2010 Update to the 2003 *Town of* Townsend Comprehensive Plan

June 2010

Institute for Public Administration
College of Education & Public Policy
University of Delaware

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2010 Update to the 2003

Town of

Townsend

Comprehensive Plan

June 2010

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TOWN, COUNTY, AND STATE OFFICIALS

Town of Townsend

Mayor and Council	David B. Raughley, Mayor John Hanlin II, Council Member Karen Jennings, Council Member John Ness, Council Member Sandra Sturgis, Council Member
Town Solicitor	Fred Townsend, III
Town Engineer	Tom Wilkes Remington, Vernick, and Beach Engineers
Town Staff	Cathy Beaver, Town Secretary Azure Wright, Town Clerk and Financial Officer

New Castle County

County Executive	Christopher Coons
County Council	Paul Clark, Council President William Powers, Councilman, 6th District
Department of Land Use	Dave Culver, General Manager

State of Delaware

Governor	Jack Markell
Senate	Bruce C. Ennis, Senator, 14th District
House of Representatives	S. Quinton Johnson, Representative, 8th District
Office of State Planning Coordination	Constance S. Holland, AICP, Director

INSTITUTE FOR PUBLIC ADMINISTRATION

This plan was prepared by the Institute for Public Administration (IPA), a unit within the College of 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 Lewis is the Director of the Institute.

Edward O'Donnell managed IPA's role in preparing this document. He coordinated the efforts of IPA's staff and graduate students, and together they served as IPA's liaisons with Townsend's Town Council and residents. Nicole Minni is the GIS Specialist for IPA and she assembled the digital data and information used to develop the maps in this plan.

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Plans developed by IPA are a total team effort, utilizing the individual skills of many of the staff and students working with IPA's Planning Services Group. In addition to the IPA staff and graduate students listed above, thanks also goes to Herb Inden of the Delaware Office of State Planning Coordination for his assistance in guiding the development of this plan.

A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR TOWNSEND, DELAWARE
JUNE 2010

INTRODUCTION

This comprehensive development plan update is intended to serve as a document for the future development of the Town of Townsend. When adopted by the Town Council, it will be given official recognition as a guide for future planning efforts of the community and its representatives. The legal means for the implementation of the goals and objectives of this plan are included in zoning codes and other municipal codes and ordinances. This plan is a flexible document, and the updating or revision of planning goals and objectives is essential to keep the planning program responsive to the changing needs of the community.

The public's understanding of the role and contribution to the efforts of the Town Council are needed to keep the community's best interests aligned with the town's growth and development plans for the future. Community interest and cooperative commitment to practical planning and the timely implementation of the goals and objectives of comprehensive-development planning will contribute to a higher quality of life in Townsend.

The plan is also an informational document for the public. Citizens, business people, and government officials can turn to the plan to learn more about Townsend and its policies for future land use decisions. Potential new residents can use the document as an informational resource about the town, including its characteristics and facilities, to help them make decisions about moving to Townsend. This document contains the most current information on population, housing, land use, transportation and the environment, which may be of interest to land developers, economic-development professionals, and financiers.

Finally, the Town of Townsend comprehensive plan update is a legal document. The Delaware Code specifies that ". . . any incorporated municipality under this chapter shall prepare a comprehensive plan for the city or town or portions thereof as the commission deems appropriate." The code further specifies, "after a comprehensive plan or portion thereof has been adopted by the municipality in accordance with this chapter, the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan." (§ 702, Title 22, Delaware Code)

Chapter 1. Background

1-1. The Authority to Plan

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 2,000 or fewer.

The municipal comprehensive plan for small communities (such as Townsend) with fewer than 2,000 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." (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

In addition, the town's comprehensive-planning process must demonstrate coordination with other municipalities, the county, and the state during plan preparation. It represents the best judgments of the municipality and is written to promote the health, safety, and general public welfare of all residents. The plan is the basis for the development of zoning regulations, and once the plan is adopted "the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan" (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.

In the summer of 2007, Townsend Mayor David Raughley contacted the Institute for Public Administration (IPA) regarding future growth and redevelopment of the town and requested that IPA facilitate the development of the town's comprehensive plan update. The proposed revision is needed to help guide future growth and redevelopment and maintain compliance with Delaware's municipal planning, zoning, and annexation requirements. The town's first Comprehensive Plan was adopted and certified by the state in February 2003, amended in August 2003, and amended again in September 2005, with the assistance of IPA. This 2010 comprehensive plan update will function as a stand-alone document that combines the previous planning work with new planning elements, replacing the 2003 Plan as the primary planning document for Townsend.

IPA was contracted to assist the town in this update effort and facilitated its development by providing planning assistance to town officials, encouraging the participation of citizens and property owners in the planning process, and assisting in the review and refinement of plan policies, plan components, and

planning maps for the town. This work was preliminary to preparing a new municipal comprehensive development plan that would meet the requirements of state law.

1-2. A Brief Overview of the Community

1-2a. Location

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. Figure 1 shows the location of the town relative to several other towns in New Castle County. The town is located about 34 miles southwest of Wilmington, 24 miles south of Newark, and 23 miles northwest of Dover.

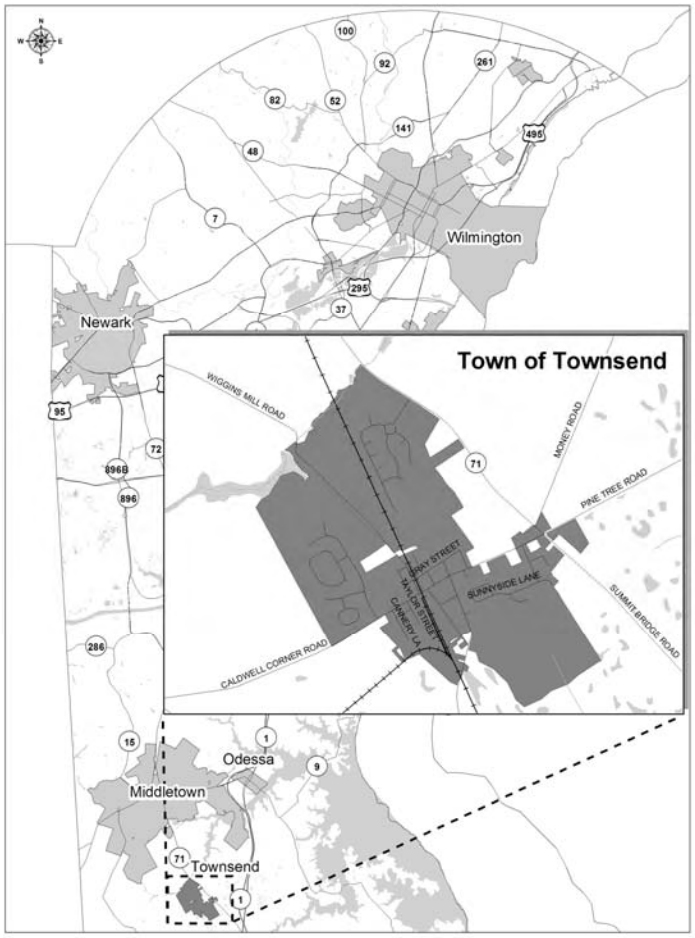


Figure 1: Location of Townsend Within Northern Delaware

1-2b. History of the Town

Before 1850, the area within the present boundaries of the town was occupied by a small African-American community 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. In 1856 the town became a stop along the new Delaware Railroad, bringing Townsend new prosperity. During the latter half of the 19th century, large quantities of agricultural produce were shipped from Townsend, especially peaches, grain, and lumber. The town served as a shipping point and a marketplace 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, the railroad and agriculture are still important in shaping the character of Townsend. Today, it remains a small residential town of about 1,100 people.

Recently, the M-O-T region has experienced 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 Unified Development Code limits the intensity of new residential uses in the immediate vicinity of the town. Through a series of recent annexations, Townsend has significantly increased the area of the town by about 6 times, from its original size of 111 acres to 640 acres.

1-2c. Historic and Cultural Resources

Townsend exemplifies the characteristics of many of the small towns in Delaware. It comprises predominantly single-family homes in a small-town, rural setting. The center of town is a relatively dense, walkable area centered on the crossing of Wiggins Mill Road and Main Street (or Caldwell Corner Road). The historic core is characterized by a wide variety of house sizes and styles, from Victorian homes to bungalows. In addition, the historic core is picturesque and walkable, with short blocks, sidewalks, and tree-lined streets. The Townsend Historic District was entered into the National Register for Historic Places in 1986.

1-3. Public Participation Process

The deliberations resulting in Townsend's comprehensive plan update were conducted in open, public meetings that began in fall 2007 and were publicized according to the Freedom of Information Act guidelines (FOIA, 5 U.S.C 553). Public participation in the planning process was explicitly sought through a public workshop held in January 2008 at the Townsend Fire Station. Copies of the draft plan were available for public review at the town's office and the library. Opportunity for public comment and input about the plan was also encouraged at meetings of the Town Council on September 11, 2007, November 13, 2007, and February 3, 2010.

Additionally, southern New Castle County regional master plan meetings were held on March 13, 2008, May 16, 2008, December 19, 2008, October 6, 2009, November 2, 2009, and January 22, 2010, to enhance intergovernmental coordination. Additional coordination meetings were held with both New Castle County and the Office of State Planning Coordination on January 27, 2009, and October 29, 2009.

It is important to note that the completion of the Townsend comprehensive plan update was prolonged in order to fully integrate and coordinate it with the southern New Castle County regional master plan. This effort, initiated in September of 2006 and driven by a formal Memorandum of Agreement (MOA), involves state agencies, school districts, New Castle County, Middletown, Odessa, Smyrna, and

Townsend. The master plan study area was divided into five sub-areas, with Townsend being in the first sub-area to be studied. For additional details concerning the master-planning effort, see Chapter 3, Coordination and Implementation.

1-4. Town Goals

The following goals are meant to provide general guidance for Townsend's planning activities and were developed by referencing the town's previous plans and through discussions with town officials and residents. Through a process of review and public meetings, the town adopted goals and policies to replace those contained in the 2003 plan. A town meeting was held on September 11, 2007, 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 provided below are what Townsend officials and citizens seek to accomplish through the implementation of this plan.

- Retain and reinforce the identity of the town and its setting within its immediate regional area.
- Preserve and enhance the town's social, cultural, aesthetic, and environmental amenities.
- Manage future land uses and transportation systems to adequately address patterns of circulation in the town for the convenience and well-being of its residents, workers, and visitors.
- Coordinate the development of the town with that of the surrounding areas and with the plans of New Castle County and the state of Delaware.
- Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.
- Coordinate, manage, and create future land uses in the commercial and/or industrial sectors to attract businesses and create new jobs.

These overall town goals are discussed in further detail in this document. More specific goals are also presented and discussed in the text where appropriate.

Chapter 2. Municipal Development Strategy

2-1. Community Profile

This chapter provides details regarding Townsend's past, estimated present, and projected future population. The data contained in this section may be useful in providing information regarding future service and facility needs, as well as information regarding anticipated changes in the social character of the Townsend community. Demographic data used in this planning document were collected from the 1990 and 2000 U.S. Census and other sources, such as the Delaware State Housing Authority, WILMAPCO, and the Delaware Population Consortium. When appropriate, comparisons have been made with New Castle County and the state of Delaware.

2-1a. Historic and Current Population

The U.S. Census indicates that from 1940 to 2000, the population and number of housing units for the state and the county steadily increased. As seen in Table 1, the town's population peaked in 1940 at 544 and steadily declined until 1970, when it briefly rose to 505. By 2000, the population had dropped to 346. Since then, annexations and development have resulted in a large population surge to approximately 1,100.

Table 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
2006	853,476[1]	525,587[1]	NA	NA	NA	NA
2007	NA	NA	1,101[2]	403,748[3]	218,778[3]	445[2]

Source: U.S. Census 2000 Population: A Background Study, New Castle County Department of Planning 1966
[1]Census 2006 Community Survey
[2]Estimated using certificates of occupancy reported by the Town of Townsend since 2000
[3]Estimated using the Delaware State Housing Authority housing production report

2-1b. Population Projections

Population and housing projections for Townsend are difficult to develop because of the town's small demographic base. Therefore, projections have been calculated using three methods. First, the Center for Applied Demography Survey and Research (CADSR) at the University of Delaware, in conjunction with the Delaware Population Consortium (DPC), has made 25-year projections based on historic

growth rates and trends. Second, Traffic Analysis Zone (TAZ) data from the Wilmington Area Planning Council (WILMAPCO), the regional transportation-planning agency for this area, was used to calculate small-area population projections in Townsend. Third, a build-out analysis was made by the IPA to determine the total development capacity of the town based on the available developable land at current zoning.

Using the Census 2000 population as the starting point for these projections would be misleading due to the significant amount of development that has occurred in Townsend since the 2000 Census. The estimated population of 1,101 in 2007 reported in Table 1 was obtained by multiplying the number of certificates of occupancy issued by the town since year 2000 by the average household size for Townsend as reported by the 2000 Census. A certificate of occupancy is issued by the local government when a building has been inspected and approved for habitation. According to the town, 288 certificates of occupancy were issued since the 2000 Census. The number of certificates multiplied by 2.62—the current average number of people per household in Delaware—equates to an additional 755 residents. When added to the 346 residents recorded from the 2000 Census, the estimated population was 1,101 residents in 2007. Using the same information, the total number of households in 2007 is estimated at 420 (132 from the 2000 Census plus 288 additional certificates of occupancy).

Method 1: DPC Data Comparing Townsend to New Castle County Growth Trends

This method of estimating future population trends for Townsend is based upon Delaware Population Consortium projections for New Castle County. The October 23, 2007, version of the DPC Annual Population Projections was utilized for this purpose. The DPC takes into consideration actual births and deaths in the county since 2000, Census estimates, and migration patterns reported by the IRS. If it is assumed that Townsend will grow at the same rate as New Castle County (and starting with the estimated population of 1,101 in 2007), the estimated population in 2010 is 1,125 and will be 1,163 in 2015. By 2020 the population will have grown to 1,196, it would be 1,223 by 2025, and it would be 1,247 by 2030. Future household estimates using the same growth rate as New Castle County show 431 households in 2010, 445 in 2015, 458 in 2020, 468 in 2025 and 477 in 2030. The results are summarized in Table 2.

Table 2: Delaware Population Consortium Data for New Castle County and Townsend

	2000	2005	2010	2015	2020	2025	2030
New Castle County							
Population	501,856	522,103	541,350	559,497	575,162	588,484	599,805
Households	189,852	197,425	205,926	215,024	223,215	230,417	236,228
Townsend							
Population	346	360	373	386	397	406	414
Households	NA	NA	431	445	458	468	477
Estimated Population		1,101*	1,125	1,163	1,196	1,223	1,247

*Estimated for 2007

Source: Delaware Population Consortium, 2007

Method 2: TAZ Small-Area Projections

Another way to forecast population is using data from Traffic Analysis Zones (TAZ) developed by WILMAPCO. TAZ are a collection of geographic household and population data that WILMAPCO uses to assist in transportation planning by calculating small-area population projections. Town boundaries do not necessarily correspond with TAZ boundaries, and GIS was used to calculate the percentage of each TAZ that overlapped Townsend's boundaries. Using the 2007 estimated population of 1,101 calculated from 2000 Census estimates, household size and certificates of occupancy, the projected population and household numbers are summarized in Table 3.

Table 3: TAZ Projections for Townsend

	2007	2010	2015	2010	2025	2030
Population	1,101	1,301	1,640	2,049	2,307	2,515
Households	420	499	640	812	926	1,017

Source: WILMAPCO; Census 2000

Method 3: Future Build-Out Potential

A third method used to project future population called a build-out analysis. This method begins with the same base population estimate of 1,101 in 2007. Future population is based on a consideration of the amount of vacant land in Townsend and the towns' future land use policy and possible annexations. Several assumptions were made in calculating the population estimates associated with the build out. First, it was assumed that all currently vacant parcels identified for future residential use would develop residentially by 2030. As of this writing, there were 165 vacant parcels in Townsend Village I and 197 vacant parcels in Townsend Village II that are zoned for single-family homes (R-1A). In town there were 30 vacant parcels, but only 20 zoned for residential use. The rest are zoned industrial, commercial, or preservation. If the number of parcels (382) is multiplied by the average household size of 2.62, then these parcels could possibly represent an additional 1,000 residents.

Approximately 27 acres and 16 parcels have been annexed into town since the 2003 plan. Seven of these parcels are already residential uses, four are vacant, one is community use (school) and four are commercial uses. The total acreage for the vacant area is 1.26 acres, on which four or five dwelling units could be built at current zoning, representing 11 to 14 residents.

Additionally, there is a 97-acre parcel to the south of town, known as the Carter Farm, which is currently vacant but identified for future planned development. Townsend zoning codes mandate at least ten percent of all residential developments to be dedicated as open space (9.7 acres). Adding to this percentage of undevelopable land are wetlands, which comprise 17.7 acres of the property. There are no floodplains, but codes mandate a 100-foot riparian buffer on each side of a stream that bisects the property, creating an additional 9.4 acres that is not developable. Stormwater-management ponds, roads, and reduction in development potential from water resource—protection areas were estimated to be approximately ten percent, or 9.7 undevelopable acres. The total estimated undevelopable land is 46.5 acres. Subtracting this from the size of the parcel leaves 50.5 acres left for potential development. At an average of four dwelling units per acre, this parcel has the potential to hold 200 additional dwelling

units. At 2.62 people per household, the development of the Carter Farm has the potential to increase the estimated current population by 524 residents.

Summary

One assumption made for the build-out potential of Townsend was that the average household size for Townsend was 2.62 from the 2000 Census. Next it was assumed that residential development would take place at a uniform rate. Without conducting an extensive environmental-impact assessment, the amount of all environmentally sensitive areas and areas not suitable for building was estimated. Finally, it was assumed the Carter Farm would be developed to its maximum density allowed by current zoning regulations. Taking this into consideration, the maximum increase in population would be 1,724, bringing Townsend to a maximum possible population of 2,639 by the year 2030.

The current wastewater agreement with New Castle County limits development to 800 new homes or 23,000 gallons-per-day. Since the agreement, 205 homes have been built. The Carter Farm has the potential to hold 200 dwelling units, Townsend Village I has the potential for 165 new units, and Townsend Village II has the potential for 197 new units. The possibility of 767 units is within the agreement of 800 new homes. The results of the three population forecasts are shown in Table 4.

Table 4: Future Population Projections, 2000 to 2025

Population Projections	2000	2007	2010	2015	2020	2025	2030
Method 1: Comparison to NCC Growth Trends	346*	1,101**	1,125 (+2.2%)	1,163 (+3.4%)	1,196 (+2.7%)	1,223 (+2.3%)	1,247 (+1.9%)
Method 2: TAZ Small-Area Projection	346*	1,101**	1,301 (+18.1%)	1,640 (+26.1%)	2,049 (+24.9%)	2,307 (+11.1%)	2,515 (+9.0%)
Method 3:Build-Out Analysis	346*	1,101**					2,639***

*Census 2000
** Estimation by certificates of occupancy
*** About 25% increase per year

After reviewing these three forecasts, the Town decided that the most reasonable population projection was the Traffic Analysis Zones Small-Area Projection. This dramatic future increase in population may well have significant impacts on the town.

2-1c. Demographics

General Characteristics

A profile of general demographic characteristics for the year 2000 is presented in Table 5. 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 (36.5) is slightly greater than that of either the state (36) or the county (35). 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 (38.6%) than in either the state (35.4%) or the county (36%). There are 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 comprise more civilian veterans (20.6%) than do those in the county (12.5%) or the state (14.4%).

Table 5: Profile of General Demographic Characteristics

	Delaware	New Castle County	Townsend
Age			
Population 17 and under	24.8%	24.9%	26.9%
Population 62 and older	15.4%	13.6%	14.5%
Median age	36	35	36.5
Households			
Households with children under 18 years	35.4%	36.0%	38.6%
Average household size	2.54	2.67	2.62
Selected Characteristics			
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 21 and over disabled	21.5%	19.7%	19.9%

Source: Census 2000

Racial Composition

As noted in Table 6 from U.S. Census data, Townsend's population in the year 2000 was less racially and ethnically diverse than that of either New Castle County or the state.

Table 6: Racial and Ethnic Composition

	Townsend	New Castle County	Delaware
Racial Composition			
White	84.1%	73.1%	74.6%
Black	11.6%	20.2%	19.2%
Other	4.3%	6.7%	6.2%
Ethnic Composition			
Non-Hispanic	97.4%	94.7%	95.2%
Hispanic	2.6%	5.3%	4.8%

Source: Census 2000

Education

As summarized in Table 7 and reported by the U.S. Census, the overall educational attainment level for Townsend's population 25 years old and above was less than that of either the county or the state.

Table 7: Educational Attainment Level for 25 Years Old or Above

	High School Graduate or Higher	Bachelors Degree or Higher
Townsend	80.3%	15.4%
New Castle County	85.5%	29.5%
State of Delaware	82.6%	25.0%

Source: Census 2000

2-1d. Housing

Table 8 summarizes the number of dwelling units from 1940 to 2000 in Townsend, New Castle County, and the state. Historically, Townsend has increased its housing stock at a slower rate than the county and the state. However, as mentioned previously, by using the number of certificates of occupancy issued since 2000 and adding that number to the housing stock in 2000, the estimated available housing units in 2007 was 445. This is nearly a 250 percent increase in housing stock since the 2000 Census.

Referencing the 2007 existing land use map (Map 4 in Appendix), there are approximately 157 houses in the original town, 91 houses currently in Townsend Station, 82 houses in Townsend Village I, 123 units in Townsend Village II, and 7 residential parcels annexed since 2002, adding up to an estimated total of 460 housing units currently built. This estimate is close to the 445 estimation using the certificates of occupancy reported by the town.

Table 8: Total Housing Units in Townsend, New Castle County, and the State

Year	Townsend	New Castle County	Delaware
1940	116	47,588	75,567
1950	NA	62,901	97,013
1960	130	94,688	143,725
1970	140	120,704	180,233
1980	143	148,563	238,611
1990	152	173,560	289,919
2000	157	199,521	343,072
2007 (Sept)	445*	218,778**	403,748**

Source: Census 2000, Delaware State Housing Authority, Townsend Certificates of Occupancy
*estimated using certificates of occupancy reported by Townsend since 2000
**estimated using the Delaware State Housing Authority housing production report

It is important to note that as of this writing there were also 165 vacant parcels pending construction in Townsend Village I and 197 vacant parcels pending construction in Townsend Village II. Additionally, there were approximately 20 vacant residential lots within the original town boundaries, and 4 additional vacant parcels annexed since 2002, for a total of 386 vacant residential lots. These lots have been zoned for single-family, residential uses at varying densities.

Age of Housing Stock

According to the 2000 Census, 82.8 percent of the housing in Townsend was built before 1960 and no new housing was built between 1994 and 2000. However, since the 2000 Census, Townsend has greatly increased the number of housing units by developing areas annexed in 1999 and 2000. Currently, 288 additional dwelling units have been built and more land is available for development. As shown in Table 9, approximately 65 percent of the housing stock was built between 2000 and 2007.

Table 9: Year Housing Built

	Townsend* (percent)	New Castle County** (percent)	Delaware ** (percent)
2000-2007	64.7*	8.8	15.0
1990-2000	1.1	15.0	18.0
1980-1989	2.0	13.7	15.0
1970-1979	0.7	13.7	14.0
1960-1969	2.3	15.4	12.3
1940-1959	3.1	22.4	16.8
1939 or earlier	26.1	11.1	9.1

Source: Census 2000, Delaware State Housing Authority, Townsend Certificates of Occupancy
*estimated using certificates of occupancy reported by the town of Townsend since 2000
**estimated using the Delaware State Housing Authority housing production report

Type of Housing

Table 10 shows the type of housing in Townsend in 2007. The most-up-to date information for the state and county is from 2000. Currently, 88.5 percent of all housing units in Townsend are single-family homes, an increase from 67.5 percent in 2000. This is a moderately higher percentage than found across the county (54%) or state (56%). This trend is expected to continue as the newly annexed parcels of Townsend Village I, Townsend Village II, and Carter Farm are all zoned R-1A , residential with a minimum lot requirement of 10,000 square feet (.23 acres), allowing only single-family, detached dwelling units. In order to diversify housing types, the Town has proposed to add additional zoning codes that would allow higher densities and mix of uses.

Table 10: Housing Type

Housing Type	Townsend* (2007)	New Castle County (2000)	Delaware (2000)
Single-Family Detached	88.5%	53.6%	55.9%
Single-Family Attached	1.6%	19.9%	14.1%
Multi-Family	8.8%	23.9%	18.7%
Other	1.1%	2.5%	11.4%

Source: Census 2000 and Townsend Certificates of Occupancy
*estimated using certificates of occupancy reported by the town of Townsend (2000-2007)

Housing Value

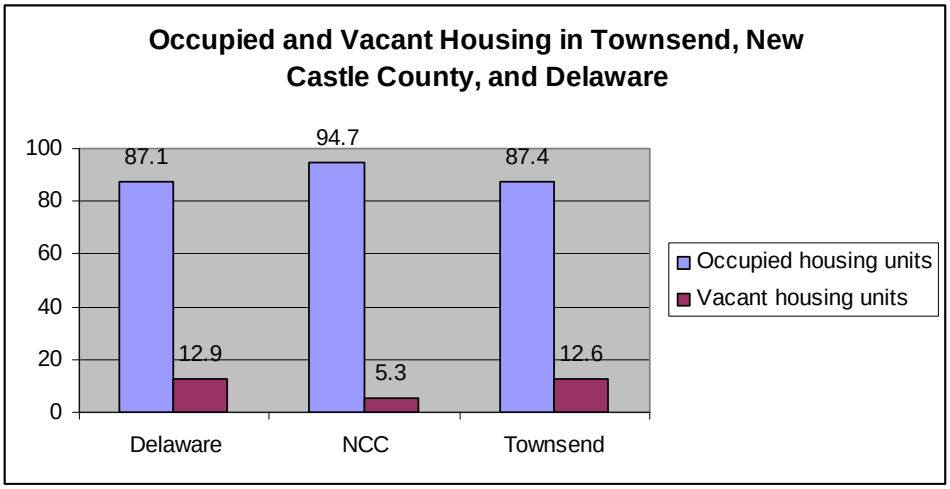
According to the 2000 Census, houses were significantly less expensive, on average, in Townsend ($95,900) than in the county ($132,900) or state ($122,000). Since 2000, Delaware State Housing Authority data show that the median housing price for the county has increased to $225,000 through the second quarter of 2009. While there are no 2009 data available for Townsend, it is reasonable to assume that the median housing price has significantly increased from $95,900 since 2000. For example, according to real estate websites, houses in Townsend Village are priced around $300,000.

While data for Townsend are not available, the Delaware State Housing Authority's real estate data showed that during the second quarter of 2009, the median price for homes sold in the Middletown-Odessa area was $275,000. It is reasonable to assume that housing prices are similar in Townsend.

Ownership and Vacancy

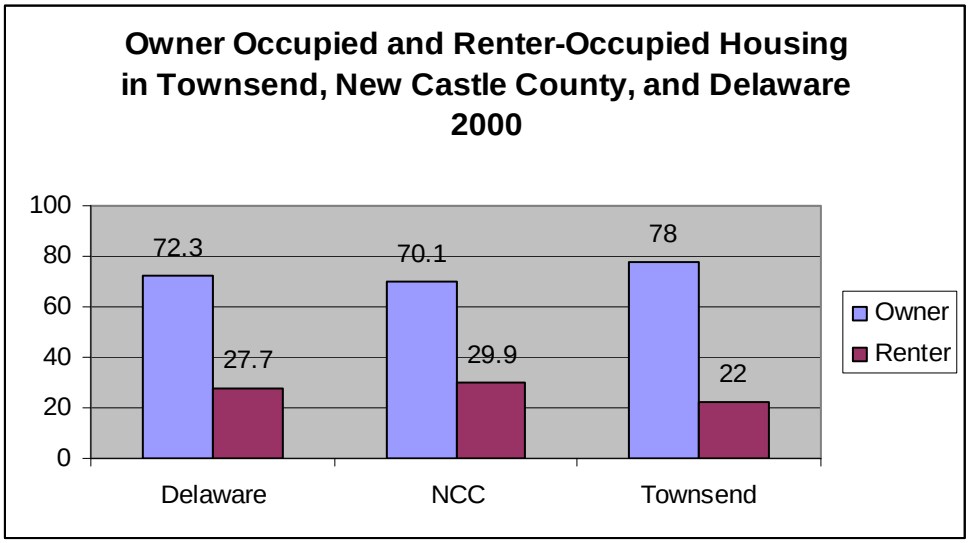
Information from the 2000 Census regarding the occupancy status of housing units in Townsend is shown in Figures 2 and 3. At that time, Townsend had a higher percentage of vacant properties than did the county or the state. The housing that is vacant (31.6%) is probably so because it is either for rent or for sale. The other 68.4 percent is identified as "vacant other," meaning the houses are not occupied. Figure 3 shows that Townsend has a higher percentage of owners than renters than has either the county or the state. It is likely that this trend from the 2000 Census has continued, since the majority of the additional homes in town are new, larger, more expensive units built specifically for a customer.

Figure 2: Percent Occupied and Vacant Housing



Source: Census 2000

Figure 3: Percent Owner-Occupied and Renter-Occupied Housing



Source: Census 2000

2-1e. Economic Profile

Table 11 shows selected economic information for Townsend, New Castle County, and the state of Delaware. The median household income in Townsend was slightly lower than that of the rest of New Castle County, but very similar to the median income in the state. Census data also show that Townsend has a higher percentage of residents with social security and retirement income than in New Castle County and about the same as that of the state. This is indicative of a higher number of seniors in the community. Also, in 1999 no individuals in Townsend received public assistance.

Table 11: Economic Information

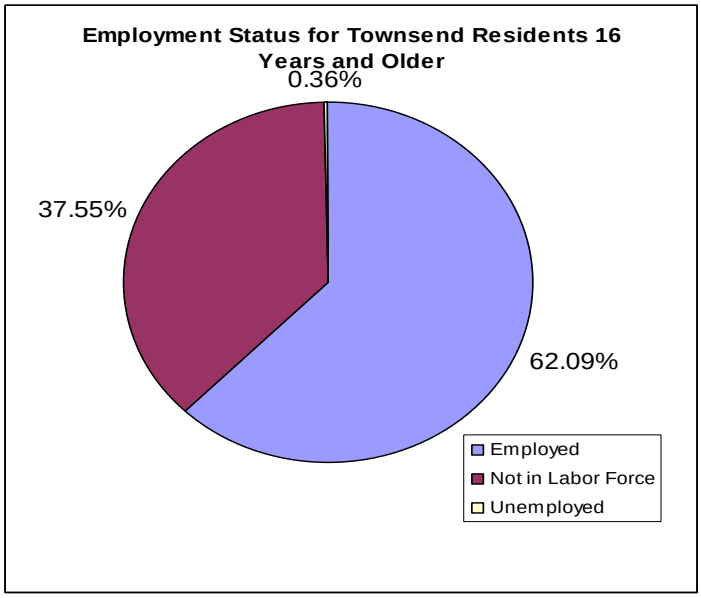
	Townsend	New Castle County	Delaware
Median Household Income	$47,500	$52,419	$47,381
Households with Social Security income	29%	24%	27%
Households with retirement income	21%	19%	21%
Households with public assistance income	0%	2%	3%
Individuals under 17 below the poverty level	2%	8%	8%
Individuals 65 & older below the poverty level	9%	8%	8%

Source: Census 2000 summary file 3

Unemployment Data

Figure 4 displays the unemployment status for residents of Townsend. Of the Townsend residents over the age of 16, about 62 percent were employed during the time the 2000 Census was conducted, and less than one percent were unemployed. Almost 38 percent of the residents were not considered part of the labor force, which may be explained by the high number of retirees living in Townsend. Approximately 21 percent of the households have some sort of retirement income.

Figure 4: Employment Status



Source: 2000 Census

2-1f. Housing Affordability

Significant changes in the housing market make an accurate assessment of housing affordability in Townsend somewhat problematic. Rapid growth in the residential construction market during the past decade severely inflated home prices. This was particularly true in the M-O-T region, which saw explosive, nearly unchecked growth for much of this time period. As happened elsewhere, the price of homes in Townsend's existing (2000 and earlier) housing stock rose substantially. Compounding the problem was the construction of hundreds of new homes, almost all of them larger (in square footage and lot size) than the town's typical housing size. The number of homes built in Townsend from 2000 to 2007 is roughly equal to the total number built during the previous three decades. Predictably, the new homes sold for a significantly higher amount. The preponderance of newer, larger, more expensive homes also served to inflate the municipality's median housing value.

Currently, the town, the state, and the nation as a whole are into what industry leaders and economists determined to be a significant market correction. Home values throughout the state had fallen toward a, as of yet undetermined, point of stabilization. With home values not yet stabilized, it is difficult to offer a definitive determination of affordability. The following analysis should therefore be looked upon as more of a best-guess scenario.

The determination of affordability is a fairly straightforward process. Estimates of median household income are compared to estimates of median home values. Housing is considered affordable if there are opportunities for homeownership for individuals making less than the median amount—typically 80 percent.

As shown in Table 12, median home prices have risen substantially across the state since 2000. DSHA data show roughly a 130 percent increase in home values in Middletown (the only municipality for which data was available) from 2000 to the second quarter of 2009. Assuming that home values in neighboring Townsend increased at a similar rate, the median home costs approximately $224,000.

Table 12: Median Housing Values

Jurisdiction	2000 Value	2009 Value	Increase
New Castle County	$136,000	$225,000	65%
Middletown	$119,600	$275,000	130%
Townsend	$97,500	$224,000*	130%
Kent County	$114,100	$200,000	75%
Sussex County	$122,400	$180,000	47%

Source: 2000 Census and DSHA Real Estate Data (2nd quarter 2009)
**2000 Census value multiplied by 130%*

While home values increased rapidly, median family incomes (MFI) increased at a more modest pace. The U.S. Department of Housing and Urban Development (HUD) released MFI estimates, accounting for inflation and other variables, based on the *American Communities Survey* (ACS), a sort of mini-census done each year. Since ACS only surveys population concentrations greater than 50,000, Townsend-specific data are not available. However, assuming that Townsend's MFI rose at a rate

similar to that of the county (22%), then the median Townsend family earns $57,918 a year, as shown in Table 12.

Table 12: Median Family Income

	2000	2008
New Castle County	$58,760	$71,647
Townsend	$47,500	$57,918*

Source: 2000 Census and Delaware State Housing Needs Assessment 2008-2012, DSHA

*assumes same 22% increase as ACS indicated for New Castle County

Table 13 illustrates this apparent contradiction between median family income and median home value. The table shows that families in the 100-percent MFI category would still not be able to afford the median priced home in Townsend. However, it is likely that the median home value is more reflective of the larger, newer homes that are currently selling and have sold at a much higher price than older homes in the town. Also, it is likely that the median income in Townsend is much higher than the $58,000 used to calculate affordability since there has been a significant increase in the number of residents who have bought the newer, more costly homes. Additionally, a quick search of listings showed several homes for sale in the $185,000 to $200,000 range.

Table 13: Home Affordability by Median Family Income

	60% MFI $34,750.50	80% MFI $46,334.00	100% MFI $57,918
Three-Times Rule	$104,252	$139,002	$173,753
DSHA Calculator	$83,129	$141,163	$199,199
Ginnie Mae	$93,933	$144,010	$185,195
Median Estimated Value of Townsend Home			**$224,000**
Average Cost of Five Most Affordable Homes 7/18/08			**$173,940**

Source: 2000 Census, Ginnie Mae Foundation, DSHA Affordability Spreadsheet, 2008

Though the analysis is not definitive, Townsend appears to have an adequate supply of affordable housing, despite near-historic increases in home values. The downturn in the housing market during 2007-2008 has actually had a positive effect, as it has slowed and reversed the trend of runaway housing prices. However, it has also had the effect of significantly tightening the credit market, especially the market for long-term mortgages. Moving forward, the most significant hurdle to homeownership in Townsend may not be home prices, but rather the availability of credit to less-affluent households. Also, Census 2000 data (though based on a sample rather than a hard count) suggest that there may be a market for more rental units in town.

Housing Plan Recommendations

- Coordinate with DSHA and HUD to create a resource library for current and potential residents, detailing local, state, and federal homeownership/mortgage-assistance programs.
- Encourage the development of a variety of housing types, including more-compact alternatives to the single-family home, such as townhomes and condos.

- Consider making provisions for "granny flats" or accessory dwelling units in the municipal code to allow for an increase in the supply of rental properties.

2-1g. Community Profile Implications, Critical Issues & Future Needs

There are a number of implications stemming from these trends, 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.

Public Safety

As a town grows, there is an increased need for police. The high number of children, if unoccupied and/or unsupervised, has implications for police service. Townsend should continue to support a committee that is actively working on options to improve law enforcement within the town. Options include coordination with the Middletown Police Department, New Castle County Police, or Delaware State Police to address safety concerns that will inevitably occur with the increase in population. Although the elderly population is not extremely high (14.5%), combined with the population of disabled residents (19.9%), it may be necessary for the town to assist the volunteer fire company in increasing the capacity of its emergency medical services to provide the best service to residents.

Transportation

There are high percentages of children (26.9%), elderly (14.5%), and disabled residents (19.9%), as well as households without a vehicle (7.1%). These people may be dependent on walking, biking, and public transit for transportation. Elderly and disabled residents do have access to paratransit through DART First State and the MOT Senior Service Bus, but additional sources of public transportation may be needed.

It is especially important that the town complete its sidewalk system and make sure that all new development is pedestrian-oriented. The town should continue its partnership with the University of Delaware for the Healthy Walkable Communities Project and secure funding to complete the Main Street streetscape to ensure walkability of the downtown area. Additionally, more open spaces should be planned to include trails that enhance the interconnectivity of these open spaces.

Maintenance of Homes

The age of the existing housing stock and the percentage of rental units in the town indicate that housing maintenance may become an issue for the town in the future. Older homes have more maintenance needs, and about 26 percent of the existing homes are more than 40 years old. As seen in Table 9, the number of houses built since 2000 has dramatically increased. This creates a dichotomy of aging downtown residences surrounded by newer subdivisions. 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. Rental units tend to suffer from lower maintenance standards, as the owner doesn't occupy it.

Recreation and Childcare
Because of the high proportion of residents aged 17 and under (26.9%), there is a need for more educational and recreational facilities for children in Townsend. To date, three in-home childcare facilities, a privately owned commercial childcare center, and an early childhood development center at Townsend Elementary are located in town. Additionally, a new 11.5-acre municipal park will provide space for recreation and summer camps, and the town should continue to form relationships with local community groups, such as Girls Incorporated and the Boys and Girls Club of Delaware, to provide recreational opportunities in town. Townsend also has a high percentage of residents over the age of 62 (14.5%). A community center that will partner with the M-O-T Senior Center to provide programs for the elderly residents is currently included in the plans for the park.

Diverse Housing Types: Single-family, detached homes are the most common housing type in Townsend (88.5%). In order to provide housing for a growing population that is economically diverse, Townsend needs to diversify its housing market. In addition, the fire company has raised concerns that the volunteers are no longer able to afford to live in Townsend, which has created problems with recruiting EMTs who live close enough to respond to emergencies. Children of long-time residents in town are finding it increasingly difficult to purchase real estate in Townsend due to the dramatic increase in housing values over the past few years. In order to preserve the small-town feel of Townsend, the town must work on providing adequate housing for a more diverse range of income levels.

2-2. Government, Community Services, and Facilities

GOAL: Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.

2-2a. Town Government

Townsend is an incorporated area with powers granted it by the state to govern itself through its elected officials and authorized appointees. The powers of the town were established in its charter, which was approved by the Delaware General Assembly in 1885 and most recently amended in 2006. The elected governing body consists of a five-member Town Council, comprising a mayor and four councilpersons. The mayor is elected by a majority vote from the newly elected council each year. Two councilpersons are elected on even years, and three councilpersons are elected on odd years. The Town Council meets the first Wednesday of each month at 7:30 p.m., with the location to be determined (meetings are currently held at the Townsend Fire Hall, 107 Main Street).

The Town Council also currently fulfills the responsibilities of the Zoning Committee. The town recognizes the need for the Committee and developed the structure but has had difficulty recruiting volunteers for a committee. The proposed committee will have three members appointed on the even years and two appointed on the odd years and will act as an advisory body to the council with the major responsibility of interpreting and recommending revisions to the town's zoning ordinance and map, and updating the town's comprehensive development plan. The zoning committee will be responsible for

arranging public hearings for proposed subdivision plans and forwarding the committee's recommendations on subdivision plans to mayor and council.

Townsend also has a Board of Adjustment to hear appeals and grants variances. According to the town's Unified Development Ordinance, the Board should have three members who are appointed for two-year terms. The Board hears and decides appeals where it is "alleged there is an error in any order, requirement, decision or determination made by and administrative official in the enforcement of the Town's codes and the laws of the State of Delaware and any amendment thereto . . ." (Section 901 UDC).

The mayor, with the confirmation of a majority of the Council, appoints standing or *ad hoc* committees as deemed necessary. To date, council committees include a police committee, water committee, health and public welfare committee, parks and recreation committee, town events committee, streets committee, finance committee, and the newly added energy and the environment committee with a community wildlife habitat project sub-committee.

The town has several full-time employees including the Code Enforcement Officer, Administrative Assistant, a Public Works Employee, and a Financial Officer/Clerk. Townsend also has a number of part-time employees and consultants hired to perform specific duties for the town. There is a town clerk who is hired by council and has the power to certify town documents. The town attorney is appointed by council and provides legal advice to the council and other town officers and departments. The town financial officer is responsible for the disbursement of monies and has control over town expenditures. The town engineer is a consulting firm contracted with by the council, and it is responsible for reviewing subdivision plans, certifying building plans for the issuance of building permits, and maintaining the town's Zoning Map. Townsend also utilizes commercial contracts to maintain local streets and sidewalks in common areas and town parks.

Government Critical Issues & Future Needs

Zoning Committee

The town should actively encourage the formation of a town zoning committee to assist town council with the numerous development issues facing Townsend.

Annexation Process

In the past, the notification element in the town's annexation process has not always been systematic and has led to miscommunications between the town and New Castle County. If not addressed, this has the potential to create taxation problems for annexed properties. The sewer agreement signed between New Castle County and Townsend requires that all annexations be approved by both New Castle County Council and the New Castle County Executive. Additionally, all annexations are required to be consistent with a state-certified comprehensive plan and follow a multi-jurisdictional public process. The proposed annexation area must be zoned at the time of annexation, and there must be a plan of service for the area certifying that capacity exists to provide all public services. A more systematic

annexation process will help achieve one of the plan goals—to coordinate the development of the town with that of the surrounding areas and with the plans of New Castle County and the state of Delaware.

Staff

As the town continues to grow in size, additional employees may be needed in order to provide services to the town's residents and businesses. The town should consider hiring a town manager and creating a public works department, which would include the town's maintenance staff and street sweeper. The need for a town police department should also be assessed again in the future. And the town should offer education opportunities to its employees to facilitate and refine the plan-review process, the permitting process, and the annexation process, working with the town engineer and eventually the town manager.

Charter Update

The town needs to update its charter to accurately reflect annexation procedures, zoning committee and board of adjustment responsibilities, and the new town boundary that includes annexations. The town should continue to communicate with their legislators to complete the update.

Unified Development Ordinance

The current ordinance was updated in 2003 and is fairly comprehensive. However, this plan indicates the need for changes to the ordinance, some of which are discussed in the Future Land Use section of this report. In particular, there is the need for additional zoning categories and an ordinance specifying the plan-approval process.

Secure a Permanent Town Hall

The current town hall is at a temporary location to be used on an interim basis until a permanent location can be developed. Efforts should continue to build a town hall either on the 11.5-acre park parcel or at a comparable, easily accessible location.

Government Goal

Develop, maintain, and enforce processes, such as land use controls that ensure the proper government procedures are followed and the intents and principles of this comprehensive plan are achieved.

Government Recommendations

- 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, either near Townsend Municipal Park, or at another similar location close to the geographic center of town.
- Develop a systematic written process for annexations to conform to state law and the New Castle County sewer agreement and include systematic notification to New Castle County.
- Begin to address the town's governance capacity as the community moves from a town of about 1,100 to a town of 2,800 persons. This should include estimating the overall costs and timing of

development in order to provide regulatory oversight of new development, and the provision of maintenance and town services and facilities, both new and expanded.

- The town should update its charter, including addressing the current description of the town's boundaries and updated procedures.
- The town should update its Unified Development Ordinance to be in accordance with this plan within 18 months of plan adoption.
- The town should consider hiring additional employees, including a town manager.

2-2b. Community Services

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, healthcare 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.

It is a normal consequence of growth that the need for certain services arises. Where current facilities and services may be satisfactory for a town of 350, they will be less satisfactory for a town of 2,600. Issues that will become critical with future growth are police protection, maintenance of local streets, and services such as trash collection, building inspection, and stormwater maintenance. The town may need to consider expanding municipal services that will support the needs of a town comparable to the size that Townsend will become when expected development occurs. As the town grows and new residents need and expect new or upgraded community services and facilities, the town will need enough revenue to provide the services and facilities outlined herein.

Public Safety

Public Safety has increasingly become a concern in Townsend. At this time, police protection is provided through a contract with the Delaware State Police. A survey was sent to all the residents, and the results indicated the residents preferred the town continue to contract with the State Police. Future funding has been the main deterrent to establishing a police force. The finance committee should continue to collect information about alternatives to increase revenue to fund a police department, other than through property-tax increases.

Townsend Fire Company provides fire and emergency medical service (EMS) to the town and has over 150 registered members, including 19 trained EMTs, 30 active firefighters, and 90 administrative and honorary members. The fire company was founded in 1927 and has a long history of activity in the town, including carnivals and the provision of banquet hall facilities in addition to fire services. A new fire station was completed on Main Street in the spring of 2002. Most responses are the responsibility of volunteers, although there are now several paid firemen who help respond to calls between the hours of 5 a.m. and 4 p.m. An additional ambulance and a quick response vehicle have been added to the fleet, creating a total of three available EMS vehicles.

In 2006 the Town established a fire company impact fee to be assessed on all new construction within the town limits and future annexation areas. This impact fee of $750 per unit is held in an escrow fund, and a donation is made yearly to the fire company for capital improvements in order to better serve the residents of Townsend.

Public Safety Critical Issues & Future Needs

Crime

Residents are concerned about increasing crime as a potential impact of the expected development of areas recently annexed into town. Currently, police service is largely complaint-driven and this critical service could be inadequate as the town continues to grow. Additionally, the high percentage of children in the town could contribute to public safety problems if children are unsupervised.

Volunteer Fire and EMS

The Townsend Volunteer Fire Company is beginning to experience recruiting problems. As older members retire and the area develops (increasing the needs), staffing the fire and ambulance services may become a critical issue for the town. Adding to this problem is the lack of workforce housing in Townsend, which is forcing volunteers to live further away from the fire station. This decreases the number of trained volunteers who live close enough to be able to respond to emergencies and creates a limited base of responders who are available nights and weekends.

Public Safety Goal

Coordinate with the Townsend Volunteer Fire Company, the Delaware State Police, Middletown Police, New Castle County Police, and DelDOT to provide adequate police, fire, and emergency medical services to the town.

Public Safety Recommendations

- Continue to provide money and assistance to the Townsend Volunteer Fire Company as it expands to meet the needs of a growing town through impact fees on new-home construction and other sources.
- Work with New Castle County and the state to ensure adequate emergency medical services for the community and the region.

Educational Services

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. As shown in Table 14, Townsend pre-K and kindergarten children attend the newest school in the district, the 26,000-square-foot Townsend Early Childhood Center. The school opened in the fall of 2008 and provides 15 classrooms to serve pre-K and kindergarten students. Children in grades one through five attend the Townsend Elementary School located on Main Street, grades six to eight attend the Everett Meredith Middle School in Middletown, and grades nine to twelve attend Middletown High School in Middletown.

Townsend Elementary School received the highest available performance rating (superior) from the state for the 2006-2007 year. The school was built in 1932, remodeled in 2001, and focuses on the model of lifelong learning, promoting active participation of the community as a whole. This interaction with the community is evidenced through the Junior Council Program that allows elementary school students to attend town council meetings and participate in the governing process in town. The Townsend Junior Council assisted with the design of the new town park and participated in the groundbreaking ceremony.

Table 14: Educational Facilities

School Name	Location	Date Built/ Renovated	Enrollment (2008)	Performance Rating(2007)
Early Childhood Learning Center	Townsend	Fall 2008	168	NA
Townsend Elementary	Townsend	1932/2002	577	Superior
Everett Meredith Middle School	Middletown	1928/2002	1,142	Superior
Middletown High School	Middletown	1997/2002	1,930	Academic Progress

Source: Appoquinimink School District website, 2010

In addition to public school facilities, there is a private early childhood education center and several private day care centers in Townsend. The town is also working with the Boys and Girls Club in Middletown, Girls Inc., and other youth organizations to provide summer camps and educational opportunities for children.

Education Critical Issues and Future Needs

Educational Facilities

Residents are concerned about crowding, usage, and the condition of the community's schools as development continues in 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 expands to more than seven times its current size, the corresponding population of school-aged children will also grow, requiring additional classroom space. To accommodate the influx of children, Townsend has welcomed the new Early Childhood Center at Townsend Elementary, a privately owned early-childhood development center on Summit Bridge Road, and three additional licensed daycares. However, eventually Townsend Elementary will not be able to meet the needs of the residents of the town and may not be able to 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.

Education Goal

Provide adequate educational facilities to meet the needs of current and future residents while preserving the community character of Townsend Elementary.

Education Recommendations

- Promote the continued role of the Townsend Elementary School as a community education, recreation, and cultural resource while developing and growing the partnership between the elementary school and the early-childhood center.
- Work with developers and the school district to reserve an alternative site for a new, larger elementary school within the town's boundaries, close enough that local children can walk as well as convenient for school bus access.
- Continue to encourage childcare providers to locate in Townsend.
- Continue to promote educational activities (e.g., summer camps), at the Municipal Park through partnerships with local nonprofits such as Girls, Inc., or the Boys and Girls Club of Delaware.

Post-Secondary Education

The closest post-secondary educational facilities to Townsend are in Dover or Newark. Dover is home to Wilmington College, Delaware Technical College, and Delaware State University. Newark is home to the University of Delaware. Cecil County Community College is located nearby in Elkton, Maryland.

Library

The town should continue to support the provision of adequate library services for the M-O-T region. Currently, the Appoquinimink Library in Middletown High School provides public access to the library and seasonal educational programs for adults and children. The Corbit-Calloway Memorial Library in Odessa is a contract library to the New Castle County Department of Libraries and is available for community use.

Health Care

Most town residents drive to Middletown to obtain health care, and even further depending on the severity of the problem. The Middletown Health Unit is located on North Broad Street in Middletown and is run by the Delaware Department of Health and Social Services' Division of Public Health. It provides dental care for Medicaid-eligible children, cancer screening, a prenatal clinic, post partum and family-planning clinics, mental health, hygiene, pediatrics, and geriatric screening. The Middletown Medical Center is located on Main Street in Middletown and specializes in cardiology, cancer care, family medicine, general surgery, mental health, obstetrics/gynecology, and pediatrics. The Christiana Care Health System operates a Family Health Care Center on Cleaver Farm Road in Middletown. On the west side of Middletown, a facility offers diagnostics such as MRI, X-ray, ultrasound, CAT-scan, as well as physical therapy and specialist doctor services.

The closest major hospital is Christiana Hospital, located about 25 miles north of Townsend near Christiana, or Kent General Hospital, a Bayhealth Medical Center, located about 25 miles south in Dover.

Healthcare Recommendation

- Encourage professional healthcare services to locate within the town and long-range planning by the state and county for adequate primary healthcare and emergency facilities to serve the M-O-T region.

Postal Service
There is currently a post office on Main Street that services the town Monday through Saturday and has the zip code 19734.

Solid-Waste Disposal
Trash removal is a basic service that residents expect and rely on when living in a town. Townsend contracts to the lowest qualified bidder each year for trash collection throughout the town. Commercial businesses in town are allowed to contract for garbage individually. At this time there are no recycling services in Townsend, but the town continues to be interested in developing a program.

There is a ban in New Castle County on disposal of yard waste at the Cherry Island Landfill. Yard waste such as grass clippings, leaves, brush, and shrubs can be recycled into mulch or compost and be reused. Although the town is not legally obligated to recycle yard waste, the town should encourage recycling by providing information to residents about their recycling options. More information can be found at www.dnrec.delaware.gov/yardwaste/Pages/Default.aspx.

Solid-Waste Recommendations

- Continue to provide trash-removal service at the most affordable rate by providing the contract to the lowest qualified bidder.
- Continue communication with DNREC about participation in the pilot recycling program.
- Contact RecycleBank and request more information about their recycling program.
- Encourage residents to compost their yard waste or take it to Pine Tree Transfer Station for recycling.

Electricity
Delmarva Power provides electricity throughout the town, with no oversight by Townsend.

Gas
Chesapeake Utilities Corporation was granted a franchise to provide natural gas to the town with no oversight by Townsend.

Cable
Verizon Delaware, Inc., was granted a franchise to provide cable services to the town with no oversight by Townsend.

State Service Center

The Division of State Service Centers of the Delaware Department of Health and Social Services (DHSS) operates a network of 14 state service centers across the state. These centers offer a wide range of public and not-for-profit services to help with health and human service needs. The center closest to Townsend is the Appoquinimink State Service Center located at 122 Silver Lake Road in Middletown. This center offers client services administered by DHSS divisions including the Division of State Service Centers, the Division of Social Services, and the Division of Public Health. The Delaware Department of Labor's Division of Vocational Rehabilitation also has an office at this location. For more information, go to www.dhss.delaware.gov/dhss/main/maps/dsscmap/appoquin.htm.

Parks, Recreation, and Open Space

Parks, passive open spaces, natural areas, and preserved agricultural lands help define the community, provide for recreational pursuits, ensure the continued viability of agriculture, and promote the well-being of the community's residents. Townsend has indicated that preserving and enhancing the town's social, cultural, aesthetic, and environmental amenities is an important goal. Zoning codes require that at least 10 percent of all available land in a new residential development be dedicated as open space for passive or active recreation and at least 50 percent of the open space must be for active recreation.

New Castle County—Townsend Park

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.

New Castle County Regional Park

A New Castle County Regional Park is in the master plan for the Southern New Castle County Land Acquisition and Development Plan to be built two miles north of town adjacent to Wiggins Mill Pond. Construction has been delayed to a later date from the originally planned start in 2003. The park will eventually be a district park and recreational facility that will complement the Townsend Municipal Park. Other recreation providers in the area include the Middletown Senior Center, M-O-T Little League, football and soccer leagues, Boys & Girls Clubs, Girl and Boy Scouts, and 4-H.

Townsend Municipal Park

A new municipal park is being built in Townsend as part of the Delaware Land and Water Conservation Trust Fund's 2006 Greenway and Trail grant. This grant was established in 1986 as an investment of state monies to provide an annual source of funding for the acquisition of open space and the development of outdoor recreation projects. The grant provides matching funds to local municipalities and is administered by Delaware Division of Parks and Recreation.

The Townsend Municipal Park is a newly dedicated 11.5-acre, deed-restricted property that is located on Edgar Road in Townsend Village I. In early November 2007, the mayor and council held a groundbreaking ceremony on this municipal park property. The Town is working with DNREC and the Appoquinimink River Association to design the park in an environmentally responsible manner with native landscaping and a state-of-the-art stormwater-management system.

The development of the park is truly a community event. The mayor and town council also has agreements from Girls Incorporated of Delaware, the Boys & Girls Clubs, and the M-O-T Senior Center to provide programs for the future center. In addition, the park council coordinated with the Townsend Elementary School to develop a junior council to assist in designing the park. The park is slated to have ball fields, basketball courts, a skate park, and other multi-purpose active recreation areas. An area of approximately 25,000 square feet will be graded and left open for a future community center or town hall site.

Greenbelt, TDR, and Agriculture-Preservation Areas

In order to preserve the rural character in and around Townsend and help reduce conflict between urban and rural uses, the Town has indicated areas to the south, west, and north of the town to be preserved as a greenbelt and act as a buffer between Townsend and Middletown. These greenbelt areas serve as potential sending zones for a Transfer of Development Rights Program. This program should be jointly developed either as a "stand-alone municipal program" or as a joint effort with New Castle County and the state of Delaware. The greenbelt areas are detailed on Map 7-A in the Appendix.

Property owners located in the area identified as the future greenbelt should be encouraged to participate in the Delaware Agricultural Lands Preservation Foundation that partner with the Delaware Department of Agriculture and New Castle County. This program provides land owners the opportunity to enter into an Agricultural Preservation District, which provides tax relief in exchange for limits on development for ten years, or an Agricultural Conservation Easement that permanently preserves the land by purchasing the development rights. Within the greenbelt there are property owners who are currently participating in the New Castle County permanent preservation program (175 acres), Delaware Department of Agriculture easement program (122 acres), and the Delaware Department of Agriculture preservation districts (10 acres). New Castle County owns a 194-acre park in the greenbelt.

New Castle County has incorporated a Transfer of Development Rights (TDR) program into the county Unified Development Code, allowing development rights to be transferred from one area to another. Rights in a "sending" area are bought by a developer and used in a "receiving" area to intensify development. This allows the owner of the "sending" areas to be compensated and still preserve open space. Townsend's future greenbelt will be identified as a sending area for development rights and an area of medium density along SR 71 in the north of town will be a receiving area. (See Map 7a: Future Land Use Map).

Connectivity

The network of parks and open space in Townsend has led to the town's participation in IPA's Healthy/Walkable Community Program. Funding has been requested from DelDOT for streetscaping on Main Street to develop more foot traffic. The green infrastructure of parks and trails served as the impetus for the Townsend Annual 5K Run which follows local streets and greenways through town. As requested by residents, Townsend should attempt to permanently mark this course for residents to use for daily recreation. As the town acquires more open spaces and parks with the development of new subdivision and annexation areas, the interconnected network of trails, walkways, and shared pathways should continue to be a priority when designating open space. Main Street, the historic section of town,

the new sub-divisions, the new municipal park, the future Carter Farm development, and the Townsend elementary school are all priorities for walking trails that promote interconnectivity.

Parks, Recreation, and Open Space Critical Issues & Future Needs

Local Parks

Located in Townsend Village I, Townsend Municipal Park has sufficient space for open space, a town hall, and a community center to provide recreational activities in town. Additional parkland or open space should be secured in the old section of town as well as in the new subdivisions. The U.S. Census data show a high percentage of children living in Townsend, and residents would like to see more places and activities for children. Consideration should be given to replacing the open space that will be lost to the new intersection at the New Castle County—Townsend Park with open space on the Carter Farm.

Connectivity and Walkability

Increased development surrounding the old town has created a disjointed town that cannot be easily maneuvered on foot. The town needs to continue to create a network of walking trails and paths throughout town to connect the various sections. The town should plan for funding for purchasing and maintaining these trails. In particular, the new municipal park should be connected to the original section of town through a safe path near the southeast corner of the parcel.

Regional Greenway

The northernmost boundary of the town, currently at Townsend Village I, has the potential to serve as a link in a regional greenway, connecting Townsend Municipal Park to Wiggins Mill Pond, New Castle County Park, Noxontown Pond, and beyond. The Regional Greenway would serve as a pedestrian or bicycle path to connect the open spaces in the M-O-T area. Much of this land is protected from development either through floodplain regulations or existing parks and open space.

Wildlife Preservation

Residents have expressed concern about the potential loss of wildlife as agricultural and wooded areas are developed in homes and commercial structures. The parks should use sustainable management practices such as stormwater management and the use of Delaware native species whenever possible. Concentrating development on newly developed parcels, linking open space and preserved areas, and participation in the Community Wildlife Habitat Program will maximize the area available for wildlife.

Open-Space Preservation

The continued effort to preserve open space in town and in future annexation areas is important. The town should continue to enforce the open-space regulations in new subdivisions, promote the use of agricultural districts and easements, streamline and promote the Transfer of Development Rights program, and allow denser development in appropriate areas.

Zoning

The town has designated a zoning classification of “Preservation,” which can be used to identify land that 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. Although the new town park is deed-restricted, the town might want to rezone the property to Preservation. The town needs to amend its zoning code to allow for agricultural and/or agribusiness uses that are compatible with current or future land uses, and specify uses in the future greenbelt.

Parks, Recreation, and Open Space Goal

Promote a connected system of open space to provide passive and active areas for recreation and preserve the town's natural wildlife habitat and aesthetic resources. This goal will require coordination with New Castle County.

Parks, Recreation, and Open Space Recommendations

- Update the Unified Development Ordinance to allow higher-density development on newly developing lands to maximize land preserved as open space.
- Review current lands zoned "Preservation" and consider rezoning other open space areas in town as "Preservation."
- Consider updating the Unified Development Ordinance to include a zoning category that would designate Townsend Municipal Park as open space, but still allow structures such as a community center, town hall, library, or recreational equipment.
- Consider updating the Unified Development Ordinance to include an agricultural and/or agribusiness zoning designation that allows agricultural activities, including livestock, and low-density development (about one dwelling unit/five acres) within the greenbelt in the town.
- Coordinate with Middletown to protect areas identified by both towns as greenbelt.
- Work with Delaware Agricultural Lands Preservation Foundation, Delaware Department of Agriculture, and New Castle County to encourage landowner participation in preservation districts and easements.
- Work with New Castle County to participate in the Transfer of Development Rights (TDR) program and designate sending and receiving areas in town.
- Continue to participate in the Community Wildlife Habitat Certification Project and encourage homeowners to complete the application for certification.
- Secure funding to develop the 11.5-acre parcel at Townsend Village I into a municipal park, allowing space for both a town hall and a community center, with the remainder as a local park.
- Continue to support the finance committee's goal to increasing revenue through business licensing fees, commercial property re-assessments, or a new business tax. Property taxes should not be significantly raised.
- Secure an easement near the southeast corner of the municipal park to provide safe access to the park from the center of town.
- Consider surveying residents about their local park needs and interests.
- Study maintenance and liability issues, arrangements, and costs for new local parks or open space.
- Locate future parks, both active and passive, to be accessible to all town residents and linked to other parks to provide corridors for recreation and wildlife.

- Work with New Castle County, Middletown, Delaware Greenways, DNREC, and others to establish a greenway/bikeway between Noxontown Pond and Wiggins Mill Pond with a connection to Townsend.
- To address connectivity of the Townsend Municipal Park with the historic section of town, Townsend should encourage private-property owners on Chestnut Street to allow public access through private property to access the park. Private-property owners are protected from liability according to Delaware Code Title 7 Chapter 59 "Public Recreation on Private Lands."
- Improve landscaping and add boardwalks where necessary to protect wetlands and environmentally sensitive areas along trails and greenways.
- Support New Castle County efforts to develop a regional park facility adjacent to Wiggins Mill pond as part of the Southern New Castle County Land Acquisition and Development plan.

Other Community Needs and Services

Community meeting and banquet space is an important aspect of solidifying the community. Available space is located at the Townsend Fire Hall, the Fellowship Hall of Immanuel United Methodist Church, and the Townsend Elementary School. To meet the needs of the town, it is necessary to increase the amount of meeting space in town by securing a permanent town hall and community center.

Other Community Needs and Services Recommendation

- Continue the relationship with the M-O-T Senior Center to provide recreational opportunities for the elderly population in Townsend.

2-3. Water and Wastewater

GOAL: Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.

The provision of drinking water and wastewater-disposal services are two elements that are vital to the public health of a community. This section of the plan reviews the condition of these services in Townsend and recommends action to improve the long-term provision of these services.

2-3a. Public Water Supply

Currently an investor-owned water supplier, the Artesian Water Company (Townsend Water), is contracted to provide drinking water to the town. Artesian provides potable water to residents and businesses to satisfy their daily needs and provides a reliable source of water to combat fires. Public water systems are highly regulated by federal and state statutes and are continually monitored for water pressure and quality. Due to significant growth in the past five years, Artesian has prepared a five-year plan to upgrade the water system in order to provide the highest quality service to the town. Once completed, the company has assured the town it will have adequate supply to meet new demands. Artesian Water Company maintains the water tower on Lattamus Street and the pump station that utilizes an underground storage tank on Railroad Avenue. As part of the five-year plan to upgrade the

town water system, Artesian has added an additional pump station to help increase water delivery. Artesian utilizes two "Class A" wells located in the original section of town that draw water from the Rancocas Group Aquifer to provide drinking water to the system. These wells are protected by the Source Water Protection Ordinance specified in the Unified Development Code. The wells are designated as "low vulnerability" because they withdraw water from a confined aquifer that has significant clay layers between the ground surface and the well-intake screen.

Due to the geology of the confined aquifer, the wells have a low susceptibility to most contaminants which is fortunate for the town because the wells are located in a section of town that was developed before the Source Water Protection Ordinances were enacted. Townsend has adopted an ordinance that requires all new construction and annexations to be connected to the municipal water system. No additional permits for the installation of private wells will be issued. However, residences that already had private wells in use before July 2, 1991, are exempt from the mandatory connection to the municipal water supply until the wells become inoperable. Table 15 provides basic information on the town's wells.

Table 15: Well Information for Artesian Water Company (Townsend Water)

Well Number	Permit Number	Year Constructed	Well Capacity (gpm)	Well Diameter (inches)	Screen Interval (fbgs)	Aquifer
Townsend Water 2R	187348	2002	200	8	95-125	Rancocas Group
Townsend Water 1	30148	1973	225	8	86-155	Rancocas Group

Source: Public Water Supply Source Water Assessment for Artesian Water Company (Townsend Water), October 2003.

Public Water Supply Recommendations

- Coordinate with New Castle County and Artesian Water to ensure the timely implementation of the five-year plan to upgrade to provide adequate water services for present and future residents.
- Encourage homes nearest to town to be built first.

2-3b. Wastewater

New Castle County provides wastewater service to Townsend through a sewer agreement negotiated in 2001 that extends until the year 2026. The county provides sewer service through infrastructure and a sewer easement located along Wiggins Mill Road that connects to a wastewater-treatment and -disposal facility known as Water Farm #1, located southeast of Odessa. Wastewater is treated by a sequencing-batch-reactor system, and treated effluent is either discharged to the Appoquinimink River or used for spray irrigation.

The sewer agreement between Townsend and the county covers all existing residences and businesses (including Townsend Station) in addition to 800 new homes, 24 infill dwelling units, and 45,000-square-

feet (23,000 gallons per day) of new commercial development. In return, Townsend agreed to improve environmental protections and give the county the right to refuse any annexation or industrial use.

As a result of the sewer agreement between Townsend and New Castle County, commercial uses within town are limited for the next 25 years to 45,000 square feet (23,000 gallons per day). Additionally, any new industrial use is subject to both New Castle County Council and County Executive approval. These conditions have the potential to limit otherwise appropriate development. Several commercial and institutional uses have been added since the agreement that do not count towards the sewer quota for new commercial development. A Happy Harry's drug store relies on a septic system, and the Townsend Early Childhood Center adjacent to Townsend Elementary that was built by Appoquinimink School District does not count towards the quota because it is a regional community use. A real estate office and two large commercial parcels along Route 71 in Townsend Village II will count towards the quota.

Since the agreement, approximately 205 homes have been built in Townsend Village I and II. Townsend Village I has 165 vacant, residentially zoned parcels, and Townsend Village II has 197 vacant, residentially zoned parcels. If the Carter Farm is developed to the highest density allowed by current zoning, there is the potential to construct about 200 additional dwelling units. In total, there is the possibility of building 767 units since the agreement in 2001; this falls within the limitations of the agreement by 33 dwelling units but could severely limit annexations.

Wastewater Critical Issues & Future Needs

Development Phasing

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. This will ensure that the town grows in an orderly fashion and is not stuck later waiting for sewer capacity to fill a gap in the middle of town.

Growth Potential

In order for the town to grow, sewer capacity needs to increase. Townsend has continued to grow and plans to annex additional properties for a greenbelt and for residential and mixed-use development, but can only do so if sewer capacity is increased. With total build-out in the existing town, Townsend will only permit approximately 33 additional residences. Townsend is located in an area experiencing substantial residential growth, and the town should be able to maximize development capacity surrounding already developed areas without strict limitations on sewer capacity.

County Investment in Sewer Infrastructure

Under the current agreement, New Castle County is obligated to provide improvements in sewer infrastructure that will result in sewer capacity for 800 additional residences, 45,000 square feet of commercial development, and 24 infill units (since 2001). Townsend should coordinate with the county to ensure the upgrades to infrastructure are completed in accordance with the rate of development in Townsend Village I, II, and the Carter Farm.

Cost of Connections

Some residents are still utilizing septic systems and are required to hook up to the county sewer system when these systems fail. However, the cost incurred to the homeowner to connect to the county sewer system can be extremely high. According to the sewer agreement, all annexed properties should be connected to the county sewer, but the high cost to the homeowner has prohibited this from occurring. In some cases, sewer lines were 150 feet short of reaching residences, and homeowner costs could reach up to $10,000.

Wastewater Goal

Provide additional sewer capacity for Townsend for both commercial and residential use in accordance with State Investment Strategies and the Southern New Castle County Memorandum of Agreement Local Area Plan for the M-O-T region. The town wishes to renegotiate its current sewer agreement with the county soon, in order to allow purchase of additional sewer services from Middletown.

Wastewater Recommendations

- Attempt to re-negotiate with New Castle County to increase the sewer capacity stated in the agreement to allow growth in areas that are in accordance with the State Investment Strategies and the SNCC Memorandum of Agreement Local Area Plan for the M-O-T region.
- Continue communication with New Castle County regarding the sewer agreement.
- Investigate the possibility of connecting to Middletown Municipal Wastewater Treatment System to increase sewer capacity.
- Investigate the possibility of Townsend building its own municipal wastewater-treatment facility.
- The town should work with the county and nonprofits to secure funding to make connecting to the county sewer more affordable for residents.
- Encourage homes to be built nearest to town first.

2-3c. Stormwater

Stormwater is the water that accumulates during precipitation events and travels across impervious surfaces. As development increases, the amount of impervious surface increases, which leads to more stormwater runoff flowing across the ground surface. Runoff has the potential to transport pollution—such as oil, gas, pet waste, fertilizers, sediment, and other pollutants that collect on roadways and gutters—into the drainage systems and eventually into streams, ponds, and rivers. Preventing pollution from stormwater runoff is addressed through stormwater-management ordinances, environmental regulations, and smart land use decisions.

New development projects are required to submit a stormwater-management plan that addresses stormwater issues and indicates the methods of stormwater management. In addition to plan submittal, inspection during and after construction and education about stormwater best management practices is required. Methods of stormwater management include structural and vegetative mechanisms, both of which control the quantity and quality of water that reaches waterways, such as stormwater-management

ponds, rain gardens, riparian buffers and storm sewers. All stormwater-management plans shall be developed in accordance with the state of Delaware Sediment and Stormwater Regulations and be approved by the town engineer. State of Delaware stormwater regulations are included in the following downloadable document:

www.dnrec.state.de.us/dnrec2000/Divisions/Soil/Stormwater/Regs/SSRegs_4-05.pdf.

Townsend has adopted ordinances in accordance with Source Water Assessment and Protection Plan that specifies land uses in water resource protection areas (WRPA). WRPA areas include Class A Wellhead Protection Areas and Excellent Water Recharge Areas that are shown on Map 5 in the Appendix. This ordinance is described in the natural-resources section in more detail but generally restricts the amount of impervious cover allowed in WRPAs and requires all new buildings to drain stormwater from roofs into underground recharge systems. The underground recharge systems greatly reduce the velocity of runoff and opportunities for contamination.

Townsend has put particular emphasis on stormwater-management techniques for new development, and plans for the future Townsend Municipal Park have been developed by working closely with the town engineer and DNREC. The town Sediment and Stormwater Management Plan for the park describes detailed methods of controlling soil erosion, sedimentation, stormwater quantity, and water quality impacts from soil disturbances. It is the intention of the town to use green-technology best management practices—management techniques that closely simulate natural processes to achieve filtration and stormwater retention. In addition to structural components of stormwater management, the park will also utilize vegetative filtration with native plants, riparian buffers, bio retention, vegetative flow conveyance, and recharge and surface storage in undisturbed natural areas.

Although Townsend is progressive in the implementation of green best management practices and stormwater-retention and -detention ponds in new development, stormwater quantity and quality management in the historic town core and industrial areas still need to be addressed. Currently, these areas have no stormwater-management systems, and rainwater and pollutants are free to enter streams and wetlands via runoff, creating the potential for unintended environmental impacts. Residents have indicated that standing water has collected in the streets and in basements after a rainfall. To address these issues, Townsend should begin to retrofit the historic section of town to improve stormwater management. This issue will become even more prominent if the town grows to the extent that one of the state-maintained roads needs to be widened or otherwise upgraded. If this occurs, 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 stormwater-management facility were inappropriately located.

DNREC has been developing 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. When the regulations become available, it will be important for the town to review them carefully and adopt those parts that would be compatible with its small-town character.

Stormwater Management Goal

Provide all areas of the town with adequate facilities for removal of stormwater in order to reduce pollutant and sediment loading in local streams and rivers and control excess stormwater that collects during rain events while preserving Townsend's small-town character.

Stormwater Management Recommendations

- Work with New Castle County Conservation District and DNREC to provide assistance with stormwater issues and implementation of green-technology best management practices that could be used to reduce pollutants entering the Appoquinimink River and Blackbird Creek.
- Provide homeowners with education and training about best management practices for stormwater in residential areas.
- Require the town engineer to review the town for stormwater-management issues, especially those related to industrial land uses and street upgrades. This information should be used to identify and preserve appropriate land for stormwater-management facilities in anticipation of the need.
- When new stormwater-management regulations become available, adopt those parts that are compatible with Townsend's small-town character.
- In the past, the town received funding for drainage projects on Taylor Street to mitigate water collecting in residents' basements. The town should attempt to secure funding to address similar drainage issues on Faulk Road and Chestnut Road.
- The town should continue to locate funding to improve drainage condition by retrofitting stormwater management techniques in the historic and industrial sections of town.

2-4. Natural Resources

GOAL: Preserve and enhance the town's social, cultural, aesthetic, and environmental amenities.

Natural resources are an important part of Townsend. Measures the town has taken to proactively preserve the natural environment are described in this section. Open space and natural areas in town are vital for maintaining the town's character and protecting the drinking water supply. This section provides an inventory of the environmental features present in town and describes programs and policies that can address these concerns and protect the town's natural resources.

2-4a. Physical Characteristics

Townsend is located in southern New Castle County, Delaware, within the interior lowlands portion of the Atlantic Coastal Plain. The topography is characterized by elevations at about 60 to 70 feet above sea level throughout most of town, decreasing to an elevation of 10 feet in the northwest portion of town near Wiggins Mill Pond.

Wetlands

Wetlands protect water quality by naturally filtering runoff, providing wildlife habitat, and providing protection from flooding. Wetlands are generally categorized by having hydrophytic vegetation (plants suited to wet soils), hydric soils (soils that are seasonally or permanently saturated), and a hydrologic connection (a connection to either groundwater or surface water). Protection of both non-tidal and tidal wetlands falls under the regulatory jurisdiction of Section 404 provisions of the Federal Clean Water Act. The regulatory authorities for development or disturbance in and around wetlands are the Delaware Department of Natural Resources and Environmental Control, U.S. Army Corp of Engineers, and the Environmental Protection Agency.

Wooded wetland areas exist along the Appoquinimink River and Wiggins Mill Pond in Townsend Village I, Townsend Village II, and on the Carter Farm. In the northern part of Townsend Villages, there is an existing wooded area that is delineated as non-tidal wetlands. In Townsend Village II, a section of woods runs along the eastern side of the development and is also indicated as a non-tidal wetland area. A small piece of property north of Gray Street in Townsend Village II is designated as a wetlands area and is currently undergoing a bog turtle study to determine the impacts of development on the habitat of the turtle. The Carter Farm, located in the southwest quadrant of town, has significant non-tidal wetlands, which need to be considered before development occurs. Additional wetlands interspersed throughout town can be identified on the Environmental Features map in the Appendix.

Forested Areas

Townsend has a significant amount of forested land within the town boundary with stands of mature forests located in Townsend Village I, Townsend Village II, and on the Carter Farm. The town should actively promote the protection of this valuable resource by continuing to prohibit clearing of forests and require reforestation of open space with appropriate plants listed in Section 1116 of the town's UDO. In addition, the town can work to promote the development and maintenance of forested areas through participation in the Urban and Community Forestry Program. This program is administered by the Delaware Forest Service within the Department of Agriculture and offers grants and technical assistance to communities for tree-planting, -care, and -management projects on publicly owned lands, such as parks, open space, and along streets. Information can be found at www.state.de.us/deptagri/forestry.

Open Space and Agricultural Preservation Areas

Open space in town is not only used to preserve rural character and provide outdoor recreation, it also provides important habitat and ecological benefits for wildlife. Townsend has been able to counteract some of the negative effects of development on wildlife habitat and natural ecosystems through zoning regulations that mandate a requirement of at least ten percent open space in new developments, programs that encourage using native plants, and reforestation requirements. The town is also making environmentally responsible choices in Townsend Municipal Park by planting Delaware native species and implementing stormwater best management practices.

The area surrounding Townsend is a proposed greenbelt and has agricultural easements and agricultural preservation districts in state and county programs. Agricultural landowners will be encouraged to participate in these programs that restrict development on prime agricultural land and to participate in a

Transfer of Development Rights program after the sending and receiving areas are identified. A new agricultural-zoning category should be considered for the town's Unified Development Ordinance that would allow agricultural activities within the town boundary and permit one dwelling unit per five acres in the greenbelt. Farmland preservation is important because it not only protects food supply and open space but has the added benefit of protecting natural habitats.

Floodplains and Flooding

Floodplains occur naturally along water bodies and are the areas where increased stream flows are accommodated during storm events. While every flood event will have a unique flood plain based on the amount of rainfall received, the 100-year-flood plain is accepted as the "regulatory" limit of flooding for flood insurance purposes and for zoning and development practices in Townsend. Land that is designated as a 100-year-flood plain has a one percent (1/100) chance of a flood occurring each year.

The maintenance and protection of Townsend's floodplains are important to minimize property damage during storm events and maintain the natural filtration of stormwater runoff on its way to water bodies. Residential development is prohibited in the 100-year-flood plain in Townsend. When the construction of Townsend Village I is complete, the flood plain and riparian buffer areas are intended to be deeded back to the developer for permanent protection.

Watersheds

Wiggins Mill Pond and the Appoquinimink River serve as the municipal boundary of Townsend to the north. The Appoquinimink River continues to flow in a northeasterly direction toward Noxontown Pond and eventually into the Delaware Bay. This area in the north of town near the pond and the river is the area with the greatest change in elevation at the point where the flood plain gently slopes to converge at the water's edge. Non-tidal wetlands and wooded areas act as a riparian buffer and run along the border of Wiggins Mill Pond and the Appoquinimink River, with a few areas in the 100-year flood plain.

A watershed is all of the land that water moves across or under while flowing to a specific body of water and includes the plants, animals, and humans in this area. Townsend is located in the Appoquinimink River Watershed in the north and the Blackbird Creek Watershed in the southern part of town. However, the town works more closely with the Appoquinimink River Association and the Appoquinimink Tributary Action Team to assist in pollution control strategies. The Appoquinimink River watershed drains approximately 47 square miles in New Castle County and consists of three main branches, including the main branch of the Appoquinimink River (Wiggins Mill Pond and Noxontown Pond), Deep Creek (Silver Lake), and Drawyer Creek (Shallcross Lake). The ponds and lakes included in the Appoquinimink River watershed are typically shallow, man-made, and maintained by dams. The Appoquinimink watershed empties into the Delaware Bay, where expansive tidal wetlands are part of one of the largest undisturbed marsh systems in Delaware. These wetlands serve as important habitat for wildlife and waterfowl, spawning grounds for fish and other aquatic species, and passive recreation for local birdwatchers. This ecologically diverse watershed is home to many species of wildlife, including the bald eagle and bog turtle. Hawks, herons, egrets, kingfishers, osprey, swallows, otters, minks, beavers, deer, flying squirrels, meadow jumping mice, bats, and possums also inhabit the area.

A small portion of the southern part of Townsend is in the Blackbird Creek watershed. This watershed flows northeast into the Delaware Bay and is one of the most pristine watersheds in Delaware. It is primarily used for agriculture and very low-density housing. Much of this watershed is protected, including a large forested area in Blackbird State Forest. The Delaware National Estuarine Research Reserve protects many of the salt marshes that are located where Blackbird Creek meets the Delaware Bay.

Water Resource Protection Areas

Almost the entire original town and approximately half of Townsend Village I and II are designated as excellent water-recharge areas. Designation as an excellent-recharge area means that these regions have permeable soils that allow water from the surface to easily reach the water table. Wellhead-protection areas are the 300-foot-wide buffer surrounding the two Class A wellheads that are used for drinking water. The Town has adopted a Source Water Protection Ordinance in order to protect these vulnerable water resource protection areas. Protecting these areas is critical because they allow for the relatively rapid transmission of potential contaminants to drinking water sources. Measures aimed at protecting excellent-recharge areas include prohibiting the storage of hazardous materials within their boundaries and limiting impervious cover within these areas to best allow for the natural replenishment of aquifers.

Riparian Buffers

Riparian buffers are the vegetated lands adjacent to streams that help reduce erosion and prevent nutrient loading in streams. In Townsend, no vegetation can be removed, and existing native vegetation should be preserved in all riparian buffers. Townsend's codes dictate that the riparian buffer areas are designated as 100 feet from the top of each bank or 50 feet beyond the floodplain or non-tidal wetland line. No septic systems are allowed, and any development occurring in this area should maximize drainage via natural swales, flow-through grassland, or discharged from a stormwater-management facility having a wetland or aquatic bench.

2-4b. Relevant Programs, Policies, and Regulations

Total Maximum Daily Load (TMDL)

The 1972 Federal Clean Water Act (CWA) was developed to maintain the health of our nation's waters. Under Section 303(d) of the CWA, states are required to identify all impaired waters and establish total maximum daily loads to restore their beneficial uses (e.g., swimming, fishing, drinking water, and shellfish harvesting). A TMDL defines the amount a given pollutant may be discharged to a water body from all point, nonpoint, and natural background sources in order for that water body to meet or attain all applicable narrative and numerical water quality criterion (e.g., nutrient/bacteria concentrations, dissolved oxygen, and temperature) in the State of Delaware's Water Quality Standards. A TMDL may also include a reasonable margin of safety to account for uncertainties regarding the relationship between mass loading and resulting water quality.

In simplistic terms, a TMDL matches the strength, location, and timing of pollution sources within a watershed with the inherent ability of the receiving water to assimilate that pollutant without adverse impact. The realization of these TMDL pollutant load reductions will be through a Pollution Control

Strategy (PCS). A PCS is the regulatory directive that identifies what specific actions (e.g., best management practices) are necessary for reducing pollutants in a given water body (or watershed); thus realizing the water quality criterion or standards set forth in the State of Delaware's Water Quality Standards – ultimately leading to the restoration of a given water body's (or watershed's) designated beneficial uses. The PCS will also include voluntary or non-regulatory components.

The Town of Townsend is located within two separate watersheds – the Appoquinimink River and Blackbird Creek. Both watersheds have specific assigned nutrient (nitrogen and phosphorus) and bacterial TMDL load reduction rates. In the Appoquinimink River watershed, a 60 percent reduction is required in the nitrogen and phosphorus levels. Additionally, bacteria loading must be reduced by 8 percent in freshwater portions and 71 percent in tidal regions. In the Blackbird Creek watershed, a 40 percent reduction is required in the nitrogen and phosphorus levels and an 80 percent reduction is required for bacteria.

The Pollution Control Strategies for the Appoquinimink River and Blackbird Creek watersheds have not been completed or adopted by the state to date. In 2000, DNREC did create a tributary action team, comprised of local stakeholders and residents in the watershed, to make it possible for everyone to take part in the process of determining how to improve water quality and comply with TMDLs in the Appoquinimink. In 2004, this Appoquinimink action team was incorporated as a nonprofit organization—the Appoquinimink River Association (ARA). ARA's mission is to preserve, protect, and enhance the rivers and related natural resources of southern New Castle County.

Source Water Assessment and Protection Program

The Safe Drinking Water Act Amendments of 1996 mandated that each state develop a Source Water Assessment and Protection (SWAP) program to better protect public-drinking-water sources. There are three basic components of all SWAP programs:

- Delineate the boundaries of the land area most important to public water sources.
- Identify the potential sources of contamination within those boundaries.
- Assess the susceptibility of the public-water source to these contaminants.

In Delaware, the SWAP program was coordinated mainly by DNREC, which developed the majority of the assessments for all public water systems in Delaware, including Townsend. Since Artesian Water provides water service to Townsend, the assessment can be viewed under Artesian Water System Reports at *www.wr.udel.edu/swaphome/Publications/fa_artesian.html*.

In 2001, the Delaware General Assembly passed legislation which required all jurisdictions with a population greater than 2,000 to implement measures to protect sources of public drinking water within its boundaries by the year 2007. Even though Townsend has a population less than 2,000, the town voluntarily adopted environmental-protection regulations that included source water protection ordinances. The relatively quick implementation of the environmental-protection regulations in Townsend received regional attention. In 2002, the EPA awarded Townsend with a source water protection award for adopting a land use ordinance to protect its drinking water sources. The Townsend

Source Water Protection Ordinance is a model for consideration by other towns. More information and additional model ordinances can be found at *www.wr.udel.edu/swaphome/publications.html*.

Appoquinimink River Association (ARA)

The Appoquinimink Tributary Action Team has been incorporated into the Appoquinimink River Association, a nonprofit organizations whose mission is to preserve, protect, and enhance the rivers and related natural resources of the Appoquinimink region. Its volunteer members are educators, landowners, farmers, citizens, scientists, and elected officials who care about the quality of the water that residents live near, play in, and drink. The volunteers work to make other community members more aware of how their actions can help to ensure clean water in the Appoquinimink River watershed. Townsend has actively pursued a partnership with the ARA in order to improve stormwater management in town and help protect the town's water resources and reduce nonpoint-source pollutants in the Appoquinimink River and Wiggins Mill Pond.

Critical Natural Areas and State Resource Areas

A Critical Natural Area (CNA) is any site that is listed in the state natural areas inventory and has important or unusual natural significance. CNAs include forests, stream corridors, wetlands, nature preserves, and other natural areas. The Delaware Natural Areas Advisory Council designates which areas are CNAs, approves the mapping of these areas, and recommends areas for permanent protection through state acquisition. In New Castle County, 15 percent of the overall land area is designated as a CAN, and 64 percent of that acreage has already been protected. As described in section 1108 of Townsend's Unified Development Ordinance, a CNA report is required before development can occur in an area designated by DNREC as a Critical Natural Area. There are no designated CNAs within the current town limits. However, there may be Critical Natural Areas located in potential annexation areas to the northeast of town surrounding the Appoquinimink River.

The 1990 Land Protection Act established the Open Space Program, which authorized the creation of State Resource Areas (SRA) maps and established the Open Space Council that approves SRA maps and recommends areas for permanent protection. SRA designation is given to parks, fish and wildlife areas, forests, nature preserves, and cultural sites. The 1990 Land Protection Act also authorizes SRAs to be utilized in the comprehensive-planning process and targets areas for state land acquisition from willing sellers. The Carter Farm property, within the municipal boundaries of Townsend, has a densely wooded section that provides valuable habitat for wildlife and has been designated as an SRA.

SRAs, originally mapped in 1990, were updated in 2006 to include green-infrastructure target areas. The difference between SRAs and CNAs is that SRAs cover more overall acreage than do CNAs. Critical Natural Areas cover approximately 180,000 acres in Delaware, while SRAs cover almost 285,000 acres. The intent of the SRAs is to establish a system for identifying preservation-worthy open spaces that have not yet been preserved to guide acquisition decisions and comprehensive land use planning. At the present time, counties and municipalities are highly encouraged to protect SRAs but are not required to do so. The maps were officially adopted by DNREC and transmitted to the counties in fall of 2006. However, due to the impact the SRA legislation has on property values, the program was litigated and is currently being redesigned.

Community Wildlife Habitat (National Wildlife Federation)

The town is a participant in the National Wildlife Federation's Community Wildlife Habitat Certification Project, which allows homeowners to apply for certification as a habitat for local animal species by adopting practices that are beneficial to wildlife. By adopting practices such as native landscaping, pesticide limitation, and limits on turf grass, residents can help mitigate the effects of development on wildlife and reduce residential nonpoint-source pollution. If 50 residents in town certify their backyards, the town would qualify for certification that would increase the availability of grants in Townsend. The Town has also put boardwalks around retaining ponds to increase the environmental functionality of the ponds for residents. The Delaware Nature Society and the Appoquinimink River Association provide technical assistance to homeowners who are interested in certification, and the town has also received support from U.S. Senator Carper for its efforts.

In order to help obtain certification in the program, the town has partnered with Townsend Elementary to encourage environmental responsibility among the students. The Town has participated in two of the school's assemblies that explained ways to protect wildlife habitats. In addition, an annual Main Street cleanup is organized with the elementary school and the Junior Town Council to pick up trash in town and along the banks of the creek.

Preservation Zoning

The Town has preserved a number of parcels 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.

Additional Environmental Preservation and Conservation Policies

Townsend has voluntarily participated in additional programs to preserve the environment and has designated a town energy and environment committee. This committee is exploring the options of implementing an energy policy in town that focuses on energy conservation through projects such as energy-efficient bulbs in street lights. Other tentative projects include a water- and wetlands-conservation project and participation in a pilot recycling program that would mandate recycling in town.

Natural Resources Critical Issues and Future Needs

Development Pressure

With increased development in Townsend, it is important that the town continue to monitor environmental quality and proactively enact programs that protect natural resources. Increased development typically reduces natural habitats and increases impervious surfaces. Unless mitigated with sound environmental policies, development can lead to environmental degradation and additional nonpoint-source pollutants in surface waters.

Sensitive Natural Areas

Townsend has an extraordinary amount of wetlands, excellent-water-recharge areas, and mature forest within its limits. It is essential that the town protect these important resources and continue to enforce environmental regulations in the town's Unified Development Ordinance.

Natural Resources Goal

Preserve and enhance the town's aesthetic and environmental amenities through continual support of various environmental programs, environmental protection ordinances, responsible land use decisions, and coordination with environmental organizations.

Natural Resources Recommendations

- Continue to enforce environmental regulations (including Source Water Protection Ordinances) and adopt additional environmental protection measures as deemed necessary to protect water supplies and the health of the Appoquinimink River.
- Continue to work with the Appoquinimink River Association to help achieve TMDL goals.
- Become more involved with conservation measures in the Blackbird Creek watershed to reach TMDL goals.
- Consider the adoption of a zoning category that allows agricultural and/or agribusiness uses within the town limits and one dwelling unit per five acres.
- Consider revising the Unified Development Ordinance to allow denser development to preserve more open space.
- Encourage participation in agricultural preservation programs and TDR programs.
- Continue to promote green space by protecting forested lands and requiring that a certain percentage of new subdivision be forested. Discourage clear-cutting and enforce reforestation projects when clear-cutting is necessary.
- Actively promote the development of forested areas through participation in the Urban and Community Forestry Program. This program is administered by the Delaware Forest Service within the Department of Agriculture and offers grants and technical assistance to communities for tree-planting, -care, and -management projects on publicly owned lands.
- Coordinate stormwater-management issues with the New Castle Conservation District, Appoquinimink River Association, and DNREC to ensure implementation of the Sediment and Stormwater Program. The town should work with the New Castle Conservation District to ensure that sediment and stormwater plan review becomes part of the town's planning process.
- Work with DNREC's Conservation Reserve Enhancement Program, the Appoquinimink River Association and the Institute for Public Administration's Water Resources Agency to reduce nonpoint-source pollution through best management practices.
- Work with Peavey Grain about air-quality issues.
- Protect wetland habitat and complete the bog turtle study in the wetlands adjacent to Townsend Village II before development of access road in Townsend Village II.
- Consider allowing poultry on residential property.

- Research the implementation of an energy-conservation program in town that promotes energy-efficient technology for town projects including street lighting.
- Adopt legislation that would protect identified SRAs once in town (via annexations).
- Continue to actively pursue a town recycling program.
- Continue to work towards community wildlife habitat certification.
- Consider zoning appropriate areas in the town as Preservation to protect environmental resources.

2-5. Transportation

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

This section of the plan provides an inventory of the transportation system in Townsend, notes planned improvements to the transportation network, identifies issues that need to be addressed, and recommends actions to ensure safe and efficient mobility for all transportation modes in Townsend.

Inventory of Roads in Town

Townsend is bisected by the train tracks of the Norfolk Southern Delmarva Secondary Line, the primary freight line serving the entire Delmarva Peninsula. Typically, four to eight freight trains travel through the heart of Townsend each day, crossing Main Street at an at-grade intersection and serving some local industrial businesses. Just south of town, the main line branches off onto the Townsend Line, serving nearby Maryland's 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.

The Delaware Department of Transportation (DelDOT) maintains the four major streets through town—Main Street, Commerce Street, South Street, and Rail Road Avenue/Wiggins Mill Pond Road. DelDOT currently has no plans to upgrade these streets. Townsend is responsible for sidewalks, snow removal, maintenance, and repairs of the local streets as well as the subdivision streets in the newly annexed developments. Snow removal is done by the town. Street repairs are also completed through private firms on a bid basis. The town strives to maintain and improve one street it is responsible for each year.

Traffic Counts

DelDOT collects traffic-count information for most of the major roadways in the state. Traffic count information was examined for the major roadways in Townsend for the years 2000 and 2006. Though some residents did express concern over increased traffic volumes in town, particularly truck traffic, the data suggest somewhat of a mixed bag. Volumes on Summit Bridge Road were significantly lower in 2006 than in 2000 both north and south of town. Pine Tree Road/Main Street changed very little east of town, though it showed a marked increase from 2000 to 2006 to the west of town. Traffic figures for Wiggins Mill Road doubled from 2000 to 2006, but still accounted for only a few hundred trips, and traffic on Dexters Corner Road was nearly unchanged. Generally speaking, this snapshot may indicate growing traffic volumes to the north and west of town.

Walkable Communities and Green Infrastructure

The town's desire to improve its network of parks and open spaces led it to participate in the University of Delaware Institute for Public Administration's (IPA) Healthy/Walkable Communities Initiative in 2006. The green infrastructure of parks and trails served as the impetus for the Townsend Annual 5K Run Series, which follows local streets and greenways through town. As detailed in IPA's study, Townsend should attempt to permanently mark this course for residents to use for daily recreation. As the town acquires more open spaces and parks with the development of new subdivision and annexation areas, the interconnected network of trails, walkways, and shared pathways should continue to be a priority when designating open space. Main Street, the historic section of town, the new sub-divisions, the new municipal park, the future Carter Farm development, and the Townsend Elementary School are all priorities for walking trails that promote interconnectivity. IPA's study makes the following recommendations for improving the pedestrian network and environment, and residents' opportunities for physical activity:

Pedestrian Network and Environment Recommendations

- Consider extending the sidewalks on Main Street in front of the fire hall, or paint in an extended crosswalk.
- Consider the annexation of properties on the eastern side of town fronting Main Street in order to facilitate the installment of sidewalks where there are currently gaps.
- Investigate a pedestrian cut-through or trailhead from the end of Gray Street west toward the proposed park.
- Petition DelDOT to install a well-marked and signalized crosswalk at the intersection of Main Street and Summit Bridge Road.
- Continue negotiations with the rail line to mitigate pedestrian conflicts and potentially redesign the confluence of Main Street and the railroad tracks.
- Review the municipal comprehensive plan and ensure that both it and the town's zoning and subdivision ordinances mandate walkability features (short setbacks, sidewalks, side parking, dedicated open space or donations in lieu of dedication) to promote future development that is walkable and compatible with the existing town core.
- Institute a program of hedge-trimming and grass-mowing to deal with the handful of spots where unchecked growth impedes the sidewalk network or obscures signage.
- Re-stripe and nominally realign the town's crosswalks to ensure they are readily visible to pedestrians and drivers and that they lead directly to curb cuts and ramps.
- Purchase and install signs at regular intervals along the town's five-kilometer walking route to raise community awareness and provide pedestrians with useful information, such as how far they've walked or how many calories they've burned.
- Investigate the installation of landscaping and street trees or shrubs to somewhat buffer pedestrians from the truck traffic and large industrial uses on the south side of Main Street near the railroad.
- Consult with DelDOT and hire an engineering firm to scope out the feasibility of a large-scale streetscaping project to bury utilities, widen sidewalks, add a grassy buffer strip, install pedestrian amenities, and other pedestrian features along the Main Street corridor.

- Work closely with the county to assure that the proposed park is well connected to Townsend's transportation network and that pedestrians need not walk through a large parking lot to gain access. Wherever possible, any park trails should directly access the town's sidewalks.
- Consider changes to the comprehensive plan and Unified Development Ordinance to encourage a more vibrant and varied mix of businesses along the Main Street corridor. Consider promoting or adding incentives for mixed-use structures.

Opportunities for Physical Activity Recommendations

- Purchase and install signs at regular intervals along the town's five-kilometer walking route to raise community awareness and provide pedestrians with useful information, such as how far they've walked or how many calories they've burned.
- Work to revitalize and bolster the activities of Townsend's walking club.
- Consider additional street fairs, events, and festivals to acclimate Townsend residents to walking around and socializing with their neighbors.
- Engage rail line representatives in a dialogue about the possibility of a park or trail running adjacent to the tracks in the line's right of way.

Sidewalks greatly facilitate walking. Townsend has been aggressively completing its sidewalk infrastructure with handicapped ramps using Municipal Street Aid funds. All new developments are required to have sidewalks.

The mayor has been working with his counterpart in Middletown to connect the new Townsend Municipal Park to open space in Middletown via a greenway.

Townsend should address the concerns of residents about safety issues with the greenway trail system. Additionally, improvements such as paving or boardwalks, which will need to be constructed, will have to comply with floodplains and wetlands regulations stated in the Unified Development Ordinance. Public safety issues with trails should be addressed to ensure that parks and greenways are adequately monitored and maintained, which would help to prevent them from becoming crime-ridden areas. Trails should also be accessible by ambulance in case of an emergency or accident.

Bicycle Accessibility

Townsend is located within a bike-ride from the Chesapeake & Delaware Canal Greenway. This greenway runs from Delaware City in the east to Chesapeake City, Md., in the west, and connects with Lums Pond State Park. Wiggins Mill Park is adjacent to Townsend to the north and slated to be upgraded by New Castle County to include significant recreational opportunities. While these bike-rides are relatively short in distance, safety on these routes can be an issue that the proposed greenway trail will be able to address. The town's side streets generally offer favorable cycling conditions, as will the streets platted for the new subdivisions. Marked bike lanes would be a nice improvement on Main Street and Wiggins Mill Road, as traffic volumes and curves on both likely leave them suitable only for intermediate level or highly experienced cyclists.

Public Transportation

DART First State, a Division of DelDOT, provides daily, regional bus service between Dover and Wilmington. Townsend residents can either drive to the Odessa stop or drive to the park-and-ride in Middletown (at Bethesda United Methodist Church on Main Street), from where they can take a free shuttle to the bus stop in Odessa. Paratransit service is available to eligible senior citizens and disabled persons. The Middletown Senior Center runs a bus into Townsend several times a day.

In accordance with agreements among the M-O-T communities, outlined in the Southern New Castle County plan, Townsend will move to request direct access to public transportation. Though the majority of town residents own private automobiles, the town would like to provide mobility options for those who do not, or who would prefer not to own a primary or secondary vehicle. As the M-O-T region is a growing area, a feasibility study of the types of public transportation that would be appropriate for the area should be completed. The state is currently conducting 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 state has developed a number of Park and Ride facilities throughout Delaware. These facilities offer a convenient place to park your car and board a bus and are most often used for commuting to work. There are three Park & Ride facilities within a short drive of Townsend—the Odessa Park & Ride at SR1 & SR299; the New Boyds Corner Park & Ride at S.R. 1 & Pole Bridge Road; and the Bethesda United Methodist Church Park & Ride at 116 East Main Street in Middletown. There is also a Park and Pool facility at Pine Tree Corner (U.S. Route 13 & Pine Tree Corner Road).

Transportation Critical Issues and Future Needs

Traffic on Brook Ramble Lane

Residents in Townsend Station are worried about the increase in the amount of traffic on Brook Ramble Lane in Townsend Station because of the Early Childhood Center. The residents are concerned that they can't play in their yards because of speeders on Brook Ramble Lane, and they would like to see traffic-calming devices installed to combat this problem. The homeowners association and the Early Childhood Center should work together to come up with a solution for the increased amount of traffic.

Traffic on the West Side of Town

Areas on the west side of town were indicated by residents as an issue. Increased development to the west of town has increased the amount of traffic on residential roads, as evidenced by DelDOT's traffic counts. DelDOT's construction of U.S. Rt. 301 was officially approved in 2008. The construction project will provide better access to U.S. Rt. 301 as an alternative route for people living on the west side of Townsend who are travelling north to Newark and Wilmington. The traffic patterns in this area may be altered and some traffic on residential roads may be alleviated when the improved U.S. Rt. 301 is completed.

County Park Intersection

Townsend has proposed a land swap with New Castle County for the small park that is located at the intersection of South and Commerce Streets. The town has deemed this an unsafe intersection and is planning on annexing the park and replacing it with a safe intersection with a new traffic pattern. The open space lost from the park will be replaced with additional open space in the Carter Farm development.

Route 71 and Main Street Intersection

This is an intersection that was identified as dangerous in the town. The Streets Committee is working with DelDOT to change the crossing near Main Street and the new Happy Harry's. It would like to see a crosswalk and a turning lane added, as the left turn onto Main Street is felt to be challenging.

Growth

Residents have expressed concern about increasing traffic volume and congestion as the area develops. Residents are also concerned about aging infrastructure, street repairs (including repaving and snow plowing), trash in the streets, and other street maintenance issues.

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.

Commuter Rail Service

The State is currently conducting 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.

Walkable Access to Local Services

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. According to the 2000 U.S. Census, 22.6 percent of working residents carpool, walk, or use public transportation to commute to work. Roughly seven percent of Townsend's households do not have a vehicle available.

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, likely facilitating speeding on residential streets. The above guidelines are part of DelDOT's Mobility Friendly Design Standards.

Non-driving Population

There are a significant percentage 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 public transit for transportation. It is especially important that the town complete the sidewalk system and make sure that all new development is pedestrian-oriented. The elderly and the disabled do have 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 and Commerce Streets to access the commercial and industrial activities near the railroad track. This may 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 would 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.

Transportation Goal

Create a well functioning system of roads, streets, sidewalks, bike paths, and transit services that serves the present and future development of the town and the region and furthers the logical development of town. The transportation plan should promote the safe and economical movement of goods and people and support both non-vehicular and vehicular modes of transportation.

Transportation Recommendations

- Conduct a traffic survey in front of the new Townsend Early Childhood Center to determine how to reduce traffic on adjacent Brook Ramble Lane in the Townsend Station. Determine the need for traffic-calming devices on Brook Ramble Lane.

- Continue to coordinate with New Castle County and DelDOT to determine the feasibility of annexing the county park and creating a new intersection at South and Commerce Streets.
- Continue to coordinate with the town engineer and DelDOT to prioritize areas for repair and secure funding.
- Coordinate with DelDOT to secure emergency access to SR 1 north at Pine Tree Corners.
- Coordinate with DelDOT and Middletown regarding the U.S. Rt. 301 connector project and how it will affect traffic in Townsend.
- Create a network of nature trails, walkways, and shared pathways connecting Main Street, the historic section of town, open areas surrounding and in the subdivisions, the new Municipal Park, the future Carter Farm park, and areas near the school.
- Encourage the school to go forward with its desire to improve landscaping with boardwalks and walking trails around the school's property.
- Continue to communicate with county and DART First State concerning the acquisition of public transportation stops and routes servicing Townsend.
- Continue with sidewalk installation on every street in town to promote walkability.
- Attempt to acquire the church property on Railroad Avenue to provide access to the New Municipal Park.
- Coordinate with Middletown to create a greenway.
- Put nature trails in the parks.
- Continue to work on Main Street revitalization projects to improve downtown walkability.
- Encourage the development of a balanced regional transportation system, including public transportation between Townsend and regional employment, education, and shopping.

2-6. Community Character and Design

GOAL: Retain and reinforce the identity of the town and its setting within its immediate regional area. Preserve and enhance the town's social, cultural, aesthetic, and environmental amenities.

This section of the plan reviews Townsend's unique characteristics and offers recommendations for the preservation and improvement of these distinctive features. The handbook "Better Models for Development in Delaware" was jointly produced in 2004 by the Delaware Office of State Planning Coordination and the Conservation Fund and sets forth six principles necessary for better development. This section of the plan uses these principles as a general framework to evaluate Townsend's development and recommend steps the town can take to ensure the maintenance of its unique character.

Six Principles for Better Development

1. Conserve farmland, open space and scenic resources.
2. Maintain a clear edge between town and countryside.
3. Build livable communities.
4. Preserve historic resources.
5. Respect local character in new construction.
6. Reduce the impact of the car.

Overview of Community Character

Recent annexations and the emerging patterns of development in the M-O-T area have the potential to dramatically change this community's character. As Townsend plans for the future, it must address both the historic features of the community and the implications of expected growth and development. The town is committed to preserving its character and identity through its negotiations with developers of the recently annexed properties, and any future annexation. The community's goals and planning policies expressed in this document and its soon-to-be-revised Unified Development Ordinance will guide how Townsend addresses these challenges.

Townsend is a historic town that for many years was a quiet community centered around the railroad and comfortable with its small-town, rural setting. It is a community of predominately single-family homes, many 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 bungalow homes 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 closed in 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 large strip malls, large office buildings, or apartment complexes. The existing commercial buildings are all of a residential scale. Townsend has the only operating grain station in southern New Castle County. Using the six principles listed above, the following are offered as recommendations the town should consider to maintain of its unique character

1. Conserve Farmland, Open Space and Scenic Resources

A very important element that contributes to the town's character is its natural resources. The historic town core area does not have a significant amount of natural resources, but forests, streams, wetlands, and agricultural lands surround the town. With 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 updated its environmental regulations in its Unified Development Ordinance in 2000, 2003, and 2004 to provide greater protection for wetlands, floodplains, and water resource protection areas within the town limits.

The town intends to update the UDO after adoption of this plan and will consider including a greenbelt designation and a new agricultural designation that allows more diverse types of farming. Although the Town has preserved a small section of town using the "Preservation" zoning classification, the town should consider zoning additional lands, including floodplains, wetlands and dedicated open space, as Preservation in order to protect environmental resources.

The Townsend Municipal Park is deed-restricted for permanent preservation as a park. Also, the town requires all new development to have at least ten percent open space. Townsend hopes to annex a significant amount of land to the west of town to be used as a greenbelt, where agricultural activities are encouraged.

Trees and landscaping in developed areas and the mature-forested sections of town add to the community character, enhance the visual appeal of the town, and add environmental benefits. They also act as natural filtration systems, helping to mitigate the environmental effects from suburbanization by improving air and water quality. Trees reduce the need for energy by naturally cooling the air, increasing real estate values, and aiding in stormwater management by stabilizing soil.

Street trees are needed in new developments and redevelopment to 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. The town should continue to protect this valuable resource by revising landscaping requirements with species more appropriate for the urban environment. The town should also increase the number of trees planted in public spaces, such as the Townsend Municipal Park and along roadways.

Townsend is fortunate to have significant open spaces surrounding the town on all sides, which contributes to Townsend being a desirable place to live. Large forested tracts are located to the south near the Carter Farm, to the east near SR 71, along Wiggins Mill Pond, and in other areas scattered throughout town as seen in the aerial view on Map 1. A large county-owned park is located to the north of town, and preserved agricultural lands are located to the northeast and west of town. Townsend should continue to take steps to preserve these valuable resources.

The regulations for water resource protection areas only allow up to 30 percent of the 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 and protect natural resources 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 greenbelt of open space at the northern and southern edges of town, where much of the vacant land exists. Lands to the north could connect to the county park and other protected lands to the north.

In summary, this plan recommends that Townsend continue to work to preserve lands through the development of a greenbelt. The greenbelt should be defined in the UDO, and an additional zoning category should be added to allow agricultural activities within the town limits. Landowners in the areas slated for preservation should be encouraged to participate in agricultural-preservation programs, transfer-of-development-rights programs, or other nonprofit land-conservation organizations.

2. Maintain a Clear Edge Between Town and Countryside

Surrounding geography has been somewhat helpful to Townsend in maintaining separation between the town and the surrounding area. Wiggins Mill Pond and the county park serve as the town's northern border, while open spaces and protected agricultural lands serve as its western border. SR 71 acts as a barrier to the east. The town's southern border is not as well defined and consists of unincorporated land surrounding the Carter Farm. However, much of this land has significant environmental constraints identified as State Resource Areas or Critical Natural Areas, which will restrict development.

Although Wiggins Mill Pond forms the border to the north, just a few miles farther north is the growing town of Middletown. While Wiggins Mill Pond effectively serves as a boundary between the two towns, it will be increasingly important for Townsend to preserve the town identity so the distinction between the two communities is not blurred. As detailed in the future land use section and seen on the Future Land Use map (Map 7a), Townsend has proposed the development of a medium-density residential area west of SR 71 and just southeast of Middletown's southernmost boundary. Currently, this land is in agricultural and low-density residential use. If developed, it will be necessary to carefully consider the design of the development to ensure distinction between the two towns. A prominent "Welcome to Townsend" sign would be useful in this area. Additionally, the property should be designed in keeping with Townsend's small-town, historic character to distinguish it from more suburban-style developments prominent in the region.

The eastern gateway into town, located near the end of Main Street and the intersection with SR 71 and Pine Tree Corners Road, is currently in need of some unification and aesthetic improvements. Motorists driving through on SR 71 have no idea that Townsend is only a few feet away, and this reality could be emphasized. 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.

Close coordination with New Castle County will be necessary in order ensure that the unincorporated areas around Townsend do not develop in a manner or at a scale that will detract from the town's character. The town should continue to be involved with Southern New Castle County's Memorandum of Agreement with the county, Middletown, and Odessa to ensure adequate notification and commenting procedures for areas within Townsend's Areas of Concern.

3. Build Livable Communities

Townsend should continue to offer its residents a high quality of life by focusing on appropriately mixing commercial and residential uses within identified areas. Commercial uses in town should cater to the needs of residents seeking convenient access to retail and services and should be accessible to pedestrians to encourage walking while having little adverse effect on the residential community. Residents are concerned about the absence of convenience stores, and there is some concern about the how the sewer limitation imposed by New Castle County will affect proposals for commercial uses. Townsend will need to closely coordinate with the county when designing the new commercial uses on SR 71 to deal with the sewer limitations.

While there are a few highway-oriented commercial uses in town along SR 71, this should not be the focus of new commercial development in town. The new commercially zoned properties in Townsend Village II are accessible by SR 71 but should also be pedestrian-friendly and accessible through the residential development Townsend Village II. Downtown future commercial uses should be developed in a manner consistent with the size and character of buildings in Townsend's historic district. In the area designated as the Town Center Redevelopment (see Map 7b), the intent is to permit small-scale commercial uses with residential units above that are in keeping with Townsend's historic character. Particular focus should be on developing future commercial uses so pedestrian access is facilitated.

The provision of affordable housing is another necessary component of a livable community. Median housing values in Townsend have increased significantly, mostly because of the higher prices of the larger homes in the new developments of Townsend Village I and II. Townsend should strive to provide rental opportunities and affordable housing by diversifying its housing stock. The housing-affordability analysis suggests that housing is generally affordable in Townsend.

According to Certificates of Occupancy information provided by Townsend in fall 2007 and 2000 Census data, over 90 percent of the housing stock in Townsend is single-family attached or detached homes. This number is significantly higher than that of the county (73%) and the state (70%). This indicates that the town could seek to diversify housing types and could benefit from an increased number of rental properties in order to provide a more livable community.

The provision of affordable housing also involves addressing some of the maintenance issues that arise in the historic downtown district. The town will need to make conscious efforts to minimize household maintenance expenses and maintain rental options. Older homes, such as those prevalent in the historic downtown area, can be more expensive to maintain than newer construction. There are existing programs in Delaware that provide funding for housing rehabilitation and affordable-housing development. The town should promote individual involvement in the variety of funding programs administered by the Delaware State Housing Authority and in the Historic Preservation Tax Credit Program administered by the State Historic Preservation Office.

Town-sponsored community events enhance the town's appeal and create a sense of community. There are a number of town-sponsored events that help solidify residents' pride in Townsend—a New Year's Eve Party, a Town Carnival, and a Town Fair. The Town Carnival serves as a fundraiser for the Municipal Park, and the Town Fair is held at the new Municipal Park grounds. The Annual Town Fair includes a parade, games, rides, food, raffles, contests, a float competition, and other events. It is important that the town make a distinct effort to revitalize the social aspect of town, because residents have noticed that with growth, the community feel has diminished. By promoting social events, the town can bring together the residents in the older part of town with those from the newer developments.

4. Preserve Historic Resources

As has been noted throughout this plan, Townsend's historic resources are one of the town's greatest assets. The town should work toward enhancing Townsend's historic resources by preserving the character of the historic district and promoting appropriate redevelopment within the district and downtown redevelopment area. The historic district was entered into the National Register for Historic Places in 1986 and encompasses most of the original town. It includes buildings that date back to around 1840 and later homes that offer fine examples of Gothic Revival and Queen Anne—style buildings. In addition to the historic district, two buildings are on the National Register of Historic Places: the Brook Ramble House and the Vandyke Heath House, both dwellings of the historic rural elite. 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.

The historic core of town has a pedestrian orientation, both functionally and visually, which makes the town picturesque and has the added benefit of making the community easy to get around and safe for residents, including children. Streets are grid-like (so it is easy to figure out where you are) with relatively short blocks. The streets have sidewalks, and 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. However, there have been some complaints about trash and debris on several properties scattered around the town. This is most acute within the historic core of the town and needs to be addressed.

It is recommended that the town continue to ensure that changes to buildings within the Townsend Historic District are consistent with the neighborhood's character and uphold guidelines provided by the National Historic Registry in order to maintain the Historic District. Next, the town should promote the necessary redevelopment of properties within the historic district and give historic preservation a high priority in the downtown redevelopment plans. The town should make certain that residents are aware of the Historic Preservation Tax Credit Program that can assist property owners in preserving and rehabilitating their historic properties. Additionally, the town should work with property owners to ensure that new construction is not out of character with the historic district.

5. Respect Local Character in New Construction

The primary concern expressed by residents is that new development be part of, and fit, the character of the town— not just be typical suburban larger lots. There is concern that the town's identity will be lost as new development occurs and residents want to maintain the small-town feel of the community. Residents want new development that 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.

To address these concerns, the town should develop and institute design guidelines for new development. The purpose of these guidelines would be to ensure consistency with the historic character of Townsend by requiring that new developments in Townsend contribute a high level of design quality to the built environment. A well-crafted standard would afford developers, architects, and designers the flexibility to meet the challenge of designing attractive new communities while compelling them to meet minimum design standards and provide for adequate variety in new construction.

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

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 developers in the area, and this relationship should be strengthened by regular discussion throughout the development process.

6. Reduce the Impact of the Car

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 (maximum nine to twelve feet wide), shorter block lengths (200 to 500 feet), 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. These can be regulated through the Unified Development Ordinance. The transportation section of this plan details some of the impediments to pedestrian movement in town and recommends a focus on connectivity and coordination with the Healthy Walkable Communities Program to provide adequate sidewalks and bike paths throughout town. Additionally, completion of a greenway connecting the M-O-T region would significantly reduce the need for a car.

Community Character and Design Goal

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. Sufficient land should be set aside for community facilities, recreational areas, and utilities to meet future needs, and the town's historic district, environmentally sensitive areas, and open spaces should be preserved.

Community Character and Design Recommendations

- As appropriate, the town should consult with the Office of State Planning Coordination regarding the community design initiatives being undertaken by their office.
- Revise the Unified Development Ordinance to assure that pedestrian orientation is required in new developments.
- Revise the Unified Development Ordinance to minimize the impact of parking lots through placement, screening, and landscaped pedestrian walkways.
- Consider zoning appropriate portions of the newly annexed lands as "Preservation" to protect environmental and historic resources.

- 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 to 500 feet), and pedestrian cut-throughs on cul-de-sacs and long blocks, to more closely reflect the town's pedestrian-oriented 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.
- Consider revising the Unified Development Ordinance to allow cluster-type development on lands in water resource protection areas to maximize land preserved as open space.
- Consider creating a historic overlay zone of the Historic Register District, with a Historic Review Board that oversees design standards, to provide an additional layer of oversight for development and redevelopment in this area of historic structures. The town should draft ordinances that apply specifically to the historic core of town and the Main Street Streetscape and the Downtown Revitalization Project proposal area.
- Increase the number of municipal tree-plantings in parks and open spaces along streets. The town should apply for urban-forestry grants to help offset the costs of planting and maintenance through the Urban and Community Forestry Program. The town should also work with the New Castle County Cooperative Extension Service or the State Urban Forester to identify the most appropriate species of street trees that survive in an urban environment and do not damage sidewalks.
- 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.
- Ensure appropriate development in the north of town to create a distinct boundary between Townsend and Middletown. This should be accomplished through design standards, adequate signage, and a greenbelt.
- Continue to fund the Main Street Streetscape efforts in the three-phase plan as funds become available.
- Support the finance committee's goal to increase revenue through business licensing fees, commercial property re-assessments, or a new business tax and not through significant increases in property taxes.
- Research the feasibility of a downtown-revitalization project that would invest in the town center and support mixed-use development.
- Consider supporting mixed-use development in future annexation areas.
- Keep the town's identity of the small, residential, bedroom community.
- Continue to promote cultural and social events to enhance community cohesiveness between residents in the older section of town and the recently annexed areas.
- Continue discussing the feasibility of participation in a transfer-of-development-rights program.
- 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.

2-7. Land Use, Annexation, and Areas of Concern

GOAL: Manage future land uses and transportation systems to achieve efficient functioning of the town for the convenience and well-being of its residents, workers, and visitors.
GOAL: Coordinate the development of the town with growth of the surrounding areas and with the plans of New Castle County and the state.
GOAL: Provide adequate and efficient public facilities, utilities, and services to meet the needs of present and future residents.

2-7a. Existing Land Use

Provided in the Appendix, Map 4 depicts Townsend's existing land uses. This map was developed from two windshield surveys. The first was conducted in 2001 as part of the background work for Townsend's 2003 comprehensive plan. The second was done in November 2007 for this plan document. All land use information was then verified and approved by the town.

Residential
As Map 4 indicates, Townsend is predominantly a residential community. Most of the residential development in the town consists of single-family detached homes. Some residential units are located above commercial uses.

Commercial
Most of Townsend's commercial uses are concentrated in two areas. The first is around the Main Street and Railroad Avenue intersection. The uses in this area include a real estate office, deli, and a beauty salon/barbershop. The second area is located around the intersection of Main Street and Summit Bridge Road (SR 71) and includes a liquor store, auto-parts store, pharmacy and a private daycare facility.

Two uses are outside of these areas. A vacant commercial/office building is located at the south edge of town near the industrial park, and a vacant commercial building is located on Wiggins Mill Road north of its intersection with Railroad Avenue.

Community
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 most of the town's community uses are located, including two churches, post office, the Townsend Volunteer Fire Company, the old firehouse (now used for storage by the Appoquinimink School District), and the Townsend Elementary School and Early Childhood Development Center. An important community use, the Townsend Town Hall, is located on South Street. As noted earlier in Section 2-2, long-term plans call for the relocation of the town hall to the municipal park. Utilities within the town boundary include the water supply and distribution system and a number of stormwater-management facilities. These systems were described in Section 2-3.

Parks and Recreation

As Map 4 shows only two parcels are designated park and open space within Townsend's municipal boundary. The larger of these is the 11.5-acre Townsend Municipal Park on Edgar Road in Townsend Village I. The second park is a community playground located at the Townsend Elementary School.

Most of Townsend's open space can be found in the new subdivisions. Typically, these spaces consist of floodplain associated with streams, stormwater-management facilities, or wetlands. Another open space area, the New Castle County—Townsend Park, is located just south of the town boundary.

Business and Industry

A mix of business and industrial uses are concentrated in the southwest quadrant of the town along the railroad and in the existing industrial complex. One of these is the Peavey Grain Company, which is the only grain processing facility in southern New Castle County, and another is Buffalo Concrete. Additional industrial uses in this area include welding, fabrication, auto repair and related storage, and masonry-building-materials storage.

Vacant

As a result of a series of annexations since 1999, a large portion of the land within the town is currently vacant and awaiting development. The bulk of this acreage is located in Townsend Village I and Townsend Village II, recorded subdivision plans on which construction has begun. To date, about 63 percent of the developable parcels in Townsend Village I and II are vacant. Another significant portion of the town's vacant land is the 97-acre Carter Farm property annexed in 2000, located south of Main Street adjacent to the Townsend Elementary School.

Land Use Changes 2002-2010

Table 16 indicates land use changes between the 2002 and 2010. As the figure shows, significant changes occurred in land use during this time as a large amount of vacant land was developed into residential and commercial uses. The residential increase is attributed to the construction of homes in Townsend Village I and Townsend Village II, and the increase in commercial use is attributed to a new Happy Harry's pharmacy, a daycare facility, and a professional office around the intersection of Summit Bridge Road (SR 71) and Main Street. Also, the addition of Townsend Municipal Park greatly increased the amount of land for parks and recreation.

Table 16. Townsend Land Use Changes, 2002-2010

	2002		2010		
	Number of Acres	**Percent of Total**	**Number of Acres**	**Percent of Total**	**Change in Number of Acres 2002-2010**
Land Use					
Residential	41.2	6.9	141.7	22.1	+100.5
Commercial	2.3	0.4	15.3	2.4	+13.0
Community Uses	4.9	0.8	22.1	3.5	+17.2
Business and Industry	18.6	3.1	18.9	3.0	+0.3
Park and Recreation	0.2	0.0	12.4	1.9	+12.2
Vacant	479.3	79.9	348.0	54.4	-131.3
Subtotal	546.5	91.1	558.4	87.3	+11.9
Roads, Railroads, and Other Unclassified Areas	53.5	8.9	81.6	12.7	+28.1
Total	600.0	100.0	640.0	100.0	+40.0

Source: IPA, 2010

2-7b. Planning Environment

A jurisdiction's planning environment encompasses not only its own goals and strategies, but also those of its surrounding area and the state. Accordingly, this plan's policies regarding future land use, annexation, and areas of concern consider the development climate in the Middletown-Odessa-Townsend area and the state's policy and spending strategies.

Development Climate

The Middletown-Odessa-Townsend (M-O-T) area has experienced rapid growth during the past two decades, and continued growth pressures are expected even in consideration of the recent economic downturn. The area northwest of Townsend toward Middletown has seen significant development, especially along the U.S. Rt. 301 corridor. The development known as "Westown" will continue to add to this growth pressure. In addition, the recent identification of the preferred alignment for the relocation of U.S. Rt. 301 will place additional growth pressure in the area.

To address the additional growth pressures, a regional master-plan process was initiated through a memorandum of agreement (MOA). Participants in this MOA include state, county, and local governments and the school districts. The regional planning area has been divided into five sub-areas, with the first priority given to the areas surrounding the towns of Middletown, Odessa, and Townsend. A more detailed description of this planning effort is found in Chapter 3, Inter-Governmental Coordination.

Strategies for State Policy and Spending

In 1999 the Cabinet Committee on State Planning Issues approved the Strategies for State Policies and Spending, outlining needs and concerns for future state planning and growth and identifying geographic areas where the state was most prepared for growth. Updated in 2004, the State Strategies document

delineates four investment levels across the state, with different types of state investments targeted for each investment level. In Levels 1 and 2 areas, the state would channel most of its intensive investments, such as new school facilities, roads, state service centers, and public safety facilities. Level 3 areas, slated for growth areas only when Level 1 and 2 areas are built up, would receive state funding only when needed to support Level 1 or 2 areas. Development is not preferred in Level 4 areas, and the state plans to make investments to address only public health or safety needs. Out of Play areas are not available for development or redevelopment, and, like Level 4 areas, state investment is limited.

The State Strategies for the Townsend region are depicted on Map 3. The majority of the areas in Townsend's municipal boundaries are designated as Level 2 with a small core area of Level 1. Level 3 areas are located on the southern and eastern boundaries of the town. The areas surrounding the town are predominantly Level 4 or Out of Play.

2-7c. Future Land Use Within Current Town Boundaries

This section describes Townsend's recommended future land uses and shows their possible relationship to the comprehensive rezoning that should follow adoption of this plan. Map 7b depicts recommended future land uses within the current town boundaries.

Residential

As Map 7b in the Appendix shows, the predominant future land use in town is residential. This residential development is a mixture of both older residential areas supplemented with recent construction during the past decade.

Commercial

This plan recommends that commercial land uses remain in the following areas.

- Around the intersection of Railroad Avenue and Main Street
- Around the intersection of Main Street/Pine Tree Road and Summit Bridge Road (SR 71)
- At the southern end of Cannery Lane

It also recommends additional commercial areas on the west side of Summit Bridge Road (SR 71) near Townsend Village II.

Industrial

As shown in Map 7b, this plan recommends that industrial uses remain concentrated in the southwest quadrant of town formed by the Railroad Avenue and Main Street intersection.

Community/ Institutional

This plan supports the continuation of Townsend's community and institutional land uses. As Map 7b shows, most of these are concentrated around Main Street and Sunnyside Lane and include schools, libraries, government buildings, community centers, community facilities, parks, and churches.

Town-Center Redevelopment
Map 7b delineates a town-center redevelopment area roughly consisting of the properties on either side of Main Street between Edgar Road and South Street. This recommendation does not necessarily call for creation of a new zoning district. Rather, it identifies an area within which the town might put together a series of actions aimed at revitalizing the area. A number of these actions have been identified throughout this plan.

2.7d. Zoning

Map 6 in the Appendix depicts Townsend's current zoning. As noted earlier, Townsend's zoning and subdivision regulations were consolidated into a single development ordinance in 2000. This ordinance establishes eight zoning districts. Five of these are residential: R, R-1, R-1A, R-2 and R-AA. The other zoning districts are Preservation, Commercial, and Industrial.

Residential Zoning Districts
As Map 6 shows, most of the town is zoned residential. In addition to dwelling units, permitted uses in the residential zoning districts include community uses. R designation is for single family detached homes, and R-1 and R-1A are for single-family homes on smaller lots. R-2 is also a single family residential district that reflects the lot sizes that exist in the original town of Townsend. The R-AA Zone permits duplexes, townhouses, condos, and single-family homes as well as assisted-living facilities for adults over 55 years of age.

Preservation Zoning District
The Preservation Zone is designed to protect open space, natural resources, and areas of special value. A former school site on the south side of Finley Street is the only parcel zoned Preservation. The municipal park on Edgar Road is not zoned Preservation because the construction of a community center or a town hall is not allowed in this zoning district.

Commercial Zoning District
Most of Townsend's commercial zoning is located along Main Street and SR71. The Commercial Zone is designed for a variety of commercial activities and targeted toward meeting the needs of the town and the surrounding area.

Industrial Zoning District
Industrial zoning is located in the southwest quadrant of town formed by the intersection of Main Street and Railroad Avenue. The types of uses allowed in the Industrial Zone include manufacturing, assembling, and distribution facilities as well as offices.

2.7e. Land Use and Zoning Link

Title 22, Section 702(c) of the *Delaware Cod*e requires that each municipality, "within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land [i.e., future land use]

provided for in the comprehensive development plan." Table 17 displays how Townsend's existing zoning districts might match up with the land uses recommended on Map 7b.

Table 17: Land Use and Zoning Link

Land Use Category in Map 7b	Zoning District(s) to be Considered in Comprehensive Rezoning	Notes
Residential	R Residential R-1 Residential R-1A Residential R-A Residential R-AA Residential R-2 Residential	(a)
Commercial	C Commercial	(a)
Industrial	I Industrial	(a)
Community/Institutional	All Zoning Districts	(a)
Town Center	All Zoning Districts	(a), (b)

Notes: a. While the Town has designated certain areas on its future land use maps (Maps 7a and 7b) as "Community/Institutional", and "Town Center," this Comprehensive Plan does not require the Town Council to zone with these specific designations when rezoning in accordance with this Comprehensive Plan. These uses may be placed in any zoning district which the Town Council designates as permissible under Townsend's Unified Development Ordinance or other applicable land use regulations.

b. While the Town Center Area is encouraged by this Comprehensive Plan, the Town is not required to adopt a Town Center zoning designation within its land use ordinances. Other zoning classifications (including but not limited to residential, commercial, and planned community designations) may be used to encourage flexible development strategies in the Town Center Area.

As noted in Table 17, the match-ups between land use categories and zoning districts are intended as guidance for the Town Council to consider during the rezoning process. It is not intended to preclude either the development of new zoning districts or revisions to the Unified Development Ordinance and other land use regulations.

2-7f. Annexation Areas

Map 7b also identifies proposed annexation areas, areas Townsend would like to include within its town boundaries. The areas for future annexation comprise about 615 acres designated for residential uses. The largest portions of the proposed areas for annexation are located north of the current town boundary and along the west side SR 71. Several small enclaves (parcels in New Castle County that are completely surrounded by Townsend's corporate limits) are also identified for possible annexation. These are located in the vicinity of the intersection of Wiggins Mill Road and Railroad Avenue and south of Commerce Street between South Street and the railroad.

The plan recommends that detailed master planning be considered before development in these areas would occur through annexation. Some of the questions that master planning should address include the following:

- How would development be coordinated with current and future development activities underway in Middletown?
- What transportation improvements would be required to handle increased traffic, especially as impacted by the new U.S. Rt. 301 facility/interchange located northwest of this area?
- What provisions will be made to increase connectivity between Middletown and Townsend (e.g., biking and pedestrian facilities in addition to vehicular connections)?
- What opportunities exist for promoting a livable community that would provide for:
  - Increased employment opportunities;
  - A mix of housing choices;
  - Locating commercial and institutional uses within walking distance of residential areas to promote the development of healthy lifestyles?
- What opportunities are there for this area to become the receiving area for a transfer-of-development-rights (TDR) program?

By examining these questions, the town goals to manage future land use and transportation systems and coordinate development with that of the surrounding areas can also be addressed.

2-7g. Areas of Concern

Areas of Concern are areas whose future development is of interest to Townsend. Three Areas of Concern are identified on Map 7a in the Appendix.

Area A
Area A, consisting of about 437 acres, is located on the east side of Route 71 and is of interest to the town since it borders the town gateway from the east. A large portion of this area contains lands that are deed-restricted and thus precluded from intensive development. Other portions of this area contain environmental constraints, which also limit development. At this time, the town is unlikely to consider this area for annexation.

Area B
Area B encompasses approximately 5,112 acres and wraps around the general vicinity of the town on the south, west, and north boundaries. It is intended for consideration as a greenbelt and for the sending area for the transfer of development rights. It would also link up with the proposed greenbelt area of Middletown. Townsend should consider creating its own TDR program similar to the one developed in Middletown. This should be a coordinated effort involving private developers and the town to ensure a program that meets the needs of all parties involved and can be utilized effectively.

Area C
Area C is the 194-acre Wiggins Mill Park is located adjacent to the northwest corner of the town and owned by New Castle County. The county has indicated a desire to involve the town in the development of this park. Some of the topics that both the town and the county should consider include design, infrastructure capacity, and associated environmental impacts.

Land Use, Annexation, and Areas of Concern Recommendations

- In accordance with state law, bring zoning map into congruence with land use map following adoption of this plan.
- Continue efforts to coordinate future land use strategies through the Southern New Castle County Master Plan.
- Consider a memorandum of agreement among Townsend, Middletown, New Castle County, the Office of State Planning Coordination, and DelDOT to develop a master plan for Areas of Concern designated on Map 7a with "A" and "B".
- Continue involvement with New Castle County in the development of Wiggins Mill Park.
- Consider revisions or additions to the Unified Development Ordinance that:
  - Incorporate this plan's Community Character recommendations.
  - Ensure that future development densities are consistent with the goals and policies of this plan.
  - Examine uses allowed in each zoning district.
  - Possibly create a new zone to implement this plan's goals concerning redevelopment in the town-center redevelopment area.
  - Encourage a diverse and affordable housing stock through mixed-use development, including apartments and townhomes.
  - Promote a mix of residential, commercial, office and "live-work" units in the town-center redevelopment area.

Chapter 3. Coordination and Implementation

3-1. Intergovernmental Coordination

The intergovernmental coordination element for the Townsend Comprehensive Plan Update is unique due to the multi-agency process which was utilized. This process was carried out through a Memorandum of Agreement (MOA) among the Delaware Department of Transportation, Office of State Planning Coordination, Delaware Department of Agriculture, New Castle County, Appoquinimink School District, Colonial School District, Smyrna School District, the Wilmington Area Planning Council, and the towns of Middletown, Odessa, Townsend, Clayton, and Smyrna. This MOA was executed in order to produce a comprehensive regional Master Plan to accommodate future growth in southern New Castle County.

The working group involved in this MOA has met numerous times during 2008, 2009, and 2010 to develop the regional Master Plan. In addition, individual meetings have been held with New Castle County and the Office of State Planning Coordination to discuss details of this effort. The Southern New Castle County Master Plan area has been divided into sub-areas with the Middletown, Odessa, and Townsend sub-area designated as the initial study area. Townsend has actively participated in the Southern New Castle County Master Plan, which has also helped to shape the town's comprehensive plan update; specifically the areas of concern, annexation areas, and future land uses.

The recommendations contained in the future land use section call for further coordination, specifically between Townsend, Middletown, New Castle County, the Office of State Planning Coordination, and DelDOT through an additional MOA, which would lead to the joint development of a plan for Townsend's proposed annexation areas as well as areas of concern. Issues such as community design, infrastructure, transportation, environmental resources, and open space would need to be addressed.

3-2. Plan Implementation

Implementation is one of the most important parts of the comprehensive-planning process, as it provides direction to the town to accomplish the ideas discussed in its comprehensive plan. Also, it is recognized that the town of Townsend cannot implement this plan update without coordinating with other governments and agencies, in particular New Castle County and the many agencies within the state of Delaware.

The following is a summary of the main recommendations made throughout this plan update. It provides a guide to actions that will be needed following the adoption of this plan by the town and its certification by the state. It should be noted that the most immediate recommendation requiring attention is the updating and revision of the town's Unified Development Ordinance. An updated ordinance will provide the town with a better tool for maintaining the town's character and charm as it continues to grow.

Housing Plan Recommendations

- Coordinate with DSHA and HUD to create a resource library for current and potential residents, detailing local, state, and federal homeownership/mortgage-assistance programs.
- Encourage the development of a variety of housing types, including more-compact alternatives to the single-family home, such as townhomes and condos.
- Consider making provisions for "granny flats" or accessory dwelling units in the municipal code to allow for an increase in the supply of rental properties.

Government Recommendations

- 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, either near Townsend Municipal Park, or at another similar location close to the geographic center of town.
- Develop a systematic written process for annexations to conform to state law and the New Castle County sewer agreement and include systematic notification to New Castle County.
- Begin to address the town's governance capacity as the community moves from a town of about 1,100 to a town of 2,800 persons. This should include estimating the overall costs and timing of development in order to provide regulatory oversight of new development, and the provision of maintenance and town services and facilities, both new and expanded.
- The town should update its charter, including addressing the current description of the town's boundaries and updated procedures.
- The town should update its Unified Development Ordinance to be in accordance with this plan within 18 months of plan adoption.
- The town should consider hiring additional employees, including a town manager.

Public Safety Recommendations

- Continue to provide money and assistance to the Townsend Volunteer Fire Company as it expands to meet the needs of a growing town through impact fees on new-home construction and other sources.
- Work with New Castle County and the state to ensure adequate emergency medical services for the community and the region.

Education Recommendations

- Promote the continued role of the Townsend Elementary School as a community education, recreation, and cultural resource while developing and growing the partnership between the elementary school and the early-childhood center.
- Work with developers and the school district to reserve an alternative site for a new, larger elementary school within the town's boundaries, close enough that local children can walk as well as convenient for school bus access.
- Continue to encourage childcare providers to locate in Townsend.

- Continue to promote educational activities (e.g., summer camps), at the Municipal Park through partnerships with local nonprofits such as Girls, Inc., or the Boys and Girls Club of Delaware.

Healthcare Recommendation

- Encourage professional healthcare services to locate within the town and long-range planning by the state and county for adequate primary healthcare and emergency facilities to serve the M-O-T region.

Solid-Waste Recommendations

- Continue to provide trash-removal service at the most affordable rate by providing the contract to the lowest qualified bidder.
- Continue communication with DNREC about participation in the pilot recycling program.
- Contact RecycleBank and request more information about their recycling program.
- Encourage residents to compost their yard waste or take it to Pine Tree Transfer Station for recycling.

Parks, Recreation, and Open Space Recommendations

- Update the Unified Development Ordinance to allow higher-density development on newly developing lands to maximize land preserved as open space.
- Review current lands zoned "Preservation" and consider rezoning other open space areas in town as "Preservation."
- Consider updating the Unified Development Ordinance to include a zoning category that would designate Townsend Municipal Park as open space, but still allow structures such as a community center, town hall, library, or recreational equipment.
- Consider updating the Unified Development Ordinance to include an agricultural and/or agribusiness zoning designation that allows agricultural activities, including livestock, and low-density development (about one dwelling unit/five acres) within the greenbelt in the town.
- Coordinate with Middletown to protect areas identified by both towns as greenbelt.
- Work with Delaware Agricultural Lands Preservation Foundation, Delaware Department of Agriculture, and New Castle County to encourage landowner participation in preservation districts and easements.
- Work with New Castle County to participate in the Transfer of Development Rights (TDR) program and designate sending and receiving areas in town.
- Continue to participate in the Community Wildlife Habitat Certification Project and encourage homeowners to complete the application for certification.
- Secure funding to develop the 11.5-acre parcel at Townsend Village I into a municipal park, allowing space for both a town hall and a community center, with the remainder as a local park.
- Continue to support the finance committee's goal to increasing revenue through business licensing fees, commercial property re-assessments, or a new business tax. Property taxes should not be significantly raised.

- Secure an easement near the southeast corner of the municipal park to provide safe access to the park from the center of town.
- Consider surveying residents about their local park needs and interests.
- Study maintenance and liability issues, arrangements, and costs for new local parks or open space.
- Locate future parks, both active and passive, to be accessible to all town residents and linked to other parks to provide corridors for recreation and wildlife.
- Work with New Castle County, Middletown, Delaware Greenways, DNREC, and others to establish a greenway/bikeway between Noxontown Pond and Wiggins Mill Pond with a connection to Townsend.
- To address connectivity of the Townsend Municipal Park with the historic section of town, Townsend should encourage private-property owners on Chestnut Street to allow public access through private property to access the park. Private-property owners are protected from liability according to Delaware Code Title 7 Chapter 59 "Public Recreation on Private Lands."
- Improve landscaping and add boardwalks where necessary to protect wetlands and environmentally sensitive areas along trails and greenways.
- Support New Castle County efforts to develop a regional park facility adjacent to Wiggins Mill pond as part of the Southern New Castle County Land Acquisition and Development plan.

Other Community Needs and Services Recommendation

- Continue the relationship with the M-O-T Senior Center to provide recreational opportunities for the elderly population in Townsend.

Public Water Supply Recommendations

- Coordinate with New Castle County and Artesian Water to ensure the timely implementation of the five-year plan to upgrade to provide adequate water services for present and future residents.
- Encourage homes nearest to town to be built first.

Wastewater Recommendations

- Attempt to re-negotiate with New Castle County to increase the sewer capacity stated in the agreement to allow growth in areas that are in accordance with the State Investment Strategies and the SNCC Memorandum of Agreement Local Area Plan for the M-O-T region.
- Continue communication with New Castle County regarding the sewer agreement.
- Investigate the possibility of connecting to Middletown Municipal Wastewater Treatment System to increase sewer capacity.
- Investigate the possibility of Townsend building its own municipal wastewater-treatment facility.
- The town should work with the county and nonprofits to secure funding to make connecting to the county sewer more affordable for residents.
- Encourage homes to be built nearest to town first.

Stormwater Management Recommendations

- Work with New Castle County Conservation District and DNREC to provide assistance with stormwater issues and implementation of green-technology best management practices that could be used to reduce pollutants entering the Appoquinimink River and Blackbird Creek.
- Provide homeowners with education and training about best management practices for stormwater in residential areas.
- Require the town engineer to review the town for stormwater-management issues, especially those related to industrial land uses and street upgrades. This information should be used to identify and preserve appropriate land for stormwater-management facilities in anticipation of the need.
- When new stormwater-management regulations become available, adopt those parts that are compatible with Townsend's small-town character.
- In the past, the town received funding for drainage projects on Taylor Street to mitigate water collecting in residents' basements. The town should attempt to secure funding to address similar drainage issues on Faulk Road and Chestnut Road.
- The town should continue to locate funding to improve drainage condition by retrofitting stormwater management techniques in the historic and industrial sections of town.

Natural Resources Recommendations

- Continue to enforce environmental regulations (including Source Water Protection Ordinances) and adopt additional environmental protection measures as deemed necessary to protect water supplies and the health of the Appoquinimink River.
- Continue to work with the Appoquinimink River Association to help achieve TMDL goals.
- Become more involved with conservation measures in the Blackbird Creek watershed to reach TMDL goals.
- Consider the adoption of a zoning category that allows agricultural and/or agribusiness uses within the town limits and one dwelling unit per five acres.
- Consider revising the Unified Development Ordinance to allow denser development to preserve more open space.
- Encourage participation in agricultural preservation programs and TDR programs.
- Continue to promote green space by protecting forested lands and requiring that a certain percentage of new subdivision be forested. Discourage clear-cutting and enforce reforestation projects when clear-cutting is necessary.
- Actively promote the development of forested areas through participation in the Urban and Community Forestry Program. This program is administered by the Delaware Forest Service within the Department of Agriculture and offers grants and technical assistance to communities for tree-planting, -care, and -management projects on publicly owned lands.
- Coordinate stormwater-management issues with the New Castle Conservation District, Appoquinimink River Association, and DNREC to ensure implementation of the Sediment and Stormwater Program. The town should work with the New Castle Conservation District to ensure that sediment and stormwater plan review becomes part of the town's planning process.

- Work with DNREC's Conservation Reserve Enhancement Program, the Appoquinimink River Association and the Institute for Public Administration's Water Resources Agency to reduce nonpoint-source pollution through best management practices.
- Work with Peavey Grain about air-quality issues.
- Protect wetland habitat and complete the bog turtle study in the wetlands adjacent to Townsend Village II before development of access road in Townsend Village II.
- Consider allowing poultry on residential property.
- Research the implementation of an energy-conservation program in town that promotes energy-efficient technology for town projects including street lighting.
- Adopt legislation that would protect identified SRAs once in town (via annexations).
- Continue to actively pursue a town recycling program.
- Continue to work towards community wildlife habitat certification.
- Consider zoning appropriate areas in the town as Preservation to protect environmental resources.

Pedestrian Network and Environment Recommendations

- Consider extending the sidewalks on Main Street in front of the fire hall, or paint in an extended crosswalk.
- Consider the annexation of properties on the eastern side of town fronting Main Street in order to facilitate the installment of sidewalks where there are currently gaps.
- Investigate a pedestrian cut-through or trailhead from the end of Gray Street west toward the proposed park.
- Petition DelDOT to install a well-marked and signalized crosswalk at the intersection of Main Street and Summit Bridge Road.
- Continue negotiations with the rail line to mitigate pedestrian conflicts and potentially redesign the confluence of Main Street and the railroad tracks.
- Review the municipal comprehensive plan and ensure that both it and the town's zoning and subdivision ordinances mandate walkability features (short setbacks, sidewalks, side parking, dedicated open space or donations in lieu of dedication) to promote future development that is walkable and compatible with the existing town core.
- Institute a program of hedge-trimming and grass-mowing to deal with the handful of spots where unchecked growth impedes the sidewalk network or obscures signage.
- Re-stripe and nominally realign the town's crosswalks to ensure they are readily visible to pedestrians and drivers and that they lead directly to curb cuts and ramps.
- Purchase and install signs at regular intervals along the town's five-kilometer walking route to raise community awareness and provide pedestrians with useful information, such as how far they've walked or how many calories they've burned.
- Investigate the installation of landscaping and street trees or shrubs to somewhat buffer pedestrians from the truck traffic and large industrial uses on the south side of Main Street near the railroad.
- Consult with DelDOT and hire an engineering firm to scope out the feasibility of a large-scale streetscaping project to bury utilities, widen sidewalks, add a grassy buffer strip, install pedestrian amenities, and other pedestrian features along the Main Street corridor.

- Work closely with the county to assure that the proposed park is well connected to Townsend's transportation network and that pedestrians need not walk through a large parking lot to gain access. Wherever possible, any park trails should directly access the town's sidewalks.
- Consider changes to the comprehensive plan and Unified Development Ordinance to encourage a more vibrant and varied mix of businesses along the Main Street corridor. Consider promoting or adding incentives for mixed-use structures.

Opportunities for Physical Activity Recommendations

- Purchase and install signs at regular intervals along the town's five-kilometer walking route to raise community awareness and provide pedestrians with useful information, such as how far they've walked or how many calories they've burned.
- Work to revitalize and bolster the activities of Townsend's walking club.
- Consider additional street fairs, events, and festivals to acclimate Townsend residents to walking around and socializing with their neighbors.
- Engage rail line representatives in a dialogue about the possibility of a park or trail running adjacent to the tracks in the line's right of way.

Transportation Recommendations

- Conduct a traffic survey in front of the new Townsend Early Childhood Center to determine how to reduce traffic on adjacent Brook Ramble Lane in the Townsend Station. Determine the need for traffic-calming devices on Brook Ramble Lane.
- Continue to coordinate with New Castle County and DelDOT to determine the feasibility of annexing the county park and creating a new intersection at South and Commerce Streets.
- Continue to coordinate with the town engineer and DelDOT to prioritize areas for repair and secure funding.
- Coordinate with DelDOT to secure emergency access to SR 1 north at Pine Tree Corners.
- Coordinate with DelDOT and Middletown regarding the U.S. Rt. 301 connector project and how it will affect traffic in Townsend.
- Create a network of nature trails, walkways, and shared pathways connecting Main Street, the historic section of town, open areas surrounding and in the subdivisions, the new Municipal Park, the future Carter Farm park, and areas near the school.
- Encourage the school to go forward with its desire to improve landscaping with boardwalks and walking trails around the school's property.
- Continue to communicate with county and DART First State concerning the acquisition of public transportation stops and routes servicing Townsend.
- Continue with sidewalk installation on every street in town to promote walkability.
- Attempt to acquire the church property on Railroad Avenue to provide access to the New Municipal Park.
- Coordinate with Middletown to create a greenway.
- Put nature trails in the parks.
- Continue to work on Main Street revitalization projects to improve downtown walkability.

- Encourage the development of a balanced regional transportation system, including public transportation between Townsend and regional employment, education, and shopping.

Community Character and Design Recommendations

- As appropriate, the town should consult with the Office of State Planning Coordination regarding the community design initiatives being undertaken by their office.
- Revise the Unified Development Ordinance to assure that pedestrian orientation is required in new developments.
- Revise the Unified Development Ordinance to minimize the impact of parking lots through placement, screening, and landscaped pedestrian walkways.
- Consider zoning appropriate portions of the newly annexed lands as "Preservation" to protect environmental and historic resources.
- 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 to 500 feet), and pedestrian cut-throughs on cul-de-sacs and long blocks, to more closely reflect the town's pedestrian-oriented 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.
- Consider revising the Unified Development Ordinance to allow cluster-type development on lands in water resource protection areas to maximize land preserved as open space.
- Consider creating a historic overlay zone of the Historic Register District, with a Historic Review Board that oversees design standards, to provide an additional layer of oversight for development and redevelopment in this area of historic structures. The town should draft ordinances that apply specifically to the historic core of town and the Main Street Streetscape and the Downtown Revitalization Project proposal area.
- Increase the number of municipal tree-plantings in parks and open spaces along streets. The town should apply for urban-forestry grants to help offset the costs of planting and maintenance through the Urban and Community Forestry Program. The town should also work with the New Castle County Cooperative Extension Service or the State Urban Forester to identify the most appropriate species of street trees that survive in an urban environment and do not damage sidewalks.
- 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.
- Ensure appropriate development in the north of town to create a distinct boundary between Townsend and Middletown. This should be accomplished through design standards, adequate signage, and a greenbelt.
- Continue to fund the Main Street Streetscape efforts in the three-phase plan as funds become available.
- Support the finance committee's goal to increase revenue through business licensing fees, commercial property re-assessments, or a new business tax and not through significant increases in property taxes.

- Research the feasibility of a downtown-revitalization project that would invest in the town center and support mixed-use development.
- Consider supporting mixed-use development in future annexation areas.
- Keep the town's identity of the small, residential, bedroom community.
- Continue to promote cultural and social events to enhance community cohesiveness between residents in the older section of town and the recently annexed areas.
- Continue discussing the feasibility of participation in a transfer-of-development-rights program.
- 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.

Land Use, Annexation, and Areas of Concern Recommendations

- In accordance with state law, bring zoning map into congruence with land use map following adoption of this plan.
- Continue efforts to coordinate future land use strategies through the Southern New Castle County Master Plan.
- Consider a memorandum of agreement among Townsend, Middletown, New Castle County, the Office of State Planning Coordination, and DelDOT to develop a master plan for Areas of Concern designated on Map 7a with "A" and "B".
- Continue involvement with New Castle County in the development of Wiggins Mill Park.
- Consider revisions or additions to the Unified Development Ordinance that:
  - Incorporate this plan's Community Character recommendations.
  - Ensure that future development densities are consistent with the goals and policies of this plan.
  - Examine uses allowed in each zoning district.
  - Possibly create a new zone to implement this plan's goals concerning redevelopment in the town-center redevelopment area.
  - Encourage a diverse and affordable housing stock through mixed-use development, including apartments and townhomes.
  - Promote a mix of residential, commercial, office and "live-work" units in the town-center redevelopment area.

Appendix: Maps

Map 1. Aerial View
Map 2. Roads and Boundaries
Map 3. State Strategies for Policy & Spending
Map 4. Existing Land Use
Map 5. Environmental Features
Map 6. Current Zoning
Map 7a. Future Land Use
Map 7b. Future Land Use and Areas of Annexation

Town of Townsend, Delaware

Map 1. Aerial View

- Municipal Boundaries
- Railroads
- Major Roads
- Minor Roads
- Rivers & Streams
- Rivers, Lakes & Ponds

N
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S

June 2010

0 150 300 600 900 1,200 Feet

Sources:
Digital Orthophotography - 2007 Aerial Imagery.
Roads - Delaware Department of Transportation (DelDOT) centerline file, March 2009.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), January 2010.

Note:
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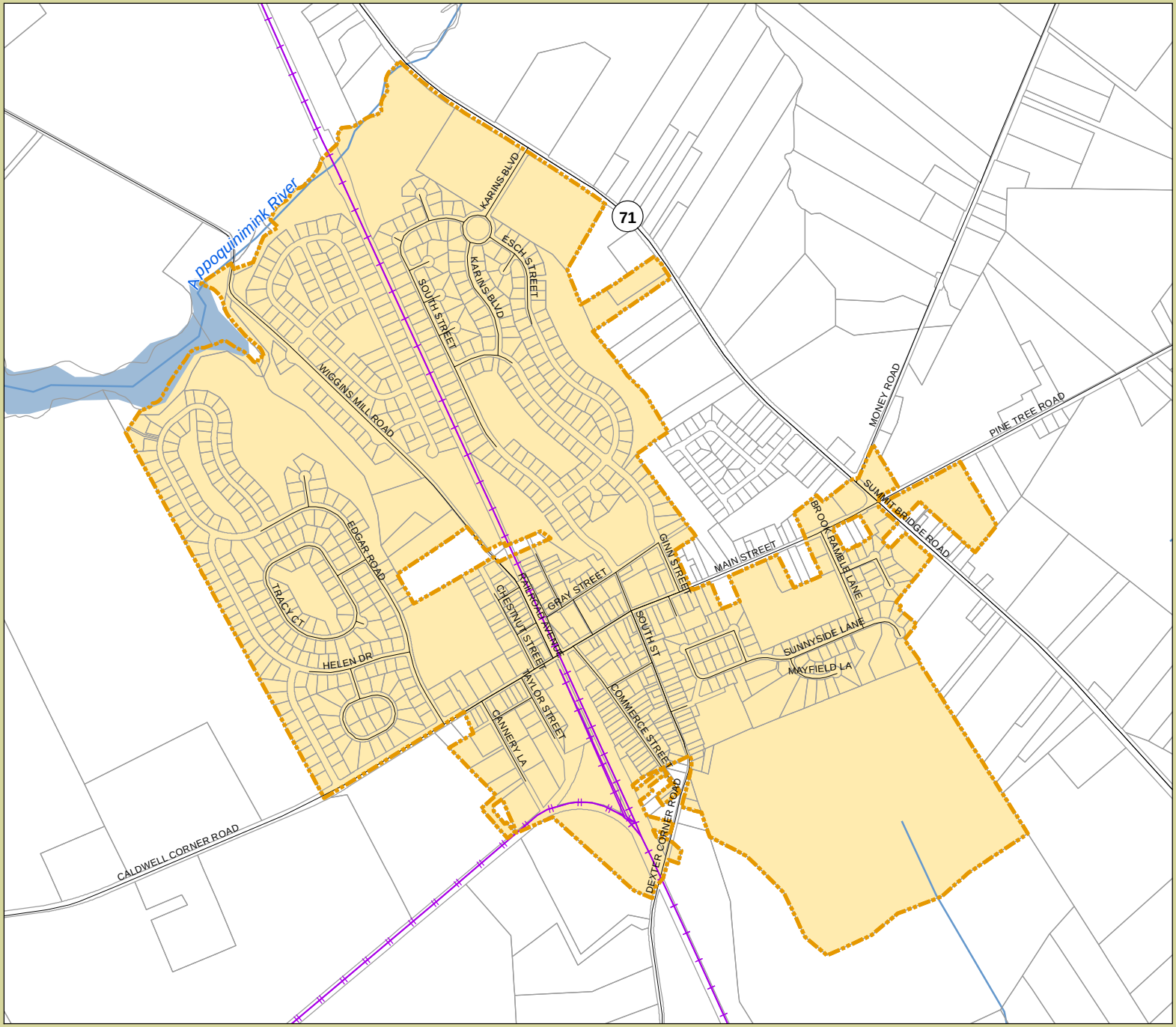

Town of Townsend, Delaware

Map 2. Roads and Boundaries

- Municipal Boundaries
- Major Routes
- Minor Roads
- Parcel Boundaries
- Railroads
- Rivers & Streams
- Rivers, Lakes & Ponds

N
W E
S

June 2010

0 180 360 720 1,080 1,440 Feet

Sources:
Parcels - New Castle County Mapping & Addressing, 11/09,
Roads - Delaware Department of Transportation (DelDOT) centerline file, 03/09.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), 01/10.

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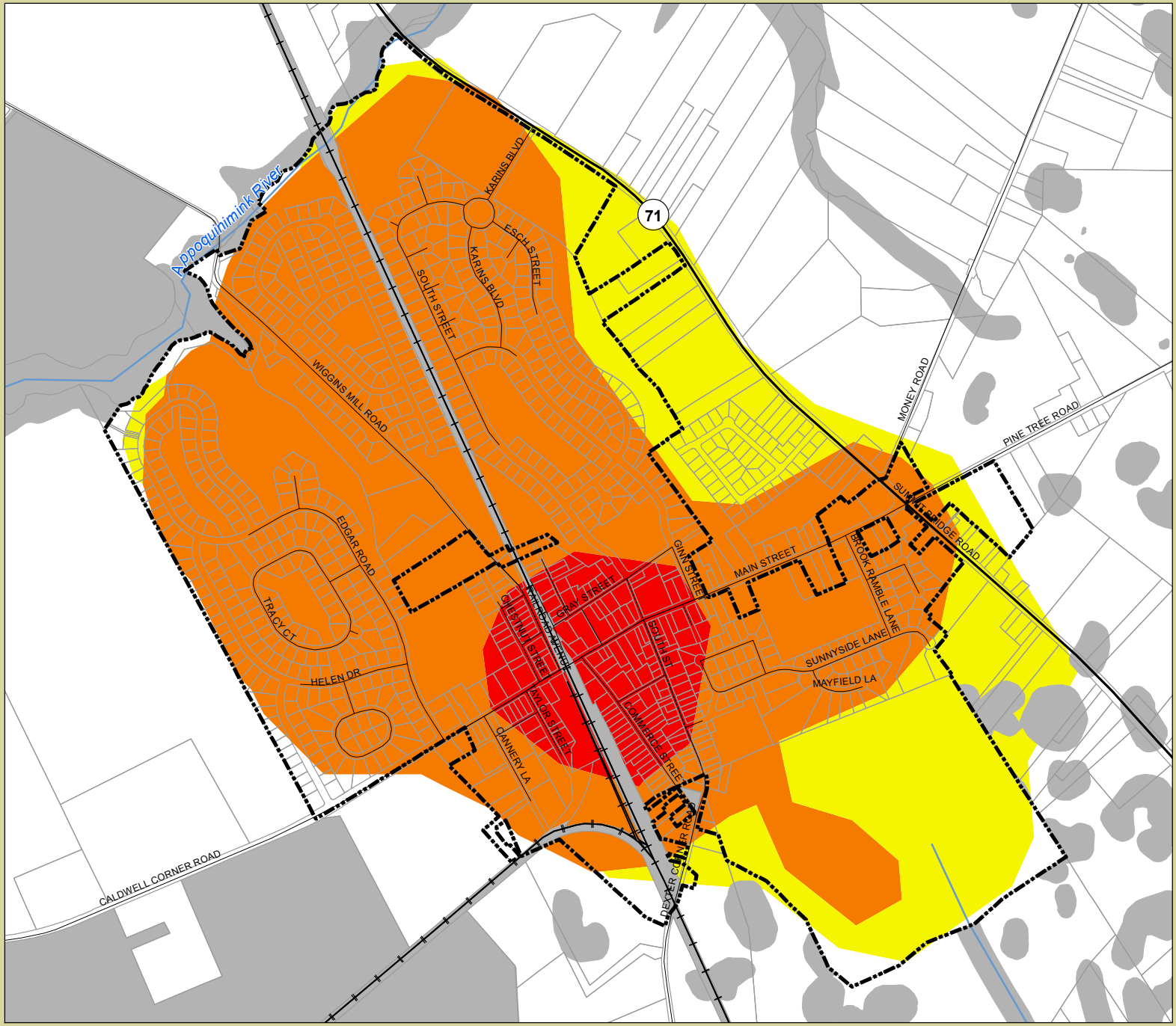

Town of Townsend, Delaware

Map 3. State Strategies for Policies & Spending

Out of Play
Public owned/legally restricted
NCC UDC

Strategy Levels
- Level 1
- Level 2
- Level 3
- Level 4

Please refer to the chapter "Directing Growth" in the State Strategies Document for definitions of the four investment levels.

- Municipal Boundaries
- Major Routes
- Minor Roads
- Parcel Boundaries
- Railroads
- Rivers & Streams

N W E S

June 2010

0 175 350 700 1,050 1,400 Feet

Sources:
State Strategies for Policies & Spending - Office of State Planning Coordination, September 2004.
Parcels - New Castle County Mapping & Addressing, downloaded November 2009.
Roads - Delaware Department of Transportation (DelDOT) centerline file, March 2009.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), January 2010.

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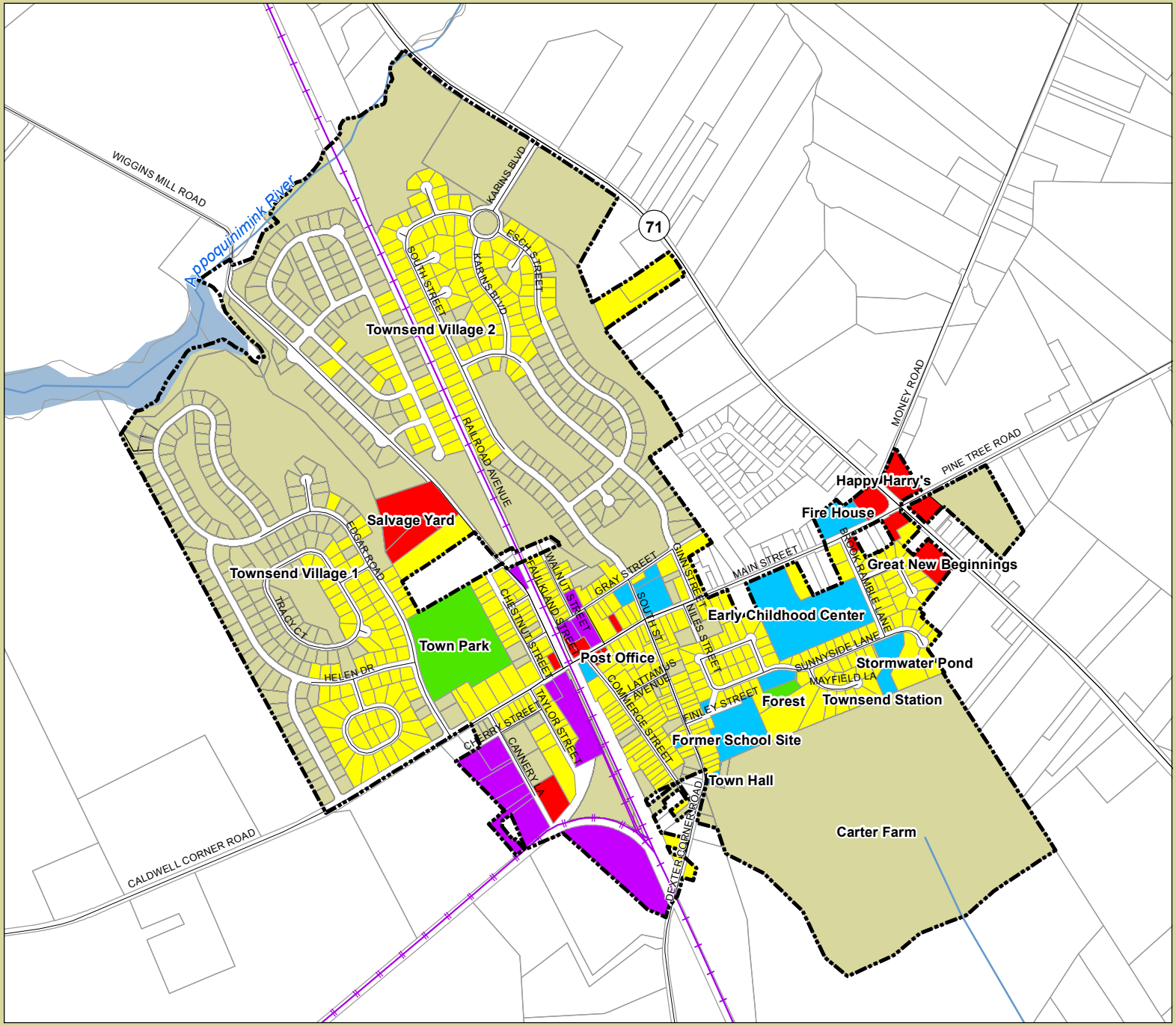

Town of Townsend, Delaware

Map 4. Existing Land Use

- Residential
- Commercial
- Community Uses
- Park and Recreation
- Business and Industry
- Vacant
- Municipal Boundaries
- Parcel Boundaries
- Major Roads
- Minor Roads
- Railroads
- Rivers & Streams
- Rivers, Lakes & Ponds

N W E S

June 2010

0 175 350 700 1,050 1,400 Feet

Sources:
Existing Land Use - Town of Townsend, Delaware Comprehensive Plan, October 2005 updated July 2009.
Parcels - New Castle County Mapping & Addressing, Nov. 2009
Roads - Delaware Department of Transportation (DelDOT) centerline file, March 2009.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), downloaded January 2010.

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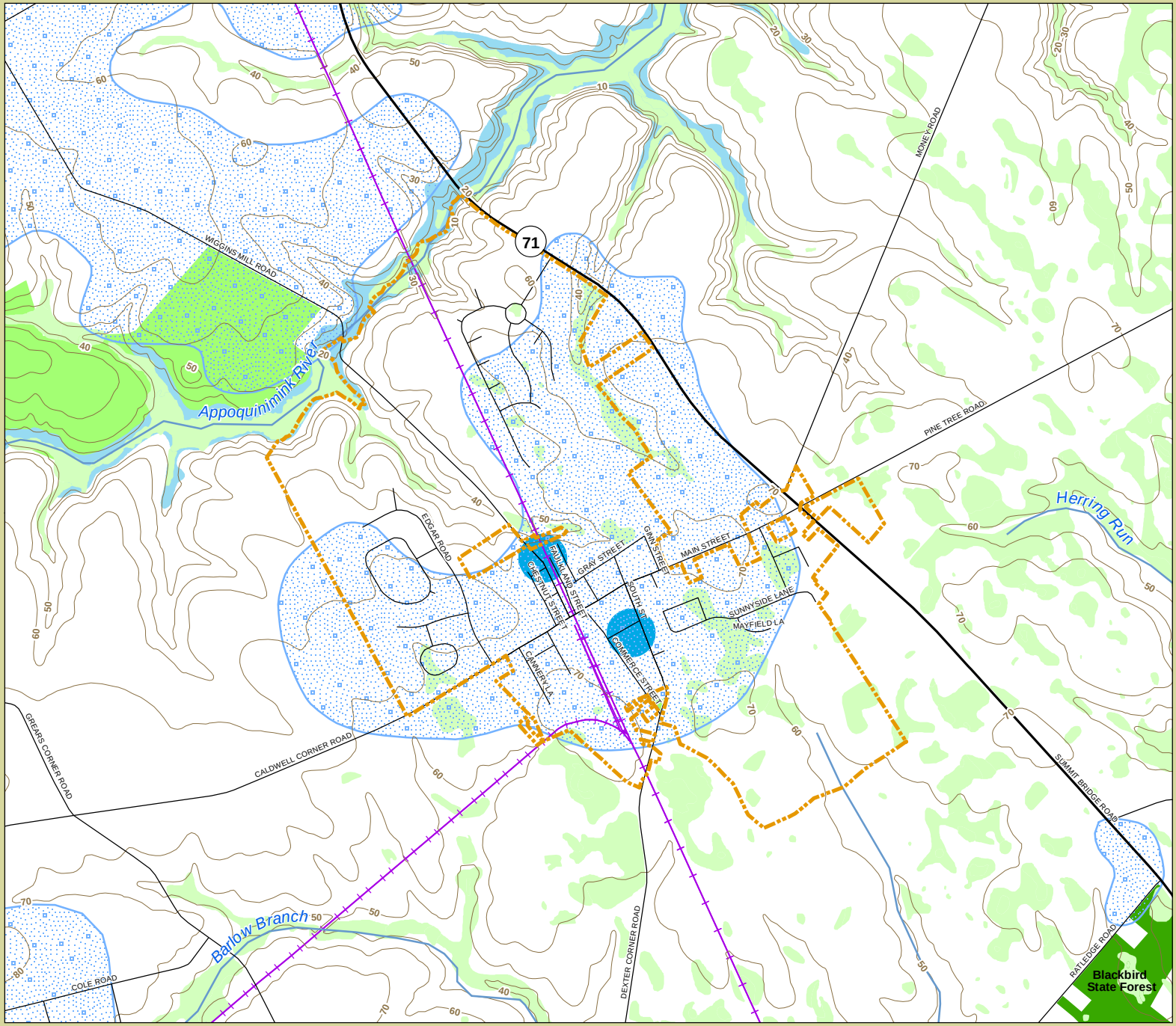

Town of Townsend, Delaware

Map 5. Environmental Features

- Nontidal Wetlands
- 100 Flood Plains
- State Forests
- NCC Park Land
- Excellent Recharge
- Wellhead Protection Areas
- Municipal Boundaries
- Major Routes
- Roads
- Elevation
- Rivers & Streams
- Railroads

N W E S

June 2010

0 255 510 1,020 1,530 2,040 Feet

Sources:
Excellent Groundwater Recharge Areas - Delaware Geological Survey.
Wellhead Protection Areas - Department of Natural Resources and Environmental Control, September 2007.
100 Year Floodplain - FEMA.
State Forests - DNREC, Division of Parks and Recreation.
Park Land - New Castle County, 2009.
Wetlands - Statewide Wetlands Mapping Project, DNREC, 2001.
Roads - Delaware Department of Transportation (DelDOT) centerline file, March 2009.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), January 2010.

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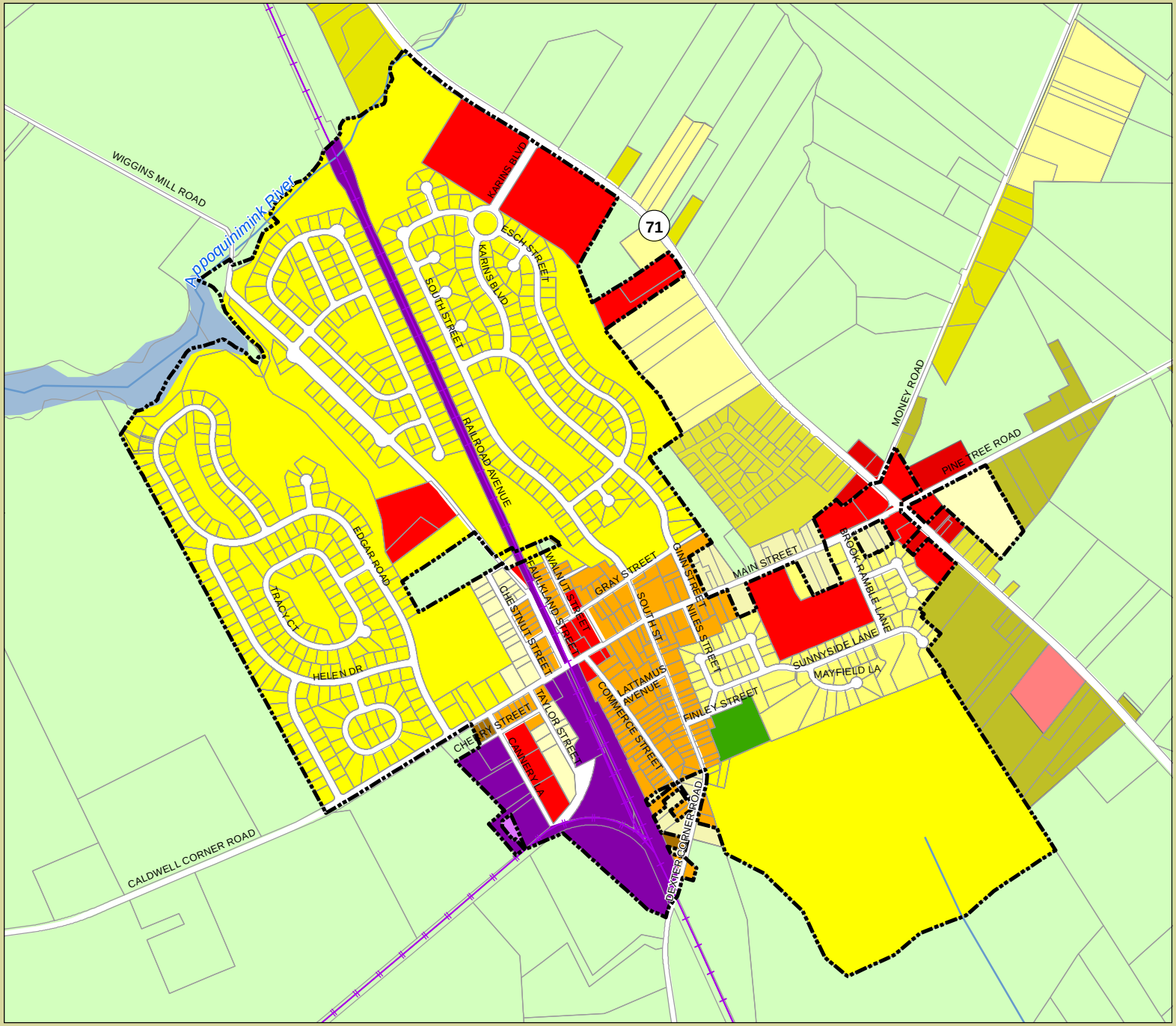

Town of Townsend, Delaware

Map 6. Current Zoning

Municipal Boundaries

Townsend Current Zoning

- R, Residential
- R-1, Residential
- R1-A, Residential
- R-2, Residential
- R-AA, Residential
- R/C
- Commercial
- Preservation
- Industrial

New Castle County Zoning

- NC21 - Single Family - 21,000 sq. ft. lots
- NC40 - Single Family - 40,000 sq. ft. lots
- NC10 - Single Family - 10,000 sq. ft. lots
- NC15 - Single Family - 15,000
- NC2a - Single Family - 2 acre lots
- NC6.5 - Single Family - 6,500 sq. ft. lots
- CN - Commercial Neighborhood
- CR - Commercial Regional
- SR - Suburban Reserve
- I - Industrial
- HI - Heavy Industrial

N W E S

June 2010

0 180 360 720 1,080 1,440 Feet

Sources:
Current Zoning - Digital Zoning layer created by Institute for Public Administration, University of Delaware from the Town of Townsend's official zoning map which was updated by Remington, Vernick and Beach, on August 2009.
NCC Zoning - New Castle County Mapping & Addressing, downloaded May 30, 2008.
Municipal Boundaries - Office of State Planning Coordination (OMB), January 2010.

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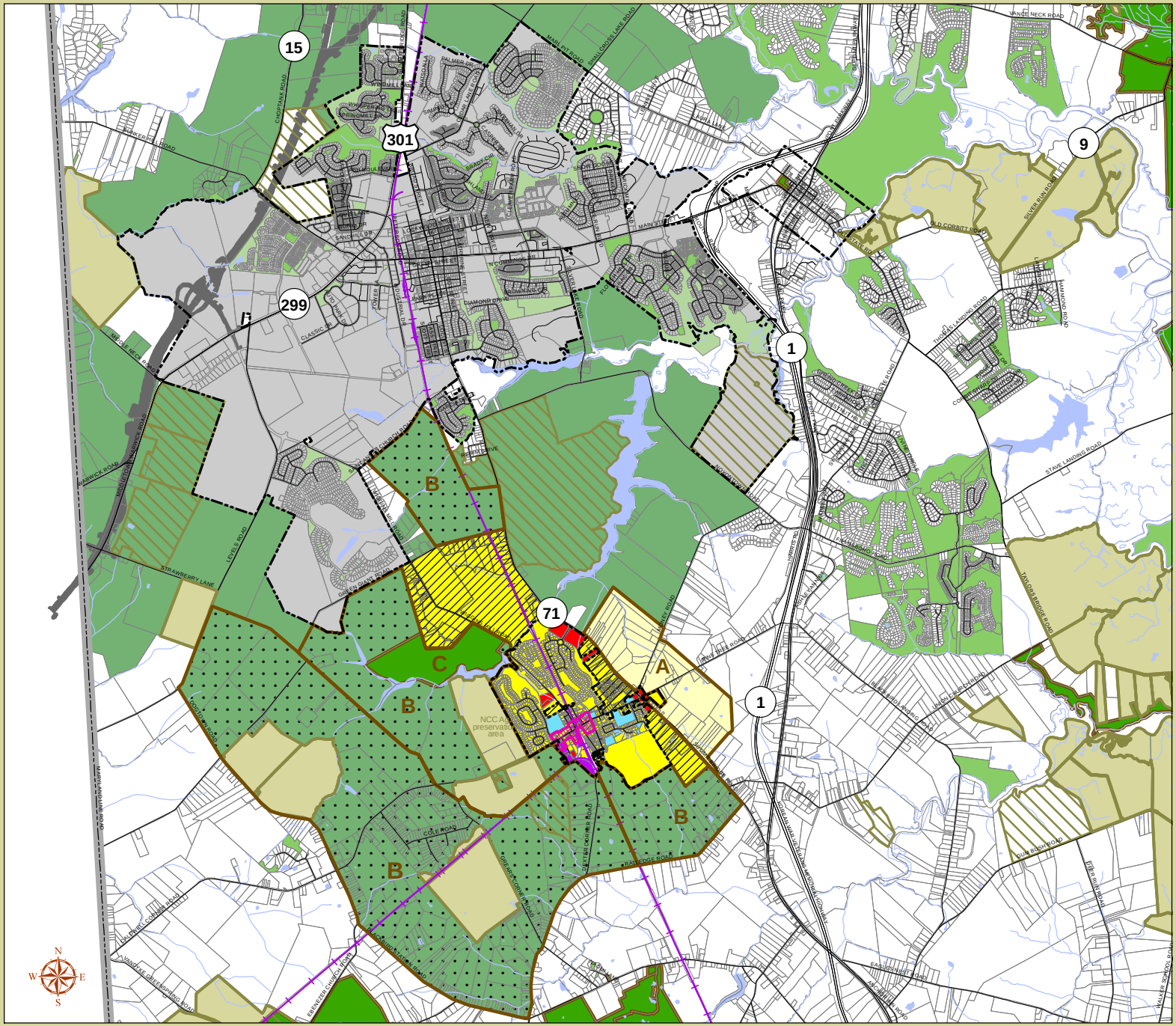

Town of Townsend, Delaware

Map 7a. Future Land Use

- Residential
- Commercial
- Industrial
- Institutional/Community
- Town Center Redevelopment
- Potential Annexation
  Possible future annexation area, potential receiving zone for TDRs - detailed master planning required.

Areas of Concern

- Area A - Partially deed restricted
- Area B - Possible future greenbelt area - potential sending area for TDRs.
- Area C - NCC Parkland

- Municipal Boundaries
- Agricultural Districts
- Agricultural Easements
- Incorporated Middletown
- Greenbelt
- NCC Private Open Space
- NCC Public Open Space
- Green North & Spur Road Alternative

June 2010

0 0.15 0.3 0.6 0.9 1.2 Miles

Sources:
DRAFT Future Land Use for just withinTown of Townsend, Delaware - Comprehensive Plan, October 2005 updated 01/10.
Green North & Spur Road Alternative - RK&K Engineers, 02/09.
Agricultural Areas - Delaware Department of Agriculture, 2008.
Parcels - New Castle County Mapping & Addressing.
Roads - Delaware Department of Transportation (DelDOT) centerline file, 3/09.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), downloaded 01/10.

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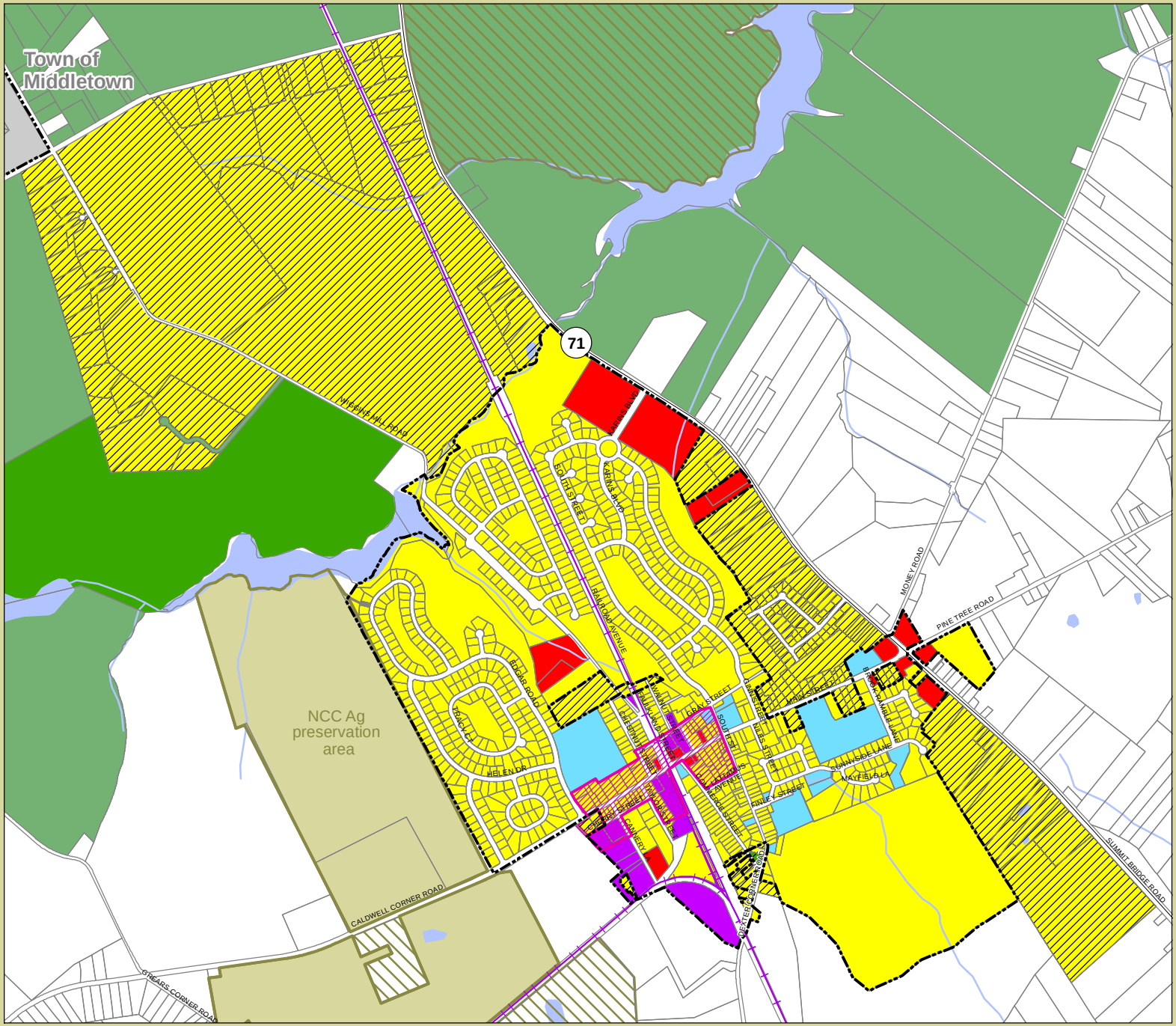

Town of Townsend, Delaware

Map 7b. Future Land Use and Areas of Annexation

- Residential
- Commercial
- Industrial
- Institutional/Community
- Town Center Redevelopment
- Potential Annexation
  Possible future annexation area, potential receiving zone for TDRs - detailed master planning required.

- Municipal Boundaries
- Incorporated Middletown
- Agricultural Districts
- Agricultural Easements
- Greenbelt
- NCC Parkland

N W E S

June 2010

0 0.045 0.09 0.18 0.27 0.36 Miles

Sources:
DRAFT Future Land Use for just withinTown of Townsend, Delaware - Comprehensive Plan, October 2005 updated 01/10.
Green North & Spur Road Alternative - RK&K Engineers, 02/09.
Agricultural Areas - Delaware Department of Agriculture, 2008.
Parcels - New Castle County Mapping & Addressing
Roads - Delaware Department of Transportation (DelDOT) centerline file, 12/09.
Hydrology - USGS, 1991-1993 and National Hydrography Dataset (NDH), flowline, USGS and EPA.
Municipal Boundaries - Office of State Planning Coordination (OMB), January 2010.

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