

Comprehensive Plan



Town of Cecilton, Maryland



March 2010

TOWN OF CECILTON

Resolution #2010-03

A RESOLUTION FOR ADOPTION OF THE COMPREHENSIVE PLAN FOR THE TOWN OF CECILTON

WHEREAS, the provisions of Article 66B, Section 3.05(b) of the Annotated Code of Maryland requires all jurisdictions, at intervals of no more than six years, to review and, if necessary, update the Comprehensive Plan; and

WHEREAS, this plan is made in accordance with Article 66B of the Annotated Code of Maryland with the general purpose of providing guidelines for growth and development, and strategies and recommendations for implementation which will accommodate present and future needs, promote the health, safety, and general welfare of the Town and its citizens; and

WHEREAS, in accordance with Article 66B, Section 3.07(b) of the Annotated Code of Maryland after the duly advertised public hearing, an updated Comprehensive Plan for the Town of Cecilton has been approved by the Cecilton Planning Commission on March 9, 2010; and

WHEREAS, the Cecilton Planning Commission recommended to the Mayor and Town Council of Cecilton the adoption of the updated Comprehensive Plan.

NOW, THEREFORE BE IT RESOLVED by the Mayor and Town Council of Cecilton, that the Comprehensive Plan, as updated, be adopted as the official Comprehensive Plan for the Town of Cecilton.

Resolved and Adopted this day, March 22, 2010.

John J. Bunnell, Mayor
Michael Cooper, Council Member
Joseph Zang, III, Council Member

Terry Moore
Terry Moore, Council Member
Absent
Craig DeVary, Council Member

Attest: Kimberly Roland
Kimberly Roland, Clerk/Treasurer

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Introduction

The Comprehensive Plan is the official statement of the Mayor and Council of Cecilton setting forth policies concerning desirable future growth, which serves as a general guide to public and private development decisions. Once adopted, it became the basis for the preparation of specific policies, programs and legislation, such as zoning ordinances and subdivision regulations, as well as other actions which implement the growth policies set forth in the Plan. The Plan is comprised of several major elements that are prepared in such a manner that they form an integrated, unified document for guiding future growth and development.

SCOPE, PURPOSE AND DEFINITIONS

As a policy document, it is general, comprehensive, and long range in nature. It is comprehensive in that it encompasses the entire geographic area of the Town and includes all functional elements that bear upon its physical development, such as transportation, land use, and community facilities. The Plan is also comprehensive because its elements cover the entire range of development and growth related issues which can be influenced significantly by Town elected and appointed officials and other governing authorities and agencies.

The Plan is general in that its recommendations are broad. As such, they summarize policies and proposals but, do not, for the most part, establish detailed regulations. It is long range in that it looks beyond current issues to problems and opportunities related to future growth over the next 20 years. The Plan is dynamic as there will be amendments to adapt to new situations and meet new challenges that will inevitably present themselves over time.

Although adopted as an official public document, the Comprehensive Plan is not a development or preservation ordinance. This plan serves as a catalyst and guide to the establishment of, or revisions to, other ordinances or planning tools. These include the zoning and subdivision ordinances and the capital improvements program.

The Land Use Plan and Municipal Growth Element, included in this plan, serve to illustrate how and where the Plan's policies and recommendations will be carried out. This mapped information is general in nature and not appropriate for determining the suitability of specific sites for any specific use.

THE VISION FOR CECILTON

Identifying a broad-based and widely supported community vision for the Town of Cecilton is the main component of the comprehensive planning process. The Plan's vision and its goals and objectives are established to build a framework for how the Town desires to grow and develop. Goals and objectives serve as the basis for formulating all Town policies, which will affect public and private decisions relative to the preservation and growth of Cecilton.

The overall goal and vision for the Town of Cecilton is:

To preserve Cecilton's rural and Town character while promoting it as an attractive residential community with a viable employment base and a healthy natural and built environment, that meets the social and economic needs of present and future residents.

The Town's present character has been largely determined by its historical architecture dating between the mid 1800's and the early 1900's, which includes Colonial, Federal and Victorian styles. Cecilton's character has also been influenced by the larger agricultural industry setting which creates the context within which the Town is defined.

As the Town grows and changes over the next 20 years, this Comprehensive Plan will serve as a guide for making public and private decisions regarding the character of Cecilton's growth and development. The Plan is a culmination of a cooperative effort, combining the knowledge and skills of diverse citizens and staff. This Plan represents a future vision of Cecilton in 2030 along with recommendations for achieving that vision. The ideas of the Plan are a distillation of the community's many desires, tempered by what seems necessary, feasible, and reasonable. This Plan is not intended to be a static document. It should be reviewed and updated periodically to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

Cecilton is a special place with a unique culture largely defined by its agricultural setting and context which distinguish the Town from many others located within the region. This Comprehensive Plan addresses the preservation and enhancement of these special qualities and that distinctive personality felt by the citizens who live and work here. This sense of uniqueness and pride of place are the guiding forces and strongest motivation for those who have contributed to the realization of this document.

THE FRAMEWORK FOR PLANNING

As Cecilton and the surrounding environs grow and change over the next 20 years, this Comprehensive Plan will serve as a guide for making public and private decisions regarding the Town's growth and development. This Plan presents a future vision of Cecilton into the year 2020 along with recommendations for bringing that vision to fruition. The ideas of the Plan are a distillation of the community's many desires, tempered by what seems feasible and reasonable. This Plan is not intended to be a static document. It should be reviewed and updated every six years to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives. Cecilton finds itself in a rapidly changing environment. The large land holdings surrounding the Town are still relatively intact, but development pressures exist from encroaching subdivisions and other unincorporated areas. This Comprehensive Plan particularly addresses the need for preservation and enhancement of Cecilton's special qualities: the quiet, neighborly, small town atmosphere with the rural historic character of the Town, in the face of future challenges the Town will face.

LEGAL BASIS FOR COMPREHENSIVE PLANNING

The Town derives legal authority for Comprehensive Planning from a number of sources and forms of legislation adopted in Maryland over the years.

Article 66B

Article 66B of the Annotated Code of Maryland is the Zoning and Planning enabling legislation from which the Town of Cecilton derives its powers to regulate land use. Section 3.05 sets forth the minimum requirements for a comprehensive plan, which shall include, among other things:

- A statement of goals and objectives, principles, policies, and standards;
- A land use plan element;
- A transportation plan element;
- A community facilities plan element;

- A mineral resources plan element, if current geological information is available;
- An element which shall contain the Planning Commission's recommendations for land development regulations to implement the plan; and
- Other elements, such as a community renewal, housing, conservation, and natural resources, at the discretion of the Planning Commission.

HB 1141 Amendments to Article 66B

Amendments to Article 66B established by legislation adopted by the Maryland General Assembly in 2006 (House Bill 1141) require two additional plan elements, a Water Resources Element (WRE) and Municipal Growth Element (MGE), in Municipal Comprehensive Plans. Both have been incorporated in this Plan update.

Maryland Economic Growth, Resource Protection and Planning Act of 1992

The context for planning in the Town of Cecilton must also take into consideration the role that the Town will play in implementing the overall growth management policies established by the State of Maryland in the Planning Act of 1992. These policies were used as the overall guiding framework for the Cecilton planning process. Stated as "visions" for the future, these policies are:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resource areas are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic;
5. Conservation of resources, including a reduction in resource consumption, is practiced;
6. To assure the achievement of 1 through 5 above, economic growth is encouraged and regulatory mechanisms are streamlined;
7. Adequate public facilities and infrastructure under the control of the County or Municipal Corporation are to be planned in areas where growth is to occur; and
8. Funding mechanisms are in place to achieve all other visions.

The Maryland Economic Growth, Resource Protection and Planning Act of 1992 also added the requirement that the Comprehensive Plan contain a Sensitive Areas Element, which describes how the jurisdiction will protect the following sensitive areas:

- Streams and stream buffers;
- 100-year floodplains;
- Endangered species habitats;
- Steep slopes; and
- Other sensitive areas a jurisdiction wants to protect from the adverse impacts of development.

Maryland also has procedures to ensure that public infrastructure improvements are consistent with growth policies, as defined in the law. The Planning and Zoning Enabling Act stipulates that a local government "may not approve a local construction project involving the use of State funds, grants, loans, loan guaranties, or insurance, unless the project is consistent with the State's Visions." This Plan has been prepared to meet the State's eight visions. As the State's pre-eminent growth management law, Article 66B requires that county and municipal plans be coordinated. Finally, each county and municipality within Maryland is required to update their comprehensive land use plans and implementing provisions every six years.

Maryland Smart Growth and Neighborhood Conservation

In its 1997 Session, the Maryland General Assembly strengthened Maryland's response to the continuing and damaging effects of suburban sprawl by enacting Maryland's Neighborhood Conservation and Smart Growth Initiatives. The Smart Growth initiatives enhance the Economic Growth, Resource Protection, and Planning Act of 1992. Smart Growth now gives the State programmatic and fiscal tools to assist local governments meeting sound growth policies and implementing the Visions of the Planning Act.

Smart Growth established a policy for the use of State funds to support communities and influence the location of development. Building on the foundation of 66B and the 1992 Planning Act, Smart Growth designates State priority funding areas. These priority funding areas are locations where the State and local governments want to target their efforts to encourage and support economic development and new growth. These areas include: Maryland municipalities, other existing communities, industrial areas, and planned growth areas designated by counties.

The Maryland Office of Planning lists the following major responsibilities local governments have in the implementation of Smart Growth:

- Preparing and periodically updating Comprehensive Plans which are consistent with the Vision;
- Assuring that implementation mechanisms and development regulations are consistent with local Comprehensive Plans;
- Designating and mapping priority funding areas, in accordance with established standards;
- Providing water and sewerage in priority funding areas;
- Certifying proposed projects' location in priority funding areas;
- Authorizing State approval of selected Rural Legacy Areas; and
- Enacting property tax incentives to participate in Brownfield's Revitalization Program.

COMPONENTS OF A GROWTH MANAGEMENT PROGRAM

This Comprehensive Plan provides the basic framework and direction for all components of what may be considered the Town's overall Comprehensive Planning Program. It is not a stand-alone document but is supported and, in turn, supports related Planning Program documents such as the ones listed below:

- Zoning Ordinance
- Land Subdivision Regulations
- Capital Improvements Program and Budget
- County Water and Sewerage Plan

These documents and others, when used concurrently, are the basis for directing and managing growth in Cecilton.

Chapter 1 - Community Profile

HISTORICAL BACKGROUND

Cecilton, a small town located in southern Cecil County, was incorporated in 1864. The Town was built around two major roads, MD 282 and MD 213. MD 213 is an important north-south corridor that connects US 40 and US 301. Northern Cecil County and New Castle County, Delaware serve as the main commercial areas for the Town.

The Town of Cecilton owes its existence to Augustine Herman, an immigrant to America in 1633 and sometime friend and ally of New Amsterdam Governor Peter Stuyvesant. He was the builder and first Lord of Bohemia Manor in Cecil County, founder of a long line of distinguished descendants. Herman made several attempts to establish a town named for his friend Cecilius Calvert in lower Cecil County, but, uncharacteristically, he was not successful. Several generations later, a descendant again took up the task and founded a town that survived. That was Cecilton, incorporated in 1864.

Today, Cecilton remains a quiet, mostly single-family community supported by agriculture and summer residents. It is the only incorporated Town in Cecil County's First Election District. At the largest crossroads south of the Chesapeake and Delaware Canal, Cecilton is the hub of most of the community and public facilities and services in the lower county. The Town has an elementary school, recreation facilities and athletic fields, and the area's only public library. It has a varied collection of professional offices, retail establishments and repair businesses. The heart of the Town is West Main Street, where the Town Hall, a local bank, post office, small shops, and restaurant are located.

The Town government is made up of a Mayor and four Town Council members who are responsible for carrying out the Town's day-to-day business. It has a standing planning commission, board of appeals, and park advisory board all made up of community volunteers.

Daily operations are handled by a staff of four—administrator, clerk-treasurer, maintenance worker, and water/sewer operator. The buildings in Town are generally in good repair and most homeowners are diligent in maintaining appearances and improvements on their properties.

The Town also relies on the work of volunteer organizations both in Town and in the surrounding area to organize events and activities to reinforce the sense of community in Cecilton. They include the Cecilton Volunteer Fire Company, Cecilton Lions Club, Cecilton Upper Bay Ruritans, Union Bethel AME Church, and Zion United Methodist Church.

SOCIO-ECONOMIC PROFILE

Past Growth

According to the U.S. Census, during the 20 years from 1980 to 2000, Cecilton's Town population dropped by 6.7 percent. In comparison, the Cecilton district continued to grow during this entire period, sustaining a 36.6 percent growth rate from 1980-2000.

Table 1-1
Population Growth

County/ District/Town	1980	1990	2000	July 2007 Estimate	% Increase 1980-2000
Cecil County	60,430	71,347	85,951	99,695	42.20%
Cecilton, District	2,880	3,386	3,933	n/a	36.60%
Cecilton, Town*	508	489	474	488	-6.70%
Town Population as % of County's	.8%	.7%	.6%	.5%	NA

Sources: 2000 U.S. Census

July 2007 estimate provided by Maryland Department of Planning (MDP)

* While the population figures show a decline in Town population as of the 2000 Census, estimates from MDP, July 2007, indicate a population of 488 for the Town.

As shown in Table 1-1, Cecilton's town population declined as a percentage of total Cecil County population (0.8 percent in 1980 to 0.6 percent in 2000). The Cecilton district also witnessed a slight decrease as a percent of overall County population from 4.8 percent in 1980 to 4.6 percent in 2000.

Current Population Trends and Future Projections

The most recent population estimates for Cecil County and the Town of Cecilton, as prepared by the Maryland Department of Planning as of July 1, 2007, are 99,695 and 488, respectively. These estimates indicate that although the Town population has grown since 2000, reversing earlier trends, the Town's population as a percent of the County total population has continued to decline to one-half of one percent (.5%). Given the additional residential development that has occurred since the year 2000, there is some indication that the Town population is probably somewhat higher than reflected in this estimate. This provides an indication that the 2010 census may well show a population of over 500 residents.

The State of Maryland predicts that the County will continue to grow. The most current MDP population projections for Cecil County and the Town of Cecilton are shown in Table 1-2. Town population projections assume the Town's population will continue to represent approximately 0.5% of Cecil County's population into the future based on the MDP estimates for County and Town populations provided in 2007.

Table 1-2
Population Projections (Scenario 1)

	2010	2020	2030
Cecil County*	108,500	134,500	159,950
Cecilton, Town**	541	673	800

Sources

* County projections prepared by the Maryland Department of Planning, Planning Data Services as of November 2007.

** Projection based on Town receiving pro-rata share of projected County population in future years consistent with the 0.5% of County population evident in 2007.

With growth and development pressure occurring in neighboring New Castle County, Delaware, it can be assumed that Cecilton may sustain a higher rate of growth reflected by virtue of its proximity. Cecilton is the only incorporated location in southern Cecil County and has investments in sewer and water infrastructure that could be expanded to support growth. Assuming Maryland and Cecil County's "smart growth" initiatives produce measurable results, it should be further assumed that in years 2010 and 2030, a larger percentage of total County growth will be located in the County designated Growth Corridor and the Incorporated Towns. Cecilton is the likely location for focusing future growth in the Southern portion of the County, and very low density zoning is currently established to deter low density sprawl development in areas surrounding the Town. Based on these assumptions and expected smart growth trends, the Town may well experience a higher annual growth rate than projected in Scenario 1. Scenario 2 represents a reasonable alternative projection reflecting these trends and assumptions.

**Table 1-3
Population Projections (Scenario 2)**

	2010	2020	2030
Cecil County*	108,100	134,500	159,950
Cecilton, Town**	541	807	960

Sources:

- * County projections prepared by the Maryland Department of Planning, Planning Data Services as of November 2007.
- ** Projection based on Town receiving pro-rata share of projected County population in future years 2020 and 2030 consistent with the 0.6% of County population evident in 2007. Projection for 2010 shown is 0.5% of projected 2010 County population.

Age and Sex Characteristics

Cecilton's population in 2000 was 47% male (223 residents) and 53% female (251 residents).

The population under 18 years of age grew substantially, from 107 in 1990, representing 22% of total population at that time, to 145 or 31% of the total Town population by 2000. The increase in population in this age range indicates a decline in the employable sector of the Town's population.

Conversely, the Town population age 60 and over showed a decline through the period 1990 to 2000. In 1990, residents over age 60 represented 25% of the total Town population. By 2000, residents over age 60 represented just under 22% of the total population. Even with this decline in the percent of population over age 60, the Town's population continues to be older than the County's, where only 14.3% of the population is over age 60.

**Table 1-4
Population by Age**

Cecilton	Under Age 5	Ages 5-17	Ages 8-24	Ages 25-44	Ages 45-54	Ages 55-59	Ages 60-64	Ages 65+
1990	30	77	48	132	54	26	27	95
2000	39	106	25	132	47	33	23	81

Source: 1990 and 2000 U.S. Census

The percentage of residents ages 18-24 and 45-54 also showed slight declines from 1990 to 2000. However, the total working age population (18-65), as a percentage of total population, generally showed little change from 1990 to 2000. In 2000, the median age of the population was 37, somewhat lower than it was in 1990 when it stood at 37.7. This is higher than that of Cecil County, which had a median age of 35.5 years.

Education Characteristics

Of persons over age 25, 72% possessed a high school diploma and 7.5% had earned a bachelor's degree or higher. As shown in Table 1-5, Town educational attainment levels rose significantly over the 10 year period.

Table 1-5
Educational Attainment

Cecilton	High School Graduate or Higher	Bachelor's Degree or Higher
1990	62%	5.6%
2000	72.4%	7.5%

Source: 1990 and 2000 U. S. Census

In spite of these gains, the percentage of residents with a high school education or Bachelors degree or higher education continues to fall behind that of the County. According to the 2000 census, 81% of County residents graduated from high school and over 16% hold a Bachelors degree or higher.

Employment Characteristics

Approximately 61% of Town residents or 225 residents out of a population of 474 in 2000 were in the labor force. With an unemployment rate of 5.7%, Cecilton experienced higher unemployment than both Cecil County (2.8%) and the State (3.2%).

Table 1-6
2000 Labor Force

	Population	% in Labor Force	% Unemployed
Maryland	5,508,909	50.30%	3.20%
Cecil County	85,951	52.20%	2.80%
Cecilton	474	47.50%	5.70%

Source: 2000 U.S. Census

In comparison to the County, a lower percentage of the Town workforce is engaged in management or professional occupations. Just over 15% of the Town workforce is engaged in management or professional occupations as compared to 28% of the County's workforce. A much higher percentage of Town residents are engaged in service occupations and construction jobs when compared to the County.

Table 1-7
2000 Occupation of Employed and Class of Workers

Occupation/Type of Worker	# of Persons	Percentage
Management, professional and related occupations	31	15.20%
Service occupations	55	27.00%
Sales and office occupations	55	27.00%
Farming, fishing and forestry occupations	0	0.00%
Construction, extraction and maintenance occupations	45	22.10%
Production, transportation and material moving occupations	18	8.80%
Class of Worker		
Private wage and salary workers	164	80.40%
Government workers	28	13.70%
Self-employed workers/not incorporated businesses	9	4.40%
Unpaid family workers	3	1.50%

Source: 2000 U. S. Census

Income Characteristics

Median income in Cecilton for both categories, i.e., households and families, were less than that of the County and State. The per capita income in Cecilton was slightly higher than that of the County. The incidence of poverty among persons, families and female households in Cecilton has risen while the County and State levels both show declines.

Table 1-8
1999 Income and Poverty Status

	Per Capita Income	Median Income Households	Median Income Families	Persons Living in Poverty	
				Number	%
Maryland	\$ 25,614.00	\$ 52,868.00	\$ 61,876.00	438,676	7.90%
Cecil County	\$ 21,384.00	\$ 50,510.00	\$ 56,469.00	6,066	7.10%
Cecilton	\$ 21,719.00	\$ 38,971.00	\$ 41,563.00	67	14.10%

Source: 2000 U. S. Census

Household Characteristics

The 2000 census indicated Cecilton had 198 total households at that time. Of these households, 129 were classified as “family” households with the other 69 classified as ‘non-family’. There were 60 residents classified as households living alone.

In 1990, there were 2.51 persons per household in Cecilton. By 2000, that number had dropped to 2.39, a number lower than both Cecil County (2.81) and the State (2.61).

Housing Characteristics

**Table 1-9
2000 Housing Units**

Housing Unit types	1 unit, detached	1 unit, attached	2-4 units	5-9 units	10 + units	Vacant
Cecilton	153	6	37	0	6	10

Source: 2000 U. S. Census

Of the 212 housing units existing in 2000, 28.3% were built since 1980. One hundred thirty-five (135) of the units are owner-occupied. Approximately 1/3 (63 units) were renter-occupied. Over 98% are on public sewer service. In 1990, the Town still showed 4% of the housing stock lacked complete plumbing facilities and 1.5% lacked complete kitchen facilities. By 2000, all were equipped with complete facilities.

Chapter 2 – Land Use Plan

GOALS AND OBJECTIVES

Goals

- Preserve Cecilton's small town character and unique rural atmosphere which includes a predominance of single-family, town-scale residences and visual open spaces in continued farm use at the Town's edges and entrances.
- Maintain neighborhood stability and property values by avoiding incompatible land uses.
- Assure balanced growth between residential, commercial, industrial and public use areas that meet community needs and improve the quality of life of the residents of Cecilton.
- Encourage the quality and character of future development to demonstrate compatibility with the existing character and fabric of the Town.

Objectives

- Provide sufficient opportunities for varying residential, commercial and light industrial uses which are in keeping with the small town values and the rural character of Cecilton.
- Accommodate growth primarily through development of vacant lands within the Town's current boundaries and secondly, through selective annexation of adjacent lands.
- Establish priorities for water and sewer service extension to be in accordance with the Comprehensive Plan and Future Growth Plan, Map 3.
- Maintain opportunities for a viable economic base which encourages further economic investment, diversification and expansion and which offers a broad range of employment and business opportunities adequate to meet Town and County residents' needs and enhance the tax base of the Town.
- Continue to apply the adopted Design Standards for new development to assure its compatibility with the character and fabric of the existing community.
- Develop an Adequate Public Facilities Ordinance (APFO), Annexation Agreement and Public Facilities Agreement (AAPFA), and a Developer's Rights and Responsibilities Agreement (DRRA) for use with new development and/or annexation agreements to support managing the costs of development.
- Manage development on larger parcels in newly annexed areas to utilize density on near-town portions of the site and establish conservation easements on portions removed from the Town to secure a permanent greenbelt for the Town.

BACKGROUND

A small town rural character surrounded by a large, sparsely populated agricultural area characterizes the Town of Cecilton. The land use plan is designed to protect, foster and perpetuate the small town character and appearance of the Town. In keeping with the general character of Cecilton, most of the developed land is low-density residential use. Most of the commercial property is concentrated and should remain concentrated around the intersection of MD 213 and MD 282.

EXISTING LAND USE

The existing land use (see Map 1, Existing Land Use) in the Town of Cecilton is rather well defined. The commercial area is comprised of a variety of shops and businesses. The remaining properties within the Town are residential, public and semi-public.

The Town is approximately 288 acres and contains 305 parcels of land as of April 2005. Approximately 58 of these parcels are unimproved. There are 212 housing units as of the 2000 U. S. Census. Upgrades to the Town water and sewer in Cecilton have been completed (2009) and are in keeping with any growth that could occur. The land holdings adjacent to the Town are large, single owner properties. Annexation must be contiguous to the existing boundaries. There is an interest in the northeastern, southeastern and southwestern quadrants of the Town for development. The undeveloped parcels within the Town could be developed if property owners were encouraged to do so. These parcels should be given the first option of subdivision before any annexation is considered.

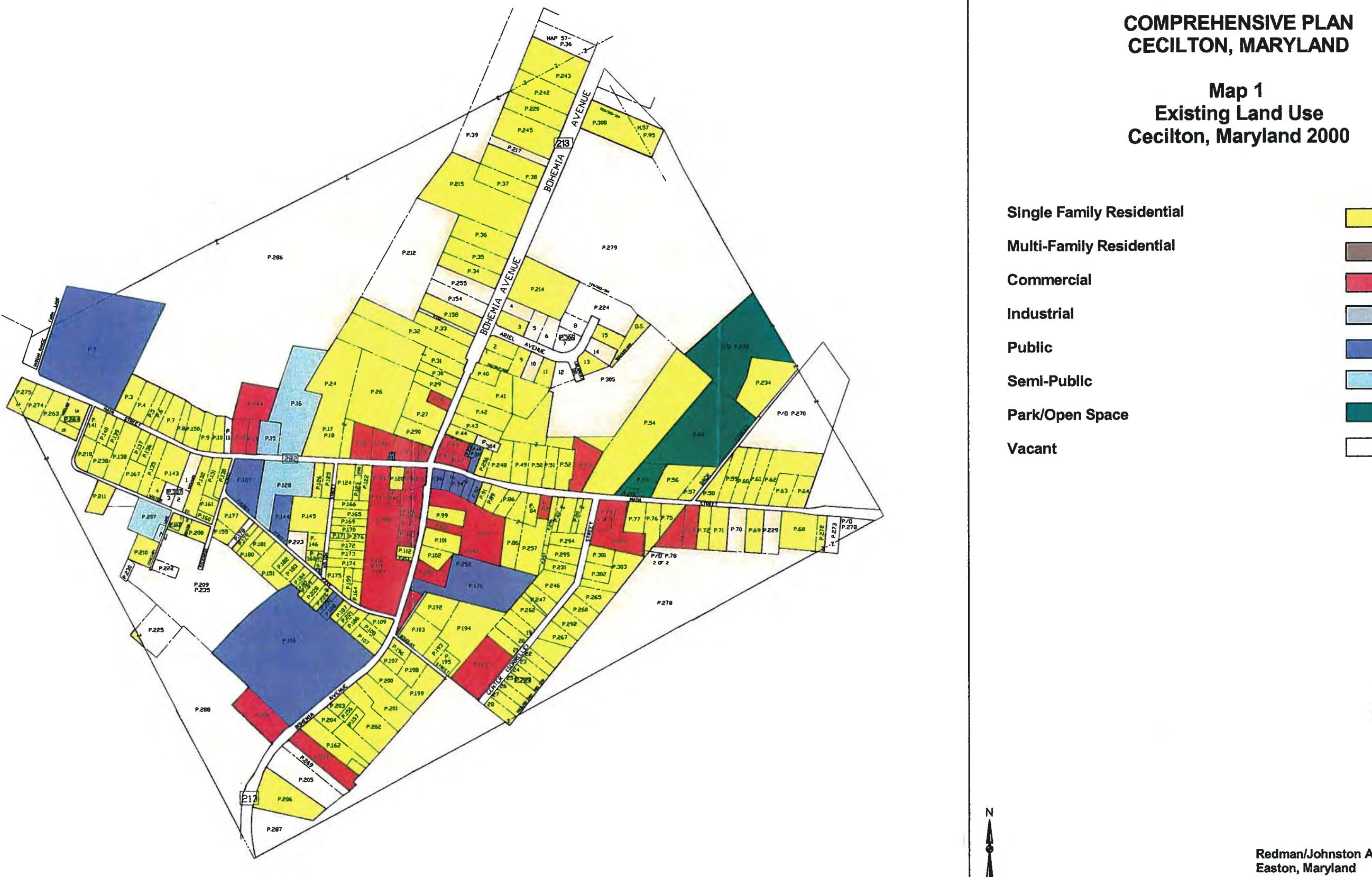
State and County policies seek to direct new development in and around existing population centers. The County's Comprehensive Plan rezoning has zoned the land adjacent to the Town as Town District. Areas served by public water and sewer are allowed up to four dwelling units per acre for single-family residential and ten units for townhouses or apartments. In areas without water or sewer, density is one dwelling unit per acre or two if clustered in areas. With this in mind, the Town could expect pressure from those landowners adjacent to the Town for annexation.

The Town anticipates low to moderate growth occurring in incremental and progressive stages throughout the 20 year design life of this plan. The Town is developing a water supply, treatment and storage facility to accommodate growth at the present; however, future expansion, beyond the 20 year period, will require funding through a developer. The Town is also in the process of completing upgrades to its wastewater treatment plant to accommodate moderate growth. Developers will be required to fund additional capacity over and above hook up fees, which are used to maintain Town systems.

To guide this expected growth within the existing corporate limits, land use plan districts have been included in the plan and are shown on Map 2, Land Use Plan. The Town desires that Cecilton grow in a compact pattern with the crossroads of MD 213 and MD 282 at the center. The planning area provides potential for infill growth within current corporate limits and beyond the current Town within the planning area boundary.

COMPREHENSIVE PLAN CECILTON, MARYLAND

Map 1 Existing Land Use Cecilton, Maryland 2000

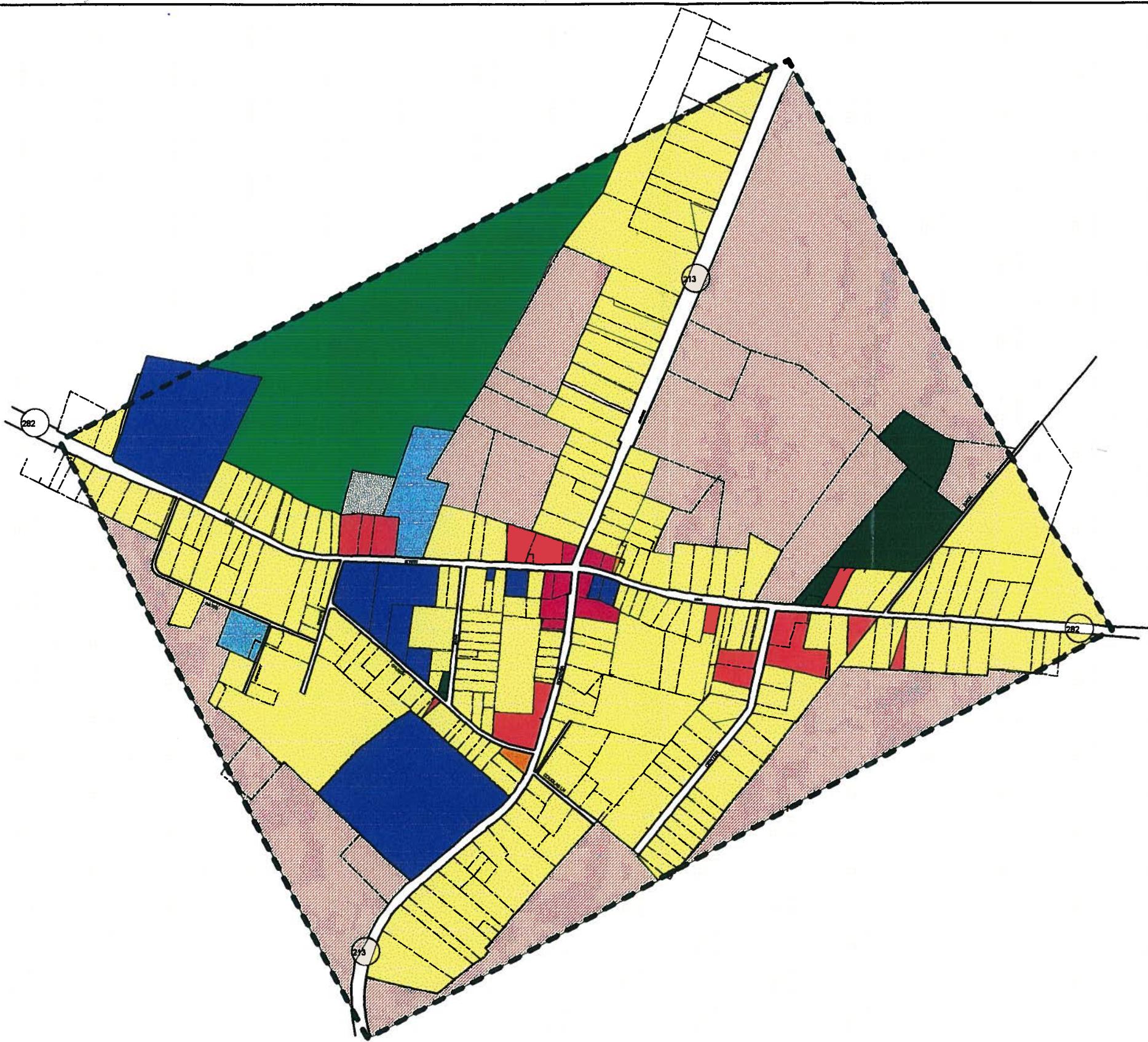


**Redman/Johnston Associates, Ltd.
Easton, Maryland
March 2004**

**COMPRHENSIVE PLAN
CECILTON, MARYLAND**

**Map 2
LAND USE PLAN**

- Residential - Low Density
- Residential - Medium Density
- Planned Residential
- Highway Commercial
- Village Commercial
- Industrial
- Public
- Semi - Public
- Park
- Open Space



Redman/Johnston Associates, Ltd.
Easton, Maryland
June 1997

Land uses are divided into six categories. They include three residential categories including:

- low density residential,
- medium density residential, and
- planned residential

Three commercial and business/industry classifications are identified including:

- village or town center commercial,
- highway commercial, and
- industrial (a classification not affixed to a particular location on Map 2).

Beyond these six categories, four additional classifications, shown on the map, are assigned to lands which support:

- public uses,
- semi-public uses,
- parklands, and
- open space.

Residential Land Use

An important part of guiding development is to establish appropriate guidelines addressing the intensity of development permitted within the Town. Population densities determine the level and expense of community facilities and services, which are essential for protecting the health, welfare and safety of Town citizens. Facilities such as sewer, water, roads and parks are planned and constructed based upon the ultimate number of housing units and people served. Establishing specific density levels, therefore, becomes a basic policy decision in order to properly guide policy boards in preparing plans to meet future growth changes.

As noted, three residential categories are established in the Land Use Plan. However, only two are designated on the Land Use Plan Map. The designations apply to broad areas and individual developments and may not always occur at the exact population level identified for each density category. These incidental developments will not alter the overall purposes of the category.

- **Low Density Residential**

The predominate residential category in Cecilton is, and should be, low density residential. Low density residential areas are those designated primarily for single family detached homes, together with facilities commonly incidental to and related to residential activities. These areas are, for the most part, already developed. Areas which remain undeveloped may be developed at a density range of within approximately 1-3 units per acre. Areas without sewer service should always be considered low density (as of 2000, there were five grandfathered properties that are without Town sewer services) although there will be no further development allowed, whether in fill or annexed, without utilizing Town water and sewer services. Using the average household size for the County as a guide, a low density residential area would average approximately 3 to 9 persons per acre. The density (2000) in Cecilton is slightly over four persons per acre, which is consistent with this standard and appropriate for residential areas.

- **Medium Density Residential**

Medium density ranges from 10 to 21 people per acre or, in other terms, about 3.5 to 7 dwelling units per acre assuming 3 people per dwelling unit. Medium density is proposed to allow for development that is more intensive than low density, yet not so intense that it creates a burden upon the service capabilities of the Town. The medium density category is attainable only with community sewer and water service.

- **Planned (Mixed-Use) Residential**

This designation can be applied to areas within the existing corporate limits of the Town that have a mix of both single family residential properties and other medium density residential properties, such as townhouses, condominiums and apartments. The mixed-use residential development category has been established to allow for future development in areas within the current corporate limits that are appropriate for residential development and not mapped as low-density or medium density residential. These are areas that remain currently undeveloped, but where infill development is expected to occur, within the current corporate limits. Such development would be permitted on infill parcels determined appropriate by the Town, and expected to be more intensive than single family residential densities, but again not so intense as to create a burden upon service capabilities of the Town or exceed medium residential development densities. In addition, mixed-residential use structures that are built under this residential category would adhere to all mixed-use housing standards and developments would be designed in a manner that complements the current pattern of development, consistent with the character of the traditional architectural features manifest in existing Town structures.

Commercial Land Use

The Comprehensive Plan recognizes the need exists for several types of low intensity commercial development within the Town. It is essential to recognize existing commercial areas and provide, consistent with the Town's development concept, areas for necessary future expansion in order to allow healthy growth of this important sector of the economy. Three types of commercial land use categories are recommended for application within the current corporate limits of Cecilton.

- **Village or Town Center Commercial**

In the Town Center, commercial development will not be as intense as in the Highway Commercial area. The primary focus in the Town Center is preservation of existing commercial and promotion of new commercial properties (i.e., antique shops, markets, and service businesses, etc.) that can support or enhance a downtown pedestrian environment, support community shopping and service needs, and strengthen and support the Town tourism industry.

The Town Center is also an appropriate location for a mix of commercial activities and public uses such as grocery stores, post offices, drug stores, general stores, service stations, banks, and other public buildings. The Town Center zoning that presently exists is of sufficient size to meet the foreseeable demand in Cecilton and no other centers are planned at this time.

The land use classification and zoning for Town Center provides for some new commercial uses in Town. Most of these will be considered a "permitted use" while others may be permitted by Special Exception, a process that permits the Town to review each application on a case-by-case basis with built-in safeguards to insure impacts to adjacent residential areas are minimized,

including adequate parking requirements, limits on signage and lighting, and application of landscape and bufferyard requirements.

- **Highway Commercial**

Highway commercial is a term that applies to commercial activities that depend on highway traffic for business. These areas are generally retail and service establishments that locate in a linear or strip fashion along high volume highways for accessibility and visibility. Although serving an important function in the local economy, these uses can also create numerous problems, which impair the efficient operation of highways.

Highway commercial uses typically include restaurants, service stations, convenience stores, produce markets, farm equipment businesses, and building suppliers. The recommended location for highway commercial activity in Cecilton would be along strategic portions of MD 282 and MD 213. Other considerations are addressed in the following required policies:

1. Strip development along highways should be discouraged.
2. Individual entrances should be consolidated into as few access points as possible. This is required in the Zoning Ordinances and Subdivision Regulations and all entrance locations must be coordinated with the State Highway Administration.
3. Appropriate regulations have been developed to provide adequate off-street parking, sign control, and buffering to protect nearby residential areas and must be strictly adhered to by the developer.
4. Suitable landscaping and buffering measures shall be required adjacent to all property lines and along highway frontages.
5. Uses shall be regulated to ensure compatibility within the highway commercial cluster and with nearby non-commercial activities.
6. The Town should utilize recently adopted architectural design standards to assure that new commercial development is consistent with the Town's character.
7. Sidewalks should be provided along the street frontages as part of new development.

- **Agricultural Business / Commercial**

This land use district is further described in the Town Growth Area Plan section of this chapter, but can also be applied to land within the current Town limits. The Town has already adopted text amendments to its Zoning Ordinance that creates the Agri-business zone although the zone is not currently applied to any parcel in Town.

Industrial Land Use

Industrial development includes activities such as processing, manufacturing, assembly, and storage of bulk commodities. Often industrial development is incompatible in residential areas; however with proper site treatment, light industry may be suitable at in-Town locations. No industrial uses are presently identified on the Land Use Plan map. Heavy industrial uses are usually separated from other land uses in a community and often have access to major highways. Cecilton could provide opportunities for future

industrial activities through annexation. Any future opportunities for industrial development shall be in compliance with current zoning which limits the types of industrial land uses in the Town.

Public/Semi-Public Land Use

Public land covers a variety of uses for health, education, safety, and general well being of the public (e.g. Town office, post office, school). They affect both the living and working environment of all residents.

Although public uses are more thoroughly discussed in the community facilities plan element, public land uses are noted on the land use plan map to show how they relate to the other types of land uses and elements of the Plan. Once the desired living and working activities are described in the other land use sections, the Town must determine what its responsibilities are in accommodating these land uses and determine how to meet these responsibilities. The utilization of lands for public use, then, supports the planning of residential, commercial, and industrial development.

For purposes of this plan, *public land uses* are defined as those uses that are owned and controlled by a public body for use of the general public. *Semi-public land uses* are those that are owned and controlled by a private or civic group for the purpose of aiding in the health, education, safety, or well being of the public. They are identified on the Existing Land Use Map (Map 1).

The demand for public services is heavily dependent upon the anticipated residential, commercial, and industrial land uses. Services will be demanded according to where the people wish to live, work, and play. Some of the facilities which people usually ask for from a municipality, are public water, public sewer, good roads and sidewalks, recreational areas, police, fire protection, and public parking. These are directly used by the public and are, therefore, obviously needed. There are other facilities, however, which are not often requested by local citizens, but are still required for their well being. Conservation areas and open space along drainage ways do not directly benefit citizens in their daily lives, yet are important in preserving water quality for the general public.

Parks/Recreation/Open Space Land Use

Recreation use of land is a vital part of life in Cecilton. The Town Park Advisory Board developed a Master Park Plan in 1998. This park plan establishes the goals and objectives for ongoing park improvements and the use, operation and maintenance of the park. Certain use relationships, already established in the park, should be continually evaluated along with vehicular and pedestrian traffic circulation as part of the continuing improvement of the Master Plan. Other open space in the Town may someday be put to use but is not part of any plans at present. Lands located within areas where Agricultural Preservation easements are located can also be considered open space, although the Town readily supports the continuation of farming activities on these lands.

TOWN GROWTH AREA PLAN

The Town's designated growth areas are identified on Map 3. They generally represent areas beyond the current corporate limits that may support future growth. They are intended to facilitate orderly growth and development for the Town over a twenty-year period and beyond. Growth and development shall only occur in these areas through annexation and only when adequate public infrastructure and facilities are available. Infrastructure and facilities available for new growth include, but are not limited to, sewer and water, roads, schools, and neighborhood parks. In addition, it is critical that the design of new development in these areas be compatible with the existing Town scale and character and connected appropriately with the Town's current transportation patterns. Consequently, extensions should be made to the Town's grid

system as new development occurs at existing Town edges and pedestrian pathways that link to the Town Center and recreational areas should be provided whenever possible.

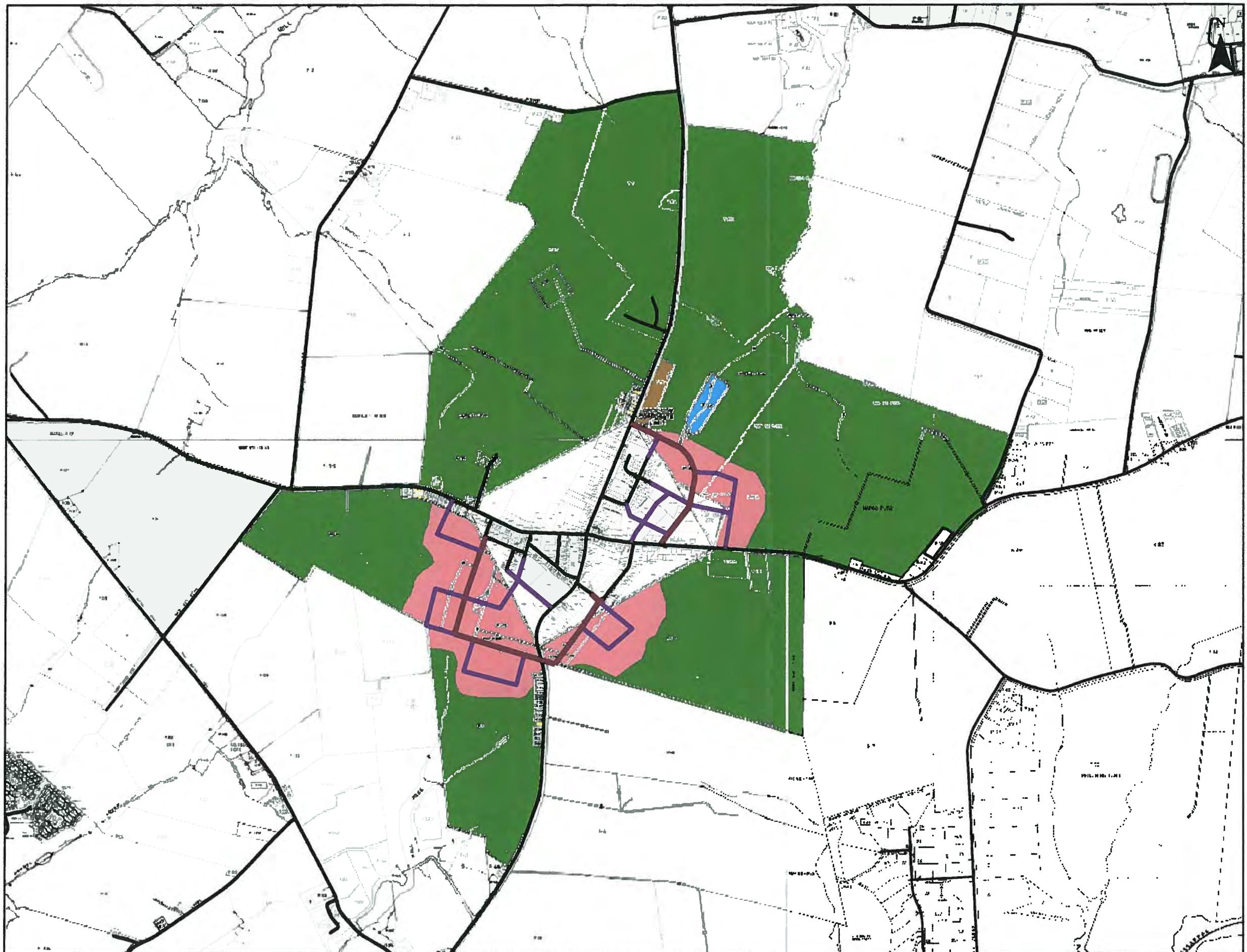
The Comprehensive Plan's priority land use goals are to develop within the existing Town boundaries and revitalize existing neighborhoods, but it is also understood that defining areas in which the Town will grow in the future is important to ensure that future growth is compatible with the overall goals and objectives, as well as the character of the Town. Although these growth areas are large, they include lands planned to remain in farm use through conservation easements that establish a Town greenbelt over time. Recent growth and development in surrounding areas of the County election district can be characterized as large lot, rural development that is drawing residents away from Cecil County towns. In many instances, this is completed with little or no coordination with municipal governments. The proposed plan for Cecilton's growth areas is intended to assure that large lot development at the Town's edges is avoided to reinforce the Town's distinct edge and identity in the larger County landscape.

In addition, the growth areas have been designed to ensure appropriate transportation connections that essentially serve as an expansion to the Town's existing network (both vehicular and pedestrian). Furthermore, by designating these growth areas, the Town hopes to utilize its design standards to ensure new development is compatible with the traditional design and architectural style of Cecilton.

The character of any residential development in a newly annexed area should take into consideration neighborhood characteristics of established residential areas. The streets in mixed-use residential areas should connect to the Town's existing grid street system and, when appropriate, provide opportunities to extend the grid beyond the borders of the development. In addition, new residential developments should be required to provide pedestrian and bicycle access to existing adjacent neighborhoods and the Town Center where possible. Mixed-use developments, which include a mix of residential and commercial units, may be an appropriate type of development on a very limited basis in portions of the designated growth areas. Special attention should be placed on the quality of all residential and commercial development in the area. While growth anticipated in areas shown on Map 3 is expected to be primarily residential in nature, the Town will also be responsive to any business or industrial development proposals, especially business park proposals, if the market climate proves to support such an opportunity to build a stronger base of employment.

As shown on Map 3, the Town has identified some potential transportation connections (see transportation element) that will help ensure that the new development is designed as a natural extension of the Town's grid street system.

The three key growth areas shown on Map 3 represent opportunities for growth adjacent to Town in the Northeast, Southeast and Southwest quadrants formed by the intersections of MD 213 and 282. The Northwest quadrant establishes a greenbelt by virtue of an Agricultural Preservation easement established on lands in this area. Providing adequate local jobs for the residents of the Town of Cecilton is a goal of this plan and locating employment uses within any of the three quadrants where development may occur through annexation could strengthen the Town employment base. If employment uses are not determined suitable within the market climate, residential use could also occur in these three areas.



Cecilton Comprehensive Plan

Map 3 Future Municipal Growth Areas

Legend

- Existing Road
- Proposed Local Road
- Proposed Collector Road

Future Land Use

- Ag Business/Commercial
- Public
- Existing Single Family
- Planned Development
- Agriculture Reserve

0 1,000 2,000
Feet
1 inch = 2,000 feet



BASE MAP SOURCE: Cecil County;
MdProperty View, Maryland Department
of Planning, 2007

June 23, 2009
R-MD_Cecilton20712245VGSIS.job\Mapping\Future_Land_Use_etc_082309.mxd

Agricultural and Agri-tourism Land Use

While Cecilton is surrounded by farmlands, there is presently only a small amount of acreage inside the Town limits used for agriculture. Although surrounding agricultural lands are not specifically identified on Map 2, the Land Use Plan map, they represent a key element of the Town Growth Plan reflected in Map 3. Agriculture provides the context and setting for Cecilton and is a key component of Town identity. Through annexation, these lands may someday represent a larger part of the Town. Agricultural and/or Agri-tourism land uses will be promoted to accommodate the Town's interest in promoting agriculture as a part of the community, and to accommodate growth while at the same time realizing objectives to sustain a greenbelt over time. Within these growth areas, the Town proposes creation of a zoning district that will provide density incentives on near Town portions of farms that may be annexed in exchange for conservation easements on remaining portions of those same farms that are further removed from the Town Center. The zoning ordinance will be amended to implement the intent of this district and consideration of an appropriate balance between density incentives encouraging appropriate development forms on annexed lands. The percentage of land on farms to be preserved through conservation easements will be further explored at such time as the ordinance is amended to include this district and concept. The Agricultural Reserve/Planned Development (AR/PD) district and Agricultural Business/Commercial District are the two key land use classifications that will support the Town's objective to sustain and support the Agricultural industry and foster greater Agri-tourism over time.

Agricultural Reserve/ Planned Development (AR/PD)

The intent of this classification is to designate areas of the Town that may be annexed in the future that include larger, undeveloped tracts where additional residential development would be encouraged near the Town and Agricultural portions further removed from the Town core are to be preserved to foster a greenbelt over time. The type and intensity of residential development should be determined on the basis of a proposed overall development concept submitted by the developer. The Town should consider the concept's consistency with the Comprehensive Plan as well as adjacent and existing land uses. Development may be established in a range between the low density and medium density categories discussed above. This is a new classification that will require treatment through amendment of the Town Zoning Ordinance. Provisions will limit the development to near Town locations so as not to occupy more than 20% of the overall parcel size to assure continued agricultural use on 80% of these existing larger parcels of land at the Town edges.

Agricultural Business/Commercial

This is a district proposed for agriculturally related business or commercial uses located in areas near Town that may be annexed in the future. Farm equipment sales and service uses, among others, when located in areas planned for agricultural reserve would bear this zoning classification at such time as they might be annexed. This classification could be applied to existing farm business uses or new ones that may be proposed in the future.

Such uses may typically include produce markets, farm equipment businesses, sale of agriculturally related crafts/gifts, and may include other related agri-tourism uses. The purpose of the district is to foster opportunities for a wide range of agri-business uses within the agricultural reserve and to enhance efforts to protect farmland while fostering greater income producing opportunities in these areas. Appropriate regulations will be developed to provide adequate off-street parking, sign control, and buffering to protect nearby residential areas. The existing agri-business zoning classification should be reviewed to determine its consistency with the intent of the Town Growth Area Plan.

Existing Single Family Residential

Small groupings of existing single family residential households on individual lots currently exist in two locations beyond the current Town limits. Both are shown on Map 3. These are not areas actually planned for any additional growth, but are areas where existing development has occurred in past years along the Route 213 corridor, just south and north of the Town limits where residential development remains on individual wells and septic systems. The Town should remain receptive to annexation of these locations and their future connection to Town water and wastewater treatment facilities.

LAND USE POLICIES

Town Revitalization and Development

The Town's primary goal in land use management is to develop vacant lots in the Town and revitalize existing neighborhoods. The primary area identified for revitalization is the Town Center. Providing commercial services to the community, including restaurants, convenience stores, laundromats, dry cleaners, public buildings and providing public open spaces in the Town Center is critical to the revitalization of the Town's existing neighborhoods. In addition, the Town could take advantage of its access to major highway routes by promoting a small tourism trade. This could include sales of antiques, crafts or other products that mutually reinforce a "downtown" sense of identity.

Through implementation of downtown revitalization strategies, such as implementing a tax increment financing structure to encourage businesses to locate in the core area of the community, promoting alternative economic development opportunities, such as a heritage tourism program, and requiring landscaping and other buffering provisions in the Town Center, Cecilton will supplement current economic and development activities to stimulate an environment that complements its small town character.

The Town should seek state funding, through both Program Open Space and the Main Street Program to achieve short and long term revitalization goals, such as providing a Town Center green and creating a streetscape that encourages the use of Town center shopping facilities and links pedestrians to recreational opportunities. In addition, the Town should also seek state support in developing a Town revitalization or "Main Street" strategy.

Creating and Maintaining a Visual Edge to the Community-Greenbelts

The Town of Cecilton is proposing, through the development of a greenbelt system, traffic calming devices and increased interjurisdictional cooperation with the County and State to create a visual edge to the community. Suburban sprawl has blurred the once distinct character of communities in Cecil County and surrounding communities throughout the mid-Atlantic. To address this issue in Cecilton, the Town is recommending a greenbelt system that surrounds the designated growth areas (see growth areas/transportation map) and is anchored on the east by Cecilton Park and on the west by Cecilton Elementary School. In addition, the visual edge should be enhanced by traffic calming devices put in place along MD 213 at the north and south entrances to the Town. These recommendations, coupled with an existing conservation easement located in the northwest quadrant of the Town, will help the community achieve and maintain a visual edge and counter the negative economic, environmental, and social impacts of sprawl development.

Agricultural Tourism

The Town's interest in protecting the agricultural setting and in establishing and reinforcing a greenbelt to define the Town's edges, suggest efforts to promote the diversification and profitability of the agricultural economy are in keeping with Town objectives. Promotion of agricultural tourism within the Town and on surrounding farmland is one means of supporting the farm economy. For these reasons, the land use plan recommends the land use districting framework include provision for agricultural tourism activities in the Town and in surrounding areas that may be annexed over time as a means of supporting the continued viability of farming activity within the Town's greenbelt.

Agri-tourism is a growing segment of the tourist industry that connects people with agriculture and the environment. Agricultural tourism is defined as the practice of visiting an agribusiness, horticultural, or agricultural operation, including, but not limited to, farms, orchards, nurseries, wineries, or companion animal or livestock shows, for the purpose of recreation, education, or active involvement in the operation. Agricultural Tourism promotes the efforts of farmers in marketing the products they produce, sell, or exchange for the purpose of creating revenue and tourism for Cecilton and surrounding areas.

Agri-tourism is a commercial enterprise at a working farm that is conducted for the enjoyment of visitors, but of greater importance, generates supplemental income for the owner. Farm recreation (a subset of agri-tourism refers to activities conducted on private agricultural lands, which might include fee-hunting and fishing, overnight stays, educational activities, etc.

Potential Agri-tourism and nature-tourism enterprises might include:

- On-farm direct sales (u-pick operations, on-farm sales, agriculturally related crafts/gifts, or roadside stands).
- Outdoor recreation (hunting, wildlife study, horseback riding, fee fishing, camping/picnicking, wagon/sleigh rides, game preserve, clay bird shooting).
- Educational experiences (educational/school tours, cooking classes, garden/nursery tours, winery tours and tastings, agricultural technical tours, historical agriculture exhibits, pizza farms, crop sign I.D. programs, micro-brewery tours, exotic animal farm).
- Entertainment (harvest festivals or barn dances, petting zoos, hunting/working dog trials, concerts or special events).
- Hospitality services or accommodations (farm stay vacations, guided tours or outfitter services, bed and breakfast facilities, or youth or elder hostels).
- Miscellaneous services such as guide/outfitter operations, farmers' market, horse training or pack team demonstrations.

The market for agricultural and on-farm nature tourism has increased with growing popularity across the country, in both supply (farmers), and demand (tourists and consumers of agricultural products and services).

Opportunities range from farmers markets to educational farm tours. An increasing number of tourists are looking for opportunities to purchase fresh/homemade products, purchase directly from farmers, experience nature, and vacation/relax. Cecilton's agriculture surrounds and rural space holds value, particularly for urban residents who may not have frequent access to open space.

In summary, promotion of Agricultural Tourism can serve to:

- Preserve Cecilton's agrarian heritage and rural life.
- Diversify farm income.
- Expand business with "value-added" products and services.
- Deepen public understanding of the role of agriculture.
- Expand recreational opportunities.

It can also capitalize on a growing segment of the tourism market interested in direct farm sales and enjoyment of other farm recreation opportunities.

Development Design Standards

All future development in the Town should be subject to some level of design review for compliance with minimum development appearance standards. On August 27, 2007, the Cecilton Town Council adopted Design Standards, with the intent of promoting quality development that will build upon and complement the existing rural village character of Cecilton. One of the reasons for implementing these standards is to positively influence development aesthetics. This objective is justified by the greater goals of protecting and enhancing real estate values, fostering civic pride, and improving the overall investment climate within the Town.

Design standards are not intended to restrict imagination or development creativity, but rather to assist in focusing on development design principles, which should result in enhancing the visual appearance of development in future growth areas. Development appearance standards should address such factors as: relationship of buildings to the site; relationship of existing buildings and site to adjoining areas; landscape and site treatment; building design; signs; and maintenance. These standards are not considered cost prohibitive or overly restrictive since they embody common sense design principles traditionally employed throughout the country.

Annexation

The annexation process in Maryland is an entirely legislative process and the procedures for annexation are specifically addressed in the State Code. However, the decision whether or not to annex the land lies within the discretion of the local governing body - in this case, the Mayor and Council of Cecilton.

The Town should conduct very selective annexations for both economic and environmental reasons in the future. New growth should not at the expense of decreasing the level of services provided to current residents of the Town.

Therefore, the overall goal stating the Town's philosophy on annexations is as follows: to encourage the orderly growth and expansion of Cecilton by annexing selected areas and by providing public services to newly developing areas without overburdening these facilities and while continuing to maintain a high level of services to existing developments and residents of the Town.

The Town's annexation objectives are to:

- Ensure that the land use of proposed annexations is compatible with the development of adjoining properties throughout adoption of proper zoning upon annexation, with the imposition of special conditions if necessary.

- Objectively ensure through a cost/benefit analysis that any proposed annexation area will positively benefit the Town's resources prior to its actual annexation. (Details will be provided in the Adequate Public Facilities Ordinance-APFO.)
- Ensure that all costs associated with the new development are accounted for and provided for in an equitable manner by the developer. (Details will be provided in the Developer's Rights and Responsibilities Agreement-DDRA.)
- Identify future areas with annexation potential that are contiguous to the Town's boundaries, have development potential to suit the Town's needs, and will be beneficial to the Town.
- Determine if there is already available land in the Town for the intended uses proposed for annexation areas under consideration.

The County and Town shall coordinate their land use management and infrastructure planning in these areas to help ensure that Cecilton is able to annex lands in an orderly fashion and is not hemmed in by premature and inappropriate land uses at its borders. At a minimum, Cecilton shall be notified by the County of development proposals in these "growth areas" and given an opportunity to comment on the proposed development.

Documents Relating to Development and/or Annexation

In order to obtain the above objectives, the Town will proceed with the formulation of an *APFO* (Adequate Public Facilities Ordinance). This will ensure that the developer is required to complete all studies necessary to understand what and how their development and/or annexation will affect the Town and its resources. The Town will also proceed to draft model documents that can serve as the basis for future Developer's Rights and Responsibilities Agreement (DRRA) and an Annexation Agreement and Public Facilities Agreement (AAPFA). The AAPFA shall include, but is not limited to: property description, future land use, development intentions, public facilities, public services which may include the expansion of services either currently provided by the Town or additional services not currently provided by the Town, conditions, mutual assistance and special provisions.

Interjurisdictional Coordination

The Maryland Planning Act of 1992 directs local governments to coordinate their planning and development efforts with adjacent jurisdictions. Among other things, the designated growth areas are shown on this plan because they represent an area of overlapping interest with Cecil County. Efforts should be made by both the County and the Town to ensure that future development in these areas complies with the joint interests of the Town and County for growth management.

In addition to the designated growth areas, there are a number of recommendations and concepts included in this plan that will require cooperation between the County, Town and, in some instances, the State to achieve. Noteworthy among these are area transportation concepts, including developing traffic calming street improvement measures at the Town's entry along Route 213, extension of the Town street grid into adjacent County areas and connections with existing County and State roads, and pedestrian facilities such as greenways and bikeways. The Town should coordinate its implementation activities as they relate to these plan recommendations.

Since State and County resources are limited in regard to capital improvements, the Town should coordinate all development and annexation policies. All future annexation areas should be planned to meet priority funding area threshold levels to qualify for certification.

Promoting Innovative Policies to Achieve Land Use Objectives

The Town should seek, in coordination with the County and State, to develop and nurture innovative techniques to encourage smart growth in directed areas and achieve the Plan's land use objectives. Such innovative approaches may include: establishing public-private partnerships to promote and encourage small business development in the Town Center; develop a tax increment financing policy to encourage private investment in the commercial district; seek Main Street Program grant funding to enhance the physical characteristics of the Town Center in order to promote it as a viable alternative for local shopping and a regional destination for tourists. The Town should also establish the new "Agricultural Reserve/Planned Development" district and the "Agricultural Business" district to formalize the Town's support of its agricultural neighbors which it has long held in high regard. Finally, the Town should implement the mandatory clustering program for larger farm parcels, located at the Town's edges. This will support the planned development within the Agricultural Reserve, provide a manageable development form, and provide the desired greenbelt to define the Town's edges.

Regulatory Streamlining

The Town has examined its regulatory policies to promote streamlining in order to efficiently facilitate the permitting process. For instance, holding pre-application meetings with potential developers to review preliminary plans to ensure consistency with Town policies outlined in the Comprehensive Plan; conducting coordinated review and approval processes for new development proposals in the County and within the Town's designated growth areas to ensure consistency with Town growth management goals and objectives; and developing a regulatory procedures guideline manual to assist the Town staff, residents, and developers when navigating the Town's regulatory processes.

Finally, the Town should continue to try to initiate a citizen outreach and education program to stimulate the private sector involvement in targeted growth and development in the Town that complement land use goals and objectives. The 1992 Planning Act encourages Cecilton to continue investigating the viability of these and other streamlining processes.

SUMMARY LAND USE POLICY RECOMMENDATIONS

The following recommended policies are designed to guide future growth and development both within the Town and in future areas that may be annexed.

- Annexation will be required as a condition for extending Town community facilities and services.
- Impact fees may be required of future large-scale developers, in addition to land dedications or fees-in-lieu of dedications, for the provision of upgrading or extending public and community facilities.
- Incentives to encourage new commercial development in the Town Center that will support the Town's economic viability while securing its small-town character shall be identified and utilized to foster a healthy downtown.
- Utilize buffer yard requirements, landscaping and signage standards in the Town Center to promote a unified and attractive image and to foster a "downtown" feel and identity.
- Coordinate with the County and State to ensure that the Town's designated growth areas are consistent with the County's land use plan, is in compliance with the 1992 Growth Act requirements, and supports the State's Smart Growth Initiative.
- Utilize performance standards, including bufferyards to ensure nearby land uses and critical areas are not adversely affected by business development. It is important to concentrate business development activities at specific sites in order to preserve the small town character of Cecilton.

- Only light industry (processing and assembly) shall be permitted in close proximity to residential development.
- Cecilton shall ensure that public facilities and services are available to all portions of the Town. Semi-public services, which are owned privately yet considered as meeting a need of the general public, shall be guaranteed to be accessible for reasonable public uses.
- Public services shall only be provided according to the community's ability to support such services.
- Establish one new land use district; an “Agricultural Reserve/Planned Development District” and re-evaluate the provisions recently adopted to create an “Agricultural Business” district. The agricultural district would be applied to larger farm parcels located within the Town’s designated growth area as annexation of such lands may occur in the future. This district would require clustering of development to permit greater net density on portions of farms located near the current corporate limits and would require dedication of easements on portions removed from the Town’s edges to realize a Town greenbelt over time. The Agricultural Business district would be assigned to locations where existing or future agri-business uses are currently located or may be located in the future.

Chapter 3 – Municipal Growth Element

INTRODUCTION

The Municipal Growth Element (MGE) is one of two new elements in the Cecilton Comprehensive Plan developed specifically to meet the requirements of Maryland House Bill 1141. The MGE specifies where Cecilton intends to grow outside its existing corporate limits. It also discusses how the Town intends to address services, infrastructure, and environmental protection needs within the designated Growth Area.

In order for land annexed after September 2006 to qualify for State assistance as a Priority Funding Area (PFA), the MGE must contain an analysis of land capacity available for development, including infill and redevelopment. The Town must develop and share with other planning agencies (State/County) an “Annexation Plan” consistent with the MGE. The MGE provides Town officials with a better understanding of the impacts of growth and affords a framework for establishing land use and growth management policies going forward.

Future growth in the County and Cecilton will require multi-jurisdictional strategies to address such issues as school capacity, demands on emergency services, public infrastructure and transportation facilities.

The MGE for the Cecilton Comprehensive Plan presents land consumption analysis and impacts on public facilities that will be due to the expected population increase from 490 in 2006 to between 800 and 960 residents by 2030. This increase in population is expected to have a substantial effect on the development pattern within the current Town boundaries and those areas designated as growth areas. As the population and housing units increase, there will also be growth in demand for increased services and facilities. Water and wastewater facilities will need to be expanded. Pressures on the County school system will be created. Open spaces will need to be created either by municipal purchase or as a result of dedication through approval of development plans. Municipal services to accommodate the increase in population will have to be funded by the Town or other sources.

Growth of Cecilton

Efforts to establish a Town in southern Cecil County date back to Augustine Herman, an immigrant to the area, in 1633. After several unsuccessful efforts, the Town of Cecilton was incorporated in 1864. Its location at the intersection of Routes 213 and 282 is a hub in the southern section of Cecil County. The Town provides the region with numerous community facilities and public services. Agriculture has historically been the major land use in this part of Cecil County; however, residential growth has been occurring in and around Cecilton in recent years. The population of this small Town is modest and has undergone some periods of decline in recent decades. New development activity, in the form of recently constructed residential communities and plans for new development, will likely change that population trend, as follows:

Cecilton Population Trends	
1970	581
1980	508
1990	489
2000	474
2007 (estimate)	488
2010 (projection)	541

PRELIMINARY DEVELOPMENT CAPACITY ANALYSIS TO DETERMINE CECILTON'S LAND NEEDS FOR GROWTH BASED ON THE 1998 COMPREHENSIVE PLAN

The Town with the assistance of the MDP has examined prospects for future growth through development or redevelopment of lands currently located within the Town's corporate limits. This assessment took the form of a Development Capacity Analysis prepared in July 2008 that evaluated the number of vacant parcels currently located in the Town that might be subject to infill development in future years. This involved collecting, integrating and interpreting data to make it "fit" MDP's growth simulation model. MDP has run the growth model with default assumptions and current Town zoning to obtain preliminary results.

Maryland's local governments committed to performing the Development Capacity Analysis as part of their comprehensive plan updates via the Development Capacity Analysis Local Government MOU (signed by the Maryland Municipal League and Maryland Association of Counties in August, 2004) and the Development Capacity Analysis Executive Order (signed by Governor Ehrlich in August, 2004). These agreements were commitments to implement the recommendations made by the Development Capacity Task Force, which are outlined in their July 2004 report (the full report is available at: http://www.mdp.state.md.us/develop_cap.htm).

This analysis produces estimates of the number of dwelling units that may be constructed by build-out based on existing zoning, land use, parcel data, water and sewer service, and information about unbuildable lands. This analysis does not account for school, road, or water and sewer capacity. The estimates are focused on the capacity of the land to accommodate future growth.

Background and Trend Data

According to the United States Census Bureau, the Town of Cecilton had an estimated 490 persons in 2006 comprising .5% of the total County population. In 2000, there were a total of 198 households, 212 housing units and an average household size of 2.39. Cecil County is expected to grow from 99,695 in 2006 to 159,950 by 2030, an increase of 60,255. Based on the County's projected growth, if the Town of Cecilton only received a pro-rata share of that growth, the Town population would increase by 127 households with a corresponding population increase of 304 persons by 2030.

Infill and Redevelopment Capacity Analysis

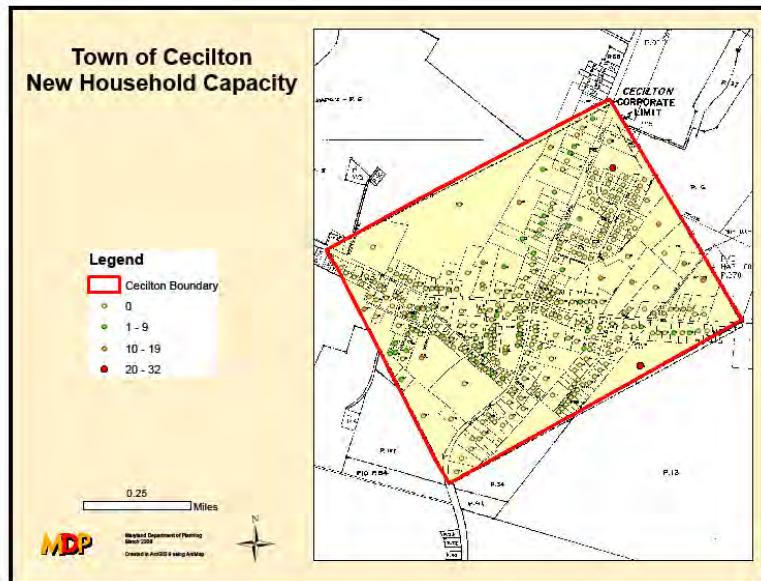
Infill capacity within the current corporate limits of Cecilton is based on the number of vacant lots currently available for development. Potential yield in within the existing Town of Cecilton was determined by first identifying vacant lots and underutilized parcels using Maryland Property View data. Lots or properties that exhibit limited development potential were eliminated from consideration. These include parcels requiring significant off-site road or utility improvements. This approach to estimating infill potential in the "Old Town" may tend to modestly over-estimate development potential considering how little infill and redevelopment has actually occurred in the Town over the last several decades. The preliminary results of the growth model use the default MDP assumptions of the model and the current zoning of the Town.

Table 3-1
Estimated Capacity for In-Town Growth by Zoning Category

Zoning	Acres	Capacity (in households)
HC	50	0
R1	215	204
TC	49	32
Total	314	236*

- * Households shown represent potential for infill development or redevelopment of underutilized sites currently located within the Town's corporate limits.

Illustration 1



The results of this analysis shows that there is more than sufficient capacity within the existing Town limits for the Town of Cecilton's projected growth of an additional 304 people or 127 households by 2030. The potential location of these new households within the Town is shown in Illustration 1. According to MDP's capacity analysis, there is a total capacity of 236 households or 563 new residents (based on a household size of 2.39 for the Town in 2000) within the Town limits.

Development Beyond Present Town Limits

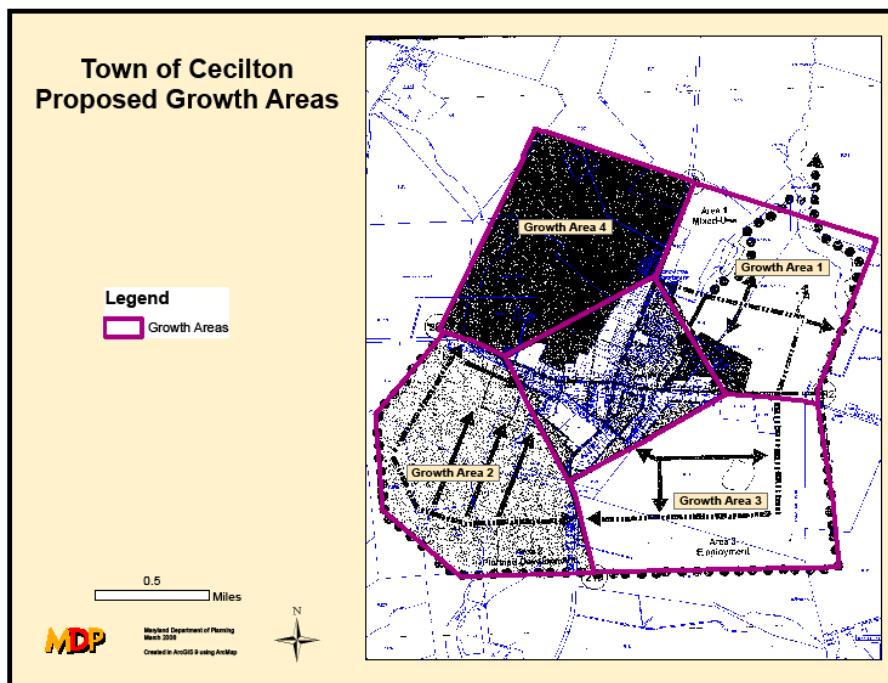
In addition to running the model for current zoning and land use classifications, MDP also calculated the development capacity for Cecilton's proposed growth areas as shown in the Town's 1998 Comprehensive Plan (See Table 3-2). Growth areas identified in Table 3-2 are represented by Illustration 2 which was a part of the 1998 Cecilton plan document.

Table 3-2
Capacity for Growth in 1998 Plan Designated Growth Areas

Zoning	Acres	Capacity (in households)
Area 1	384	1,344
Area 2	439	1,537
Area 3	454	0
Area 4	393	0
Total	1,670	2,881*

* Capacity for households assumes a density of 3.5 residential units per acre on all lands within designated growth areas #1 and 2.

Illustration 2



DEVELOPMENT CAPACITY ANALYSIS BASED ON 1998 LAND USE PLAN

The 1998 plan anticipated that Cecilton would expand in the future toward the east with residential and employment growth. The east side of Cecilton is approximately six miles from the New Castle County boundary and the nearby Route 301 corridor. Expected growth in southern New Castle County, and the Middletown area in particular, was expected to have an effect on nearby areas of Cecil County. The east side of Cecilton is connected to that area by Route 282. A second residential growth area was envisioned to the southwest of the Town where the street pattern is proposed to extend into new planned developments. All of these areas are beyond the current municipal boundaries of Cecilton and lie within Cecil County.

The analysis performed by the MDP provided useful information to the Town. The analysis revealed substantial capacity for infill and redevelopment within the current Town corporate limits. It also indicated that growth in areas designated for same in the 1998 plan could prove to be overwhelming, since projections indicated that if designated growth areas were built out at 3.5 residential units per acre, the Town population could conceivably grow 14-fold, from a current population of approximately 525 residents to over 7,400 residents at build-out (a total of 3117 new households).

The Selected Land Use Plan Alternative for Future Growth and Annexation

Since this population size is not in keeping with the Town's Vision of Cecilton in the future, re-evaluation of land use assumptions made in the 1998 plan, and reconsideration of how and where growth might best occur in keeping with Town objectives and Maryland's smart growth strategies were undertaken by the Planning Commission. Several growth area alternatives and build-out analysis for each alternative were performed. (See Appendix A).

The selected alternative, a combination of Alternatives #2 and #3 of the four examined, strikes a balance to:

- reduce the number of future residential units that would occur in designated growth areas.
- assure such development occurs in serviceable form.
- foster a pattern of development in keeping with current Town character and scale.
- Support a land base for continued forms of Agribusiness use and development within a greenbelt designed to provide a hard edge and long term definition of the Town of Cecilton within the larger County landscape.

The proposed plan, as shown on Map 3 (see Chapter 2) represents the Town's long-range growth expectations and designated priorities for annexation. The growth area, including both the Agricultural Reserve and Planned Development areas, totals 2,186 acres in total land area. The proposed Cecilton growth area includes six larger farm parcels located to the southwest, southeast, and northwest of the existing corporate limits. These six parcels range in size from 146 acres to 653 acres in area. Each parcel represents potential opportunity for both development and to support Town plans for a future greenbelt. Areas shown as Planned Development represent those portions of larger parcels where development would be expected to occur, in planned development form. Remaining portions of these properties designated Agricultural Reserve would remain undeveloped and in Agricultural use through the conveyance of easements that limit future uses to farming and a wide range of related agricultural industry or agribusiness uses.

The selected plan alternative accommodates growth within the current corporate limits through infill development that holds potential to support an additional 236 residential units within the community. Most of the remaining areas designated for future growth would be designated for "Planned Development/Agricultural Reserve". A new Zoning district bearing the PD/AR classification would be created to accommodate and implement this plan concept. The "Planned Development" and "Agricultural Reserve" plan designations would be assigned to all lands shown on Map 3 entitled "Future Municipal Growth Areas, Town of Cecilton". A total of 2,186 estimated acres are proposed for such designation and are shown on Map 3. Note that the Planned Development boundaries are displayed for schematic purposes only to display how development in the AR/PD may be clustered around existing town boundaries on approximately 20% of a parcel area.

The Plan designation and corresponding zoning of parcels currently under the jurisdiction of Cecil County and located within the proposed future Growth Areas are shown in Table 3-3. The table identifies the

projected new residential units and acres developed as Planned Development, as well as the acres protected as Agricultural Reserve through conservation easements and greenbelt designation. It is projected that the gross density of the Agricultural Reserve/ Planned Development area will be 1 dwelling unit per 3 acres, which equates to 511 dwelling units. This calculation does not include parcels in the Agricultural Reserve that are adjacent to the northwest town boundary, since this area is already preserved in perpetuity. The development potential of 511 units is planned to be clustered at a density of 3.5 dwelling units per acre, which equates to 146 developed acres. The total area of protected lands in perpetuity is estimated to be 2,040 acres. A schematic of how a development may occur on a parcel in the Agricultural Reserve/ Planned Development district is provided as Appendix B – Map 3A.

Table 3-3
Build-out Analysis of Selected Plan Alternative

Proposed Plan Designation	Acres	Estimated New Residential Units	Acres Developed	Acres protected Ag/reserve
Agricultural Reserve/ Planned Development	2,186 ^[1]	511 ^[2]	146 ^[3]	2,040 ^[4]
Existing Town Infill/Redevelopment	314	236 ^[5]	-	-
Total	2,500	747	146	2,040

2. The estimated new number of dwelling is calculated based on a gross density of 1 dwelling unit per 3 acres in the AR/PD growth area. This calculation does not include parcels in the AR adjacent to the northwest town boundary, since this area is already permanently preserved. ($[2,186 \text{ ac} - 653 \text{ acres}] \times [1 \text{ du}/3 \text{ ac}] = 511 \text{ du}$).
3. It is planned that the 511 dwellings will be clustered in the PD area. Using a planned density of 3.5 du/ac, it is calculated that the total PD area will be 146 acres. This calculation does not include land area needed for roads to support the development as well as undevelopable area due to site constraints.
4. The acres protected is calculated based on the total AR/PD area less the estimated acres to be developed. ($2,186 - 146 = 2,040$).
5. Estimate of existing Town infill development as determined by MDP, April, 2008.

Assuming that a modest reduction in average household size from 2.39 to 2.3 persons per household can be expected over a 30 plus year planning period, the 747 estimated new residential units or households will generate a population increase of approximately 1,718 new residents in Cecilton at build-out. Current Town expectation is that this build-out will not occur within the next 50 years. Within the more immediate 20 year planning horizon, expectations are that the Town population may grow with approximately 440 new residents or approximately 187 new households with the rate of growth accelerating beyond the 20 year planning horizon. Actual rates of growth and estimated household and housing unit yield will be heavily influenced by national economic trends, area market forces, the viability of continued farming in near Town locations and other forces.

Annexation Plan

As noted, the proposed Cecilton growth area is primarily made up of six large farm parcels surrounding three sides of the Town. Annexation of these six key farm properties into the Cecilton Growth Area is not anticipated within the next 10 years. However, the Town does anticipate future annexation and development at some point. Cecilton has defined and articulated several reasons for annexation of these areas including:

- Protecting Cecilton's unique identity by controlling the quality of development occurring in and around the Town;
- Requiring development site design that focuses on "place-making" and smart growth principles;
- Enabling and requiring Smart Growth densities for new development;
- Ensuring agricultural reserve lands to accommodate the agricultural industry that has traditionally surrounded the Town and framed its identity;
- Utilizing the agricultural reserve lands as a greenbelt to define the Town edges in the larger County landscape;
- Requiring appropriate stormwater Best Management Practices (BMP's) to enhance and protect water quality in area stream systems; and,
- Minimizing the future development of on-lot septic systems in areas surrounding the Town.

Annexation Policies

Properties designated within the mapped municipal growth area will be considered candidate areas eligible for future annexation. This policy includes small properties where annexations will be undertaken to clarify boundaries, prevent "enclaves," and/or extend service to areas in need of municipal services for health or safety reasons. Larger parcels proposed for annexation will be required to maintain 80% or more of their respective land area in Agricultural Reserve use which may include a range of commercial uses related to the Agricultural industry which will be defined in a future update of the Zoning Ordinance. These large parcels would be permitted a density of one residential unit per three acres, provided such development is clustered on 20% or less of the total parcel area and achieves a net density or smart growth density of between 3 and 4 units per acre.

Prior to annexing any land area not included in the Growth and Annexation Plan, the Town will first consider appropriate amendments to this Comprehensive Plan and will follow the procedural requirements for comprehensive plan amendments and annexation established in State law (Articles 66B and 23A), including those of Maryland HB 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that County and State agencies are afforded an opportunity to comment on the proceedings. In addition, the following annexation policies will apply to future annexations:

- Proposed annexation areas will be economically self-sufficient and will not result in larger municipal expenditures than anticipated revenues, which would indirectly burden existing Town residents with the costs of services or facilities to support the area annexed.
- The costs of providing roads, utilities, parks, other community services will be borne by those gaining value from such facilities through either income, profits, or participation.
- Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address, among other things, consistency with the goals, objectives and recommendations contained in the *Cecilton Comprehensive Plan*, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the Town. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA).
- For annexations involving larger parcels of land, the Town may require appropriate impact studies, including a fiscal impact study and an environmental impact assessment that addresses the potential

impact of the proposed annexation and planned development on the environment of the site and surrounding area.

- If considered necessary or appropriate, applicants for annexation shall pay the cost of completing all studies related to expanding capacity of existing public facilities and/or services.
- All development proposals will be required to utilize the Town utility system. In order to reserve some sewer treatment capacity for additional uses within the existing Town boundaries and for uses in more than one annexation quadrant, no one developer or no one annexation quadrant shall be granted more than 50% of the available yearly allocation, issued by the MDE in any given year. This may be otherwise negotiated per written agreement between the developer and the Mayor and Council should the developer provide a new treatment system and/or upgrades to the existing treatment system that would make additional hook-ups available. Proposed annexation agreements may include a requirement to set aside portions of the site for necessary public community facilities and provide fees-in-lieu of land dedication for public purposes. Of particular interest are lands adjacent to the Town wastewater treatment facility, which need to substantially increase the capacity of the sewer system. Lands set aside for public community facilities can be deducted from an open space requirement.

IMPACT ON PUBLIC FACILITIES

Population growth will have impacts on public services and facilities provided by the Town. Population growth in Cecilton will, in some cases, also impact services and facilities provided by Cecil County. The following table summarizes the estimated potential impacts on public facilities and services (Town and County) associated with Town growth. Infill and redevelopment within Cecilton will result in the potential for an additional 236 residential units. The impacts of potential “in-Town” growth for Cecilton from 2010 to 2020 are summarized in Table 3-4. Impacts include total projected dwelling units from infill and redevelopment, projected population increases, sewer and water, as well as other public facilities and services such as schools, libraries, police, recreation land demand, and fire and rescue (emergency services).

Table 3-4
Potential Impacts of “In-Town” Growth
on Public Facilities and Services

Classification and Standard Used	Infill/Redevelopment Areas
Total Dwelling Units	236
Population (assumes 2.33 persons per household)	542
Sewer (gallons per day) GPD (250 per dwelling unit)	59,000
Water (gallons per day) GPD (250 per dwelling unit)	59,000
School (new students) (.476 per dwelling unit)	112
-High School (.154 per dwelling unit)	36
-Middle School (.107 per dwelling unit)	25
-Elementary School (.215 per dwelling unit)	51
Library (gross floor area) GFA (.25 sf per unit)	59
Police (personnel) (1.6 officers per 1,000 pop.).	.9
Recreation Land (acres) (30 acres per 1,000 pop.)*	16.6
Fire and Rescue (Emergency Services)	
-Personnel (one per 500 pop.)	1
-Facilities (gross floor area) GFA (.7 sf per pop.)	389

Sources:

1. Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand).
2. Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit).
3. American Library Association (library facility square footage multiplier);
4. International Association of Police Chiefs and other organizations (personnel multiplier).
5. 2000 U.S. Census for Cecilton /Maryland Department of Planning Population Projections for Cecil County (persons per household based on descending trend in household size).
6. International City Management Association (fire personnel multiplier) and National Planning Standard (fire facility square footage multiplier).

* Recreation land standard represents land provided by State, County, and Town.

Beyond the impacts of potential infill development or re-development of lands within the current corporate limits, growth in designated areas for future annexation will also prompt demands on public facilities and services. Additional growth is anticipated in areas for potential annexation shown on Map 3-1 as “growth within the Agricultural Reserve” areas. Most of these areas, currently under County jurisdiction, are located in the Southern Agricultural Reserve (SAR) zone district. Potential growth in these areas could represent an additional 538 residential units through future annexation over time.

Table 3-5 reflects the potential impacts that development in future growth and annexation areas may have on sewer and water system demands, as well as demands on other public facilities and services such as schools, libraries, police, recreation land demand, and fire and rescue (emergency services).

Table 3-5
**Potential Impacts of Future Growth in Designated Growth
and Annexation Areas on Public Facilities and Services**

Classification and Standard Used	Infill/Redevelopment Areas
Total Dwelling Units	538
Population (assumes 2.33 persons per household)	1237
Sewer (gallons per day) GPD (250 per dwelling unit)	134,500
Water (gallons per day) GPD (250 per dwelling unit)	134,500
School (new students) (.476 per dwelling unit)	256
-High School (.154 per dwelling unit)	83
-Middle School (.107 per dwelling unit)	58
-Elementary School (.215 per dwelling unit)	116
Library (gross floor area) GFA (.25 sf per unit)	135
Police (personnel) (1.6 officers per 1,000 pop.)	2
Recreation Land (acres) (30 acres per 1,000 pop.)*	38
Fire and Rescue (Emergency Services)	
-Personnel (one per 500 pop.)	3
-Facilities (gross floor area) GFA (.7 sf per person)	885

Sources:

1. Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand).
2. Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit).
3. American Library Association (library facility square footage multiplier).
4. International Association of Police Chiefs and other organizations (personnel multiplier).
5. 2000 U.S. Census for Cecilton /Maryland Department of Planning Population Projections for Cecil County (persons per household based on descending trend in household size).
6. International City Management Association (fire personnel multiplier) and National Planning Standard (fire facility square footage multiplier).

* Recreation land standard represents land provided by State, County, and Town.

Implications of Growth

A review of Tables 3-4 and 3-5 indicate that the implications of growth on the Town will be substantial at buildout. For example, as indicated in Tables 3-4 and 3-5, the combined impacts of growth through infill and potential future annexations will result in an increase of up to 256 new students in the County school system, with an estimated 116 new elementary school students requiring classroom space at Cecilton Elementary School. While such impacts are substantial, they represent projections for demands and impacts at build-out which can be expected over a period in excess of 50 years.

Table 3-6 provides a more realistic assessment of impacts that might be anticipated within a 20 year planning horizon based on the rate of growth projected over the next 20 years as identified earlier in this Chapter. This assessment assumes the Town's growth will generally parallel the projected County growth rate over the next 20 years. As such, the Town would receive a pro-rata share of the overall County growth which will result in a Town population representing .6% of total County population as evident in 2007. Assuming this trend, the Town would sustain an increase of approximately 440 new residents or 187 new households over the period, resulting in a total Town population projection of 960 residents by the year 2030.

Table 3-6
Potential Impacts of Future Growth Over the 20-Year
Planning Horizon on Public Facilities and Services
(includes infill and growth in designated future growth area)

Classification and Standard Used	Infill/Redevelopment and/or Growth Areas
Total new Dwelling Units	187
Added Population (assumes 2.33 persons per household)	430
Sewer (gallons per day) GPD (250 per dwelling unit)	46,750
Water (gallons per day) GPD (250 per dwelling unit)	46,750
School (new students) (.476 per dwelling unit)	89
-High School (.154 per dwelling unit)	29
-Middle School (.107 per dwelling unit)	20
-Elementary School (.215 per dwelling unit)	40
Library (gross floor area) GFA (.25 sf per unit)	47
Police (personnel) (1.6 officers per 1,000 pop.)	.7
Recreation Land (acres) (30 acres per 1,000 pop.)*	13.2
Fire and Rescue (Emergency Services)	
-Personnel (one per 500 person)	.9
-Facilities (gross floor area) GFA (.7 sf per person)	308

Sources:

1. Maryland Department of Planning – MDP: Municipal Growth Element Model (Smart Growth lot size, underbuild assumptions, school enrollment multipliers, and recreation land demand).
2. Maryland Department of the Environment – MDE: Water and Wastewater Capacity Management Plans (sewer and water gpd demand estimates – 250 gpd per dwelling unit).
3. American Library Association (library facility square footage multiplier).
4. International Association of Police Chiefs and other organizations (personnel multiplier).
5. 2000 U.S. Census for Cecilton /Maryland Department of Planning Population Projections for Cecil County (persons per household based on descending trend in household size).
6. International City Management Association. (fire personnel multiplier), and National Planning Standard (fire facility square footage multiplier).

* Recreation land standard represents land provided by State, County, and Town.

Sewer

The Town has recently (January 2009) completed a new wastewater treatment plant that increases capacity from 0.050 mgd to 0.100 mgd utilizing Sequence Batch Reactors (SBR's) with continued stream discharge into Black Duck Creek. If the Town continues to make infiltration and inflow repairs, this facility improvement should accommodate the waste treatment demand resulting from projected growth in population over the 20 year planning horizon.

Water

Two new production wells, approximately 280 feet deep, have been installed which draw from the Magothy aquifer. Each well has a capacity of 250,000 gallons per day (gpd), although only one well is operational at any one time. A 400,000-gallon water storage tank has also been constructed. The water plant was completed in December 2006. Projected growth over the 20 horizon is estimated to require an additional

46,750 gallons per day in water supply and may require additional storage capacity near the end of the 20 year period if projections are realized.

Fire and Police Protection

Cecilton has one of the nine volunteer fire companies in Cecil County. Firefighting equipment is maintained in good condition and equipment is upgraded, as funds are available. Local volunteers and Cecil County Emergency Services provide ambulance service.

Pursuant to the Cecil County Code, the County funds municipal fire companies an amount which is based on the assessable base within each fire district, which is certified annually by the State Department of Assessments and Taxation. The fire companies are also compensated for providing ambulance services within their respective districts. As Cecilton's assessable tax base increases due to population and/or business growth, emergency services funding should correspondingly increase to support the additional demand for services, thus ensuring adequate emergency services and personnel for the future are commensurate with increased population. The Town and County may need to monitor this funding source in the future to assure its adequacy.

Police service is currently provided through the Maryland State Police and the Cecil County Sheriff's Department. Cecilton has already begun to investigate the feasibility of planning for its own police force. As growth occurs and if the Town population almost doubles, as projected over the next 20 years, a police force will likely need to be established.

Schools

Cecilton's educational facilities consist of Cecilton Elementary School and an MRDC Headstart Program at the Town's Annex property. Students in grades 6-12 attend Bohemia Manor Junior-Senior High School.

Cecilton Elementary, which originally served as Cecilton's High School, is located on MD 282 on an eight-acre site. The Elementary School was built in 1939 and had one addition in 1950. Another addition was added in 1999 plus it was refurbished and remodeled to improve function and interior appearance. According to the Educational Facilities Master Plan adopted by the Board of Education on July 24, 2006, the school had a 2005 fall enrollment of 337. Projected enrollment currently is just over 290 students consistent with the schools 2005 projection that enrollment would decline over the next five years. According to the Board of Education in 2005, enrollment was expected to slowly rise with a projection of 343 students by 2017.

Table 3.6 indicates that an additional 40 students, generated by Town growth alone, can be expected by 2030. Although the school would appear to have adequate capacity over the next 10 years, potential for additional students generated by County growth beyond the Town suggests the Board of Education will need to assess the School's capacity beyond a 10 year planning horizon.

The County will need to examine the space available at the Bohemia Manor Junior/Senior High School to ascertain its capacity to support the additional 20 middle school students and 29 high school students generated by projected growth within the Town over the next 20 years.

The "Annex" which is now known as the Southern Cecil County Community Center is one mile away on MD 213. The Headstart Program is income based and is for pre-k children ages 3 and 4.

Library Services

The Cecilton Community Library is funded by the Town, County, and Friends of the Library. Library services were expanded when a new building was put into operation in 1990. The Library offers books, reading materials, records, videotapes, and CD's to patrons on a loan basis. Internet access is also available. The Library building is also used by community organizations as a meeting facility. The Cecilton branch has the fastest growing membership in the County. Demands on additional library space (47 square feet) should not prompt needs for expansion of facilities over the next 20 years.

Refuse Collection

Refuse collection in Cecilton is once a week. Residents pay \$100 a year for this service payable through real property taxes. Developing and implementing a recycling program is a Town goal. A recycling program could perhaps be led by a civic organization and supported by Town government as the Town grows. As residential growth occurs resident fees should keep pace with costs of collection services.

Parks and Recreation

In June of 1996, the Mayor and Council of the Town of Cecilton acquired 18.6 acres of land adjacent to the existing Cecilton Park (funded by Program Open Space) for the purpose of expanding the current park and increasing outdoor recreational opportunities. A Master Park Plan has been developed and its implementation is ongoing.

Facilities currently located at the Park include four ball fields, a pavilion, two tennis courts, a volleyball court, and a horseshoe pit. Two basketball courts are presently being constructed. The facilities still planned for Cecilton Park include a multipurpose field and a t-ball field (these will be redesigned from the two existing older baseball fields), a tot lot and playground, walking and fitness trails, and a nature walk with a habitat center. A small skateboard area has been suggested as an addition to the Master Plan. The Cecilton Community Library is also located within Cecilton Park, which continues to serve as the central recreational facility in southern Cecil County.

As growth occurs, the demand for an additional 12 acres of parkland will need to be assessed by both Town and County officials. Some portion of this parkland may be provided by the Town as development occurs through mandatory requirements for dedication of recreation lands as a condition of development approval or an alternative requirement for payment of a fee-in-lieu of dedication for use by the Town to purchase land. Some portion of the demand for recreation land should be shared by the County, since Cecilton serves as a center for recreation land and facilities that are used by County residents.

Health Services

There is an excellent medical center in the Town of Cecilton with two doctors, a dentist and a rehabilitation facility. A podiatrist and another dentist are also located within the Town limits. The nearest hospitals are located in Elkton and Chestertown. Additional population over the next 20 years will generate additional demand for Health care practitioners, but will not likely be sufficient to support the extension of a larger health care facility.

Additional Facility Needs

The Town also 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.). The existing Town Hall may prove to be limited in its size to handle these functions in the future.

A review of staffing levels for both administrative and public works employees should be conducted periodically (or every five years) to determine adequacy. Expansions of the Town Hall, Town staff, and municipal services can be made and funded as the assessable tax base in the Town expands and may be considered in conjunction with planning for a community center and meeting center to satisfy all needs under one roof.

In the 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 Developer Rights and Responsibilities Agreement (DRRA) that includes offsetting fees, or may enact appropriate impact fees.

Community and Meeting Centers

Senior citizens meet once a week, civic organizations meet monthly and clubs for children meet regularly within the Town. Cecilton is planning a community center for the future. Currently meetings are taking place at the local churches, the library, Town Hall and the Annex building.

RECOMMENDATIONS TO MITIGATE THE IMPACTS OF GROWTH

Greenbelt

It is the intention of Cecilton to provide a Greenbelt around the Growth Area. The purpose is to create an edge or terminus to the proposed development and a distinguishing feature adjacent to the rural land uses in Cecil County. The Greenbelt would be made up of open space lands that would be prevented from development by a variety of means, including acquisition, dedicated easements or other land conservation techniques. These lands would be within the Growth Area and would be considered in tabulation of the gross density of the area. Within these Greenbelt parcels, near-Town portions of the parcel would be permitted to develop in exchange for conservation easements on remaining portions of each parcel that would remain in agricultural or agri-business use. Combinations of low intensity recreation and conservation uses would also be permitted, such as forest conservation, passive recreation activities, hiking/biking trails and agricultural uses.

Acquisition of parcels that would make up the Greenbelt could occur as part of the development review process by dedication of individual areas of open space. Larger or connecting parcels may be acquired by fee simple purchase by the Town or a land conservancy.

Protection of Sensitive Areas

The Town of Cecilton is relatively flat with no major water courses within the current Town boundaries. Map 4, Sensitive Areas, indicates that there are small pockets of non-tidal wetlands both in and around the Town. Beyond current Town boundaries are two small streams which could effect future development in the Growth Areas. To the northeast of Town is Black Duck Creek, previously mentioned in this Plan as being the location of the Town's wastewater treatment plant. Black Duck Creek flows northward and is a

tributary of the Little Bohemia Creek. Southwest of the Town is Hall Creek which flows to the Sassafras River. Preservation of these water bodies and lands adjacent is addressed in the Sensitive Areas Element, where recommendations for floodplains buffers are discussed.

Vision of Cecilton's Future Character

Cecilton is expected to remain a largely residential community with limited employment opportunities locally. The crossroads nature of Cecilton will continue to provide convenient access to areas to the north and south along Route 213 and east and west on Route 282. As has been noted elsewhere in this Plan, the proximity to New Castle County, Middletown and the U.S. Route 301 corridor will provide access to large employment centers and consumer services. The areas around Cecilton are expected to remain agriculturally oriented, due in large part to participation in agricultural preservation programs. A notable feature of the agricultural land use pattern will be efforts made to expand opportunities for farmers to provide activities, events and marketing for the benefit of nearby residents.

Managing Development Form and Character

Growth occurring around Cecilton is expected to maintain a similar appearance through the use of a grid street pattern and compatible architectural forms. Recently adopted Design Standards will reinforce the Town's interest in preserving the character of a small, rural town. Future developments within the Growth Areas will be subject to annexation and the provision of public water and sewer facilities.

Chapter 4 – Transportation Plan

GOALS AND OBJECTIVES

Goals

- Maintain a functional road and street system for the safe, convenient and efficient movement of people, goods and services in a manner which promotes rational land development patterns.
- Consider the traffic impacts on local residential streets when reviewing proposals for new development in the vicinity which will affect the level of safety and traffic volumes on local neighborhood streets.
- Examine and attempt to improve parking availability.

Objectives

- Provide a balance of transportation facilities meeting the needs of Cecilton.
- Coordinate various modes of transportation so that they complement one another.
- Improve pedestrian and bicycle opportunities in the Town.
- Provide an adequate transportation network with minimal Town expense.
- Coordinate Town, County, State and Federal efforts in providing an efficient transportation system.
- Maximize the desired use of transportation systems while minimizing possible effects upon neighborhoods, the environment, and the general public.

BACKGROUND

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

Too often, transportation planning begins as a reaction to a problem. The Comprehensive Plan and the Planning Act of 1992 suggest that a proactive approach to mobility issues is needed. Cecil County and its municipalities need to plan in a manner that defines a coordinated, evolutionary approach towards achieving less reliance on driving alone, in order to enhance the choice, mobility and quality of life for all citizens.

Cecilton is conveniently located at the intersection of two state highways, MD 213 and MD 282. US 40 is to the north and runs east and west, while US 301 is located south of Cecilton and runs north and south. MD 213 is a main corridor coming from the northeast corner of Maryland to the southeastern shore and accommodates many travelers coming from Pennsylvania, Delaware and New Jersey to the various rivers and summer homes in the area.

The Town owns and maintains Center Street, Douglas Lane, Church Street, Wilson Street, Rickards Street and Water Street. All roads are paved and well maintained by the Town. Additional sidewalks are a possible subject for future study as well as extending Center and Rickards Streets to MD 213.

Current traffic volume in the Town is overwhelming on MD 213 with truck traffic and speeding a major concern. The County and State provide some traffic control. If the State considers dualization of MD 213 to address this issue, the Town would like the State to consider a boulevard approach (see Map 3) to ensure that proper access and a logical extension of Cecilton's grid street system is maintained. In addition, the Town would recommend that they participate in any plans for dualization with the State and County to ensure the Town's perspective, thoughts and ideas are fully represented in the planning process. If dualization occurs resulting in the development of a boulevard or bypass, the Town would recommend that any new intersections created surrounding the Town have limited commercial development potential. Zoning at these intersections should prohibit such development to protect economic viability of Cecilton's commercial business district.

Public transportation for the aging is available through the Cecil County Department of Aging. They provide curb-to-curb public transportation service to and from Elkton by request. There is a small incremental mileage charge.

FUNCTIONAL CLASSIFICATION

The foundation of a long-range street improvement program is a system of classification of the function or level of service the street and highways are designed to serve. The functional classification system allows for the logical coordination of the use of State and local streets and highways in and around Cecilton. Functional classification categories as represented in Cecilton include: 1) Arterial Highways, 2) Collector Streets, and 3) Local Streets.

1) Arterial Highways

The highest level of highway service provided to the Town 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 homogenous neighborhoods and to serve as boundaries between various neighborhoods. On-street parking shall be prohibited on all arterials. MD 213 is classified as a minor arterial.

2) Collector Streets

Both minor and major collectors serve a similar function though varying in volume and intensity of use. The primary purpose of the collector system is to collect traffic from local residential streets and provide for the direct movement of traffic to commercial and industrial areas and the 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. MD 282 is classified as a major collector.
- 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.

3) Local Streets

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

TRANSPORTATION POLICIES

The Cecilton Transportation Plan is shown on Map 3, the Growth Plan. In addition to the conceptual improvements shown on Map 3, the following policies are recommended for the Town:

- The Town shall promote alternatives to driving alone and encourage the County and State to inform citizens of the public and private monetary and environmental costs of continued dependence on vehicles.
- The Town shall support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.
- In the Town Center, priority shall be given to building pedestrian friendly streets. A pedestrian orientation will create a Town environment where people will want to get out of their vehicles and onto the sidewalks and bike routes. This, along with appropriate zoning and other Town efforts, will encourage development and redevelopment.
- The Town endorses the Level of Service standards established by the County.
- The Town shall accommodate the safe and efficient movement of goods and people, acknowledging the importance of both functions to the long-term economic vitality and livability.
- The Town shall establish street design standards 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.
- New collector and local streets shall be built by developers according to their approved site plan and shall follow Cecil County Department of Public Works Road Codes and Standard Specifications.
- The Town shall require that the layout of the new street connections in undeveloped areas assure connectivity to the overall Town grid street system.
- All developments shall have adequate access and circulation for public service vehicles, i.e., ambulances, fire and rescue vehicles, but actual paved street sections should also be as narrow as possible to maintain the neighborhood scale.
- The Town shall 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 the reduction in drive alone areas.
- The Town should pursue transit opportunities where appropriate.

TRANSPORTATION RECOMMENDATIONS

Short-term Recommendations

- The Town should continue to examine alternative, safer pedestrian routes to and from Cecilton Elementary School.
- A bicycle link from MD 282 to MD 213 by way of Cecilton Park should be considered.
- To improve traffic flow, the Town may consider extending Center Street to Douglas Lane to form a connection to MD 213.
- The Town should consider strategies to provide vehicular and/or pedestrian access to interior Town lots currently lacking access to MD 213 or MD 282. Any such improvements should follow the goal to continue the traditional grid street system.
- Cecilton should work with the State and County to promote a greenway system to encourage opportunities for recreation that link up with other proposed or existing greenways throughout Maryland.

- Recommendations to improve the Town's parking issues should be examined. Regarding the lack of parking, the Town may consider establishing an alley system to create parking opportunities away from main arterials.
- To deter excessive traffic speed along MD 213, the Town should consider implementing traffic calming devices at the north and south bound entrances to the Town. Such traffic calming devices include community signage, extension of the sidewalk system, a dedicated bike path, and strategic landscaping. These devices together or separately can help in reducing traffic speed through the Town.

Long-term Recommendations

- If dualization of MD Route 213 occurs, the Town recommends that a boulevard concept be considered that ensures connections with the Town's current street pattern and is compatible with the pattern and intensity of growth planned for in the designated growth area. (See Map 3)
- As new development occurs in the Growth Areas, the Town should require the developments to integrate the "Boulevard Concept" into their design as shown on Map 3.
- The Town should consider pedestrian and bicycle transportation options with the development of a greenway that will connect neighborhoods and recreational facilities. A greenway recommendation is also included in the community facilities chapter of this plan. Greenways will serve the community as an alternative to the automobile for local transportation. In addition, greenways connect people to places, including historically significant buildings, town center, and to recreational centers. The Town should also seek to improve sidewalks and establish other transportation networks.
- Bike riders need to be encouraged with good bike routes and bike racks and pedestrians need to be encouraged with streets, homes and businesses built in a way that makes walking inviting. The network of pedestrian trails and greenways, shown on the plan specifically for the use of pedestrians and bicyclists, should be implemented. This will allow people to travel safely throughout the Town and adjoining areas without relying on the automobile.
- Existing roads, together with bikeways can serve as the system to provide bicyclists travel needs, including recreation and commuter biking. Planning for bicycles should be conducted in conjunction with planning for other transportation modes.
- A bikeway is any road, path or way which is designed to be open to bicycle travel whether it is for the exclusive use of bicycles or shared with other modes of transportation. Wherever possible, bike paths should be physically separated from motorized vehicular traffic by an open space or barrier either within the highway right-of-way or within an independent right-of-way. A bicycle lane is a portion of a roadway, which has been designated for preferential use by bicycles and a bicycle route is designated for bicycles only by signage.
- In making Cecilton's roadways compatible for cyclists, the Town shall follow Maryland State Highway Administration design guidelines for on-road bicycle facilities. It is also important that the Town work with the State and County while preparing connections from developments to the Town Center and to the Town's recreational facilities.
- It is recognized that the County will continue to promote transit service within the Route 40 corridor. Regular transit service to Cecilton is not likely in the near future (10 years). The Town should, however, work with the County and transit providers (including the County Department of Senior Services and Community Transit) to provide more opportunities for Cecilton residents for specialized services to Elkton, Middletown and Newark, Delaware.

Chapter 5 – Community Facilities Plan

GOALS AND OBJECTIVES

Goals

- Provide an appropriate array of community facilities and services required to maintain the health, safety and welfare of the residents of Cecilton.
- Provide adequate parks, recreation and open space and opportunities equitably distributed throughout the Town for existing and future Town residents.
- Comply with House Bill 1141 in consulting with County leaders when preparing their growth and water plan elements and encourage the establishment of a joint planning agreement with the County.

Objectives

- Assure the continued expansion of public facilities and services commensurate with local financial capabilities.
- Assure the provision of community services and facilities to all living and working areas of the Town in a manner which is the least disruptive to the environmental qualities of the area.
- Certify that all existing, newly developed and annexed areas of the Town are afforded adequate public services necessary to promote public health, safety and welfare.
- Examine the pattern and direction of future growth and possible annexation and impacts on community facilities systems.
- Encourage use of public lands and buildings for a variety of public purposes.

The adequacy and capacity of public services and facilities are important to the improvement of the quality of life for citizens of Cecilton. Services, schools, recreation, and other amenities are vital to a residential community. It is the purpose of this Element to evaluate the capacity of existing public facilities in order to determine if current needs are being met and if future growth can be properly served.

EXISTING CONDITIONS

Water

Two new production wells, approximately 280 feet deep, have been installed which draw from the Magothy aquifer. Each well has a capacity of 250,000 gallons per day (gpd), although only one well is operational at any one time. A 400,000-gallon water storage tank has also been constructed, which has a rated capacity of 144,000 gpd. The water plant was completed in December 2006.

Sewer

The municipal sewer system includes a waste stabilization lagoon with three sand filters, with gaseous chlorine disinfection and stream discharge into Black Duck Creek. The wastewater treatment plant is currently permitted for 0.050 mgd with average flows of 0.066 mgd. The flow over the permit is due to excessive infiltration and inflow (I&I) into the Town's aging collection and conveyance system. The Town is seeking state funding to address the I&I problem. In 2008, the Town completed upgrades to the wastewater treatment

plant to increase capacity from 0.050 mgd to 0.100 mgd utilizing Sequence Batch reactors (SBR's) with continued stream discharge into Black Duck Creek.

Fire and Police Protection

Cecilton has one of the nine volunteer fire companies in Cecil County. Firefighting equipment is maintained in good condition and equipment is upgraded, as funds are available. Local volunteers and Cecil County Emergency Services provide ambulance service. Police service is currently through the Maryland State Police and the Cecil County Sheriff's Department but as Cecilton continues to grow the Town has begun to investigate and start planning the necessity for its own police force.

Schools

Cecilton's educational facilities consist of Cecilton Elementary School and an MRDC Headstart Program at the Town's Annex property. Students in grades 6-12 attend Bohemia Manor Junior-Senior High School.

Cecilton Elementary, which originally served as Cecilton's High School, is located on MD Rt. 282 on an eight-acre site. The "Annex" which is now known as the Southern Cecil County Community Center is one mile away on MD Rt. 213. The Headstart Program is income based and is for pre-k children ages 3 and 4. The Elementary School was built in 1939 and had one addition in 1950. Another addition was added in 1999 plus it was refurbished and remodeled to improve function and interior appearance. According to the Educational Facilities Master Plan adopted by the Board of Education on July 24, 2006, the school had a 2005 fall enrollment of 337. Projected enrollment over the next five years is expected to decline slightly and then begin to slowly rise with a projection of 343 students in 2017.

Library Services

The Cecilton Community Library is funded by the Town, County, and Friends of the Library. Library services were expanded when a new building was put into operation in 1990. The Library offers books, reading materials, records, videotapes, and CD's to patrons on a loan basis. Internet access is also available. The Library building is also used by community organizations as a meeting facility. The Cecilton branch has the fastest growing membership in the County.

Refuse Collection

Refuse collection in Cecilton is once a week. Residents pay \$100 a year for this service payable through real property taxes. Developing and implementing a recycling program is a Town goal. A recycling program could perhaps be led by a civic organization and supported by Town government.

Parks and Recreation

In June of 1996, the Mayor and Council of the Town of Cecilton acquired 18.6 acres of land adjacent to the existing Cecilton Park (funded by Program Open Space) for the purpose of expanding the current park and increasing outdoor recreational opportunities. A Master Park Plan has been developed and its implementation is ongoing.

Facilities currently located at the Park include four ball fields, a pavilion, two tennis courts, a volleyball court,

a horseshoe pit and two basketball courts. The facilities still planned for Cecilton Park include a multipurpose field and a t-ball field (these will be redesigned from the two existing older baseball fields), a tot lot and playground, walking and fitness trails, and a nature walk with a habitat center. A small skateboard area has been suggested as an addition to the Master Plan. The Cecilton Community Library is also located within Cecilton Park, which continues to serve as the central recreational facility in southern Cecil County.

Health Services

There is an excellent medical center in the Town of Cecilton with two doctors, a dentist and a rehabilitation facility. A podiatrist and another dentist are also located within the Town limits. The nearest hospitals are located in Elkton and Chestertown.

Community and Meeting Centers

Senior citizens meet once a week, civic organizations meet monthly and clubs for children meet regularly within the Town. Cecilton is planning a community center for the future. Currently meetings are taking place at the local churches, the library, Town Hall and the Annex building. During 2008-2009, the Town and Cecil County were in discussions regarding details of a new County Senior Center within the Town Park. Due to budgetary constraints, the project has been put on hold. The Town should continue discussions with the County regarding the Senior Center and pursue funding opportunities through State and Federal agencies.

COMMUNITY FACILITIES GOALS

Water & Sewer Systems

The Town shall continue with its upgrade to the wastewater treatment system and proceed with recommendations from their engineers to alleviate inflow and infiltration problems.

Police Protection

Cecilton shall continue its feasibility studies on hiring its own police protection.

Schools

The Town shall consult and work closely with Cecil County and the State regarding any annexation and how it would impact our school systems.

Health Services

As the nearest hospitals are over 20 miles away, the Town would like to see our medical facility expand its hours or possibly open an emergency facility.

Community & Meeting Centers

Cecilton shall continue its efforts to replace the existing Annex building and erect a new structure that could house the Head Start program, county offices and a community/meeting center.

Greenways/Greenbelts

It is recommended that Cecilton work with the County to establish a greenways/greenbelt development program. The transportation plan map depicts several areas along the perimeter of the growth area that could represent a Cecilton greenway. Working with the County, the Town should develop this greenway plan in the context of the County's overall greenway strategy.

Greenways provide a place to walk, jog and bike, in addition to providing means for residents to go between neighborhoods, travel to school, and reach recreation areas. An important factor in the Cecilton greenway system should be its ability to connect residents and visitors to the Town Center.

Greenway development offers the opportunity to achieve multiple plan objectives:

- alternative means of travel,
- open space,
- recreation,
- a visual edge to the community,
- environmental protection, and
- tourism/economic development.

Greenways act as a major component of heritage tourism, providing the linkage between the physical and cultural features of a particular area and adjacent heritage areas.

COMMUNITY FACILITIES POLICIES AND RECOMMENDATIONS

Policies and Recommendations

- Adequate public facilities shall be considered essential to the future growth and development of Cecilton.
- Annexation is a prerequisite before granting the extension of Town water and sewer service facilities to areas outside the Town's incorporated boundaries.
- New development will be required to pay for extensions of water and sewer systems and a fair share of the cost for capital investments in other community facilities.
- The Town shall require appropriate environmental review in the development approval process to protect the existing ground water (drinking water) resource.
- The Town shall require stormwater management practices, which utilize surface and on-site drainage treatments as opposed to underground drainage piping.
- The Town shall manage the cost of future development and annexation so as not to adversely impact the economy and finances of the Town and its existing residents.
- The Town shall seek County and State support to implement the Master Park Plan.

Chapter 6 – Sensitive Areas Plan Element

GOALS AND OBJECTIVES

Goals

- Direct intensive activities away from natural areas and stream corridors.
- Respect the significant natural environment of the Cecilton area.
- Preserve and protect the important natural features of the Town including streams, wooded areas, wildlife habitats, and other sensitive natural areas.
- Preserve environmentally sensitive areas along the Town streams.
- Establish specific development policies for reviewing all development activities within natural corridors, and with respect to impact upon and protection of groundwater.
- Preserve natural and man-made drainage-ways and provide public access points for maintenance purposes.

Objectives

- 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.
- 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 location of wetlands and flood plains in order to provide the special protection they may need.
- Preserve and protect fragile groundwater resources within the Town.

BACKGROUND

The Town of Cecilton cherishes its rural character and clean environment with vast surrounding land areas in either large farm operations or undisturbed natural states. The area teems with fish and wildlife and serves as the foundation for an enjoyable rural lifestyle. These irreplaceable natural assets are most important to the health and well being of the Town and to humanity as a whole. Human settlements built across these landscapes will disturb and alter this fragile natural environment. The Town desires that future building development be conceived and designed in ways that recognize sensitive natural features and support systems and provide measures to protect and minimize disturbance and damage to these important natural areas.

Sensitive natural features and systems of particular interest to the Town include:

- Wetlands
- Woodlands and native vegetation
- Threatened and endangered wildlife habitats
- Surface and groundwater systems
- Floodplains (see section titled Floodplains)
- Open space
- Highly erodible and permeable soils

(See Map 4 for the general location of many of the sensitive areas listed above)

The Town will require that major subdivision and development proposals incorporate design measures, which will identify and reduce, to the extent practical, impacts on sensitive natural features. The clustering of development on a portion of the development site and reserving the remainder of the site in open space serves to reduce the amount of infrastructure and its associated impacts and allows sensitive natural areas to be placed in much less disturbed open space areas. To the extent practical, wetlands, woodlands, and other sensitive natural areas will remain in open space areas. Building and clearing activities in floodplains, wetlands, steep slopes and highly erodible soils will be avoided, wherever possible. Stormwater runoff from impervious surfaces will be properly managed. Sediment and erosion control, during and after construction, will be practiced. Maintaining and enhancing wildlife corridors and habitat will be encouraged.

Mineral Resources

The Town recognizes that while a Mineral Resources Element is required under Article 66B, there is no mining activity, nor any known mineral resources within the Town's corporate limits.

SENSITIVE AREAS POLICIES AND RECOMMENDATIONS

In addition to the following recommendations, the Implementation Element of the Plan outlines some specific recommendations to protect sensitive areas.

Tree Preservation and Forest Conservation

To preserve the Town's forested areas, developed woodlands, and street trees, the Town should develop an Urban Forestry Plan and explore the possibility of developing and implementing tree preservation requirements as part of the Zoning Ordinance.

Maryland Forest Conservation Law requires that clearing of forest be regulated as of December 1992 to insure that certain forest conservation measures are implemented. Cecilton has adopted and adheres to the Cecil County Forest Conservation Regulations that are consistent with the requirements of the Law. These requirements will apply to subdivision plans or application for a grading and sediment control permits on areas 40,000 square feet or greater.

Floodplains

Currently, no portions of the Town of Cecilton are located in a floodplain. However, if through annexation the Town acquires land in a floodplain, it should prepare and adopt a Floodplain Management Ordinance consistent with Federal requirements. Additionally, the Town, as part of that Floodplain Management Ordinance, should prohibit new development, new platted lots and substantial improvements to existing structures in the 100-year floodplain.

The Flood Hazard Boundary Maps developed by the Federal Insurance Administration (FIA) would determine the floodplain areas in Cecilton. A more detailed map, the Flood Insurance Rate Map, would be prepared by the FIA and the Maryland Department of Natural Resources, and would show flood elevations and outline risk zones for insurance purposes.

Upon receipt of the Rate Map, the Town would be eligible to participate in the regular phase of the National Flood Insurance Program. Among other benefits, this program enables property owners to purchase flood insurance covering nearly any type of building and its contents. In order to participate in the Program, the Town must adopt and enforce floodplain management measures aimed at reducing future flood losses. These measures would, in accordance with HUD standards, require that all new construction and substantial

improvements to existing structures in flood-prone areas be elevated or flood-proofed to the level of the 100-year flood.

- Upon receipt of the Rate Maps, the Town should prepare and adopt a floodplain management ordinance to protect the health and property of affected residents and enable them to purchase flood insurance.
- The Town land development regulations and policies regarding floodplains should be consistent with applicable federal and state regulations.
- As an alternative, the Town should be included under the County Floodplain Ordinance and enforcement program.

Steep Slopes

There should be no structures or impervious surfaces placed on slopes greater than 25% nor should grading or clearing be permitted on steep slopes. Growth and development should be generally prohibited on slopes between 15 and 25%, unless it can be demonstrated that the stability of the slope will be improved and that adverse environmental impacts will be mitigated. In the case that development does occur on slopes between 15 and 25%, good engineering practices coupled with conservation practices such as the protection of existing vegetation, should be used for sediment and erosion control during construction, and slopes should be stabilized as soon after disturbance as possible.

Threatened and Endangered Species Habitat

To ensure the protection and continued existence of endangered species within the Town's jurisdiction, Zoning Ordinance and Subdivision Regulations should include the following protective measures.

- Require that anyone proposing development activities must address protection of state and federally designated endangered species. The developer must determine through contact with the Town and the Maryland Forest, Wildlife and Heritage Service (MFWHS) whether proposed activities will occur within or adjacent to identified endangered species habitat and whether the activities will affect the area.
- 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 Wildlife and Heritage Division 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 shall 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 MFWHS.

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

Chapter 7 – Water Resources Plan Element

The Cecilton Comprehensive Plan’s “Water Resources Plan Element” (WRE) is a new plan element added to the Comprehensive Plan. This plan element is mandated to assure compliance with the requirements of Maryland House Bill 1141 (HB 1141). The purpose of the WRE is to provide additional layers of planning for water resources in relation to existing use and proposed land use, based on an analysis of growth and development trends to assure demands for water supply can be satisfied as Town growth occurs and to assure measures are taken to minimize impacts to water quality.

The Cecilton WRE is directly linked a number of other Plan elements. They include: 1) the Land Use Plan; 2) the Municipal Growth Element; 3) Community Facilities; and 4) Sensitive Areas Elements. The WRE addresses three major areas including water (both supply and quality), wastewater treatment and discharge, and stormwater management.

Among other things, preparation of the WRE is an exercise intended to test water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate development of coordinated management strategies. The Town of Cecilton represents a very small portion of the much larger Sassafras River and Bohemia River watersheds. Since water resource protection issues are of concern watershed wide, much of the effort to protect or enhance water quality will be dependent on County and State actions and programs. Nevertheless, this plan element evaluates Cecilton’s role in protection of Water Resources in this larger context.

CURRENT WATER RESOURCES AND WATERSHED CONDITIONS

Cecilton is located in two watersheds. Most of the Town lies within the Bohemia River Watershed with a small portion of the Southern corner of the Town located in the Sassafras River Watershed. Any point source discharges from the Town flow to the Bohemia Watershed by way of Black Duck Creek.

The Town of Cecilton is also located within the Atlantic Coastal Plain Physiographic Province. The Coastal Plain is underlain by a thick wedge of sedimentary deposits consisting of sands, silts, gravels and clays that dip and thicken toward the Atlantic Ocean. Residential and commercial users of groundwater in the Cecilton area primarily draw water from wells that access the Magothy aquifer.

The Clean Water Act requires states to develop water quality standards for all surface waters; monitor these waters; and identify and list those waters not meeting water quality standards. A water quality standard is the combination of its designated use and the water quality criteria designed to protect that use. Designated uses include recreational activities (fishing and swimming), drinking water supply, and support of fish and shellfish. An impairment is identified when water quality monitoring data suggest that a water body does not meet or is not expected to meet water quality standards. The 303(d) list reports a jurisdiction's impaired surface waters. All of Cecil County's watersheds are on this list for biological impairment, excess nutrient or sediment input, or metal or toxic contamination (Maryland Department of the Environment, 2004). PCB contamination was found in the Bohemia and Sassafras Rivers in 2001 (Maryland Department of the Environment, 2004). In a document prioritizing the state's wetlands, Maryland Department of the Environment (2006) describes the resources and water quality of each “8-digit” watershed in the county, along with recommendations for protection and restoration.

The Chesapeake Bay Program Tidal Monitoring and Analysis Workgroup (2005) examined water quality monitoring data from 1985-2003 in many of the Chesapeake Bay's tidal tributaries. Total nitrogen and phosphorus concentrations have been improving in the Bohemia River, and were "Good" as of 2003. Nitrogen concentrations were "Fair" in the Northeast River, Elk River, Back Creek, and Sassafras River. Phosphorus concentrations were "Good" in the Northeast and Elk Rivers, and Fair in Back Creek and Sassafras River. Algae abundance was "Good" (i.e., low) in Back Creek and Elk River, and "Poor" (i.e., high) in Northeast, Bohemia, and Sassafras Rivers. Suspended solids were "Good" in the Sassafras River, and "Fair" in all the other rivers. Water clarity (Secchi depth) was "Good" in the Elk River, "Fair" in Back Creek, Bohemia River, and Sassafras River, and "Poor" in Northeast River. Dissolved oxygen was "Good" at all locations.

WATERSHED PROTECTION TARGETS: TMDL'S

Total Maximum Daily Loads (TMDLs) establish the maximum amount of an impairing substance or stressor that a waterbody can assimilate and still meet water quality standards, and allocate that load among pollution contributors. A TMDL is the sum of the allowed pollutant loads for point sources, non-point sources, projected growth and a margin of safety. Load allocations are determined from monitoring data and watershed modeling (Maryland Department of the Environment, 2007). TMDLs were established in three of the county's rivers including the Bohemia and Sassafras Rivers, for nitrogen and phosphorus to reduce algal blooms and ensure adequate dissolved oxygen.

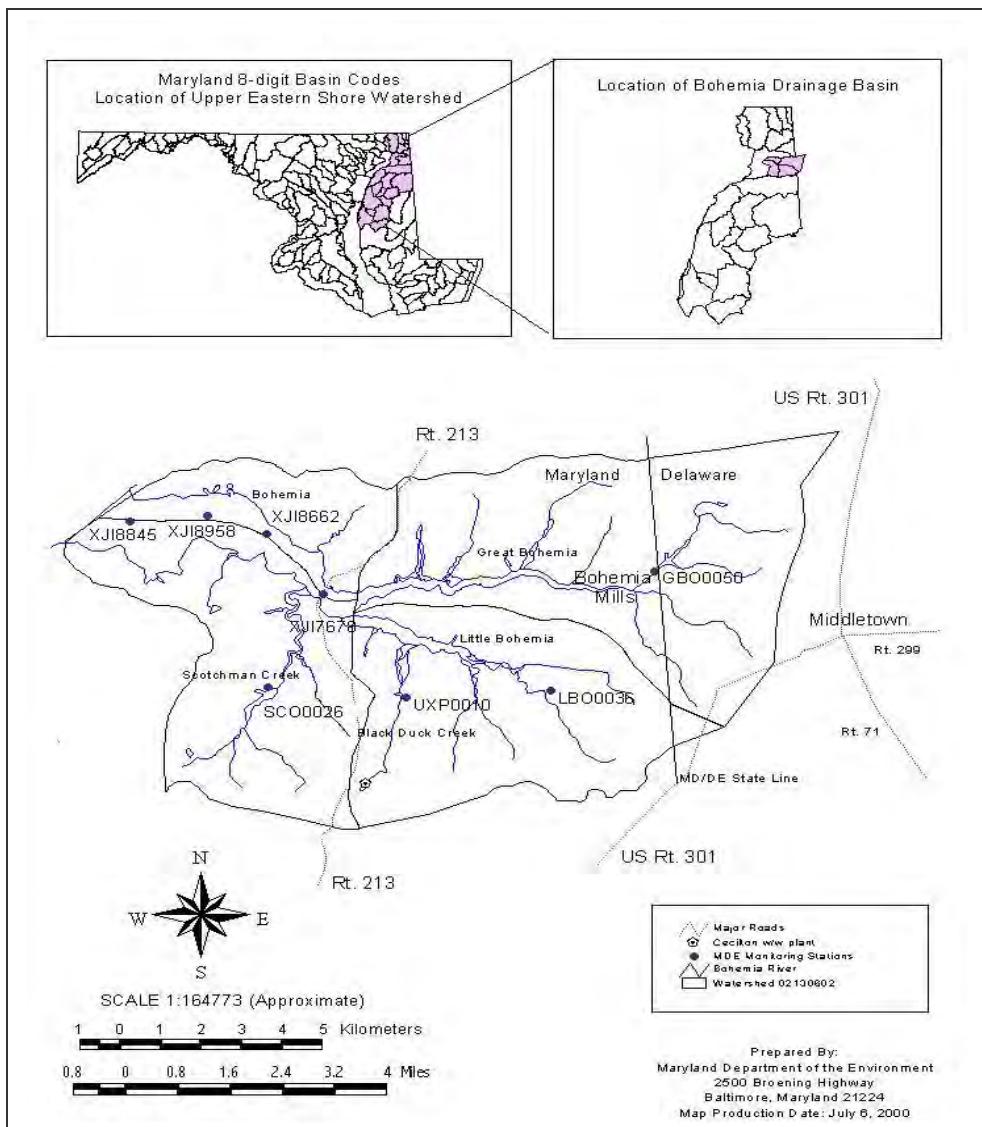
TMDLs are a regulatory mechanism to identify and implement additional controls on both point (i.e., wastewater treatment plants) and non-point source (i.e., stormwater runoff, erosion) discharges in water bodies that are impaired from one or more pollutants and are not expected to be restored through normal point source controls.

Total Maximum Daily Loads (TMDLs) establish limits or "caps" on the amount of pollutants permitted from point and non-point sources through an allocation system. TMDLs are expressed as allowable loads of a specified pollutant by point and non-point sources. According to the State, point sources include wastewater treatment plants with direct discharge permits into waterways (National Pollutant Discharge Elimination System Permits-NPDES). Non-point sources are all discharges other than point source discharges.

A TMDL is a calculation of the maximum amount of a pollutant, both point source and nonpoint source, that a water body can receive and still meet water quality standards. This includes projected growth and a margin of safety: "TMDL = Point Sources + Non-Point Sources + Projected Growth + Margin of Safety".

Bohemia River Drainage Basin

The Bohemia River is mainly located in Cecil County, Maryland (Figure 1), with some small tributaries of the headwaters located in New Castle County, Delaware.



The Bohemia originates west of the Middletown Area and US Rt. 301, and finally drains to the Chesapeake Bay through the Big Elk River roughly four miles due south of Town Point. The modeling domain of the River is approximately 10 miles in length, from its confluence with the Big Elk River to the headwaters upstream of Maryland/Delaware state line (See Appendix A, Figure A7). The Bohemia River watershed has an area of approximately 35,544 acres or 55.5 square miles. The land uses in the watershed consist of forest and other herbaceous (7,448 acres or 21%), mixed agriculture (22,782 acres or 64%), water (3,194 acres or 9%), and urban (2,120 acres or 6%) (Source: Total maximum daily loads of nitrogen and phosphorus for the Bohemia River Cecil County, Maryland prepared by the Maryland Department of the Environment. January, 2001) In the Bohemia River, the low flow TMDL for nitrogen was set to 1201 lbs/month, and the low flow TMDL for Phosphorus to 154 lbs/month (Maryland Department of the Environment, 2001).

These TMDLs apply during the period May 1 through October 31. Of this, nonpoint sources were allocated 794 lbs/month of total nitrogen and 49 lbs/month of total phosphorus. Cecilton Wastewater Treatment Plant (WWTP) was allocated 365 lbs/month of nitrogen and 102 lbs/month of phosphorus. Average annual TMDLs were not set.

The Cecilton WWTP discharge was included in the State's water quality modeling to ascertain appropriate TMDL's as a direct load to the mainstem of the Bohemia River. The flows and loads from the Cecilton Plant were combined with the nonpoint source flows and loads from the Black Duck Creek Watershed and appeared as only one set of flows and concentrations entering segment 5.

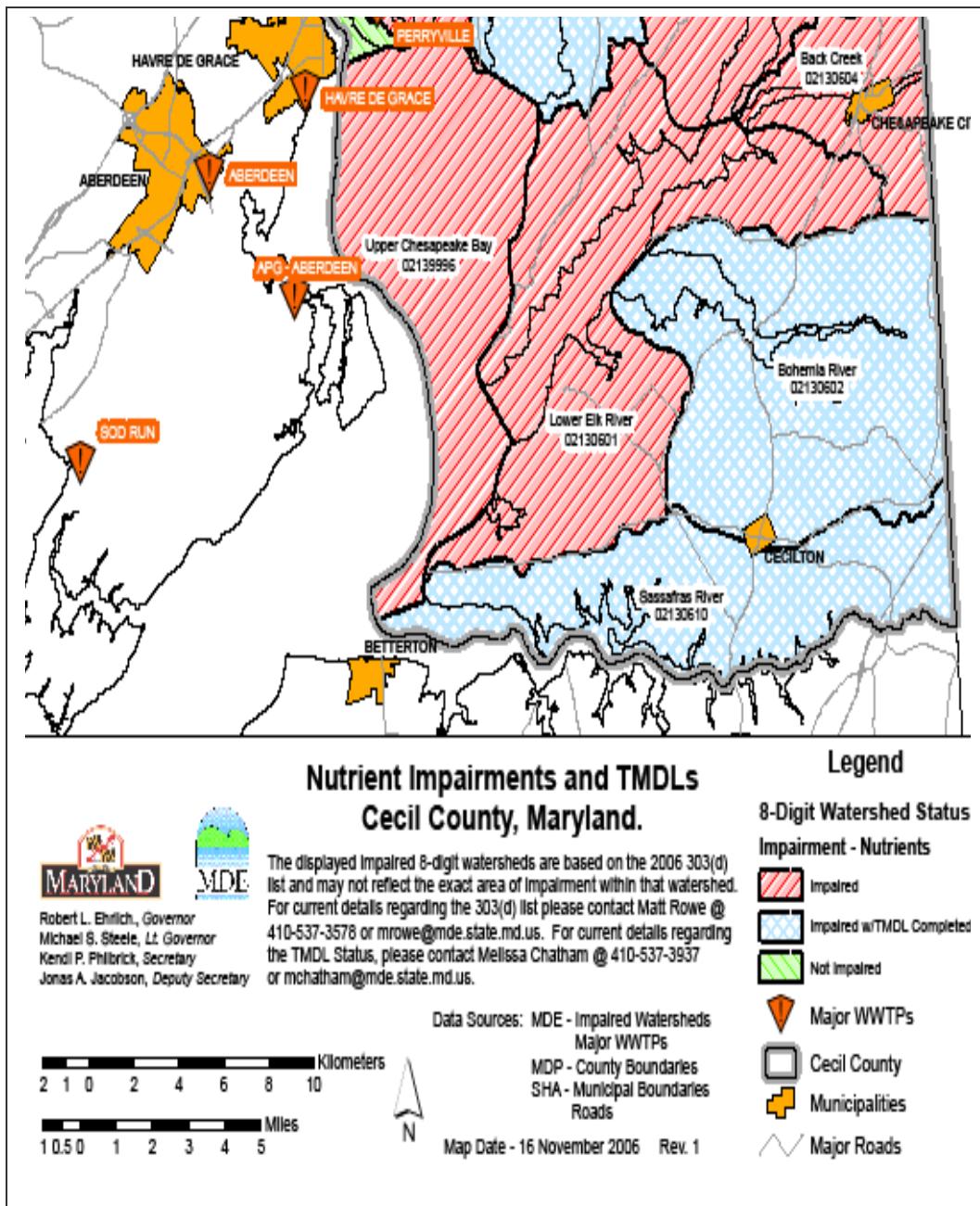
Sassafras River Drainage Basin

A small portion of Cecilton is located in the Sassafras River watershed. The Sassafras River is located within Cecil and Kent Counties, Maryland with its headwaters in New Castle County, Delaware. It drains directly into Chesapeake Bay. The River is approximately 20.6 miles (33 kilometers) in length, from its confluence with Chesapeake Bay to the non-tidal upper reaches of its headwaters.

The Sassafras River (02-13-06-10) was first identified on the 1996 303(d) list submitted to U.S Environmental Protection Agency (EPA) by the Maryland Department of the Environment (MDE). It was listed as being impaired by nutrients due to signs of eutrophication and suspended sediments. The document available below establishes a phosphorus TMDL for the Sassafras River. The suspended sediments impairment will be addressed at a later date.

In the Sassafras River, the low flow TMDL for phosphorus is 747 lbs/month (Maryland Department of the Environment, 2002). This River does not have a TMDL for nitrogen. Nonpoint sources are allocated 169 lbs/month of total phosphorus. Point sources (Betterton and Galena WWTPs in Kent County) are allocated 569 lbs/month. The average annual TMDL is 13,875 lbs/yr. Of these, nonpoint source loads are allocated 6,839 lbs/year, mostly to agriculture. Point sources, which are located in Kent County (Towns of Betterton and Galena) are allocated 6,824 lbs/year. Future urban development and a margin of safety make up the balance of the allocation.

Four factors provide assurance that TMDL's will be implemented. First, NPDES permits will assure implementation for point sources. Second, Maryland has several well-established programs to draw upon, including Maryland's Tributary Strategies for Nutrient Reductions developed in accordance with the Chesapeake Bay Agreement. Third, Maryland's Water Quality Improvement Act of 1998 requires that nutrient management plans be implemented for all agricultural lands throughout Maryland. Finally, Maryland adopted a watershed cycling strategy, assuring that future monitoring and TMDL evaluations of the Sassafras River are conducted.



Town Water System and Supply Conditions

The 2004, Cecil County Master Water and Sewer Plan described the Cecilton water system as serving a population of approximately 554 residents with a demand at that time for approximately .145 million gallons per day (mgd). The system draws water from the Magothy aquifer through two wells approximately 300 feet in depth. The wells at that time produced flows of 85 gpm and 200 gpm, respectively.

The Town's Groundwater Appropriation Permit (GAP), in 2004 permitted withdrawal of an average daily flow of 0.05 mgd. The plan noted that when water demand reached 0.065 mgd, additional capacity for water storage to provide adequate reserves and pressure for domestic use and fire protection.

Since 2004, the Town conducted preliminary engineering studies and design of improvements to the water system. These studies and designs completed in 2004 and 2005 included plans for installation of a new production well, installation of a new 400,000 gallon water storage tank and installation of a new treatment facility in the areas of the new storage tank.

Today, two new production wells, approximately 280 feet deep, have been installed which continue to draw from the Magothy aquifer. Each well has a capacity of 250,000 gallons per day (gpd), although only one well is operational at any one time. A 400,000-gallon water storage tank has also been constructed, which has a rated capacity of 144,000 gpd. The water plant was completed in December, 2006. The Town's water supply is treated for iron removal, pH adjustment, and disinfection.

MDE issues groundwater appropriation permits (GAPs) that specify average and maximum daily flow capacities for municipal water systems. Annual average daily flow is the total volume of water flowing into a water facility during any consecutive 365 days, divided by 365 and expressed in units of gpd. Maximum daily flow capacity is the maximum quantity permitted to flow within a single 24-hour period.

Currently, due to new wells and increased storage capacity, the Town's groundwater appropriation permit authorizes withdrawal of an average annual volume of 98,000 gpd with a maximum daily flow limit of 163,000 gpd.

The County Master Water and Sewer Plan identifies planned water service areas for Cecilton. The W-1 category corresponds to the existing Town limits where service is already provided. The W-2 category corresponds to an area currently zoned Town Residential located on the north side of Town. The W-3 category corresponds to an area zoned Town Residential on the South side of Town. These designations should be reconsidered based on the Land Use and Municipal Growth elements of this plan at such time as the County updates the Master Water and Sewer Plan.

PROJECTED WATER DEMAND

To calculate future demand on Cecilton's water system, a per-household water usage multiplier of 250 gpd (MDE estimate of single family household daily water usage) was applied to projected dwelling unit increases forecast for the Town. Water demand is based on existing dwellings as well as potential units, which may be built through infill development of vacant and underutilized lots within the current municipal boundary and or in Town designated municipal growth areas. (see Table 7-1).

Table 7-1
Cecilton Projected Water Demand Based on Projected Population
Growth Within the Corporate Limits (Infill) and in Designed Municipal Growth Areas

Year	2000	2010	2015	2020	2025	2030	Increase 2010-2030
Population***	488	541	674	807	894	981	440*
Residential Units**	208	230	287	343	380	417	187
Water (GPD)	52,000	57,500	71,750	85,750	95,000	104,250	52,250
% average daily flow capacity****	53%	57%	73%	88%	97%	106%	53%
% maximum daily flow****	32%	36%	44%	53%	58%	64%	----

Projections shown here based on incremental 10 year projections established by methodology defined in Chapter 3 (Municipal Growth Element) and as shown in Table 3-6, for consistency.

Notes:

* Population Projection based on Town receiving pro-rata share of projected County population in future years 2020 and 2030 consistent with the 0.6% of County population evident in 2007. Projection for 2010 shown is 0.5% of projected 2010 County population.

** Residential units projection assuming an average of 2.35 persons per household.

*** Population totals include growth of existing population plus increased population as a result of infill development.

**** Average daily flow capacity/maximum daily flow: 98,000 gpd/163,000 as per current Groundwater Appropriation Permit.

***** It should be noted that Table 7-1 projects water demand for future residential uses only. Additional demand could be generated from commercial uses. The Town should adopt a Water Capacity Management Plan that monitors ongoing usage, pending development and remaining capacity. The Town could adopt policies that creates a commercial capacity "set aside" that reserves capacity for such development.

Projections indicate that demand for water in the Town will double from 2010 levels by 2030. Related to Cecilton's Groundwater Appropriation Permit (GAP), MDE determined that annual average withdrawals of 98,000 gpd and 163,000 gpd during the month of maximum use were reasonable and that no significant negative impacts would occur to the aquifer resource or neighboring water users.

Table 7-1 illustrates that by 2025, projected water usage will be at 97% of the system's average daily flow capacity as limited by the Groundwater Appropriation Permit. However, the actual system capacity that presently exists should support development beyond the year 2025 since each of the two Town wells has a capacity of 250,000 gpd, and the Town's new 400,000-gallon water storage tank has a rated capacity of 144,000 gpd. Therefore, at some time before 2020, the Town should work with MDE to review and increase limits established in the current groundwater appropriation permit. Additional infrastructure to support the Town water system may not be required with the exception of periodic replacement of portions of the distribution system and expansions of same to serve new development.

If other improvements to the water system are determined necessary in the future and need to be made by 2025 to accommodate growth that may occur after the planning period (2025), then they should be implemented. In addition to system expansion, a critical review of existing facilities may be needed to determine if repairs or improvements can be made to conserve or increase the current water supply.

TOWN WASTEWATER TREATMENT FACILITIES

In 2004, Cecilton's municipal sewer system included a waste stabilization lagoon with three sand filters, with gaseous chlorine disinfection and stream discharge into Black Duck Creek. At that time, the wastewater treatment plant was permitted for 0.050 MGD with average flows of 0.066 MGD. The flow over the permit was due to excessive infiltration and inflow (I&I) into the Town's aging collection and conveyance system. The Town is seeking state funding to address the I&I problem.

Over the past few years, the Town completed a study to evaluate alternatives for upgrading wastewater treatment facilities. The Town selected lagoon treatment and spray irrigation system as the preferred means of treatment.

In 2008, the Town completed upgrades to the wastewater treatment plant to increase capacity from 0.050 mgd to 0.100 mgd utilizing Sequence Batch reactors (SBR's) with continued stream discharge into Black Duck Creek.

PROJECTED SEWER DEMAND

Table 7-2 indicates that the Cecilton WWTP capacity will support projected sewer usage as a result of growth within Cecilton through 2025. This assumes that the capacity for treatment remains at 100,000 gpd consistent with recent system improvements and no other wastewater treatment capacity improvements are implemented. The table indicates wastewater flows exceeded capacity in the year 2000 due to infiltration and inflow problems which occurred at that time but have since been rectified.

Assuming wastewater treatment capacity should be re-evaluated at such time as flows reach 80% of plant capacity, the Town will need to evaluate needs to increase treatment capacity at such time as flows reach 80,000 GPD. This may need to occur after 2015 but prior to 2020 assuming actual growth over the next 6 to 10 years is consistent with projections.

Table 7-2
Cecilton Project Wastewater Treatment Demand Based on Projected Population Growth Within the Corporate Limits (Infill) and in Designed Municipal Growth Areas

Year	2000	2010	2015	2020	2025	2030	Increase 2010-2030
Population	488	541	674	807	894	981	440*
Residential Units**	208	230	287	343	380	417	187
Wastewater use (GPD)	66,000	57,500	71,750	85,750	95,000	104,250	52,250
% average daily flow capacity****	100+%	57%	73%	88%	97%	106%	53%

Projections shown here based on incremental 10 year projections established by methodology defined in Chapter 3 (Municipal Growth Element) and as shown in Table 3-6, for consistency.

Notes:

* Population Projection based on Town receiving pro-rata share of projected County population in future years 2020 and 2030 consistent with the 0.6% of County population evident in 2007. Projection for 2010 shown is 0.5% of projected 2010 County population.

** Residential units projection assuming an average of 2.35 persons per household.

*** Population totals include growth of existing population into designated growth areas plus increased population as a result of infill development.

**** Wastewater treatment plant treatment capacity at current capacity of 100,000 GPD.

***** It should be noted that Table 7-1 projects wastewater demand for future residential uses only. Additional demand could be generated from commercial uses. The Town should adopt a Wastewater Capacity Management Plan that monitors ongoing usage, pending development and remaining capacity. The Town could adopt policies that creates a commercial capacity "set aside" that reserves capacity for such development.

The Town will also need to monitor flows for signs of I&I and may need to replace components of the collection system as future conditions may require such pipe repair or replacement.

STORMWATER MANAGEMENT AND NON-POINT SOURCE IMPACTS

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 is often 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, awareness of the need to improve water quality has increased. With this awareness, Federal, State and, local programs have been established to reduce pollutants contained in stormwater discharges to our waterways. These programs promote the concept and practice of preventing pollution at the source, before it can cause environmental problems.

In a growing number of communities, a primary determinant of future growth is the assimilative capacity of receiving waters for stormwater runoff associated with land use change. Assimilative capacity is expressed in the TMDLs for the receiving waters. The following discusses the implications of TMDLs for the Bohemia River Watershed, in terms of stormwater runoff and growth in Cecilton.

The critical season for excessive algal growth in the Bohemia River is during the summer months, when the river system is poorly flushed. During this critical time, sun light and warm water temperatures are most conducive to creating the water quality problems associated with excessive nutrient enrichment. The low flow TMDLs are stated in monthly terms because these critical conditions occur for a limited period of time.

In the Bohemia River, the low flow TMDL for nitrogen was set to 1201 lbs/month, and the low flow TMDL for Phosphorus to 154 lbs/month (Maryland Department of the Environment, 2001). Table 7-3 notes the MDE allocations for these low flow TMDL's between point sources (the Cecilton Wastewater treatment plant discharge) and non-point sources primarily in the form of Stormwater discharge.

Table 7-3
Summer Low Flow TMDL Allocations

	Nitrogen (lbs./month)	Phosphorus (lbs./month)
Non-Point Source	794	49
Point Source	365	102

Source: "Total Maximum Daily Loads of Nitrogen and Phosphorus for the Bohemia River Cecil County, Maryland"; Maryland January 2001

MDE's calculation of TMDLs for the Bohemia River Watershed takes into account only a modest level of growth in the watershed. MDE has established future allocations for urban growth. These future allocations represent the "assimilative surplus loading capacity that is either currently available, or projected to become available due to planned implementation of environmental controls or other changes."

MDE has elected to reserve loads equal to 5% of the current non-point pollution source loads to address the future development." These allocations for the Bohemia River Watershed and the Town of Cecilton are 42 lbs/month for nitrogen and 3 lbs/month for phosphorus. MDE states that, "the loads reserved in the future allocation should be sufficient for future regional development within the timeframe in which the TMDL allocations could be adjusted."

CECILTON'S PROJECTED NON-POINT SOURCE LOADING

To estimate future levels of pollution from non-point sources in Cecilton, estimates were made using measurements of annual rainfall and impervious surface area based on land use and Environmental Protection Agency (EPA) estimates of standard concentrations of nitrogen and phosphorous in urban area stormwater runoff. The EPA simple model for calculating pollutant loads is as follows:

$$L = 0.226 * R * C * A$$

Where

L = Annual Load (lbs),

R = Annual runoff (inches),

C = Pollutant concentration (mg/l),

A = Acres of impervious surface, and

0.226 is the unit conversion factor for converting milligrams to pounds.

Table 7-4
**Cecilton Stormwater Pollutant Loadings from Projected Infill Development
and Growth Within Designated Municipal Growth Areas**

	0.226 conversion factor for converting milligrams to pounds	(R) Runoff (annual inches of water**)	(C) Pollutant Concentration (2.0 mg/l*)	(A) Impervious Surface (acres) ***	(L) Total load (lbs/year)
Estimated Nitrogen loadings	0.226	48 x 0.9= 43.2 inches	2.0 mg/l Nitrogen concentration	15.3	299 lbs/year Nitrogen
Estimated Phosphorus loadings	0.226	48 x 0.9= 43.2 inches	0.26 mg/l Phosphorus concentration	15.3	38.8 lbs/year Phosphorus

* Source: Stormwater Manager's Resource Center (SMRC), EPA Offices of Water and Wastewater Management, "Watershed Treatment Model for Urban Watersheds", MDE and the Center for Watershed Protection. Medium density land use impervious surface multiplier (0.28) was used to calculate single family residential land use (53.4 acres) impervious surface acreage.

** Source: Cecil County Soil Conservation District

*** Impervious surface calculation assumes 187 new residential units at 3.5 units per acre

Table 7.4 illustrates estimated nitrogen and phosphorous loadings from stormwater runoff based on projected growth in the Town through 2030. The estimated NPS loadings in Table 7.4 appear to be modest and should be below the monthly low flow allocations for urban growth established by MDE.

Assuming conversion from annual to monthly loads results in approximately 25 lbs. of nitrogen and 3.25 lbs. of phosphorus during monthly low flow periods, the additional non-point source pollutant loads resulting from Cecilton's growth represent less than 5% of the future TMDL allocation for nitrogen and less than 10% of the low flow monthly allocation for phosphorus in the Bohemia River Watershed. Therefore, it would appear that Cecilton's growth can be readily accommodated within the TMDLs allocated for non-point sources.

This conclusion, of course, does not take into account the demands on the assimilative capacity of the watershed from other growth or activities within the watershed (e.g., County growth and Agricultural use) and underscores the importance of coordinated land use and growth management strategies based on sound watershed planning principles. It also underscores the importance of inter-jurisdictional coordination and cooperation between Cecil County, Cecilton, and the need to support the Agricultural industry's efforts to reduce non-point loadings in the Watershed.

For both TMDLs, Maryland has several well established programs that will be drawn upon: the Water Quality Improvement Act of 1998 (WQIA), the Clean Water Action Plan (CWAP) framework, and the State's Chesapeake Bay Agreement's Tributary Strategies for Nutrient Reduction. Also, Maryland has adopted procedures to assure that future evaluations are conducted for all TMDLs that are established.

The implementation of point source nutrient controls will be executed through the use of NPDES permits. The NPDES permit for the Cecilton WWTP will have compliance provisions which provide a reasonable assurance of implementation.

Maryland's Water Quality Improvement Act (WQIA) requires that comprehensive and enforceable nutrient management plans be developed, approved and implemented for all agricultural lands (the dominant land use in the Bohemia Watershed) throughout Maryland. This Act specifically requires that nutrient management plans for nitrogen be developed and implemented by 2002, and plans for phosphorus to be done by 2005. The State is giving a high-priority for funding assessment and restoration activities to these watersheds.

Cecilton's Land Use and Municipal Growth Plans reflect "smart growth" strategies. They are designed to concentrate development adjacent to the existing developed areas within the corporate limits. Growth will be permitted on annexed lands at net densities ranging from 3 to 4 units per acre, yet gross densities will only reflect a volume of development equivalent to one unit per 2 acres. The result is development concentrated in cluster form with annexed areas providing 80% of site's original holdings in open space and sustained agricultural use. This approach maximizes opportunities to minimize deterioration in both the Bohemia and Sassafras River watersheds.

WATER RESOURCES GOALS AND OBJECTIVES

The Water Resources goal for Cecilton is to maintain a safe and adequate water supply and adequate capacities for wastewater treatment capacity to serve projected growth; to take steps to protect and restore water quality; and to meet water quality regulatory requirements in the Bohemia River/Sassafras River watersheds.

Objectives to support these goals are:

- Assure that existing and planned public water systems meet projected demand.
- Assure that existing and planned public wastewater collection and treatment systems meet projected demand without exceeding their permitted capacity.
- Assure that the Town's stormwater management policies reflect the most recent state requirements.
- Maintain land use patterns that limit adverse impacts on water quality.

WATER RESOURCE STRATEGIES AND RECOMMENDATIONS

Beyond establishing a land use planning framework that is supportive of water quality protection efforts, the Town can also initiate measures that further support sound management of stormwater flows to improve water quality. These include:

- Use of “Environmental Site Design (ESD) Principles to manage stormwater in new development.

The Maryland Stormwater Management Act of 2007 is based upon Environmental Site Design (ESD) Principles, which attempt to mimic natural hydrology on developed sites. The Stormwater Management Act of 2007 is based upon 13 core principles, which are listed below:

1. Increase onsite runoff reduction volumes
2. Require a unified early ESD map
3. Establish nutrient-based stormwater loading criteria
4. Apply ESD techniques to redevelopment
5. Integrate ESD and stormwater management together at construction sites
6. Provide adequate financing to implement the Act and reward early adopters
7. Develop an ESD ordinance that changes local codes and culture
8. Strengthen design standards for ESD and stormwater practices
9. Ensure all ESD practices can be adequately maintained
10. Devise an enforceable design process for ESD
11. Establish turbidity standards for construction sites
12. Craft special criteria for sensitive and impaired waters of the State
13. Implement ESD training, certification and enforcement

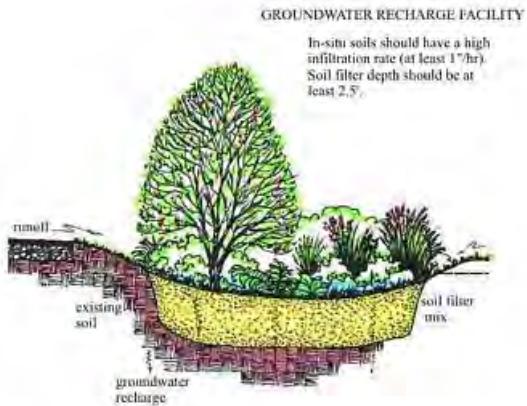
The Town should consider amendment to Stormwater Management Regulations to incorporate these principles in standards for future development and site planning:

- Promoting bio-retention as a means of treating stormwater runoff. Bio-retention, such as a rain gardens, provides stormwater treatment that enhances the quality of downstream water bodies by using soil and both woody and herbaceous plants to remove pollutants from stormwater runoff.
- Consider the implementation of a 25% lot coverage limit on all new development.
- Encourage water quality improvements for existing development through stormwater management techniques such as rain barrels, rain gardens, and native planting plans.

Rain gardens are vegetated surface depressions, often located at low points in landscapes, designed to receive stormwater runoff from roads, roofs, and parking areas. The gardens' sandy soils allow stormwater to infiltrate quickly to the native soils below and eventually contribute to groundwater recharge. Pollutants and nutrients in stormwater runoff are removed by rain garden vegetation and soils through biological and physical processes such as plant uptake and sorption to soil particles. In comparison with stormwater release to receiving waters through conventional storm drain systems, infiltrating stormwater through rain gardens reduces peak flows and stressor loadings.

- Utilize Low Impact Development (LID) stormwater management techniques and devices in new developments to minimize flows and attenuate impacts near their source. These include:
 - Bioretention or vegetated depressions that collect runoff and facilitate its infiltration into the ground. These include rain gardens as discussed above. (See Figure 7-1)

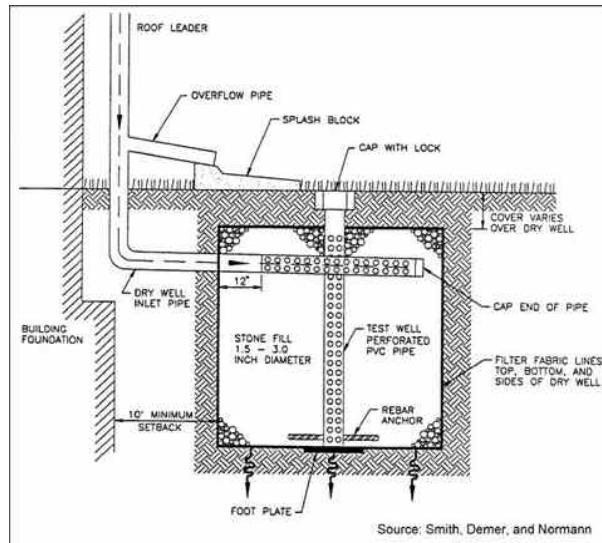
Figure 7.1 Bioretention Area



Source: Prince Georges County DER

- Infiltration Trenches: Trenches filled with porous media such as bioretention material, sand, or aggregate that collect runoff and infiltrate it into the ground.
- Dry Wells: Gravel- or stone-filled pits that are located to catch water from roof downspouts or paved areas.

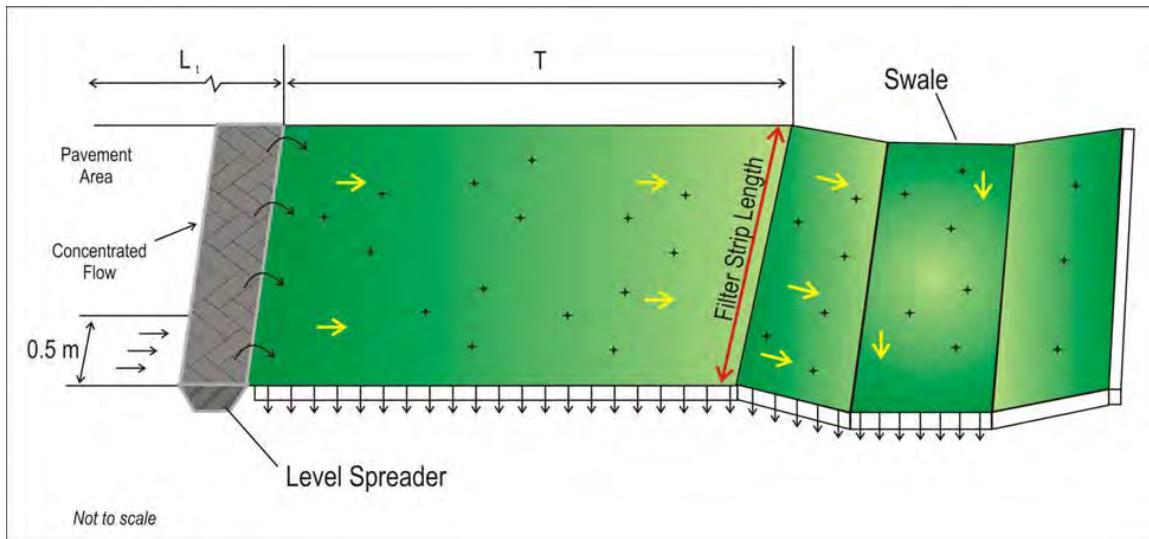
Figure 7-2. Dry Well Schematic



Source: Stormwater Management for Maine, 1995.

- Filter Strips: Bands of dense vegetation planted immediately downstream of a runoff source designed to filter runoff before entering a receiving structure or water body.

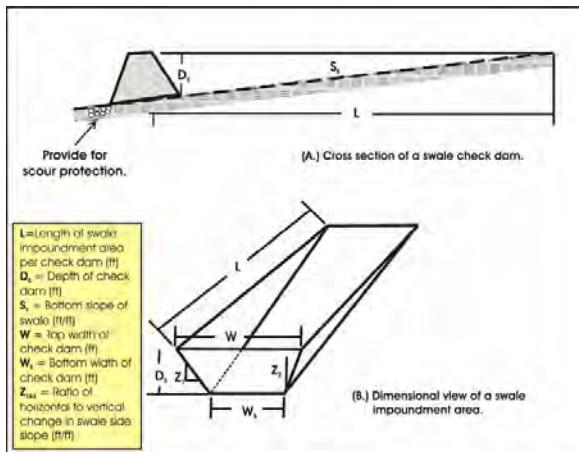
Figure 7-3 Filter Strip



Source: Low Impact Design Manual, US Army Corps of Engineers, 2004

- Inlet Pollution Removal Devices: Small stormwater treatment systems that are installed below grade at the edge of paved areas and trap or filter pollutants in runoff before it enters the storm drain.
- Grassed Swales: Shallow channels lined with grass and used to convey and store runoff.

Figure 7-4. Grassed Swale Schematic

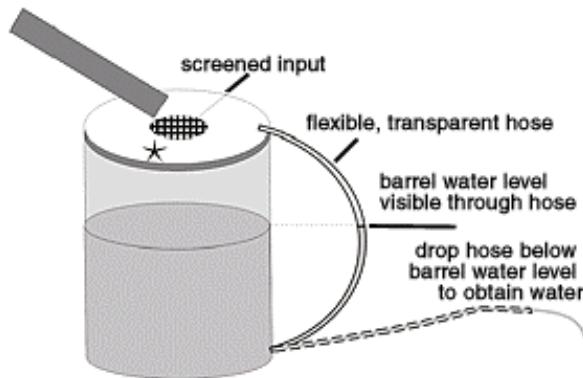


Source: NVPDC, 1991. In EPA, 1999d.

- Permeable Pavement: Asphalt or concrete rendered porous by the aggregate structure.
- Permeable Pavers: Manufactured paving stones containing spaces where water can penetrate into the porous media placed underneath.

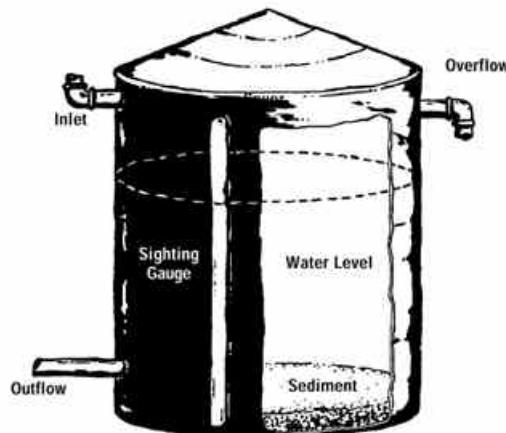
- Rain Barrels and Cisterns: Containers of various sizes that store the runoff delivered through building downspouts. Rain barrels are generally smaller structures, located above ground. Cisterns are larger, are often buried underground, and may be connected to the building's plumbing or irrigation system. Rain barrels and cisterns are low-cost water conservation devices that reduce runoff volume and, for very small storm events, delay and reduce the peak runoff flow rates. Both rain barrels and cisterns can provide a source of chemically untreated 'soft water' for gardens and compost, free of most sediment and dissolved salts.

Figure 7-5. Rain Barrel



Source: Maryland DNR Green Building Program.

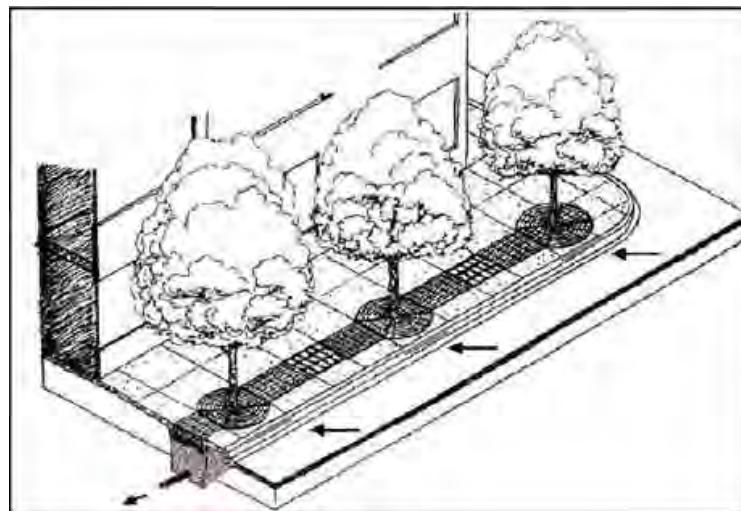
Figure 7-6. Cistern



Source: Texas Guide to Rainwater Harvesting.

- Soil amendments: Minerals and organic material added to soil to increase its capacity for absorbing moisture and sustaining vegetation.
- Tree Box Filters: Curbside containers placed below grade, covered with a grate, filled with filter media and planted with a tree in the center.

Figure 7-7. Manufactured Tree Box Filter



Source: Virginia DCR Stormwater Management Program.

- Vegetated Buffers: Natural or man-made vegetated areas adjacent to a water body, providing erosion control, filtering capability, and habitat.

Chapter 8 – Historic and Cultural Resources Protection Plan

GOAL AND OBJECTIVE

Goal

- Encourage preservation and restoration of properties, structures and places in Cecilton, which are historically and architecturally significant.

Objective

- Identify historic sites and maintain the integrity of these areas of the Town.

BACKGROUND

History can be kept alive through education and preservation, both of which can take many forms and vary in intensity. Old homes can be restored to be comfortable homes of today or they could be refurbished as offices or even apartments. Historic sites can honor the past while providing a place for leisure activities. An old church can still hold worship services similar to those held 100 years ago. A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. 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 the future.

Historic preservation is a program which involves the inventorying, researching, restoration, and ongoing protection of sites and structures having a significant local or national historic interest. Continued historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Cecilton with a number of benefits including:

- Promotion of a strong sense of community pride for Town residents;
- Community 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 tourism.

There are a number of structures and sites within the Town that have historic, cultural, or architectural significance. These structures, given proper concern and recognition, have tremendous potential to serve as physical reminders of the history and heritage of our past.

In recent years, there has been considerable public concern that the vestiges of our heritage will be irretrievably lost. It has been found that an active historic and architectural preservation program could have beneficial social, economic and aesthetic impacts on the area. Therefore, rather than permit demolition, destruction, or abandonment of our rich heritage, an active historic preservation program is recommended. Such a program should permit the continued use of the identified sites and structures while simultaneously discouraging inappropriate exterior alterations. The development of a Historic Preservation Program for the Town should be the result of a cooperative effort between the public and private sectors of the community.

HISTORIC FEATURES RECOMMENDATIONS

The following programs and strategies are designed to facilitate achieving this Plan's goal of preserving and enhancing the Town's rich cultural and historic heritage.

Protection and Preservation Programs

A number of existing programs provide assistance in protection or preservation, offer tax benefits, provide professional historical/architectural consulting, and so forth. 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.

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.

Maryland Historical Trust

The Maryland Historical Trust (MHT) surveys historic buildings, structures and archaeological sites to determine eligibility of being listed on the state register. As with being on the National Register of Historic Places, listing does not limit or regulate the property owner in what can or cannot be done with the property. In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Register of Historic Properties.

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. Regulations state that easements may be assignable to other parties or run with the land. 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 final word regarding proposed alterations. However, for properties whose fair market value is largely based on the value of development rights, this method of preservation may not be the most financially expedient for the property owner or for the MHT.

Local Historic Overlay Zone

A third, but separate, 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 in order to: maintain the visual character of the community; safeguard the heritage by preserving the Districts 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 use and preserve Historic Districts for the education, welfare and pleasure of the residents of the county or municipal corporation.

It may allow an appointed Commission to monitor changes, alterations and demolition of buildings and structures of architectural or historic significance.

Adaptive Re-Use

The Town 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, museums, and studio space for artisans, when such uses minimize exterior structural alteration.

Support Owners

The Town should encourage, through the use of various incentives, the preservation of historic structures. Include tax incentives for major structural or exterior renovation or the donation of protective historic easements.

Local Historic Districts

The Town may, through the use of various incentives, encourage the establishment of local historic districts in the Town. Incentives may include tax incentives and recognition through the awarding of plaques.

Development Proposal Review

The Zoning Ordinance and Subdivision Regulations for the Town 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.

MD Heritage Preservation and Tourism Areas Program

The National Coalition for Heritage Areas defines a Heritage Area as an area that celebrates the special character and culture of places. It further defines a Heritage Area as a place that usually exhibits: a strong sense of place and identity; large scale natural or historical resources that unify or link the region; a working landscape, home to many active uses; many property owners; interpretive programs for residents and visitors; regional, state, even national significance; a strong sense of vision and goals; and a greatly improved community pride.

Nationwide studies have determined that cultural landscapes and regions with special natural and historic qualities are among the most important attractions to tourists (Lower Susquehanna Heritage Greenway Resource Report, 1994).

Recognizing the potential benefits of “heritage tourism,” the Maryland Legislature passed House Bill 1, entitled “Heritage Preservation and Tourism Areas,” in April 1996. Among other things this legislation authorizes grant and loan funds for planning, design, development, preservation, restoration, interpretation, marketing, and programming of certified heritage areas. In addition, the legislation expands the local jurisdiction’s authorized income tax credits for qualified rehabilitation of properties included in the boundaries of a certified Heritage Area. These Heritage Areas are identifiable and significant landscapes that are the focus of cooperative public and private efforts to recognize, organize, and communicate a community’s natural, cultural, recreational, and economic attributes to stimulate the local economy and improve the quality of life. Heritage Area designation has many tangible benefits, some of which include:

- *Increased visitor spending.* Heritage tourism projects often attract more visitors, with higher incomes, for longer trips, making more repeat visits.
- *Shared resources.* Heritage tourism projects increase the amount of funds available to accomplish projects. They increase a community’s ability to compete more effectively for outside money.
- *Diversity of tourism opportunities.* Heritage tourism offers alternatives to “single-attraction” tourism, instead focusing on a composite of historical and natural features in a defined geographic landscape. This allows Cecilton and its surrounding communities to preserve their social character and environmental resources while promoting a sustainable economy.

Cecilton and its surrounding communities and landscapes are a reflection of the characteristics found in a Heritage Area. Since the State of Maryland is promoting heritage tourism as a sustainable economic development alternative, Cecilton should partner with surrounding communities to develop a regional heritage tourism program and seek state designation as a “Heritage Preservation and Tourism Area”

Chapter 9 – Housing Element

GOALS AND OBJECTIVES

Goals

- Provide a variety of housing types within the Town's land use controls.
- Encourage the use of innovative programs to provide a suitable mix of housing types in affordable price ranges.
- Insure high standards of quality in new construction, but with sensitivity to housing affordability.
- Encourage, through both private and public actions, the renovation or removal of substandard housing.
- Encourage, through both private and public actions, an opportunity for families to live in adequate homes in price ranges that are affordable.

Objectives

- Encourage continued maintenance and upkeep of existing housing and stimulate the replacement of housing that becomes unfit for human habitation.
- Protect residential zones from incompatible activities and land uses to create comfortable and safe living environments.
- Provide a balanced housing stock with housing opportunities for all Town residents.
- Improve housing conditions for all the Town's residents, especially the disadvantaged population.
- Require site plan and planning review for all major developments to ensure a functional design, quality living environment, and compatibility with overall Town character. Conditions, exactions and dedications may be required by the Planning Commission so that the development serves the public interests as fairly and fully as possible, consistent with the Comprehensive Plan.
- Ensure that multi-family residential development provides adequate community open space, landscaping and parking. Minimum parcel size for multi-family development should be of sufficient size to accommodate this use.
- Encourage cluster residential development in newly annexed areas.

BACKGROUND

The quality of Cecilton's neighborhoods is determined by the cumulative impact of the Town's housing supply and living environment. Since major community goals are to improve the quality of life and to promote the availability and affordability of decent, safe, and sanitary housing for all Town residents, housing ranks as an important local concern. Important factors to be considered in forming Town policy toward the public function of housing in the Comprehensive Plan are:

- Housing is a durable, physical product in a neighborhood setting.
- Housing is a major user of the Town's land.
- Housing is a generator of local public facilities and services.
- Housing is the object of local real estate taxes.
- Housing is a major influence on the Town's physical and social environment.
- Housing is an essential requirement for continued economic development.
- Housing construction is a major source of employment.
- Housing is a major investment or expenditure for individual families.

- Housing is a major investment for the private financial community.
- Housing is a major ingredient in family satisfaction or dissatisfaction in a community's sense of well-being.

Many new single-family houses have been erected in Town within the last several years. Areas within the Town still exist for future residential development. Several owners of properties within the Town limits have expressed interest in developing their land and annexation has also been discussed. As development occurs it should be compatible with adjacent property uses. Demand for apartment rental could cause difficulties if not properly controlled and maintained.

HOUSING PROGRAMS

As federal housing and other related programs have disappeared, cities and counties have sought to aid the would-be homeowner. Maryland mounted an ambitious housing program in 1986 in response to federal cutbacks. Most of the State housing programs are administered by the State of Maryland's Community Development Administration which offers a variety of housing programs that fall under the general categories of home ownership, rental housing, special loans and housing subsidy programs. The current programs are briefly described below:

Home Ownership Programs

Maryland Mortgage Program (MMP) - The purpose of the MMP is to enable low and moderate-income households to purchase homes by providing below-market interest rate mortgage financing through private lending institutions. The MMP, which targets first-time homebuyers, is available to individuals and households with incomes at or below 85% of the State median income.

Maryland Home Financing Program - Home Purchase (MNFP- PIRL) - The purpose of MNFP is to provide low-interest rate mortgages for lower-income households. The MNFP, which targets first-time homebuyers, is available to individuals and households with incomes at or below 55% of the State median income.

Maryland Home Financing Program - Reverse Equity (MHFP-REMP) -The purpose of the MHFP-REMP is to enable elderly families of limited income to access part of their accumulated equity in order to pay for housing and other personal expenses to continue to occupy their home. For eligible applicants and properties, the Community Development Administration (CDA) will establish a line of credit up to a program maximum of \$50,000 from which funds may be requested on a monthly basis. No repayment of loans is required until the death of the last surviving borrower, after the borrower voluntarily moves out, or after the sale or transfer of the property.

Settlement Expenses Loan Program (SELP) - SELP provides financial assistance in the form of low interest loans to pay settlement expenses.

Rental Housing Programs

Multi-Family Bond Program (MBP) - This program is designed to increase the construction and rehabilitation of multi-family rental housing for families with limited incomes. Tax-exempt bonds and notes provide below-market rate construction and permanent financing to profit and nonprofit developers. A certain percentage of units in the project must be made available to low-income persons and households.

Rental Housing Production Program (RHPP) - The purpose of the RHPP is to increase the supply of rental

housing for low-income families by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Elderly Rental Housing Program (ERHP) - The purpose of the ERHP is to increase the supply of rental housing for low-income elderly households by providing below-market rate and deferred payment loans to developers. The program is designed to be used in conjunction with tax-exempt, private, local and federal loans.

Nonprofit Rehabilitation Program (NRP) - The purpose of the NRP is to provide low-interest mortgage loans to nonprofit organizations and local governments to rehabilitate housing for low-income households.

Partnership Rental Housing Program (PRHP) - The PRHP is intended to expand the supply of affordable housing for poor families through State and local government partnerships. Eligible projects include new construction and acquisition or rehabilitation of rental housing.

Maryland Housing Rehabilitation Program - Multi-Family (MHRP-MF) - The purpose of the Multi-Family Program is to provide loans to assist owners in bringing their multi-family units up to applicable building codes and standards.

Multi-family Home and Energy Loan Program (HELP-MF) - The purpose of the HELP is to finance rehabilitation and energy conservation of existing multi-family properties using the proceeds of tax-exempt bonds.

Construction Loan Program (CLP) - The CLP provides low-interest, construction financing loans to nonprofit and local governments to acquire, rehabilitate, or construct certain types of housing and for bridge loans to profit motivated developers.

Transitional Housing and Emergency Shelter Program (THESP) - The THESP provides grants to improve or create transitional housing and emergency shelters for the purpose of reducing homelessness in the State.

Special Loan Programs

Maryland Housing Rehabilitation Program - Single Family (MHRP SF) - The purpose of the program is to preserve and improve existing small residential properties by bringing the properties up to applicable codes and standards. In 1990, this program was merged with the Livability Code Rehabilitation Program.

Accessory, Shared and Sheltered Housing Program (ACCESS) - The purpose of ACCESS is to expand low cost housing opportunities for low-income households and low-income elderly, handicapped or disabled persons by financing the creation of accessory, shared, and sheltered housing facilities.

Indoor Plumbing Program (IPP) - The purpose of the IPP is to provide indoor plumbing in residential properties. Loans are made to income eligible households in owner-occupied single-family units.

Residential Lead Paint Abatement Program (RELAP) - Loans are provided through the RELAP to reduce instances of lead poisoning of children by financing the abatement of lead paint in residential buildings.

Group Home Financing Program (GHFP) - The purpose of this loan program is to assist individuals and nonprofit organizations to construct or acquire and modify existing housing to serve as group homes or

temporary and emergency shelter for income-eligible persons and households with special housing needs.

Special Housing Opportunities Program (SHOP) - The purpose of SHOP is to assist non-profit organizations and local development agencies construct acquire and modify existing housing to provide shelter and service individuals with special housing needs.

Special Targeted Area Rehabilitation Program (STAR) - The purpose of the STAR program is to preserve and improve single-family properties. STAR was designed to bring properties up to applicable building codes and standards or a minimum housing quality standard.

Housing Subsidy Programs

Rental Allowance Program (RAP) - This program provides grants to local governments to provide flat rent subsidies to low-income families who are homeless or have emergency housing needs. The purpose of the program is to help these families to move from temporary housing to permanent housing and self-sufficiency.

Section 8 Existing Certificate/Voucher Program - A U.S. Department of Housing and Urban Development Program (HUD), Section 8 is a rental assistance program, which subsidizes the rent of low-income families through the use of federal grants. This program is administered through the Maryland Community Development Administration (CDA).

Low Income Housing Tax Credit Program

The Federal Low-Income Housing Tax Credit, created by the Tax Reform Act of 1986 and extended by the Revenue Reconciliation Act of 1989, is designed to encourage private sector investment in the construction and rehabilitation of housing for low and moderate-income families. The law gives states annual tax credit allocations based on population. CDA is the agency which allocates the state's tax credits on a competitive basis.

HOUSING RECOMMENDATIONS

There are alternatives available to local governments for the provision of affordable housing. The extent to which these alternatives are used, either singularly or in combination, depends on the particular needs of the community. Each approach to providing affordable housing has varying degrees of success.

Accessory Apartments

Accessory apartments are allowed, through the Town Zoning Ordinances, under certain conditions with adequate safeguards to protect the character of the existing residential neighborhoods. Both the homeowner and the community can benefit from the presence of accessory apartments, if they are carefully managed. The most obvious public benefit of accessory apartments is that they offer a source of inexpensive housing units in the community with virtually no conversion of land use to produce them. Accessory apartments are affordable-cost housing units and can reduce the need for some new development.

The following guidelines shall be used to address some of the concerns about the impacts that single-family housing conversion to accessory apartments may have on the character of a neighborhood:

- Require Owner Occupancy—require that the owner of the home continue to reside in one of the units to ensure that the appearance of the structure will be maintained.

- Restrict the Age of Homes to Be Converted—These provisions will discourage builders from taking advantage of an accessory apartment provision as a backdoor route to two-family development and limit conversion to existing structures.
- Provide for Parking and Traffic — These provisions will mandate that the existing parking pattern not be altered and that off street parking be provided.
- Guarding Against Visual Change in the Neighborhood—These provisions will generally restrict the owner from making external alterations to the structure such as adding a second entrance on the front of the house.
- Specifying Minimum Apartment Sizes—These provisions should limit the size of the accessory apartment as it relates to the main unit to ensure that the accessory unit is clearly secondary. Minimum size of apartments will be designated in the Cecil County Housing Code ordinance.
- Providing Opportunities to Control the Scale of Change—These provisions allow conversions under a special exception rather than as a “by right” in any zone thereby allowing neighborhood residents a chance to respond.

Enforcement of Building and Housing Codes

Building codes are designed to assure that new structures are of good quality, and housing codes are aimed at obtaining quality in existing housing. Both are worthwhile even though they necessitate the added burden of time and staff to enforce them. The Town of Cecilton currently acquiesces to Cecil County’s Building Codes and Housing Codes as adopted by the County.

Chapter 10 – Implementation and Summary of Plan

Sections which follow identify methods to implement plan proposals. Implementation involves the concerted actions of both Town elected officials and certain appointed boards. The responsibilities of these parties and their respective roles in the implementation of the plan are summarized.

MAYOR AND COUNCIL

The Mayor and Council are the final authority concerning decisions to revise and amend the Comprehensive Plan for Cecilton. They are also involved in implementing Plan proposals. As chief elected officials of the community, they are responsible for directing public concern into a public policy and addressing community needs through public action. The Plan is designed to assist the community in improving both the environmental atmosphere of the area and the quality of life for people. To accomplish these goals, the Mayor and Council will be primarily responsible for undertaking the following actions to make the Plan public policy.

- The Mayor and Council must, under Maryland law, review and adopt the amended Comprehensive Plan. This procedure is necessary for the community to maintain the foundation for Zoning and Subdivision regulatory controls and to serve as a basis for their continuing revision.
- The Mayor and Council must review specific Town policies, programs and improvement projects in accordance with the Comprehensive Plan. They will coordinate with the County government as well as various State and Federal agencies to alert them to the Town planning objectives.
- The Mayor and Council will provide advice, coordination and direction on development activities and proposed programs.

Recommendations

- Officially adopt the revised and updated Cecilton Comprehensive Development Plan after appropriate review, discussion and public hearings.
- Subsequently review and amend, as needed, the Cecilton Zoning Ordinance and Subdivision Regulations to implement the land use policies of the Comprehensive Plan.
- Maintain appointments to the Town's Planning Commission, Board of Zoning Appeals, and any other committees, which may be required from time to time in plan related actions or activities.

PLANNING COMMISSION

The Planning Commission appointed by the Mayor and Council is instrumental in directing the Comprehensive Planning efforts of the Town of Cecilton. One of the most significant roles for the Planning Commission in the Town development process is to serve as a coordinating body. The Maryland Planning and Zoning Enabling Act (Article 66B) provides the Planning Commission with broad authority to review, study and recommend solutions to various local development issues.

Recommendations

- The Planning Commission should approve the updated Plan and recommend its adoption by the Mayor and Council. The Plan must conform to the basic elements required by State law.

- The Commission should promote public understanding of the Plan and what it seeks to accomplish and to incorporate citizen participation in the planning process.
- The Commission should recommend to the Mayor and Council programs for construction of public structures and improvements, which are necessary to implement the Plan.
- The Commission should prepare and file an Annual Report with the Mayor and Council. The report is the method through which the Planning Commission identifies changing conditions within the Town and brings these conditions to the attention of the Mayor and Council.
- The Planning Commission should seek training and continuing education from such agencies as the Maryland Department of Planning and the American Planning Association.

In addition to the duties generally identified by Article 66B, the Planning Commission is charged with a variety of specific administrative functions which are more directly related to day-to-day decisions which cumulatively effect implementation of the Plan. These functions include:

- Review and approval of all subdivision proposals consistent with the Comprehensive Plan, Zoning Ordinance and requirements and authority established by the Town Subdivision Regulations.
- Review, report and recommend to the Mayor and Council on all rezoning requests brought before the Town. The Commission reviews each proposal for consistency with the Town Comprehensive Plan as per standards for review contained in the Town Zoning Ordinance.
- Review and comment upon various requests for special exceptions and variances, which are ultimately decided by the Town Board of Appeals.
- Review and approve site plans and design sketches for substantial new development and redevelopment proposals.

BOARD OF APPEALS

A Board of Appeals must be maintained and members appointed by the Mayor and Council of Cecilton in accordance with Article 66B. The Board of Appeals will have the following power and duties required per the Town Zoning Ordinances:

- Hear and decide appeals where it is alleged there is error in any order, requirement, decision, or determination made by an administrative official in the enforcement of the ordinance.
- Hear and decide special exceptions to the terms of the ordinance upon which such board is required to pass under such ordinance.
- Authorize upon appeal in specific cases a variance from the terms of the ordinance.

IMPLEMENTATION TOOLS

Many of the recommendations for land use and sensitive areas protection are best implemented through the land development regulations of the Town. The primary methods to be used to give direction to the growth and development of Cecilton include zoning, subdivision regulations, annexation, codes, and a Capital Improvements Program.

Zoning Ordinance

A most important concern of Cecilton is the control of land use. To avoid erratic, untimely and incompatible development practices, which have seriously jeopardized the environment of other communities, the Town has developed land use controls, which are consistent with the Town's development character. The Plan's Land Use Element identifies land use policies which governed the zoning ordinance preparation.

The Zoning Ordinance is the regulatory device, adopted by the Mayor and Council, which implements the Comprehensive Plan. The Zoning Ordinance involved the establishment of specific regulations governing the development and use of a particular parcel or parcels of land. The ordinance defines and describes various zones, which can be applied and specifies detailed procedures governing a change of zoning.

Conventional zoning is the most commonly used device for guiding development at the local level in Maryland and many other parts of the country. It is usually employed to control the use of land and structures thereon, as well as to establish more detailed regulations concerning the area of the lot that may be developed (setbacks and separation of structures), the density of the development (minimum lot sizes, etc.) and the height and bulk of buildings and other structures. The general purpose of zoning is to avoid undesirable side effects of development by segregating incompatible uses and by maintaining adequate standards for individual uses.

The Town of Cecilton has developed and adopted a simple zoning ordinance that reflects the types of land use and community character that the Town wants to achieve for each of the Planning Districts. Two residential classifications of low and medium density are provided. In addition, the Zoning Ordinance includes a mixed-use district that corresponds to the Town Center and permits commercial and business uses, Planned Unit Development (PUD), a Highway-Oriented Commercial District, and an Industrial District.

Other provisions that should be included in the Zoning Ordinance are:

Cluster Development

Cluster development is a method of grouping housing units together to reduce street and utility costs, while retaining the same density as regular housing types by providing “green” or “open” areas around the clustered dwellings. The cluster approach allows the economic benefits found in denser development, yet gives some of the aesthetic qualities of less densely populated areas.

Applying cluster development in a community preserves open space without requiring the expenditure of public funds to purchase the development rights from landowners. The shorter road network needed to serve the cluster development results in lower costs for roads, sewer, and water lines. Costs can also be lowered through reduced street and right-of-way standards.

To apply cluster development, the zoning ordinance and/or subdivision regulation should be revised to establish procedures for the review and approval of cluster development and set the selected planning standards and/or design guidelines to permit or encourage cluster development. The standards/guidelines should establish minimum performance measures for:

- the amount, location and usability of open space to be provided;
- the location of buildings to minimize visual impact to preserve rural character;
- buffering between residential properties and incompatible neighboring uses;
- the protection of trees, and sensitive environmental features including, floodplains, steep slopes or wildlife habitat; and
- the location and design of roadways.

Performance Standards

The Town of Cecilton shall consider performance standards as a means to achieve sound, quantifiable planning standards. The term performance standard implies the existence of a firm standard that can quantitatively be determined. Instead of seeking to protect the environment to the maximum extent possible, it sets a standard for protection, i.e., floodplains 100% and woodlands 70%. There is no room to debate the achievement of a

standard. If 32% of woodland is to be disturbed, then the standard has not been met. It is clear that this type of planning means more work in developing the ordinance. The standards have to be tested, and the equity issues over the impact of the standard have to be carefully weighed before the standards are adopted. Once in place, however, there is a much lower demand on staff, since each review is a question of checking to see if the plan conforms to measurable standards. Time consuming debates, position papers, and reports that characterize ad hoc reviews dependent on arm-twisting can be eliminated. The major difficulty with adopting performance standards is that it requires solving problems up front rather than postponing them to a later date and not every potential issue can be anticipated and resolved with quantitative standards. However, a better effort to quantify standards than is presently in place is clearly possible.

Landscape Requirements

The Town has adopted landscape provisions in the zoning ordinances that require all major subdivisions, planned unit developments (PUD), and commercial and industrial development to create minimal levels of landscaping on the site. Landscape provisions, at a minimum, require the following:

Street Trees

An awareness of the importance of trees on our streets relating directly to the quality of life in our growth centers has been recognized. New development must create an exciting, attractive and vibrant community. New concepts — using the successful communities of our past — are permitted, encouraged and preferred. As part of this philosophy, street tree planting is required and specimen trees should be saved where possible. The Town requires that street trees be planted or retained along both sides of all newly created streets. All plantings should be done in conformance with the Cecil County Afforestation and Reforestation Codes. At a minimum, developers are required to either plant or retain sufficient trees so that for every 35 feet of street frontage there is at least an average of one deciduous tree that has, or will have when fully mature, a trunk at least 12 inches in diameter.

Bufferyards

Bufferyards are a design technique that shall be employed to achieve some of the objectives of the Comprehensive Plan. One of zoning's most important functions is the division of land uses into districts that have similar character and contain compatible uses. All uses permitted in any district have generally similar nuisance characteristics. In theory, the location of districts is supposed to provide protection, but in Cecilton this is not always the case because uses as diverse as single-family residential and commercial can occasionally be found adjacent to one another. Bufferyards are installed to minimize the negative impact of any redevelopment or future use of vacant land on neighboring uses.

The bufferyard is a combination of setback and a visual buffer or barrier and is a yard or area together with the planting required thereon. Both the amount of land and the type and amount of planting specified for each bufferyard requirement of this Plan are designed to minimize nuisances between adjacent zoning districts to ensure the desired character along public streets and roads. The planting units required of bufferyards can be calculated to ensure that they do, in fact, function as "buffers".

Bufferyards shall be required along property boundaries between all zones of disparate intensities in order to

eliminate or minimize potential nuisances such as dirt, litter, noise, glare of lights, signs, and unsightly buildings or parking areas, or to provide spacing to reduce adverse impacts of noise, odor, or danger from fires or explosions. Bufferyard requirements include screening of service structures in attached housing projects and in business or industrial zones, including propane tanks, dumpsters, air conditioning units and condensers, electrical transformers and other equipment or elements providing service to a building or a site.

Bufferyards shall also be used along roads to maintain and enhance visual character of the area.

Landscaping of Parking Facilities

To reduce the visual and environmental impacts of large expanses of parking areas, landscaping of parking facilities are required. Landscaping in parking lots break up paved parking areas with plantings and provides improved aesthetics and micro-climatic benefits by reducing heat and glare. These provisions apply to new sites and parking areas that are to be expanded, moved, or removed and/or reconstructed. Property line landscape buffers between adjacent land uses and buffers along adjacent roads or public rights-of-way are required as well.

For any parking lot containing more than 6,000 square feet of area or 15 or more spaces, interior landscaping shall also be provided in addition to required perimeter landscaping. Interior landscaping shall be contained in peninsulas or planting islands.

Rural/Scenic Roadways - the Town's Entryways

A recurring design issue is citizen concern about scattered strip development (meaning a series of houses or businesses) along a road each taking access from that road) in the rural areas of the County. This type of strip development presents a jarring visual intrusion into the County's flat and open landscape and adversely impacts the visual image one gets entering the Town from the rural areas. Route 213 has been designated as part of the "*Chesapeake Country National Scenic Byway*".

The large-scale and permanent loss of scenic views, characteristic landscapes, and open space is perhaps the most devastating visual result of strip residential development as well as conventionally regulated commercial highway development in suburban and rural areas. The tendency has been for zoning to encourage new development to line both sides of major roadways, eventually obscuring fields, pastures, or woodlands behind commercial frontage lots or a row of uninteresting residential units. This kind of homogenous development contributes greatly to the loss of rural character and community identity.

The Town encourages the County to develop special zoning ordinance amendments and design guidelines to address this issue along the entryways into Cecilton. Access and aesthetics should be controlled in order to avoid unappealing forms of commercial strip-development and resultant traffic congestion, or to preserve scenic rural views. These objectives have great merit for the maintenance and improvement of rural character.

Specific techniques that are recommended include minimum landscape requirements for all development, including street trees and bufferyards and access controls along all County roads.

Public perception of community character is most commonly experienced moving along public roads. Requiring setbacks and vegetative screens to mitigate the harsh contrast of houses in the middle of open fields and the natural landscape can protect rural character along roads.

The transportation and visual impacts of strip development can be limited by requiring that all lots be served by an internal access road. Driveway connection along entry roads to the Town from any site or lot to any street or

road should be strictly limited, except where separate entrances and exit driveways may be necessary to safeguard against hazards and to avoid congestion. These special Town entryway protection provisions shall apply to all development including major and minor residential subdivisions.

SENSITIVE AREAS IMPLEMENTATION - ENVIRONMENTAL PERFORMANCE STANDARDS

This section of the Plan requires performance standards that implement three important goals of the Comprehensive Plan dealing with protection of natural resources, management of stormwater quality, and avoiding conflicts between adjacent land uses. These performance standards shall apply to all new development in the Town.

Perennial Stream Buffers

Where possible, a 100 foot minimum setback from all perennial streams, as shown on U.S.G.S. 7.5 minute quadrangle maps or identified through other means, e.g., field surveys or the Cecil County Soil Survey, should be required for any disturbance. Specific instances may be exempted from this requirement including road crossings, essential services such as electric, sewer, and water lines, but access should be identified. In addition, regulations should provide for existing conditions that may preclude a 100 foot buffer, for example lots-of-record adjacent to a stream with insufficient width or depth to permit a reasonable building area and at the same time achieve the 100 foot buffer. Administrative variance provisions could be established so these situations can be addressed expeditiously and with little or no cost to the landowner.

Ephemeral Streams Buffers

Where possible, a 50-foot minimum setback from all ephemeral streams as identified on the U.S.G.S. 7.5 minute quadrangle maps or identified through other means, e.g., field surveys or the Cecil County Soil Survey, is recommended. Again, the Zoning Ordinance shall specify exempted activities and provide for existing conditions.

Sensitive Soil Setback

The Stream Buffer should be increased to protect sensitive soils adjacent to the 100-foot perennial stream setback, including hydric soils, floodplains, steep slopes, highly erodible soils, and highly permeable soils.

Nontidal Wetlands

There should be at least a 25-foot setback from nontidal wetlands. No direct or indirect disturbance to nontidal wetlands should be permitted except as allowed by State and Federal nontidal wetland regulations.

Vegetated Buffer in Stream and Nontidal Wetland Setbacks

Vegetation in the perennial stream and nontidal wetlands setbacks should be preserved and maintained in a natural state, or if not present, created through planting of native species appropriate to the site.

Tidal Wetlands

Town policies and regulations regarding wetlands shall be in conformance with and implement appropriate State and Federal legislation.

Steep Slopes

There shall be no structures or impervious surfaces placed on slopes greater than 25% nor shall grading or clearing be permitted on steep slopes. Growth and development should be generally prohibited on slopes between 15 and 25%, unless it can be demonstrated that the stability of the slope will be improved and that adverse environmental impacts will be mitigated. In the case that development does occur on slopes between 15 and 25%, good engineering practices coupled with conservation practices such as the protection of existing vegetation, shall be used for sediment and erosion control during construction, and slopes shall be stabilized as soon after disturbance as possible.

Forest Cover Protection

The Town of Cecilton should prepare and adopt, as part of its Zoning Ordinance, a Forest Conservation Ordinance that requires that all land development limit clearing of natural vegetation and retain specimen trees to the extent possible, as determined by a forest stand delineation study.

The Forest Conservation Regulations require that a person making an application for subdivision, site plan approval, project plan approval, a grading permit, or a sediment control permit for an area of land of 40,000 square feet or greater must submit to the Town a forest stand delineation and a forest conservation plan for the lot or parcel on which the development is located. Cecil County administers the FCR for the Town.

Floodplain Protection

Currently, Cecilton is not located in a floodplain. However, if through annexation the Town acquires land in a floodplain it should prepare and adopt a Floodplain Management Ordinance consistent with Federal requirements. Additionally, the Town, as part of that Floodplain Management Ordinance, should prohibit new development, new platted lots and substantial improvements to existing structures in the 100-year floodplain.

Stormwater Management (Creation of Impervious Surfaces)

All land development shall be encouraged to minimize impervious surfaces through good site design, use of pervious surfaces where use by people or vehicles is infrequent, and full utilization of height limits on structures.

Clearing and Grading Strategies

Land management decision makers, developers, construction contractors, and others influence ways in which we grow and the landscape in which we live. Grading and clearing activities that precede land development challenge communities that have clear environmental protection objectives, as well as growth and development objectives. Unsustainable grading and clearing practices increase sediment loads, increase erodibility, and affect water quality, habitat, and aquatic life.

Engineered practices to limit the affects of grading and clearing are not enough. The Town of Cecilton requires investigating alternative, sustainable practices to limit the impacts of clearing and grading associated with new development on steep slopes, threatened and endangered species habitat, and water quality. Such

innovative practices shall include preserving existing vegetation, cluster development, minimum disturbance trenching methods, site inspections and seasonal restrictions.

Habitats of Rare, Threatened and Endangered Species

Current information on habitats of threatened endangered species is available through the Maryland Department of Natural Resources, Heritage and Biodiversity Conservation Programs (HBCP). Copies of the mapping system that HBCP has developed, Sensitive Species Project Review Areas, is available through the Cecil County Department of Planning and Community Development. These maps can be used to identify sites where construction projects could adversely impact rare, threatened and endangered species habitats. The developer can locate the project site on the map and immediately determine whether the site falls within a project review polygon.

When a project is within a Wildlife Habitat (Project Review Area) polygon, the developer is required to contact the Maryland Department of Natural Resource's Heritage and Biodiversity Conservation Program (HBCP). HBCP will work with the developer to determine whether the project will adversely impact the habitat of a threatened or endangered species. HBCP will then work with the developer and the Town to eliminate or minimize the impacts.

Open Space Recommendations

A minimum common open space (spaces designed and intended for the use and enjoyment of all residents of the development) should be set aside in residential developments and improved with such complimentary structures and improvements as are necessary and appropriate for the use, benefit and enjoyment of residents of the development. Common open space areas should be exclusive of tidal wetlands, road rights-of-ways, parking areas, and only a limited amount of these areas designated as nontidal wetlands.

Common open space may serve recreational purposes, preserve significant site features, and preserve open space. The uses authorized should be appropriate to the purposes intended to be served. Open space designed to serve recreational purposes should be appropriate to the scale and character of the cluster development, considering its size, density, expected population, and the number and type of dwelling units proposed.

The Zoning Ordinance should be reviewed to assure that at least 15% of any site should be set aside as permanent open space. Where possible, this open space should encompass streams and stream buffers. Stream buffers that are part of the pedestrian trails and/or bikeway system shown in this Plan should be dedicated to public use. The Planning Commission may allow payment in-lieu of open space in whole or in part. Planned and cluster communities shall be required to set aside at least 30% of the site in permanent open space. In addition, at least 20% of a development site shall be landscaped with tree species native to Cecil County. Stormwater management areas should not be considered as open space areas.

Neighborhood Parks

In order to implement the Open Space and Recreation objectives for the Town, all residential subdivisions should be required to provide recreation opportunities. The Town requires that all new residential developments in the Town shall provide, at a minimum, (through dedication or reservation) recreational areas in the form of

neighborhood parks at the rate of 0.005 acres per residential unit, with a minimum area not be less than 5,000 square feet.

The Town Mayor and Council shall permit payment of a fee in-lieu, dedication, reservation or a combination whenever these open space requirements cannot adequately meet the open space and recreation responsibilities of the development or if the development is less than 30 homes or within 1,500 feet from another park or playground. The fee in-lieu shall be on a per-dwelling-unit basis as established by the Town. Fees collected should be deposited in a designated account with funds expended for the Cecilton Park or for other planned park and recreation facilities. (Park improvement list at back of Plan)

The purpose of the neighborhood park is to provide adequate active recreational facilities to serve the residents of the immediately surrounding neighborhood within the development. The following are examples of the types of facilities, but not inclusive of, that may be deemed to serve active recreational needs and count toward satisfaction of the neighborhood park requirements of this article: tennis courts, racquetball courts, swimming pools, sauna and exercise rooms, meeting or activity rooms within clubhouses, basketball courts, playground apparatus, hiking trails and biking paths.

Each development should satisfy its neighborhood park requirement by installing the types of recreational facilities that are most likely to be suited to and used by the age bracket of persons likely to reside in that development. However, unless it appears that less than 5% of the residents of any development are likely to be children under 12, then at least 15% of the neighborhood park must be satisfied by the construction of "tot lots" (i.e. areas equipped with imaginative play apparatus oriented to younger children as well as seating accommodations for parents).

Neighborhood parks should be attractively landscaped and shall be provided with sufficient natural or man-made screening or buffer areas to minimize any negative impacts upon adjacent residences. Each neighborhood park should be centrally located and easily accessible so that it can be conveniently and safely reached and used by those persons in the surrounding neighborhood it is designed to serve. Each neighborhood park should be constructed on land that is relatively flat, dry, free of nontidal wetlands, and capable of serving the purposes intended.

As a concluding policy statement relative to the Town's proposed Open Space and Recreation System, it should be recognized that such a system would make a significant contribution toward improving the quality of life.

SUBDIVISION CONTROLS

The second major implementation tool available to the Town is Subdivision Regulation. Under Maryland law, the Town has the authority to regulate the subdivision of land within Cecilton. Subdivision regulations provide the local legislative body with regulatory powers to assure that land is developed in a manner which will best promote the public health, welfare, and safety, consistent with the Comprehensive Plan. Local regulations provide for the control of land development practices, establish uniform standards of development and recording, establish erosion control measures, guide the arrangement of streets, and establish the relationship between subdivision access routes and the existing transportation routes of the community. Local subdivision regulations provide a regulatory tool for coordinating the private division of land into lots or parcels consistent with public policy established by the Plan.

The primary purpose of the subdivision regulation is to coordinate private development practices with public policy. To this end, the regulation establishes basic standards and design principles for constructing community facilities. Although these facilities are normally paid for and installed by the private developer, the ultimate goal is to dedicate these facilities to the public body for maintenance and ownership. These standards have been established in advance of installation by the developer in order that the Town is assured of developing a uniform system of public facilities.

Regulatory Streamlining

The Town's Zoning Ordinances and Subdivision Regulations include, wherever possible, provisions that encourage regulatory streamlining. Specifically, the Town incorporates development review streamlining provisions in its regulatory review process to guide government regulators to be flexible, to seek and permit alternatives, and to be innovative within planned growth areas consistent with the goals and objectives of the Comprehensive Plan. The Zoning Ordinances and Subdivision Regulations also have been prepared in a user-friendly fashion to speed regulatory reviews and reduce erroneous submittals. A regulatory review guide to assist Town staff, planning commission members, and developers has also been prepared to further enhance the speed and efficiency of the Town's regulatory review process. Finally, the Town's regulations encourage Town officials (and State agencies, where applicable) to meet with the developer before project plans are prepared. This enables the Town and the applicant to agree on required submittals, land use and development regulations, and procedures.

Plan Administration and Enforcement

One of the most important issues considered in the updated Comprehensive Plan, Zoning Ordinances and Subdivision Regulations was administration and enforcement. The most well conceived plans and ordinances would lose effectiveness (and in some cases be invalidated) without consistent and equitable administration and enforcement. The responsibility for administering and enforcing the Comprehensive Plan and its associated ordinances and regulations rests primarily with the Town Council, Planning Commission, Board of Zoning Appeals and the town staff. Each group has a different role in administration and enforcement. Their roles are defined and understood in the context of this plan along with guidance in decision-making, and also the size and cost of staff needed to effectively enforce these regulations.

Adherence to this Comprehensive Plan will result in more efficient and effective regulation, administration and enforcement, and eliminate many of the legal arguments for re-zoning based on "change". The Plan must contain high quality standards that are easy to interpret and readily enforceable. Failure to make use of this Comprehensive Plan as a guide for future development, regardless of its merits, is bound to lead to inconsistent and ineffective enforcement of zoning regulations. For this reason, it is important that town officials make distinctions between decisions based on a plan and decisions based on concerns with the application of the plan. If decisions are not based on consistent application of plan policies, but rather as piecemeal reactions to zoning proposals, then the community should direct the planners to revise the plan rather than attempt to formulate reactive policy at the zoning decision level.

Our Comprehensive Plan and our Zoning Ordinance, by their very design, are intended to complement each other. The Comprehensive Plan is used to guide development, while the Zoning Ordinance is a legal document that regulates how and where it is done. Our Zoning Ordinance serves as a set of standards against which site development is reviewed. For example, if a review of a proposed development is taking place and there is an existing policy regarding control of access to roads, then the adequacy of access control should be a critical aspect of the review. If a project will have adverse impacts on neighboring residents, then a determination needs to be made as to how the project can be revised to mitigate these impacts, if at all, in terms of landscaping, setbacks and other standards. If the ordinance is utilized throughout the review process, then officials need only determine whether the proposed development meets or fails to meet the standards set forth. If the proposal conforms to the Comprehensive Plan and Zoning Ordinance, then development can begin. Otherwise, the developer is faced with one of two options: amend the proposal or forego development. Another response, of course, is to challenge the regulation in the courts. Developers may simply challenge the appropriateness of certain regulations as applied to their particular development. A developer may also challenge the validity of the ordinance itself. If zoning ordinances are constantly and successfully challenged, then this will most certainly be reflected in the quality of regulation enforcement.

One of two courses of action can be taken in the event that a standard is challenged as inequitable: the law can be upheld, ensuring that the development remains in keeping with the Comprehensive Plan and Ordinances, or the validity and fairness of the Plan itself can be reviewed. A review of the Plan, including any revisions, however, should occur separately from any development review process. The Town Council and Planning Commission have established a procedure for reviewing and updating the Plan. When a concern arises during a development review, the Council and the Planning Commission should defer action until the planning staff has had an opportunity to review the concerns within the context of the Comprehensive Plan, rather than grant a precedent setting variance. Town officials, if the issue warrants it, should amend the Plan and then grant the development approval. Otherwise, individual cases are more likely to be treated on an individual basis, thereby undermining any attempts to improve the quality of zoning administration and enforcement. Unfortunately, the very nature of the development review process lends itself to this case-by-case approach. When reviewing the conformance of a development to the Plan and Ordinances, particular features of the Plan are bound to be brought into question. The natural tendency is to become involved in the issue of inequity and the plight of the landowner, losing sight of the larger purpose of the Plan. Questions of inequity cannot be permitted to overshadow the Plan. The Plan and Ordinances, after all, are supposed to serve as a standard for regulation and should not be reviewed each time a development is proposed. When the Town is concerned about an apparent inequity, it has specific mechanisms to force a review of the policy. Planning officials shall monitor alleged inequities or concerns about unfair ordinance provisions over a one or two-year period. If the same complaints reoccur, then they will responsibly recommend changes to the elected officials. This technique eliminates knee-jerk amendment reactions to isolated incidents of complaint regarding equity.

The purpose of our Comprehensive Plan is to provide a basis for consistent, high quality enforcement. The Plan and Zoning Ordinance contain definitive and relevant policy statements that are readily achievable.

The quality of enforcement is not simply related to the quality of the Plan. It is also jeopardized when confronted with poor technical support. Accurate assessment of site development problems and an ability to assist the developers in meeting the community's goals are essential functions regardless of the type of ordinances or plans a community has adopted. Inadequate staffing will also influence the quality of administration and regulation enforcement. Without proper staffing, it becomes difficult to effectively administer and enforce zoning ordinances.

Inadequate funding often serves as a contributing factor to lack of proper enforcement. Adequate funding is essential for drawing high quality professionals with technical expertise. It is also necessary to keep staffing levels high enough to efficiently and effectively administer and enforce regulations.

Adequate funding is essential for proper enforcement of these documents. Increasing population and growth, and subsequent pressures for development, will directly affect costs relating to enforcement. New initiatives will require a high degree of administration and enforcement effort. The increased interagency coordination required for plan review and the additional review of environmental impact assessments or transportation impacts of projects are just two examples of the increased demands which will be placed on the Town staff in the future.

Another factor that can contribute to lack of enforcement in the development plan review process is the lack of guidance for handling discretionary decisions. The effect is the same as approaching site development on a case-by-case basis. Without proper guidance, discretionary decisions are likely to result in varying degrees of enforcement of zoning ordinances. Enforcing a comprehensive plan uniformly is difficult without set standards for handling discretionary cases. Proper guidance through development review process management will vastly improve the quality of enforcement and administration.

One enforcement issue that deserves special treatment is non-development review related. It is the monitoring of compliance with the regulations on a day-to-day basis after the development has been completed. Often, it is violations of this nature that are the most visible way for Town residents to measure the success of the planning program. The accumulation of junk cars, illegal trailers, illegal home occupations, and illegal signs are typically frequent infractions.

Another difficult type of infraction to monitor is the continued compliance with site plan requirements. For example, landscaping or screening may be required as a condition of an approval; however, even if it is installed as per the plans, it is difficult to ensure that the plantings live and thrive and continue to function.

The process for actually forcing compliance with a regulation that is getting corrective action or stopping an action, can be a cumbersome one. Even with the most blatant violations such as closing an illegal business, the legal and judicial process can be lengthy. This can be a costly and time-consuming drain on the resources of the Town.

Zoning violations under the current ordinance are established as a misdemeanor, a criminal offense, punishable by a fine and/or imprisonment. Meeting the test for a successful criminal prosecution may add more delay time and cost to the proceeding. Frequently, judges are reluctant to give an offender a criminal record for most zoning violations. Certain offenses such as sign and setback violations may be able to be handled by civil penalties, which should be explored with the Town attorney when the zoning ordinance has its next review.

SUMMARY OF PLAN

The Town Comprehensive Plan is intended to capture a vision of the future of Cecilton. As such, it provides a basis for a wide variety of public and private actions and development decisions, which are to be undertaken in the Town. It provides general guidelines to the local community in order that piecemeal improvements or day-to-day decisions can be properly evaluated against their long-range impact upon the community and their relationship to existing settlement patterns. The Plan, and in particular the Land Use Element indicates the proposed general or conceptual development pattern of the community expected through 2020. It is not a detailed blueprint. It is, however, a guide that delineates and encourages patterns of development, which permit orderly and economical growth of the community in a manner that can be more efficiently served with a variety of governmental services and facilities.

The Town believes all these elements working together will create a more desirable, livable Cecilton.

APPENDIX A

Summary of Build-Out Analysis and Growth Area Alternatives

Build-out Analysis

This analysis summarizes the development potential of land within Cecilton that is available for development and four alternatives for future growth. According to Maryland Department of Planning's (MDP's) capacity analysis which utilizes the current zoning of the Town, there is a total capacity of 236 households that could be built in current Town limits. It should be noted that this is a rough estimate and is used consistently in this analysis for the purposes of comparing alternatives.

This summary further calculates the development capacity for four proposed growth scenarios. Alternative 1 carries over the recommendations made in the 1998 Comprehensive Plan. Alternatives 2, 3 and 4 set forth a different approach by proposing two land use categories- one being a mixed-use Planned Unit Development and the other being an Agribusiness District. Each growth area build-out assumes a density yield of 3.5 dwelling units per acre. Each alternative is described below.

Growth Area Alternatives

Alternative 1 – 1998 Land Use Plan

The 1998 Comprehensive Plan designated four growth areas intended to facilitate orderly growth and development for the Town over a 20 year period and beyond. These growth areas are:

Growth Area # 1 – Mixed-Use

The mixed-use designated growth area may include a mix of residential and commercial units.

Growth Area # 2 – Planned Unit Development

Uses in a Planned Unit Development (PUD) that are permitted include an elder care community, a small commercial business park, and a mixed-use residential community.

Growth Area # 3 – Employment Center

A business park or light manufacturing business could be located in this growth sector, which would provide further opportunity to promote the area as an employment center.

Growth Area #4 – Maryland Agricultural Preservation Foundation (MALPF) Program

Per the MDP Development Capacity Analysis, the full build-out of vacant parcels in current Town boundaries would add 236 households. If the Town were to annex the lands consistent with the above four growth areas, the Town would grow from 314 acres to 1,670 acres. A total of 3,117 households would be added at full build-out of vacant parcels in Town and the growth areas, 2,881 of which are in Growth Areas 1 and 2. (Please note these figures are rough estimates.) Growth Areas 3 and 4 do not have new household capacity, as Growth Area 3 is designated as an Employment Center and Growth Area 4 is the Maryland Agricultural Preservation Foundation (MALPF) Program. Map 1 shows the location and capacity of current Town limits and each of the four growth areas.

Alternative 2 – Planned Unit Development (PUD) and Agribusiness

This alternative sets forth two growth areas proposed as Planned Unit Developments (PUD) and an Agribusiness district. These growth areas are defined by parcel boundaries. Permitted uses in the PUD could include a mixed-use residential community, a small commercial business park, and an elder care community.

The Agribusiness District would assist to achieve the Town's greenbelt system goals. The greenbelt would surround the designated growth areas, is intended to maintain a visual edge to the Town, and would also provide a range of uses and activities including, but not limited to, farming, low intensity recreation, agricultural tourism, vineyards and retail sales of agricultural products (i.e. farmers market).

Per the MDP Development Capacity Analysis, the full build-out of vacant parcels in current Town boundaries would add 236 households. If the Town were to annex the lands consistent with the above growth areas, the Town would grow from 314 acres to 2,178 acres, 207 of which would be in the PUD district. A total of 963 households would be added at full build-out of vacant parcels in Town and the growth areas, 727 of which are the PUD Growth Areas. (Please note these figures are rough estimates.) The Agribusiness Growth Area does not have new household capacity, as in this alternative, the district would not permit residential developments. Map 2 shows the location and capacity of current Town limits and the growth areas.

Alternative 3 - Agribusiness with defined PUD boundaries

Alternative 3 proposes a comparable approach as Alternative 2 in terms of the overall acreage of the growth area and proposing two future land uses of Agribusiness and PUD. The PUD boundaries are delineated on the Land Use Map as portions of the larger tracts. This approach permits mixed-use residential development on the large properties adjacent to Town while promoting the agribusiness uses intended to achieve the Town's greenbelt and agricultural conservation goals.

Per the MDP Development Capacity Analysis, the full build-out of vacant parcels in current Town boundaries would add 236 households. If the Town were to annex the lands consistent with these growth areas, the Town would grow from 314 acres to 2,178 acres, 461 of which would be in the PUD district. A total of 1,850 households would be added at full build-out of vacant parcels in Town and the growth areas, 1,614 of which are in the PUD Growth Areas. The Agribusiness Growth Area does not have new household capacity. Map 3 shows the location and capacity of current Town limits and the growth areas.

Alternative 4 – Agribusiness without PUD Defined Boundaries

Alternative 4 proposes a comparable approach as Alternative 3 in terms of the overall acreage of the growth area and also proposes two future land uses of Agribusiness and PUD. This approach would still permit mixed-use residential development and agribusiness uses in the Agribusiness district; however the PUD boundaries are not delineated on the Land Use Map. This approach would require that new development of the PUD/Agricultural District be clustered adjacent to the existing Town boundaries as natural extensions of the Town. The balance of the particular tract would be protected from future “development” but would allow for agribusiness uses.

Per the MDP Development Capacity Analysis, the full build-out of vacant parcels in current Town boundaries would add 236 households. If the Town were to annex the lands consistent with these growth areas, the Town would grow from 314 acres to 2,178 acres, 207 of which would be explicitly in the PUD district. For the purposes of this growth analysis, it is estimated that the agribusiness district would permit an additional 254 acres for PUD development. A total of 1,850 households would be added at full build-out of vacant parcels in Town and the growth areas, 1,614 of which are in the PUD Growth Areas. Map 4 shows the location and capacity of current Town limits and the growth areas.

APPENDIX B

Cecilton Comprehensive Plan

Map 3a

Future Municipal Growth Areas Southeastern Portion

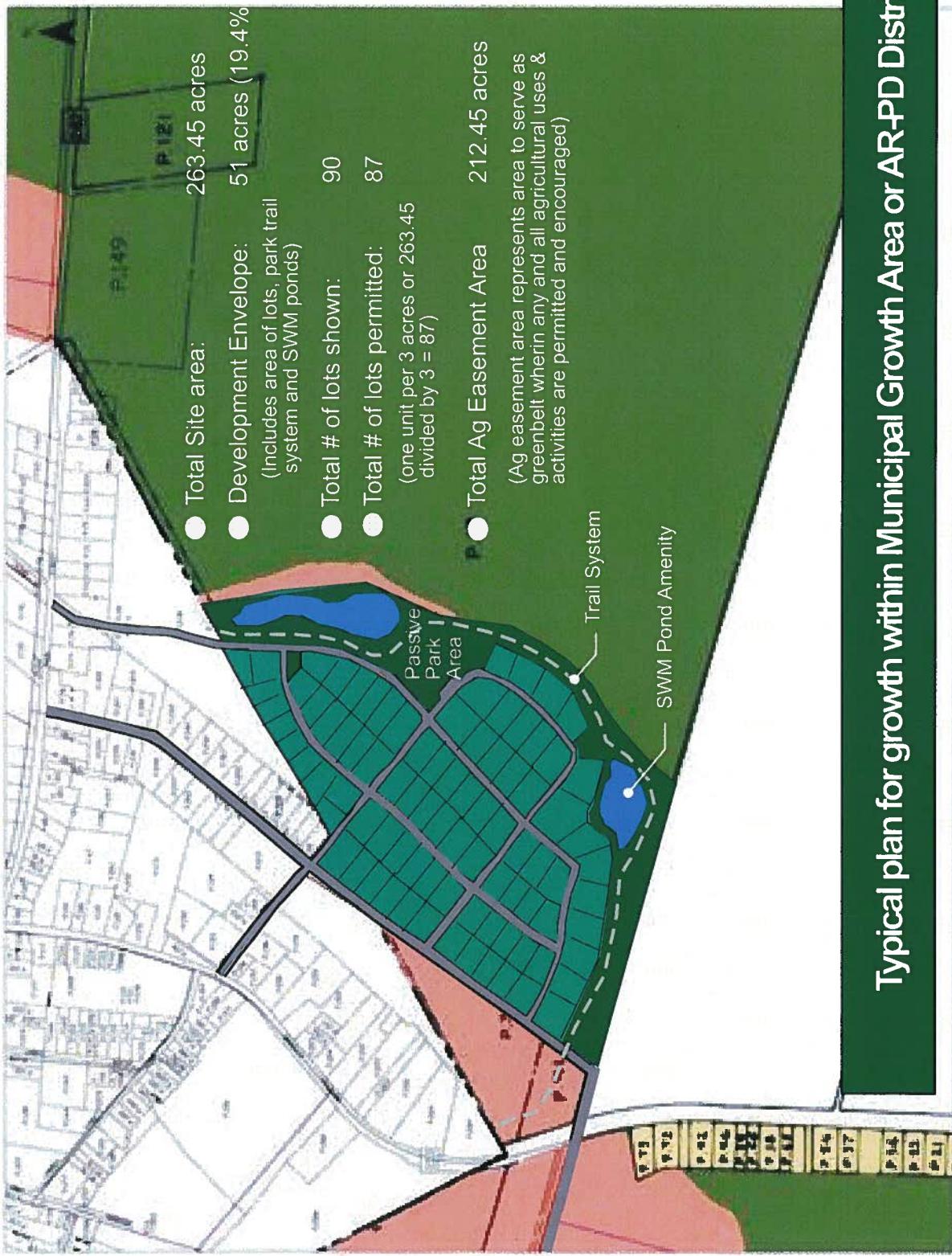
Legend

- Existing Road
- Proposed Local Roads
- Proposed Collector Roads

Future Land Use

- Existing Single Family
- Planned Development
- Agriculture Reserve

100' 400' 800' 1,200'



Typical plan for growth within Municipal Growth Area or ARPD District