THE TOWN OF WILLARDS
2009 COMPREHENSIVE PLAN
With:
Municipal Growth Element and
Water Resources Element

Willards, Maryland
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Revised 2016

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In Coordination with The Willards Planning and Zoning Commission

TOWN OF WILLARDS
2009 COMPREHENSIVE PLAN
REVISED 2016

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CHAPTER 1: LAND USE & GROWTH MANAGEMENT

The Town of Willards is a small rural town on the Lower Eastern Shore in Wicomico County, Maryland. The Town has witnessed steady population growth since the 1960s. In the decades from 1980 to 2000, Willards grew by over 60 percent. If current applications for development approval can be considered a reliable indicator, the Town is poised for even more substantial growth into the next decade.

LAND USE PLAN

The "Land Use Plan" is the primary component of *The Town of Willards 2007 Comprehensive Plan* and includes existing and future land uses, which can translate into regulations following the Plan's adoption.

According to the Maryland Department of Planning population projections Wicomico County is expected to grow at a rate of one percent per year or about 1,100 persons on average per year between 2000 and 2030[1]. In 2000 Willard's population was approximately one percent of the total County population. Population projections for Willards are for an average annual population increase of approximately 18 persons per year between 2000 and 2030. At this rate of growth Willards is expected to capture approximately 1.6 percent of the County's annual average population growth.

Growth occurring in neighboring Sussex County, Delaware also influences Willards. According to the *2003 Sussex County, Delaware Comprehensive Plan*, the County's population was 156,638 persons in 2000. County population is projected to increase to 218,547 persons by 2020. The *Worcester County, Maryland Comprehensive Plan* indicates a total population of 46,543 people in 2000. As an ocean resort and retirement area, Worcester County will continue to grow at an accelerated rate. It is reasonable to assume that increased growth in Delaware and Maryland will continue to affect Wicomico County and The Town of Willards, whether it is increased development activity within the Town or low-density rural development in the County and Delaware.

LAND USE AND GROWTH MANAGEMENT

The Town of Willards 2007 Comprehensive Plan (Comprehensive Plan) establishes policies concerning the relationship between the Town's existing patterns of growth and development as well as the location, distribution, and scale of future development. It directs the location of public facilities and transportation system improvements and is directly related to community perceptions about such things as "quality of life" and "community character."

[1] Historical and Projected Total Population for Maryland's Jurisdictions, (Revisions, October, 2007), www.mdp.state.md.us/msdc/dw_popproj.htm

The "Land Use Plan" portion of the Comprehensive Plan outlines The Town of Willard's primary growth management strategies. It also is a key element of the Plan because it describes the preferred land use characteristics for various areas of the Town, including future growth areas. The Land Use Plan has been developed to address the potential impacts of local land use policies on the fiscal and physical resources of the Town and surrounding areas.

PURPOSE OF LAND USE GOALS

The "Goals" of the Land Use Plan are broad-based policy statements designed to direct the vision for The Town of Willards and its surrounding environment and achieve consistency with State laws.

The Land Use Plan is a continuation of the planning for and refinement of the projected "build-out" of the community, which began in 1997 with the adoption of the previous Comprehensive Plan. The Land Use Plan directs growth and development to areas with existing or planned infrastructure. It takes into account the need to manage for the impacts of growth and development on environmentally sensitive areas.

The Land Use Plan provides a "long-range, big picture" that integrates the various planning goals and objectives contained in the Comprehensive Plan into a cohesive vision of the future. The Town's objectives for economic development, natural resource protection, mobility, community facilities, housing, and community character are reflected. The Plan also includes factors outside the control of local officials, such as regional and national economic trends, local market conditions, and individual land use decisions. The fundamental land use policy framework, outlined in this Chapter, will help determine the Town's growth and development patterns as well as the "quality of life" for existing and future residents.

LAND USE GOALS

Goals for land use within The Town of Willards include the following:

GOAL #1: Preserve and enhance the existing character of Willards through compatible growth and reinvestment in existing properties.

GOAL #2: Preserve the existing residential neighborhood areas in Willards and ensure that new development is consistent with Town character.

GOAL #3: Encourage the restoration, rehabilitation, and adaptive reuse of existing buildings.

GOAL #4: Improve existing property values and the climate for new investment and reinvestment in Willards by addressing key infrastructure issues, such as water and sewer, roads and streets, and other capital projects.

GOAL #5: Stabilize property values through the adoption of appropriate regulations.

GOAL #6: Expand the tax base of the Town by encouraging appropriate infill and redevelopment of vacant and underutilized properties.

GOAL #7: Utilize the unique location advantage of Willards on U.S. Route 50 for development that will increase employment opportunities for residents and improve the assessable tax base.

GOAL #8: Encourage development of new well designed and properly located commercial and industrial facilities and promote the maintenance and revitalization of existing commercial and industrial uses.

GOAL #9: Maintain and create desirable residential (home) environments for all residents of Willards based on "smart neighborhood" principles.

GOAL #10: Ensure new development is consistent with the overall growth objectives of Willards by adopting appropriate development codes/standards and ensuring that all new development is appropriate in scale and size for Willards.

GOAL #11: Improve coordination between Willards and Wicomico County to promote inter-jurisdictional coordination and cooperation as required by State law.

GOAL #12: Protect sensitive environmental areas.

GOAL #13: Ensure that all current and future residents and businesses in Willards have adequate public services necessary to protect the health, safety, and welfare and to promote an attractive environment in which to live and work.

LAND USE OBJECTIVES

Objectives establish specific strategies for guiding development activities in order to achieve the broad community goals. The Town of Willards will pursue the following land use objectives which have been prioritized by the level of action required:

- Develop simple and practical regulations to encourage appropriate infill and redevelopment within existing neighborhoods including incentive based processes/procedures for new development and redevelopment.

- Develop regulations that reflect good design standards and practices.

- Prevent development on land that is unsuitable for development because of soil characteristics, high water tables, or other natural limitations.

- Limit "through" traffic in residential neighborhoods and heavy vehicles in the Town Center.

- Control the location of new development in a manner consistent with efficient use of existing planned facilities, services, and amenities.

- Protect residential areas from encroachment by incompatible land uses.

- Evaluate development with regard to the availability of, and impact on, public facilities and services.
- Integrate land use and the street and highway networks to provide for the logical continuation and improvement of existing streets and highways in proper coordination with State and municipal facilities currently in existence.

- Require adequate recreational facilities and open space as part of new residential developments, where applicable.

- Provide for a variety of open space areas, recreational facilities, and the protection of undeveloped natural areas.

- Encourage greater recognition by all citizens that land is a finite resource and its wise use and effective conservation is essential for the survival of existing and future generations. This objective is consistent with Vision 4 of the “Planning Act, “stewardship of the Chesapeake Bay and the land is a universal ethic.”

- Encourage continued growth in a manner that will preserve significant natural features and other resources by requiring proper planning and design techniques for future development to address sensitive environmental concerns. This objective is consistent with Vision 2 of the Planning Act, whereby "sensitive areas are protected.”

- Encourage the preservation of historic and cultural resources that define Town character.

- Encourage energy conservation in residential development and establish subdivision and zoning regulations to accommodate techniques that achieve greater energy efficiency in accordance with Vision 5 of the Planning Act, which states the following "conservation of resources, including a reduction in resource consumption, is practiced.”

- Encourage residential development that reflects good design practices to promote efficient use of available land to produce attractive subdivisions and other developments.

- Work with the County to develop inter-jurisdictional mechanisms to streamline mutually related processes and facilitate growth management in accordance with Willards’ position as a Wicomico County Growth Area.

EXISTING LAND USE

The corporate area of The Town of Willards is approximately 696 acres. The largest land use categories are single family residential and agricultural land. Agricultural land totals 104 acres or 15% of the Town's land area (see Table 1-1 and Map 1-1). Single family residential land consists of 315 acres or 45% of the total land area.

"Multi-Family Residential" land uses total 4 acres or 1% of the total land area. "Commercial" uses total 76 acres, "Industrial" uses total 33 acres, and "Residential/Commercial" classifications total 13 acres. "Public/Exempt" land uses total 27 acres and Commercial/Exempt totals 45 acres. The "Other" land use category totals 79 acres and includes such things as roads, streets, and right-of-ways.

Table 1-1: 2007 Existing Land Use – Town of Willards

Land Use	Acreage	Percent of Total
Agriculture	104	15%
Single Family Residential	315	45%
Multi-Family Residential	4	1%
Commercial	76	11%
Industrial	33	5%
Residential & Commercial	13	2%
*Public/Exempt	27	4%
*Commercial/Exempt	45	6%
Other	79	11%
Total	**696**	**100%**

Source: MD Property View – MPV; Redman/Johnston Associates, Ltd.
The "Other" Land Use category includes Town roads and rights-of-way.
*Exempt means "Tax Exempt"

LAND USE PATTERNS

Land use patterns or "trends" in Willards indicate a considerable amount of vacant or underutilized properties (infill and redevelopment opportunities).

LAND USE PATTERNS

Land use patterns or "trends" indicate that most of the land area in Willards is single family residential housing and agricultural land and other

LAND USE PATTERNS

Land use patterns or "trends" indicate very little commercial development, which improves the Town's local tax base and increases local employment opportunities for residents.

Approximately, 96 percent of improved residential lots in Willards are 1 acre or less. Over half (58%) of improved lots are 1/3 acre and 80 percent of improved lots are a ½ acre or less. The average lot size in Willards is slightly over 0.4 acres.

Vacant and underutilized properties total 281 acres or 40% of the Town's total land area. For purposes of determining existing land use, vacant and underutilized classifications include properties with improvement valued at less than $10,000.

Agriculture, cropland, and vacant land are a significant portion of Town land. Single-family residential development is concentrated in the central sections of Willards from the eastern side of Canal Street to the western side of Main Street.

Because the majority of residential development is concentrated in the central area, the provision of services is economically feasible. Tight and compact development patterns, such as the existing residential areas, provide the most cost effective means to service residents.

There is very little commercial development in Willards. Existing commercial establishments are located along Main Street and Old Ocean City Road. These commercial establishments are compatible with residential development.

Two industrial operations are situated in Willards including a sheet metal company along Dennis Street and a lumber and milling company located northwest of the intersection of the old railroad line and Main Street. Both are located in close proximity to residential areas.

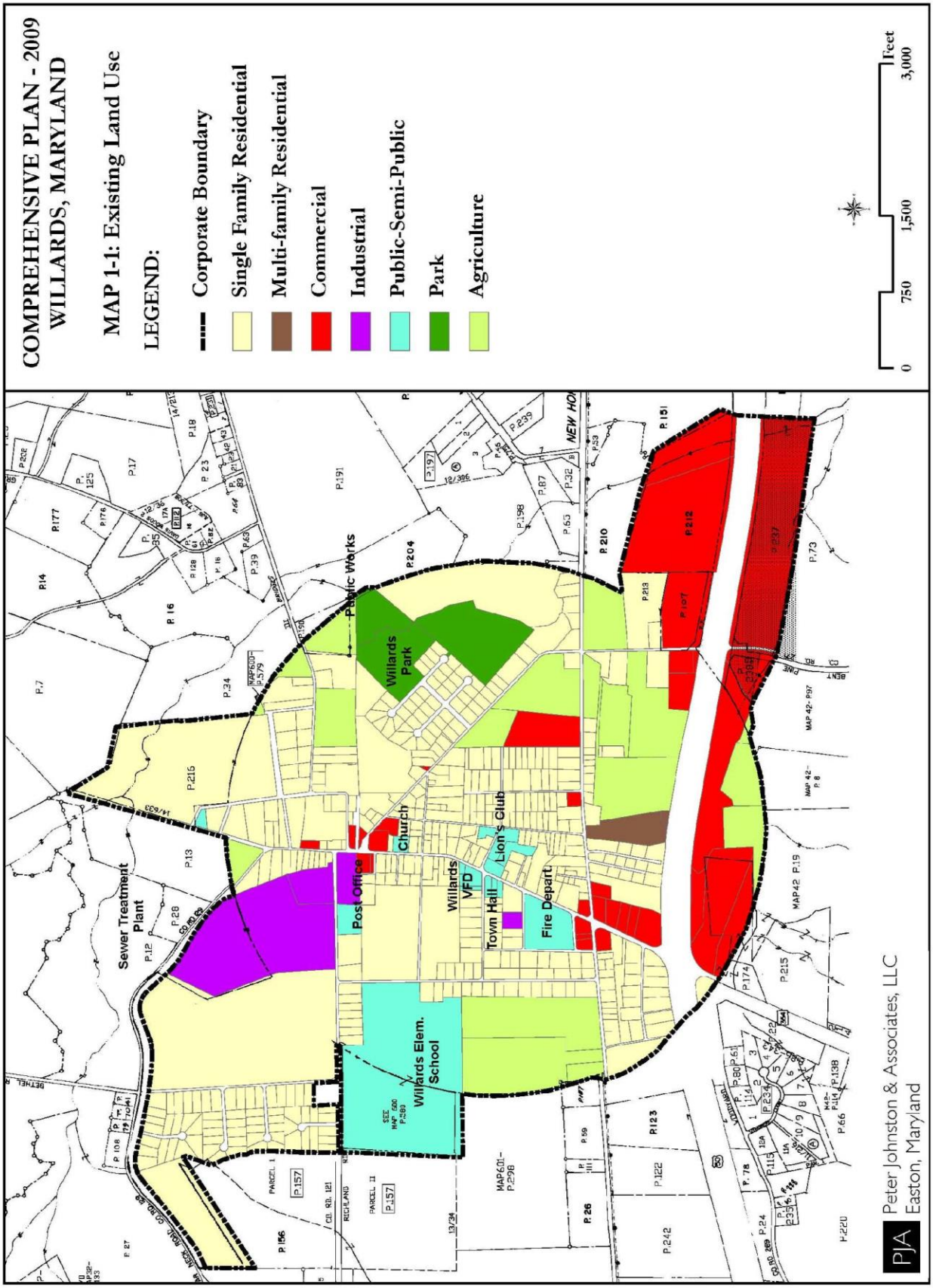
FUTURE LAND USE

The "Future Land Use Plan" for The Town of Willards divides it into ten (10) planning areas that reflect existing and/or planned patterns of land use utilization (see Table 1-2 and Map 1-2). It also defines two accessory but pertinent land use classifications: Public & Semi-Public Space and Parks and Open Space.

The Future Land Use Plan defines land use areas wholly located within the current corporate boundaries of Willards. It also identifies potential "Growth Areas" including land that may be annexed in the future, when adequate public facilities and services are available.

The land use planning areas recognize existing land use patterns and are responsive to the Goals and Objectives of this Comprehensive Plan. Each planning area emphasizes a particular type and intensity of land use and allows for an appropriate mix of development consistent with strategies for that particular planning area.

Planning areas will enable The Willards Planning and Zoning Commission and the Town Council to develop zoning ordinances and other building regulations and encouragements to properly manage growth appropriate to each area. Descriptions of the land use planning areas, and the guidelines attached to them, are intended to serve as a guide for the creation of zoning districts and related development standards, used to implement this Comprehensive Plan. Zoning district provisions, including permitted uses, density, and design standards etc., should be prepared to achieve the purpose of each planning area.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 1-1: Existing Land Use
LEGEND:
Corporate Boundary
Single Family Residential
Multi-family Residential
Commercial
Industrial
Public-Semi-Public
Park
Agriculture
0
750
1,500
3,000
Feet
Sewer Treatment Plant
Post Office
Church
Willards Park
Public Works
Willards VFD
Town Hall
Lion's Club
Fire Depart.
Willards Elem. School
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

Land Use Planning Areas

The main characteristics of the "Land Use Plan" are summarized below:

Table 1-2: Future Land Use - Willards		
Planning Area 1	**Acreage**	**Percent of Total**
Town Center - TC	23	3%
Neighborhood Revitalization-NR	88	13%
Redevelopment/Manufactured Homes-RMH	4	0.5%
Neighborhood Conservation-NC	92	13%
Multi-Family Residential-MFR	4	0.5%
Transitional-TR	26	4%
Planned Development-PD	257	37%
General Commercial-C1	29	4%
Special Commercial-C2	46	7%
Industrial-I	38	5%
Public & Semi-Public Land	46	7%
Parks & Open Space	43	6%
Total	**696**	**100%**
Source: MD Property View – MPV; Redman/Johnston Associates, Ltd.		

Town Center -TC

The "Town Center Planning Area" (TC) encompasses approximately 23 acres in what is the historic Town core. The planning area includes a mix of traditional residential, commercial, and public/semi-public uses.

The objective for this area is to reinforce and enhance its role as the central location for community and civic life as well and the Town's identity. For this reason land use development standards must be flexible. Zoning and other development regulations must recognize the existing mix of land uses as an entitlement and permit their continuation and expansion, where appropriate.

Development standards also should encourage infill and redevelopment of vacant and underutilized sites to maintain an attractive diversity but at the same time insure compatibility with adjacent land uses and the existing character of downtown Willards.

The purpose of this planning area is to promote investment and reinvestment in the Town Center. The TC planning area is an ideal location for streamlined regulations and flexible development processes that promote investment and reinvestment. For its part, the Town should invest in infrastructure improvements that increase public access, expand public parking, and improve vehicular and pedestrian safety.

Neighborhood Redevelopment - NR

The "Neighborhood Redevelopment Planning Area" (NR) totals approximately 88 acres. It includes existing low-density residential neighborhoods, primarily in detached single-family dwellings but also includes some existing mobile home units. Neighborhood Redevelopment also includes large vacant or undeveloped tracts of land, some in agricultural use.

The primary plan objective for this area is to protect existing residential property values, while at the same time, promote revitalization. The NR planning area includes lots and small parcels that lend themselves to infill and redevelopment. The replacement of current sub-standard homes and mobile homes with single family detached dwellings is encouraged.

Development standards for this planning area should encourage appropriate infill and redevelopment consistent with the existing pattern of predominantly detached single family dwellings. An occasional two family dwelling unit may be appropriate depending on the character of adjacent uses and provided such units are designed as large single family homes.

Redevelopment Manufactured Homes - RMH

The "Redevelopment Manufactured Homes Planning Area" totals approximately 4 acres. The objective for the RMH planning area is to recognize existing manufactured home sites and supporting uses and to allow for their continuation. The planning area is currently utilized for mobile homes or double wide manufactured dwellings, such as mobile home parks. Zoning regulations for this area should provide for the redevelopment of properties within to detached single family dwellings.

Neighborhood Conservation - NC

Neighborhood Conservation planning area encompasses approximately 92 acres in existing residential neighborhoods characterized as primarily detached single-family neighborhoods. For the most part, the NC planning area consists of more recently approved subdivisions with uniform standards throughout the development. The Future Land Use Plan objective for this planning area is to maintain the existing stable characteristics of these neighborhoods.

The purpose of the NC planning area is to provide for single-family detached residences and supporting uses. The planning area is where single-family residential development patterns are generally established or where services and facilities will be adequate for the anticipated population.

The NC planning areas is intended to provide for the minor infill of existing neighborhoods consistent with existing character. This planning area includes some vacant or larger properties that could be candidate sites for infill or redevelopment projects. When infill development occurs it should be consistent with prevalent lot development patterns. Zoning for these areas should address the need to protect existing residential areas from incompatible uses and activities that properly belong in non-residential districts. Density in the planning area should be maintained in the 2 to 4 dwelling units per acre range, in accordance with historic lotting patterns. Mobile homes and double-wide manufactured housing are not considered appropriate for the NC planning area and should not be allowed either inherently or by special exception.

Multi-Family Residential - MFR

The "Multi-Family Residential" planning area includes approximately 4 acres. The purpose of this land use category is to recognize existing multi-family development within the Town. The planning area is fully developed and no additional development is anticipated. The Town does not intend to

allow exclusive multi-family zoning districts in the future, instead relying on future planned mixed-use develops to insure a diversity of housing types in the Town.

Planned Development - PD

The "Planned Development" planning area (PD) totals approximately 257 acres and is largely undeveloped. The plan objective for this planning area is to encourage well-planned mixed-use neighborhoods that complement and enhance the quality of life for all residents in the Town. It is the Town's intent that planned mixed-use developments are linked and integral parts of the existing town area and reflect the scale and character of the existing community. This can be best accomplished by establishing a flexible design process based on the "Smart Neighborhoods" principles recommended by the state and the Maryland Department of Planning-MDP.

MDP characterizes important principles for "Smart Neighborhoods" as following:

- Integrated mix of uses, including residential, commercial, employment office, civic, and open space;
- Range of housing types and densities;
- Compact design;
- Interconnected streets, designed to balance the needs of all users, with sidewalks and on-street parking;
- Open spaces integral to the community;
- Location adjacent to and extended from the fabric of existing development.

Mixed use developments should be subject to a special review process to insure that the development design is consistent with the Town's objectives and development impacts are adequately addressed. Areas eligible for special consideration as Planned Development should be limited to the PD areas, as shown on Map 1-2. Base zoning entitlements for this planning area should be the same as for the NR and NC planning area.

Planned Developments with access from and fronting on major highways may include a commercial component that serves the surrounding neighborhoods, regional markets, and highway users. It is essential that the design of intense commercial centers be planned and executed as an integral part of a master development plan for the entire project.

Although serving an important function in the local economy, commercial uses also can create numerous problems, which impair the efficient operation of highways. In order to avoid some of these problems in the future, the following policies are recommended regarding commercial development:

- Commercial centers should be designed as compact clusters, as opposed to long strips, to encourage shared parking and walking between stores.
- Curb cuts should be limited and entrances consolidated along with internal service streets based on a block system to connect businesses. This helps avoid or relieve traffic back-ups, accidents, and the need for expensive road widening.

- Commercial centers should unify the streetscape with continuous street trees, high-quality parking, lot landscaping, and, where possible, planted medians in the main roadways to prevent unlimited left-hand turns.
- Sidewalks and crosswalks should be built throughout the area to encourage shared parking, public transportation, and walking between stores and to nearby homes and offices.
- The design of commercial centers should reinforce street frontage by filling in the front of large parking lots with small, closely spaced store fronts with parking behind the building or on the side of the building.
- Buildings should reflect attractive "place responsive" architecture, smaller signs, and include multi-stories.
- Commercial centers should include a mix of other uses, including nearby housing to build a "walkable" neighborhood rather than an automobile-only strip commercial district.
- Design standards should control signs, utility placement, landscaping, and buildings styles.
- The impact of intense commercial development on adjacent existing and future residential neighborhoods should be minimized.

Transitional - TR

The "Transitional" (TR) planning area totals approximately 26 acres and encompasses lots fronting on Old Ocean City Road. The Transitional planning area includes scattered business and commercial sites located just outside of the Town Center. The plan objective for this planning area is to recognize location with transitional land uses - where existing residential properties have or may be converted to commercial, service, or office uses. It is the Town's intent to allow this transition, provided impacts to remaining residential uses are minimized and appropriate provisions for such things as traffic safety, off-street parking, landscaping, lighting and signage can be addressed. It also is the intent of the Town to work with the State Highway Administration-SHA and adjacent property owners to improve pedestrian and bicycle access and safety along this corridor as it transitions.

General Commercial - C1

The "General Commercial" (C1) planning area totals approximately 29 acres, primarily located along the U.S. Route 50 corridor and along Old Ocean City Road at the intersection with Main Street. The purpose of this planning area is to provide for commercial and business establishments for local shopping and service needs as well as highway commercial uses oriented to U.S. Route 50 travelers. Basic neighborhood and highway service commercial uses will be concentrated in the Main Street/MD Route 354 corridor, where it intersects with U.S. Route 50. This planning area may also provide for larger-scale mixed regional commercial development, including some multi-family residential uses.

Special Commercial - C2

The "Special Commercial" (C2) planning area totals approximately 46 acres and is designated for specific "destination" commercial uses. This planning area is limited to the land south of U.S. Route 50 at the intersection of Bent Pine Road. The Town should establish a highway corridor overlay zone that includes appropriate development standards and design guidelines, applicable to

new and existing commercial uses. Development standards and design guidelines should address things such as access management, road buffers and landscaping, signage, parking and lighting. This planning area may also provide for larger-scale mixed regional commercial development, including some multi-family residential uses.

Industrial - I

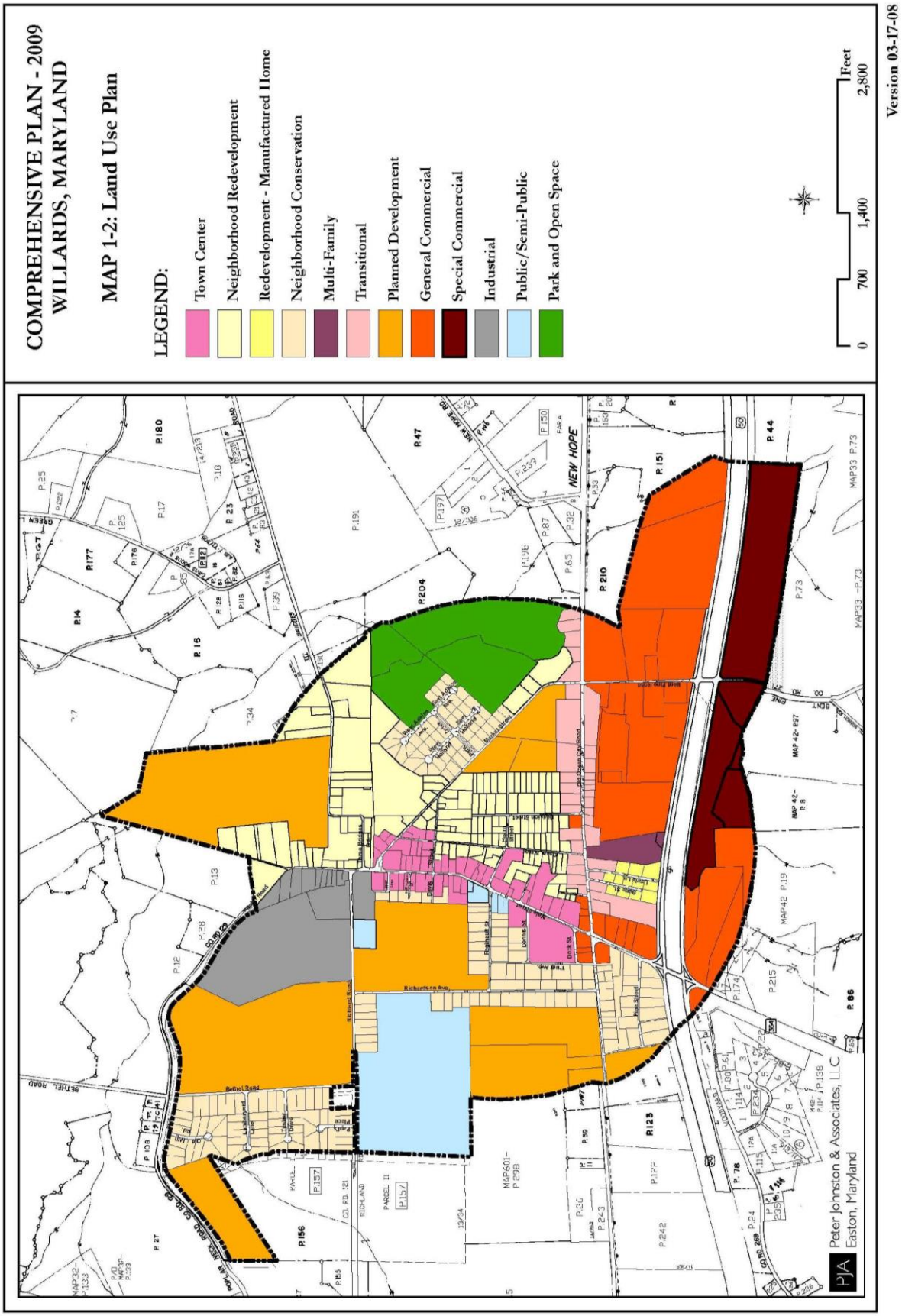
The "Industrial" (I) planning area includes approximately 38 acres much of which is undeveloped. The objective for this area is to recognize existing employment and permit their continuation with appropriate limitations to minimize the impact of industrial activities on adjacent properties and Town infrastructure. The Town also will consider changing the land use classification of these properties should the current uses cease to operate and the property owners wish to convert properties to land uses that are more compatible with existing and future adjacent uses.

Public and Semi-Public

The "Public and Semi-Public" planning area totals approximately 46 acres. Public land uses are defined as those uses, which are owned and controlled by a public body for use as a service to the general public. Public land uses comprise a variety of uses for the health, education, safety, and general well-being of the public, such as Town offices, post offices, or other government service buildings.

Public uses affect both the living and working environment of all residents. Public properties are not considered a specific zoning category but are rather an important accessory use to the land uses characterized in this Chapter. "Public and Semi-Public" land uses are summarized to show how they relate to the other types of land uses and elements of the Comprehensive Plan.

Public Land Uses: The Town wants to provide for an appropriate array of public facilities and services to meet the basic needs of the community. Small-scale public uses, e.g., a local post office or small branch library, may be located almost anywhere in the Town, provided due consideration is given for vehicular and pedestrian access. Locating larger public uses requires similar considerations as well as consideration for the impacts of such uses on the value of neighboring residential uses. Such uses should be subject to review processes that include an opportunity for public comment and input.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 1-2: Land Use Plan
LEGEND:
Town Center
Neighborhood Redevelopment
Redevelopment - Manufactured Home
Neighborhood Conservation
Multi-Family
Transitional
Planned Development
General Commercial
Special Commercial
Industrial
Public/Semi-Public
Park and Open Space
0
700
1,400
2,800
Feet
Version 03-17-08
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The demand for public services is heavily dependent upon the anticipated residential, commercial, and industrial land uses existing and anticipated. Services will be demanded according to where people wish to live, work, and play. Some of the facilities, which people usually request of a municipality, are public water, public sewer, good roads, flood and drainage controls, recreational areas (both passive and active), police, fire protection, and public parking. These services are directly related to the health, safety and welfare of residents and businesses.

Willards should ensure that public facilities and services are available to all portions of the Town. However, public services can only be provided according to the community's ability to support the service through funding and staffing. In this respect, the Town will need to be mindful of the cost of providing basic services juxtaposed to the revenues that the Town can reasonably expect to derive from existing sources (e.g. property taxes etc.). Where it is determined that expenditures for new or expanded public services and/or facilities will exceed projected revenues, the Town may want to consider implementing techniques such as impact fees, user fees, or other techniques to offset revenue shortfalls.

Parks and Open Space

The Park and Open Space planning area is comprised of approximately 43 acres of open land that serve a multitude of functions in a community. They provide a source of recreation as a focal point in neighborhoods. Recreation and open space areas help define neighborhoods, serve as natural drainage-ways, and satisfy the aesthetic needs of residents.

Usually park and open space facilities in rural communities are provided by schools or semi-public organizations. There are plans to expand the existing park on the east side of Willards to better meet the needs of the community. The addition would include additional ball parks and a soccer field.

The "Town Center" of Willards is an important asset both economically and socially. It contains an existing mix of land uses that includes public, commercial, and residential spaces. These are traditional neighborhoods and were historically designed to promote a cohesive and self-contained community.

IMPLEMENTATION RECOMMENDATIONS

The following recommendations are designed to assist The Town of Willards in the implementation of this Comprehensive Plan:

General Recommendations

RECOMMENDATION #1: Encourage the revitalization and continued improvement of Willards with a special emphasis on the Town Center and Neighborhood Conservation Districts. To accomplish this goal, the Town Council should specifically identify and designate future

revitalization areas.

RECOMMENDATION #2: Require a mandatory percentage of open space for new development areas that promotes sensitive area protection and passive and active recreation for residents.

RECOMMENDATION #3: Contain the costs of future development and growth to ensure that costs do not burden current and future residents and businesses. Accordingly, new development should be expected to pay for the extension of municipal services and capital improvements resulting from such new development as well as pay for the necessary technical expertise to review plans.

RECOMMENDATION #4: Promote inter-jurisdictional coordination and future cooperative planning and zoning efforts with Wicomico County.

If and when a Wicomico County Council of Governments (COG) is formed, Willards will be provided a forum to discuss issues and opportunities with County officials. In addition, the Wicomico County and The Willards Planning and Zoning Commissions should meet annually or periodically to discuss planning issues of mutual interest.

Traditional Neighborhood Design-TND or "mixed use" development replicates the historic subdivision patterns of the past, when services needed to be located nearby for convenience and community interaction.

Specific Recommendations

<u>Zoning Ordinance</u>

RECOMMENDATION #1: Adopt new official zoning map(s) to implement the recommendations of the Comprehensive Plan.

RECOMMENDATION #2: Create special overlay planning districts for the Town Center, Neighborhood Revitalization, and Transitional Districts that encourage and facilitate context sensitive infill and redevelopment.

RECOMMENDATION #3: Create a "Planned Neighborhood Floating Zone" applicable to the Planned Mixed-Use District. Establish development standards and guidance for planned mixed-use development areas that insure compliance with the Town's development design objectives.

RECOMMENDATION #4: Revise current development review processes. For other than a

permitted uses requiring a building permit, require all applicants to first submit a conceptual development plan, including proposed building types and typical building elevations. Periodically update the development review and approval process to ensure that reviews can be carried out in a timely fashion and ensure appropriate decisions are made with regard to plan review and approvals required for new projects.

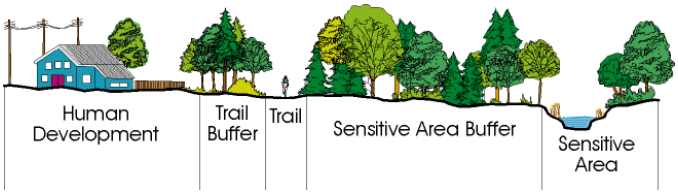
RECOMMENDATION #5: Where possible, streamline current regulations and create flexible processes/procedures to promote investment and reinvestment in existing properties and promote context sensitive design for infill and redevelopment.

RECOMMENDATION #6: Establish development standards that are consistent with the existing lot and development pattern in surrounding neighborhoods.

RECOMMENDATION #7: Adopt a "Commercial Corridor Overlay Zone" applicable to properties in the U.S. Route 50 and MD 354 corridor south of Old Ocean City Road. Include standards for buffers, signage, access management, lighting, and landscaping etc.

RECOMMENDATION #8: Adopt zoning review fees that cover the cost of Town review, including the cost of any professional assistance The Willards Planning and Zoning Commission or Town Council may need to adequately evaluate the merits of a proposed development.

RECOMMENDATION #9: Establish "Design Objectives" for each zoning district based on the following basic design principles:



"Sensitive areas" include riparian streams that are best protected by a buffering program, including buffer requirements. This visual illustration shows how buffering works to mitigate harmful pollutants before they reach a tributary.

- Neighborhoods are compact, identifiable, and their boundaries are visually discernible;
- Neighborhoods are linear (cross-roads or grid patterned), with variations to enhance views and landmarks;
- Neighborhoods are visually coherent and character is established through consistent rules of organization and architecture;
- Street corridors are visually bounded and intimate in feeling. Street trees, sidewalks, and front yard design elements create visual layers and contribute to the intimacy of streetscape;
- Street blocks help describe component neighborhoods, suggesting the role of the street as a channel for neighborly interaction;
- Neighborhoods accommodate a mix of uses, where appropriate, even at the "town" scale;
- Parking is accommodated through a mix of on-street and unobtrusive off-street strategies. Large-scale parking lots are avoided, and older lots are redesigned into smaller landscaped segments; and
- Most important, neighborhoods and their setting convey a strong "sense of place."

RECOMMENDATION #10: Develop parking requirements appropriate to the use proposed. Allow flexible parking arrangements (e.g., shared parking) where appropriate.

RECOMMENDATION #11: Encourage the adaptive reuse of existing buildings.

RECOMMENDATION #12: Establish minimum protection standards for "Sensitive Areas."

RECOMMENDATION #13: Ensure appropriate provisions to address flooding and stormwater management. Encourage the use of innovative low impact stormwater management techniques, when feasible.

RECOMMENDATION #14: Require a minimum set aside of land in proposed developments for neighborhood parks that meet the active and passive recreation needs of residents. Where appropriate accept a fee in-lieu of open space provided the fees are used to develop public park and open space facilities that will serve the residents of the proposed development.

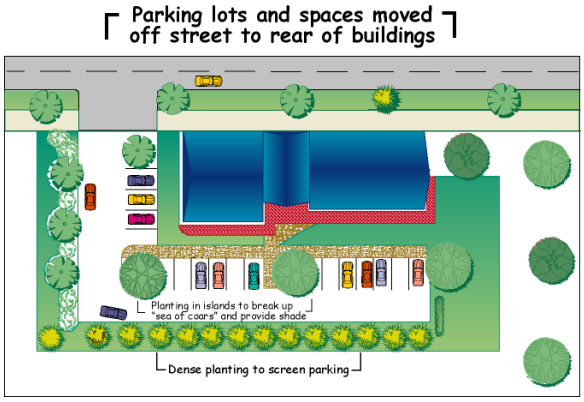
RECOMMENDATION #15: Encourage development of housing units affordable to town residents earning at or below the medium income for Wicomico County. Consider offering appropriate density bonuses to achieve this objective.

<u>Subdivision Regulations</u>

RECOMMENDATION #1: Update the Town's subdivision regulations consistent with the recommendations of this Comprehensive Plan.

RECOMMENDATION #2: Develop design standards and guidelines for all new major subdivisions and all commercial and industrial construction and alterations.

RECOMMENDATION #3: Maintain and develop a road network that calms traffic in residential areas and gives appropriate consideration to the needs of pedestrians and bicyclists.



In planned mixed use areas, parking and utilities should be located in the rear of the building, whether commercial or residential, to present the building façade to the street, which improves visual aesthetics and traffic circulation.

RECOMMENDATION #4: Require that no development may be approved unless it can be demonstrated that public facilities, adequate to meet the needs of proposed development, exist or are planned and will be available when needed. To accomplish this recommendation evaluate the appropriateness of adopting an adequate public facilities ordinance and/or impact fees to address demand on public facilities and services created by new development.

RECOMMENDATION #5: Develop a Willards "Developer's Rights and Responsibilities Agreement" Ordinance.

CHAPTER 2: COMMUNITY FACILITIES

Public services and facilities provided by The Town of Willards and other government agencies ensure the health, safety, and welfare of existing and future populations. In order to ensure that adequate community facilities and services are available when needed, the Town must continually monitor demand and capacity in order to anticipate when and where expanded capacity will be needed.

COMMUNITY FACILITIES

Community facilities and services, provided by The Town of Willards, ensure the public health, safety, and welfare of Town residents whereas demand and capacity must be constantly monitored.

The preparation of a "Community Facilities Element" in the Comprehensive Plan is a preliminary step in addressing supply and demand for community facilities and services including roads, streets and sidewalks, water, sewer, storm drainage systems, police and fire protection, etc. This element of the Comprehensive Plan establishes Town policies for community facilities and services, examines existing conditions, and recommends actions the Town should take to ensure an appropriate level of investment in facilities and services that meet the needs of existing and future populations and support economic development.

COMMUNITY FACILITIES GOAL

GOAL #1: Provide an appropriate array of community facilities and services required to maintain the health, safety and welfare of the residents of Willards.

COMMUNITY FACILITIES OBJECTIVES

- Assure the continued expansion of public facilities and services is commensurate with local financial capabilities and the capacity of each system.
- Assure the provision of community services and facilities to all living and working areas of Willards in accomplished in a manner which is the least disruptive to the environmental qualities of the area.
- Encourage the efficient use of natural resources of the area such as water, waterways and scenic areas for the benefit of all residents of Willards.
- Encourage the use of public lands and buildings for a variety of public purposes

WATER AND SEWERAGE

The most important community facilities and services provided by Willards are water and sewerage. Policies for water and sewerage facilities and services are listed below.

Water

In the past, Willards' water supply came primarily from individual shallow wells, which utilized the water of the Pocomoke-Pliocene aquifers. The water from these wells is extremely high in iron content and generally of poor quality. In addition, there was the potential for contamination of this ground water by septic systems.

The existing water system is a municipally owned central water system and treatment facility located at the corner of Reginault Street and Main Street (see Map 2-1). The overall system is composed of a water treatment plant, 3 pumping stations, and approximately six miles of 6-8 inch pipe. In addition, there are two 125,000 gallon storage tanks to provide storage and maintain static pressure for the system.

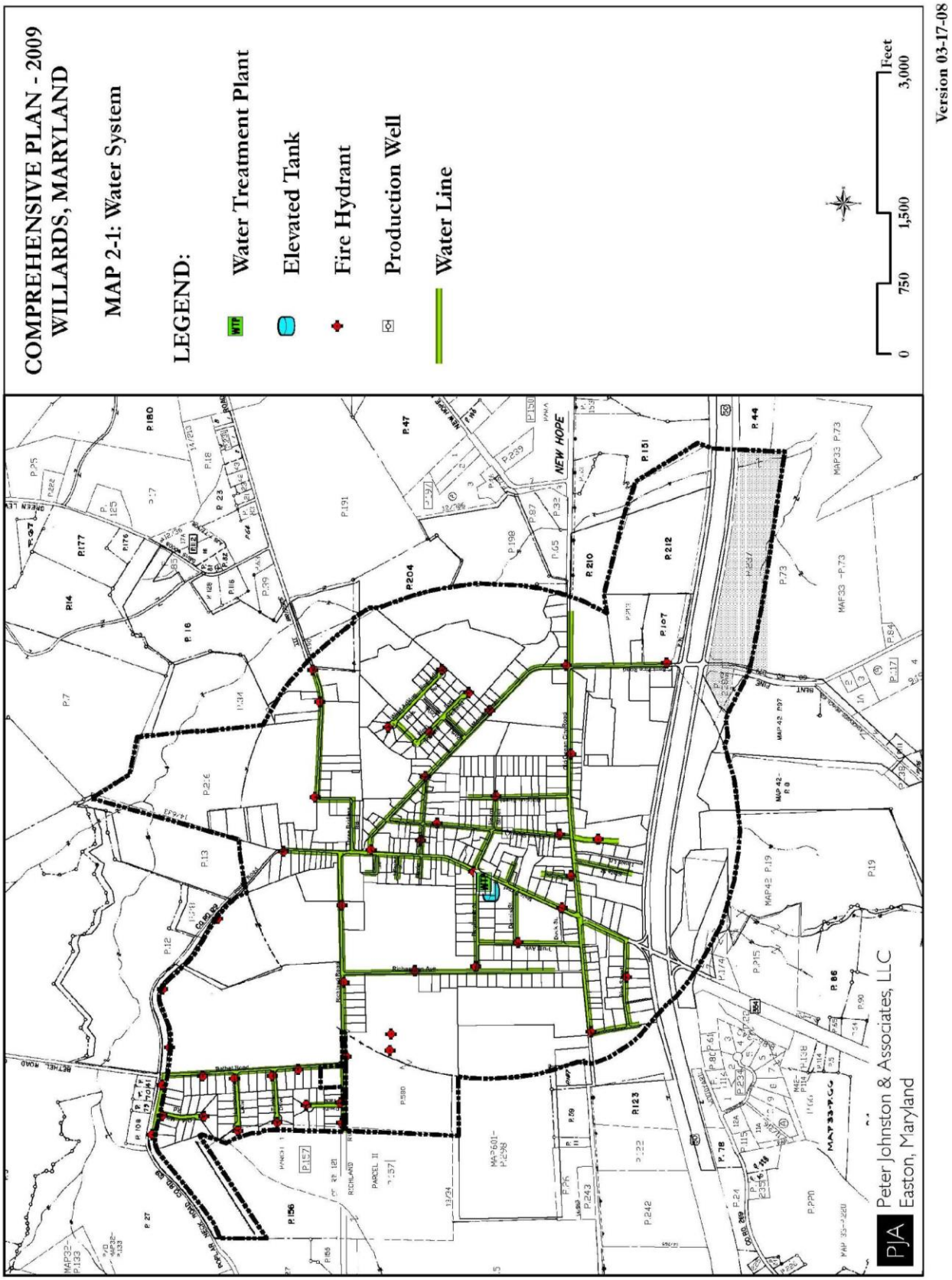
Water for the system is obtained from two 8 inch wells, drilled 320 feet down into the lower Manokin aquifer. This depth provides an adequate reservoir system and lower iron composition than water at other depths. The normal pumping capacity for each well is 75 gallons per minute, providing a maximum capacity of 216,000 gallons per day (gpd).

The Town's water system currently serves 450 residential, 5 industrial and 20 commercial accounts and approximately 940 residents. The Town has a ground water appropriations permit for 93,000 gpd. Current average daily water demand is 85,000 gpd. The Town has completed upgrades to the water system, which will increase total capacity to 240,000 gpd.

Sewerage

The Willards' wastewater treatment system currently serves 450 residential, 5 industrial, and 20 commercial accounts (see Map 2-2) within the corporate limits. The system has a permitted discharge of 80,000 gpd. Current average daily flows are 78,000 gpd. The Town has upgraded its wastewater treatment plan (WWTP), expanding capacity to 200,000 gpd. This increase will support an additional 500 equivalent dwelling units (EDUs).

The "Willards' Clean Water Facility" project, funded by loans from the Maryland Department of the Environment Water Quality Revolving Loan Fund, as well as grants from Maryland Department of the Environment, the US Department of Agriculture, and the Environmental Protection Agency, involves upgrading the existing wastewater treatment facility to meet more stringent permit limits. Construction is presently underway for the upgrade and expansion of the facility, including a new head-works facility, treatment equipment, pump station, and other related amenities.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 2-1: Water System
LEGEND:
Water Treatment Plant
Elevated Tank
Fire Hydrant
Production Well
Water Line
0
750
1,500
3,000
Feet
Version 03-17-08
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Under the *Clean Water Action Plan*, the State of Maryland conducted a "Unified Watershed Assessment" for each of the State's 58 watersheds. The Town's treatment facility is located within the Pocomoke River tributary, which is both a State and Federal priority due to the Pfiesteria outbreak in the summer of 1998 (Priority One Restoration Watershed). "Priority One Restoration Watersheds," according to Environmental Protection Agency (EPA) standards, are impaired by one or more pollutants such as nutrients, sediments, toxic substances, acidity, or fecal coliform.

PUBLIC SAFETY

Police

Presently, The Town of Willards, as it has in the past, utilizes the Wicomico County Sheriff's Department for police protection on a contractual basis. It is anticipated that this arrangement will continue into the immediate future.

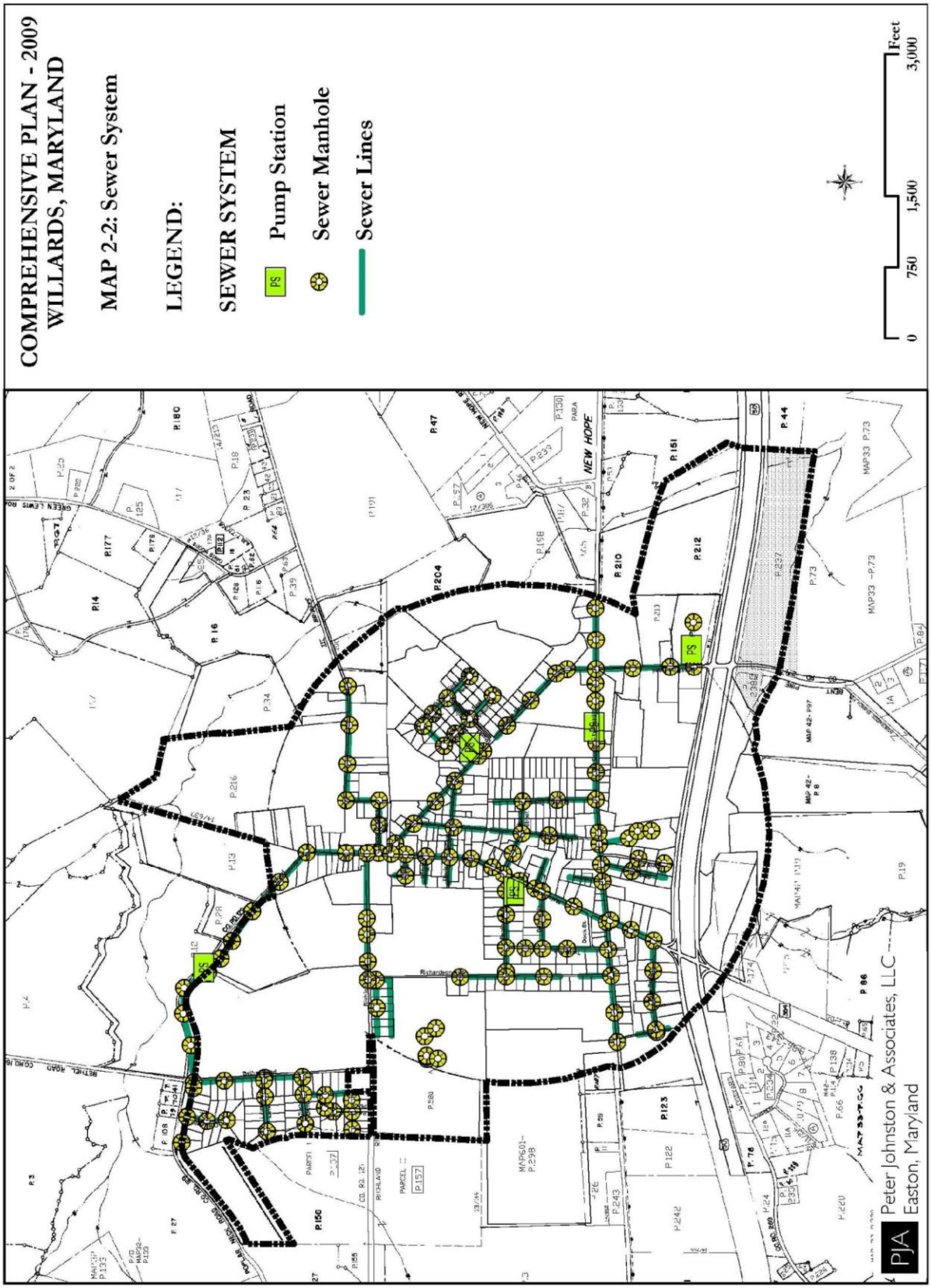
Fire Protection and Emergency Services

The Town is served by the Willards Volunteer Fire Department and Emergency Medical Services (EMS) Station 8, located on the corner of Regnault and Main Streets. The fire department was founded in 1927. In 2006, the department had 35 volunteers and 6 paid firefighters. Fire and EMS calls are dispatched to the station by the Wicomico County Emergency Services Department, which is designated "Central" for all fire and emergency medical services communications in Wicomico. The station serves a radius of approximately four to five miles around Willards and has mutual aid agreements with Pittsville and Powellville for assistance. The Willards Volunteer Fire Department equipment includes two engines, one heavy rescue vehicle, one tanker, one brush truck and 2 ambulances that are ALS equipped.

In 2006, the Willards Volunteer Fire Department responded to 275 ambulance and 75 fire calls. In 2003, the Willards Volunteer Fire Department received a $36,000 grant from the federal Assistance to Firefighters Grant (AFG) Program, commonly known as the "FIRE Act", to fund fire prevention programs. The Department was the recipient of 2005 FIRE Act funding in the amount of $96,777.00 for operations and personal protective equipment.

EDUCATION

Constructed in 2003, the Willards Elementary School occupies a little over 42 acres on Richland Road in the northwest area of the Town. The Town's first elementary school was constructed in 1949 on Main Street and originally consisted of two classrooms and a multi-purpose office. When the new school was constructed, the Willards Volunteer Fire Department purchased the old school building. In 2005, Willards Elementary School underwent renovations and expansion, including a new façade and an additional four classrooms to accommodate increased student enrollment.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 2-2: Sewer System
LEGEND:
SEWER SYSTEM
PS
Pump Station
Sewer Manhole
Sewer Lines
0
750
1,500
3,000
Feet
NEW HOPE
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

Willards Elementary School serves students in kindergarten through second grade. Older students in Willards attend Pittsville Elementary and Middle School (grades 3-8), and students in grades 9-12 attend Parkside High School. As of 2008, approximately 256 students were enrolled at Willards Elementary for the 2008 school year.

The school's average student to computer ratio is 57:1, compared to the County average of 10:1 and the State average of 5:1. Nearly 60 percent (59%) of the school's students have home access to a computer, compared to 54 percent of all Wicomico County students.[2] Half (50.99%) of Willards Elementary School students are from low income families and are eligible for the school's reduced or free lunch program. More than half (52.76 percent) of all Wicomico County elementary school students are low income.[3]

Table 2-1: Willards Elementary School Enrollment 1999 - 2008

Year	Students	% Change from Previous Year
1999	120	N/A
2000	127	5%
2001	111	-12%
2002	103	-7%
2003	112	8%
2004	285	154%
2005	290	2%
2006	302	4%
2007	302	4%
2008	256	-18%

Source: 2006 Maryland Report Card; Maryland Department of Planning

The school's State Rated Capacity (SRC) as of April 2008 was 312 students. The SRC for the nearby Pittsville Elementary and Middle School is 505 students. Approximately 440 students attended the Pittsville Elementary and Middle School during 2008. The closest high school to Willards is the Parkside High School with approximately 1,256 students attending in the 2008 school year. Parkside's SRC is 944 students indicating that the school is at or over capacity.

While enrollment figures have not followed a discernable pattern since 1999 (see Table 2-1), it is more likely that the student population will increase than decrease. Even a small increase of 3 to 4 percent per year would bring the school to capacity enrollment in just a few years. The *Wicomico County Board of Education Facilities Master Plan* projects an increase of slightly more than 14,000 households in the County by 2020 and anticipates the need for the construction of several new schools as well as the expansion of several existing schools. The County's expectation that much of this growth will occur in and around Willards (due to its proximity to the growing Ocean City region) indicates the likelihood that school facilities in the Town will need to be expanded.

Primarily, school issues will need to be addressed by Wicomico County. However, the *Smart Growth, Community Planning and Public School Construction Models and Guidelines*, as prepared by the Maryland Department of Planning, lists several measures, which the County and Town may wish to consider together including:

[2] *On Target*, MD Department of Education 2003 Report
[3] Wicomico County Board of Education, 2006

- Land banking for school sites;
- Ability to maximize walking and biking to the school(s);
- School(s) located in close distance to potential parks, libraries, museums, and other public facilities that offer opportunities for co-location and shared use of school facilities;
- Reduction of future transportation costs associated with school siting;
- Proximity of residential development and village centers to the school site that encourages walking and biking; and
- Completeness of local sidewalks, biking routes, and/or trail networks that will serve the school and reduce Vehicle Miles Traveled (VMT) as well as promote student health and fitness.

Municipal officials in The Town of Willards should consider these policies when reviewing school related issues in coordination with Wicomico County.

Higher education facilities available to the residents of Willards include Worcester-Wicomico (Wor-Wic) Community College and Salisbury University, both located in Salisbury, as well as the University of Maryland, Eastern Shore campus located in nearby Somerset County. The Community College serves the postsecondary vocational and technical education needs of the residents of Worcester and Wicomico counties and offers for-credit programs in a number of areas, including accounting and business, computer studies, construction engineering technology, criminal justice, nursing and radiologic technology, education, and hotel-motel-restaurant management. Salisbury University is a regionally accredited, four-year comprehensive university that offers 52 different undergraduate and graduate degree programs in liberal arts, sciences, and professional fields.

PARK AND RECREATIONAL FACILITIES

The largest parks in The Town of Willards are the East Side Youth Sports Complex (ESYC) and Willards Park. The ESYC is owned by Wicomico County and is contiguous to Willards Park. The ESYC occupies approximately 12 acres on East Adkins Avenue (see Map 2-3). Facilities here include two youth baseball fields, one youth softball field, a soccer field, a concession stand with meeting area and restrooms, and a maintenance building. Willards Park is owned by the Town and totals approximately 9 acres. Facilities include a softball field, basketball court, baseball fields, a multi-use field, stadium seating, playground, picnic area, concession stand, and public restroom. Between 2000 and 2003 the park's equipment, dugouts, and fences were rehabilitated and a stone parking lot was added to the facility. The 2005 *Wicomico County Land Preservation, Recreation and Parks Plan* recommends replacing the park's basketball court and adding an additional playground module to the facility.

Willards Park serves as a spur in the County Department of Recreation, Parks, and Tourism's linear corridor system. The system uses greenways, roads, rivers, streams, bike trails, and other linear corridors to connect public lands and areas of cultural, environmental, and recreational interest in the County, and is based on hubs and spurs.

Hub locations are unique destinations that provide information about popular recreation and heritage tourism sites, and spurs are points of orientation and local resources that serve as a starting

point for driving, biking, hiking, paddling, and other leisure activities. Willards Park serves as a spur in the eastern end of the County.

As shown on Map 2-3, Willards Elementary School also serves as a park site for the community and has a playground, a baseball diamond, a basketball court and a playlot.

Ideally parks should be located within a convenient walking distance of residential neighborhoods. Using the criteria used to judge existing conditions, there are areas of the Town that could be better served with park facilities. One strategy that the Town can employ is to require new developments to set aside land for neighborhood parks.

PRIORITY FUNDING AREA (PFA)

Two Priority Funding Area (PFA) categories are shown on Map 2-4, Municipal Priority Funding Areas and Municipal Comment Priority Funding Areas. The Municipal Priority Funding Area (MPFA) is the area designated by The Town of Willards and certified by the State as being eligible for State funded projects in accordance with the State Finance and Procurement Article. The Municipal Comment Priority Funding Areas (MCPFA) are PFAs that retain the underlying PFA classification from the County at the time of annexation. When new areas are annexed, they will be submitted for PFA certification by the State when the Town has completed appropriate feasibility studies concerning public facilities and services and when construction permits are at-hand and construction phasing determined.

IMPLEMENTATION RECOMMENDATIONS

RECOMMENDATION #1: Upgrade the Town's water and sewerage facilities and services to accommodate infill and redevelopment as needed.

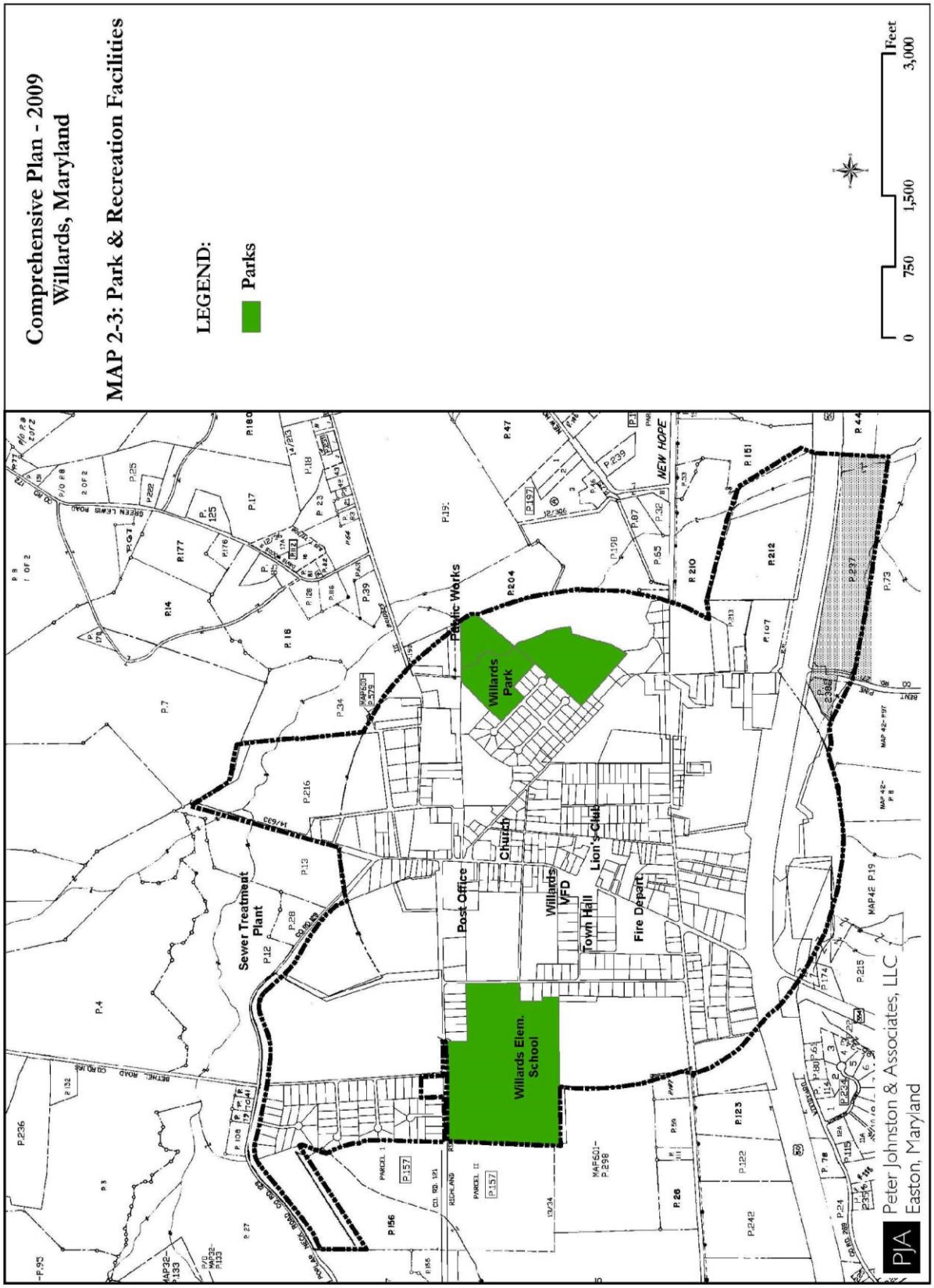
RECOMMENDATION #2: Annex the Town's existing wastewater treatment site (WWTP), which currently lies outside corporate boundaries. This area can be annexed in the future to provide Willards with flexibility for WWTP upgrades.

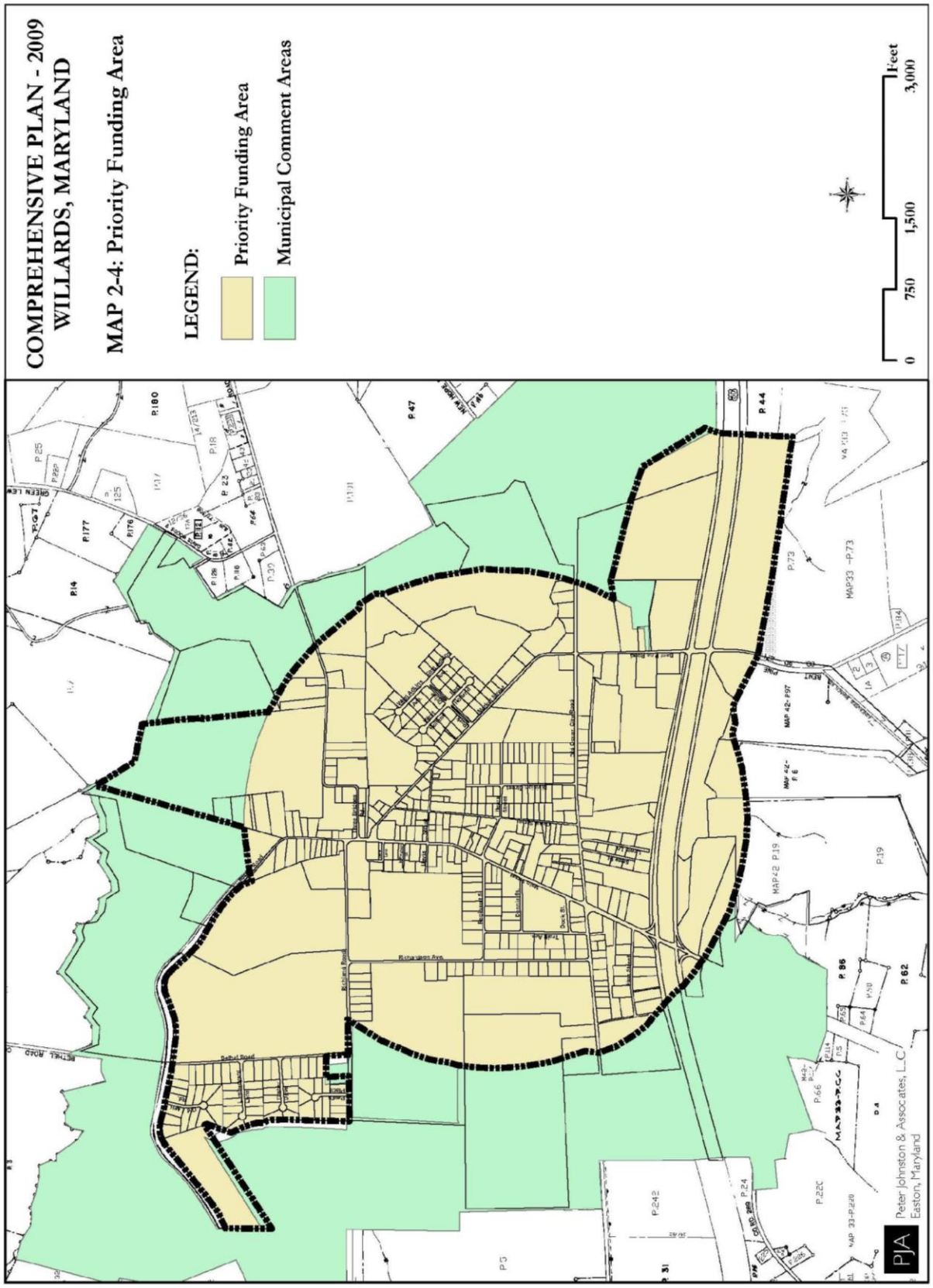
RECOMMENDATION #3: Conduct regular assessments of the Willards Volunteer Fire Department to determine if expansion of facilities is needed as the Town's population increases.

RECOMMENDATION #4: Regularly assess the need for additional support from the Wicomico County Sheriff's Department and/or the need to establish a Willards police department as the Town's population increases.

RECOMMENDATION #5: Establish at least one neighborhood park on the southerly end of Town so that residents of that area will be within quick and easy walking distance of a park area.

RECOMMENDATION #6: Require new developments to set aside land for neighborhood parks. These facilities should be centrally located for adjacent neighborhoods and easily accessible (pedestrians and vehicles) from anywhere within the Town.


Comprehensive Plan - 2009
Willards, Maryland
MAP 2-3: Park & Recreation Facilities
LEGEND:
Parks
0
750
1,500
3,000
Feet
Willards Park
Public Works
Church
Post Office
Willards VFD
Town Hall
Lion's Club
Fire Depart.
Sewer Treatment Plant
Willards Elem. School
NEW HOPE
PJA
Peter Johnston & Associates, LLC
Easton, Maryland


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 2-4: Priority Funding Area
LEGEND:
Priority Funding Area
Municipal Comment Areas
0
750
1,500
3,000
Feet
PJA
Peter Johnston & Associates, L.C.
Easton, Maryland

CHAPTER 3: MUNICIPAL GROWTH

The Municipal Growth Element examines the interrelationships among land use, population growth, and impacts on public facilities and services associated with the Town's projected growth. With a better understanding of the multi-dimensional impacts of land use and population change, Town officials will have a stronger basis for setting land use and growth management policies in the future.

THE MUNICIPAL GROWTH ELEMENT

The Municipal Growth Element examines the interrelationships among land use, population growth, and impacts to public facilities and services associated with Willards' projected growth. It is directly related to the Land Use, Community Facilities, and Water Resource Chapters of this Comprehensive Plan.

In preparing the Municipal Growth Element it is the Town's intent to evaluate potential future patterns of growth and development in Willards and develop strategies to address associated impacts on facilities, services, and infrastructure.

MUNICIPAL GROWTH GOAL

GOAL #1: Determine the future pattern of growth and development in The Town of Willards and address associated impacts on facilities, services, and infrastructure.

MUNICIPAL GROWTH OBJECTIVES

- Perform a detailed impact analysis of new growth and development on Town services, facilities, and infrastructure.
- Address potential impacts of growth and development in the Town's Capital Improvements Program (CIP), which should be updated annually.
- Map Town infill and redevelopment areas as well as Town growth areas to define expectations for new development.
- Improve inter-jurisdictional initiatives with Wicomico County to coordinate growth and development for effective growth management.
- Update Town policies, processes, and regulations to address infill and redevelopment issues and opportunities.

GROWTH TRENDS & PATTERNS

As shown in Table 3-1, between 1950 and 1960, the population of The Town of Willards increased by only 14%. In the following decade, 1960 to 1970, the Town's population decreased by 7%. The pace of growth then increased in 1976, when new water and sewer systems were completed and Willards witnessed steady population growth in the decades from 1980 to 2000, just over 75%. Historically, The Town of Willards has remained approximately 1% of Wicomico County's total population.

Table 3-1: Historic Population Growth – Wicomico County and Town of Willards

Classification	1950	1960	1970	1980	1990	2000
Wicomico County	39,641	49,050	54,236	64,540	74,339	84,644
Willards	**464**	**531**	**494**	**540**	**708**	**938**
% of County Population	1%	1%	1%	1%	1%	1%

Source: Maryland Department of Planning, 2007: 1990-2000 U.S. Census – Historic Census Data.

Future Population Growth

The Town of Willards' future population projections through 2030 are shown in Table 3-2 below. If current applications for development approval can be considered a reliable indicator, the Town is poised for limited growth into the next decade. Population growth for the Town from 2010 to 2030 is projected to increase by approximately 276 new residents. The projected annual average growth rate between 2010 and 2030 will be approximately 1.19%. Increases are expected to be evenly distributed from 2010 to 2020 as approximately 30 dwelling units (DU's) are added for each five year increment (an average of six new DU's per year).

Table 3-2: Population Projections for Wicomico County and The Town of Willards, Maryland (2010 – 2030)

Classification	2010	2015	2020	2025	2030	Change	Annual Rate
Wicomico Co.	**96,100**	**101,850**	**107,450**	**112,700**	**117,550**	**21,450**	**1.10%**
Willards							
Population	1,038	1,107	1,176	1,245	1,314	276	1.19%
Dwelling Units	444	474	504	534	564	120	1.20%

Sources: Maryland Department of Planning; U.S. Census; Peter Johnston & Associates

According to the Maryland Department of Planning population projections, Wicomico County is expected to grow at a rate of one percent per year or about 1,100 persons on average per year between 2000 and 2030[4]. In 2000, Willard's population was approximately one percent of the total County population.

Table 3-3: Willards Building Permits 2000 to 2009	
Year	**Residential Bldg. Permits Issued**
2000	8
2001	4
2002	6
2003	9
2004	0
2005	2
2006	4
2007	4
2008	1
2009	5
Source: Town of Willards	

Population projections for Willards are for an average annual population increase of approximately 14 persons per year between 2010 and 2030. At this rate of growth, Willards is expected to capture approximately 1% of the County's annual average population growth by 2030. Population and dwelling unit (DU) projections for The Town of Willards are based on the following assumptions:

- Population projections assume the average household size in Willards will be 2.43 persons per household (Maryland Department of Planning "Population Projections" as the average household size for Wicomico County from 2000 – 2030).

- Population projections for planned developments estimate 276 new residents will settle in Willards in the period from 2010 to 2030.

- Approximately 120 new dwelling units are estimated in the period from 2010 to 2030.

- Population projections assume that Willards' population will remain at about 1%of Wicomico County's population from 2010 to 2030.

- Population projections estimate an average annual growth rate of 1.19% for Willards from 2010 to 2030.

- Population projections assume approximately 6 new dwelling units every year and 30 dwelling units every five years. The Town of Willards issued 43 building permits from 2000 to 2009 which is an average of about 4 units per year. It also should be noted that the Town has been under a limited building moratorium for the last several years and currently has two major subdivisions under review (see Table 3-3).

MUNICIPAL GROWTH PLAN: INFILL & REDEVELOPMENT

As shown on Map 3-1 below, The Town of Willards has ample land within its corporate boundaries to accommodate new growth and development. Infill and redevelopment areas are categorized by the Town as "Priority Growth Areas." These are lands within Willards' corporate boundary that are either vacant or underutilized as of 2009. Vacant and underutilized land presents opportunities for future development depending upon infrastructure availability. Infill

[4] Historical and Projected Total Population for Maryland's Jurisdictions, (Revision, December 2008), www.mdp.state.md.us/msdc/dw_popproj.htm

and redevelopment areas total approximately 294 acres. Vacant infill land totals 141 acres and underutilized land for potential redevelopment totals approximately 153 acres.

The Town of Willards will encourage and accommodate infill and redevelopment, when and where appropriate. Willards intends on phasing growth in conjunction with the availability of public infrastructure (water and sewer capacity). The "Municipal Growth Plan," discussed below, outlines how the Town intends to manage its growth. The Municipal Growth Plan also establishes land use development priorities that are linked to municipal public facilities policies.

Willards Growth Plan (2010 to 2030)

The Willards Growth Plan (see Map 3-2) represents land where residential and commercial development is currently planned or anticipated during the planning period (2010 through 2030). These areas total approximately 114 acres. The Town of Willards has infrastructure capacity to serve projected growth and development defined in the Growth Plan. The Town's Water Appropriation Permit allows a withdrawal of up to 173,000 gallons per day (gpd). The water system currently serves 450 residential units, 20 commercial accounts, and 5 industrial accounts with an average daily water demand of 85,000 gpd. The Town's wastewater treatment plant has maximum capacity of 200,000 gpd. Current average daily flow is 80,000 gpd.

Table 3-4: Planned Developments - Willards

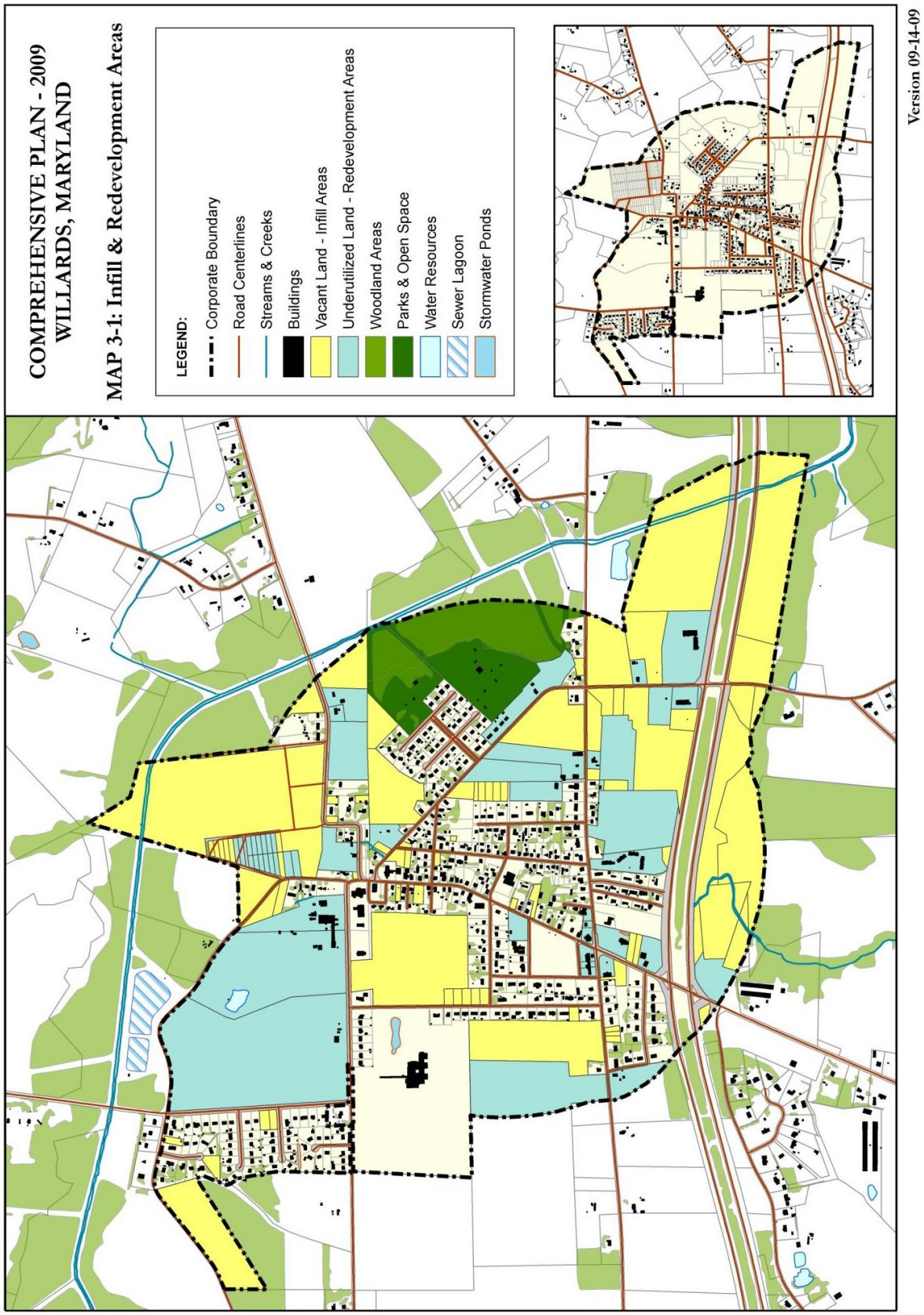
Planned Developments	Number of Lots/Units (Est.)
Cypress Creek Subdivision	79
Winnfield Subdivision	38
Ruark Subdivision	7
TOTAL	**124**

Peter Johnston & Associates

Residential

Two large parcels and one smaller parcel in Willards are included in 3 proposed development projects. Development concept plans for two residential projects and one mixed-use development project are pending development review and approval procedures. These three projects, if approved, are shown on Map 3-2, and represent concept plans submitted to the Town. These developments would add 124 dwelling units to Willards (see Table 3-4 for summary).

The average number of dwelling units per acre in these proposed developments ranges from a low of 1.5 dwelling units per acre to a high of 4.2 dwelling units per acre in the mixed use project. The combined average number of dwelling units per acre will be 2.32 dwelling units. The Town projects a population increase of approximately 276 persons by 2030. The Growth Plan, as defined on Map 3-2, has sufficient residential land capacity to accommodate this growth. In addition, the Town has sufficient infrastructure to serve these units including water and wastewater treatment capacity.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 3-1: Infill & Redevelopment Areas
LEGEND:
Corporate Boundary
Road Centerlines
Streams & Creeks
Buildings
Vacant Land - Infill Areas
Underutilized Land - Redevelopment Areas
Woodland Areas
Parks & Open Space
Water Resources
Sewer Lagoon
Stormwater Ponds
Version 09-14-09

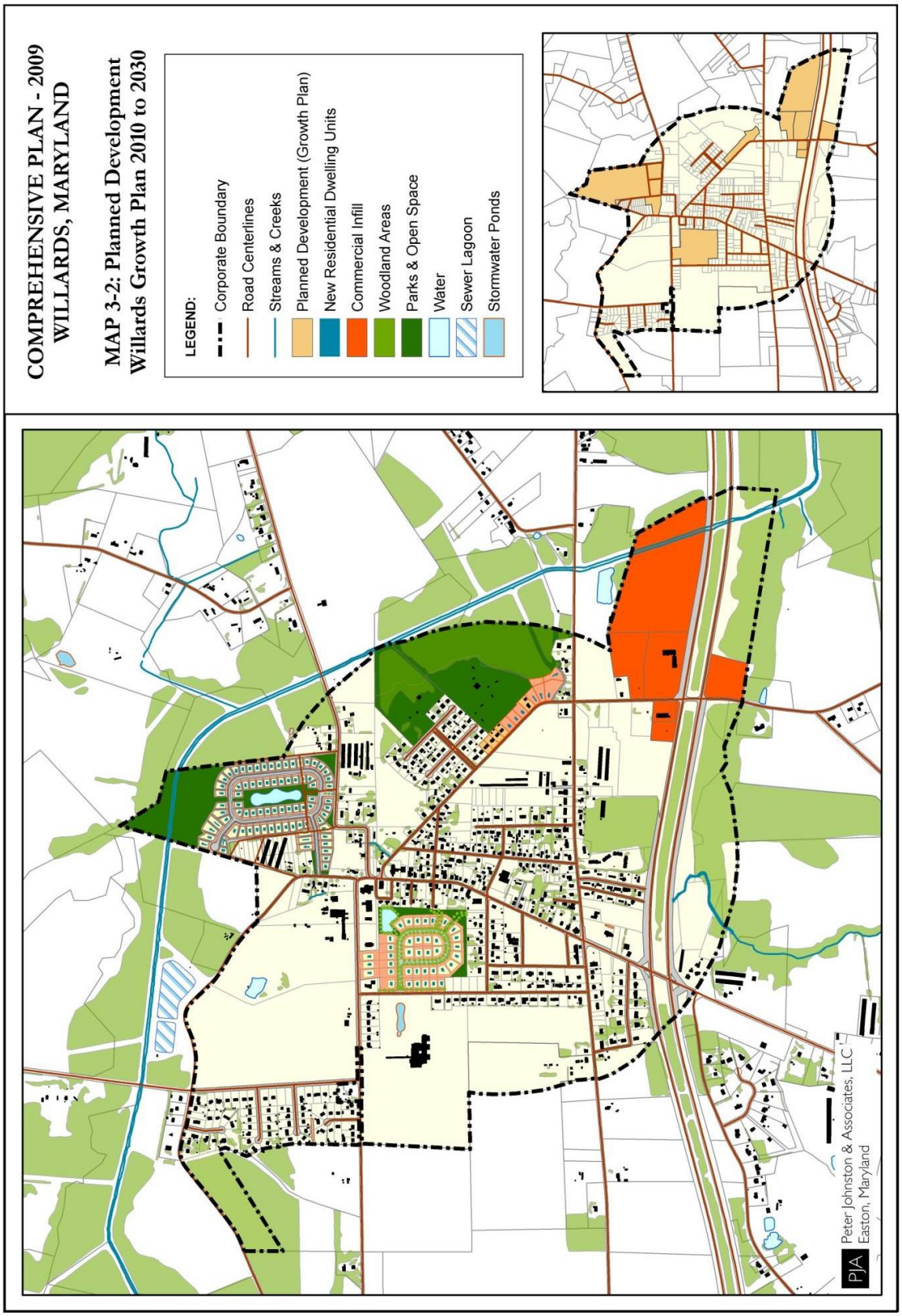
Commercial

The Willards Growth Plan includes approximately 44 acres of land planned for business and commercial development along U.S. Route 50. This subset includes seven parcels. A Floor Area Ratio or FAR multiplier was used to determine potential water and sewer demand. An FAR is the gross floor area of a building divided by the area of the parcel upon which it is situated. This is a method of computing and setting density and height restrictions. An FAR of 0.073 was used to estimate the potential capacity of the commercial portion. This multiplier was based on an analysis of existing and planned commercial development in Willards to determine an average FAR. Based on assumed FAR, Willards will need approximately 5,435 gpd of water and sewer for commercial uses.

Municipal Build-Out

Map 3-3 illustrates the build-out of infill and redevelopment areas within The Town of Willards and encompasses approximately 294 acres. This includes a mix of residential, commercial, and industrial development. The Town intends to accommodate development of its remaining undeveloped and underutilized parcels within the corporate limits, if and when additional water and sewer capacity becomes available (see Chapter 5: Water Resources Element).

Currently, the Town does not have adequate water and sewer capacity to enable development of all of these properties. If these properties are to develop in the future, applicants for development approvals may have to pay for water and sewer upgrades as necessary to support development of these properties. At such time as these sites can be developed, it is the Town's intent that some parcels be developed as planned mixed-use and/or single family residential developments (see Map 1-2: Land Use Plan).


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 3-2: Planned Development
Willards Growth Plan 2010 to 2030
LEGEND:
Corporate Boundary
Road Centerlines
Streams & Creeks
Planned Development (Growth Plan)
New Residential Dwelling Units
Commercial Infill
Woodland Areas
Parks & Open Space
Water
Sewer Lagoon
Stormwater Ponds
Version 09-14-09
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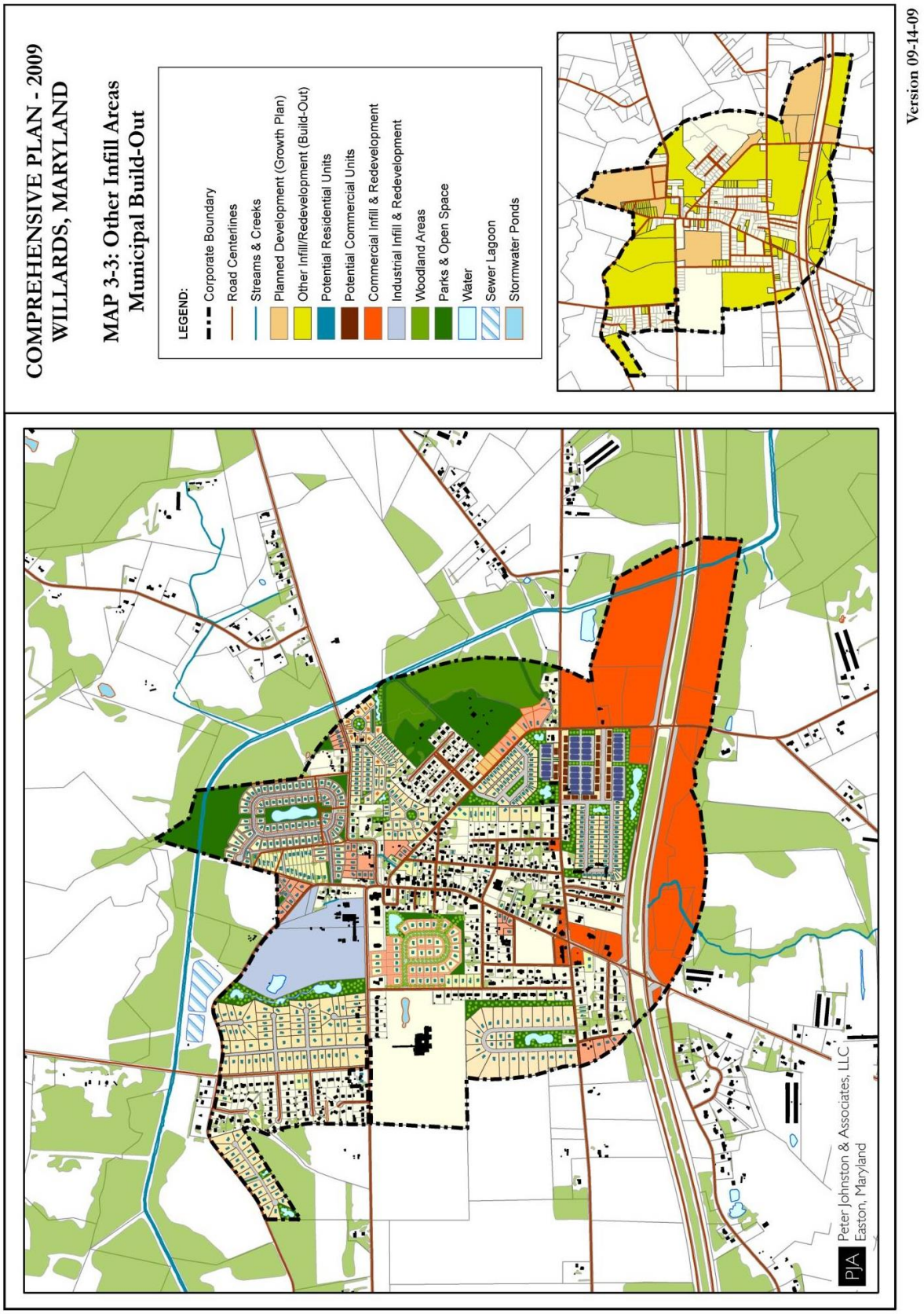
Easton, Maryland


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 3-3: Other Infill Areas
Municipal Build-Out
LEGEND:
Corporate Boundary
Road Centerlines
Streams & Creeks
Planned Development (Growth Plan)
Other Infill/Redevelopment (Build-Out)
Potential Residential Units
Potential Commercial Units
Commercial Infill & Redevelopment
Industrial Infill & Redevelopment
Woodland Areas
Parks & Open Space
Water
Sewer Lagoon
Stormwater Ponds
Version 09-14-09
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Easton, Maryland

Growth and Annexation Area

As shown on Map 3-4, the Willards Growth and Annexation Area includes land that the Town will consider for annexation. This area includes the Town's sewer treatment plant property and is approximately 47 acres. Willards will coordinate future annexation with Town infrastructure plans (areas where water and sewer extensions are proposed) and with Wicomico County in the context of the *Wicomico County Master Water and Sewerage Plan*.

Annexation Plan

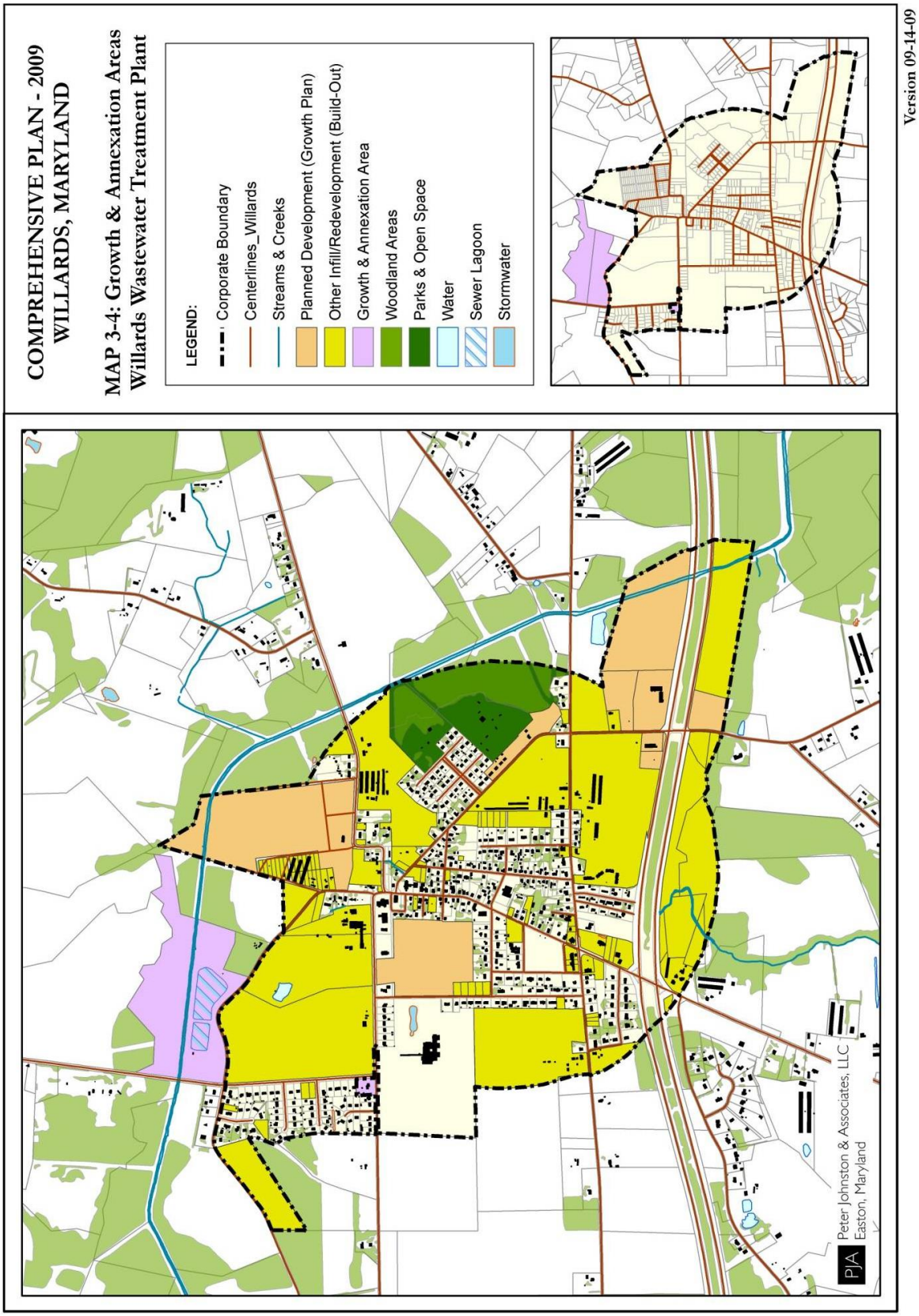
Regarding the discussion of growth areas, Willards does not anticipate annexing any large properties for development into the Town during the planning period from 2010 to 2030 that would require additional water and sewer capacity. Infrastructure limitations, particularly related to water and sewer capacity, prevent the Town from being able to serve all properties currently located in the Town much less properties that could potentially be annexed.

Annexation Policies: Prior to annexing any land not included in the current land use plan, the Town will first consider appropriate amendments to this Comprehensive Plan. Willards will follow the procedural requirements for Plan updates and annexation established in state law, including those of Maryland House Bill 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of the Town's Comprehensive Plan. It also will ensure that appropriate consideration has been given to the adequacy of public facilities and services. County and state agencies will be afforded an opportunity to comment on such proceedings. All annexations will be subject to the following policies to insure proper growth patterns and fiscal responsibility:

- Annexed areas will be contiguous to the corporate limits and create a natural extension of the Town's boundaries;
- Annexation will not result in public expenditures greater than anticipated revenues;
- The provision of Town services will be a condition of annexation and areas desiring Town services will be studied to determine the cost-effectiveness of annexation prior to servicing;
- Zoning of the annexed areas will be based on the Land Use Plan and other recommendations contained in this Comprehensive Plan.

Depending on the size of the proposed annexation, the Town may require an applicant to complete studies addressing the potential impacts of such development on Town staffing and finances, traffic, and the provision of County facilities and services, where appropriate. In addition, applicants proposing annexation will be required to prepare an "Environmental Impact Assessment" that includes a discussion of proposed strategies to address the environmental protection needs for the growth area and its surrounding environs.

The terms of annexations will be specified in an "Annexation Agreement," and if appropriate, will be summarily reflected in a "Developers Rights and Responsibility Agreement" (DRRA) at the time of final development approval. If deemed necessary by the Town, the County may be included as a party in annexation negations.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 3-4: Growth & Annexation Areas
Willards Wastewater Treatment Plant
LEGEND:
Corporate Boundary
Centerlines_Willards
Streams & Creeks
Planned Development (Growth Plan)
Other Infill/Redevelopment (Build-Out)
Growth & Annexation Area
Woodland Areas
Parks & Open Space
Water
Sewer Lagoon
Stormwater
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Easton, Maryland

RURAL BUFFERS & TRANSITION AREAS

Based on land use data provided by Wicomico County Planning and Zoning, Figure 3-1 shows County land uses surrounding the Town of Willards. Much of this land is presently agriculture with some scattered low density residential development along roadways and near municipal peripherals. Small-scale public and/or semi-public uses are noted to the east and south of Willards.

As of September 2009, Wicomico County has not yet completed updates to its Comprehensive Plan. This includes determining areas for residential development as well as areas for priority preservation. Willards will work with cooperatively with Wicomico County when these areas have been determined by the County. This includes a discussion of future County land use policies that may affect zoning and subdivision. Coordination with Wicomico County will assist the Town in determining appropriate "Rural Buffers and Transition Areas" once the County's Comprehensive Plan is complete.

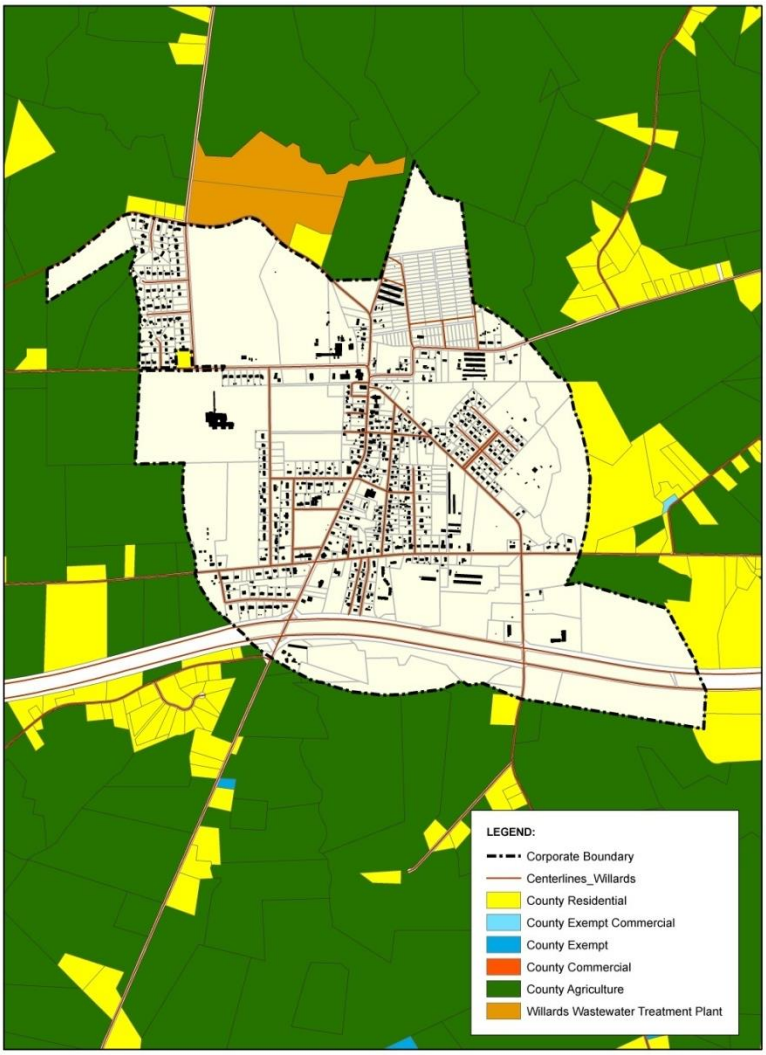


Figure 3-1 shows land uses surrounding The Town of Willards in Wicomico County, Maryland. These land uses are predominately agriculture with some low density residential development noted near roadways and the Town's boundaries.

GROWTH IMPACTS

Population growth will have impacts on public services and facilities provided by The Town of Willards and Wicomico County. Table 3-5 summarizes the estimated potential impacts on public facilities and services associated with planned developments and commercial infill and redevelopment in Willards during the planning period from 2010 to 2030. Impacts project dwelling units, population increases, sewer and water demand, as well as other public facilities and services such as Town administrative and public works space, schools, libraries, police, recreation land demand, and fire and rescue (emergency services).

Assumptions: Impact projections for growth in The Town of Willards utilize the following sources:

- Future population and dwelling unit projections from 2010 to 2030, as described in this chapter;
- Wicomico County Board of Education multipliers for school enrollment and the State of Maryland Program Open Space recommendation for recreational land;
- Multipliers for Municipal Administrative and Public Works Space based on current space per thousand people;
- American Library Association (library facility square footage multiplier);
- International Association of Police Chiefs and other organizations (personnel multiplier);
- International City Council Management Association (fire personnel multiplier); and
- National Planning Standard (fire facility square footage multiplier).

Table 3-5: Impacts of Growth on Public Facilities & Services
Planned Development for the Planning Period 2010 – 2030

Facility/Service	Total	Factor	Description
Dwelling Units	**450**	**120**	**New dwellings**
Population	**1,111**	**276**	**Population increase**
SCHOOL (new students)	73	0.611	Per Household
- High School	25	0.206	Per Household
- Middle School	16	0.135	Per Household
- Elementary School	32	0.270	Per Household
TOWN ADMIN./MEETING (GFA)	359	1.07	Per Capita
PUBLIC WORKS (GFA)	291	1	Sq Ft Per Capita
LIBRARY (GFA)	28	0.1	Sq Ft Per Capita
POLICE (personnel)	1	2.6	Per 1,000 Population
RECREATION LAND (acres)	8	30	Acres per 1,000 Population
FIRE & RESCUE			
- Personnel	2	1.59	Per 1,000 Population
- Facilities (GFA)	889	800	Sq Ft Per 1,000 Population
Peter Johnston & Associates			

Implications of Growth Plan

The most significant implications of Willards' "Municipal Growth Plan" are impacts on school facilities and water and wastewater demand. Future large-scale developments with significant potential impacts will be required to conduct a fiscal impact analysis to determine if revenues will cover the cost of public services and facilities. If a shortfall is determined, the Town will require a Developers Rights and Responsibilities Agreement that includes offsetting fees or enacting impact fees.

Public Schools: The projected impact of Town population growth on schools is approximately 73 new students: 32 elementary school students; 16 middle school students; and 25 high school students.

Library: Residents of Willards are located within an easy drive of the Wicomico County Public Library in Salisbury, Maryland. Projected impacts indicate that an additional 28 square feet of library space will be needed to accommodate the Town's projected residential growth. County library facilities should adequately serve these needs.

Recreation Land: Willards currently has 21 acres of parkland in the Town. Projected impacts indicate an additional 8 acres of recreation land is needed.

Public Safety: Fire and emergency medical services are provided to Willards residents through the Wicomico County Department of Emergency Medical Services (EMS), which supplies EMS to towns and oversees municipal volunteer fire departments (including the Willards Volunteer Fire Department). Police protection is provided by the Wicomico County Sheriff's Department and the Maryland State Police.

Police and emergency services will be slightly impacted as a result of the projected increase in the Town's population. Based on industry standards for calculating staffing levels of emergency services personnel, one additional police officer and one additional fire/rescue personnel will be needed to serve the projected increase in population. Fire and rescue services also will need an additional 889 square feet of building space.

Town Administrative Offices & Public Works Space: Willards recognizes that any gain in population will require an equivalent increase in municipal meeting space, Town administrative staff, and municipal services (street repairs, trash collection, etc.). If the current level of service (LOS) is to be maintained through the planning period (2010 to 2030), an additional 359 square feet of administrative office space is needed as well as an additional 276 square feet of public works space.

Water and Sewer: The Willards Wastewater Treatment Plan (WWTP) and water system has adequate capacity to support the projected population and economic growth of the Town through the planning period (see Chapter 5: Water Resources Element for details).

Impacts of Growth – Municipal Build-Out

Build-out of Willards' municipal corporate area is not anticipated in the planning period from 2010 to 2030. Nevertheless, the impacts of growth are summarized in Table 3-6 below. The most significant impacts are noted for public schools and water and sewer facilities and services. Significant impacts also are cited for Town Administrative and Public Works space.

Table 3-6 represents the full build-out of The Town of Willards. Build-out includes all infill and redevelopment within the Town's existing corporate limits. It is important to note that The Town

of Willards does not anticipate development of all infill/redevelopment areas in the planning period from 2010 to 2030 due to infrastructure limitations.

Table 3-6: Impacts of Growth on Public Facilities & Services Municipal Build-Out			
Facility/Service	**Total**	**Factor**	**Description**
Dwelling Units	**880**	**495**	**New dwellings**
Population	**2,140**	**1,202**	**Population increase**
SCHOOL (new students)	302	0.611	Per household
- High School	102	0.206	Per household
- Middle School	67	0.135	Per household
- Elementary School	134	0.270	Per household
TOWN ADMIN./MEETING (GFA)	1,131	1.07	Per Capita
PUBLIC WORKS (GFA)	1,202	1	Per Capita
LIBRARY (GFA)	120	0.1	Per Capita
POLICE (personnel)	3	2.6	Per 1,000 population
RECREATION LAND (acres)	36	30	Acres per 1,000 population
FIRE & RESCUE			
- Personnel	3	1.59	Per 1,000 Population
- Facilities (GFA)	1,712	800	Sq Ft Per 1,000 Population
Peter Johnston & Associates			

Funding Mechanisms (Sources)

The following funding mechanisms, described in Table 3-7 below, list potential funding sources to address the impacts of growth on public facilities and services. Although, not all of these funding mechanisms may be used by The Town of Willards and/or Wicomico County, they represent standard ways for revenue generation regarding the maintenance and construction of necessary public facilities and services.

Table 3-7: Potential Funding Sources To Address Impacts of Growth on Public Facilities & Services	
Facility/Service	**Potential Funding Sources**
School Facilities	Property Tax, Excise Tax, Impact Fee, Land Dedication, Federal/State School Construction Funds
Town Administration	
Facilities	Property Tax, Developers Rights and Responsibilities Agreements- DRRA's, Impact Fees, Grants and Loans
Services	Property Tax, Service Fees (e.g. zoning certificate fee, inspection fees), Grants
Town Public Works	
Facilities	Developers Rights and Responsibilities Agreements- DRRA's, Impact Fee, Connection Fees, User Fees, Public Works Agreements-PWA's, Grants and Loans

Table 3-7: Potential Funding Sources To Address Impacts of Growth on Public Facilities & Services	
Facility/Service	**Potential Funding Sources**
Services	Property Tax, Service Fees (e.g. water and sewer charges)
Library Facilities	Property Tax, Excise Tax, Impact Fees, Grants and Loans
Town Police	
Facilities	Property Tax, Developers Rights and Responsibilities Agreements- DRRA's, Impact Fees
Services	Property Tax, Fines and Fees
Recreation Land	Developers Rights and Responsibilities Agreements- DRRA's, Land Dedication, State Program Open Space (POS)
Fire and Rescue – Non-Profit	
Facilities	Developers Rights and Responsibilities Agreements- DRRA's, Grants, Public and Private Contributions
County Provided Fire and Rescue	
Facilities	Property Tax, Excise Tax, Impact Fees, Special Taxes (e.g. fire districts tax), Grants
Services	Property Tax, Special Taxes (e.g. fire districts tax)
Water and Sewer Facilities	Developers Rights and Responsibilities Agreements- DRRA's, Public Works Agreements-PWA's, Connection Fees, User Charges, Grants and Loans
Peter Johnston & Associates	

THE SUSTAINABLE GROWTH AND AGRICULTURAL PRESERVATION ACT OF 2012 (SB 236)

On December 10, 2012, the Town of Willards adopted a Growth Tier Map in accordance with the requirements outlined in the Sustainable Growth and Agricultural Preservation Act of 2012 (the Act). This map was amended in 2016 (see Map 3-5). In accordance with the Act, Map 3-5 the Town of Willards Growth Tier for SB236, is hereby incorporated as part of the 2009 Town of Willards Comprehensive Plan.[5]

The Act was designed to improve water quality and to encourage smart growth by limiting where major residential subdivisions can be located and establishing parameters for public sewerage system service. The Act outlines four basic Tiers (Tiers I, II, III, and IV) which identify where new major and minor residential subdivisions may be located and what types of sewerage system serve them.

In the Tier designation process, local jurisdictions were encouraged to discuss variations from the four basic Tiers in order to accommodate local planning objectives consistent with local comprehensive plans. The Town of Willards created a subset of the Tier II category to better conform to existing land use policies and sewer service plans. The Town's Growth Tier Map

[5] Town Willards Ordinance 2016-4

does not contain any Tier III or Tier IV designations as is the case for many municipalities in the State.

The Town's Tier I designation, as depicted on Map #3-5, encompasses those areas that are within the municipal boundary and are currently shown as an existing sewer service areas in the Wicomico County 2010 Comprehensive Water and Sewerage Plan. Tier II designations are those areas in the municipal boundary that are planned for sewer service in the Wicomico County 2010 Comprehensive Water and Sewerage Plan. Tier 2A designations are those areas in the municipal boundary, or within the municipal growth boundary, that are not yet planned for sewer service in the Wicomico County 2010 Comprehensive Water and Sewerage Plan.

INTER-JURISDICTIONAL COORDINATION AND COOPERATION

The *Economic Development, Planning and Resource Protection Act of 1992* encourages local governments and the State to coordinate their planning and development efforts to achieve the "Visions" of the Act. These Visions were updated and expanded from eight to twelve with the passage of the *Smart and Sustainable Growth Act of 2009*. Local governments must adopt comprehensive plans which include the State's "Visions."

Zoning and other planning implementation mechanisms must be consistent with these plans. Under the Planning Act, local comprehensive plans must include recommendations for improving planning and development processes to encourage economic expansion and to direct future growth to appropriate areas.

Such development and economic growth often have inter-jurisdictional impacts. This includes, but is not limited to, impacts on transportation infrastructure, the environment, and public facilities and services. For this reason, it is necessary for planning, growth strategies, and policies to promote and encourage cooperation among adjacent jurisdictions.

Maryland defines inter-jurisdictional coordination as "…the act of establishing a regular means of communication among officials of two or more political jurisdictions for the purpose of addressing and resolving issues of mutual interest related to the operations, and the future physical, economic and social development of the jurisdictions." In addition, the State further defines the comprehensive planning process as the cornerstone of inter-jurisdictional coordination through the mutual development of policies, goals, and strategies.

"Inter-jurisdictional Coordination and Cooperation" can assist Wicomico County and The Town of Willards to achieve their respective growth management objectives. The Town of Willards is open to working with County officials and staff. Town officials recognize it is in their best interest to help ensure the rural areas surrounding the Town are preserved. They also recognize the role the Town can play in the context of the County's "Smart Growth" policies.

For this reason Willards supports the objective of improved inter-jurisdictional coordination with Wicomico County, including cooperative planning and zoning efforts. The County and Willards should work together to determine appropriate coordination procedures. At a minimum, coordination should include informing town officials of any proposed development projects in

what the County terms the "Town Transition" area and allowing town officials an opportunity to comment on these projects. Likewise, town officials should inform Wicomico County regarding proposed Town developments in the corporate limits. Procedures can be formalized in a "Memorandum of Understanding." If a County Council of Governments (COG) is formed, it will be provided a forum to directly discuss issues and opportunities with County officials.

Wicomico County and The Willards Planning and Zoning Commissions should meet annually or periodically to discuss planning issues of mutual interest. The Town should work with Wicomico County during the update of the County comprehensive plan to ensure planned development near the Town is consistent with the goals of the *Wicomico County Comprehensive Plan* and the desire and needs of the citizens of Willards to maintain their unique identity as a community.

IMPLEMENTATION RECOMMENDATIONS

The following recommendations are designed to assist The Town of Willards in the implementation of this Comprehensive Plan:

RECOMMENDATION #1: Preserve the small town historic and rural character of Willards, while also preserving single-family neighborhood community identity by initiating local municipal policies and regulations to stabilize neighborhoods.

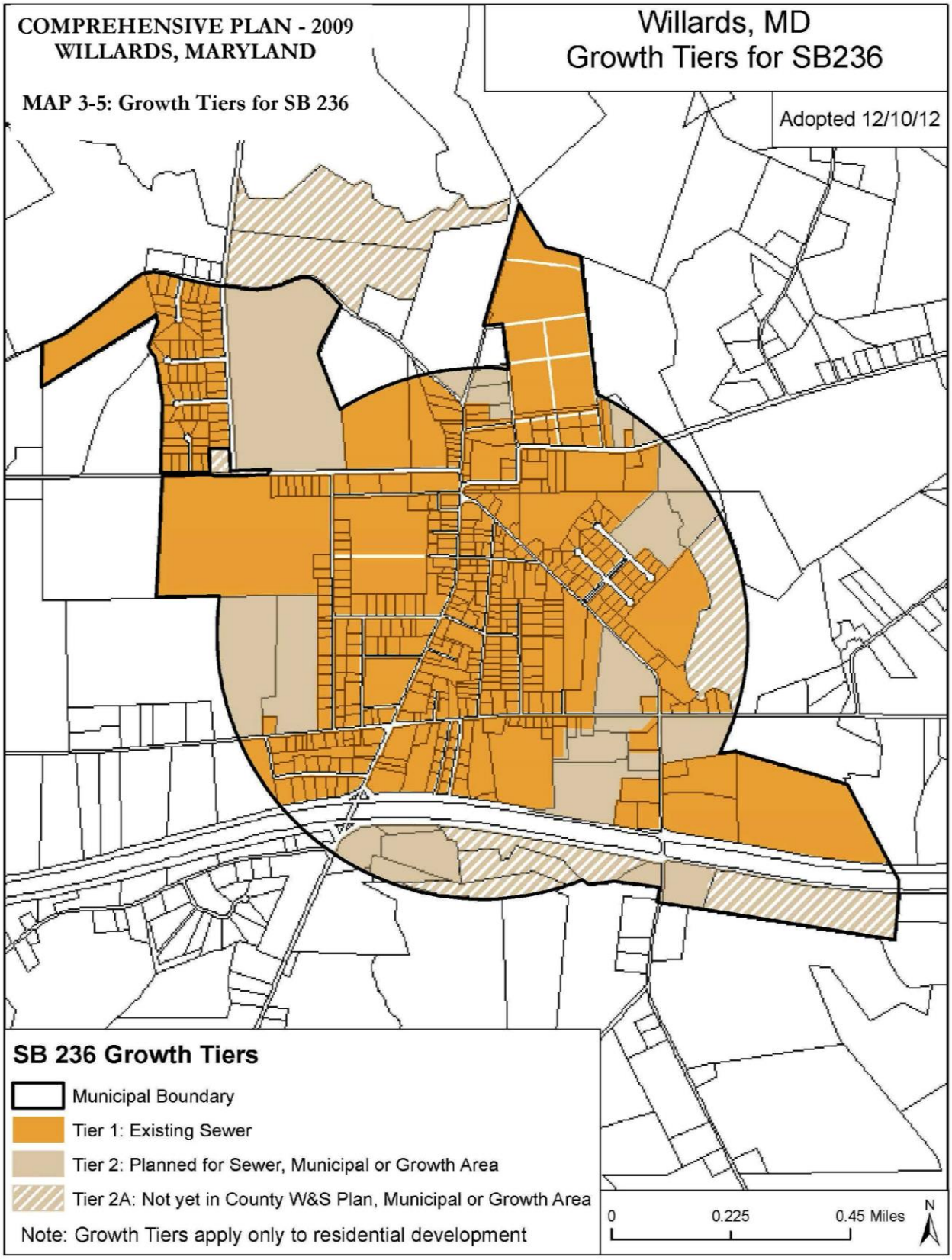
RECOMMENDATION #2: Review, update, and revise The Town of Willards' development standards, guidelines, regulations, processes, and procedures to achieve consistency with the Comprehensive Plan. This is particularly important for infill and redevelopment, annexation, and infrastructure.

RECOMMENDATION #3: Require a mandatory percentage of open space for new development areas that promotes sensitive area protection and passive and active recreation for residents.

RECOMMENDATION #4: Require new planned development assess their impacts, including fiscal and environmental impacts.

RECOMMENDATION #5: Contain the costs of future development and growth to ensure that costs do not burden current and future residents and businesses. Accordingly, new development should be expected to pay for the extension of municipal services and capital improvements resulting from such new development as well as pay for the necessary technical expertise to review plans.

RECOMMENDATION #6: Promote inter-jurisdictional coordination and future cooperative planning and zoning efforts with Wicomico County. If and when a Wicomico County Council of Governments (COG) is formed, Willards will be provided a forum to discuss issues and opportunities with County officials. In addition, the Wicomico County and The Willards Planning and Zoning Commissions should meet annually or periodically to discuss planning issues of mutual interest.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 3-5: Growth Tiers for SB 236
Willards, MD
Growth Tiers for SB236
Adopted 12/10/12
SB 236 Growth Tiers
Municipal Boundary
Tier 1: Existing Sewer
Tier 2: Planned for Sewer, Municipal or Growth Area
Tier 2A: Not yet in County W&S Plan, Municipal or Growth Area
Note: Growth Tiers apply only to residential development
0
0.225
0.45 Miles
N

CHAPTER 4: RESOURCE CONSERVATION

The Town of Willards is situated on the extreme eastern portion of Wicomico County within the Pocomoke River drainage basin near the "Pocomoke River Heritage Corridor." Throughout the Town, there are areas that are much more susceptible to environmental degradation than others due to the presence and/or proximity of sensitive natural features, primarily wetlands and streams.

RESOURCE CONSERVATION

Managing growth and development in The Town of Willards must be balanced with considerations for the positive contributions that the natural setting makes to the quality of community life.

By 2020, the population of the eastern area of Wicomico County (including Willards, Powellville, and Pittsville) is expected to increase 16.1 percent, to about 6,500 people. The County forecasts that much of this future growth will occur near Willards because of its proximity to the growing Ocean City region in neighboring Worcester County[6]. Future development in and around the Town should be directed away from sensitive environmental areas and guided toward areas where environmental impacts would be less severe.

Regardless of location, all future development should be subject to minimum performance standards for environmental protection and natural resource conservation. The limitations of natural systems to withstand the impacts of major disturbances, in or near some areas, must be addressed through public policy and implementation provisions as per the requirements of State law.

Concern for the conservation and protection of sensitive natural features within the Town transcends arbitrary boundaries. Issues such as the loss of forest and trees, sedimentation of streams, and loss of wildlife habitat are now of concern. Managing growth and development in The Town of Willards must be balanced with consideration for the positive contributions that the natural setting makes to the quality of community life.

RESOURCE CONSERVATION GOALS

GOAL #1: Preserve and protect the natural and historic resources and features of The Town of Willards and the surrounding environs to ensure a balance between development and the need to protect indigenous resources or features.

[6] *2005 Land Preservation, Parks, and Recreation Plan,* Wicomico County, Maryland February 2006.

GOAL #2: Minimize adverse impacts on water quality (including ground water) that result from high nutrient loadings or pollutants in runoff from surrounding lands or from pollutants that are discharged from structures and conserve fish, wildlife, and plant habitats.

RESOURCE CONSERVATION OBJECTIVES

The following are Comprehensive Plan objectives for the conservation and preservation of natural and historic resources and features:

- Provide specific protection measures for the following areas: 1) Streams and stream buffers; 2) 100-year floodplain; 3) endangered species habitats; and 4) steep slopes

- Identify wetlands and floodplains in order to provide the special protection they may need.

- Preserve and protect fragile groundwater resources within the Town.

- Assure that proper stormwater management and sediment and erosion controls are enforced in accordance with the Stormwater Management Ordinance.

- Conserve forest and woodland resources and, wherever possible, replenish them through tree conservation measures and replanting programs in compliance with the Maryland Forest Conservation Act.

- Ensure that all new development and redevelopment minimizes pollutant loadings and runoff from the site through the implementation of sediment, stormwater, and sediment and erosion control plans.

- Protect and preserve the most valuable remaining ecological lands (Green Infrastructure) in and around The Town of Willards, and encourage restoration of lands to a green infrastructure condition.

- Assess future development proposals in light of the site's physical suitability to accommodate development, while protecting natural resources, historic features, and the quality of the Town's groundwater.

SENSITIVE AREAS

The *Maryland Economic Growth, Resource Protection and Planning Act of 1992* added the requirement to Article 66B that comprehensive plans contain a "Sensitive Areas Element," which describes how the jurisdiction will protect the following sensitive areas (see Map 4-1):

1. Streams and stream buffers,
2. 100-year floodplain,
3. Endangered species habitats,
4. Steep slopes, and

5. Other sensitive areas, such as wetlands or forested areas, that a jurisdiction wants to protect from the adverse impacts of development.
6. Agriculture and forest lands intended for resource protection or conservation.

In addition, in its 2006 session, the Maryland Legislature passed House Bill 1141 (HB 1141), which includes expanded sensitive areas elements for comprehensive plans regarding wetlands, agricultural lands, and forest resource protection/conservation areas.

Sensitive Areas Policies

Willards, like much of the Eastern Shore, has a rich variety of natural features that should be conserved. These features include wetlands, floodplain, wildlife habitats, creeks, and aquifers among others. These features help maintain the ecological balance of life and contribute to the quality of our environment, both urban and rural.

Among all of the important natural features, the alteration of wetlands and natural floodplains, through public or private development, may have the most immediate effect on the Town. Wetlands are important because they are essential to filtration. Floodplains are essential to effective stormwater management, thus minimizing the adverse effects of flooding.

Sensitive areas polices for The Town of Willards include the following:

- Direct intensive activities away from natural area corridors.
- Protect natural areas and the natural drainage system.
- Preserve environmentally sensitive areas along the waterways of the County and Town.
- Establish specific development policies for reviewing all development activities within natural corridors, with respect to impact upon and protection of ground water.
- Preserve natural drainage-ways and provide public access points for maintenance purposes.
- Preserve historic sites and structures.

Streams and Stream Buffers

Streams and their buffers are important resources. Streams feed into primary tributaries and their buffers are important resources that accomplish the following:

- Support recreational fishing and serve as spawning areas for commercial fish stock;
- Encompass areas subject to flooding that can result in the loss of life and property, allowing for floodwater to be channeled;
- Provide a home to countless species of animals and plants; and
- Include floodplains, wetlands, and wooded slopes that are important components of the regional ecosystem.

Stream buffers protect water quality and are integral parts of the larger watershed. Enhanced buffering along tidal tributaries is critical for the healthy functioning of the overall hydrologic ecosystem and for restoration of the Chesapeake Bay. Buffers serve as protection areas when located adjacent to streams. Buffers reduce sediment, nitrogen, phosphorous, and other runoff

pollutants by acting as filters, thus minimizing the potential damage of pollution.

The effectiveness of buffers to protect stream water quality is influenced by their width, accounting for factors such as: 1) contiguousness or nearby slopes; 2) soil erodibility; 3) adjacent wetlands or floodplains; 4) vegetation types within the buffer (some plants are more effective at nutrient uptake than others); and 5) maintenance of the buffer. Streams provide drinking water for habitat as well as natural drainage and irrigation for farmers.

- Streams are prime spots for recreational fishing and serve as spawning areas for fish stock;
- Streams, and adjacent areas, are home to countless species of animals;
- Streams transport nutrients and minerals to the Chesapeake Bay;
- Streams, in combination with the floodplain and wetlands, provide for wooded slopes that are important parts of the broad ecosystem and act as filters; and
- Vegetative growth adjacent to streams often serves as a natural screen between different types of land uses.

Development near streams may be subject to flooding that could result in the loss of life and/or property. As development activity becomes more intense a large amount of land, forests, and natural vegetation along streams is diminished. The cumulative loss of open space and natural land reduces the ability of remaining land along streams to buffer the effects of such intrusions as high stormwater runoff.

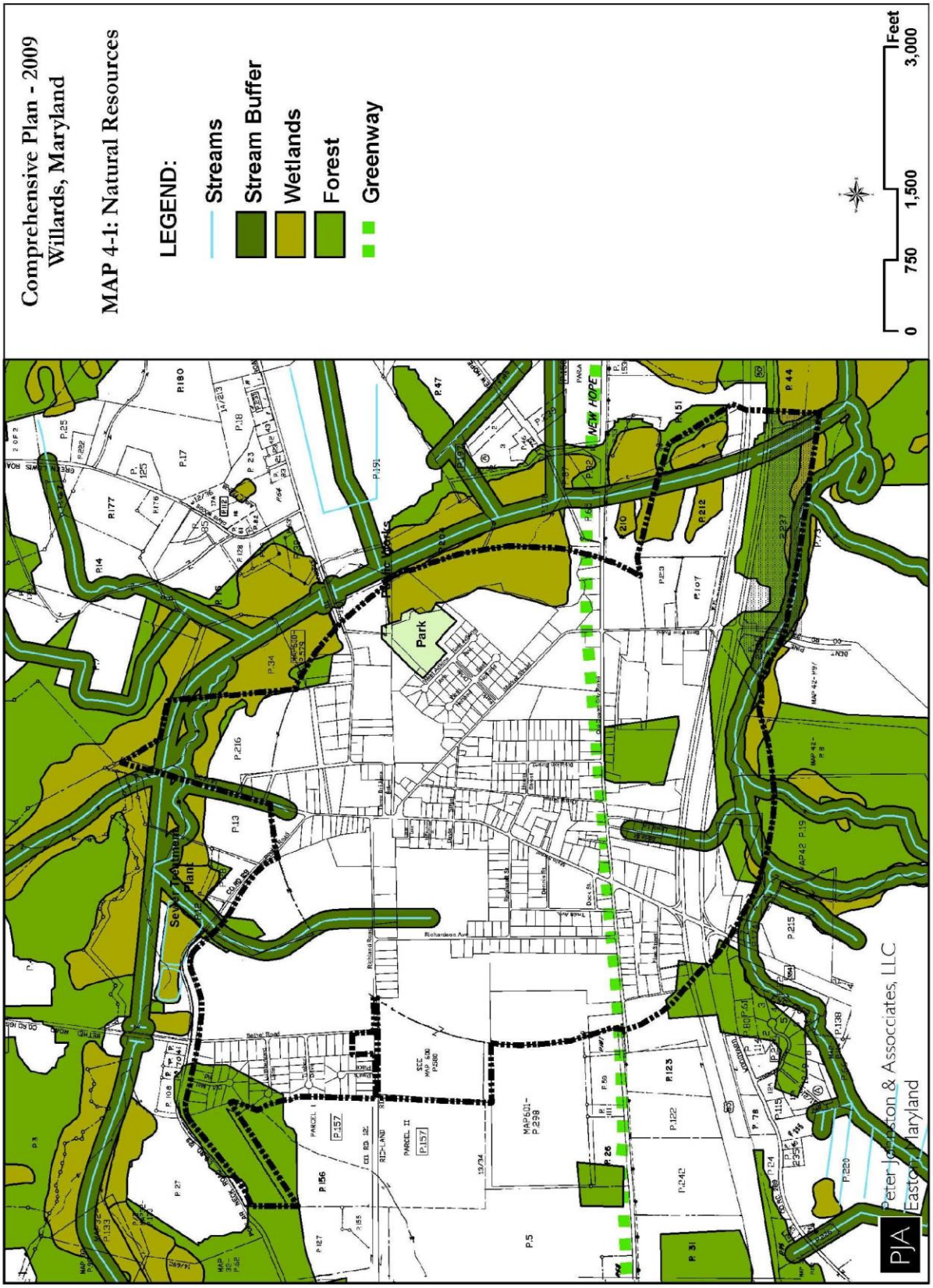
Buffers serve as protection areas when placed adjacent to streams, preserving some of the biological and hydrological integrity of the stream basin. These areas act as run-off and groundwater pollution control systems by filtering pollutants through the soil and root zone of natural growth. For example, microscopic organisms that inhabit the soils in a forested buffer assist in the decomposition of pollutants much like microbes in a sewage treatment plant.

100-Year Floodplain

While the protection of life and property provide the initial basis for the protection of floodplains, there has been a growing recognition in recent years that limiting disturbances within floodplain can serve a variety of additional public health benefits. Floodplains moderate and store floodwaters, absorb wave energies, and reduce erosion and sedimentation. Wetlands found within floodplains help maintain water quality, recharge surface water supplies, protect fisheries, and provide habitat and natural corridors for wildlife.

Due to location, The Town of Willards has areas that are prone to flooding during storm surges and heavy rainfall. Development restrictions within the floodplain apply. This includes ensuring the proper construction of new structures to avoid destruction and loss of property during adverse weather conditions. Flood-related losses may result from:

- Structures inappropriately located, inadequately elevated, or otherwise unprotected and vulnerable to floods; and/or



- Development, which increases flood damage to other lands.

Willards participates in the National Flood Insurance Program (NFIP). The floodplain areas in Willards are determined by the "Flood Hazard Boundary Maps" developed by the Federal Insurance Administration (FIA). The Town's Flood Insurance Rate Map (FIRM), prepared by the FIA and the Maryland Department of Natural Resources, shows flood elevations and outlines risk zones for insurance purposes. A revised Town Flood Plain Ordinance that regulates development activities within the floodplain was adopted in 1992. Flood Insurance Rate Maps available at Town Hall depict the minimum special flood hazard area regulated by The Town of Willards Floodplain Ordinance.

Threatened and Endangered Species Habitat

There are no known habitats of threatened and endangered species in Willards at this time.

Steep Slopes

Steep slopes are inclines of 15% or greater. Usually located along river and stream beds, steep slopes provide an environment that facilitates the movement of soil and pollutants if land disturbances occur. Erosion control is achieved by the regulation of development on steep slopes because such areas represent the greatest opportunity for accelerated soil loss, which carries sedimentation and pollution to streams. Most steep slopes occur along rivers and streams adjacent to or near tidal areas. Most of the topography in and around Willards is flat.

Tidal and Non-Tidal Wetlands

Public and private (tidal) wetlands are important natural areas protected by state law (Title 9, Sections 9-101/9-301 of the Natural Resources Volume, Maryland Annotated Code) which sets forth strict licensing procedures for any alteration of wetlands. They are also within the protective jurisdiction of the federal government through the U.S. Army Corps of Engineers.

Within and surrounding the Town are fairly extensive Palustrine class wetlands. The Maryland Department of Natural Resources (DNR) defines Palustrine systems as "all nontidal wetlands dominated by trees, shrubs, persistent emergents, emergent mosses or lichens, and all such wetlands that occur in tidal areas where salinity due to ocean-derived salts is below 0.5 parts per thousand." Nontidal palustrine wetlands that border tidal wetlands are considered to be of moderate to high significance for serving to temporarily hold coastal surge flood waters and to temporarily store water during storm events.

Tree Preservation and Forest Conservation

The Town of Willards has areas of forested land along the perimeters of its easternmost and southernmost boundaries. Smaller pockets of wooded areas lie adjacent to and between residential neighborhoods. Street trees can be found throughout the Town.

The Forest Conservation Act of 1991 (Natural Resources Article Sections 5-1601-5-1613) was enacted to protect the forests of Maryland by making forest conditions and character an integral

part of the site planning process. It is regulated by the Maryland Department of Natural Resources (DNR), but implemented and administered by local governments.

The Forest Conservation Act seeks to maximize the benefits of forests and slow the loss of forest land in Maryland, while allowing development to take place. The Forest Conservation Act requires that local governments adopt legislation that addresses State requirements. The Town currently has an agreement with Wicomico County to adopt the County Program as its own. Wicomico County will implement the Program on the behalf of the Town.

Groundwater Protection

Groundwater resources in The Town of Willards are abundant and well developed. The major source of water is the aquifer system which underlies the Eastern Shore. The Pliocene-Pleistocene Aquifer, which occurs at a relatively shallow depth, is used extensively as a source of groundwater supply. The water, however, has high natural iron content. The Pocomoke Aquifer, which occurs at a slightly greater depth, provides a potable water source. It is important to protect this source of drinking water.

Mineral Resources

The Town of Willards recognizes that while a Mineral Resources Element is required under Article 66B, there is no mining activity or any known commercial mineral resources in the vicinity of the Town. In addition, the mineral extraction is not a permitted use in any district under the terms of *The Town of Willards Zoning Code*.

Agricultural Land

Agricultural preservation districts and easements are approved through the County's participation in the Maryland Agricultural Land Preservation Foundation (MALPF). The Wicomico County Agricultural Land Preservation District Advisory Board, the local authority working in partnership with MALPF, meets with the County Commissioners to review and approve district petitions and easement applications and review requests from program participants, and in turn makes recommendations to the MALPF Board of Trustees.

HERITAGE RESOURCES

A community that perpetuates its heritage through the use of original or historic features, to serve the needs of current and future generations, maintains a physical and emotional link with its past. This link ensures that the Town's unique identity will not be lost. The past is a building block for the future, and if a plan is to be comprehensive, it must incorporate that past as a key element of planning for its future. In this regard, historic preservation is an important tool for the economic revitalization of older Towns, creating new development in harmony with history to preserve the value of historic assets.

Historic Sites and Structures

The Maryland Historical Trust lists the following sites in Willards on its Historic Sites Survey:

- Willards Ticket Office (WI 505): a single story frame structure located on Market Street near the intersection of Market and Main Streets, in the center of Willards. Built around 1900, the station was operated by the Chesapeake and Atlantic Railroad until 1955, when rail service to Willards and Berlin was discontinued. The building was relocated to its current site, and in the past served as the Town's post office. Today it is privately-owned and houses a retail business.

- Eden United Methodist Church (WI 506): the church was organized in 1898, shortly after the town was founded and before it was incorporated as a municipality. The building was constructed in stages between 1899 and the mid-twentieth century. The one-story gable-front structure has a tall entrance, pointed arch windows, and a bell tower, and is a good example of Gothic Revival architecture. It stands on Main Street near the center of town.

- The Owens Farm (WI 101): a frame house located on Bent Pine Road.

- Bethel Road Bridge over Burnt Mill Branch (WI 218): a County-owned bridge originally constructed in 1907, inventoried by the SHA as part of its Historic Bridge Inventory.

- Other Historic Bridges: Bridge 22011 on Salisbury Ocean City Road (MD 346) crossing over the Pocomoke River (WI-339): a state-owned bridge originally built in 1946, inventoried by the SHA as part of its Historic Bridge Inventory. The bridge is eligible for the National Register of Historic Places as a significant example of concrete beam construction, representative of the 1942 State Roads Commission standard plan.

In addition to these listed properties, a significant number of structures in the Town date to the early twentieth century. Most of these earlier buildings are residences located within the central area of the Town along Main and Market Streets. Because many of these structures retain a high degree of architectural integrity, they contribute to the historic character of the Town.

Greenways

Willards lies along the path of the proposed Salisbury/Pocomoke River Greenways, a potential on-road bikeway connector that would provide a route across the eastern section of the County and link the greenways network in Salisbury to proposed corridors along Nassawango Creek and the Pocomoke River. Local parks along this corridor, including the County-owned recreation area on Adkins Avenue in Willards, provide areas for public access to the greenways.

The County goal is to develop a network of greenways throughout Wicomico County, particularly to connect the eastern and western portions of the County through the Metro Core. Within Willards, the Salisbury/Pocomoke River Greenways follows alongside the northern side of the Old Ocean City Road, where visitors can connect to the downtown area of Main Street and to "Willards Park" on East Adkins Avenue.

The Lower Eastern Shore Heritage Area

The Lower Eastern Shore Heritage Area (LESHA) was certified as a Maryland Heritage Area in 2002. The LESHA encompasses the largest physical territory of heritage tourism in the State – Somerset, Wicomico and Worcester counties – and funds or promotes over 800 heritage area sites and projects. The heritage sites and projects in the three-county area include museums, cultural centers, parks, historic mansions, interpretive centers, discovery centers, historic downtowns and interpretive walking tours, Indian trails and sites, African-American historic sites, waterway and cycling trails and archeological and architecturally significant sites.

The Heritage Area is managed by The Lower Eastern Shore Heritage Council, Inc. (LESHC), a grassroots, nonprofit organization whose purpose is to preserve, protect and promote the cultural, natural and historical heritage of Somerset, Wicomico and Worcester counties. Notable LESHC projects include the creation of a Beach to Bay Indian Trail, the Beach and Beyond Passport Program, projects at the Ward Museum of Wildfowl Art, Pemberton Historical Park, Ocean City Life Saving Station Museum, the Chipman Cultural Center, African-American Interpretive Signage Sites, Pocomoke River Discovery Center and Teackle Mansion renovations.

On-going LESHC projects supporting regional heritage tourism include the Scenic Blue Crab Byway - connecting heritage tourism sites along a biking, hiking and driving route signed with a signature "blue crab" logo – and a $10,000 mini-grant program that supports heritage tourism projects in the region by offering community organizations strategic project planning and fundraising services.

This Plan recognizes the importance of the certification status of the Lower Eastern Shore Heritage Area, comprising heritage sites and places in Wicomico, Worcester, and Somerset Counties. This status recognizes Willard's unique heritage and offers the Town the opportunity for coordinated and enhanced tourism activity. Consequently, the Lower Eastern Shore Heritage Management Plan is hereby incorporated in the *Willards Comprehensive Plan*, and may be amended from time to time.

Old Ocean City Road – Scenic Byway

The Old Ocean City Road Scenic Byway is a 32-mile designated Maryland Scenic Byway that begins in Salisbury and ends in Ocean City, Maryland, passing through Pittsville and Willards in Wicomico County along the way. Information on the Byway includes a recommendation to visit Pittsville during the holiday season for farm fresh holly and evergreens, but no recommendation is made to stop in Willards.

Historic Preservation Programs

A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. Historic preservation programs include the inventorying, researching, restoration, and ongoing protection of sites and structures having a significant local or national historic interest.

Historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Willards with a number of benefits including:

- Promotion of a strong sense of community pride for Town residents;
- Community and economic revitalization through the renovation or adaptive reuse of older structures;
- Increased property values and tax revenues as a result of renovation and restoration; and
- Increased revenues generated from heritage tourism.

More detailed information on programs including the National Historic Landmark, National Register of Historic Places, Conservation and Preservation Easements, and Historic Overlay Districts can be found from various historic preservation organizations such as the Maryland Historical Trust and its local chapter in Wicomico County.

Maryland Historical Trust

The Maryland Historical Trust (MHT) is a state agency dedicated to preserving and interpreting the legacy of Maryland's past. The Trust maintains the Maryland Inventory of Historic properties, a broad-based catalog of historic resources throughout the State. The Inventory consists of written, photographic, cartographic, and other graphic documentation of over 14,000 historic districts, buildings, structures and sites that serve as a physical reminder of Maryland's history. The Inventory is constantly expanding through contributions from the Trust's Statewide Architectural Survey Program, which works with county and local governments and other institutions to identify and document historic resources. Listing in the Inventory does not limit or regulate the property owner in what can or cannot be done with the property.

Maryland Historic Preservation Easement

A state-held historic preservation easement monitored by the MHT is an excellent means of perpetually preserving a historical structure and property for future generations. Such easements "run with the land" and transfer to future owners. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gift and property tax benefits. In exchange, the owner gives the MHT the right to review and approve proposed alterations on the property. The MHT will only accept easements on properties it determined to be eligible for listing on the National Register.

National Register of Historic Places

In 1966, Congress established the National Register of Historic Places as the Federal Government's official list of properties, including districts, significant in American history and culture. In Maryland, the Register is administered by the Maryland Historical Trust. Some benefits resulting from a listing in the National Register include the following:

- National recognition of the value of historic properties individually and collectively to the Nation.
- Eligibility for Federal tax incentives and other preservation assistance.

- Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings.
- Consideration in the planning for federally and state assisted projects.
- Listing does not interfere with a private property owner's right to alter, manage or dispose of property.

Local Historic Overlay Zone

Another type of designation is the locally-zoned historic district which is an overlay on the existing zoning ordinance of a specified area. This district, legally allowed by Section 8.01 of Article 66B in the Annotated Code of Maryland, is designed to maintain the visual character of the community. It may allow an appointed Commission to monitor changes, alterations and demolition of buildings and structures of architectural or historic significance. The main purpose of such zoning is to:

- Safeguard the heritage of Willards by preserving the areas of the town that reflect elements of its cultural, social, economic, political or architectural history;
- Stabilize or improve property values in such a District;
- Foster civic beauty;
- Strengthen the local economy; and
- Utilize Historic Districts for the education, welfare, and pleasure of the residents of the county or municipal corporation.
- Prevent demolitions and incompatible alterations in a Historic Zone.

IMPLEMENTATION RECOMMENDATIONS

The following recommendations are designed to assist Willards in the implementation of this Comprehensive Plan:

Natural Resource Protection

RECOMMENDATION #1: Require that anyone proposing development activities must address the protection of State and federally designated endangered species. The developer must determine through contact with the Town, the Maryland Department of Natural Resources (DNR), and the Maryland Fish, Heritage and Wildlife Administration (MFHWA) whether proposed activities will occur within or adjacent to identified endangered species habitats and whether the activities will affect the area.

RECOMMENDATION #2: If it is established that an activity will occur within or adjacent to an endangered species habitat, the Town should require that the developer provide protection measures in the project design. A written environmental assessment including site design plans and a description of measures to be taken to protect the endangered species should be submitted to the Town as part of the development review process. The developer must work with the Maryland Natural Heritage Program in establishing species/site-specific protection measures. Protection measures may include:

- Designation of protection areas around the essential habitat of the designated species. Development activities or other disturbances will be prohibited in the protection area, unless it can be shown that these activities or disturbances will not have or cause adverse impact on the habitat. The protection area designation will be made with input from the MFHWA.

- Implementation of design strategies that work to protect the species and essential habitat. These strategies should include (but are not limited to) restrictions on siting of structures, use of cluster design, establishment of undisturbed open space areas, restrictive covenants, and restrictions on noise levels and timing of construction activities.

RECOMMENDATION #3: Although there are not a lot steep slopes in Willards, development should be regulated in these areas wherever they occur. Placement of structure or impervious surfaces should be severely limited on any slope with a grade of twenty-five (25) percent or more. On slopes between fifteen (15) and twenty-five (25) percent, good engineering practices should be required to insure sediment and erosion control and slope stabilization before, during and after disturbance activities and to minimize cut and fill.

RECOMMENDATION #4: The Town should amend *The Town of Willards Zoning Code and Subdivision Regulations* to incorporate appropriate stream buffers standards as per the requirements of Article 66B. These standards may be modeled on the Wicomico County stream buffer standards.

Heritage Resource Protection

RECOMMENDATION #1: Willards should seek ways to ensure that the Eastern Shore vernacular architecture found along its streets is maintained and preserved as a valuable asset and an important resource in regional heritage programs.

RECOMMENDATION #2: Willards should support and participate in the region's heritage programs and initiatives, such as the Lower Eastern Shore Heritage Area and the Old Ocean City Road Scenic Byway, both of which serve as economic and community development tools. The Town's support of these programs will assist it in promoting its own economic development efforts, and contribute to the well-being of residents and businesses.

RECOMMENDATION #3: Willards should assist property owners in identifying financial incentives for rehabilitation and/or adaptive reuse of older buildings that exhibit important or traditional architectural features. New construction of commercial and residential buildings, including new development, infill and redevelopment, should reflect the characteristics of Willards' best historic architecture.

RECOMMENDATION #4: A large percentage of intact buildings in Willards predate World War II. The Town should consult with the Maryland Historical Trust (MHT) to find out if an historic survey of the Town would be appropriate and/or advantageous. In addition, the Town could apply for a MHT Non-Capital Historic Preservation Grant to fund such as survey.

RECOMMENDATION #5: Willards should adopt zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, small retail operations, museums, and studio space for artisans, when such uses minimize exterior structural alteration.

RECOMMENDATION #6: Willards may, through the use of various incentives, encourage the establishment of local historic districts in Willards. Incentives may include tax incentives and recognition through the awarding of plaques.

RECOMMENDATION #7: *The Town of Willards Zoning Code and Subdivision Regulations* should require developers to identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.

CHAPTER 5: WATER RESOURCES

The purpose of the Willards Comprehensive Plan's "Water Resources Element" (WRE) is to assess the adequacy of ground and surface water resources and their capacity to meet current and future municipal needs. The WRE satisfies a basic planning requirement mandated by Maryland House Bill 1141 (HB 1141). Specifically, the statutory requirements include the following:

THE WATER RESOURCES ELEMENT

The Water Resources Element assesses the adequacy of ground and surface water resources juxtaposed to the capacity to meet current and future needs. Capacity determinations are based on the population and dwelling unit projections presented in the Municipal Growth Element

- Identify drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the land use element of the plan, considering available data provided by the Maryland Department of the Environment (MDE).
- Identify suitable receiving waters and land areas to meet the stormwater management as well as the wastewater treatment and disposal needs of existing residents and future development proposed in the land use element of the plan, considering available data provided by MDE.
- Adopt a WRE in the comprehensive plan on or before October 1, 2009, unless extension(s) are granted by Maryland Department of Planning (MDP), pursuant to law.

The zoning classifications of a property may not be changed after October 1, 2009 if a jurisdiction has not adopted a WRE in its comprehensive plan.

The WRE addresses three major water resource topics including drinking water (both supply and quality), wastewater treatment and discharge, and stormwater management. Among other things, preparation of the WRE is intended to test water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate development of appropriate management strategies.

WATER RESOURCES GOALS

The Town of Willards has established the following water resources goals:

GOAL #1: **Provide an adequate and safe potable water supply to serve current and future residents.**

GOAL #2: Protect water quality in the Upper Pocomoke River Watershed and the Chesapeake Bay.

WATER RESOURCES OBJECTIVES

In pursuit of these goals Willards has set the following objectives:

- Take the necessary steps to ensure an adequate and safe potable water supply to serve the residents of The Town of Willards now and into the future;

- Implement appropriate measures to restore and protect water quality and contribute toward meeting water quality regulatory requirements in rivers and streams in the Upper Pocomoke River Watershed. This will require addressing current water quality impacts as well as future impacts from land development and population growth;

- Protect the habitat value of the rivers, streams, and wetlands in the watershed;

- Work with Wicomico and Worcester Counties and Pittsville to develop watershed planning and management strategies to minimize the impacts of land use and development on water resources; and

- Develop Town-wide water conservation methods and policies.

GROUNDWATER RESOURCES

Like most communities on the Eastern Shore, The Town of Willards relies on groundwater sources for its drinking water. Willards drinking water is drawn from the Northern Atlantic Coastal Plain Aquifer System (NACP). The NACP encompasses approximately 50,000 square miles that extends from the North Carolina and South Caroline border to Long Island, New York. As shown in Figure 5-1, the Maryland portion of the aquifer system is bounded in the west by the Fall Line, which separates the Piedmont from the Coastal Plain physiographic province. It is bounded in the east by the Atlantic Ocean. [7]

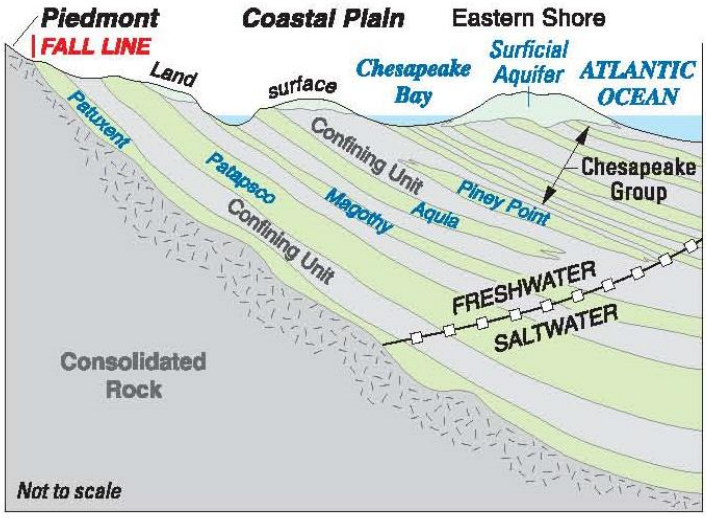


Figure 5-1 The Northern Atlantic Coastal Plain Aquifer System separates the Piedmont from the Coastal Plain.

Source: *A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland*, US Dept. of Interior and USGS

Regional Water Resources

The Atlantic Coastal Plain Aquifer System in Maryland consists of an alternating series of aquifers and confining units that descend and widen as they extend toward the Atlantic Ocean.

[7] *A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland* (Open-File Report 2007–1205), by Robert J. Shedlock, David W. Bolton, Emery T. Cleaves, James M. Gerhart, and Mark R. Nardi, U.S. Department of the Interior and U.S. Geological Survey, prepared in cooperation with the Maryland Geological Survey, the Maryland Department of Natural Resources and the Maryland Department of the Environment.

The major aquifers are the Patuxent, Patapsco, Magothy, Aquia and Piney Point Formations, and the Chesapeake Group.

In 2000, total ground water use in Maryland exceeded 214 million gallons per day.[8] The urban areas of Baltimore and Washington, D.C. make up the largest percentage of the State's water usage, and their water supply is derived from surface water sources. In Maryland's Coastal Plain counties, which include southern Maryland and the Eastern Shore, ground water comprises 86% of the total water use.[9]

Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snow melt and depleted by drought, resulting in fluctuating water levels. Artesian aquifers receive recharge from areas where water-bearing formations crop out, leakage through confining beds, and lateral movement of water from adjacent aquifers. Artesian aquifers tend to be less vulnerable to drought conditions.[10]

The natural water quality of Coastal Plain ground water is generally good and ranges from very soft to very hard with the average in the moderately soft range (Vokes and Edwards, 1974). Most Coastal Plain aquifers contain both fresh and salt water. Water directly below recharge areas is fresh; salt levels increase with aquifer depth and proximity to the ocean. The location of the freshwater-salt water boundary (zone of diffusion) depends on the volume of fresh water entering the aquifer from recharge or leakage. One of the most common problems in Coastal Plain aquifers is salt water intrusion. Some parts of the confined aquifers in the Coastal Plain system have been affected by intrusion of brackish or saline water, notably in more heavily populated areas along the coastlines of the Bay (Annapolis, Kent Island) and the Atlantic Ocean (Ocean City), where water usage is greater.[11]

In 2007, the U.S. Department of the Interior and U.S. Geological Survey (USGS) reported that "decades of increasing pumpage have caused ground-water levels in parts of the Maryland Coastal Plain to decline by as much as 2 feet per year in some areas of southern Maryland. Continued declines at this rate could affect the long-term sustainability of ground-water resources in Maryland's heavily populated Coastal Plain communities and the agricultural industry of the Eastern Shore."[12]

The 2004 report of the Maryland Advisory Committee on the "Management and Protection of the State's Water Resources" recommended a comprehensive study of the sustainability of the entire Atlantic Coastal Plain aquifer system in Maryland. Such a study is currently being undertaken by the U.S. Department of the Interior and USGS, in cooperation with the Maryland Geological Survey and the Maryland Department of the Environment. The assessment will be

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[8] *An Overview of Wetlands and Water Resources of Maryland*, by Denise Clearwater, Paryse Turgeon, Christi Noble, and Julie Labranche. Prepared for Maryland Wetland Conservation Plan Work Group, January 2000
[9] Ibid.
[10] Ibid.
[11] Ibid.
[12] Open File Report 2007 – 1205, *A Science Plan For A Comprehensive Regional Assessment Of The Atlantic Coastal Plain Aquifer System In Maryland*, by Robert J. Shedlock, David W. Bolton, Emery T. Cleaves, James M. Gerhart, and Mark R. Nardi, U.S. Department of the Interior, U.S. Geological Survey, 2007.

conducted in three phases and is expected to take 7 to 8 years to complete. Currently, the project is in Phase I, which began in 2006.

A key component of the assessment will be the development of an aquifer information system designed to serve the needs of both water managers and scientific investigators. When fully developed, the system will serve as a web-based tool and will facilitate the use of ground-water management models for evaluation of a variety of water-management strategies.

THE WILLARDS WATER AND SEWER SYSTEMS

Water Systems

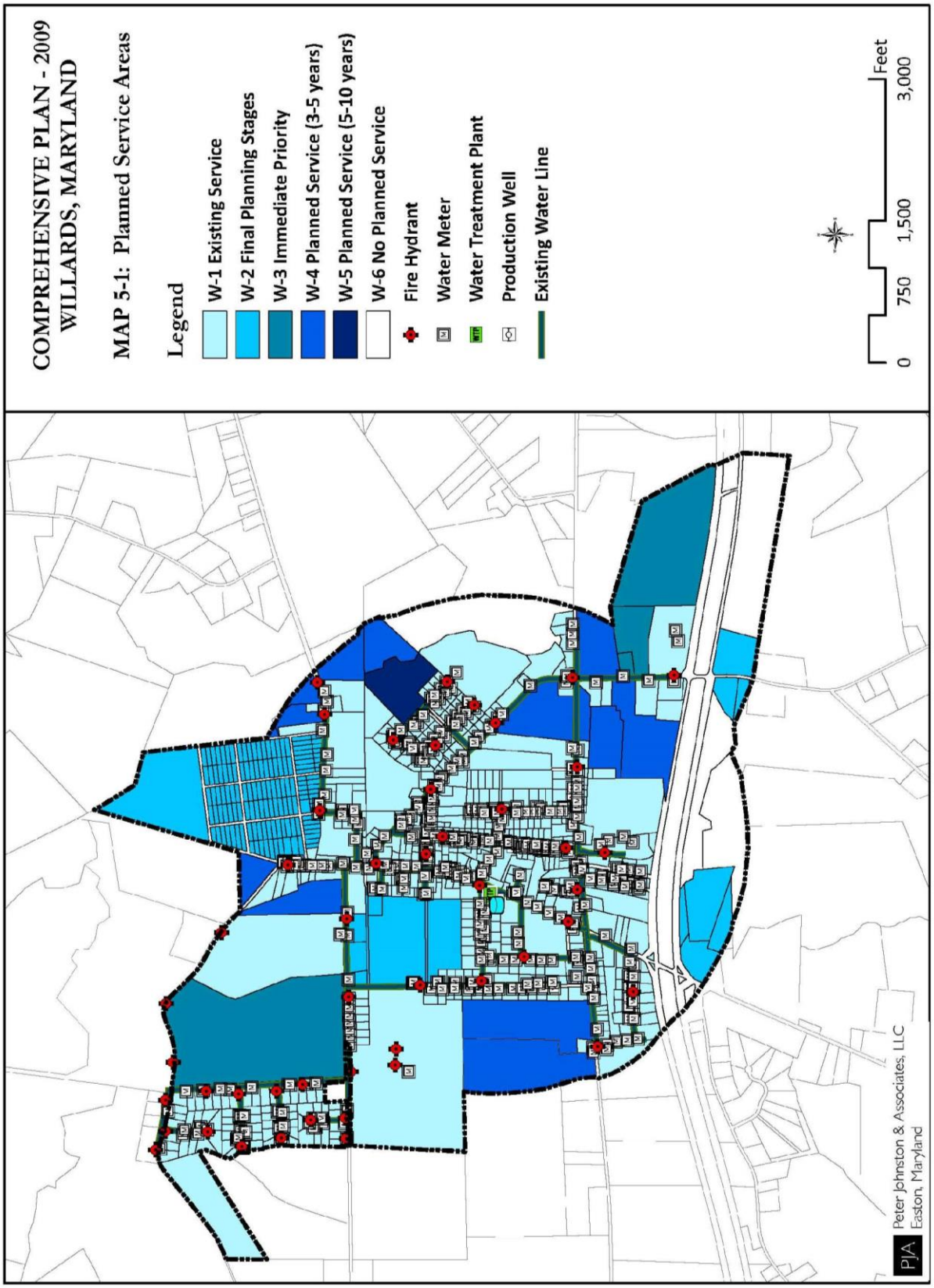
The Town of Willards draws its drinking water from two deep wells in the Manokin Aquifer, which is part of the Chesapeake Group. The depth of the Manokin aquifer varies from east to west in Wicomico County. In the Willards area the Manokin is 200-feet below sea level. The Town's Water Appropriation Permit allows the Town to withdrawal of up to 173,000 gallons per day (gpd) from this aquifer.

Willards' Water System, first constructed in 1974, consists of two wells, a water treatment plant, and three pumping stations. The two wells are 320 feet in depth, 8 inches in diameter, and have a deep well submersible pump with a pumping rate of 145 gallons per minute. The system processes water from one well at time but can draw from both wells if necessary. Raw water tends to be corrosive with heavy iron content. Processing consists of iron exchange filters used for removal and sodium hydroxide to mitigate corrosiveness. Chlorine gas is used in the treatment process for disinfection.

The water distribution system is a network of main lines varying in size from 6 to 8 inches in diameter (see Map 5-1). The Town also maintains two 125,000 gpd elevated storage tanks with a storage capacity of 250,000 gallons. The water system currently serves 450 residential units, 20 commercial accounts, and 5 industrial accounts. Current average daily water demand is 85,000 gpd.

Map 5-1 shows the Town's proposed service area designation for water service. These designations are as follows:

- W-1 - Existing systems;
- W-2 – Final planning stages;
- W-3 - Immediate priority (1 to 3 years);
- W-4 – Planned Service (3- 5 years);
- W-5 – Planned Service (5-10 years); and
- W-6 – No Planned Service.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 5-1: Planned Service Areas
Legend
W-1 Existing Service
W-2 Final Planning Stages
W-3 Immediate Priority
W-4 Planned Service (3-5 years)
W-5 Planned Service (5-10 years)
W-6 No Planned Service
Fire Hydrant
Water Meter
Water Treatment Plant
Production Well
Existing Water Line
0
750
1,500
3,000
Feet
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

Town plans include upgrading water Well #1 with a new pump and motor as well as repairing the existing elevated storage tank, adding a ground storage tank, looping various water mains, and computerizing the water reading and billing systems.[13]

Some County residents and officials have expressed concerns for the dependability of the Manokin aquifer. During the spring and summer of 2007 approximately 140 wells located in the Manokin aquifer in Somerset and Wicomico Counties failed. According to the MDE, this was largely due to severe drought conditions, well configuration and localize over pumping. All of the failed wells were 2 inches in diameter or less. According to a press release from Maryland's Governor, "even though there is adequate water in the Manokin Aquifer, these very small wells are not capable of pumping water at depths greater than 25 feet and MDE is in the process of developing revisions to its well construction regulations that will prohibit wells with a diameter less than 4 inches to be constructed for potable use."[14] To further expand on the probable causes of the well failures, Shari Wilson, Secretary of MDE stated:

"The Department believes that there are many factors influencing the Manokin Aquifer water level including recent rainfall levels and groundwater usage…MDE has issued over 32 major withdrawal permits from the Manokin Aquifer in Somerset and Wicomico Counties to agricultural operations, public water supplies, residential developments, and industrial uses that together account for over 11 million gallons per day of withdrawals… a number of users may be exceeding their permitted withdrawals."[15]

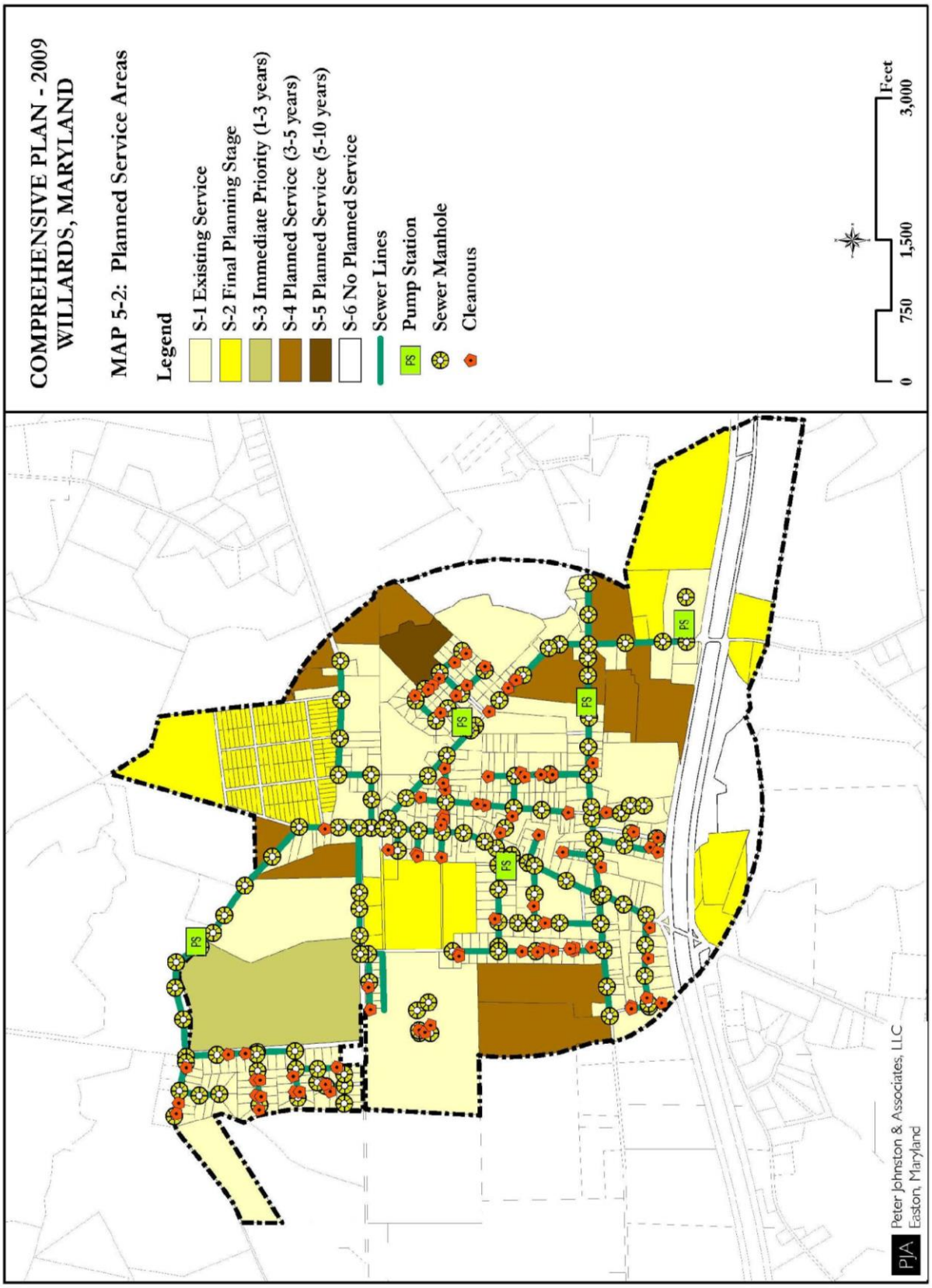
These potential violations are being investigated by MDE. However, MDE noted that although appropriations permit compliance is important, the "cause of dry wells is not excess use of the aquifer but rather the limited utility of 2 inch wells under drought conditions."[16]

Sewer Systems

The Town of Willards public sewer system provides service (wastewater collection, treatment, and disposal) for 450 residential units, 20 commercial accounts, and 5 industrial accounts (see Map 5-2). The Town's wastewater treatment plant (WWTP), located along Poplar Neck Road, is an activated sludge plant and lagoon system with a point of discharge into Cypress Creek which drains into the Pocomoke River. The WWTP has maximum capacity of 0.20 million gallons per day (mgd). Current average daily flow is 0.08 mgd.

The WWTP was recently upgraded with funding provided by the Maryland Department of the Environment's (MDE) Water Quality Revolving Loan Fund as well as grants from MDE, the United States Department of Agriculture, and the U.S. Environmental Protection Agency.

[13] Draft Wicomico County Master Water and Sewer Plan, GMB No. 2004035-A, June 2005
[14] *O'Malley Announces Consent Decree, Assistance for Homeowners with Dry Wells on the Lower Eastern Shore*; Office of the Governor – Press Release; http://www.governor.md.gov/pressrelease/070807; pg 1.
[15] Ibid.
[16] Ibid, pg. 2.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 5-2: Planned Service Areas
Legend
S-1 Existing Service
S-2 Final Planning Stage
S-3 Immediate Priority (1-3 years)
S-4 Planned Service (3-5 years)
S-5 Planned Service (5-10 years)
S-6 No Planned Service
Sewer Lines
Pump Station
Sewer Manhole
Cleanouts
0
750
1,500
3,000
Feet
FS
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

Map 5-2 shows the Town's proposed service area designation for water service. These designations are as follows:

- S-1 - Existing systems;
- S-2 – Final planning stages;
- S-3 - Immediate priority (1 to 3 years);
- S-4 – Planned Service (3- 5 years);
- S-5 – Planned Service (5-10 years); and
- S-6 – No Planned Service.

Projected Water and Sewer Demand - 2030

Projected water demand through 2030 is approximately 0.12 mdg. This level of usage represents approximately 70 percent of the Town's withdrawal permitted. Some improvements may be needed to pump capacity and line configuration (e.g., looping to improve flow and pressure) but with the exception of land south of US 50 the water distribution system reaches most parts of the corporate area.

Average daily flows at the WWTP are about 0.08 mgd of about 40 percent of treatment capacity. Projected average daily flows are expected to increase to approximately 0.12 mgd or about 60 percent of capacity by 2030.

Projected Water and Sewer Demand - Build-out

The impact of project growth in municipal water and sewer capacity are summarized in Table 5-1. As can be seen from the table, Willards has adequate water and wastewater treatment capacity to accommodate projected population and economic growth through 2030. The Town does not have adequate capacity in these systems for the full build-out of the corporate limits (see Chapter 3 Municipal Growth for build-out assumptions). Projected water and wastewater demand at build-out is expected to be around 0.30 mgd and will require substantial upgrades to the Town's water and sewer systems. Planning for upgrades should begin well before they are needed. In addition, polices concerning excess water and sewer capacity should address how long allocations will be committed to existing lots of record or proposed development projects.

Programming Water and Sewer Facilities

Programming for water and sewer facilities is reflected in the Wicomico County Comprehensive Water and Sewer Plan. Water and sewer service areas as shown in the Wicomico County Comprehensive Water and Sewer Plan are broken down based on when service is planned. The following summarizes the delineation criteria required by State law:

Delineation	Description
W-1 and S-1	Areas served by community and multi-use water and sewerage systems which are either existing or are under construction
W-2 and S-2	Areas to be served by extensions of existing community and multi-use water

	supply and sewerage systems which are in the final planning stages
W-3 and S-3	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be given immediate priority
W-4 and S-4	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be programmed for the 3 to 5/6 year period
W-5 and S-5	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems are programmed for inclusion within the 6/7 through 10-year period
W-6 and S-6	Areas where there is no planned service

Proposed improvements must appear in the appropriate service area category in the Wicomico County Comprehensive Water Sewer Plan before MDE will consider issuing a construction permit. Wicomico County is currently updating the Master Water and Sewer Plan and the Town has requested the Willards maps reflect the planned service areas shown on Maps 5-1 and 5-2. The current water and sewer service area boundaries maps are shown on Figures 5-2 and 5-3.

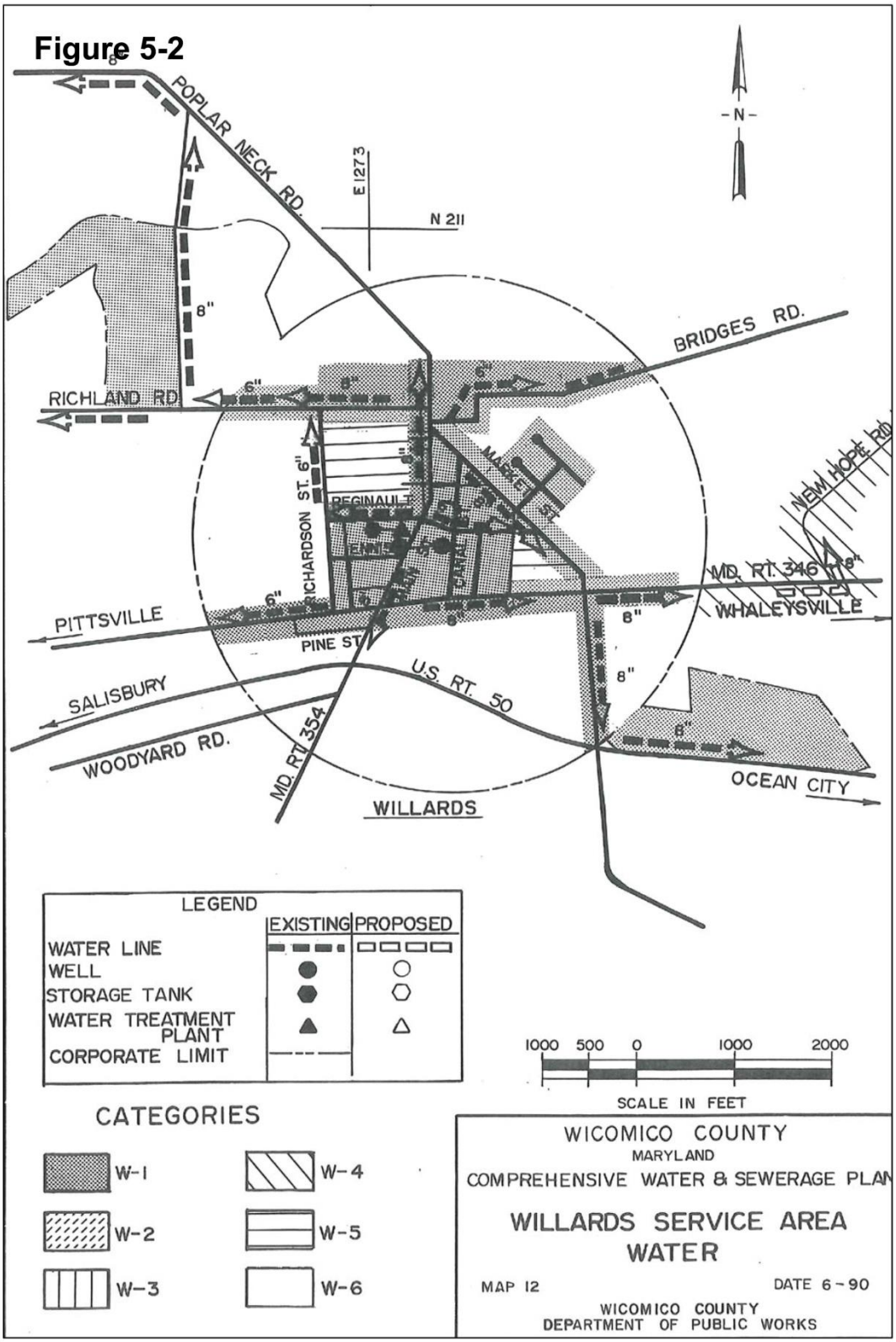


Figure 5-2
POPLAR NECK RD.
E 1273
N 211
-N-
BRIDGES RD.
RICHLAND RD.
RICHARDSON ST.
REGINAULT
MARTIN ST.
NEW HOPE RD.
MD. RT. 346
WHALEYSVILLE
PITTSVILLE
PINE ST.
U.S. RT. 50
SALISBURY
WOODYARD RD.
MD. RT. 354
WILLARDS
OCEAN CITY
LEGEND
EXISTING
PROPOSED
WATER LINE
WELL
STORAGE TANK
WATER TREATMENT PLANT
CORPORATE LIMIT
1000 500 0 1000 2000
SCALE IN FEET
CATEGORIES
W-1
W-2
W-3
W-4
W-5
W-6
WICOMICO COUNTY
MARYLAND
COMPREHENSIVE WATER & SEWERAGE PLAN
WILLARDS SERVICE AREA
WATER
MAP 12
DATE 6-90
WICOMICO COUNTY
DEPARTMENT OF PUBLIC WORKS

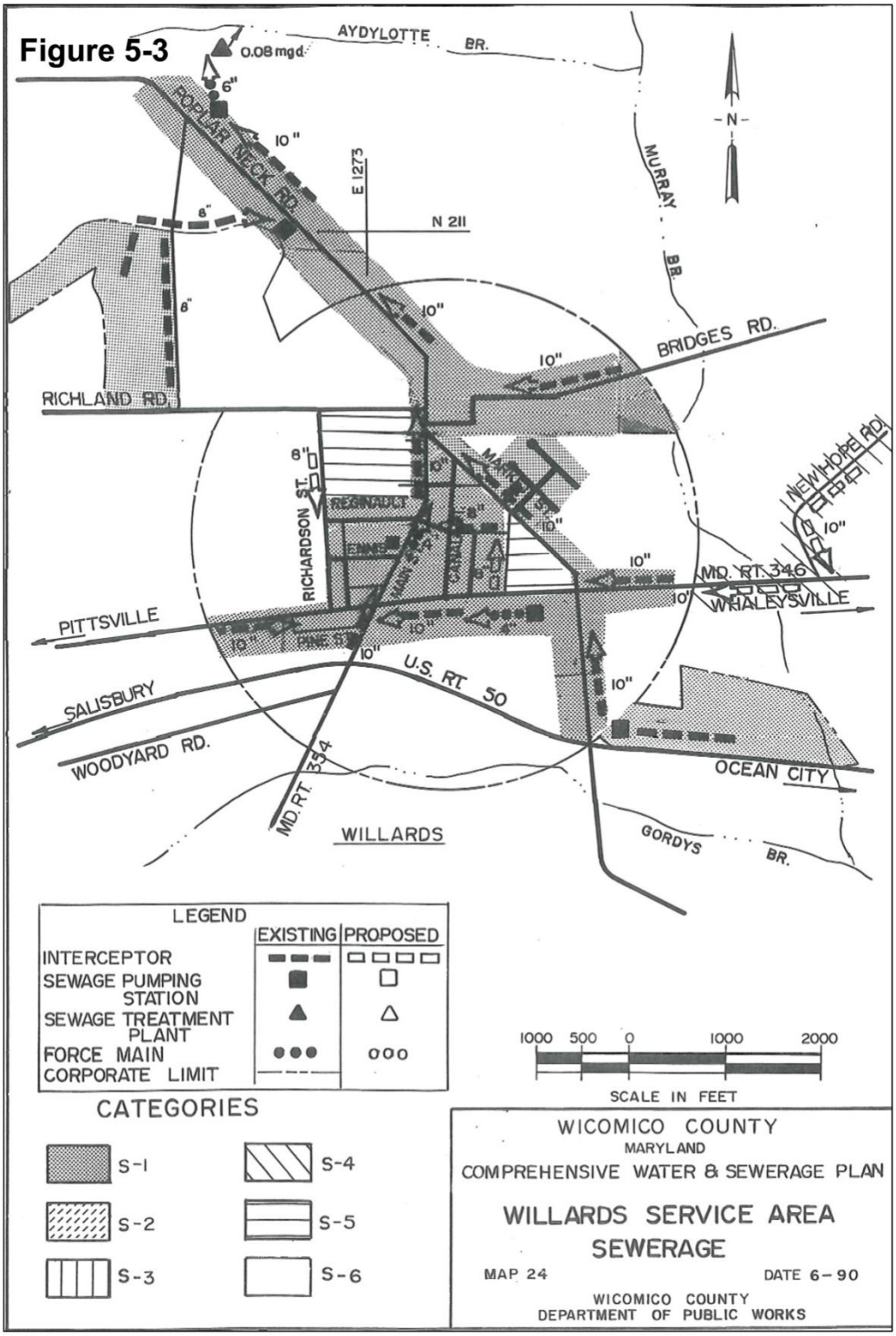


Figure 5-3
AYDYLOTTE BR.
0.08 mgd.
6"
POPLAR NECK RD.
10"
E 1273
N 211
8"
6"
MURRAY BR.
N
BRIDGES RD.
RICHLAND RD.
RICHARDSON ST.
REGINA ST.
MAIN ST.
NEW HOPE RD.
MD. RT. 346
WHALEYSVILLE
PITTSVILLE
PINE ST.
U.S. RT. 50
SALISBURY
WOODYARD RD.
MD. RT. 354
OCEAN CITY
WILLARDS
GORDYS BR.
LEGEND
EXISTING
PROPOSED
INTERCEPTOR
SEWAGE PUMPING STATION
SEWAGE TREATMENT PLANT
FORCE MAIN
CORPORATE LIMIT
1000 500 0 1000 2000
SCALE IN FEET
CATEGORIES
S-1
S-2
S-3
S-4
S-5
S-6
WICOMICO COUNTY
MARYLAND
COMPREHENSIVE WATER & SEWERAGE PLAN
WILLARDS SERVICE AREA
SEWERAGE
MAP 24
DATE 6-90
WICOMICO COUNTY
DEPARTMENT OF PUBLIC WORKS

WATERSHED CHARACTERISTICS

The Town of Willards is located in the Upper Pocomoke watershed (Maryland 8-Digit Watershed Code: 02130203) and is part of the Lower Eastern Shore Tributary Basin (see Map 5-3). The Upper Pocomoke River watershed encompasses approximately 118,379 acres - 95,679 acres in Maryland. The Maryland portion of the watershed includes parts of Wicomico and Worcester Counties. "The Delaware portion of the Pocomoke River watershed is located centrally on the border between southern Delaware and Maryland. The mainstem of the Pocomoke is approximately 11.8 miles long and drains about 22,700 acres in Delaware before entering Maryland."

Table 5-1: Projected Water and Sewer Demand Through 2030

Classification	Water	Sewer
Capacity (mgd)	0.173	0.2
Existing Average Daily Flow (mgd)	0.085	0.08
Percent of Capacity	49%	40%
Projected Average Daily Flow (mgd) - 2030	0.121	0.116
Percent of Capacity	70%	58%
Projected Average Daily Flow (mgd) - Build-Out	**0.29**	**0.29**
Percent of Capacity	**170%**	**144%**

Source: Peter Johnston & Associates

Table 5-2: Land Use – Delaware Portion of the Upper Pocomoke River Watershed

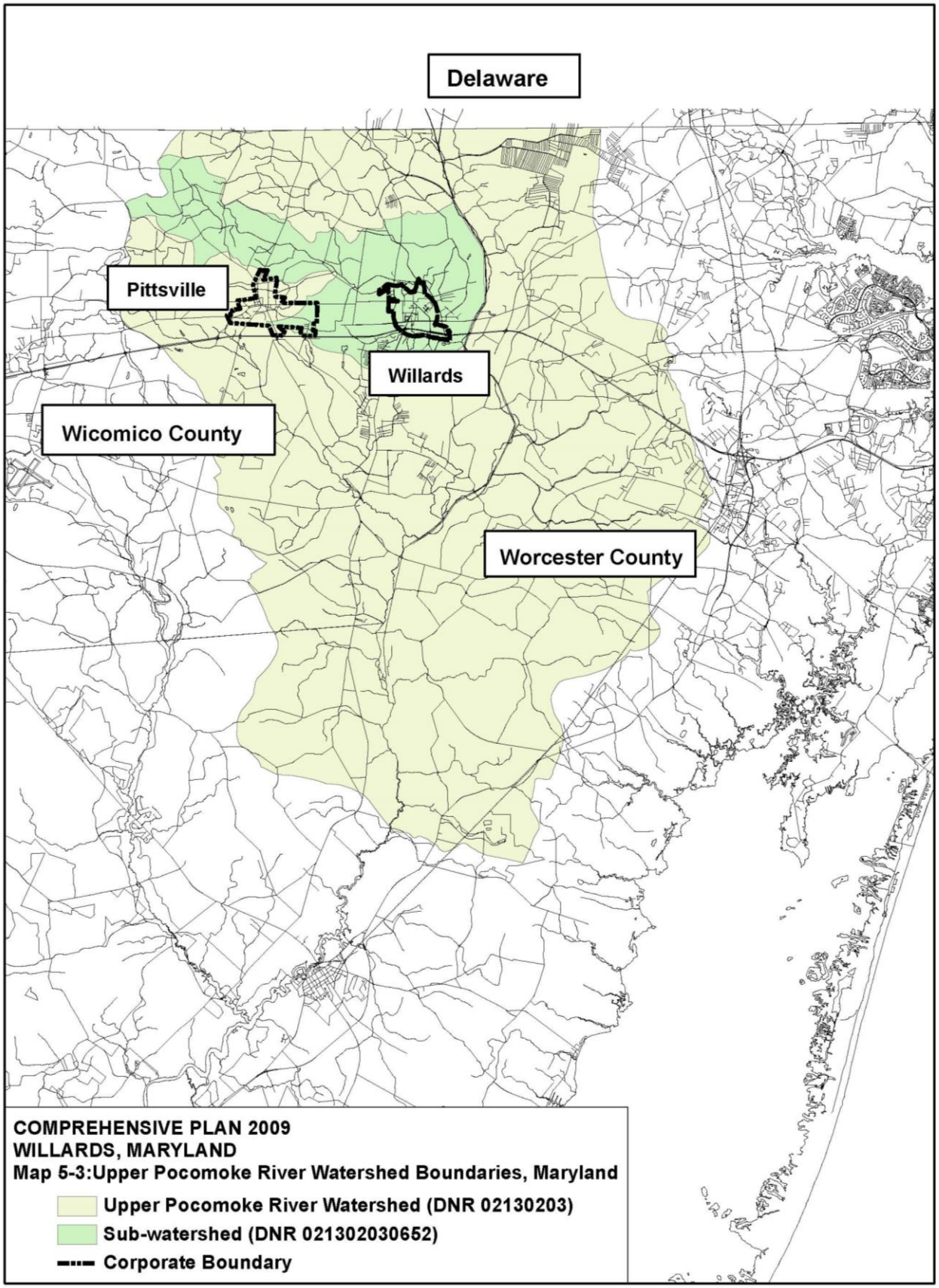
Land Use	Acres	Percent of Total
Developed	690	3.04%
Agriculture	10,200	44.93%
Forest	2,500	11.01%
Wetlands	8,600	37.89%
Other	710	3.13%
Total	**22,700**	**100.00%**

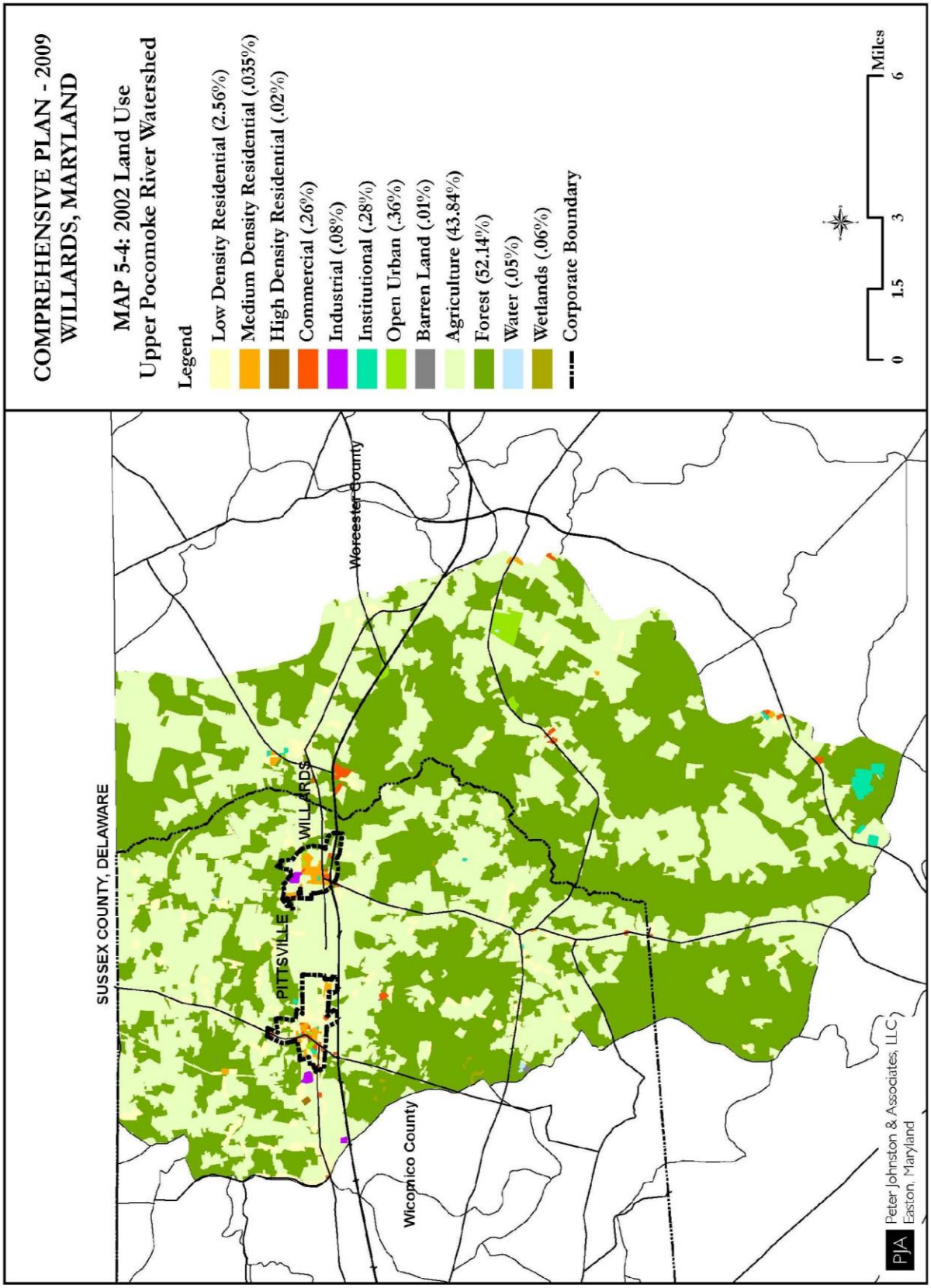
Source: Peter Johnston & Associates

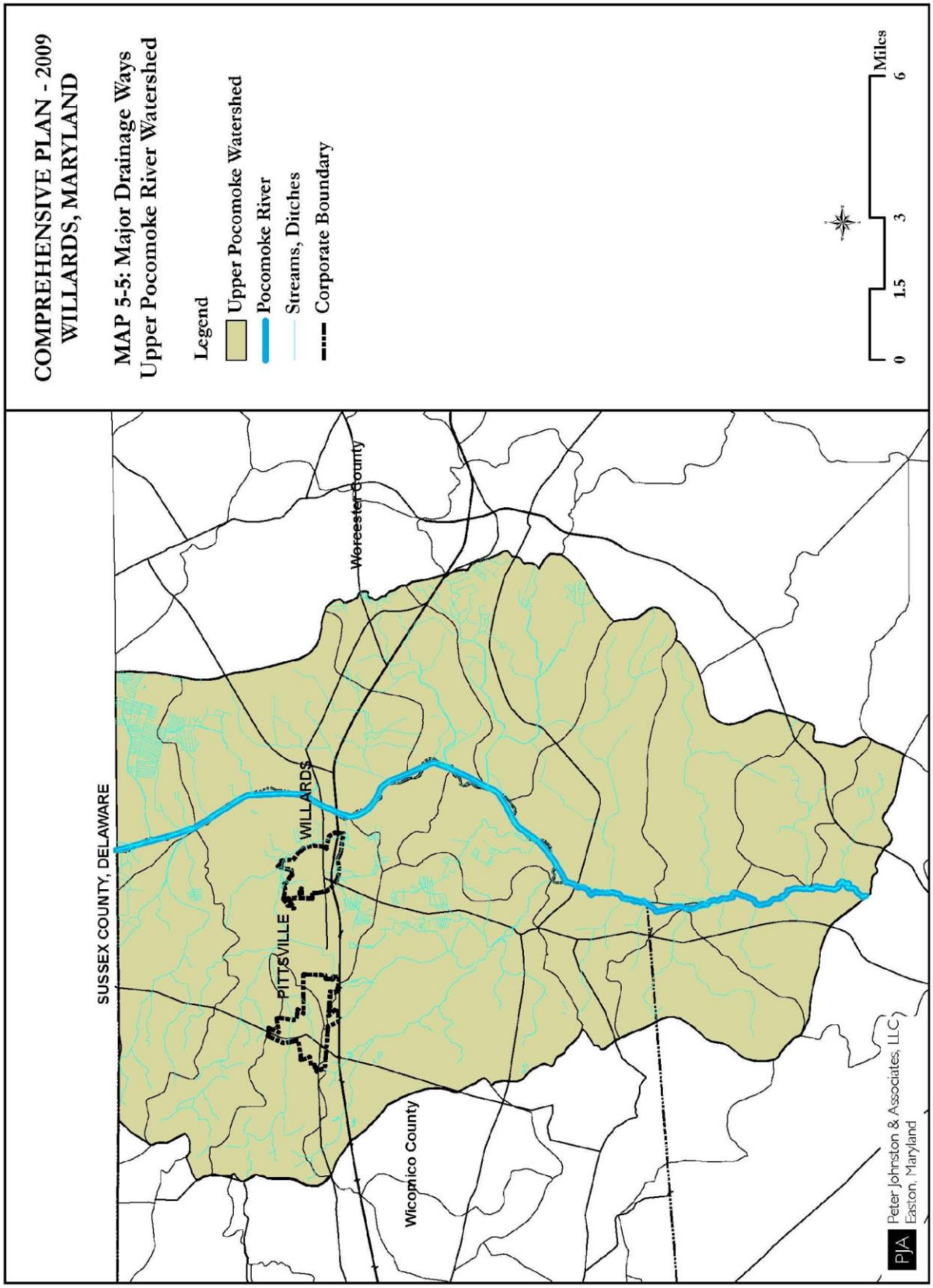
In 2002 agriculture and forest were the dominant land uses in the Maryland portions of the watershed which is true of current conditions.[17] Agriculture and forest constituted over 95 percent of the land use and land cover in the watershed in 2002 (see Map 5-4). Similar land use breakdowns also apply in the Delaware portion of the watershed (see Table 5-2).

The Pocomoke River mainstem in the watershed is approximately 19 miles long. The overall drainage system includes an additional 364 miles of streams and major ditch systems that drain the land into the Pocomoke River (See Map 5-5).[18] There are two wastewater treatment plants located in the watershed – Willards and Pittsville with a combined average daily discharge of approximately 0.192 million gallons per day (mgd).

[17] 2002 Land Use/Land Cover, Maryland Department of Planning
[18] Source: Statewide Grid Maps Spring 2004 Updates, Maryland State Highway Administration


Delaware
Pittsville
Willards
Wicomico County
Worcester County
COMPREHENSIVE PLAN 2009
WILLARDS, MARYLAND
Map 5-3:Upper Pocomoke River Watershed Boundaries, Maryland
Upper Pocomoke River Watershed (DNR 02130203)
Sub-watershed (DNR 021302030652)
Corporate Boundary


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 5-4: 2002 Land Use
Upper Pocomoke River Watershed
Legend
Low Density Residential (2.56%)
Medium Density Residential (.035%)
High Density Residential (.02%)
Commercial (.26%)
Industrial (.08%)
Institutional (.28%)
Open Urban (.36%)
Barren Land (.01%)
Agriculture (43.84%)
Forest (52.14%)
Water (.05%)
Wetlands (.06%)
Corporate Boundary
0
1.5
3
6
Miles
SUSSEX COUNTY, DELAWARE
PITTSVILLE
WILLARDS
Worcester County
Wicomico County
PJA
Peter Johnston & Associates, LLC
Easton, Maryland


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 5-5: Major Drainage Ways
Upper Pocomoke River Watershed
Legend
Upper Pocomoke Watershed
Pocomoke River
Streams, Ditches
Corporate Boundary
0
1.5
3
6
Miles
SUSSEX COUNTY, DELAWARE
PITTSVILLE
WILLARDS
Worcester County
Wicomico County
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

REGULATING WATER QUALITY

The continued deterioration of the Chesapeake Bay is a concern for the public, officials, and State agencies. Pollution can threaten the general public safety, health, and welfare. Under the Federal Clean Water Act, the State is required to monitor pollution in State waters and devise strategies to address its sources.

Pollution in the Chesapeake Bay originates from two sources: 1) Point Sources, which include wastewater treatment plants and some commercial/industrial operations; and 2) Non-Point Sources, which include stormwater runoff, erosion, air pollution (atmospheric deposition), septic systems, and other "non-pipe" or indirect sources.

Total Maximum Daily Loads (TMDL's) are a regulatory mechanism used implement controls for point and non-point source discharge into impaired water bodies. TMDL requirements are found in §303(d), of the Federal "Clean Water Act" (CWA). The CWA requires that Maryland:

1. Establish Water Quality Standards (WQS) for its waters;
2. Monitor the condition of its waters;
3. List waterbodies that do not meet standards with technology-based controls alone - 303(d) list;
4. Set priority rankings for the waterbodies listed;
5. Establish TMDLs that meet WQS for each listed waterbody;
6. Solicit public comment;
7. Submit 303(d) list and TMDLs to the Environmental Protection Agency (EPA) for approval; and
8. Incorporate TMDLs into the State's planning process.

TMDL's establish limits or "caps" on the amount from all contributing point and non-point sources permitted from each potential pollution source. A TMDL is a calculation of the maximum amount of a pollutant, both point source and non-point source, that a water-body can receive and still meet water quality standards.

Water quality standards identify the uses for each water-body, for example, drinking water supply, contact recreation (swimming), and aquatic life support (fishing), and the scientific criteria to support that use. The CWA establishes water quality standards and TMDL programs for the stream segment based on the stream segment designation. Goals include reductions that meet the standards implied by the *Chesapeake 2000 Agreement*. Any TMDL calculation must include a margin of safety to ensure that the water-body can be used for the designated purposes.

The Town of Willards is located in the Upper Pocomoke River Watershed, which spans the eastern portions of Wicomico County, Maryland and the western portion of Worcester County, Maryland. Portions of the watershed also are located in the State of Delaware. The Upper Pocomoke River Watershed stream segment designation II sets water quality standards appropriate for support of estuarine and marine aquatic life and shellfish harvesting. The Upper Pocomoke River was first listed by the Maryland Department of the Environment on the 303(d)

List of Impaired Waters in 1996 with updates in 1998 and 2004. Impairments include nutrients, sediments, and biological factors from point and non-point as well as natural sources.

Currently, the Upper Pocomoke River Watershed in Maryland is a low priority for the establishment of TMDLs. TMDLs for nutrients are currently being considered for the Delaware portion of the Watershed. According to the Delaware Department of Natural Resources and Environmental Control (DNREC), "concerns in the watershed include nutrient over enrichment and high bacteria counts. There are no point sources in the watershed (Delaware portion); therefore, all pollutants are generated from non-point sources within the watershed."[19]

RECEIVING WATER CAPACITY

Drinking water supply and the capacity of receiving waters to assimilate stormwater and wastewater discharge do not appear to be a significant constraint for future growth in Willards provided the Town implements strategies that minimize future point and non-point nutrient and sediment loads. However, a Total Maximum Daily Load has not yet been established for the Upper Pocomoke River Watershed in order to measure assimilative capacity. Therefore, The Town of Willards is uncertain as to whether future impacts will exceed assimilative capacity for future combined wastewater and stormwater discharge associated with existing population and expected growth from the Town's Land Use and Growth Plans. Currently, detailed data is unavailable to assess the suitability of receiving waters in Willards.

Point Source Loadings

A primary purpose for assessing water resources is to consider the potential impacts of future growth on the water quality in the watershed. This water resources assessment evaluates two major sources of potential pollutants entering the receiving waters - point and non-point.

Point sources are identifiable inputs of waste that are discharged via pipes or drains primarily from industrial facilities and municipal treatments plants into streams, rivers, lakes, or oceans. The assessment of point sources and their impact on water quality in the Upper Pocomoke River Watershed examined nutrient loadings in the base year (2002) against project loadings in the planning period (2030). This evaluation utilizes Maryland Department of Planning 2002 Land Use/Land Cover data and point source nutrient loadings for Willards and Pittsville from the Chesapeake Bay Program (CBP) Watershed Model (Phase 4.3) for the Eastern Shore.[20] The assumed nutrient caps for Willards are as outlined in the Town's National Pollution Discharge Elimination (NPDES) permit. The 2030 land use assessment was based on projected land use change within the Town and does not account for other land use changes that may occur outside of the Town's corporate area.

[19] (Source: Total Maximum Daily Loads (TMDLs) Analysis for Pocomoke River, Delaware, Watershed Assessment Section Division of Water Resources, Delaware Department of Natural Resources and Environmental Control, December 2005)
[20] Chesapeake Bay Watershed Model Application and Calculation Of Nutrient and Sediment Loadings, Appendix F: Point Source Loadings A Report Of The Chesapeake Bay Program Nutrient Subcommittee, August 1998

Recent improvements to the Town's WWTP have substantially improved the quality of discharge from the Willards WWTP. As a result, the assessment of the potential impacts of projected growth indicates that Willards' nutrient point source loading in the watershed will be less than the 2002 levels (see Table 5-3).

Table 5-3: Summary Results
Point Source Nutrient Loading Analysis Spreadsheet

Classification	2002 Land Use*	2030 Land Use*	Change
Land Use	**Acres**	**Acres**	**Acres**
Development	274	371	97
Agriculture	286	220	-66
Forest	147	116	-31
Water	0	0	0
Other	19	19	0
Total Area	726	726	0
Nutrient Loading	**(lbs/yr)**	**(lbs/yr)**	**(lbs/yr)**
Total Nitrogen (TN)	**4,384**	**2,648**	**-1,735**
Total Phosphorus (TP)	**732**	**276**	**-456**

*Assumes implementation of Tributary Strategy BMPs

Willard's WWTP does not have sufficient capacity to accommodate projected 0.30 mgd of sewer demand at full build-out of the corporate area. Nor will the quality of discharge from the WWTP meet the nutrient treatment objectives established in the Town's NPDES permit without upgrades to the WWTP. The Maryland Department of the Environment recommends that planning for WWTP upgrades commence when the plant reaches 75 percent of permitted capacity or about 0.15 mgd.

Non-point Sources Loading

Non-point source pollution occurs when rainfall, snowmelt, or irrigation runs over land or through the ground and gathers pollutants. Pollutants are then deposited into streams, rivers, lakes, and coastal waters or introduced into ground water. Stormwater runoff is a significant contributor to non-point source loading.

Stormwater runoff is part of the natural hydrologic process. Human activities such as urbanization and agriculture can alter natural drainage patterns and add pollutants to rivers, lakes, and streams as well as coastal bays and estuaries. Urban runoff can be a significant source of water pollution, including flows discharged from urban land uses into stormwater conveyance systems and receiving waters. In the past, efforts to control the discharge of stormwater focused on quantity (e.g. drainage, flood control etc.) and only to a limited extent on quality (e.g. sediment and erosion control). More recently, officials are stressing the importance of controlling the quality as well as quantity of stormwater runoff if we are to achieve the State's water quality objectives for the Chesapeake Bay.

Willard's non-point source contributions to the watershed were evaluated using two measures of potential impact associated with the Town's projected growth. The first of these is changes in non-point source loading contributions to the watershed. This evaluation addresses the requirement that the Town identify suitable receiving waters and land areas to meet the stormwater management disposal needs of existing and future development proposed in the land use element of the plan.

Changes in loadings of potential source of pollution commonly associated with urban development, i.e., total nitrogen (TN) and total phosphorus (TP) were evaluated as indicators of future impacts. Even though the Upper Pocomoke River watershed is not under TMDL limits for these potential sources of impairment, deteriorating conditions and trends indicate that they are pollution sources of concern. Consequently assessing impacts and devising strategies to reduce TN and TP loadings should be compelling to Town and County officials. In addition to TN and TP, sediment loadings also should be a source pollutant of concern.

Potential changes in TN and TP loadings associated with projected land use changes in Willards were evaluated using land use unit loading rates for Wicomico County provided by the Maryland Department of the Environment (MDE). Summary tables of the analysis for point and non-point TP and TN loadings in the watershed and sub-watershed as a result of Willards 2030 Land Use Plan are contained in Appendix B. The results of the evaluation indicate that with application of best management practices the Town will reduce its total nutrient contribution to the watershed (see Table 5-4). In order to achieve the 40 percent nutrient reduction Tributary Strategy goal, additional management strategies affecting land use in the entire watershed will be required.

Achieving the sediment reduction strategy is more challenging. The projected land use changes associated with growth in Willards through 2030 will increase impervious cover and the Town's contribution to sediment loadings in the watershed. Special attention to stormwater management practices, including the application of environmental site design techniques and long term maintenance of facilities will be critical to achieving the Chesapeake Bay Tributary sediment reduction strategy. According to the Chesapeake Bay Program,

Table 5-4: Summary Results
Non-Point Source Nutrient Loading Analysis Spreadsheet

Classification	2002 LULC (Acres)	2030 LULC (Acres)
Land Use/Land Cover (LUCL)		
Development	274	371
Agriculture	286	220
Forest	147	116
Water	0	0
Other	19	19
Total Area	726	726
Non-point Source Nutrient Loading	(lbs/yr)	(lbs/yr)
Watershed (02130203)		
- Total Nitrogen (TN)	**490,340**	**487,426**
- Total Phosphorus (TP)	**44,241**	**44,118**
Sub-watershed (021302030652)		
- Total Nitrogen (TN)	**77,568**	**75,779**
- Total Phosphorus (TP)	**7,961**	**7,838**

"The rapid rate of population growth and related residential and commercial development coupled with the ongoing issues associated with accounting for the existing practices has made this pollution source sector [sediment] the only one in the Bay watershed which continues to still be growing, and thus showing the overall 'progress' as negative. About one-quarter of the nutrient reductions called for in the jurisdictions' cleanup strategies are expected to come from efforts to reduce, treat or prevent pollution from urban/suburban lands and septic systems. While improvements have been made in landscape design and stormwater management practices,

significant challenges still exist in accounting for existing on-the-ground control practices. That aside, to date, it is estimated that the pollution increases associated with land development (e.g. converting farms and forests to urban/suburban developments) have surpassed the gains achieved from improved landscape design and stormwater management practices."[21]

The second measure of potential impacts from growth is the increase in total impervious cover in the watershed. According to a classification system advocated by the Center for Watershed Protection, Willards is located in a sub-watershed (DNR 021302030652) classified as "sensitive" (see Map 5-3). Sensitive watersheds are characterized as, "impervious cover 0 to 10%. …streams in these sub-watersheds are of high quality, and are typified by stable channels, excellent habitat structure, good to excellent water quality, and diverse communities of both fish and aquatic insects (CWP, 1998)."[22] The main goal for these types of sub-watersheds is to maintain pre-development stream biodiversity and channel stability.

Sub-watersheds whose management classifications changes from one category to another with future build-out are of primary interest in watershed planning efforts because they are likely to experience significant degradation in stream quality unless changes are made to zoning, comprehensive plans and development regulations."[23]

Development in the sub-watershed has not progressed to the point where impervious cover percentages indicated a need for concern. Less than one percent of the sub-watershed in which Willards is located was under impervious cover according to 2002 land use data. With Willards' projected growth through 2030, impervious cover is projected to remain at less than two percent of the sub-watershed area. Impervious cover within the Town was estimated to be at about 13 percent of corporate area, increasing to 19 percent with land use changes associated with the projected 2030 growth. Impervious cover levels in the Town (existing and projected) indicate a need for the Town and County to protect local streams by requiring adequate stream buffers and stormwater best management practices.

IMPLEMENTATION RECOMMENDATIONS

Key conclusions from the evaluation of water resource and related issues should provide a basis for setting Town growth management and water resource conservation policies. These conclusions include:

- Based on currently available data and projections Willards has adequate water and sewer capacity to accommodate projected growth through 2030;
- Given current limits on water appropriations and wastewater discharge standards, the Town does not have adequate water and sewer capacity to accommodate its full build-out;
- Considering the projected growth of the Town and recent improvements to the Willards WWTP, the Town's contribution to point source nutrient loading in the watershed will not increase over current levels;
- With the application of stormwater best management practices, the Town's contribution to

[21] http://www.chesapeakebay.net/status_urbansuburban.aspx?menuitem=19694
[22] *User's Guide to Watershed Planning in Maryland*, Center for Watershed Protection, December 2005
[23] Ibid

non-point source nutrient loading in the watershed will not increase over current levels;

- Non-point sediment loading will likely increase and will require a concerted effort to manage; and
- The current level of impervious cover in Willards indicates that protecting water quality in local drainageways and streams will benefit water quality in the watershed.

Drinking water supply, wastewater treatment and the capacity of receiving waters to assimilate stormwater and wastewater discharge are not significant constraints for the Town's future growth. However, deteriorating water quality trends in the Chesapeake Bay are compelling reasons for the Town to take steps to minimize the impacts of population and economic growth on water resources. Managing land use in a way that benefits water resources requires assessing development regulations, policies and guidelines from a new perspective for the Town. Among other things development, regulations should facilitate minimizing the footprint of new development to the maximum extent possible. Building practices should emphasize water and energy conservation. The Town will need to stage growth based on its water and sewer capacity and begin planning for system expansions well before they are required.

Reducing sediment loadings is particularly important for protecting water quality and habitat values in the sub-watershed. Reducing sediment loading to local streams will require installation and continuing maintenance of best management practices for stormwater management and maintaining or installing forested stream buffers. Where possible existing stormwater facilities should be retrofitted using best management practices.

In addition to these strategies, the Town should consider the following to reduce the impacts of future growth on water resources:

1) Begin planning for additional sewer and water capacity when these systems are at 75 percent of permitted capacity.

2) Carefully consider sewer allocation policies. Avoid committing sewer allocation on a long-term basis. Consider accepting a non-refundable option or reservation fee for sewer allocations. Limit commitments to no more than two or three years.
3) Make education material regarding nutrient management to reduce fertilizer applications to grassed areas and lawns available to residents.

4) Establish, maintain, or expand forest buffers in the form of linear wooded areas along streams to help filter nutrients, sediments and other pollutants in runoff.

5) Work with developers, homeowners associations and individual homeowners to reduce the amount of impervious cover by implementing techniques such as clustered houses, narrow streets, reduced pervious surface in parking lot areas, shared driveways, and pervious paving materials.

6) Require new development and infill and redevelopment projects to treat stormwater using nonstructural and micro-scale practices to the maximum extent feasible. Techniques such as submerged gravel wetlands, rain water harvesting (cisterns and rain barrels), landscape

infiltration, infiltration berms, and dry wells should become common practices. Stormwater should be filtered using such techniques as rain gardens, landscape and tree planters (e.g., linear tree pits, sidewalk planters), grass swales and bio-swales, tree-swales, grass filter strips and vegetated buffers.

7) Encourage development design that maintains or enhances green infrastructure, and incorporates low impact design through stormwater management techniques for water quality and quantity management. The Town also should encourage LEED (Leadership in Energy and Environmental Design) technology to promote sustainable building practices, conserve energy, and improve water and air quality.

8) Cooperate with Wicomico County in planning for conservation of water resources. This is particularly important when considering the Manokin aquifer. As stated in the draft Wicomico WRE, "the main concern for the Manokin Aquifer is the amount of potable water available."[24] The Town should monitor the findings of USGS "Coastal Plain Aquifer System Study". One of the recommended strategies in the draft Wicomico County Water Resources Element is the creation of a "County-wide Water and Sewer Coordinating Board with authority to monitor the use, maintenance and expansion of all water and sewer systems within Wicomico County."[25] If implemented, this "Coordinating Board" could be the point of contact for the Town to work cooperatively with Wicomico County in planning for and management of drinking water resources.

9) Cooperate with Wicomico, Worcester and Sussex Counties in watershed-wide planning and pollution control initiatives.

The Town of Willards can achieve its water resource conservation objectives and make a positive contribution to improving water quality in the watershed by implementing strategies such as the urban BMPs described above. Through its stormwater management ordinance and programs and development standards the Town should require environmental site design (ESD) techniques that optimize conservation of natural features (e.g., drainage patterns, soil, vegetation), minimize impervious surfaces (e.g., pavement, concrete channels, roofs), slow down runoff to maintain discharge timing and to increase infiltration and evapotranspiration and use other nonstructural practices or innovative technologies approved by MDE. Planning for water and wastewater facilities should reflect the need to conserve ground water resources and reduce nutrient and sediment loadings in the Upper Pocomoke River watershed.

[24] Draft Chapter 5: Water Resource Element, Wicomico County Comprehensive Plan, pg 6, 2009
[25] Ibid

CHAPTER 6: HOUSING

The goals of growth management are to: 1) preserve public goods, minimize negative externalities; 2) minimize public fiscal impact; 3) maximize social equity; and 4) elevate quality of life. These goals are consistent with, and often explicitly include, expansion of the supply and accessibility of affordable housing. Regional strategies that encompass multiple, neighboring jurisdictions should be employed to ensure that the regulatory tools employed to achieve these goals are not fragmented and ineffective.

HOUSING

The "Housing Element" discusses ways to expand the availability of affordable housing and promote economic diversity as well as balanced growth, which are more effective when all jurisdictions in a region participate.

When one or more jurisdictions in a region employs exclusionary zoning and land use regulations, e.g., low density, large lot zoning, building permit caps, development moratoriums and high permitting fees, the trickle-down effect is that neighboring towns and counties bear an even greater burden in trying to supply affordable and accessible housing. Strategies intended to expand the availability of affordable housing and promote economic diversity and balanced growth are more effective when all jurisdictions in the region participate. Cooperation and coordination between jurisdictions and municipalities is the key to the success of any program

HOUSING GOALS

GOAL #1: Develop policies, initiate programs, and acquire funding to help alleviate substandard housing conditions.

GOAL #2: Provide residential areas, in appropriate locations, which can accommodate a variety of housing densities, types, sizes, and costs to meet the needs of existing and future populations.

GOAL #3: Provide a supply of workforce and affordable housing sufficient to meet the needs of low and moderate income households and senior citizens.

HOUSING OBJECTIVES

- Seek assistance through available State and Federal programs for rehabilitation or, in some cases where no other alternative exists, for the removal and replacement of existing substandard rental and owner-occupied housing units.

- Provide incentives to encourage the development of new affordable housing as well as to encourage restoration and rehabilitation of existing housing, which is affordable for households earning less than the median family income of the Town.

- Develop tools and methods to ensure an adequate supply of affordable housing as new development is approved. This includes encouraging or requiring that a minimum percentage of housing units in larger developments be constructed as "moderately" priced dwelling units.

- Locate affordable housing where public facilities and community services are adequate to meet the needs of a higher density community.

- Seek public input to determine the types of affordable housing that would best meet the needs of Willards' citizens (i.e., accessory dwellings, townhomes, 'cottage' neighborhoods, etc.).

HOMEOWNERS AND AFFORDABILITY

Detailed trend data on home sales and prices in Maryland are not available at the municipal level. However, industry, federal, and state data collected from county jurisdictions is available. In this regard, Wicomico County data, including Willards, is relevant and will be used for the following discussion.

Data on Wicomico County home sales and median home prices indicate that the number of existing homes sold rose 23.1 percent between 2000 and 2005, and slightly over 3 percent between 2004 and 2005 (lower than all surrounding counties except Worcester) (see Table 6-1). Median home prices for Wicomico County grew 48.5 percent between 2000 and 2005, less than all surrounding counties except Somerset. However, between 2004 and 2005, the median home price increased by over 8 percent, second only to Dorchester in surrounding counties.

Table 6-1 Existing Home Sales and Median Home Prices, February-March 2006

	EXISTING HOME SALES				MEDIAN PRICE			
		Growth				Growth		
	2005	2000-05	2004-05	Average Growth 2000-04	2005	2000-05	2004-05	Average Growth 2000-04
Wicomico	1,076	23.1%	3.0%	4.9%	$161,539	48.5%	8.1%	8.4%
Dorchester	514	82.3%	-6.9%	19.3%	$183,037	111.1%	23.1%	14.9%
Somerset	253	132.1%	0.09%	23.5%	$117,486	38.2%	7.3%	9.6%
Worcester	2,163	-1.6%	-2.0%	0.2%	$327,705	152.4%	6.2%	25.0%

Source: Maryland Association of Realtors, and DHCD, Office of Research, 2006.

The increase in median home price suggests growth between 2004 and 2005 in available housing stock that is newer and of higher value. The most recent data from the State Housing Survey shows a total of 113 building permits were issued for new residential units in Wicomico County in December 2005. While detailed data from 2000 to 2005 is not yet available, it is likely that additional new housing construction in those years contributed to the increase in median home sale prices, a positive trend.

While median house prices are still somewhat lower in Wicomico County, compared to most of the surrounding counties, this does not mean that housing is more affordable. A look at the trend in median home prices, as compared to median household income for Wicomico County, reveals a gap that began in 2001 and has been widening at an increasing rate (see Figure 1).

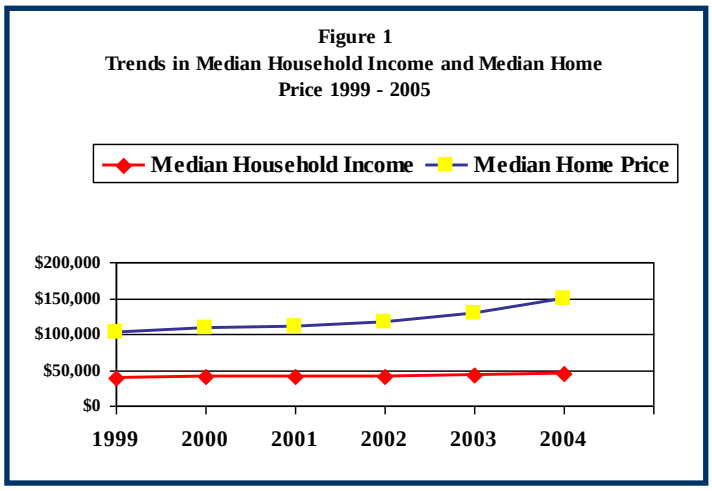
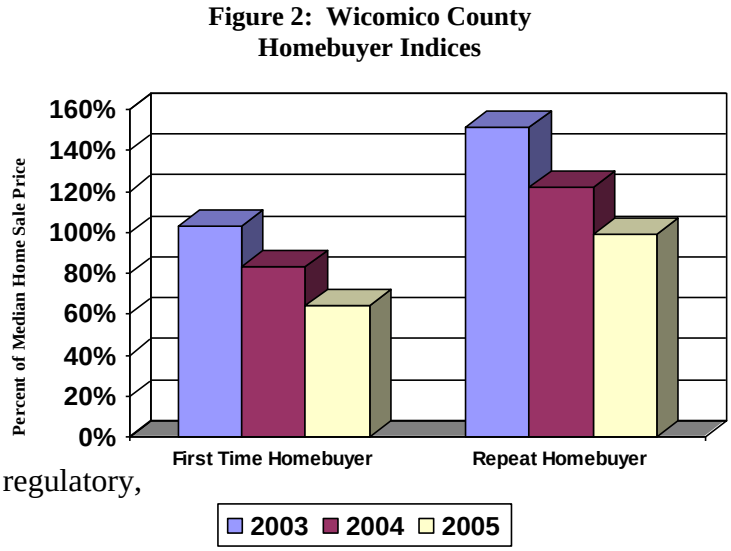


Figure 1 illustrates that median home prices are increasing at a faster rate than median household income in Wicomico County. The gap between median household income and median home value also widened in Willards between 1990 and 2000.

While this is a State and nationwide trend, the gap is significant in Wicomico County. Between 1999 and 2004, median household income in the County increased by 13 percent, while median home prices increased by 47 percent, more than three times as much.

The gap between household income and housing costs seen over the past few years is not unique to Willards or to Wicomico County. A number of neighboring counties have already seen significant increases in residential development, particularly in the form of higher-priced retirement, or age-restricted, communities. The ever-increasing, region-wide shortage of affordably priced housing is an issue that will require innovative long-range planning that encompasses and addresses regulatory, economic, and social issues



The Maryland Housing Affordability Index measures the ability of a family earning the median household income to purchase a median priced existing single-family home (100 being the standard). The index is measured separately for first-time homebuyers and repeat homebuyers. As shown in Figure 2, Wicomico County's Affordability Index has been falling since 2003, from 103 for a first-time buyer in 2003 to 64 in 2005. This means that in 2005, the average first time homebuyer could only afford a home priced at 64 percent of the median home sale price. The repeat buyers index fell from 151 in 2003 to 99 in 2005 (see Figure 2).

The availability of affordably priced homes and rental housing will be a key to serving the needs of both first-time home buyers and low to median income households, who make up 68 percent of the Town's population.

RENTER HOUSEHOLDS AND AFFORDABILITY

As shown in Table 6-2, using the HUD definition of affordability, 31 percent of households in Wicomico County cannot afford the fair market rent for a two-bedroom apartment. HUD defines affordable housing as housing that costs 30 percent or less of the worker's wage.

Moving up to three-bedroom apartments, 38 percent of the County's households cannot afford them; and 38 percent cannot afford a four-bedroom apartment. A look at the statistics on renting in Wicomico County reveals that all renter households, not just low-income households, are struggling to meet rental housing costs.

Table 6-2: Wicomico County Rent and Renter Household Statistics 2003					
HUD Fair Market Rents 2003					
Classification	**Efficiency**	**1 Bedroom**	**2 Bedroom**	**3 Bedroom**	**4 Bedroom**
Wicomico Co.	$420	$532	$640	$814	$873
Percentage of all Households that Cannot Afford Rental Units 2003					
Classification	**Efficiency**	**1 Bedroom**	**2 Bedroom**	**3 Bedroom**	**4 Bedroom**
Wicomico Co.	16%	16%	31%	38%	38%
Source: Maryland Department of Human Resources 2004 Fact Sheet					

To appreciate the full impact of this data, bear in mind that household income includes incomes from multiple wage earners, people working two jobs, income subsidies, etc. The problem of housing affordability in Wicomico County, and Willards, is not just a problem affecting the poorest families, it impacts working families with secure jobs and multiple incomes.

Table 6-3: Housing Cost Burden for Low Income Families 2000		
Classification	**% Households Cost Burdened**	**% Households Severely Cost Burdened**
Wicomico County	72.5%	56.9%
Source: Special Tabulation (Comprehensive Housing Study) Files – U.S. Census and HUD		

A household has a "housing cost burden" if it spends 30 percent or more of its income on housing. A household has a "severe housing cost burden" if it spends 50 percent or more of its income on housing. The housing cost burden combines renter and owner occupied housing statistics. The 2000 housing cost burden for Wicomico County is shown in Table 6-3.

Owner housing costs consist of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; utilities; and fuels. Where applicable, owner costs also include monthly condominium fees. Renter calculations use gross rent, which is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.). Household income is the total pre-tax income of the householder and all other individuals at least 15 years old in the household.

Including renters and homeowners, nearly three-quarters (72.5 percent) of low-income families are cost burdened in Wicomico County, that is, spending 30 percent or more of their income on housing. Over half of the households in the County are severely cost burdened (spending 50 percent or more of income on housing).

WORKFORCE HOUSING

The availability of affordable housing for families who live and work in Willards is essential. Relative to other areas of the Eastern Shore, home prices in Willards have remained stable over the past decade. However, trend data indicates that median home prices in the County have been rising slowly since 2000 and at an increasing rate since 2005. This constitutes a growing concern about the availability and affordability of homes in Willards and makes homeownership for working families an increasingly challenging prospect.

Workforce housing includes single-family homes, townhouses, condominiums, starter homes, and apartments that are affordable to area workers. The workforce is typified by such workers as nurses, teachers, municipal employees, emergency responders, law enforcement staff, and other workers who provide essential services in a community. The availability of workforce housing is an issue that increasingly affects people with full-time jobs, whose work is vital to any community's day-to-day functioning.

The Governor's Taskforce on Workforce Housing's *Image of the Possible Report*, issued in July 2006, defines workforce housing generally as housing that is affordable to households earning incomes within the range 60 to 120 percent of area median income. The 2000 U.S. Census reported that median household income in Willards was $32,059.00. Thus, workforce housing in Willards includes homes that are affordable for working families with incomes ranging from $19,235.00 to $38,470.00. Table 6-4 illustrates the range of affordable prices available to residents of Willards, based on gross income.

Table 6-4: Workforce Housing Affordable Price Range

Gross Income	Loan Amount	Affordable Price
$20,000	$63,650	$67,000
$30,000	$95,570	$100,600
$40,0000	$127,395	$134,100

*Note: This table shows the approximate home price and loan amount a household earning the specified income could afford making a 5% down payment with no more than 25% of gross income for the principal and interest payments, at the current interest rate plus PMI premium.

Source: MD Realtor Income Loan Price Table – December 2005

In April 2006, the Maryland Legislature passed Maryland House Bill 1160 (HB 1160) establishing a Workforce Housing Grant Program within the Maryland Department of Housing and Community Development (MDHCD). The Program provides flexible capital funds to qualifying local governments for development costs of workforce housing. A local government (county or municipal) qualifies for participation in the program and its grant monies if it has a HUD approved 5-year consolidated plan or a comprehensive plan with a workforce housing element. To qualify for participation, a local government must be able to provide a dollar-for dollar match for any program funds it receives and meet certain other criteria, including criteria for distribution and use of Program funds. [HB 1160 went into effect on October 1, 2006.]

INCLUSIONARY ZONING

A recent zoning technique that is becoming more popular as an affordable housing strategy is inclusionary zoning. Inclusionary zoning is a technique that can be used to increase the number of affordable units, for both ownership and rental. Inclusionary zoning can be either mandatory or voluntary. In either case developers "set aside" a certain percentage of units in new residential developments for low and moderate income households.

Inclusionary zoning usually provides some form of developer incentive such as density bonuses and/or reduced fees. The theory is that these incentives reduce or offset some of the cost of producing the affordable units. Some communities accept a fee in lieu. These cash contributions are allocated to an affordable housing fund as money from which a local housing authority and/or nonprofit organization buys affordable units and operates them as a public housing program

IMPLEMENTATION RECOMMENDATIONS

The Comprehensive Plan recommends a number of actions related to regulatory and other policies that impact workforce and affordable housing including the following:

RECOMMENDATION #1: Ensure that regulatory policies align with affordable housing goals by correcting regulations or requirements that explicitly exclude affordable housing types or that unnecessarily raise the cost of construction.

RECOMMENDATION #2: Consider adopting an inclusionary zoning provision for large scale residential projects that requires a portion of housing units in a new development be reserved for affordable housing. Discuss adopting joint county/municipal inclusionary zoning requirements with Wicomico County and neighboring towns.

RECOMMENDATION #3: Allow for garage apartments and other kinds of accessory dwelling units.

RECOMMENDATION #4: Permit higher-density residential development.

RECOMMENDATION #5: Implement public water and sewer projects that enable higher-density residential development and mixed-use neighborhoods in designated growth areas and encourage a mix of housing densities and types in new subdivisions.

RECOMMENDATION #6: Where appropriate, allow reduced street widths and other unnecessary infrastructure requirements.

RECOMMENDATION #7: Streamline approval processes to make the development process less time consuming.

RECOMMENDATION #8: Waive or reduce fees (e. g., impact fees, excise tax) and infrastructure requirements, and provide other financial incentives for construction and renovation of workforce housing to make them financially feasible.

RECOMMENDATION #9: Establish a "Housing Trust Fund" to assist working families with programs dedicated solely to constructing or renovating affordable workforce housing, with the long-range goal of preserving workforce housing stock for subsequent program participants.

A Housing Trust Fund is a dedicated stream of revenue used as a resource to assist the development or preservation of affordable homes. Housing Trust Funds can be funded through development fees, taxes on other types of revenue (i.e. stamp taxes, hotels/entertainment, sales), and general revenue. A fund is created to specifically respond to a community's affordable housing needs by establishing priorities, target populations, and affordability guidelines. Establish an advisory board to administer the Housing Trust Fund and to apply for participation in programs such as the Maryland DHCD's Workforce Housing Grant Program.

RECOMMENDATION #10: Work with the Wicomico County government and the County's largest employers to develop and promote employer-assisted housing programs to increase workforce housing in Willards, including:

House Keys 4 Employees: The Maryland Department of Housing and Community Development (DHCD) will match, dollar-for-dollar, contributions toward down payment and closing costs from participating employers, local jurisdictions, unions and/or nonprofit agencies up to a maximum of $5,000. The match is in the form of a 0% deferred loan. This assistance is over and above what is available through standard DHCD Homebuyer Assistance Programs (More House 4 Less). Maryland employers currently participating in the program include county governments and school systems, city governments and school systems, the State of Maryland, several colleges, and private businesses.

Live Near Your Work: This program is active in Wicomico County and has two participating employers located in Salisbury, within 20 miles of Willards: Peninsula Regional Medical Center and Salisbury University. PRMC will provide a $2,500 grant for assistance with down payment and closing costs. This program has length of employment and other criteria that must be met by applicants. This funding can be combined with City of Salisbury Home Conversation Grant program for $3,000 for a total funding availability of $5,500. Salisbury University will provide $2,000 for assistance with down payment and closing costs. An additional $3,000 grant is available for the purchase of a home in a designated area that has been a rental for at least the 3 previous years. This funding can be combined with City of Salisbury Home Conversation Grant program for $3,000 for a total funding availability of $8,000.

CHAPTER 7: TRANSPORTATION

The movement of people and goods is an important concern in any community's growth plan because providing a safe and efficient transportation network with minimal disruption can sometimes be difficult to achieve. The "Transportation Plan Element" must be closely coordinated with other elements of the Comprehensive Plan to assure that transportation plans and policies complement and promote those of other sections.

TRANSPORTATION

The "Transportation Element" provides policies to ensure the safe and efficient movement of people and goods within The Town of Willard's transportation network.

TRANSPORTATION GOALS

GOAL #1: Ensure the safe and efficient movement of people and goods.

GOAL #2: Provide an adequate transportation system with minimal Town expenditures.

GOAL #3: Encourage efficient use of energy in transportation.

GOAL #4: Coordinate transportation decisions regionally and locally.

TRANSPORTATION OBJECTIVES

The following are The Town of Willards' transportation planning objectives:

- Provide a balance of transportation facilities meeting the needs of the Town.
- Coordinate various modes of transportation so that they complement each other.
- Establish a transportation network that moves people and goods rapidly, yet safely.
- Provide an adequate transportation network with minimal Town expense.
- Coordinate Town, County, State, and Federal transportation planning.
- Maximize the desired use of transportation systems, while minimizing possible effects upon neighborhoods, the environment, and the general public.

REGIONAL GROWTH MANAGEMENT AND TRANSPORTATION

The basic thoroughfare system of The Town of Willards is made up of two state highways and a system of residential streets. The existing transportation system presents problems associated

with inadequate off-street parking and poor street conditions. Improper signs and signals, lack of adequate sidewalks, curbs and gutters, and truck traffic compounds the problem.

The future vision for Willards is streets that are pleasant to walk along, safe and efficient bike routes, effective incentives for carpools and vanpools, and a network of roads that moves people and goods efficiently throughout the Town. The goal must be to shift from moving vehicles to strategies that will result in balancing the needs for cars and trucks, transit riders, bike riders, and walkers (pedestrians).

Transportation systems must be well connected to make travel from one place to another as straightforward as possible. The key to achieving this vision is to redefine streets as a network that will serve the pedestrian, bike riders, and vehicles that will use them. In areas where the Town wants to increase density and where it wants more people to live and work, existing streets need to be retrofitted with sidewalks and street trees. These improvements will help attract people and prompt infill and redevelopment in these areas.

HIGHWAY FUNCTIONAL CLASSIFICATION

The foundation of a long-range street improvement program is the functional classification system, which delineates streets and/or highways based on the kind of vehicle trips it is primarily designed to serve. The development of a functional classification system allows for the logical coordination of the system of State and local streets and highways in and around The Town of Willards (See Map 7-1: Functional Classification Map).

Federal and State transportation departments delineate highways into a Functional Classification System. In addition, Wicomico County classifies county roads using a similar system. Functional classification categories in Willards area include: 1) an Arterial Highway; 2) Collectors - Major and Minor; 3) Local Streets; and 4) Rural Residential.

Arterial Highways

The highest level of highway service provided to Willards is the arterial system. The primary purpose of all arterial highways is to provide continuous and efficient routes for movement of high volume traffic between towns or major traffic generators, particularly that of an intra-state or inter-state nature. Direct access to adjoining land should not be provided except at certain key points. Arterial highways are designed to maintain homogeneous neighborhoods and serve as boundaries between various neighborhoods. On-street parking should be prohibited. In the Willards area, U.S. 50 is classified by the Maryland Department of Transportation as a principal arterial. It provides the link which connects Willards to Salisbury and points beyond to the west and Ocean City to the east.

Major and Minor Collectors

Both major and minor collectors serve a similar function, varying in volume and intensity of use. The primary purpose of the collector system is to collect traffic from local streets and provide for

the direct movement of traffic to commercial and industrial areas and higher order roads, such as arterial highways.

Major collectors connect areas of relatively dense settlement with each other and with other major traffic routes. These streets are intended for inter-neighborhood and through traffic. Willards is served by two major collectors, Old Ocean City Road (MD 346) and Powellville Road (Route 354).

Minor collectors are streets which, in addition to serving abutting properties intercept minor streets, connect with community facilities and are intended primarily to serve neighborhood traffic. Main Streets and Poplar Neck Road are classified as minor collectors. In addition, Wicomico County classifies Richland Road and Three Bridges Road as minor collectors.

Local Streets

The most extensive part of the street network in Willards consists of local streets. Local streets, including cul-de-sacs, are intended primarily to provide access to abutting residential property and are designed to discourage their use by through traffic. Such streets assume light traffic flow.

EXISTING CONDITIONS

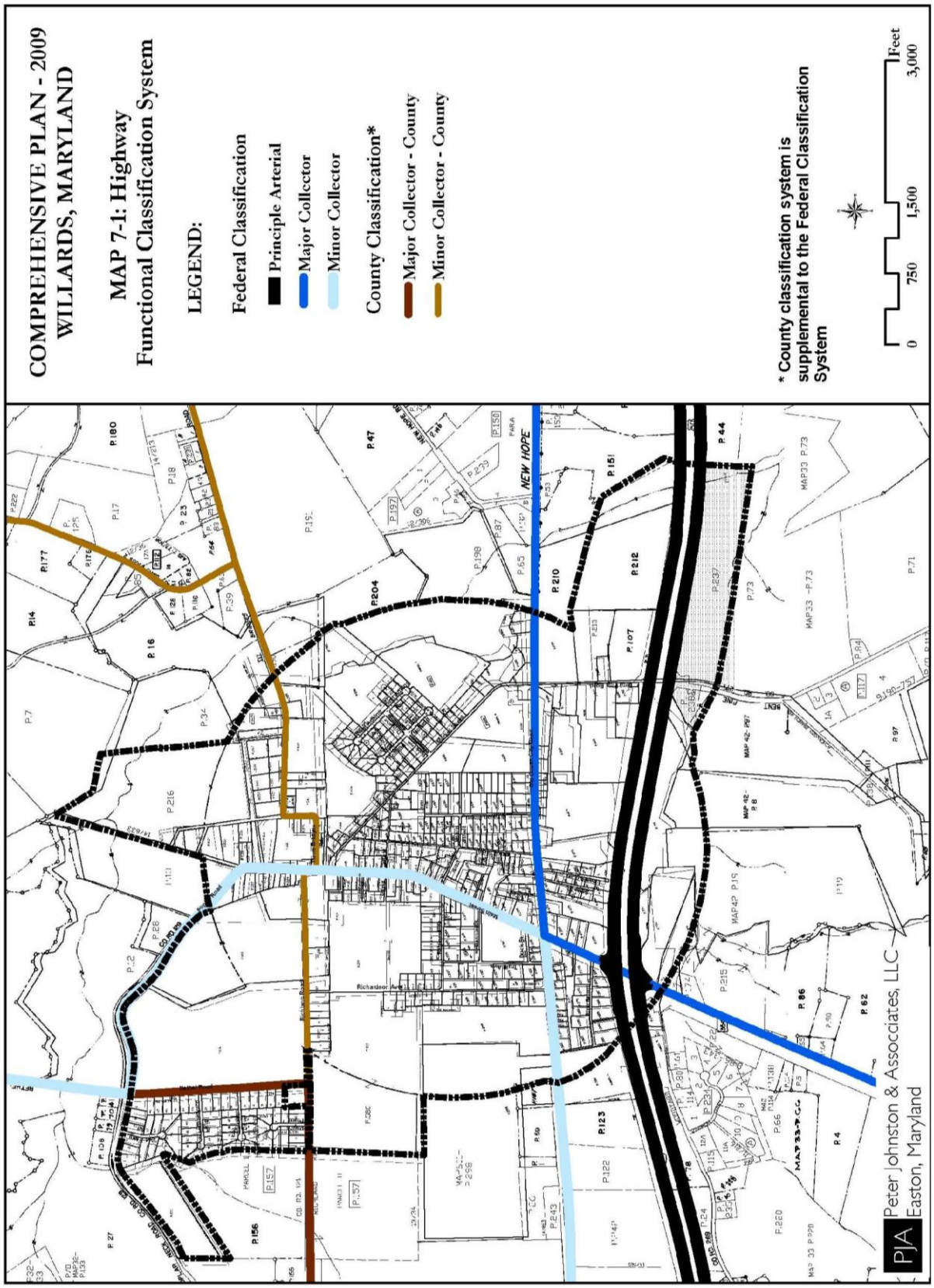
The Comprehensive Plan should engender a new awareness of the importance of streets to the quality of life in The Town of Willards. The local street system is composed of fairly short, residential streets many of which are dead-end and lack proper turnaround space. Inadequate off-street parking and a lack of sidewalks, curbs, and gutters contribute to the general poor quality of the street system.

TRANSIT

Public transportation in The Town of Willards is provided by Shore Transit Association (STA), the Lower Shore's first regional public transportation network. STA connects major areas of Somerset, Wicomico, and Worcester counties by bus, runs feeder routes into remote areas in the region, and connects with public transit networks in Delaware and Virginia.

STA’s Route 21 from Salisbury to Ocean City and back operates daily from Monday through Sunday and is available to residents of Willards via telephone request. Riders arrange to be picked up on Route 50 at Willards and are given a timetable to use as a scheduling reference.

Riders pay $1 per ride, senior citizens and the disabled are charged 50 cents. Although schedules vary from route to route, STA buses on this route generally run hourly from 6:30 a.m. to 10:30 a.m. and hourly between 1:30 and 9:30 p.m., Monday through Sunday.


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 7-1: Highway
Functional Classification System
LEGEND:
Federal Classification
Principle Arterial
Major Collector
Minor Collector
County Classification*
Major Collector - County
Minor Collector - County
* County classification system is supplemental to the Federal Classification System
0
750
1,500
3,000
Feet
NEW HOPE
Richardson Ave
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

According to the 2000 U.S. Census, no one in Willards uses public transportation as a means of commuting to work even though 95 percent of the population uses their own vehicles for that purpose, at an average 25-minute commute time.

It may be advantageous for the Town to determine if the commuting members of the population would benefit from the services of STA as a means of traveling to work. The Town could determine if residents have enough of an interest to warrant the Town's consulting with STA to determine the feasibility of establishing a commuter stop in Willards.
Whether or not commuters utilize the services of STA, the Town should periodically consult with STA to determine if the number of residents utilizing STA services for other reasons warrants the addition of a dedicated stop in the Town.

TRANSPORTATION POLICIES

The following are The Town of Willards' general policies concerning the provision of transportation facilities and services.

1. Promote alternatives to driving alone and encourage the County and State to inform the public and private entities of the monetary and environmental costs of continued dependence on automobiles.

2. Encourage the County to establish a program for commuters including park and ride facilities at appropriate locations.

3. Support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.

4. Priority shall be given to developing a pedestrian friendly street system within the corporate limits.

5. Willards endorses the "Highway Level of Service Standards" established by Wicomico County and will use these standards to evaluate traffic impacts of proposed development.

6. Willards will establish street designs for new development that will contribute to reaching the transportation and land use goals of the area, provide safe and efficient mobility for all people, and contribute to the quality of life and civic identity in the area.

7. New collector and local streets will be built by developers according to the Town standards and specifications.

8. Willards will require that the layout of new street connections in undeveloped areas assure connectivity to the overall Town street system.

9. Willards will plan for adequate rights-of-way taking into account existing and future development and proposed alternative transportation support facilities and programs.

10. All developments will have adequate access and circulation for public service vehicles but actual paved street sections should be as narrow as feasible to maintain a human scale.

11. Willards will work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions in order to achieve a reduction in drive alone rates.

Commercial Street Policies

New local access streets serving commercial land uses should: 1) provide safe and convenient access; and 2) be designed in a way that preserves or contributes to the land use they are serving. They should:

- Avoid difficult driveway approaches;
- Promote safe, convenient pedestrian and bicycle travel;
- Separate truck traffic from shoppers and employees where possible; and
- Control truck loading and unloading that occurs on-street during morning and evening peak traffic periods.

Residential Street Policies

New residential streets serving residential neighborhoods should be designed to ensure that the streets:

1. Provide safe and convenient access for motorists, pedestrians, cyclists, and emergency vehicles;
2. Provide access within new neighborhoods and to adjacent neighborhoods, recreation areas, shopping areas, schools and civic uses; and
3. Manage vehicular traffic volumes, and minimize speed, required local travel distances, congestion.

Local access street patterns will:

- Facilitate and distribute local access through existing local streets and collectors.

- Provide multiple streets to and from residential developments for the purposes of safety.

- Avoid creating disconnected "pods" of residential development.

- Provide for the safety of vehicles and pedestrians at intersections by ensuring adequate sight distances and by using traffic control devices and geometric design features such as “T” intersections, marked crosswalks where sidewalks and road meet, traffic signals, stop signs, and other strategies, where appropriate.

- Require that streets connect with other streets whenever practical. In determining where it is practical to connect new streets with existing ones, Willards will determine whether the merits

outweigh the demerits of the whole package, and whether the connection would be in the best interest of both Town residents at-large and the neighborhood.

- Require blocks be small enough (400 to 500 feet) to create easy travel options for motorized and non-motorized travel.

- Discourage through traffic and speeding in residential neighborhoods.

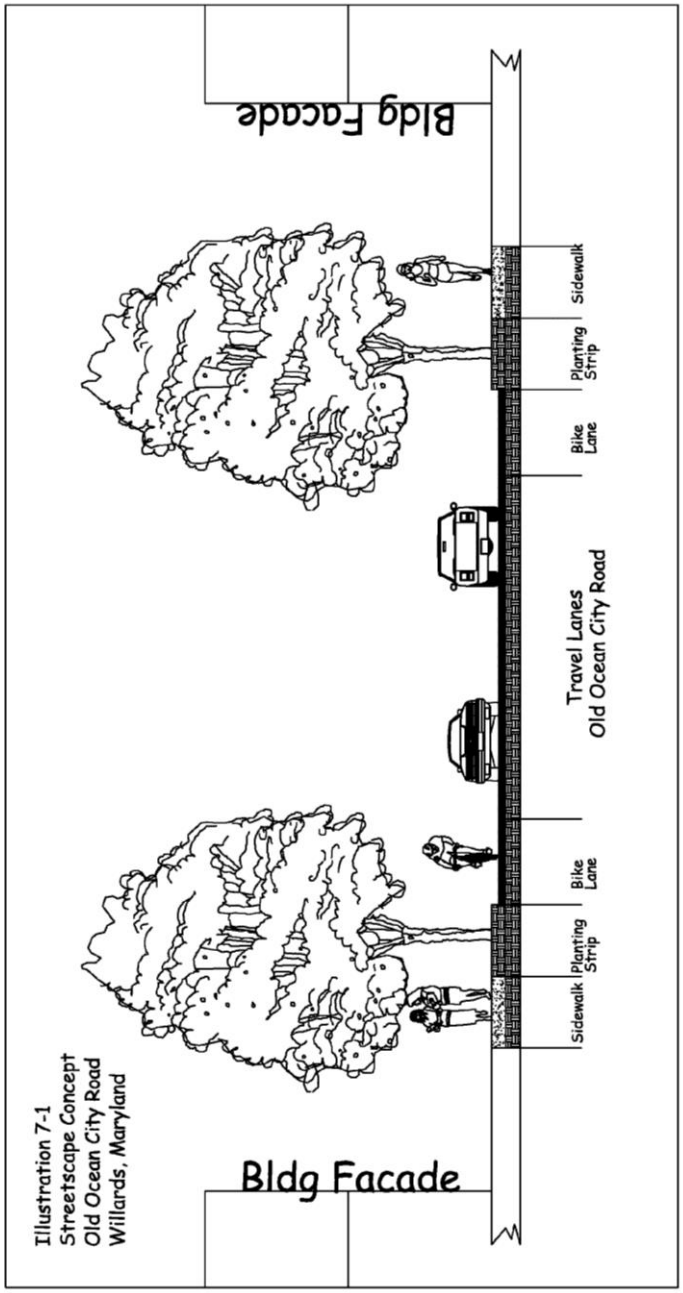
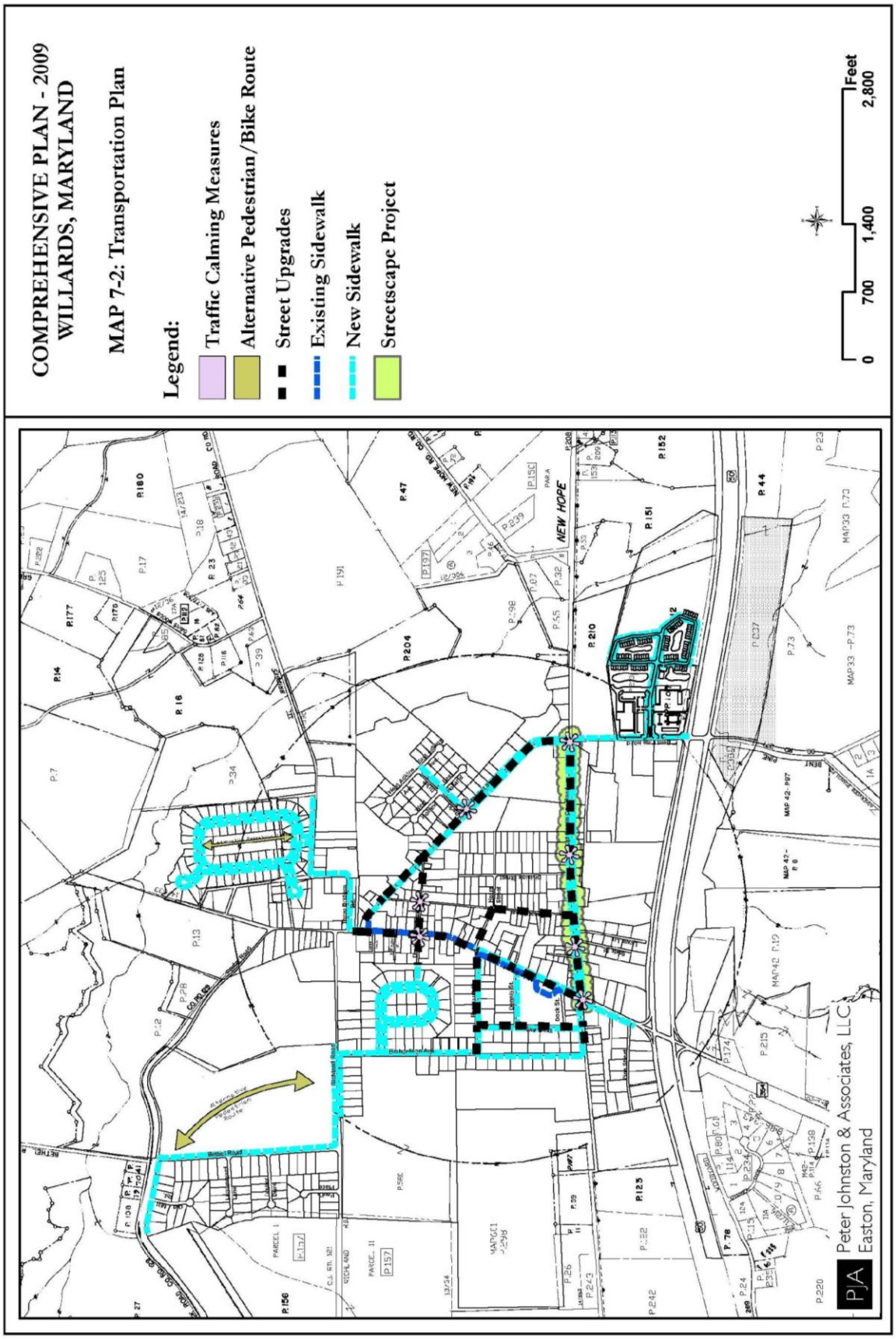


Illustration 7-1
Streetscape Concept
Old Ocean City Road
Willards, Maryland


COMPREHENSIVE PLAN - 2009
WILLARDS, MARYLAND
MAP 7-2: Transportation Plan
Legend:
Traffic Calming Measures
Alternative Pedestrian/Bike Route
Street Upgrades
Existing Sidewalk
New Sidewalk
Streetscape Project
0
700
1,400
2,800
Feet
NEW HOPE
PJA
Peter Johnston & Associates, LLC
Easton, Maryland

Residential street design and development standards will be based on function and total number of dwelling units to be served to:

- Avoid difficult driveway approaches;

- Provide the safest environment possible for children, bicyclists and pedestrians by establishing sidewalks, trees, and landscaping on both sides, and parking on at least one side of all streets, and crosswalks at access points to schools, parks and shopping areas;

- Ensure that residential local access roadways are as narrow as practical, while still providing for adequate access by emergency vehicles, transit vehicles as appropriate, and service vehicles, in order to: a) provide an appropriately intimate residential atmosphere; b) reduce traffic speeds and volumes; c) conserve energy, materials and land area; d) minimize stormwater runoff and site disturbance; and e) avoid unnecessary development costs and subsequent maintenance costs;

- Provide safe vehicular access and turning movements to and from abutting lots; and

- Manage the speed and volume of traffic in residential neighborhoods using "traffic calming" methods that encourages speeds of 25 mph or less.

If part of a carefully “thought-out,” planned development, where continuing maintenance is provided for, alleys may be considered in new developments in order to allow:

- Alternative access to lots for service functions;

- More options for locating a garage on a lot; and

- Fewer curb cuts, more continuous sidewalks for pedestrians and more curbside parking along streets.

IMPLEMENTATION RECOMMENDATIONS

RECOMMENDATION #1: It is recommended that the functional classification be adopted to maintain a balanced system of streets and provide guidelines for redevelopment of existing and construction of new streets.

RECOMMENDATION #2: Major collectors - Old Ocean City Road has adequate traffic capacity for the near future, but several street improvements may be warranted. Recommended improvements include: installation of curb, gutter, sidewalks and a bike lane where none exist with a planting space between curb and sidewalk. Willards should request the State Highway Administration undertake a Streetscape Project for the section of Old Ocean City Road within Town’s corporate boundaries (See Illustration 7-1 above).

RECOMMENDATION #3: Minor collectors – Although, existing streets classified as local collectors may not be able to be improved to meet recommended standards, all future minor collectors in the Willards area should conform to standards set forth in the *Willards Subdivision Regulations* and other Town standards and specifications.

RECOMMENDATION #4: Residential streets - A "Capital Improvements Program" should be undertaken to upgrade existing local streets. Such a program should include installation of sidewalks, curb and gutter and other streetscape improvements where feasible. Priority streets for improvements that would improve circulation of traffic should include Market Street, Main Street, Reginault, Truitt, Canal, Hearn, and Davis Streets. Traffic calming measures should be studied and implemented a key location, including along Main Street and on Davis Street (See Map 7-2 above).

RECOMMENDATION #5: New streets – infill and redevelopment projects within the Town should be required to expand the existing modified grid street system and connect to existing streets as appropriate.

RECOMMENDATION #6: Public Parking – The Land Use Plan emphasizes infill and redevelopment, including development of small-scale retail establishments in the Town Center and Transitional Planning Areas. The Town should identify opportunities to increase public parking in these areas. For example, the Town could enter into a lease agreement for use of the Lions Club parking area.

RECOMMENDATION #7: Existing sidewalks along Main Street should be upgraded and widened.

RECOMMENDATION #8: New and upgraded pedestrian and bike systems should focus on providing safe access to the Town Center, shopping areas, the Elementary School, and park and recreation facilities.

RECOMMENDATION #9: New developments should be required to provide sidewalks, including sidewalks along property frontages.

RECOMMENDATION #10: New developments should be required to include bike and pedestrian trails, where feasible and appropriate.

RECOMMENDATION #11: Streetscape improvements along Old Ocean City Road should include sidewalks on both sides of the road, a bike lane, street trees and traffic calming measures. Willards should coordinate a streetscape improvement project along Old Ocean City Road to achieve this objective.

RECOMMENDATION #12: The Town should investigate SHA's Retrofit Sidewalk program for construction of sidewalks along State highways (e.g., Old Ocean City Road) and SHA's Safe Routes to School Program for pedestrian improvements near the elementary school.

CHAPTER 8: IMPLEMENTATION

IMPLEMENTATION

***The Town of Willards 2009 Comprehensive Plan* forms the policies that will dictate how Town regulations (Zoning Ordinance and Subdivision Regulations) are designed in the future.**

The most important part of any comprehensive plan is ensuring that goals and objectives are implemented by municipal government and supported by residents. Accordingly, significant attention and activity should be devoted to reviewing the various land use regulations in The Town of Willards. In light of possible new development as well as infill and redevelopment in the future, there is a particular reason to ensure that actual regulations will guide development and determine how it is integrated with the Town.

There is a strong need to manage the use of existing properties in Willards, including buildable lots. Presently, most of the community consists of older single-family homes. The architectural and landscape character of Willards is an important and valuable asset. Therefore, this Comprehensive Plan is designed to encourage the preservation of the older community and village scale of the Town. Accordingly, this Plan will be used by the Town Council, The Willards Planning and Zoning Commission, private property owners, developers, and citizens to ensure that expressed values and goals are used to guide municipal actions and control growth.

Specific implementation actions are listed. These implementation actions were designed to supply a policy direction to The Willards Planning and Zoning Commission and Town Council in order to fulfill the goals and objectives of this Comprehensive Plan.

CAPITAL IMPROVEMENTS

Willards should prepare a five and ten-year plan for capital improvements or "Capital Improvement Program (CIP)," which can be used by various administrative departments of the Town's government or for the general benefit of the community. The CIP should identify needs, provide a justification for purchase or construction, and identify the sources of funds that will be used to pay for the project or item. The CIP should allow for alteration of the plan to meet changing needs.

PUBLIC WATER AND SEWER

Municipal water and sewer system upgrades are important to serve infill and redevelopment areas as well as any potential new development in the future. There is every reasonable expectation the population of the community will increase in the future. Maryland regulations and policies have been adopted to encourage development in and around existing communities with adequate infrastructure and the capacity to support new projects (Smart Growth).

An important recommendation is the annexation of the Town's existing wastewater treatment site (WWTP), which currently lies outside corporate boundaries. This area should be annexed into the Town. The purpose of annexation is to provide Willards with flexibility for WWTP upgrades. Currently, these upgrades will require a high-level of coordination with the County and State due to the fact that the WWTP is located in Wicomico County. The WWTP should be annexed into the Town and designated as a Priority Funding Area (PFA) site to access State funding for assistance with upgrades.

ADEQUATE FACILITIES PROVISIONS

As a primary policy, The Town of Willards should ensure that there is adequate water and sewer capacity for infill, redevelopment, and new development in the existing corporate boundaries of the Town. The Town also should ensure that there are sufficient roads and other infrastructure needs available for development. If the Town determines that it does not have adequate facilities for development, it should explore methods to acquire the needed facilities. Chief among the options available is to require that the owners of proposed development areas provide sufficient funds to build such required facilities.

Updating the Town's Capital Improvement Program-CIP, infrastructure studies (including water and sewer plans) and impact fee structure are critical. These updates are particularly important prior to the annexation of any new land outside current corporate boundaries for annexation and development.

ZONING REGULATIONS

The current zoning regulations reflect efforts for zoning designations to match conditions when they were established in years past. These regulations should be reviewed and revised to ensure that compatible uses are created and ensure that growth and development is properly channeled into appropriate areas. The specific zoning regulations that deal with lot size and setbacks should be examined to ensure that they encourage the type of village development appropriate to The Town of Willards. This also will ensure that property owners of existing buildings, rebuilding on small lots common to the older sections of Town, are given the flexibility needed to accomplish appropriate infill and redevelopment.

Town Center

In a recent publication, the Maryland Department of Planning (MDP) described the characteristics of "Smart Neighborhoods" as follows:

- Integrated mix of uses - residential, commercial, employment/office, civic, and open space;
- Range of housing types and densities;
- Compact design;
- Interconnected streets designed to balance the needs of all users with sidewalks and on-street parking;
- Open spaces integral to the community; and

- Location adjacent to and extending the fabric of existing development.

The existing Town Center character that has resulted from historic land use development patterns reflects many of the characteristics of "Smart Neighborhoods". However, the current zoning for much of the "Town Center Planning Area" does not recognize the legitimacy of the historic land use mix.

The Town should create zoning provisions for the Town Center that expressly recognizes the existing mix of residential and non-residential uses. Zoning standards for this planning area should provide for the expansion of existing non-residential uses, and where appropriate, creation of new compatible commercial and business uses. There are several strategies the Town may employ to regulate future development or redevelopment in this district.

Much of the development potential in this planning area can be classified as infill or redevelopment. Infill and redevelopment standards and guidelines for the Town Center could be established that permit The Willards Planning and Zoning Commission to approve new and expanded non-residential uses that are found to be compatible with surrounding land uses. Infill and redevelopment standards also could apply to residential development and redevelopment.

Neighborhood Conservation

The Comprehensive Plan identifies existing neighborhoods as areas in need of protection. The primary objectives for these areas involve maintaining the existing residential character of the neighborhoods and allowing compatible infill and redevelopment. Particular concerns that should be addressed through appropriate zoning standards and guidelines include:

- **Connectivity** – appropriate vehicular and pedestrian connections between on-site and off-site transportation systems.

- **Circulation** – consistency with the area wide vehicular and pedestrian circulation concepts of the Comprehensive Plan.

- **Parking** – flexible parking requirements.

- **Compatibility** – essential elements of compatible project design, e.g., design, pattern, alignment, size, and shape.

Planned Redevelopment Areas

The Comprehensive Plan identifies the redevelopment areas where the Town wants to encourage appropriate infill and redevelopment. In order to enable this outcome, the Zoning Ordinance will need to include standards and guidelines for infill and redevelopment projects in this planning area. This may best be accomplished with a special overlay zone that allows The Willards Planning and Zoning Commission to judge the merit of a proposed infill or redevelopment project against design objectives and give administrative relief for projects that meet these criteria.

Commercial and Industrial Uses

Willards should develop design standards and guidelines for all new commercial and industrial development. These should include the design of the building, landscaping, parking requirements, and signage. All such new buildings should be compatible with the scale and character of the Town. Great care should be exercised to ensure that the entrance into Willards does not deteriorate into an unattractive strip of commercial uses and storage facilities.

Landscape Standards

The development standards should include minimum street and site landscape standards for all development. On-site landscape requirements may be stated as performance standards, e.g., 15 percent of the site is landscaped. Willards may want to consider using Wicomico County's landscape standards as a guide for developing local standards to ensure consistency across jurisdictions.

Environmental Protection

The Eight Visions for Maryland encourage stewardship of the land as a universal ethic. The Planning Act of 1992 requires the Town to adopt policies for the protection of sensitive environmental areas. *The* Town of *Willards Zoning Code* should be amended to include standards that address stream buffers, non-tidal wetlands, steep slopes, and the habitats of threatened and endangered species. In addition, the Town should encourage development design that maintains or enhances "green infrastructure," incorporates low impact design stormwater management techniques for water quality and quantity management, and includes "green building" technology that conserves energy and improves indoor and outdoor air quality.

Forest and Farmland Conservation

Although Willards is a well-established community, there are significant amounts of farmland as well as forested areas within its municipal boundaries. The Willards Planning and Zoning Commission and the Town Council expect, at some point, the existing forest and farmland will be converted to buildable lots for residential development. The timing of that conversion will depend on the availability of water and sewer and the market demand for housing. In the meantime agriculture and forestry activities should be permitted to continue provided they do not adversely impact the health, safety, and welfare of the community.

SUBDIVISION REGULATIONS

The Town of Willards should review the current subdivision regulations for their impact on the character of the existing community. The current subdivision regulations do not adequately prepare the Town for growth. In addition to infrastructure requirements, any new and large scale development should not follow a "sprawling suburban development pattern." Therefore, the Willards subdivision regulations should encourage developments that are extensions of the Town

and not developments that do not match the scale and character of Willards.

An essential part of the subdivision regulations should be that the owners and developers of all new subdivisions be required to post surety for the proper and timely construction of all water and sewer systems, fire protection systems, all roads and sidewalks, and all other necessary and required improvements. Surety also should be posted for the appropriate completion of any other public feature or amenity that might be proposed by developers. This might include such things as recreational facilities, community halls, street lighting, and street furniture. The developers should be required to post bonds for the successful and timely completion of all buildings started in a development.

BUILDING CODES

The Town Willards has adopted the Building Officials and Codes Administrators (BOCA) "National Standards for Building Codes and Regulations." An employee or contractor provides for enforcement. As part of the enforcement of building codes, the Town's building inspector views the exterior of each property and develops a list of those properties that require remediation. Those that have obvious and major defects are noted and their property owners are given a written listing of deficiencies.

Property owners are thus given an appropriate time limit within which to make the necessary repairs. If a property is too deteriorated that it causes a danger to the health and safety of the community and a hazard of residents, the Town can initiate condemnation proceedings against the property owner as provided in the building codes and by Maryland law and civil procedure.

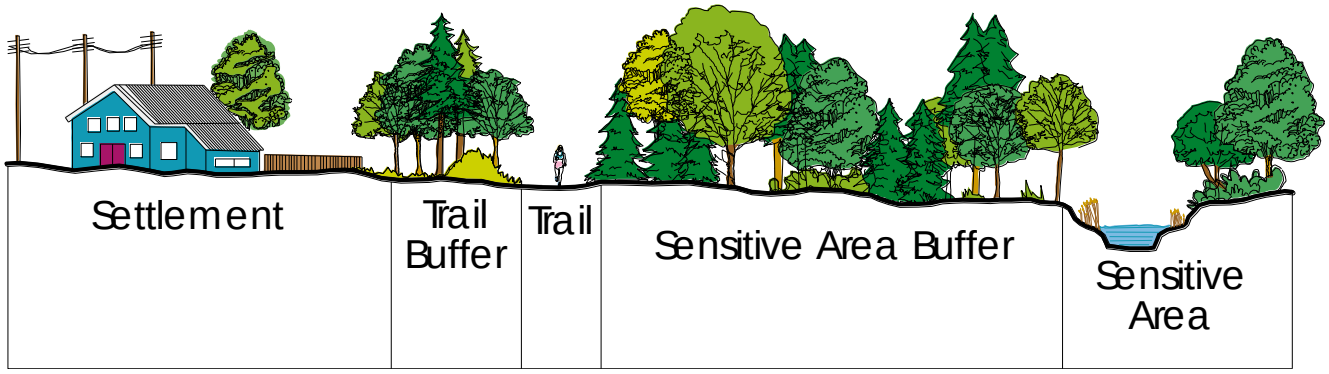
DEVELOPMENT DESIGN

The development and design of a community is important for maintaining what is special about a given place. Whether special characteristics are historic sites and structures, parks and open spaces, natural features, or shopping and recreation, maintaining and enhancing these characteristics is vital.

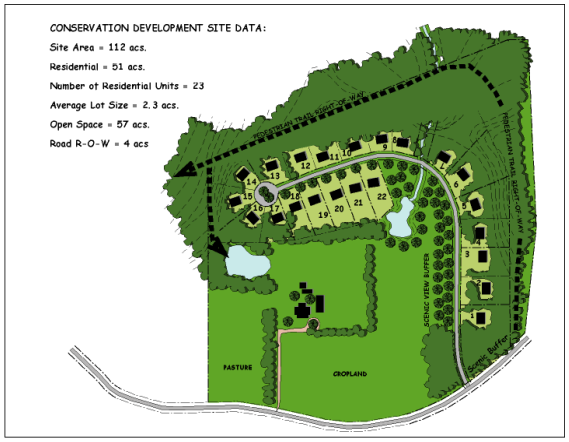
Conservation Site Design

The use of flexible development regulations to promote innovative and environmentally friendly site design is important for maintaining aesthetic, scenic, and ecologically important community features. In addition, conservation design techniques for development are critical for preserving precious resources. Essentially, these resources are an economic lifeline for the future and are what draw people to the Eastern Shore area, boosting the local economy.

Rural countryside, historic sites and structures, scenic viewsheds of farms or waterways, and small towns all contribute to identity of a region. The consequences of preservation can be seen in small towns where vibrant tourist industries have been built helping to reshape and revitalize these areas. The backdrop for these historic towns is the rural farms, fields, and rivers that surround them. These entities co-exist and are mutually dependent.



Conservation Design for Resource Preservation and Environmental Enhancement



It is important to maintain some existing rural character during the development site planning and review process and develop flexible regulations that promote conservation site design.

Innovative design to achieve the preservation of resources is important. Many design guidelines advocate clustering to preserve open space however, even though clustering is important to achieve density and preserve open space, it is not a general panacea for development on the Eastern Shore. One important reason is the flat topography of the region. Whereas, clustering obviously works in areas with wide and ranging topography such as New England (because development can be hidden behind hills and forests), topography works against clustering in flat areas where development "sticks out like a sore thumb." Buffering is the most important component of development design on the Eastern Shore. When integrated with clustering, it produces an effective combination. Buffering also provides numerous environmental benefits. Design guidelines should seek to successfully integrate buffering techniques with clustering including the utilization of native plant species.
With flexible development regulations and streamlined processes, developers can be persuaded to initiate appropriate design for project development. Time and money cause developers to follow a "by-the-book" approach for projects, which often prevails over innovation. Sometimes this type of inflexible process promotes less environmental protection and resource conservation rather than more. The key to good design in development is innovation, a plan that integrates the existing environment and its resources. Edward McMahon's "Better Models for Development in Maryland," provides six broad principles for better development.[26] These include:

- Conserving farmland, open space, and scenic resources;
- Maintaining a clear edge between towns and the countryside;
- Building livable communities;

[26] *Better Models for Development in Maryland: Ideas for Creating More Livable and Prosperous Communities*; Edward T. McMahon and Shelley S. Mastran; Prepared in coordination with the Conservation Funds; October 2004.

- Preserving historic resources respect local character in new construction; and
- Reducing the impact of the car by providing more transportation choices.

Total Maximum Daily Load's (TMDL's)

An important aspect of conservation design is to enhance water quality. To begin to address TMDL's, as required by the Federal and State government, the Town should review existing regulations and determine where simple administrative and/or regulatory changes can be made to incorporate new techniques promoted by the State for stormwater management and improved water quality, including buffering, rain barrels, filter strips, and other infrastructure improvements.

The Town of Willards should encourage Wicomico County to develop comprehensive regional and sub-regional watershed analyses and characterizations, which identify and categorize resources. This process generally begins with a "Watershed Restoration Action Strategy" (WRAS) and can be included in the mandated Water Resources Element under Maryland House Bill 1141.

It is important for Wicomico County to establish a system for all jurisdictions, whereby TMDL's can be assessed on a regional by sub-regional watershed basis. The watershed characterization supplies the foundation for the TMDL process, particularly the development of methodologies and formulae to calculate when a watershed reaches critical mass in regards to new development and when potential nutrient trading may be required. Watersheds reaching a critical mass could nutrient trade to agricultural areas to off-set degraded areas. Any strategy may include "Best Management Practices," particularly for municipalities and encourage sensitive site design or conservation design that accounts for environmental factors and resources. In this regard, agricultural areas can become partners for minimizing water quality degradation in urban/suburban areas.

Design Principles

The Town of Willards is interested in having projects that are attractive, with good site planning, including structures, circulation, and landscaping, and well thought out in terms of how they relate to all surrounding properties. The views of the site and from the site should be clearly considered by the developer and addressed in development plans. Time spent on working out the details, both visual and functional, will speed approvals. The following general "rules" serves to clarify the Town's intent and stimulate the submission of noteworthy projects:

- Natural features and site constraints should suggest "natural" common sense design solutions. Development needs to design with nature, not fight, control, or dominate natural and ecological processes.

- The automobile should not be the dominant force that dictates the layout and design of residential communities. New residential streets should be narrow, discourage through traffic, be well landscaped with shade trees, and recognized as the principal public spaces

that they are. In view of their visual and functional importance, thought, deliberation, and investment in landscape and streetscape design should be evident.

- Substantial landscaping should be included in common open spaces that may be proposed. Landscaping should provide shade, shelter from wind, and visual screens or buffers from unsightly elements on adjoining properties or such on-site things as parking lots, loading areas, dumpsters, or utility structures. Landscaping also separates and buffers incompatible land uses such as the rear of commercial buildings and loading areas from adjoining residential lots. Landscaping can also provide wildlife habitat and linkages to forested and natural areas, greenways, and walking paths.

- Parking should not be a dominant site feature. Parking areas should be small scale, highly landscaped, attractive and inviting. Many examples exist of highly successful shopping areas where paved parking spots were reduced in favor of shade trees, landscaped berms, shrubs and flowers. Whenever possible, it is better to give preference to green space over asphalt and paved parking.

- Signage should be informative without being intrusive. Signs should not dominate the visual landscape. Signs should be compatible with their purpose, be clear, concise, and as small as reasonably possible. Small signs slow traffic, and low level pedestrian scale signage that is attached to its parent structure is preferred.

- The architecture and styles proposed should be in keeping with the building types and styles that have evolved in the region. The Town strongly encourages traditional designs and materials so that new developments blend seamlessly with the old. Modern materials and layouts need not conflict with the character of our Town if developers and builders are sensitive to the overall appearance of their creation.

Large-scale development projects can best address those issues that affect the Town's guiding principal for this element, protection and enhancement of our "small town character" by adhering to the following design parameters:

- Architectural harmony, including compatibility in styles, materials, colors, and building size and setbacks;

- Variety in housing types, density, and cost;

- Parks, squares, and other common open spaces for residents to interact and recreate, and to provide a setting for the architecture of the development;

- Neighborhood centers and civic spaces, which, depending on the scale of the development, can include places to shop, work, learn, or worship;

- An interconnected street system which is based on a modified grid system;

- Sidewalks, street trees, and substantial on-street parking, providing distinct separation between pedestrians and traffic;

- Streets and sidewalks that are spatially defined by buildings in a regular pattern, unbroken by parking lots;

- Traffic calming, including more narrow streets with shorter turning radii than suburban streets, and medians, circles and related features along prominent streets;

- Lighting which is designed for safe walking and signage which has a pedestrian orientation;

- A system of land subdivision and development which links one neighborhood to another and can logically be extended.

Building Character

The appearance and architectural character of new construction and renovation is a subject that warrants some discussion and guidance. While the Town has no intention to legislate style or "taste," it recognizes a responsibility to guide the overall appearance of our built environment. Toward that end the Town's objective is to ensure that additions to the community complement, blend with, and improve the general attractiveness and appearance of Willards.
The Town wants to maintain its rural Eastern Shore, small town character. That means new construction should take design inspiration from the simple forms and building masses that are prevalent in our area. Commercial buildings should retain as much of a residential "flavor" as is feasible. This can be accomplished in ways such as breaking up the façade of larger buildings to give the appearance of smaller structures that are grouped together, including generous roof pitches (and avoiding flat roofs), and using window, door, and siding details that are similar to styles commonly found in residential construction. Parking should be screened, landscaped, lit with pedestrian scale lighting fixtures, and distributed around the sides and rear of commercial buildings. The Town does not want large parking lots that present a "sea of asphalt" appearance. Shade trees and flowering shrubs should be combined with berms and evergreens to soften both building edges and parking areas.

Access, Circulation and Parking Design

The layout of access and circulation systems in new developments must balance the mobility, safety and other needs of pedestrians, bicyclists, and vehicular traffic. Achieving this end requires more than simply complying with street standards and specifications. Successful design of access, circulation and parking systems in new developments requires considerable effort.

Streets may be the most important public spaces in neighborhoods and must be thought of as an integral part of the overall design of communities. Interconnected streets encourage people to walk by providing a variety of route options. Small blocks encourage people to walk by maintaining a human scale environment. A fine-grained system of streets, pedestrian ways and bicycle routes helps disperse traffic and reduce congestion. Multiple streets provide opportunities

to connect new neighborhoods with old neighborhoods. Pedestrian walkways, bicycle lanes, and other amenities enhance the desirability of walking and bicycling.

New development design should be based on a modified grid system consisting of a simple and logical hierarchy of streets that contributes to the sense of place and helps orient people. Every lot should be afforded a reasonable means of ingress and egress for emergency vehicles as well as for all those likely to need or desire access to the property in its intended use. No direct driveway access should be provided onto an existing or planned major collector street from a residential lot. Vehicles should be able to enter and exit without posing any substantial danger to themselves, pedestrians, or vehicles traveling on abutting streets, or interfere with the free and convenient flow of traffic on abutting or surrounding streets.

Alleys provide opportunities for parking in the rear of housing and contribute to the overall permeability of the road network. Alleys should be considered for all residential neighborhoods and as access to rear parking areas in commercial and office areas.

The street layout should present an attractive streetscape. A streetscape that is interesting to pedestrians encourages more people to walk. Buildings should front on the street. Structures, whether residential, commercial, or office, should form a continuous street edge, a vertical wall that contains the street and encloses space. In this regard, most streets need to be designed so that they are usable and frontable

.

The street layout should permit the safe, efficient, and orderly movement of traffic while meeting the multi-faceted needs of drivers, pedestrians and bicyclists. Street rights-of-way should be adequate to serve all functions including carrying motor vehicle, bicycle and pedestrian traffic, allow on-street parking, and serve as a link in the town's drainage system.

Streets should connect with surrounding streets to permit the convenient movement of traffic between neighborhoods or to facilitate access to neighborhoods by emergency service vehicles or for other sufficient reasons. The street layout should serve the needs of the neighborhood and discourages use by through traffic. At the same time, the layout should provide appropriate vehicular and pedestrian connections between residential neighborhood, shopping and employment areas.

The design of circulation systems in all new developments should be consistent with the recommendations of this Comprehensive Plan. Proposed new streets should provide for the appropriate extension of existing streets and key links of planned collector roads. The street layout should respect natural features, should relate appropriately to the topography and should be designed to facilitate the drainage and storm water runoff.

The design of residential streets should discourage motorists from traveling above the intended speed and reflect their function in the system hierarchy. In particular, horizontal and vertical alignment should not be conducive to excess speed. Residential streets will be designed to manage the speed and volume of traffic in residential neighborhoods using "traffic calming" methods that encourage speeds of 25 mph or less. Lower order streets should be less than 1/3

mile in length, so that motorists will have no incentive to speed. The majority of roadways should utilize “T” intersections or controlled 4-way intersections with roundabouts.

When required, parking lots should consist of heavily landscaped small lot segments that are unobtrusive. In commercial areas, parking should consist of ample on-street parking and small lots located to the side or rear of buildings and screened from the main commercial street. Access to parking should be provided from rear driveways where possible. All parking lots should be screened from adjacent residential uses.

Appropriate facilities for bicycles should be provided at key commercial, civic and recreation locations. To ensure this, the Town Zoning and Subdivision codes should be amended to require non-residential uses to provide bicycle storage/parking facilities to encourage and support this alternative mode of travel.

Park and Open Space

A variety of parks and open space should be provided for enjoyment by people of all ages. Parks and open space should be purposeful components of design and should be prominently displayed. Special views and vistas should be framed or enhanced. Greens or commons should be located in each neighborhood to function as community gathering areas. Formal parks should be designed to complement civic architecture, where appropriate. Parks should serve the active and passive recreation needs of residents. Parks should be located within easy walking distance (500 to 800 feet) of every residence. Parks and open space should be linked together by walking paths to the maximum extent possible. In all cases parks should be easily accessible and highly visible. Ideally, neighborhood parks or greens should be fronted on at least two sides by residential units so that residents can clearly see park activities.

The design of parks should respond to user needs. As a general rule, park design should adhere to the following principles:

- Everything should have an identified purpose;
- Design should be for people not a simple application of standards;
- Both function and aesthetics should be satisfied;
- Nothing should be randomly placed;
- Satisfy the technical requirements, e.g., for play fields, ball courts, etc.
- Use the most cost efficient design; and
- Provide for ease of use and supervision.

Current park facilities are adequate to serve the needs of the existing population. New developments should be required to provide a variety of park and open space facilities to address the needs of the new neighborhoods. Parks should range from small, vest-pocket parks located within the neighborhoods to larger, community parks serving all Town residents, as deemed appropriate.

ADMINISTRATION AND ENFORCEMENT

Streamlining the Development Review Process

Development review of infill and redevelopment projects within the old town portions of Willards will be streamlined by amending the Zoning Code to give The Willards Planning and Zoning Commission greater authority to vary certain development standards for proposed projects that meet voluntary design guidelines.

Innovative Development Techniques

Amendments to *The Town of Willards Zoning Code* will add special provisions for planned developments. The standards and guidelines will establish a development and design framework for mixed-use projects, including commercial and business uses appropriate to a neighborhood context. The process will include a requirement that a "Developer Rights and Responsibilities Agreement" (DRRA) is executed as part of the zoning approval process.

Comprehensive Plan Updates

The ability of a municipal government to develop comprehensive plans and land-use regulations are based on the laws of the State of Maryland and on the charter and ordinances passed by the Town. This Comprehensive Plan provides a guide for the management of Willards and should be followed by the Town government.
The Willards Planning and Zoning Commission, appointed by The Town Council, are charged with ensuring that this Plan is followed. The Willards Planning and Zoning Commission advises The Town Council on changes that might need to be made to the Comprehensive Plan and its implementing regulations over the Plan's life.

The Comprehensive Plan is not a document that should remain "on the shelf." Copies should be provided to all members of The Willards Planning and Zoning Commission and the Town Council; as well as all employees and consultants that have responsibilities governed by the Comprehensive Plan.

The Willards Planning and Zoning Commission should also review the Plan every year. The Comprehensive Plan should be reviewed on six-year intervals to ensure that it still reflects and satisfies the needs of the Town and the citizens. The yearly review and the six-year review should be done as part of regular Planning and Zoning Commission meetings and as part of a public hearing on the Comprehensive Plan to ensure that appropriate citizen input is provided to The Willards Planning and Zoning Commission.

Because the central role of The Willards Planning and Zoning Commission is guiding growth, development, and revitalization, it is important that it be composed of residents of the community. The Willards Planning and Zoning Commission should be kept at full strength at all times and the Town should ensure that they remain current with changing State laws and policies, with Wicomico County's laws and regulations, and with the management of Willards, providing the proper advice and guidance.

In addition, The Willards Planning and Zoning Commission should have at least the following responsibilities:

- Maintain a current and accurate Comprehensive Plan and enforcement regulations for the Town of Willards;
- Review all decisions made by both Willards and other agencies that might affect the Town, the Comprehensive Plan, zoning regulations, subdivision ordinances, land-use regulations and guidance, and the future direction of Willards and its government and governance;
- Review and act on all requests for subdivision and other land-use change requests;
- Review and recommend changes on all revisions to the Willards Zoning Ordinance and associated maps;
- Assist the Town Council in the development of a Capital Improvements Program-CIP;
- Activate and participate in all programs and recommendations in the Comprehensive Plan and in other regulations, ordinances, and resolutions that fall into areas of responsibility;
- Complete other tasks and responsibilities that might be assigned to it by the Town Council; and
- Recommend changes to the Comprehensive Plan, zoning regulations, subdivision ordinances, and other land-use policies, regulations, and guidance.

APPENDIX A: SUMMARY TABLE – MUNICIPAL BUILD-OUT (INFILL & REDEVELOPMENT AREAS)

The following table summarizes data for infill and redevelopment land, as defined in the 2009 Willards Comprehensive Plan. This includes tax identification number (if available); location (map, grid, and parcel); zoning and land use; description of current land use; and acreage.

ACCTID	MAP	GRID	PARCEL	ZONING	LU	DESCLU	ACRES
2314022953	0601	0017	0628	R	A	Agricultural	7.98669364314
2314000925	0601	0004	0506	R	R	Residential	0.07664474249
2314001972	0600	0023	0426	R	R	Residential	0.44210424653
2314001786	0033	0015	0190	R	A	Agricultural	3.83860600046
2314004793	0600	0022	0319		R	Residential	0.34220700704
2314001263	0601	0008	0364	R	R	Residential	0.22105676325
2314001271	0601	0008	0365	R	R	Residential	0.15554909098
2314001298	0601	0008	0366	R	R	Residential	0.17541424713
2314002286	0600	0017	0539	R	R	Residential	0.08471603489
2314002448	0601	0006	0597	AR	R	Residential	2.33250941362
2314002545	0600	0018	0565	R	R	Residential	7.22343380654
2314002987	0601	0008	0374	R	R	Residential	0.76108053959
2314003673	0600	0017	0431	R	R	Residential	0.20586651461
2314004807	0600	0022	0319	R	R	Residential	0.35147884337
2314004653	0601	0008	0301	R	R	Residential	0.32492541593
2314005730	0601	0009	0406	R	R	Residential	0.15674790464
2314004157	0600	0023	0450	R	R	Residential	0.18176419387
2314004440	0601	0010	0634	R	R	Residential	0.33291410403
2314004459	0601	0010	0778	R	R	Residential	0.35170185584
2314004467	0601	0010	0633	R	R	Residential	0.35192340134
2314004475	0601	0010	0632	R	R	Residential	0.32777688813
2314004483	0601	0011	0631	R	R	Residential	0.19153457351
2314005099	0601	0011	0571	R	R	Residential	0.87968366500
2314005382	0600	0017	0561	R	R	Residential	0.26177522319
2314007628	0601	0004	0516	R	R	Residential	0.12234476218
2314008160	0600	0017	0447	R	R	Residential	0.25590950267
2314008411	0600	0018	0542	R	R	Residential	0.24263425307
2314012206	0600	0008	0269		R	Residential	0.34460978754
2314012214	0600	0008	0269		R	Residential	0.45345318245

2314011439	0600	0008	0269	R	R	Residential	0.31544279805
2314011501	0600	0008	0269	R	R	Residential	0.68900231857
2314012842	0600	0017	0578		R	Residential	0.17864936500
2314012850	0600	0017	0578		R	Residential	0.22021239388
2314012974	0600	0022	0319		R	Residential	0.34862935007
2314012982	0600	0022	0319		R	Residential	0.33174796541
2314012990	0600	0022	0319		R	Residential	0.35058860598
2314013016	0601	0009	0402	R	R	Residential	0.49569879974
							0.31231156058
2314000615	0601	0016	0681	R	R	Residential	0.59891163343

2314001905	0601	0022	0685	R	A	Agricultural	10.52265414992
2314010513	0601	0017	0780	R	R	Residential	0.67926119440
2314010513	0601	0017	0780	R	R	Residential	0.00009914904
							0.30373289852
							0.24671078232
							0.18593193590
							0.20637278538
							0.23159509193
							0.25936821765
							0.29196941106

2314006567	0033	0015	0034	AR	A	Agricultural	1.56845742005
2314006621	0601	0002	0299	R	A	Agricultural	13.48986786439
2314011315	0600	0001	0270	AR	R	Residential	10.74468826120
2314000240	0601	0017	0623	R	R	Residential	0.36155284608
2314022945	0601	0017	0628		A	Agricultural	1.84629713378
2314000798	0601	0011	0686	R	R	Residential	1.06363754653
2314008349	0033	0008	0013	AR	A	Agricultural	2.88035586584
2314000623	0601	0016	0682	R	R	Residential	0.32881758602
2314002642	0600	0017	0446	R	C	Commercial	0.52324039632
2314001166	0600	0011	0529	R	R	Residential	1.17858198543

2314001174	0600	0011	0528	R	R	Residential	0.66106942088
2314001336	0601	0008	0392	C	C	Commercial	0.47060076278
2314003029	0601	0014	0391	C	C	Commercial	0.39827818016
2314004300	0033	0021	0210		A	Agricultural	6.29117481232
2314001921	0601	0021	0770	I	C	Commercial	8.86249281194
2314004335	0601	0013	0789	R	R	Residential	0.38716291131
2314004963	0601	0014	0773	C	RC	Residential Co	6.30683863143
2314004998	0042	0002	0008	AR	A	Agricultural	12.00160369569
2314006370	0601	0020	0774	C	RC	Residential Co	2.23150378909
2314006745	0042	0003	0097	AR	A	Agricultural	0.90926633482

2314009000	0601	0014	0771	C	C	Commercial	1.02588945034
2314012885	0033	0021	0238	C	C	Commercial	1.84249897493
2314012877	0033	0021	0237	C	C	Commercial	18.90060952864
							21.43996324166
2314000143	0033	0021	0213	R	R	Residential	5.30860013319
2314010939	0033	0021	0212	C	C	Commercial	24.79032552592
2314000895	0601	0022	0688	I	C	Commercial	1.31078975420
							4.37425164026
							43.08162284653

ACCTID	MAP	GRID	PARCEL	ZONING	LU	DESCLU	ACRES
2314006818	0600	0009	0316	R	R	Residential	0.00617071008
2314006818	0600	0009	0316	R	R	Residential	0.00366036612
2314006818	0600	0009	0316	R	R	Residential	0.00169996354
2314006818	0600	0009	0316	R	R	Residential	0.00091222760
2314006818	0600	0009	0316	R	R	Residential	0.00143411867
2314006818	0600	0009	0316	R	R	Residential	0.00111088635
2314006818	0600	0009	0316	R	R	Residential	0.00057909989
2314000275	0601	0007	0788	R	R	Residential	2.75291855898
2314000577	0033	0020	0174	AR	A	Agricultural	2.92025363856

2314001794	0601	0006	0783	R	R	Residential	2.64105821582
2314003827	0601	0009	0346	R	R	Residential	1.18292674470
2314004319	0601	0011	0630	R	A	Agricultural	4.36615070058
2314004351	0601	0010	0642	R	R	Residential	2.44797157732
2314005250	0601	0016	0674		A	Agricultural	11.13734127850
2314006281	0601	0001	0298	R	A	Agricultural	15.18370261143
2314006362	0033	0020	0215	AR	A	Agricultural	0.00780049544
2314006818	0600	0009	0316	R	R	Residential	43.60738233004
2314008381	0600	0017	0563	R	R	Residential	1.57128268895
2314022910	0601	0023	0777	R	R	Residential	2.04939443221

2314001751	0601	0016	0684	R	A	Agricultural	5.25731617129
2314002251	0600	0017	0540	R	R	Residential	2.98658210881
2314005153	0600	0018	0543	R	A	Agricultural	5.33781878686
							0.14995457634
							0.17259650174
							0.23078887265
							0.19654357549
							0.23023649978
							0.22619167623
							0.23567007729

							0.24889897261
							0.23352357828
							0.26431932453
							0.22611391115
							0.50475970458
							0.32334757040
							0.30479457926
							0.45832204214
							0.23254874636
2314011331	0601	0006	0784	R	R	Residential	0.56554311987

2314010408	0601	0015	0670	C	M	Apartments	3.45817016743
2314004327	0601	0016	0629	C	C	Commercial	4.38017136688
2314001778	0601	0016	0683	R	R	Residential	0.55785181514
2314001387	0600	0010	0519	I	I	Industrial	23.73599726010
2314001409	0600	0010	0518	I	I	Industrial	5.79778135585
2314000186	0601	0023	0689	R	R	Residential	0.86857686967
2314000011	0601	0008	0348	C	C	Commercial	0.53921404130
2314001077	0601	0009	0472	R	R	Residential	0.29501695177
2314001344	0601	0008	0350	C	C	Commercial	0.30931400861
2314002405	0601	0009	0396	C	C	Commercial	0.38752510764

2314002413	0601	0009	0473	R	R	Residential	0.14928909838
2314002456	0601	0014	0390	C	C	Commercial	1.69705268435
2314003002	0601	0008	0393	C	C	Commercial	1.81629580578
2314007466	0601	0008	0373	C	C	Commercial	0.70819707566
2314011900	0601	0008	0349	C	C	Commercial	0.21076574488
2314005684	0601	0016	0679	I	R	Residential	0.11899275135
							7.15562524051
2314003223	0601	0022	0687	I	C	Commercial	1.37525640371
2314010653	0601	0022	0787	I	C	Commercial	0.15209393889
							5.03532235162

APPENDIX B: SUPPLEMENTAL WATER RESOURCES DATA

Table 1
Summary of Point and Nonpoint TN and TP Loading
Upper Pocomoke River Watershed with
2030 Willards Land Use Plan

Land Use and Septic Systems

	2002 LU, 2002 BMPs	2002 LU, Trib Strat BMPs	Scenario 1 Trib Strat BMPs
	(Acres)	(Acres)	(Acres)
Development	3,125	3,125	3,222
Agriculture	41,941	41,941	41,876
Forest	49,944	49,944	49,913
Water	47	47	47
Other	621	621	621
Total Area	95,679	95,679	95,679
Residential Septic (EDUs)	1,347	2,151	2,151
Non-Residential Septic (EDUs)	108	215	215

Total Nitrogen Loading

	2002 LU, 2002 BMPs	2002 LU, Trib Strat BMPs	Scenario 1 Trib Strat BMPs
	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)
Development NPS	27,426	18,864	19,443
Agriculture NPS	661,840	368,103	367,504
Forest NPS	74,093	69,922	69,878
Other Terrestrial NPS	5,456	3,760	3,760
Total Terrestrial Load	**768,815**	**460,649**	**460,585**
Residential Septic (EDUs)	12,948	20,677	19,445
Non-Residential Septic (EDUs)	369	737	693
Total Septic Load	**13,317**	**21,414**	**20,138**
Total NPS Nitrogen Load	**782,132**	**482,063**	**480,724**
Total PS Load	**8,277**	**8,277**	**6,702**
Total Nitrogen Load (NPS+PS)	**790,409**	**490,340**	**487,426**

Total Phosphorus Loading

	2002 LU, 2002 BMPs	2002 LU, Trib Strat BMPs	Scenario 1 Trib Strat BMPs
	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)
Development NPS	3,554	1,268	1,307
Agriculture NPS	46,931	40,341	40,272

Forest NPS	1,122	999	998
Other Terrestrial NPS	713	252	252
Total Terrestrial Load	**52,320**	**42,860**	**42,829**
Total PS Load	**1,381**	**1,381**	**1,289**
Total Phosphorus Load (NPS+PS)	**53,702**	**44,241**	**44,118**

Impervious Cover and Open Space

	2002 LU, 2002 BMPs	**2002 LU, Trib Strat BMPs**	**Scenario 1 Trib Strat BMPs**
Total Impervious Cover	820	820	863
Open Space. Agriculture	41,941	41,941	41,876
Forest	49,883	49,883	49,851
Percent Impervious Cover	0.86%	0.86%	0.90%

Table 2
Summary of Point and Nonpoint TN and TP Loading
DNR 12 Digit Watershed 021302030652 with
2030 Willards Land Use Plan

Land Use and Septic Systems

	2002 LU, 2002 BMPs	**2002 LU, Trib Strat BMPs**	**Scenario 1 Trib Strat BMPs**
	(Acres)	**(Acres)**	**(Acres)**
Development	746	746	843
Agriculture	6,421	6,421	6,355
Forest	4,087	4,087	4,056
Water	15	15	15
Other	20	20	20
Total Area	11,289	11,289	11,289

Residential Septic (EDUs)	0	260	260
Non-Residential Septic (EDUs)	0	3	3

Total Nitrogen Loading

	2002 LU, 2002 BMPs	**2002 LU, Trib Strat BMPs**	**Scenario 1 Trib Strat BMPs**
	(Lbs/Yr)	**(Lbs/Yr)**	**(Lbs/Yr)**
Development NPS	6,536	4,500	5,079
Agriculture NPS	101,364	56,437	55,839
Forest NPS	6,063	5,722	5,678
Other Terrestrial NPS	178	123	123
Total Terrestrial Load	**114,142**	**66,783**	**66,719**

Residential Septic (EDUs)	0	2,499	2,350
Non-Residential Septic (EDUs)	0	9	8
Total Septic Load	**0**	**2,508**	**2,358**

Total NPS Nitrogen Load	**114,142**	**69,291**	**69,077**
Total PS Load	**8,277**	**8,277**	**6,702**
Total Nitrogen Load (NPS+PS)	**122,419**	**77,568**	**75,779**

Total Phosphorus Loading

	2002 LU, 2002 BMPs	**2002 LU, Trib Strat BMPs**	**Scenario 1 Trib Strat BMPs**
	(Lbs/Yr)	**(Lbs/Yr)**	**(Lbs/Yr)**
Development NPS	840	303	341
Agriculture NPS	7,233	6,188	6,118
Forest NPS	92	82	81
Other Terrestrial NPS	24	8	8
Total Terrestrial Load	**8,189**	**6,580**	**6,549**
Total PS Load	**1,381**	**1,381**	**1,289**
Total Phosphorus Load (NPS+PS)	**9,570**	**7,961**	**7,838**

Impervious Cover and Open Space

		2002 LU, 2002 BMPs	**2002 LU, Trib Strat BMPs**	**Scenario 1 Trib Strat BMPs**
	Total Impervious Cover	178	178	221
Open Space	Agriculture	6,421	6,421	6,355
	Forest	4,087	4,087	4,056
	Percent Impervious Cover	1.58%	1.58%	1.96%

APPENDIX C: IMPLEMENTATION MATRIX

TABLE 1: LAND USE & GROWTH MANAGEMENT		
LAND USE GOALS	**LAND USE OBJECTIVES**	**LAND USE RECOMMENDATIONS**
GOAL #1: Preserve and enhance the existing character of Willards through compatible growth in existing properties.	**OBJECTIVE #1:** Develop simple and practical regulations to encourage appropriate infill and redevelopment within existing neighborhoods including incentive based processes/procedures for new development and redevelopment.	**RECOMMENDATION #1:** Encourage the revitalization and continued improvement of Willards with a special emphasis on the Town Center and Neighborhood Conservation Districts. To accomplish this goal, the Town Council should specifically identify and designate future revitalization areas.
GOAL #2: Preserve the existing residential neighborhood areas in Willards and ensure that new development is consistent with Town character.	**OBJECTIVE #2:** Develop regulations that reflect good design standards and practices.	**RECOMMENDATION #2:** Require a mandatory percentage of open space for new development areas that promotes sensitive area protection and passive and active recreation for residents.
GOAL #3: Encourage the restoration, rehabilitation, and adaptive reuse of existing buildings.	**OBJECTIVE #3:** Prevent development on land that is unsuitable for development because of soil characteristics, high water tables, or other natural limitations.	**RECOMMENDATION #3:** Contain the costs of future development and growth to ensure that costs do not burden current and future residents and businesses. Accordingly, new development should be expected to pay for the extension of municipal services and capital improvements resulting from such new development as well as pay for the necessary technical expertise to review plans.
GOAL #4: Improve existing property values and the climate for new investment and reinvestment in Willards by addressing key infrastructure	**OBJECTIVE #4:** Limit "through" traffic in residential neighborhoods and heavy vehicles in the Town Center.	**RECOMMENDATION #4:** Promote inter-jurisdictional coordination and future cooperative planning and zoning efforts with Wicomico County.
GOAL #5: Stabilize property values through the adoption of appropriate regulations.	**OBJECTIVE #5:** Control the location of new development in a manner consistent with efficient use of existing planned facilities, services, and amenities.	**ZONING ORDINANCE**
GOAL #6: Expand the tax base of the Town by encouraging appropriate infill and redevelopment of vacant and underutilized properties.	**OBJECTIVE #6:** Protect residential areas from encroachment by incompatible land uses.	**RECOMMENDATION #1:** Adopt new official zoning map(s) to implement the recommendations of the Comprehensive Plan.
GOAL #7: Utilize the unique location advantage of Willards on U.S. Route 50 for development that will increase employment opportunities for	**OBJECTIVE #7:** Evaluate development with regard to the availability of, and impact on, public facilities and services.	**RECOMMENDATION #2:** Create special overlay planning districts for the Town Center, Neighborhood Revitalization, and Transitional

TABLE 1: LAND USE & GROWTH MANAGEMENT		
LAND USE GOALS	**LAND USE OBJECTIVES**	**LAND USE RECOMMENDATIONS**
residents and improve the assessable tax base.		Districts that encourage and facilitate context sensitive infill and redevelopment.
GOAL #8: Encourage development of new well designed and properly located commercial and industrial facilities and promote the maintenance and revitalization of existing commercial and industrial uses.	**OBJECTIVE #8:** Integrate land use and the street and highway networks to provide for the logical continuation and improvement of existing streets and highways in proper coordination with State and municipal facilities currently in existence.	**RECOMMENDATION #3:** Create a "Planned Neighborhood Floating Zone" applicable to the Planned Mixed-Use District. Establish development standards and guidance for planned mixed-use development areas that insure compliance with the Town's development design objectives.
GOAL #9: Maintain and create desirable residential (home) environments for all residents of Willards based on "smart neighborhood" principles.	**OBJECTIVE #9:** Require adequate recreational facilities and open space as part of new residential developments, where applicable.	**RECOMMENDATION #4:** Revise current development review processes. For other than a permitted uses requiring a building permit, require all applicants to first submit a conceptual development plan, including proposed building types and typical building elevations. Periodically update the development review and approval process to ensure that reviews can be carried out in a timely fashion and ensure appropriate decisions are made with regard to plan review and approvals required for new projects.
GOAL #10: Ensure new development is consistent with the overall growth objectives of Willards by adopting appropriate development codes/standards and ensuring that all new development is appropriate in scale and size for Willards. **GOAL #11:** Improve coordination between Willards and Wicomico County to promote inter-jurisdictional coordination and cooperation as required by State law.	**OBJECTIVE #10:** Provide for a variety of open space areas, recreational facilities, and the protection of undeveloped natural areas.	**RECOMMENDATION #5:** Where possible, streamline current regulations and create flexible processes/procedures to promote investment and reinvestment in existing properties and promote context sensitive design for infill and redevelopment.
GOAL #12: Protect sensitive environmental areas.	**OBJECTIVE #11:** Encourage greater recognition by all citizens that land is a finite resource and its wise use and effective conservation is essential for the survival of existing and future generations. This objective is consistent with Vision 4 of the "Planning Act, "stewardship of the Chesapeake Bay and the land is a universal ethic."	**RECOMMENDATION #6:** Establish development standards that are consistent with the existing lot and development pattern in surrounding neighborhoods.

TABLE 1: LAND USE & GROWTH MANAGEMENT		
LAND USE GOALS	**LAND USE OBJECTIVES**	**LAND USE RECOMMENDATIONS**
GOAL #13: Ensure that all current and future residents and businesses in Willards have adequate public services necessary to protect the health, safety, and welfare and to promote an attractive environment in which to live and work.	**OBJECTIVE #12:** Encourage continued growth in a manner that will preserve significant natural features and other resources by requiring proper planning and design techniques for future development to address sensitive environmental concerns. This objective is consistent with Vision 2 of the Planning Act, whereby "sensitive areas are protected."	**RECOMMENDATION #7:** Adopt a "Commercial Corridor Overlay Zone" applicable to properties in the U.S. Route 50 and MD 354 corridor south of Old Ocean City Road. Include standards for buffers, signage, access management, lighting, and landscaping etc.
	OBJECTIVE #13: Encourage the preservation of historic and cultural resources that define Town character.	**RECOMMENDATION #8:** Adopt zoning review fees that cover the cost of Town review, including the cost of any professional assistance The Willards Planning and Zoning Commission or Town Council may need to adequately evaluate the merits of a proposed development.
	OBJECTIVE #14: Encourage energy conservation in residential development and establish subdivision and zoning regulations to accommodate techniques that achieve greater energy efficiency in accordance with Vision 5 of the Planning Act, which states the following "conservation of resources, including a reduction in resource consumption, is practiced."	**RECOMMENDATION #9:** Establish "Design Objectives" for each zoning district based on the basic design principles:
	OBJECTIVE #15: Encourage residential development that reflects good design practices to promote efficient use of available land to produce attractive subdivisions and other developments.	**RECOMMENDATION #10:** Develop parking requirements appropriate to the use proposed. Allow flexible parking arrangements (e.g., shared parking) where appropriate.
	OBJECTIVE #16: Work with the County to develop inter-jurisdictional mechanisms to streamline mutually related processes and facilitate growth management in accordance with Willards' position as a Wicomico County Growth Area.	**RECOMMENDATION #11:** Encourage the adaptive reuse of existing buildings.
		RECOMMENDATION #12: Establish minimum protection standards for "Sensitive Areas."

TABLE 1: LAND USE & GROWTH MANAGEMENT		
LAND USE GOALS	**LAND USE OBJECTIVES**	**LAND USE RECOMMENDATIONS**
		RECOMMENDATION #13: Ensure appropriate provisions to address flooding and stormwater management. Encourage the use of innovative low impact stormwater management techniques, when feasible.
		RECOMMENDATION #14: Require a minimum set aside of land in proposed developments for neighborhood parks that meet the active and passive recreation needs of residents. Where appropriate accept a fee in-lieu of open space provided the fees are used to develop public park and open space facilities that will serve the residents of the proposed development.
		RECOMMENDATION #15: Encourage development of housing units affordable to town residents earning at or below the medium income for Wicomico County. Consider offering appropriate density bonuses to achieve this objective.
		SUBDIVISION REGULATIONS
		RECOMMENDATION #1: Update the Town's subdivision regulations consistent with the recommendations of this Comprehensive Plan.
		RECOMMENDATION #2: Develop design standards and guidelines for all new major subdivisions and all commercial and industrial construction and alterations.
		RECOMMENDATION #3: Maintain and develop a road network that calms traffic in residential areas and gives appropriate consideration to the needs of pedestrians and bicyclists.

TABLE 1: LAND USE & GROWTH MANAGEMENT		
LAND USE GOALS	**LAND USE OBJECTIVES**	**LAND USE RECOMMENDATIONS**
		RECOMMENDATION #4: Require that no development may be approved unless it can be demonstrated that public facilities, adequate to meet the needs of proposed development, exist or are planned and will be available when needed. To accomplish this recommendation evaluate the appropriateness of adopting an adequate public facilities ordinance and/or impact fees to address demand on public facilities and services created by new development.
		RECOMMENDATION #5: Develop a Willards "Developer's Rights and Responsibilities Agreement" Ordinance. Use DRRAs to address mitigation of impacts on Town facilities and services.
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 2: COMMUNITY FACILITIES		
FACILITIES GOALS	**FACILITIES OBJECTIVES**	**FACILITIES RECOMMENDATIONS**
GOAL #1: Provide an appropriate array of community facilities and services required to maintain the health, safety and welfare of the residents of Willards.	**OBJECTIVE #1:** Assure the continued expansion of public facilities and services is commensurate with local financial capabilities and the capacity of each system.	**RECOMMENDATION #1:** Upgrade the Town's water and sewerage facilities and services to accommodate infill and redevelopment as needed.
	OBJECTIVE #2: Assure the provision of community services and facilities to all living and working areas of Willards in accomplished in a manner which is the least disruptive to the environmental qualities of the area.	**RECOMMENDATION #2:** Annex the Town's existing wastewater treatment site (WWTP), which currently lies outside corporate boundaries. This area can be annexed in the future to provide Willards with flexibility for WWTP upgrades.
	OBJECTIVE #3: Encourage the efficient use of natural resources of the area such as water, waterways and scenic areas for the benefit of all residents of Willards.	**RECOMMENDATION #3:** Conduct regular assessments of the Willards Volunteer Fire Department to determine if expansion of facilities is needed as the Town's population increases.
	OBJECTIVE #4: Encourage the use of public lands and buildings for a variety of public purposes	**RECOMMENDATION #4:** Regularly assess the need for additional support from the Wicomico County Sheriff's Department and/or the need to establish a Willards police department as the Town's population increases.
		RECOMMENDATION #5: Establish at least one neighborhood park on the southerly end of Town so that residents of that area will be within quick and easy walking distance of a park area.
		RECOMMENDATION #6: Require new developments to set aside land for neighborhood parks. These facilities should be centrally located for adjacent neighborhoods and easily accessible (pedestrians and vehicles) from anywhere within the Town.
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 3: MUNICIPAL GROWTH		
CONSERVATION GOALS	**CONSERVATION OBJECTIVES**	**CONSERVATION RECOMMENDATIONS**
GOAL #1: Determine the future pattern of growth and development in The Town of Willards and address associated impacts on facilities, services, and infrastructure.	**OBJECTIVE #1:** Perform a detailed impact analysis of new growth and development on Town services, facilities, and infrastructure.	**RECOMMENDATION #1:** Preserve the small town historic and rural character of Willards, while also preserving single-family neighborhood community identity by initiating local municipal policies and regulations to stabilize neighborhoods.
	OBJECTIVE #2: Address potential impacts of growth and development in the Town's Capital Improvements Program (CIP), which should be updated annually.	**RECOMMENDATION #2:** Review, update, and revise The Town of Willards' development standards, guidelines, regulations, processes, and procedures to achieve consistency with the Comprehensive Plan. This is particularly important for infill and redevelopment, annexation, and infrastructure.
	OBJECTIVE #3: Map Town infill and redevelopment areas as well as Town growth areas to define expectations for new development.	**RECOMMENDATION #3:** Require a mandatory percentage of open space for new development areas that promotes sensitive area protection and passive and active recreation for residents.
	OBJECTIVE #4: Improve inter-jurisdictional initiatives with Wicomico County to coordinate growth and development for effective growth management.	**RECOMMENDATION #4:** Require new planned development assess their impacts, including fiscal and environmental impacts.
	OBJECTIVE #5: Update Town policies, processes, and regulations to address infill and redevelopment issues and opportunities.	**RECOMMENDATION #5:** Contain the costs of future development and growth to ensure that costs do not burden current and future residents and businesses. Accordingly, new development should be expected to pay for the extension of municipal services and capital improvements resulting from such new development as well as pay for the necessary technical expertise to review plans.
		RECOMMENDATION #6: Promote inter-jurisdictional coordination and future cooperative

TABLE 3: MUNICIPAL GROWTH		
CONSERVATION GOALS	**CONSERVATION OBJECTIVES**	**CONSERVATION RECOMMENDATIONS**
		planning and zoning efforts with Wicomico County. If and when a Wicomico County Council of Governments (COG) is formed, Willards will be provided a forum to discuss issues and 1opportunities with County officials. In addition, the Wicomico County and The Willards Planning and Zoning Commissions should meet annually or periodically to discuss planning issues of mutual interest.
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 4: RESOURCE CONSERVATION		
CONSERVATION GOALS	**CONSERVATION OBJECTIVES**	**CONSERVATION RECOMMENDATIONS**
GOAL #1: Preserve and protect the natural and historic resources and features of Willards and the surrounding environs to insure a balance between development and the need to protect indigenous resources or features.	**OBJECTIVE #1:** Assess future development proposals in light of the site's physical suitability to accommodate development while protecting natural resources, historic features and the quality of the Town's groundwater.	**RECOMMENDATION #1:** The Town should seek ways to ensure that the Eastern Shore vernacular architecture found along its streets is maintained and preserved as a valuable asset and an important resource in regional heritage programs.
GOAL #2: Minimize adverse impacts on water quality (including ground water) that result from high nutrient loadings or pollutants in runoff from surrounding lands or from pollutants that are discharged from structures and to conserve fish, wildlife, and plant habitats in the Willards.	**OBJECTIVE #2:** Provide specific protection measures for the following areas: 1) Streams and stream buffers, 2) 100-year floodplain, 3) endangered species habitats, and steep slopes	**RECOMMENDATION #2:** The Town should support and participate in the region's heritage programs and initiatives, such as the Lower Eastern Shore Heritage Area and the Old Ocean City Road Scenic Byway, both of which serve as economic and community development tools. The Town's support of these programs will assist it in promoting its own economic development efforts, and contribute to the well-being of Town residents and businesses.
	OBJECTIVE #3: Identify wetlands and flood plains in order to provide the special protection they may need.	**RECOMMENDATION #3:** The Town should assist property owners in identifying financial incentives for rehabilitation and/or adaptive reuse of older buildings that exhibit important or traditional architectural features. New construction of commercial and residential buildings, including new development, infill and redevelopment, should reflect the characteristics of Willards' best historic architecture.
	OBJECTIVE #4: Preserve and protect fragile groundwater resources within the Town.	**RECOMMENDATION #4:** A large percentage of intact buildings in Willards predate World War II. The Town should consult with the Maryland Historical Trust (see below) to find out if an historic survey of the Town would be appropriate and/or advantageous.
	OBJECTIVE #5: Assure that proper stormwater	**RECOMMENDATION #5:** Willards should adopt

TABLE 4: RESOURCE CONSERVATION		
CONSERVATION GOALS	**CONSERVATION OBJECTIVES**	**CONSERVATION RECOMMENDATIONS**
	management and sediment and erosion controls are enforced in accordance with the Stormwater Management Ordinance.	zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, small retail operations, museums, and studio space for artisans, when such uses minimize exterior structural alteration.
	OBJECTIVE #6: Conserve forest and woodland resources and, wherever possible, replenish them through tree conservation measures and replanting programs in compliance with the Maryland Forest Conservation Act.	**RECOMMENDATION #6:** Willards may, through the use of various incentives, encourage the establishment of local historic districts in Willards. Incentives may include tax incentives and recognition through the awarding of plaques.
	OBJECTIVE #7: Insure that all new development and redevelopment minimizes pollutant loadings and runoff from the site through the implementation of sediment, stormwater and erosion control plans.	**RECOMMENDATION #7:** The Zoning Ordinance and Subdivision Regulations for Willards should require developers to identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.
	OBJECTIVE #8: Protect and preserve the most valuable remaining ecological lands (Green Infrastructure) in and around the Town, and encourage restoration of lands to a green infrastructure condition.	
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 5: WATER RESOURCES		
HOUSING GOALS	**HOUSING OBJECTIVES**	**HOUSING RECOMMENDATIONS**
GOAL #1: Provide an adequate and safe potable water supply to serve current and future residents.	**OBJECTIVE #1:** Take the necessary steps to ensure an adequate and safe potable water supply to serve the residents of The Town of Willards now and into the future.	**RECOMMENDATION #1:** Begin planning for additional sewer and water capacity when these systems are at 75% of permitted capacity.
GOAL #2: Protect water quality in the Upper Pocomoke River Watershed and the Chesapeake Bay.	**OBJECTIVE #2:** Implement appropriate measures to restore and protect water quality and contribute toward meeting water quality regulatory requirements in rivers and streams in the Upper Pocomoke River Watershed. This will require addressing current water quality impacts as well as future impacts from land development and population growth.	**RECOMMENDATION #2:** Consider sewer allocation policies and void committing sewer allocation on a long-term basis.
	OBJECTIVE #3: Protect the habitat value of the rivers, streams, and wetlands in the watershed.	**RECOMMENDATION #3:** Consider accepting a non-refundable option or reservation fee for sewer allocations and limit commitments to no more than two or three years.
	OBJECTIVE #4: Work with Wicomico and Worcester Counties and Pittsville to develop watershed planning and management strategies to minimize the impacts of land use and development on water resources.	**RECOMMENDATION #4:** Make education material regarding nutrient management to reduce fertilizer applications to grassed areas and lawns available to residents.
	OBJECTIVE #5: Develop Town-wide water conservation methods and policies.	**RECOMMENDATION #5:** Establish, maintain, and/or expand forest buffers in the form of linear wooded areas along streams to help filter nutrients, sediments and other pollutants in runoff.
		RECOMMENDATION #6: Work with developers, homeowners associations and individual homeowners to reduce the amount of impervious cover by implementing techniques such as clustered houses, narrow streets, reduced pervious surface in parking lot areas, shared driveways, and pervious paving materials.
		RECOMMENDATION #7: Require new development and infill and redevelopment projects to treat stormwater using nonstructural and micro-scale practices to the maximum extent feasible.

TABLE 5: WATER RESOURCES		
HOUSING GOALS	**HOUSING OBJECTIVES**	**HOUSING RECOMMENDATIONS**
		Techniques such as submerged gravel wetlands, rain water harvesting (cisterns and rain barrels), landscape infiltration, infiltration berms, and dry wells should become common practices. Stormwater should be filtered using such techniques as rain gardens, landscape and tree planters (e.g., linear tree pits, sidewalk planters), grass swales and bio-swales, tree-swales, grass filter strips and vegetated buffers.
		RECOMMENDATION #8: Encourage development design that maintains or enhances green infrastructure, and incorporates low impact design through stormwater management techniques for water quality and quantity management. The Town also should encourage LEED (Leadership in Energy and Environmental Design) technology to promote sustainable building practices, conserve energy, and improve water and air quality.
		RECOMMENDATION #9: Cooperate with Wicomico County in planning for conservation of water resources. This is particularly important when considering the Manokin aquifer. As stated in the draft Wicomico WRE, "the main concern for the Manokin Aquifer is the amount of potable water available." The Town should monitor the findings of USGS "Coastal Plain Aquifer System Study". One of the recommended strategies in the draft Wicomico County Water Resources Element is the creation of a "County-wide Water and Sewer Coordinating Board with authority to monitor the use, maintenance and expansion of all water and sewer systems within Wicomico County." If implemented, this "Coordinating Board" could be the point of contact for the Town to work cooperatively with Wicomico County in planning for and management of drinking water resources.

TABLE 5: WATER RESOURCES		
HOUSING GOALS	**HOUSING OBJECTIVES**	**HOUSING RECOMMENDATIONS**
		RECOMMENDATION #10: Cooperate with Wicomico, Worcester and Sussex Counties in watershed-wide planning and pollution control initiatives.
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 6: HOUSING		
HOUSING GOALS	**HOUSING OBJECTIVES**	**HOUSING RECOMMENDATIONS**
GOAL #1: Develop policies, initiate programs and acquire funding to help alleviate substandard housing conditions.	**OBJECTIVE #1:** Seek assistance through available State and Federal programs for rehabilitation or, in some cases where no other alternative exists, for removal and replacement of existing substandard rental and owner-occupied housing units.	**RECOMMENDATION #1:** Insure that regulatory policies align with affordable housing goals by correcting regulations or requirements that explicitly exclude affordable housing types or that unnecessarily raise the cost of construction.
GOAL #2: Provide, in appropriate locations, residential areas which can accommodate a variety of housing densities, types, sizes and costs to meet the needs of existing and future populations.	**OBJECTIVE #2:** Provide incentives to encourage the development of new affordable housing as well as to encourage restoration and rehabilitation of existing housing which is affordable for households earning less than the median family income of the Town.	**RECOMMENDATION #2:** Consider adopting an inclusionary zoning provision for large scale residential projects that requires a portion of housing units in a new development be reserved for affordable housing. Discuss adopting joint county/municipal inclusionary zoning requirements with Wicomico County and neighboring towns.
GOAL #3: Provide a supply of workforce and affordable housing sufficient to meet the needs of low and moderate income households and senior citizens.	**OBJECTIVE #3:** Develop tools and methods to insure an adequate supply of affordable housing as new development is approved. This includes encouraging or requiring that a minimum percentage of housing units in larger developments be constructed as moderately priced dwelling units.	**RECOMMENDATION #3:** Allow for garage apartments and other kinds of accessory dwelling units.
	OBJECTIVE #4: Locate affordable housing where public facilities and community services are adequate to meet the needs of a higher density community.	**RECOMMENDATION #4:** Permit higher-density residential development.
	OBJECTIVE #5: Seek public input to determine the types of affordable housing that would best meet the needs of Willards' citizens (i.e., accessory dwellings, townhomes, 'cottage' neighborhoods, etc.).	**RECOMMENDATION #5:** Implement public water and sewer projects that enable higher-density residential development and mixed-use neighborhoods in designated growth areas and encourage a mix of housing densities and types in new subdivisions.
		RECOMMENDATION #6: Allow modified and/or flexible building codes to eliminate unnecessarily costly construction requirements.
		RECOMMENDATION #7: Where appropriate, allow reduced street widths and other unnecessary infrastructure requirements.
		RECOMMENDATION #8: Streamline approval

TABLE 6: HOUSING		
HOUSING GOALS	**HOUSING OBJECTIVES**	**HOUSING RECOMMENDATIONS**
		processes to make the development process less time consuming.
		RECOMMENDATION #9: Waive or reduce fees (e. g., impact fees, excise tax) and infrastructure requirements, and provide other financial incentives for construction and renovation of workforce housing to make them financially feasible.
		RECOMMENDATION #10: Establish a housing trust fund to assist working families with programs dedicated solely to constructing or renovating affordable workforce housing, with the long-range goal of preserving workforce housing stock for subsequent program participants.
		RECOMMENDATION #11: Work with the County government and the County's largest employers to develop and promote employer-assisted housing programs to increase workforce housing in Willards:
*Note: The Implementation Matrix can be used as a reference guide for the Comprehensive Plan Goals, Objectives, and Recommendations. *Source: Redman/Johnston Associates, Ltd.		

TABLE 7: TRANSPORTATION		
TRANSPORTATION GOALS	**TRANSPORTATION OBJECTIVES**	**TRANSPORTATION RECOMMENDATIONS**
GOAL #1: Ensure the safe and efficient movement of goods and people.	**OBJECTIVE #1:** Provide a balance of transportation facilities meeting the needs of Willards.	**RECOMMENDATION #1:** It is recommended that the functional classification be adopted to maintain a balanced system of streets and provide guidelines for redevelopment of existing and construction of new streets.
GOAL #2: Provide an adequate transportation system with minimal Town expenditures.	**OBJECTIVE #2:** Coordinate various modes of transportation so that they complement each other.	**RECOMMENDATION #2:** Major collectors - Old Ocean City Road has adequate traffic capacity for the near future, but several street improvements may be warranted. Recommended improvements include: installation of curb, gutter, sidewalks and a bike lane where none exist with a planting space between curb and sidewalk. The Town should request the State Highway Administration undertake a Streetscape Project for the section of Old Ocean City Road within Willards' corporate boundaries (See Illustration 1).
GOAL #3: Encourage efficient use of energy in transportation.	**OBJECTIVE #3:** Establish a transportation network that moves people and goods rapidly, yet safely.	**RECOMMENDATION #3:** Minor collectors - Although existing streets classified as local collectors may not be able to be improved to meet recommended standards, all future minor collectors in the Willards area should conform to standards set forth in the Willards Subdivision Regulations and other Town standards and specifications.
GOAL #4: Coordinate transportation decisions regionally and locally.	**OBJECTIVE #4:** Provide an adequate transportation network with minimal Town expense.	**RECOMMENDATION #4:** Residential streets - A Capital Improvements Program should be undertaken to upgrade existing local streets. Such a program should include installation of sidewalks, curb and gutter and other streetscape improvements where feasible. Priority streets for improvements that would improve circulation of traffic should include Market Street, Main Street, Reginault, Truitt, Canal, Hearn, and Davis Streets. Traffic calming measures should be studied and implemented a key location, including along Main Street and on Davis Street (See Maps 5-2).

TABLE 7: TRANSPORTATION		
TRANSPORTATION GOALS	**TRANSPORTATION OBJECTIVES**	**TRANSPORTATION RECOMMENDATIONS**
	OBJECTIVE #5: Coordinate Town, County, State, and Federal transportation planning.	**RECOMMENDATION #5:** New streets – Infill and redevelopment projects within the Town should be required to expand the existing modified grid street system and connect to existing streets as appropriate.
	OBJECTIVE #6: Maximize the desired use of transportation systems while minimizing possible effects upon neighborhoods, the environment, and the general public.	**RECOMMENDATION #6:** Public Parking – The Land Use Plan emphasizes infill and redevelopment, including development of small-scale retail establishments in the Town Center and Transitional planning districts. The Town should identify opportunities to increase public parking in these areas. For example, the Town could enter into a lease agreement for use of the Lions Club parking area.
		RECOMMENDATION #7: Existing sidewalks along Main Street should be upgraded and widened.
		RECOMMENDATION #8: New and upgraded pedestrian and bike systems should focus on providing safe access the Town Center, shopping areas, the Elementary School and park and recreation facilities.
		RECOMMENDATION #9: New developments should be required to provide sidewalks, including sidewalks along property frontages.
		RECOMMENDATION #10: New development should be required to include bike and pedestrian trails, where feasible and appropriate.
		RECOMMENDATION #11: Streetscape improvements along Old Ocean City Road should include sidewalks on both sides of the road, a bike lane, street trees and traffic calming measures. The Town should coordinate a streetscape improvement project along Old Ocean City Road to achieve this objective.
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