use of flood-plain controls, restrictive design and performance standards within the zoning ordinance, and erosion controls within the land subdivision regulations;
- Plan future growth and development, wherever possible, to enhance rather than depreciate natural amenities, such as streambeds and wooded areas; and
- Protect ground and surface-water resources through zoning and design standards that reduce impervious surfaces and minimize pollution.

Appendix B: Townsend Estimated Buildout Calculations

Residential Buildout Capacity

	Acres	Homes Today	Vacant Residential Acres*	Vacant Recorded lots
Original Town	111	157	8*	10*
Industrial Parks (south & west)	6.5	x	x	x
Townsend Station	35	5	x	85
Townsend Village	119	x	x	242
Dickinson Farm Commercial	25*	x	x	x
Dickinson Farm Residential	195*	x	195*	x
Carter Farm	96	x	96	x
Logical Annexations**	42*	34 (+/- 6)***	15*	2
TOTAL	629*	196 (+/-6)	314*	339

x =none currently exist

Estimates only

** See Chapter 3: Future Land Use and Annexations for additional information

*** Approximately 6 lots appear to straddle the Town/County line and may already be included as homes in the Original Town.

From 314 available acres	Developable lands reserved for other uses
31	10% minimum open space requirement
13-19	4%-6% wetlands & floodplains
0-35	Elementary school site
0-12	Connector road right-of-way
31-38	10%-12% Stormwater management
13	New Castle County Sewer easement
88-148	Total Estimated Deductions

226 to 166 acres available

Approximately 50% of acres are in the WRPA at 3 du/acre

Approximately 50% of acres are unrestricted at 3.15 du/acre

High estimate (226 available acres)

113 acres at 3 du/acre =339 units

113 acres at 3.15 du/acre =356

Total possible units =695

Low Estimate

83 acres at 3 du/acre =249 units

83 units at 3.15 du/acre =261

Total possible units =510

Times average Household size (2.62)

Total additional population 1336 to 1821

Sewer for 800 additional units, less Townsend Village at 242 units = capacity for 558 additional units without sewer investment. The high estimate exceeds the sewer limit by 137 units. This calculation does not include 34 to 40 existing dwelling units that the town may want to annex, which may or may not already be on sewer.

Maximum estimated population and dwelling units with sewer investment

	Units	People at 2.62/du
Original town	157	350*
Town infill lots	10	26
Recorded units	334	875
Annexed units & lots	34/40 & 2	94
Possible new units (high)	695	1821
Total	1232	3166

*US Census 2000

Maximum estimated population and dwelling units without sewer investment

	Units	People at 2.62/du
Original town	157	350*
Town infill lots	10	26
Recorded units	334	875
Annexed units & lots	34/40 & 2	94
Possible new units (high)	558	1462
Total	1095	2807

*US Census 2000

Minimum estimated population and dwelling units

	Units	People at 2.62/du
Original town	157	350*
Town infill lots	10	26
Recorded units	334	875
Annexed units & lots	34/40 & 2	94
Possible new units (high)	510	1336
Total	1047	2681

*US Census 2000

Appendix C: Maps

- Map 1. Regional Site Map
- Map 2. Existing Land Use
- Map 3. Existing Zoning 2002
- Map 4. Roads and Boundaries
- Map 5. Aerial View
- Map 6. State Investment Strategies
- Map 7. Future Land Use
- Map 8. Environmental & Historic Resources
- Map 9. Adjacent Areas
- Map 10. History of Annexations