

## **INTRODUCTION**

The 2010 East New Market Comprehensive Plan is a long-range policy document for governing the physical development, resource protection, and land use within the corporate limits of East New Market and its surrounding area. The Comprehensive Plan is the official statement of local officials and concerned citizens as to how they would like to see the East New Market area develop in the next twenty years.

The Comprehensive Plan guides both public and private sector development by establishing goals, objectives, and policies for a wide range of planning issues such as housing, transportation, community facilities, and the environment. The Plan also makes specific recommendations for future land uses in and around the Town.

The East New Market Plan is intended to be a flexible tool that is subject to revision when warranted by changing conditions, policy direction, and desires. This Plan replaces the Town's previous comprehensive plan prepared in 1997. Under Maryland law, a jurisdiction exercising planning and zoning authority must prepare comprehensive plans, which are then required to be reviewed and, if necessary, amended at regular six-year intervals. East New Market's planning and zoning authority is derived from Article 66B of the Annotated Code of Maryland.

Although the Comprehensive Plan does not restrict a property owner in the use or development of a property, as does the zoning ordinance, the Plan does serve as the basis for development of the zoning, subdivision, and other local regulations needed to implement the Plan. It is important that the Town's regulations be consistent with the Plan, in that, they should advance and support the Plan's policies and recommendations.

The Plan can also serve as a guide when the Town's Mayor and Commissioners, Planning Commission, and Board of Appeals make decisions on specific requests and applications that come before them. For example, the Comprehensive Plan is of assistance to the Planning Commission when making zoning recommendations to the Mayor and Commissioners and in reviewing subdivision and site plan applications. The Board of Appeals uses the Plan in evaluating requests for special exceptions and variances. Town officials can use the Plan to program for capital improvements such as water, sewer, streets, and parks. The private sector, including property owners, developers, businesses,

and industries, will use the Plan to gauge whether and how their activities and plans can be accommodated by the Town.

The 2010 Plan is divided into two sections. The first section is the "Background for Planning" which provides the basic framework for the development of the Comprehensive Plan. The "Background for Planning" section includes a brief summary and description of the physical features of the planning area and a detailed analysis of the social and economic characteristics of the people of the community.

The second section is the "Comprehensive Plan". The Comprehensive Plan sets forth the basic development policies which should be implemented to assure the orderly growth and development of the East New Market area for the next twenty years. The Comprehensive Plan section is comprised of ten basic elements: (1) Goals and Objectives; (2) Land Use; (3) Municipal Growth; (4) Transportation; (5) Community Facilities; (6) Water Resources; (7) Sensitive Areas; (8) Community Character; (9) Inter-jurisdictional Coordination; and (10) Implementation.

For each of these major elements, the existing conditions are described, potential problem areas are identified, and strategies and policies are recommended to help alleviate problems and to adequately address the demands of the current and future citizens of East New Market.

## **BACKGROUND FOR PLANNING**

### **Introduction**

In order to prepare an effective comprehensive plan, it is first necessary to fully understand the nature of the community, its people, and its problems. Through careful and thorough analysis of existing conditions, it is possible to identify development issues confronting the community and to suggest alternative courses of action to address any concerns.

The Background section of the Plan presents an overview of the Town's physical, demographic, and economic conditions as well as a brief history of the Town. This background section provides the foundation for the Plan by:

- Identifying the Town's regional setting;
- Describing the natural features in and around the Town;
- Summarizing demographic data; and,
- Summarizing housing and economic conditions.

There are also background studies that exist as separate documents on the Town's water resources and municipal growth considerations. These background studies are available for public view at the Town of East New Market Town Hall.

Descriptive information about present conditions and expected trends provides a context for planning. It not only describes present issues, opportunities, and problems, but it suggests a likely future should current planning practices prevail.

### **Location**

East New Market is located in the northeastern section of Dorchester County. More specifically, it is located approximately eight miles east of the City of Cambridge, which is the county seat, and is approximately one mile east of the neighboring Town of Secretary. The Town is split by three major roads, Maryland Route 14, Maryland Route 16, and Maryland Route 392. (See Maps #1 and #2)

From East New Market, trips are easily made to Cambridge, Easton, Salisbury, or Seaford, Delaware. Employment and retail commercial centers are nearby and traversed mostly via secondary roads. A southeastern trip to Salisbury is approximately 28 miles and can be made in 30 minutes. A trip to Easton (north and northwesterly) is about 19 miles and made in about 25 minutes, and a trip to Seaford, Delaware (eastward) is of similar distance and time. Some of the residents work in Baltimore and Washington, with a commute time of about an hour and 40 minutes at peak hour.

## **Historical Context**

The history of the Town of East New Market dates back to the 1600's. The Town was settled during the second half of the seventeenth century and was first mentioned in a grant to Henry Sewell dated 1649 in London, England. Early maps prepared by cartographer Augustine Hermann denote a small village and fort built in the late 17<sup>th</sup> century; however the initial community that grew into East New Market was first settled in 1660.

The Town is located in an area that was once used by the Woodland Indians who lived along the Choptank River. It was first known as "Crossroads" and was linked by a road to a small waterfront Indian village to the west, now known as the Town of Secretary. Originally settled at what had become the juncture of several plantations, the name for the town comes from a land patent and resurvey granted by patent from the Lord proprietor's land office to James Sulivane on July 4, 1776, as "Newmarket". The name East New Market came in 1827 after the addition of a post office and the directional addition by the United State Postal System to distinguish it from the New Market in Frederick County, Maryland, as well as from several others up and down the Atlantic seaboard.

The first evidence of any incorporation comes in a state statute from 1803 where the town is given authority to control the ranging about of certain livestock. While this is not the granting of a town charter, the wording evidences that indeed there already existed a body of incorporated municipal leadership and this leadership remained active over an expanse of time. The Town was officially incorporated under the Session Laws of 1832 and a Town Commission was instituted.

The town was a focal point of activity during the American Revolutionary War, the War of 1812, and the American Civil War. The granaries of James Sulivane (commissary officer) and a regiment of

Militia known as the New Market Blues were integral to the County's, as well as the colony's and State's, efforts in the revolution.

Following the Revolutionary War, East New Market became a bustling center with many commercial enterprises and established itself as a viable part of the county's economic stability. It was around this same period that the Town incorporated itself, several of the older homes were modernized, and several large homes, reflecting tastes popular at that time, were built. As there were also four long-established and active churches in the Town, all representing different faiths, East New Market was considered a center of religious activity as well.

The Town continued to be moderately prosperous throughout the eighteenth and nineteenth centuries. The last quarter of the eighteenth century was a period of economic stability and growth, and was a time when many of the town's better known houses (Friendship Hall, House of the Hinges, Buckland, and the Smith Cottage) were built. In the latter part of the nineteenth century, a second rise in prosperity occurred, undoubtedly the result of the opening of a railroad to the east of the Town. The railroad gave East New Market greater value as an economic center and it was at this time that there was an apparent rise in commercial industry, including the establishment of two fruit and vegetable houses. This allowed agriculture to gain economic strength within the County.

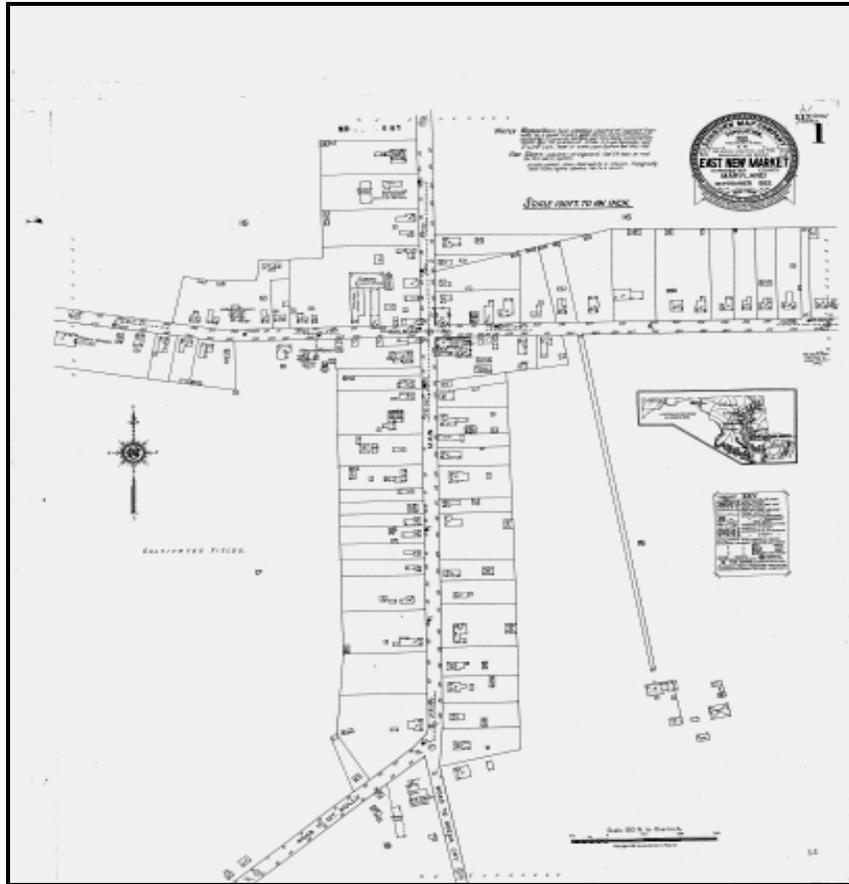
It was during this same period that religious and educational institutions became even more established as centers of learning and worship. East New Market was an early locale for education and a hub in the rise of Methodism as a majority denomination in the region. In addition to the Methodist denomination, other churches that have historically served the community include: the Anglican Church, Methodist Protestant Church, Baptist Church, German Evangelical and Reformed Church, and the Lutheran Church. Several schools and academies also existed during this time period. One such school was The East New Market Academy, built in 1853 as a private boarding school for girls which charged \$8 per term for room and board. Lights and music lessons were extra. The East New Market High School was another significant institution that began operation in 1818 and remained in use until the 1970's.

It is well documented that during the latter part of the nineteenth century and early part of the twentieth century, the Town continued to prosper and did so with a forward thinking population. Among the most progressive was Cyrus Edwin Bell who, after the great fire of

1914, persuaded the town to build its own water system along with a system of fire hydrants. Fresh potable water was drawn from aquifers and delivered to each home and business. Efforts at the end of the century to revamp the system confirmed that the pipes had been placed at such a depth that even modern road reconstruction would not disturb them and that provisions had also been made off of each major line for expansion to accommodate future growth. The Town also had its own sanitary sewer system by the early 1930's. By the outbreak of the First World War, the town already had its first bank, electric company, water company, and fire brigade.

However, by the close of the first quarter of the twentieth century, the importance of the Town had waned in the light of nearby Cambridge, the county seat. Although by the 1930's the town still retained a large percentage of its residents and buildings, commercial activity had been greatly decreased and the village quietly slipped into obscurity. As a result, East New Market remains today much as it was at the time of its incorporation and has escaped disruption from over-expansion while still maintaining itself as a comfortable bedroom community with an interesting history.

Today, East New Market remains well preserved and is a town rich in colonial heritage and tradition. In 1975, the Town was designated a National Historic District and is recognized in the National Register of Historic Places. This historic district contains almost all of the early residences established by its original founders and over 68 percent of the homes are listed as historic by the Maryland Historic Trust. Residents are justifiably proud of their architectural heritage. Georgian and vernacular brick facades, the elegant Queen Anne masses, and the Flemish and Federal styles lend their spatial relationships to emulate traditional styles. Building materials assist to illustrate the Town's historic urban fabric. Tree-lined streets and well-tended front yards demonstrate the community pride that exists. Reflecting upon their social heritage, local inhabitants constitute a well-knit community where little escapes the eye and where most residents know one another. It is this town character which both residents and tourists alike find so appealing and which merits special attention for the future.



**Illustration 1:** East New Market Town Plan, 1922  
Copyright by Sanborn Map Company

## **POPULATION**

### **Population Growth Trends**

With the exception of the last two decades, East New Market's population has remained relatively stable, experiencing only a couple of significant fluctuations. For example, between 1920 and 1930, the Town saw an 18% decrease in population, yet this reduction was countered in 1940 with a 20% increase in population. However, by the 1990 Census, East New Market had lost 33% of its population, down to 153 persons. Although the 2000 Census numbers were promising with a 9.2% increase for a total population of 167 persons, overall the Town has experienced a steady decrease in population since 1900. This loss may be attributed to natural causes, changes in farm employment and manufacturing practices, loss of local commercial enterprises, and better paying jobs out of the region.

It is also important to note that construction activity during the 1970's, 1980's, and early 1990's was virtually nonexistent due to a sewer moratorium placed on the Town by the State Department of Health and Mental Hygiene. The Town made corrections to the system (see Community Facilities Element) and the State-imposed moratorium was lifted in the fall of 1981. However, the Town voted to extend the moratorium through the summer of 1982. When the moratorium was lifted, the Town's increased sewage capacity allowed for new construction and, therefore, population growth. Development in Town did not immediately occur due to large lot housing trends, which was not achievable within the existing Town limit. A desire for the "country lifestyle" led prospective homeowners to locate just outside of the corporate boundaries of East New Market.

New opportunities for growth arose in 2001 with the annexation of approximately 93.00 acres of land on the east and south sides of Town. This annexation provided additional land for new subdivisions with slightly larger, more regular sized lots and modern home construction. A planned upgrade of the Twin Cities Wastewater Treatment Plant (located in Secretary) will provide treatment capacity for planned growth on parcels currently in Town, and on parcels annexed in accordance with the Land Use and Municipal Growth Elements.

Table 1 below reflects Census counts for the past 100 years for both the Town and the County. Table 2 reflects the Town of East New Market's population expressed as a percentage of Dorchester County's

population for the last 30 years. Although the percentage decreased by 0.3% from 1980 (0.8%) to 1990 (0.5%) and held at 0.5% in 2000, the projected Town's share for 2009 reflects a significant increase to 0.9%. This projected increase in population is likely a direct result of the 2001 annexation, which will result in the addition of several new homes and families to the community.

**Table #1  
Population Growth Trends  
Town of East New Market  
1900 – 2000**

<u>Year</u>	<u>East New Market</u>			<u>Dorchester</u>		
	<u>Population</u>	<u>Number</u>	<u>Percent</u>	<u>Population</u>	<u>Number</u>	<u>Percent</u>
1900	282			27,692		
1910	280	-2	-0.7	26,669	-1,023	-3.7
1920	271	-9	-3.2	27,895	1,226	4.6
1930	222	-49	-18.1	26,813	-1,082	-3.9
1940	267	45	20.3	28,006	1,193	4.4
1950	264	-3	-1.1	27,815	-191	-0.7
1960	225	-39	-14.8	29,666	1,851	6.7
1970	251	26	11.6	29,405	-261	-0.9
1980	230	-21	-8.4	30,623	1,218	4.1
1990	153	-77	-33.5	30,236	-387	-1.3
2000	167	14	9.2	30,674	438	1.4
<b>2009*</b>	<b>276</b>	<b>109</b>	<b>65.3</b>	<b>32,043</b>	<b>1,369</b>	<b>4.5</b>

(\*Estimate)  
Prepared by Maryland Department of Planning  
Source: U. S. Census Bureau

**Table #2  
Percent Share of Dorchester County's Population  
Town of East New Market  
1970 – 2000**

<b>East New Market's Percent Share of Dorchester County's Population</b>				
<b>1970</b>	<b>1980</b>	<b>1990</b>	<b>2000</b>	<b>2009*</b>
0.9%	0.8%	0.5%	0.5%	<b>0.86%</b>

(\*Estimate) Prepared by Maryland Department of Planning  
Source: U.S. Census Bureau

**Population Distribution By Age**

In 2000, the Town of East New Market was characterized by a slightly older population than that of Dorchester County or the State of Maryland. The median age of all residents within the Town was 43.8 years of age compared to 40.7 years for Dorchester County and 36.0 years for the State. In addition, 18.0% of the Town's population was 65 and over as compared to 17.7% for Dorchester County and 11.3% for the State. The largest percentage of the Town's population was found in the 45 – 64 age bracket, which accounted for 30.5% of the Town's residents. By comparison, 25.5% of Dorchester County's and 23.1% of Maryland's population fell into this category. (See Table #3)

**Table #3  
Population Distribution By Age  
Town of East New Market  
2000**

<b>Age</b>	<b><u>East New Market</u></b>		<b><u>Dorchester County</u></b>	<b><u>State of Maryland</u></b>
	<b>Number</b>	<b>Percent</b>	<b>Percent</b>	<b>Percent</b>
Under 5	10	6.0	5.4	6.7
5-17	17	10.2	17.9	18.9
18-24	14	8.4	6.7	8.5
25-44	45	26.9	26.8	31.4
45-64	51	30.5	25.5	23.1
65 and over	30	18.0	17.7	11.3
Total persons	167	100.0	100.0	100.0
<b>Median age</b>	43.8		40.7	36.0

Prepared by Maryland Department of Planning  
Source: U.S. Census Bureau 2000 Census

**Household and Family Characteristics**

In 2000, East New Market's population was comprised of 75 households, including 44 family households and 31 non-family households. (See Table #4) Family households accounted for approximately 59% of all households in the Town as compared to 67% in the County. Of the 44 family households in the Town, 36 were married couple families, one was a family with a male head of household, and the remaining seven families were with female heads of household. The Town's percentage of married couple families to

total households of 48% is practically equal to the County's ratio of 47.5%.

It is interesting to note that East New Market's non-family household percentage of 41% is considerably higher than the County's at 33%. This may be attributed to the Town's significant older population, 18% who are 65 or older and likely reside alone.

**Table #4  
Households By Type  
Town of East New Market  
2000**

<u>Household Type</u>	<u>East New Market</u>		<u>Dorchester County</u>
	<b>Number</b>	<b>Percent</b>	<b>Percent</b>
Family Households	44	58.7	66.9
Married Couple	36	48.0	47.5
Male Householder, no spouse	1	1.3	4.0
Female Householder, no spouse	7	9.3	15.5
Non-family Households*	31	41.3	33.1
Total Households	75	100.0	100.0
Persons per Household	2.23		2.40

\*Householder Living Alone or With Non-Relatives Only  
Prepared by Maryland Department of Planning  
Source: U.S. Census Bureau, 2000 Census

**Education**

According to the 2000 Census, almost 84% of East New Market's residents over the age of 25 were high school graduates or higher. The Town's percentage was approximately 10% higher than the County's figure of 74%. In terms of post-high school education, 17% of the Town's population attained their bachelor's degree or higher, as compared to approximately 12% of the County's population. (See Table #5)

**Table #5  
Educational Attainment  
Town of East New Market  
2000**

	<u>East New Market</u>		<u>Dorchester</u>
	<u>Number</u>	<u>Percent</u>	<u>County</u>
			<u>Percent</u>
Persons 25 Years and Over	129	100.0	100.0
Less than 9th Grade	7	5.4	9.1
9th to 12th Grade, No Diploma	14	10.9	16.7
High School Graduate (incl. GED)	41	31.8	42.1
Some College, No Degree	31	24.0	16.2
Associate Degree	14	10.9	4.0
Bachelor's Degree	16	12.4	6.8
Graduate or Professional Degree	6	4.7	5.2
High School Grad. Or Higher	108	83.7	74.2
Bachelor's Degree or Higher	22	17.1	12.0

Prepared by Maryland Department of Planning  
Source: U.S. Census Bureau, 2000 Census

**Income**

Income levels in East New Market are generally higher than those in the County and only slightly lower than the income levels in the State as a whole. (See Table #6) According to the U.S. Census, the median income for all households in East New Market in 1999 was \$50,417. This figure is approximately 32% more than the County's median household income of \$34,077 and only about 5% less than the State's median household income of \$52,868.

The largest percentage of the Town's household's earned between \$50,000 and \$74,999, which accounted for about 35% of all households. By way of comparison, approximately 18.5% of all County households and 21.6% of all State households fell into this same income category.

**Table #6**  
**Household Income Characteristics**  
**Town of East New Market**  
**1999**

Income	<u>East New Market</u>		<u>Dorchester County</u>	<u>State of Maryland</u>
	Number	Percent	Percent	Percent
Total Households	75		12,712	1,981,795
Less than \$10,000	4	5.3	12.9	6.9
\$10,000-\$14,999	7	9.3	8.0	4.2
\$15,000-\$24,999	6	8.0	15.6	9.5
\$25,000-\$34,999	9	12.0	14.6	10.7
\$35,000-\$49,999	11	14.7	16.9	15.4
\$50,000-\$74,999	26	34.7	18.5	21.6
\$75,000-\$99,999	6	8.0	7.7	13.6
\$100,000-\$149,999	2	2.7	3.5	11.6
\$150,000-\$199,999	4	5.3	1.0	3.5
\$200,000 or more	0	0.0	1.4	3.0
Median income	\$50,417		\$34,077	\$52,868
Prepared by Maryland Department of Planning				
Source: U.S. Census Bureau				

**Employment**

According to the 2000 Census, a total of 101 persons or approximately 71% of all persons over the age of sixteen in East New Market were in the labor force. This percentage was higher than that of both the County (62.2%) and the State (67.8%)

The Town's labor force statistics also reveal that approximately 77% of the males and 63% of the females were in the labor force. Again, these percentages are higher than the corresponding percentages for both the County and the State.

A remarkable 0% of the Town's labor force was unemployed in 2000 compared to 5.8% for the County and 4.7% for the State. (See Table #7)

**Table #7  
Labor Force Characteristics  
Town of East New Market  
2000**

	<u>East New Market</u>	<u>Dorchester County</u>	<u>State of Maryland</u>
Persons 16 Years and Over	143	24,351	4,085,942
Male	75	11,298	1,935,129
Female	68	13,053	2,150,813
In Civilian Labor Force	101	15,144	2,769,525
Male	58	7,715	1,418,491
Female	43	7,429	1,351,034
Percent in Civilian Labor Force	70.6%	62.2%	67.8%
Male	77.3%	68.3%	73.3%
Female	63.2%	56.9%	62.8%
Percent Unemployed	0.0%	5.8%	4.7%
Prepared by Maryland Department of Planning			
Source: U.S. Census Bureau, 2000 Census			

The educational, health, and social services industry was the largest employer of the Town's residents with 14 residents or 13.9% of the Town's labor force employed in this field. A close second was the manufacturing industry with 13 residents or 12.9% involved in the manufacturing of durable or non-durable goods in 2000. Third was the finance, insurance, and real estate industry with 11 persons or 10.9 % of the Town's labor force.

The top three industries combined accounted for 38 residents or approximately 38% of the Town's labor force in 2000. (See Table #8)

**Table #8**  
**Distribution of Employment by Industry**  
**Town of East New Market**  
**2000**

<u>Industry</u>	<u>Number</u>	<u>Percent</u>
Agriculture, Forestry, Fishing & Hunting, and Mining	4	4.00
Construction	9	8.9
Manufacturing	13	12.9
Wholesale Trade	7	6.9
Retail Trade	2	2.0
Transportation & Warehousing, and Utilities	4	4.0
Information	6	5.9
Finance, Insurance, Real Estate, and Rental and Leasing	11	10.9
Professional, Scientific, Management, Administration and Waste Management Services	5	5.0
Educational, Health and Social Services	14	13.9
Arts, Entertainment, Recreation, Accommodation and Food Services	10	9.9
Other Services (Except Public Admin.)	8	7.9
Public Administration	8	7.9
Total Employed Civilian Population	101	
Prepared by Maryland Department of Planning		
Source: U.S. Census Bureau 2000 Census		

## **Housing**

There were a total of 107 housing units in the Town of East New Market according to the 2000 Census. Of this total, 75 units or approximately 77% were occupied. About 81% were owner occupied and about 19% were rented. (See Table #9) The Town's percentage of owner occupied units is higher than both the County's (70.1%) and the State's (67.7%).

Between 1990 and 2000, the Town's housing stock increased from 96 units to 107 units and approximately 90% of this housing stock was constructed prior to 1970. Practically all of the housing units were single-family detached dwellings, which accounted for 105 units or

98% of the Town's housing stock. By comparison, 72.8% of the County's housing stock and 51.2% of the State's housing units were single-family detached structures. Of the remaining units, 2 or 1.9% were two-unit structures.

In 2000, the median value of an owner-occupied home in East New Market was \$84,400. This was slightly lower than the County's median value of \$92,300 and much lower than the State's median value of \$146,000. Approximately 63.5% of the Town's owner-occupied housing units were valued at less than \$100,000.

In terms of contract rent, the median rental payment in the Town in 2000 was \$644 as compared to \$456 for the County and \$689 for the State.

Census figures have indicated that approximately 16% of homeowners in the Town of East New Market spent more than 35% of their income on housing in 2000. By comparison, approximately 28% of the renters in the Town spent more than 35% of their income on rent.

**Table #9  
Selected Housing Characteristics  
Town of East New Market  
2000**

	<u>East New Market</u>		<u>Dorchester County</u>	<u>State of Maryland</u>
	Number	Percent	Percent	Percent
Total Housing Units		100.0%		
<b>Occupied Housing Units</b>	<b>75</b>	<b>77.3</b>	86.5	92.3
Owner Occupied Units	61	81.3	70.1	67.7
Renter Occupied Units	14	18.7	29.9	32.3
<b>Vacant Housing Units</b>	<b>22</b>	<b>22.7</b>	13.5	7.7
Units in Structure				
Total Housing Units	107	100.0	100.0	100.0
1 Unit Detached	105	98.1	72.8	51.2
1 Unit Attached	0	0.0	1.8	21.0
2 Units	2	1.9	5.5	2.1
3 or 4 Units	0	0.0	3.3	2.9
5 to 9 Units	0	0.0	3.6	5.6
10 to 19 Units	0	0.0	0.9	7.9
20 or More Units	0	0.0	1.7	7.2
Mobile Home, Boat, RV, Van, etc	0	0.0	10.3	1.9

*Town of East New Market Comprehensive Plan*

Value				
Specified Owner Occupied Units	63	100.0	100.0	100.0
Less than \$50,000	7	11.1	11.3	3.8
\$50,000-\$99,999	33	52.4	44.3	19.3
\$100,000-\$149,999	18	28.6	25.1	29.4
\$150,000-\$199,999	3	4.8	9.4	20.9
\$200,000-\$299,999	0	0.0	5.6	16.1
\$300,000-\$499,999	2	3.2	2.8	7.8
\$500,000-\$999,999	0	0.0	1.0	2.4
\$1,000,000 or more	0	0.0	0.5	0.4
Median (\$)	\$84,400		\$92,300	\$146,000
Gross Rent				
Specified Renter Occupied Units	7	100.0	100.0	100.0
Less than \$200	0	0.0	10.6	5.1
\$200 to \$299	0	0.0	10.2	3.6
\$300 to \$499	0	0.0	35.0	14.2
\$500 to \$699	7	100.0	30.0	33.6
\$700 to \$999	0	0.0	5.0	24.3
\$1,000 to \$1,499	0	0.0	0.9	11.9
\$1,500 or more	0	0.0	0.0	3.1
No Cash Rent	0	0.0	8.3	4.2
Median Rent (\$)	\$644		\$456	\$689
Prepared by Maryland Department of Planning				
Source: U.S. Census Bureau 2000 Census				

## **COMPREHENSIVE PLAN**

### **GOALS AND OBJECTIVES ELEMENT**

#### **Introduction**

The Comprehensive Plan is intended to capture a broad community vision of the future development of East New Market. Written statements that describe future expectations are necessary to describe that vision. These statements should be easily understood and generally accepted by the residents and business interests in the Town.

Goals and objectives are found in this chapter and in the subsequent chapters for each element of the Plan. The goals and objectives formulated by the Town have been incorporated as a basis for the goals and objective statements in this Plan.

Goals are long-range, generalized statements that represent the ultimate desires of the Town. Objectives are a proposed series of broad policies that are more immediate and specific in nature. Objectives are intended to be intermediate steps that are taken toward achieving the goals. In subsequent sections, objectives for each element will be discussed.

In 1992, the Maryland General Assembly passed the Economic Growth, Resource Protection, and Planning Act; commonly known as the 1992 Planning Act. This legislation required that every comprehensive plan include the seven Visions (amended to eight Visions in 2000 and to twelve Visions in 2009). The twelve Visions, as amended, are the guiding principles for the development of the goals and objectives of the East New Market Comprehensive Plan.

In 2006, a new law (House Bill 1141) was enacted to require that municipal comprehensive plans include “water resource” and “municipal growth” elements. These new elements were developed to provide added support for achieving the twelve visions.

The following basic components for achieving the goals of the Planning Act have been adopted: 1) An overall community vision for the future, and 2) An articulation of the twelve Planning Act Visions. The East New Market Comprehensive Plan takes these visions as a starting point

from which more detailed Plan objectives, policies, and recommendations are developed.

## **East New Market's Vision / Goals for the Future**

The Town of East New Market will thrive as a sustainable, growing, family oriented community with a rich historical heritage that provides a cherished quality of life for all residents and is a model for others to follow. This will be reinforced by pedestrian-oriented streetscapes, livable and affordable neighborhoods, and safe and meaningful town life.

Dorchester County and East New Market will be an increasingly united community that solves problems through full communication and community decision-making. Due to their close proximity, the Town of East New Market will work closely with the Town of Secretary to implement solutions to common problems.

The following overall Vision is established for the Town of East New Market:

**East New Market will thrive as a growing, family-oriented, rural community that maintains an ideal balance between the quantity of growth and the quality of life.**

This vision will be achieved by providing, protecting, and promoting:

- The historical heritage that uniquely defines the community;
- The small-town village character and pedestrian scale of the neighborhoods;
- Adequate services and facilities both within the existing community and to newly developed areas;
- The development of vacant areas within the Town and the reservation of water supply and wastewater treatment capacity for these infill areas;
- The protection and wise use of the Town's water resources;
- The diversity and well-being of resource-dependent businesses; and,

- Inclusive housing opportunities.

## **The Twelve Visions / Goals for East New Market**

The following twelve Vision statements are based on the 1992 Planning Act, and subsequent amendments thereto, and are incorporated into this Comprehensive Plan as fundamental goals which will be achieved through a variety of objectives, policies, principles, recommendations, and implementation techniques.

1. Quality of Life and Sustainability: A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;
2. Public Participation: Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;
3. Growth Areas: Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers;
4. Community Design: Compact, mixed-use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources;
5. Infrastructure: Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;
6. Transportation: A well-maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;
7. Housing: A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

8. Economic Development: Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged;
9. Environmental Protection: Land and water resources, including the Chesapeake Bay and Coastal Bays, are carefully managed and maintain healthy air and water, natural systems, and living resources;
10. Resource Conservation: Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;
11. Stewardship: Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with environmental protection; and
12. Implementation: Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, State, and interstate levels to achieve these Visions.

## **House Bill 1141**

Municipal / County coordination with respect to growth and development issues was a much debated topic in the 2006 Session of the Maryland General Assembly. As a result of this debate, House Bill 1141 was passed and this new legislation sets forth additional procedures and requirements for municipalities preparing comprehensive plans. These new requirements include:

- The inclusion of a Municipal Growth Element in the Plan which identifies where East New Market anticipates growing outside of its existing corporate limits and discusses how the Town will address public service, infrastructure, and environmental issues for areas within the identified Town Growth Area. Prior to the Town's adoption of the Municipal Growth Element, the Town must furnish a copy of the element to Dorchester County and then meet to discuss any comments, concerns, and/ or suggestions. If necessary, either party can request to engage in mediation to facilitate agreement should a conflict arise regarding the content of the Municipal Growth Element.

- The inclusion of a Water Resources Element in the Plan that identifies drinking water and other water resources necessary to meet current and future demand; and to identify suitable water and land areas to receive stormwater and wastewater derived from development.
- In order for land annexed after September 30, 2006, to qualify for State assistance as a Priority Funding Area, the Town must complete an analysis of land capacity available for development, including infill and redevelopment, and do an analysis of the land area needed to satisfy demand for development at densities consistent with the Plan.
- The Town must develop an annexation plan that is consistent with the Municipal Growth Element of the Comprehensive Plan.
- House Bill 1141 gives local jurisdictions until October 1, 2009, to update their Comprehensive Plans to include these additional elements with the possibility of one to two six-month extensions for good cause. Local jurisdictions that have not updated their plans by the stated deadline may not change the zoning classification of property until their updates are complete.
- House Bill 1141 also changes the criteria for how the County applies the five-year rule for annexation requests. Previously, the County compared the permitted uses for the proposed municipal zoning with the designated land use in the County Plan in order to determine if they were substantially different. That standard has been revised to reflect whether a substantial difference exists between the land uses and permitted densities of the proposed Town zoning versus the land uses and permitted densities of the current County zoning.

The East New Market Plan addresses all of the requirements of House Bill 1141 and attempts to do so in a manner that incorporates the Town's vision with the overall vision for Dorchester County.

Although East New Market will only be able to accommodate limited growth and change, this growth will be accomplished in a sustainable manner. Dorchester County and East New Market will be an increasingly united community that solves problems through full communication and community decision-making. The County and the Town will work closely with each other in implementing solutions to

common problems. Each will attempt to understand the larger picture and help determine the best interests of the whole.

Our vision is an ambitious one, but working together, with effort and dedication, we can achieve it.

## LAND USE PLAN ELEMENT

### Introduction

The purpose of the Land Use Plan Element is to serve as a decision-making guide for the East New Market Planning Commission and Mayor and Town Commissioners on public and private development proposals and the location of public facilities. This Element helps to lay the foundation for the development of future zoning and subdivision regulations, which, in turn, puts the land use plan into action. This Element also guides territorial expansion through annexation, and the subsequent development of annexed properties.

The Town of East New Market is a living place – a place to make a home, raise a family, or to retire. A major objective in planning for the Town’s physical development is to fulfill its potential as a living place. Facing new growth demands while still conserving the Town’s physical qualities is therefore an accompanying, ongoing responsibility.

### Existing Land Use

The existing land uses in East New Market reflect the flavor and tradition of a small Eastern Shore town. Through careful analysis and proper planning, current land use patterns help to define appropriate components of the Town’s future land use pattern. Currently, there are five distinct land uses existing within the corporate limits of the Town: (1) Residential, (2) Commercial, (3) Institutional, (4) Forest, and (5) Agriculture. The amount of land area by land use category is presented in Table 10 and illustrated on Map #3.

**TABLE 10  
2007 LAND USE / LAND COVER  
TOWN OF EAST NEW MARKET**

<b><u>LAND USE TYPE</u></b>	<b><u>ACREAGE</u></b>	<b><u>PERCENT OF ALL LAND</u></b>
Residential	<b>116.94</b>	<b>51.98%</b>
Commercial	<b>12.38</b>	<b>5.50%</b>
Institutional	<b>7.03</b>	<b>3.12%</b>
Forest	<b>32.83</b>	<b>14.59%</b>
Agriculture	<b>55.79</b>	<b>24.80%</b>
<b>LAND USE TOTALS</b>	<b>224.97</b>	<b>100%</b>

Note: Major roads were subtracted out of the 2007 Land Use Analysis. The deleted roads covered 30.00 acres of land. The extraction of Manning Lane also caused a decrease in the Forest acreage.

**Residential Land Uses**

The majority of land in the Town is used for residential purposes. Residential land uses constitute approximately 117 acres or 52% of the Town. Although the residential development is rather evenly distributed throughout the Town, most homes are found along the three major roads of Academy Street (MD Route 14), Railroad Avenue (MD Route 14), and Main Street (MD Route 16). With the exception of the Depot area, residential lot sizes are generally larger at the perimeter of the Town and smaller at the Town’s core. A few of the larger homes located in or near the Town’s center have been converted into apartments and some of the commercial operations contain a dwelling unit for the owner. However, generally speaking, almost all of the residential development within the Town consists of single-family detached dwellings with the exception of the East New Market Senior Apartments.

The 2007 Land Use Map (Map #3), as well as Table #11, depicts a further breakdown of residential land uses by density type. Low-Density Residential includes detached single-family units and duplex units with associated densities ranging from 0.2 to 2.0 dwelling units per acre. Medium-Density Residential includes single-family and duplex units at a density range of 2.1 to 8.0 dwelling units per acre. High-Density Residential includes apartments and condominiums at a density of more than 8.0 dwelling units per acre.

**TABLE 11  
2007 RESIDENTIAL LAND USE / LAND COVER  
TOWN OF EAST NEW MARKET**

<b><u>RESIDENTIAL LAND USE TYPE</u></b>	<b><u>ACREAGE</u></b>	<b><u>PERCENT OF ALL LAND</u></b>
Low-Density	<b>32.00</b>	<b>14.22%</b>
Medium-Density	<b>83.46</b>	<b>37.10%</b>
High-Density	<b>1.48</b>	<b>.66%</b>
<b>RESIDENTIAL TOTALS</b>	<b>116.94</b>	<b>51.98%</b>

### **Commercial Land Uses**

Commercial land uses account for approximately 12 acres or roughly 6% of the total acreage of the Town. Most of the commercial uses are neighborhood type businesses that sell convenience products or provide specialized services. Some uses in Town include: convenience stores, a restaurant, a bank, a veterinary clinic, and a funeral home. Parking for commercial establishments is limited and continues to be a major problem since on-street parking is prohibited on the two State highways that traverse the Town center.

### **Institutional Land Uses**

Institutional uses comprise about 7 acres or 3% of the Town's total acreage. This land use category includes the Town Hall, water tower, parks, fire department, post office, and the various churches throughout the community.

It should be noted that the East New Market Volunteer Fire Company has purchased a tract of land northeast of the intersection of Routes 16 and 392 (Parcel 43) for the location of its future fire department.

### **Agriculture and Forest Land Uses**

Agricultural land uses represent almost 56 acres or 25% of the total acreage of the Town, while forested lands account for approximately 33 acres or 15% of Town's acreage. It is important to note that both agricultural and forest lands are subject to requests for residential development. For example, a final subdivision plat constituting 20± residential lots has been approved for the Friendship Hall property located southeast of the intersection of Maryland Routes 14 and 16. East New Market's undeveloped acreage is large enough to support significant population increases in the future. In addition, active and inactive agricultural lands surround the Town. Most of these parcels have direct access to roadways, making development of these parcels even more enticing.

### **Overall Land Use Goal**

The overall goal of the Land Use Plan Element is to encourage the well-planned, managed growth of East New Market in a manner that will preserve its historic community character, small town atmosphere, and quality of life for all residents.

## **Overall Land Use Objectives**

Objectives establish specific methods for guiding development activities in order to achieve the broad Vision for the Town. The following land use objectives indicate specific aims for a wide array of public actions necessary to accomplish the stated Land Use Goal for the Town:

- (1) To encourage the continued, managed growth of East New Market by requiring proper planning and design techniques for future development.
- (2) To establish strong protective measures to help protect and enhance the Town's historic character and to help stabilize existing neighborhoods.
- (3) To promote infill and redevelopment within the existing corporate limits through flexible, innovative, and streamlined rules and procedures, by reserving capacity for lots of record, and by giving priority to infill before contemplating annexation.
- (4) To consider the natural environment in new growth areas and be sensitive to environmental concerns.
- (5) To provide for a variety of open space and recreational areas for the enjoyment of all residents of the Town.

## **Overall Land Use Policies**

The Land Use policies proposed in this Plan are designed to address the above-stated objectives. The following are recommended policies for overall land use:

- (1) The Comprehensive Land Use Plan represents East New Market's official policy for land use, development, and growth; and serves as the basis for the Town's Comprehensive Zoning Map and other implementation tools. (See Maps #3 and #4) The Plan also guides inter-jurisdictional coordination activities with the County and the Town of Secretary, particularly with respect to implementing the Town's Growth Area. The growth area is presently located outside municipal boundaries, but within the Town's sphere of influence. (See Municipal Growth Element, Map#5)

- (2) Development shall avoid sensitive areas and shall employ best management practices to minimize adverse impacts on water quality. Development affecting resource lands, such as agriculture and forestry, shall employ best management practices to minimize adverse impacts to water quality and habitat.
- (3) Approvals of subdivision of land, rezoning, special exceptions, variances, and capital expenditures shall be consistent with the Land Use Plan.
- (4) Water and sewer, transportation, and other community facilities will support the land use pattern indicated on the Land Use Plan.
- (5) The timing and pace of new development will be managed to be compatible with the Town's ability to provide public services.
- (6) East New Market shall encourage and support County policies that channel the appropriate type, scale, and mixture of growth to the Town and within the Town's Growth Area.
- (7) The Town shall give priority to development projects that have a reasonable expectation of being a catalyst for revitalization in designated areas of the Town.
- (8) The Town shall establish agreements with the County regarding the phasing and funding of growth and infrastructure investments in the vicinity of the Town, consistent with the Land Use Plan and the Town's Growth Area.
- (9) The Town shall discourage the inefficient use of land for development within the Town's Growth Area and shall encourage the County to take measures to prevent sprawl and resource-consuming patterns of growth.
- (10) The Town shall coordinate with the County whenever new schools and other community facilities are proposed in the vicinity of the Town.

## **Residential Land Use Objectives**

In an effort to maintain the predominantly residential character of East New Market and to provide guidelines for future development, the following residential objectives are established:

- (1) To protect residential areas from encroachment of incompatible land uses in order to preserve the predominant single-family character of the Town.
- (2) To prevent land that is not suitable for residential development because of environmental constraints from being developed.
- (3) To encourage residential development reflecting good design practices that will make efficient use of available land and produce attractive subdivisions consistent with the Town's traditional character.

## **Residential Land Use Policies**

The residential land use policies proposed by this Comprehensive Plan are designed to address the above objectives. The following are recommended policies for residential development:

- (1) The density and amount of residential development should be based on the availability of community facilities.
- (2) New development should be directed to lands served by or scheduled to be served by water and sewer service and should avoid sensitive areas.
- (3) New development should be evaluated with regard to the availability of, and impact on, public facilities and Town services.
- (4) Adequate recreational facilities and open space should be required for new residential developments.
- (5) Residential areas should be protected from incompatible land uses and be designed to insure a desirable low to medium density rural living environment.

- (6) In-fill development and re-development should be encouraged where appropriate.
- (7) Allow for home occupations in residential developments subject to certain performance standards.
- (8) New residential development shall be compatible with the character of the Town. Encourage residential development that supports the historic character and architectural style of the existing community.
- (9) Conversions of residential structures that increase density or intensity must be compatible with existing development, have adequate public facilities, and preserve East New Market's small town atmosphere.
- (10) New development abutting existing neighborhoods shall provide continuity for vehicular and pedestrian movement. Through traffic and heavy vehicle traffic should be prevented, where possible.
- (11) Cul-de-sacs will be discouraged, except where they are the only feasible means to prevent disturbance to sensitive areas.

## **Residential Land Use Recommendations**

In planning for residential development, it is important 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 to be served. Therefore, establishing specific density levels becomes a basic policy decision in order to properly guide the preparation of plans that will adequately address future growth needs.

East New Market's Proposed Land Use Plan (Map #4) provides for three residential density categories: High Density Residential, Medium Density Residential, and Low Density Residential.

### **High Density Residential**

The high-density residential category generally refers to residential areas that may be developed at a density in excess of 8 dwelling units per acre, resulting in over 20 persons per acre. These areas would generally be developed with multi-family type housing. High-density residential uses should be served by public water and sewer facilities and should be discouraged from locating within established residential neighborhoods.

In the Proposed Land Use Plan, the only area designated for high-density residential development is the existing, developed East New Market Senior Apartments at the old East New Market High School site. (See Map #4)

### **Medium Density Residential**

The predominant residential category in East New Market should be medium-density residential. Medium-density residential areas are those designated primarily for single-family detached homes or multi-family and duplex housing that is determined to be in character with the existing neighborhood.

These areas may be developed in a density range of 2.1 to 8 dwelling units per acre, or roughly 5 to 20 people per acre. New lots for single-family dwellings should be at least 10,000 square feet and should be served by public water and sewer facilities.

There are several un-subdivided and undeveloped parcels within the corporate boundary that have been recommended for medium density development. (See Map #4)

### **Low Density Residential**

The low-density residential land use category is intended to recognize the need for less intense residential development in cases where there may be an historic or sensitive areas issues to consider, or in cases where low-density development is more appropriate and compatible with an abutting established neighborhood.

These areas may be developed at a density of up to 2 dwelling units per acre, or roughly up to 5 people per acre. The minimum lot size should be 20,000 square feet and these areas should be served by public water and sewer facilities.

Several existing parcels within the corporate limit have been designated as low-density residential land use due to their historic or sensitive nature, or due to their proximity to existing low-density residential neighborhoods. (See Map #4) Additionally, Growth Area B has been designated for low-density residential development due to an existing agreement between the property owner and the Town that states only 24 dwelling units can be established on the 49 acre parcel. (See the Municipal Growth Element, Map #5)

## **Commercial Land Use Objectives**

The Comprehensive Plan recognizes the need for several types of low intensity commercial development within the current Town boundary. Although, the existing commercial enterprises in East New Market, as well as nearby Secretary, generally appear to be of a size and variety adequate for the existing needs of the Town, it is necessary to plan for future needs as the Town's population increases.

In an effort to recognize future commercial needs and to provide for the development and redevelopment of existing commercial areas, the following commercial objectives are established:

- (1) Preserve the rural, small town atmosphere of the existing community by permitting select commercial development that is compatible with the scale, character, and function of the Town.
- (2) Maintain and revitalize existing commercial areas.
- (3) Emphasize safety, convenience, and attractiveness for commercial developments and ensure that they are not disruptive to the surrounding neighborhood or the community as a whole.

## **Commercial Land Use Policies**

The commercial land use policies proposed by this Comprehensive Plan are designed to address the above commercial objectives. The following are recommended policies for commercial development:

- (1) Discourage commercial activities requiring large sewer services.

- (2) Promote neighborhood businesses that provide specialized services.
- (3) Allow limited residential uses in commercial areas, possibly in the form of second floor apartments.
- (4) Require parking, where feasible, for new or redeveloped commercial areas.
- (5) Minimize direct access points on major roads and avoid traffic visibility problems in the design of commercial developments.
- (6) Allow and promote the continuance and maximum utilization of the downtown area as the center of commercial trade.
- (7) Encourage commercial development that is compatible with an historic community and that promotes the tourism economy.
- (8) Prohibit large commercial and strip commercial developments.
- (9) Ensure that signage is not detrimental to the Town's character by regulating the proposed scale, character, location, and number.
- (10) Require minimum landscaping standards.
- (11) Use designated Growth Area A as shown on the Town's Growth Area Map (See Municipal Growth Element, Map #5) for commercial and business expansion consistent with the Land Use Plan.

## **Commercial Land Use Recommendations**

The Plan recognizes the inability of Town businesses to compete with the large commercial offerings of Cambridge, and as such, recommends there be only two commercial land use categories for East New Market – Village Center Commercial and Mixed Use Village Commercial.

### **Village Center Commercial**

The purpose of the Village Center Commercial land use district is to provide areas along collector roads or at intersections in residential

neighborhoods for clustering of limited business and service uses, within the existing corporate boundary. The uses permitted in such areas are intended to provide services, light retailing, and groceries as a convenience to the neighborhoods within walking or short driving distance. This category recognizes that residential and commercial uses in East New Market are in close proximity to one another and often located on small lots. This district allows for the continuance and reasonable expansion of commercial establishments that are deemed compatible with the surrounding neighborhood.

It is anticipated that Village Center Commercial areas are an appropriate location for neighborhood service activities such as general stores, laundromats, post offices, drug stores, service stations, banks, small restaurants, antique stores, and public buildings. The designated Village Center Commercial areas are depicted on Map #4 as "Commercial" Land Use Classifications.

The zoning for Village Center Commercial areas should provide for some new commercial uses in Town. These uses may be permitted by special exception, a process that permits the Town to review each application on a case-by-case basis and build-in safeguards to insure impacts to adjacent residential areas are minimized.

The following are recommendations for the Village Center Commercial land use district:

- (1) Retail establishments should be restricted to uses that are primarily neighborhood-serving in character.
- (2) Points of access to neighborhood centers should be minimized.
- (3) Adequate parking, lighting, sidewalks, landscaping, and other public services and amenities should be provided.

### **Mixed Use Village Commercial**

The purpose of the Mixed Use Village Commercial land use district is to provide additional commercial areas, via annexation of land primarily located along Maryland Route 392, in which daily shopping and business needs of nearby residents can be met. This district is designed for retail and service uses to serve local shopping and service needs of the neighboring populations, as well as commercial uses oriented to Maryland Route 392 travelers. These areas provide bigger

parcels that can support larger scale business and commercial uses, in addition to supporting planned mixed use development.

The zoning for Mixed Use Village Commercial areas should provide for comprehensive site plan review by the Planning Commission and should provide for a planned development option that supports mixed use development. This option should be provided as a floating zone and include appropriate development design guidelines.

The following are recommendations for the Mixed Use Village Commercial land use district:

- (1) Retail establishments should be restricted in their bulk, scale, size, and intensity of use.
- (2) Strip shopping centers should be discouraged unless done so in accordance with strict design guidelines and standards.
- (3) Points of access for commercial development should not be directly from Maryland Route 392.
- (4) Adequate parking, lighting, sidewalks, landscaping, and other public services and amenities should be provided.
- (5) The historic nature and appeal of East New Market should be a major consideration in drafting the design guidelines for the Mixed Use Commercial district and any associated floating planned mixed use development option.

## **Industrial Land Use Recommendations**

In order to preserve the rural, small town atmosphere of the Town, no industrial land use is recommended within the existing corporate limits or Town Growth Area of East New Market. Furthermore, no industrial zoning currently exists in the Town, which further supports this recommendation.

## **Institutional Land Use Recommendation**

This land use category is characterized as land being owned by a public group or agency and includes areas devoted to use by the public, such as schools, libraries, churches, and parks.

It is recommended that new community facilities be located within or immediately adjacent to residential areas of the Town so that citizens may easily walk to facilities. It is also recommended that the Town explore the possibility of a new public center for the Town offices and its operations.

## **Municipal Expansion / Annexation Objective**

The Town shall develop and expand in accordance with the adopted Comprehensive Plan, particularly with regard to plans for municipal annexation and implementation of the Town's Growth Area. The East New Market Growth Area was developed in coordination with Dorchester County.

## **Municipal Annexation Policies**

- (1) The Proposed Land Use Plan Map and the Town Growth Area Map shall guide the timing, location, and general land uses for infill development and annexed properties. Lands outside of the designated Growth Area shall generally not be eligible for annexation. Lands within the designated Growth Area shall have priority consideration for future annexation. (See Maps #4 and #5)
- (2) Maintain cost efficiencies in delivering services to citizens and minimize the need for future tax increases by requiring new growth and development to be directed to areas with existing or funded infrastructure.
- (3) The Town shall work with the County to protect sensitive areas and rural resources beyond the designated Growth Area. Of primary importance is protection of farm and forest land surrounding the Town, especially at the entrance corridors.
- (4) The Town will encourage the County to protect rural character, support agriculture, and minimize forest loss beyond the designated Growth Area.
- (5) The Town shall not extend public facilities or provide services beyond the confines of the designated Growth Area.

- (6) Land considered for annexation shall be adjacent to existing developed areas and priority shall be given to the designated Growth Area.
- (7) Land to be annexed by the Town shall be developed at a density, scale, and character compatible with the Town.
- (8) The Town shall study the costs and benefits provided by annexation, ensuring that all benefits arising from annexation exceed the costs of providing services to the area.
- (9) Through coordination and attendance at public workshops and meetings, the Town shall participate in land use and transportation planning, and in the decision-making process of the County in order to further the policies of the its Comprehensive Plan, including adherence to the designated Growth Area. Participation may include review of proposed plans and ordinances, development projects which are adjacent to or near Town borders, and proposals beyond the Growth Area that have reasonable potential to affect the environment, rural setting, or character of the Town.
- (10) As part of the process of annexation, the Town does not want the County to prematurely adopt zoning for implementation of the Growth Area. The Town should work with the County to develop two-tiered zoning that allows higher density only upon successful annexation. The goal is to avoid the need for County “waivers” under the State annexation statute, while discouraging premature up-zoning that may result in development on septic systems.
- (11) State law now requires an “Annexation Plan”. The phasing of annexations, prioritizing of sites, site planning, and zoning coordination with the County should be addressed. Guidance should be developed for preparation of an Annexation Plan that is consistent with the Municipal Growth and Water Resources Elements. This should include assessments of wastewater treatment, water supply, and non-point source impacts on the watershed.

## **Municipal Annexation Recommendations**

The Plan recognizes that as the Town grows it will be necessary to annex new areas. The effects of municipal growth on water resources

are discussed, and reasonable means of minimizing impacts are recommended, in the Water Resources Element. Land use policies for the Town's Growth Area are discussed in the Municipal Growth Element. This Element sets priorities for future annexation and coordination with the County and the Town of Secretary.

The Town Growth Area Map and Municipal Growth Element are hereby incorporated into the Land Use Plan Element. In the future, the Town should enhance the Growth Area Map with specific uses, densities, preferred development patterns, access preferences, sending and receiving areas, open space, and reserved land (deferred development, community open space, stormwater management, and other municipal needs).

The Growth Area Map is intended to complement the Town's Proposed Land Use Map. These maps will provide the basis for future land use regulations and procedures. The Town Growth Area Map depicts the following:

- Locations that the Town may annex in the future.
- Areas where the Town will work with the County to provide the appropriate zoning in a timely fashion or to grant zoning waivers if needed.
- Areas where the Town will work with the County to incorporate these areas in the County's Comprehensive Plan and Comprehensive Water and Sewer Plan during the next update.

The order and timing of annexation will be determined by adjacency, landowner choices, and availability of services. For all annexations, the Town will ensure the following:

- Forest conservation practices and 100 foot stream buffers will be required for developing sites.
- Annexation plans will be consistent with the Land Use Plan Element including the Growth Area Map.
- Developers will be required to estimate project impacts on water quality, water supply, and waste water treatment capacity.
- Projects will reflect traditional town or village character design standards.
- Until annexed, the Town will ask the County to refer proposed land use changes in these areas to the Town for review and comment.

- The Town will work with the County to develop two-tiered zoning that permits higher density if the subject property is successfully annexed and water supply and sewerage treatment capacity are adequate.

## **MUNICIPAL GROWTH ELEMENT**

### **INTRODUCTION**

The purpose of the Municipal Growth Element is to develop a plan for future territorial growth, integrate it into the Land Use Plan Element, and address its impacts on water resources and public facilities and services. Under House Bill 1141, this Element is to be developed with consideration of 11 items; these are paraphrased below, along with summary statements on how these items are weighed in the planning process.

1. Future municipal growth;
2. Past growth patterns;
3. Municipal land capacity;
4. Land supply that satisfies growth policy;
5. Services needed for growth;
6. Infrastructure and service financing;
7. Rural buffers and transitions;
8. Any extra-territorial service responsibilities;
9. Sensitive areas protection;
10. Population growth projections; and,
11. Growth policy and municipal character.

The Municipal Growth Element was prepared in conjunction with the Water Resources Element.

### **Future Municipal Growth**

The Town of East New Market worked with Dorchester County to develop a Growth Area Map. The Map was based on a reaffirmation of the Town's existing policy to function as a rural population center, suitable for growth under Maryland's statutory planning visions and Dorchester County's Comprehensive Plan.

### **Population Growth Trends**

Early maps by Augustine Hermann show a trading post and fort built in the 1600's at the location of East New Market. East New Market first appeared on maps as a village in 1790, became incorporated under Maryland session laws in 1832, and instituted one of Maryland's first commissioner forms of government. The Town grew in the late 19<sup>th</sup> century with the construction of the railroad.

Early plats of the Town show the growth pattern followed the shape of the traditional cross roads village. In 2001, the Town annexed 93 acres southeast of Town, which included the Depot area. This was the first major change of territorial boundaries in the Town's recent history. East New Market has several large vacant parcels that provide room for future growth.

Population growth has been unsteady over the years, rising and falling in significant numbers. Between 2000 and 2009, East New Market gained 65.3 percent for a 2009 estimated population of 276. Capacity issues with the Twin Cities wastewater treatment plant resulted in a moratorium in 2004. Following an engineering study that clarified available capacity, the moratorium was lifted in 2007 to permit certain pipeline projects to proceed. Additional growth is not contemplated until the new treatment plant comes on-line.

## **Municipal Land Capacity**

Estimates of land capacity within current Town boundaries were provided by the Town's consulting engineers (ARRO Engineering), as well as the Maryland Department of Planning (MDP) (See Appendix A for MDP analysis). Both sources of information indicate room for significant infill development within current Town boundaries. The estimates range from a low of 100 units to a high of 327 units. After careful review of the data, the Town determined that infill capacity will be limited to a maximum of 171 equivalent dwelling units, in order to achieve consistency with the Town's Comprehensive Plan including protection of the Town's character. This maximum infill capacity is used to determine the amount of water and sewer capacity to hold in reserve for future in-Town customers.

## **Land Supply to Support the Growth Policy**

According to MDP, Dorchester County will grow by 6,807 people between 2009 and 2030 (a 21 percent increase over 23 years). The County's current Comprehensive Plan calls for municipalities in the North County to attract 50 to 70 percent of the population growth. Between 2000 and 2006, it is estimated that 56 percent of the growth in the County was channeled to municipalities.

The County contains five municipalities with the infrastructure framework to support growth: the City of Cambridge and the Towns of

Vienna, Hurlock, East New Market, and Secretary. The Town of East New Market presumes that each municipality will exercise its own judgment about how much, if any, of the County's growth should be targeted. The Municipal Growth Element and Growth Area Map are based on the following principles:

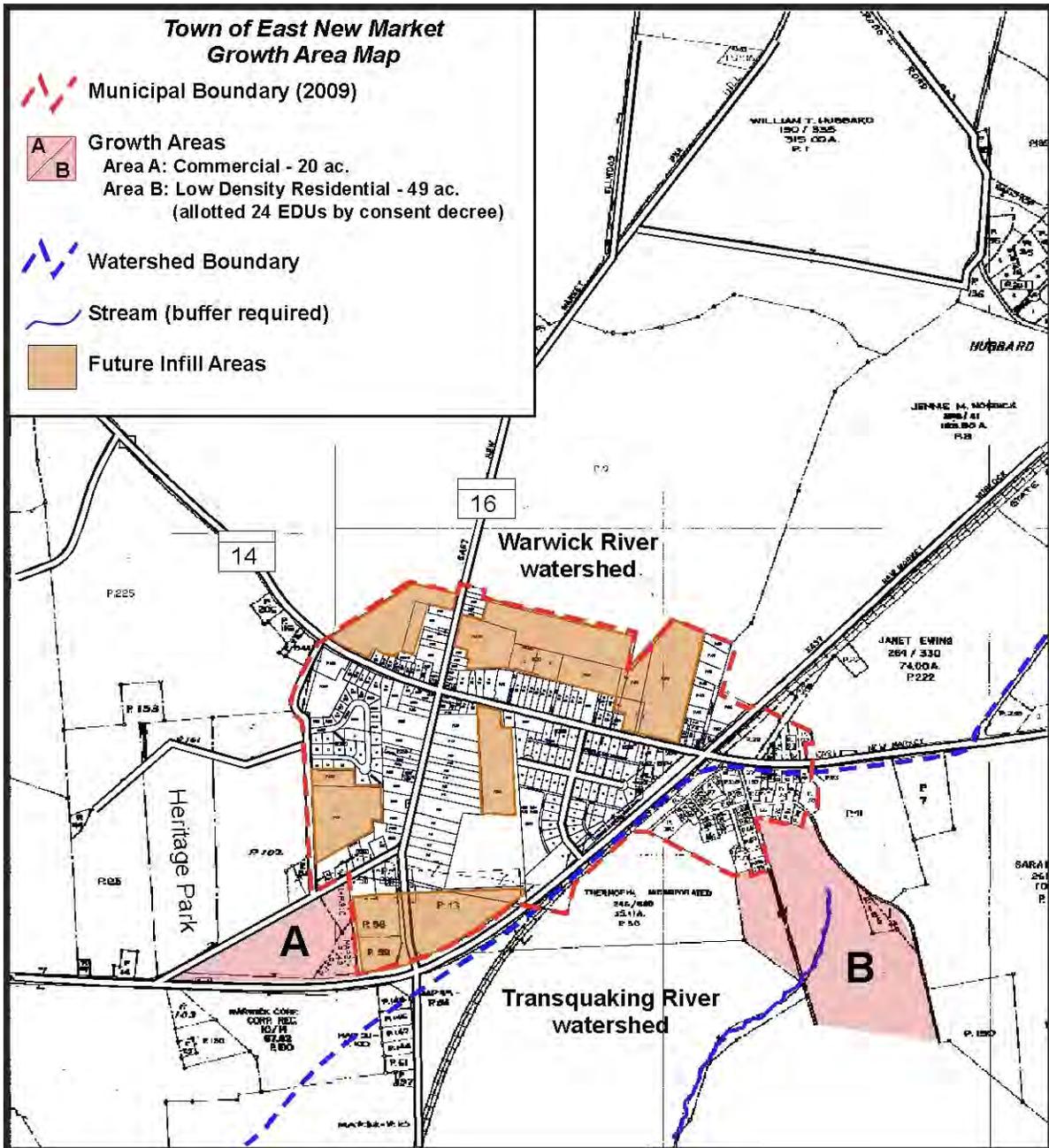
- County population projections to the year 2030 provide an estimate of the size of growth opportunity, and Town growth plans can affect how much of that growth will be captured.
- State and County land use and environmental policy discourage large lot residential growth on septic systems.
- State and County land use and environmental policy encourage growth in compact walkable forms, on smaller lots, and served by public sewer.
- The choice of whether or not to grow is determined by each local government and implemented through the Comprehensive Plan.

The long term goal of the Town of East New Market is to capture its fair share of planned County growth. The County Comprehensive Plan envisions that 50 to 70 percent of the North County growth will occur in the Towns. However, based on the Town's Water Resources Element, it is clear that wastewater treatment is a constraining factor for future growth, particularly in terms of future limits on nutrient loads.

Planned upgrades at Twin Cities using enhanced nutrient removal will not adequately achieve nutrient reductions for the long term under the current service maps of the Dorchester County Water and Sewer Plan. (Source: Dorchester County Water Resources Element, October 2009)

For the current planning period, the Town will adopt a very modest growth plan, accompanied by an effort to prioritize infill development. The Growth Area Map below shows 20 acres for future commercial use (Area A), and 49 acres for low density residential use (Area B). Area B is designated as a "growth area" because the property has been allocated sewer hookups for 24 equivalent dwelling units (EDU's) in accordance with a consent decree. The Growth Area Map supplements the Town's Land Use Plan.

### MAP #5 TOWN OF EAST NEW MARKET GROWTH AREA MAP



## **Rural Buffers and Transitions**

The areas surrounding the Town are not planned for significant growth by the County, and represent de facto greenbelts, or rural buffers. These rural areas are located primarily within the Warwick River watershed and include most of the forested stream corridors that drain to the Warwick.

## **Services Needed for Growth**

### **Water, Sewer, and Stormwater Management**

The Water Resources Element estimates the adequacy of sewer and water service to serve existing and future development. The Dorchester County Comprehensive Water and Sewer Plan will be used (along with other tools) to implement the Growth Area Map. Service and treatment upgrades in the wastewater treatment plant are in the planning stage, inflow and infiltration abatement are being addressed, and well problems will be corrected.

Background studies for the Water Resources Element discussed opportunities for regional stormwater management facilities, and also determined that the Growth Area Map has land area for facilities for individual development projects.

The Town will have capacity to begin implementing the Growth Area Map when the new treatment plant comes on-line, but will have to assess the impact of each project, keep good records, maintain a reasonable reserve capacity for water and sewer, guarantee service taps to vacant lots of record, and use a Water Supply Capacity Management plan or protocol. This will allow the Town to control growth rates.

### **Other Services**

The Comprehensive Plan includes a thorough report on services including schools, libraries, public safety and EMS, and recreation. Services are adequate at present. A determination of service adequacy will be required for new development and may result in deferral of project approvals. Annexation proposals will be referred to the County and State for input on the adequacy of services that fall under County or State jurisdiction.

Impact projections for new population and households resulting from in-fill and growth plan development assume the following:

In-fill: 33 acres of forest and 56 acres of agriculture land uses in Town. Estimate 55% developable due to reductions for:

- Forest conservation (retention and afforestation required);
- Common open space;
- Land for roads and other project facilities;
- Buffers; and,
- Inefficiencies due to irregular shape of parcels.

Therefore, with the stated assumptions, in-fill yields 49 acres for development, at 3.5 dwelling units per acre, which results in 171 dwelling units.

Growth Area: 24 dwelling units (resulting from a 24 equivalent dwelling unit consent decree on 49 acre parcel).

Total New Dwelling Units: 195

Total New Population: 488 (based on average of 2.5 persons per household between now and 2030)

**Table #12  
Estimated Impacts of In-Fill and Growth Plan  
on Public Services and Facilities**

Facility/Service	Use Coefficient	Impact
School Students		
- High School	0.206 per household	40
- Middle School	0.135 per household	26
- Elementary School	0.270 per household	53
Town Hall (GFA, sq ft)	1.07 per capita	522
Public Works (GFA, sq ft)	1.0 per capita	488
Recreation (acres)	30.0 ac. per 1,000 pop.	15
Library (GFA, sq ft)	0.1 per capita	49
Fire and Rescue		
- Personnel	1.59 per 1,000 pop.	1
- Facilities (GFA, sq ft)	800 sq ft per 1,000 pop.	390
Police (personnel)	2.6 per 1,000 pop.	1

Sources: Board of Education, DNR Program Open Space, International City Manager's Association, International Association of Police Chiefs, National Planning Standards, and American Library Association.

## Extra-Territorial Service Obligations

The Town currently serves the Heritage Park area west of East New Market, which is outside municipal boundaries. The Town will not extend service in the future to areas that are not within the Town or annexed into the Town. The Dorchester County Water and Sewer Service Area Maps should be revised to reflect the Town's Growth Area Map.

It should be noted that, under a mutually agreed upon consent decree between the Town and the property owner, Growth Area B (an extraterritorial site planned for future annexation) represents a Town obligation to serve 24 dwelling units, but only on the condition of annexation for low density residential development.

## Sensitive Areas Protection

Sensitive Areas are avoided and point and non-point sources of pollution will be reduced. Steep slopes, habitat of threatened or endangered species, and wetlands are avoided. Stream buffers will be protected from development and will be afforested where needed.

## Population Growth Projections

Population data for the year 2000 are included in the Background Section of the Town's Comprehensive Plan. The estimated 2009 population of the Town is 276. Population projections for 2010 to 2030, based upon a constant share (.86 percent) of County population, are summarized below in Table #13.

**Table #13**  
**Population Projections**  
**Town of East New Market**  
**2010-2030**

Jurisdiction	2010	2015	2020	2025	2030
Dorchester County	32,350	34,650	36,300	37,650	38,850
East New Market	278	298	312	324	334

Source of County Projections: Maryland Department of Planning (2009)

Household projections are summarized below according to the three growth scenarios in Dorchester County's Water Resources Element (WRE). The data includes 90 households from Heritage Park to account for water and sewer service provided by East New Market.

**Table #14  
Household Projections  
Town of East New Market  
2030 Scenarios**

<b>Base (2005)</b>	<b>County Growth Policy (50% Growth to Towns)</b>	<b>Hybrid: County Growth Policy and State PFA Policy (75% to Towns)</b>	<b>PFA Policy (100% to Towns)</b>
187*	255	289	322

Source: Dorchester County Water Resources Element (October 2009)

\*Includes the Town and Heritage Park

A comparison of 2030 growth based on "constant population share" versus the County WRE household "growth scenarios" (and accounting for differences due to Heritage Park), shows that the constant share projection is about 12 percent lower than the lowest growth scenario in the County WRE.

## **Future Municipal Character**

Under the Town's long term development policy, the character, visual cohesiveness, and bounded edges of the Town's historic core will stay intact. New edge development is permitted, but it must reflect traditional Town character in terms of scale, land use, and design. On large infill parcels and in the Growth Area, traditional neighborhood development will be encouraged, possibly through the use of flexible zoning incentives.

## **Municipal Growth Recommendations**

- (1) The Town should give priority to infill development on small vacant lots, and the creation of well-designed infill projects on the larger vacant parcels, consistent with the provision of adequate services.
- (2) The Growth Area Map should have the following features:

Growth Areas:

- These areas are the locations that the Town may annex in the future.
- The County should provide the appropriate zoning in a timely fashion or grant waivers where needed.
- The County should incorporate the Town's Growth Area Map in its Comprehensive Plan.
- The order of annexation should be determined by adjacency, landowner choices, and availability of services.
- Forest conservation practices and 100 foot stream buffers should be required for developing sites.
- Annexation plans must be consistent with the Land Use Plan Element including the Growth Area Map.
- Developers should be required to estimate project impacts on water quality, water supply, and waste water treatment capacity.
- Project design should reflect traditional town or village character.
- Until annexed, the County should refer proposed land use changes within the identified Growth Area to the Town for review and comment.
- The County, in cooperation with the Town, should use two-tiered zoning that permits higher density if the subject property is successfully annexed and water supply and sewerage treatment capacity are adequate.

Rural conservation areas surrounding the Town:

- These areas are part of the geographic setting of the Town and the Town has an interest in what happens on these sites.
- The County should refer proposed land use changes in these areas to the Town for review and comment.
- These areas are planned for conservation by the County.
- The County and Town may explore the transfer of development rights to areas within the Town and the Growth Area.
- The County and Town should discourage growth and development in these areas.

- (3) Dorchester County Comprehensive Water and Sewer Plan: This Plan should establish service areas, criteria for service map changes, tap allocations between the Towns of East New

Market and Secretary, adequacy reviews for proposed growth, maintenance plans, and impact fees for certain development. A simplified wastewater and water supply capacity management protocol should be established for the Town and applicants for major projects should be required to address capacities and other facility impacts.

- (4) Zoning Amendments and Zoning Collaboration with the County: Flexible and innovative zoning districts may be developed. The Town may use floating zones to increase the chances for a marriage between the market and private landowner choices. Overlay zones may be developed for a number of purposes including architectural design, protection of historic neighborhoods, and protection of sensitive areas and water quality.

As part of the process of annexation, the Town does not want the County to prematurely adopt zoning for implementation of the Growth Area. The Town should work with the County to develop two-tiered zoning that allows higher density only upon successful annexation.

- (5) Annexation Plan: The phasing of annexations, prioritizing of sites, site planning, and zoning coordination with the County should be addressed. Guidance should be developed for preparation of an Annexation Plan that is consistent with the Municipal Growth and Water Resources Elements. This should include assessments of wastewater treatment, water supply, and non-point source impacts on the watershed.
- (6) Transfer of Development Rights (TDR's): The Town should evaluate the practical value of developing an inter-jurisdictional TDR program with the County, whereby development rights under County zoning can be voluntarily sold and transferred from surrounding rural areas, for use in the Town or in the mapped Growth Area.
- (7) Municipal Character Policy: Under the Town's long term development policy, the character, visual cohesiveness, and bounded edges of the Town should stay intact. New edge development is permitted, but it must reflect traditional Town character in terms of scale, land use, and design. Development must be compatible with community and historic character in terms of design. The Town should

identify patterns of housing styles, building materials, lot arrangements, setbacks, and other elements of design to guide infill, redevelopment, and new growth in a manner that reinforces community character. Infill and Growth Areas should be developed as traditional neighborhoods under coordinated multi-parcel development plans. Water and wastewater supply and capacity should be reserved in anticipation of growth on infill parcels.

- (8) Development Review Policy: Development projects and annexation proposals should include analyses of several key factors. Developers, landowners, and applicants should provide these analyses and the Town can refer these to the County and the Maryland Department of Planning for review and comment. Such key factors include:
- Preservation of Community Character;
  - Protection of water quality (stormwater runoff);
  - Adequacy of sewer treatment capacity and potable water supply;
  - Consistency with Smart Growth principles and the Comprehensive Plan; and,
  - Coordinated development plans for the Growth Area in the Warwick and Transquaking River watersheds.
- (9) Planning Contracts:
- Joint Planning Agreements: The law enables counties and municipalities to enter into contractual agreements as a means to solidify the inter-jurisdictional aspects of the new Comprehensive Plan (e.g., the Growth Area Map). A Joint Planning Agreement between the Towns of East New Market and Secretary and Dorchester County should be developed.
  - Developer's Rights and Responsibilities Agreements (DRRA): A DRRA is similar to the Joint Planning Agreement, but operates on a different level. A DRRA is a contract between the municipality and the developer that spells out rights and responsibilities of the parties. The tool was developed as a response to complaints from the development industry that Maryland's vesting law is too severe, and that developers need some assurance that their projects will not be abandoned under pressure to

ignore the local Comprehensive Plan, zoning laws, and project approvals. The Town should develop a standardized DRRA that can be adapted to suit particular projects.

## **TRANSPORTATION ELEMENT**

### **Introduction**

The purpose of the Transportation Element is to plan for the provision of a safe, efficient, and convenient multi-modal transportation network which recognizes the current needs of the community, provides for future travel demand, and supports compatible land uses within the Town of East New Market and its planning area. This element of the Plan analyzes the existing East New Market transportation network to identify existing and potential transportation problems and provide recommendations to address current and future service needs.

Transportation planning should be closely coordinated with existing and future land use plans. The Land Use Plan, Municipal Growth, and Transportation Elements of the Comprehensive Plan establish the extent and pattern of growth and development for a community. Although the Land Use Plan and Municipal Growth Elements provide guidance for development, an efficient transportation network is essential to accomplishing the underlying goals of the Land Use Plan and Municipal Growth Elements. A transportation network must effectively integrate mobility, safety, and compatibility with the environment and development patterns of a community.

### **Transportation Goal**

The overall goal of the Transportation Element is to develop a coordinated transportation network that enables the safe and efficient movement of people and goods.

### **Highway and Street System**

Three State highways serve East New Market. Maryland Route 14 traverses the Town from west to east; Maryland Route 16 traverses from south to north; and Maryland Route 392, which bisects the southeast portion of the Town, extends to the Town of Hurlock. (See Map #6) Each road has certain characteristics (See Table #15), which determine the efficiency of service and public safety.

The Town has several categories of streets and highways. These various types of roads have specific purposes depending upon the volume of traffic, typical street width, on-street parking conditions, location, and the type of development they serve.

## **Functional Classification**

The foundation of a long-range street improvement program is a highway functional classification system. The functional classification system allows for the logical coordination of the system of State and local streets and highways in East New Market. (See Table #15) Functional classification categories in East New Market include: 1) Rural Minor Arterial; 2) Rural Major Collector; 3) Rural Minor Collector; and 4) Rural Local.

(1) **Rural Minor Arterials**

Maryland Route 392 and Maryland Route 16, from Maryland Route 392 to U.S. Route 50, are classified as minor arterials, which is the highest road classification in East New Market. 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 lands should not be provided except at certain key points. Arterial highways are designed to keep neighborhoods intact and do not allow for on-street parking. Arterial highways are designed to handle more traffic, have a higher operating speed than other nearby roads, and are maintained by the State Highway Administration. The State Highway Administration recently completed a realignment project at the intersection of Maryland Route 392 and Maryland Route 14. This project was done to improve site distances along this major route.

(2) **Rural Major Collector**

Major collectors are those roads that serve traffic within counties and between communities. They are intended for inter-neighborhood and through traffic. The in-town section of Maryland Route 14, east of Maryland Route 16, and all of Maryland Route 16, north of Maryland Route 392, are classified as Rural Major Collectors and operate as urban streets. Portions of both routes function as major roads that collect traffic from U.S. Route 50, Maryland Route 392, and various other side streets throughout the Town. Maryland Route 14 links East New Market with the Town of Secretary to the west and Maryland Route 16 links East New Market with Cambridge to the south. Maryland Route 16 also serves as the Town's Main Street. Although portions of these two routes are major collector roads, the posted speed limit within

the Town limits is 25 miles per hour due to the high number of driveways for single-family homes, entrances to neighborhood commercial businesses, and reduced sight distances. The State Highway Administration maintains both roadways.

(3) **Rural Minor Collector**

Minor collectors serve traffic within communities and local areas. The only minor collector in the Town is that portion of Maryland Route 14, west of Maryland Route 16 to the corporate boundary. As mentioned above, the rest of Maryland Route 14 is classified as a rural major collector. Again, the posted speed limit for this portion of Maryland Route 14 is 25 miles per hour due to the residential neighborhood it provides access to.

(4) **Rural Local Street**

Local streets are primarily intended to provide access for individual homes, stores, and businesses. They enable vehicles to move within the Town and to reach collector roads. All other streets not previously mentioned are classified as local streets and have a posted speed limit of 25 miles per hour. The Town maintains all local streets.

**Table #15  
East New Market Highways**

<b>Highway Data Category</b>	<b>MD 14 – West of MD 16</b>	<b>MD 14 – East of MD 16</b>	<b>MD 16 – US 50 to MD 392</b>	<b>MD 16 – North of MD 392</b>	<b>MD 392</b>
Functional Classification	Rural Minor Collector	Rural Major Collector	Rural Minor Arterial	Rural Major Collector	Rural Minor Arterial
Number of Lanes	2	2	2	2	2
Lane Widths	11' – 13'	10' – 13'	11'	10' – 14'	12'
Shoulder Widths	0 – 8'	0 – 9'	0	0	0 - 10'
Right-of-Way Widths	50' avg.	50' avg.	100' avg.	50' avg. - 30' north of Town	100' avg.
AADT	1,400	2,225	10,000	1,300	6,000

Projected AADT 2030	1,750	2,750	15,450	2,000	9,400
Access Controls	None	None	None	None	None
% of Trucks	9.9%	13.8%	9.5%	14.1%	10.3%

Source: State Highway Administration, 2008

## Existing Conditions

As in most small towns, the primary transportation system in East New Market is the road network. Three major roads serve the Town and provide residents with easy access to other communities in the North Dorchester area, as well as Caroline County and the State of Delaware. Maryland Routes 14 and 16 split the Town and serve as its primary streets. Maryland Route 392 bisects the Town to the southeast and leads directly into the Town of Hurlock. The majority of work and social trips generated in the Town traverse these three highways. All of the aforementioned highways are maintained by the State of Maryland.

It is important to note that there are no access control requirements for the three East New Market highways. New access points are allowed via a permit through the State Highway Administration. Not having a limited access policy can prove problematic in the future because each time a new access point is granted, the efficiency of the roadways are increasingly jeopardized. This is a concern the Town may want to address and work on in cooperation with the State Highway Administration as development pressures increase in the area.

In addition to the highway system, there are also several rural local streets that serve the Town. (See Table #16) Local streets are maintained by the Town and provide access to individual homes, businesses, and public places. These roads enable vehicles to move within the Town and to reach collector roads. Also included in Table #16 are platted roads within the corporate boundary that have not been constructed (paper streets) and therefore have no identifying road number. Paper streets include Cleveland, Lecki, and Bramble Streets. Although ownership of these three streets has not been determined, the adjacent property owners currently utilize them as driveways.

Overall, the existing transportation system and related amenities serve the Town of East New Market very well. All of the roads in and around East New Market are considered adequate for their current use according to the State Highway Administration.

However, there are structural deficiencies on MD 16 (Main St.) and MD 14 (Academy and Railroad Avenues) within the Town limits. Town residents complain of a higher than average amount of heavy trucks using both routes daily and speculate that it is this type of traffic that has primarily contributed to the roadway deficiencies. Heavy truck traffic may have compromised the structural integrity of the roadway, as well as caused damage to the pipes that carry water and sewer service under the roadway. For many years, ever since the Beulah landfill opened, heavy trash trucks have been using Route 16 through Town as a direct route. Additionally, a sand and gravel company in the Town of Secretary uses Route 14 through East New Market for truck access, since there is a weight restriction on the Warwick River Bridge in Secretary.

**Table #16  
East New Market Road Inventory**

<b><u>ROAD #</u></b>	<b><u>ROAD NAME &amp; LIMITS</u></b>	<b><u>MILEAGE</u></b>
MD 14	Academy Street / Railroad Avenue Western to Eastern Town Limits	0.53
MD 16	Main Street Southern to Northern Town Limits	0.46
MD 392	East New Market / Hurlock Road In and Out of Town Limits	0.06
CO 195	Linkwood Drive / Road Southern Town Limit to MD 16	0.05
CO 281	Sugar Drive Creamery Road to Creamery Road	0.29
N/A	Cleveland Street Railroad Avenue to End of Road	0.05
N/A	Lecki Street Railroad Avenue to End of Road	0.05
N/A	Bramble Street Railroad Avenue to End of Road	0.05
N/A	Harvey Street	0.10
N/A	Jenkins Street	0.05
N/A	Webster Avenue	0.10
N/A	Depot Road	0.10
N/A	Conway Road	0.10

N/A	Richardson Road	0.20
N/A	Unnamed Road/South of Depot Road	0.05
N/A	Buckland Parkway	0.20
N/A	Manning Lane	0.10
N/A	Edmonson Lane	0.10
N/A	Unnamed Alleyways in The Crossings	<u>0.60</u>
	TOTAL =	3.24
(Outside Western Town Limits)		
CO 243	Creamery Road / MD 16 to MD 14	0.44

Truck traffic has been surveyed by the State Highway Administration over the last several years and was found to comprise roughly 12 percent of all traffic. Therefore, the average existing traffic volume of 2,225 vehicles on MD Route 14 would equate to an average annual daily traffic (AADT) volume of 1,958 cars and 267 trucks. Though public observation and perception among area residents is that truck traffic is much higher, no actual studies have been performed to document actual volumes.

Residents continue to have concerns about the amount of heavy truck traffic that passes through their historic town. Heavily loaded trucks, which many feel exceed allowable weight limitations, shake area homes. Not only is this disruptive to the residential uses in the area, but many feel it is a contributing factor to the destruction of historic structures. Some claim that historic tourism and biking opportunities are somewhat curtailed by these trucks speeding through Town. For all these reasons, most of the residents would like to divert this truck traffic around the historic district. Several solutions have been suggested, but no action has yet been taken. The Town is promoting the development of another road (by-pass) to be constructed to redirect all heavy trucks from either MD Route 16 or MD Route 14. A bypass would reduce through-town heavy truck traffic, provide relief to the already compromised road structure, and provide additional safety to area children. However, given the small size of the Town, it is highly unlikely that the State would undertake such a drastic measure. Instead, other less expensive, yet effective, alternatives may be implemented such as traffic calming design measures.

### **Future Highway and Street System Needs**

Arterial, Collector, and Local streets are considered adequate to meet the needs of the community through the end of the planning period.

A streetscape project was recently completed by the State Highway Administration that will improve area safety and enhance the community. The project area included MD Route 14 from Creamery Road to East of MD Route 392, along MD Route 16 from Linkwood Road to the northern Town limit, and MD Route 392 at MD Route 14. The scope of work involved full depth reconstruction of MD Route 14 and MD Route 16 within the specified project limits; relocation of MD Route 14 at the MD Route 392 intersection to provide a more perpendicular approach; construction of new sidewalks, driveway entrances, and curb and gutter; construction of a new closed drainage system, lighting, signage, and pavement markings; and the installation of landscaping to enhance the aesthetics of the Town.

The Town should consider developing an annual street maintenance program in order to properly address and budget for future street improvements.

## **Other Transportation Facilities**

### **Sidewalks**

Sidewalks play an important role in the Town's transportation system as they provide for pedestrian access throughout the Town.

As previously mentioned, the project area for the streetscape project included brick sidewalks, driveway entrances, curb and gutter, street lighting, signage, pavement markings, and landscaping; all to enhance the aesthetics of the Town.

Although the initial cost of brick sidewalks well exceeds that of concrete sidewalks, if one looks beyond the initial cost, brick sidewalks prove cheaper over the long term as they are more durable and less costly to repair. In addition, bricks tend to be more environmentally friendly and, where aesthetics are a concern, as is the case in historic East New Market, brick is clearly the more desirable choice.

### **Parking**

The lack of available parking in the Town is a major problem. All vehicle parking in East New Market is off-street and no parking is allowed on the sidewalks. However, because commercial enterprises lack sufficient parking, patrons often do park on the sidewalks that line the downtown area. Although a physical expansion of the central business district is not expected, maximum utilization of the existing

business area will only serve to exacerbate the need for additional parking areas.

### **Public Transit**

Delmarva Community Services / Delmarva Community Transit (DCS/DCT) operates a non-profit transit system that provides transportation for the elderly, handicapped, and general ridership at least twice daily to the North Dorchester area including Secretary, East New Market, and Hurlock. This transit system is a deviated fixed route system, which means that the bus follows a general route, but the route may vary depending on the need of the riders. This transportation service provides access to various destinations including employment locations, shopping centers, medical facilities, and a variety of social and human service centers. There is a charge for this service that varies depending on whether the rider is elderly or handicapped. The DCS/DCT bus stop locations in East New Market are at the firehouse and at the convenience store at the intersection of Routes 392 and 14.

### **Air Transportation**

The closest airport is the Cambridge-Dorchester Airport, which is located approximately eight miles to the west in Cambridge; however scheduled passenger flights are not available at this airport. Limited passenger flights are available at the Easton Airport, which is located 20 miles to the northwest of Town. The most options for passenger flights at a local airport are available at the Salisbury–Wicomico County Airport, which is approximately 35 miles southeast of East New Market.

### **Rail Transportation**

There is a freight rail line serving the North Dorchester area that passes through the Town limits and bisects its southeastern boundary line. It is owned by the State of Maryland and leased to the Maryland Delaware Railroad – a private entity. Although this line enjoys fairly high usage, commercial enterprises in the Town do not use the rail line. At this time, there is low potential for area businesses to use the rail line.

## **Transportation Objectives**

The following objectives are proposed for the provision of a transportation system for the Town:

- (1) To maintain and enhance the safe and efficient movement of people and goods throughout Town.
- (2) To coordinate the provision of new transportation facilities with the types of land uses anticipated and the level of community facilities needed.
- (3) To place an emphasis on facilitating pedestrian travel, as well as other alternatives to the automobile.
- (4) To coordinate Town, County, State, and Federal efforts in providing an efficient transportation system.
- (5) To retain and improve existing transportation facilities.
- (6) To adopt roads standards for all new streets and incorporate these standards into the Town's subdivision regulations.

## **Transportation Policies**

The following policies define the Town of East New Market's position on the provision of transportation facilities and services:

- (1) The Town's transportation system plan should consider all applicable modes of transportation and should consider the land use and transportation plans for adjacent areas outside Town limits.
- (2) New streets and sidewalks should be designed to fit in with existing neighborhoods and should facilitate circulation within the community.
- (3) The Town should support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.

- (4) New developments should include sidewalks or trails that provide linkages to existing pedestrian paths, neighborhoods, shopping areas, public buildings, and open spaces.
- (5) Developers should build new neighborhood collector and local access streets according to the Town's adopted road standards. The Town's Transportation Plan should guide the location of these streets.
- (6) All new roads should be deeded to the Town and the developer should bear the financial responsibility for construction. No private roads should be permitted.
- (7) Both public and private development should address accessibility and safety for pedestrians, bicyclists, and the disabled, and should include, whenever possible, benches and other pedestrian oriented amenities at strategic locations.
- (8) Where possible, parking areas should be established on vacant lands to promote tourism, eliminate on-street parking, and to provide adequate parking to meet peak demand for proposed new land uses that are vehicle dependent.
- (9) Where lacking, existing streets should be improved with sidewalks to better accommodate pedestrian and bicycle movement.
- (10) To promote pedestrian and bicycle travel and to reduce automobile trips, community facilities should be incorporated into or adjacent to residential areas. Appropriately scaled neighborhood commercial uses should also be incorporated in or adjacent to residential areas.
- (11) All developments should have adequate access and circulation for public service and emergency vehicles.
- (12) The Town should plan for adequate rights-of-way taking into account existing and future development.
- (13) The Town should work with the State and the County to explore ways to reduce or eliminate heavy truck traffic through the Town.
- (14) Dead-end streets and cul-de-sacs should be discouraged.

- (15) Transit services should be encouraged to minimize dependency on the automobile, and to serve those who cannot drive or do not own automobiles. The Town should continue to participate in county and region-wide transit service programs.
- (16) The Town should work with the State and County to coordinate the Transportation and Land Use Plan Elements of the Comprehensive Plan.

## **Transportation Recommendations**

The standards and recommendations for the Transportation Element are grouped according to the type of transportation.

### **Recommendations for New and Existing Streets:**

- (1) The Town should work with the State Highway Administration regarding its concern over heavy truck traffic through the Town. Various alternatives should be explored and some ideas for discussion may include placing weight restrictions along MD Route 16, traffic calming measures, and/or the construction of a bypass for MD Route 16 to connect to MD Route 392.
- (2) North of Railroad Avenue (MD Route 14), several parcels are nearly landlocked with the only access provided by three unimproved narrow streets. Connecting these streets as one-way roads could provide adequate parcel frontage and possibly open up land for future development.
- (3) Provide multiple streets to and from residential developments for purposes of safety.
- (4) Maintain the existing grid system within the Town by requiring that streets connect with other streets whenever practical; dead-end streets and cul-de-sacs should be discouraged.
- (5) Roads should be developed to promote alternatives to reaching destinations, to ensure pedestrian mobility, to promote linkages throughout the community and to implement a street connecting policy.

- (6) Control traffic and speed as much as possible through neighborhoods.
- (7) When a lot has frontages on more than one street, access should be from the lesser-classified street.
- (8) Ensure that residential local access roadways are as narrow as possible, while still providing for adequate access by emergency and service vehicles.

**Sidewalk Recommendations:**

- (1) The Town should continue to require all new developments to provide sidewalks and the cost of the sidewalks should be borne by the developer.
- (2) Sidewalks should be provided throughout the Town to encourage pedestrian traffic between activity centers.
- (3) The Town should ensure that sidewalks remain accessible to pedestrians by preventing overgrowth of vegetation or blockage by parked vehicles.
- (4) The Town should continue to participate in State programs that provide monies for the construction or re-construction of sidewalks.
- (5) The Town should consider allowing only brick sidewalks in keeping with the historic nature and overall character of the Town.

**Bikeways Recommendations:**

- (1) Bicycle travel should be encouraged, particularly by providing bikeways, where appropriate.
- (2) A bikeway linking East New Market to Secretary along MD Route 14 is proposed in the Dorchester County Land Preservation, Parks, and Recreation Plan. The Town should coordinate efforts with Secretary and the County to seek funding sources for the development of the proposed bikeway.

**Parking Recommendations:**

- (1) Off-street parking is a concern for any future development, particularly non-residential development within the downtown area. As such, new residential, public, and commercial uses should provide adequate parking off the public road. New residences should have enough lot area to park two vehicles. Public uses such as schools, parks, and churches should have enough parking area for their maximum (peak) usage. Commercial uses should provide sufficient off-street parking for their own vehicles, including employees, and an average number of customers. An exception to this commercial standard would be those businesses that have intensive usage at peak hours, such as restaurants, and those types of uses should provide parking for peak demand.
- (2) In the existing developed areas, conversion of an existing structure to a use that requires more parking should be discouraged unless it can be demonstrated that there is sufficient off-street parking in the area.

**Public Transit Recommendation:**

- (1) The Town should continue to support, in any way practical, the DCS/DCT given the important role it plays in helping meet the transportation needs of the elderly, handicapped, and low income residents of East New Market.

**Trucking, Air, and Rail Recommendations:**

- (1) Until such time as there is increased potential for area businesses to use the rail line for commercial purposes, the Maryland/Delaware Railroad could serve as a Greenways Rail Trail. This line is an important transportation link between Seaford, Delaware and Cambridge, Maryland and its preservation is paramount. Through the Maryland Greenways Commission, the Town should look at designating this railroad and its right-of-way as an alternative use corridor for recreational purposes. The rail line could then be used as part of a multi-user transportation trail network for cyclists, walkers, joggers, and hikers.
- (2) No trucking or air recommendations are proposed at this time.

## **COMMUNITY FACILITIES ELEMENT**

### **Introduction**

As the population of Town grows during the planning period, new and improved public facilities will be needed. The adequacy and capacity of public services and utility systems are of vital importance to the improvement of the quality of life for the citizens of East New Market.

Population increases will generate increasing demand for education, recreation, water and sewerage, solid waste disposal, health facilities, and other important services. These services determine, to a large extent, the potential for future growth and are critical issues if the Town is to realize its goal of a growing rural community that maintains an ideal balance between quantity of growth and quality of life.

The Community Facilities Element coordinates the projected growth of the community with the ability of the Town to provide services in accordance with the development pattern established by the Land Use Plan, as well as for the established Growth Area within the Municipal Growth Element.

### **Community Facilities Goal**

The overall goal of the Community Facilities Element is to provide a system of community facilities that will assure an adequate and equal level of public services to all the residents of East New Market.

### **Existing Facilities**

#### **Sewer System**

East New Market constructed its first sanitary sewer system in 1939. An 8,200 linear foot, 8-inch gravity sewer collection system was originally developed. Primary treatment was provided by a 35,000 gallons per day treatment system consisting of an Imhoff tank and sludge drying beds. A chlorine building was later added where the effluent from the Imhoff tank was chlorinated prior to being discharged into a tributary of the Warwick River.

Funding of a 1975 Sewerage Facilities Plan by the federal Environmental Protection Agency (EPA) was the determining factor for East New Market to decide to abandon its wastewater treatment

facility and enter into an agreement with the Town of Secretary to upgrade its treatment facility to serve both towns. As a result of this decision, between 1979 and 1981, East New Market built a new pumping station and force main from the pumping station to the Twin Cities Wastewater Treatment Plant. The treatment plant was upgraded from a facultative lagoon system with a 60,000 gallon per day capacity to an aerated lagoon system with a capacity of 280,000 gallons per day. The design capacity is to be shared equally by both towns.

The plant is located approximately one-half mile west of Secretary on Green Point Road, outside of the Secretary town limits. Currently, the Town of Secretary owns the plant, while both Secretary and East New Market share its cost and maintenance.

Within East New Market, repairs to the collection lines were completed in 1986. Most of this work was under Main Street and toward the outflow pipe heading to the treatment plant. The collection lines along Railroad Avenue were also repaired. Subsequently, in 1990, the sewer line from Main Street to the pumping station was replaced with a 10" line.

In 2000, the Town of East New Market undertook a major four million dollar water and sewer project that resulted in significant upgrades. Sewer improvements included the replacement of all sewer mains in the Town and the installation of a grinder pump system to service the Depot area, as well as some areas on Linkwood Road that could not be served with the current gravity system. The net result of all of these sewer projects is a completely new sewerage system for the Town.

Currently, the Twin Cities Wastewater Treatment Plant is treating approximately 190,000 gallons per day (gpd), and has committed an additional 64,000 gpd for pipeline approvals and infill lots, along with a 10% discretionary reserve. This puts the plant dangerously close to exceeding its rated flow of 281,000 gpd.

Recognizing this dilemma, East New Market and Secretary worked together to solve this shared problem of inadequate sewage disposal. On March 14, 2006, upon the advice and recommendation of the Twin Cities Commission, East New Market and Secretary jointly entered into a Memorandum of Understanding, which states that both towns agree to place a moratorium on future development until such time as a facility/feasibility study is completed and a plan of action decided. The only exceptions to the moratorium were for sewage hookups from

approved outstanding commitments and single-family sewage hookups from residential parcels of record. Said moratorium remained in effect until the completion of the facility/feasibility study by ARRO Engineering in 2007.

The engineering study gave the Twin Cities Commission a better understanding of the effects of inflow and infiltration, allocated and remaining treatment capacity, existing and future taps, maintenance protocols, and other aspects of facility planning. The study recommended that the Twin Cities plant be upgraded to a 400,000 gallon per day "sequential batch reactor system" which can reduce water quality impacts consistent with State water quality goals and programs, while accommodating growth plans developed in coordination with the Town of Secretary and Dorchester County.

For more detailed information on the wastewater treatment capacity and demand for East New Market, see the Water Resources Element. Additionally, sewer service designations for East New Market and its immediate vicinity are shown on Map #7.

### **Water System**

The Town of East New Market owns and operates its own municipal water system, which is approximately 90 years old. Historically, water has been obtained from two wells. The first well, drilled in 1915, is located on Academy Street next to Town Hall, derives water from the Choptank aquifer, and has the capacity to pump 100,000 gallons per day. The second well (with associated well house), drilled in 1979, is located on Academy Street next to the old high school, derives water from the Piney Point aquifer, and has the capacity to pump 100,000 gallons per day. Stated well capacities do not account for peak demand flows or for additional pressure needed for fire fighting.

In 1980, the Town replaced the original 1915 water tank, which was a 35,000-gallon tank, with a new 100,000-gallon water tank. The new water tank has an overflow elevation of 148 feet. The Town also installed a new 8" water main on Academy Street and Railroad Avenue (MD Route 14) to approximately 1,000' beyond the railroad tracks. Additionally, the new water main was extended along Harvey Street with new fire hydrants installed on Harvey and Academy Streets and Railroad Avenue.

As previously stated, in 2000, the Town of East New Market undertook a major four million dollar water and sewer project that resulted in

significant upgrades. Water improvements included replacement of the existing water line on Main Street, Cambridge Avenue, and Linkwood Road with a new 8" main; installation of a new water distribution system throughout the Depot area; installation of water meters on all residential and commercial structures; installation of fire hydrants on Main Street, Linkwood Road, and throughout the Depot area; and installation of chlorine contact tanks at the well houses.

The Town has enough water supply to meet current demand and to also serve about 43 percent of the maximum equivalent dwelling units projected as infill development (See Municipal Growth and Water Resources Elements for further detail). Although capacity may not be an immediate issue, arsenic levels have been detected in the 1979 well, thereby prohibiting its use. East New Market is relying solely upon the 1915 well and, although this well currently provides good quality drinking water to Town residents, the Town recognizes that it cannot continue to depend upon a single well to meet its needs. Therefore, East New Market commissioned an engineering study to address the Town's water supply issues in order to responsibly determine how to proceed. As a result of that study, the Town is in the process of drilling two new wells to replace the 1979 well. Each well is planned to produce 100 gallons per minute, which will adequately meet the Town's water capacity needs, while also addressing the quality (arsenic) issue.

The net result of all of the listed water projects is a completely new water system for the Town. For more detailed information on the water supply and demand for East New Market, see the Water Resources Element. Additionally, water service designations for East New Market and its immediate vicinity are shown on Map #8.

### **Street Lights**

The Town provides lighting along most of its streets. A significant portion of the Town's budget is dedicated to paying for this lighting.

### **Solid Waste**

A private disposal company provides trash collection at the Town's expense. The waste is hauled to the Dorchester County Landfill at Beulah, located north along MD Route 16.

## **Education**

East New Market has no public or private schools within the Town boundary. However, Warwick Elementary School is located on MD Route 14, about a mile away in the Town of Secretary. This elementary school is about 28 years old and serves pre-kindergarten through grade 5 children, including special education, in the Secretary-East New Market area. The school site also includes athletic fields for baseball, softball, and soccer, as well as outdoor basketball courts and children's playground equipment. The school is also used for community activities such as YMCA events, summer camp, and dance programs.

Children in grades 6-8 in the Secretary-East New Market area attend North Dorchester Middle School, while those in grades 9-12 attend North Dorchester High School. These schools are located adjacent to one another on the same site in Shiloh, which is approximately 5 miles away.

It should be noted that according to the 2009 Dorchester County Educational Facilities Master Plan (EFMP), Warwick Elementary School experienced enrollments over the State-rated capacity of 249 students by approximately 81 students. However, both the middle and high school capacities appear adequate to meet projected growth demands.

## **Open Space, Parks, and Recreation**

Open space and recreational facilities are an essential part of every community. The State of Maryland and the Program Open Space goals are to provide 30 acres of park space for every 1,000 residents. The parks within and around East New Market are mainly "neighborhood" and "community" parks and generally only serve East New Market and the surrounding local community.

Recreational facilities are limited in the Town. The old East New Market High School (4.0 acres) contains a picnic shelter, one tennis court and a baseball diamond used for Little League. In the summer, concessions have been setup during Little League play. There is also a small, privately owned park on the corner of Academy and Main Streets. This is a passive park that houses a historic monument of the Town, along with some park benches.

As previously mentioned, located one mile to the west in the Town of Secretary, the Warwick Elementary School serves as a regional

recreation center. The school site consists of approximately 15 acres and contains athletic fields for baseball, softball, and soccer, as well as having outdoor basketball courts and children's playground equipment. The school also has a gymnasium that is used by the community for indoor recreation throughout the year.

If the State standard, mentioned above, is utilized as the guiding principle for determining the adequacy of open space and recreational acreage, then the Town of East New Market appears to meet the mark. With a 2000 population of 167 people, State standards would indicate that park acreage should total 5.01 acres and 7.43 acres is provided, not including the 15 acre Warwick Elementary School.

The existing community park at the old high school totals 4.0 acres and the community park next to Town Hall is .43 acres. In addition, a 3.0-acre neighborhood park in the new community of The Crossings at East New Market has been deeded to the Town and is planned to house the East New Market railway station, as well as provide for future additional active recreational opportunities. These combined acreages meet the State recreation standards, even absent inclusion of Warwick Elementary School in nearby Secretary.

Although on its face the Town may meet the State's parks and recreation recommended standards, it is also important, and often more telling, to consider the types of recreation being offered to a community. The type of open space, parks, and facilities required for a community depends to a large degree on the composition, needs, and desires of area residents. Since the 2000 Census indicates that 48% of the Town's population is 45 years of age or older, possibly some additional consideration should be given to providing appropriate recreational opportunities to this age group. This might include walking, biking, and/or hiking trails; additional tennis courts; and passive parks oriented more towards social interaction. Social parks could include, but not be limited to, gardens, park benches, horseshoe pits, picnic tables, and checker and chess tables.

### **Fire Protection**

The East New Market Volunteer Fire Department (Dorchester County Station 21) provides fire protection for the Town and its immediate surroundings. This all-volunteer force is comprised of approximately 50 members, 20 of which are active firefighters with the remainder serving as either exempt or honorary members. The Firehouse is located on the corner of Main Street and Railroad Avenue. The

company's fire fighting equipment currently consists of two Class A engines, one tanker, and one brush truck. One engine carries automotive and light industrial extrication equipment. With ladders, current equipment allows the company to handle fires in 2½ story buildings. Automatic mutual aid has been established with the Hurlock Volunteer Fire Company for a Class A engine and a 102' aerial truck. This same type of mutual aid exists with the Secretary Volunteer Fire Company for use of a Class A engine for structure fires within the corporate limits and for ambulance service.

Emergency Medical Services (EMS) are currently provided by a Basic Life Support ambulance from the Secretary Volunteer Fire Company. In addition, Dorchester County Paramedic 600 provides Advanced Life Support services. An Advanced Life Support Paramedic staffed ambulance is assigned to the North Dorchester region. The East New Market Volunteer Fire Department has medical assistance equipment on the brush truck and has approximately six emergency medical technicians and two paramedics within its membership.

The East New Market Volunteer Fire Department initially responds to any hazardous materials incidents, followed by a hazardous materials team being automatically dispatched from the Cambridge Rescue Fire Company.

### **Police Protection**

East New Market does not have its own police force. The Dorchester County Sheriff's Office and the Maryland State Police provide police protection within the corporate limits of the Town. In addition, the Town often hires a policeman from the County Sheriff's Department to conduct bicycle patrol on weekends and for special events.

### **Medical Facilities**

There are no doctor or dentist offices, or other types of medical facilities in East New Market. The nearest medical offices or facilities are located in Hurlock. The closest hospital is in Cambridge, about 8 miles west of the Town.

### **Post Office**

The Town has a small post office located on the south side of Railroad Avenue. Aside from Sugar Drive and the Depot area, there is no mail delivery in East New Market. Town residents must visit the post office

to pick up their mail. Off-street parking is provided. The post office has three full-time and three part-time employees.

### **Town Hall**

The Town Hall is located on Academy Street and consists of a 240 square foot building that is estimated to be over 150 years old. In 2005, an addition was completed to provide handicap accessibility and a restroom.

### **Churches**

There are currently four churches in the Town of East New Market, including: First Baptist Church; Trinity Methodist Church; Faith Community Church (Formerly Mt. Zion Methodist Church); and Lighthouse Church of God.

### **Clubs and Organizations**

There are several civic organizations in Town. Among these are the Choptank Masonic Lodge, Mizpah Chapter No. 51 of the Eastern Star, Boy Scouts, Gardening Club, and Ladies Auxiliary of the East New Market Volunteer Fire Department.

## **Community Facilities Objectives**

To guide the upgrading and improvement of the Town's community facilities in a manner consistent with the Land Use Plan, the following objectives are established:

- (1) To provide for the adequate and orderly expansion of public facilities and services in a manner commensurate with local financial resources and capabilities.
- (2) To continue to utilize services provided by the County and State to avoid duplication and reduce Town costs.
- (3) To utilize grant and loan programs to improve facilities, provided the cost of applying for the funds and meeting the funding criteria do not outweigh the benefits received.
- (4) To closely coordinate the provision of services with location and timing of new development.

- (5) To promote new development in such a way that services can be logically expanded.
- (6) To assure the provision of community services and facilities in a manner which is least disruptive to the environment.
- (7) To develop written policies on the allocation of services to new development and address the responsibility of costs.
- (8) To encourage use of public lands and buildings for a variety of public uses.

## **Community Facilities Policies**

The following policies define the Town of East New Market's position on the provision of community facilities and services:

- (1) The location, timing, and pace of new development shall be compatible with the Town's ability to secure capital funds to provide and maintain water, sewer, and all other community facilities.
- (2) The Town will review its Comprehensive Plan, relevant sections of the Dorchester County Water and Sewerage Plan, and existing Town infrastructure to identify community facilities that need to be improved, upgraded, extended, or expanded. Priorities will be established according to need and to the recommendations of the Plan, provided the projected cost is economically feasible in the Town's Capital Improvements Program.
- (3) The Town will enforce its adopted International Property Maintenance Code in an effort to make sure that structures are properly maintained, so that the overall pleasant appearance of the Town remains intact.
- (4) Development requests will be reviewed for adequacy of public services and infrastructure. Approvals may be deferred, phased in, or conditioned upon the availability of adequate infrastructure and treatment capacity.
- (5) Developer funded and constructed infrastructure shall meet Town standards and be inspected and approved by the Town.

- (6) Adequate performance bonds shall be a part of all development approvals requiring new public infrastructure.
- (7) Whenever feasible, pool resources for capital projects with the Town of Secretary.
- (8) The Town shall properly maintain community facilities under its jurisdiction.

## **Community Facilities Standards & Recommendations**

The standards and recommendations for the Community Facilities Element are grouped according to the type of facility.

### **Sewer System Recommendations**

- (1) The Town should work with Secretary, Dorchester County, the State, and possibly even private developers to identify funding sources for any necessary upgrades or improvements to the Twin Cities wastewater treatment plant (WWTP) resulting from recommendations of the facility/feasibility study.
- (2) The Town should coordinate efforts with Secretary and the County to obtain additional land for expansion of the WWTP.
- (3) The Town should use the provision of sewer service as a tool to shape and control growth, rather than as a means to simply respond to requests for development.
- (4) The Town should not provide sewer services beyond the municipal limit unless it involves a public health or safety issue. Annexation should be required before extending service.
- (5) The Town should establish policies on the responsibility of costs for servicing new areas.
- (6) Land not contiguous to existing sewer lines should be discouraged from development until the lands between are served.
- (7) The Town should require non-residential development to document the amount and type of effluent that will be

generated from the use, as well as what kind of treatment will be done to the effluent prior to entering the Town's system.

- (8) The Town should require any development generating metals, chemicals, solids, or any other unusual substance in their effluent to demonstrate that the effluent will not harm the treatment effectiveness of the Town's system.
- (9) The Town should ensure that the extension of sewer lines be coordinated with road drainage and water plans and make sure that service corridors are sufficiently wide to allow installation and repair.

### **Water System Recommendations**

- (1) Although the water system is currently adequate and should be able to accommodate future growth during the planning period, the Town should not provide water services beyond its corporate limit unless it is to resolve a public health or safety issue. The Town should encourage annexation of new areas before extending water service.
- (2) The Town should establish policies on the responsibility of costs for servicing new areas.
- (3) Land not contiguous to existing water lines should be discouraged from development until the lands between are served.
- (4) The Town should require non-residential development to indicate the amount of water needed and when peak demand is expected.
- (5) The Town should make certain that the water distribution system is adequate for future growth and fire protection before annexing large areas for further development.
- (6) The Town should allocate an ultimate water need for new areas that is consistent with sewer planning so that future proposals can be evaluated and lines constructed to meet broader area needs.
- (7) Extension of water lines should be coordinated with road, sewer, and drainage plans to use the same right-of-way

wherever possible and to make sure that service corridors are sufficiently wide to allow installation and repair.

### **Street Light Recommendations**

- (1) The Town should ensure that all future street lighting is aesthetically compatible with the new streetlights installed as part of the State Highway Administration streetscape project.
- (2) The Town should require all new developments to provide streetlights and the cost and installation of the lights should be borne by the developer.
- (3) The Town should explore possible funding mechanisms to help alleviate the sizeable expense incurred by the Town for the operation and maintenance of streetlights.

### **Solid Waste Recommendation**

The current trash collection system is sufficiently adequate; therefore no recommendations are suggested at this time.

### **Education Recommendations**

- (1) The Town should work with the County to encourage the programmed renovation / addition slated for Warwick Elementary School in order for the school to be able to accommodate existing and projected enrollments.
- (2) The Town should establish a cooperative agreement / reporting process with the County Board of Education to report building permits for new single family dwellings in an effort to better track new student enrollments as a result of infill development and annexations in East New Market.

### **Open Space, Parks, and Recreation Recommendations**

- (1) The Town should consider a needs-based approach via town meetings or a community survey to better determine the recreational desires of the residents of the Town.
- (2) The Town should consider the needs of handicapped citizens and make certain there are adequate recreational opportunities available for their benefit.

- (3) A bike trail from East New Market to Secretary along MD Route 14 is proposed in the Dorchester County Land Preservation, Parks, and Recreation Plan (LPPRP). The Town should coordinate with the County and Secretary to seek funding sources for development of the trail.
- (4) The Town should continue to work with the County to identify and obtain funding for open space and recreational projects in the Town.
- (5) New subdivisions should be required to provide recreational areas and/or trail systems as part of the development approval process.
- (6) A nature trail from Secretary to East New Market is recommended in the Dorchester County LPPRP. The Town should coordinate with the County and Secretary to seek funding to acquire land or easements for the creation of the trail.

### **Fire Protection Recommendations**

- (1) The Town and Fire Company should work closely together to make sure the Fire Company's need for water can be met both now and in the future. As new areas are developed, the Fire Company should be consulted in any plans for new fire hydrants, water storage facilities, and increased water pressure in lines.
- (2) If a business using large amounts of flammable substances proposes to locate in the Town, the Fire Company should be invited to comment on its ability to provide fire protection for such substances or the need of the business to provide special safety features.
- (3) Since the present fire-fighting equipment is designed to serve buildings no greater than 2½ stories, zoning height restrictions should prohibit taller buildings until such time as the Fire Company acquires additional equipment, or unless the proposed building is designed with special fire suppression features.

- (4) The Town should assist the Fire Company in any way possible with its proposed new fire station at the corner of MD Route 392 and Linkwood Road.

**Police Protection Recommendation**

- (1) As crime is not a significant issue in East New Market, the current level of police protection is adequate for the community and no recommendations are suggested at this time.

**Medical Facilities Recommendation**

- (1) The Town should consider working with an area physician or the County Health Department to schedule periodic clinics to provide health services to area residents. This effort could be combined with the needs of Secretary residents to possibly set up a part-time clinic to serve the residents of both towns.

**Post Office Recommendation**

- (1) To help maintain the existing village environment, the Town should encourage the continued use of post office boxes for mail pick-up, rather than expand mail delivery service. The daily post office visit in a small community is as much a social experience as it is a necessary part of each citizen's daily routine.

**Town Hall Recommendations**

- (1) The Town should look at the possibility of moving Town Hall to the firehouse once the new fire station is constructed.
- (2) The Town should identify possible funding sources to assist with the relocation, renovation, and/or expansion plans for Town Hall, so it can better serve the needs of the community.

**Churches, Clubs, and Organizations Recommendation**

- (1) No recommendations are suggested at this time.

## **WATER RESOURCES ELEMENT**

### **Introduction**

The purpose of the Water Resources Element (WRE) is to identify:

- Drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the Land Use Plan and Municipal Growth Elements; and
- Suitable receiving waters and land areas to meet stormwater management and wastewater treatment and disposal needs of existing and future development proposed in the Land Use Plan and Municipal Growth Elements.

Based on the following considerations, the Town of East New Market has identified the Warwick River as a suitable receiving water:

- An evaluation of various growth scenarios reviewed in coordination with Dorchester County shows that the adopted plan for growth is the least detrimental, consistent with State smart growth policies;
- An estimate of point and non-point pollution loadings of the adopted plan for growth indicates that non-point loadings will decline and the approved TMDL for the Warwick River will not be exceeded; and,
- The Town's reliance on the Warwick River for all practical purposes is the best policy given the Town's geographic location, plans for upgrading of the Twin Cities treatment plant, compliance with the State Forest Conservation Act, the imposition of stream buffers, and the adoption of water resource goals and objectives.

This element has been integrated with the Town's Comprehensive Plan, prepared in conjunction with the Municipal Growth Element, and coordinated with the Town of Secretary and Dorchester County.

## **Water Supply and Demand**

### **Background**

The Town depends on groundwater supplies held in Coastal Plain aquifers at fairly deep levels. The source supply is abundant and the storage and delivery system are adequate. Naturally occurring arsenic in the Town well that uses the Piney Point aquifer exceeds modern standards, and, as mentioned in the Community Facilities Element, the Town is addressing the issue.

The Town of East New Market consumes very little of the region's groundwater, and most of the groundwater in the area is used for agricultural irrigation. Irrigation is concentrated in Maryland within northern Dorchester and southern Caroline Counties. In 2000, nearly 57 percent of the surface and groundwater used in Maryland for irrigation came from these two Counties. Withdrawal for irrigation is expected to increase dramatically by the year 2030.

The Maryland Department of the Environment (MDE) estimates that by 2030 irrigation on the Eastern Shore will use over 73 million gallons per day (MGD), about 2.5 times more water than the remainder of the entire State. Because irrigation withdrawals are only periodic, their actual daily withdrawal during irrigation season is much higher than the annual daily average. This means that the stress on water supply during withdrawal is even greater than would appear from the data.

Except for arsenic levels, and because the Town wells are removed from agricultural land and are deeply drilled, the Town is not experiencing water quality issues identified by the Maryland Department of the Environment (MDE) within the Coastal Plain aquifers. Town well sites are secure and there is no storage or release of hazardous materials from nearby that might jeopardize the wellhead.

**Water Supply and Demand for the Land Use Plan and Growth Area Map**

The Town’s Choptank aquifer well produces 100,100 gallons per day. Replacement of the Piney Point well will bring the water system capacity up to a total of 224,000 gallons per day. Water use in the Town has been measured by an engineering consultant. Future demand, however, is projected using higher State standards. (See Table 17) This WRE is based on the State standard.

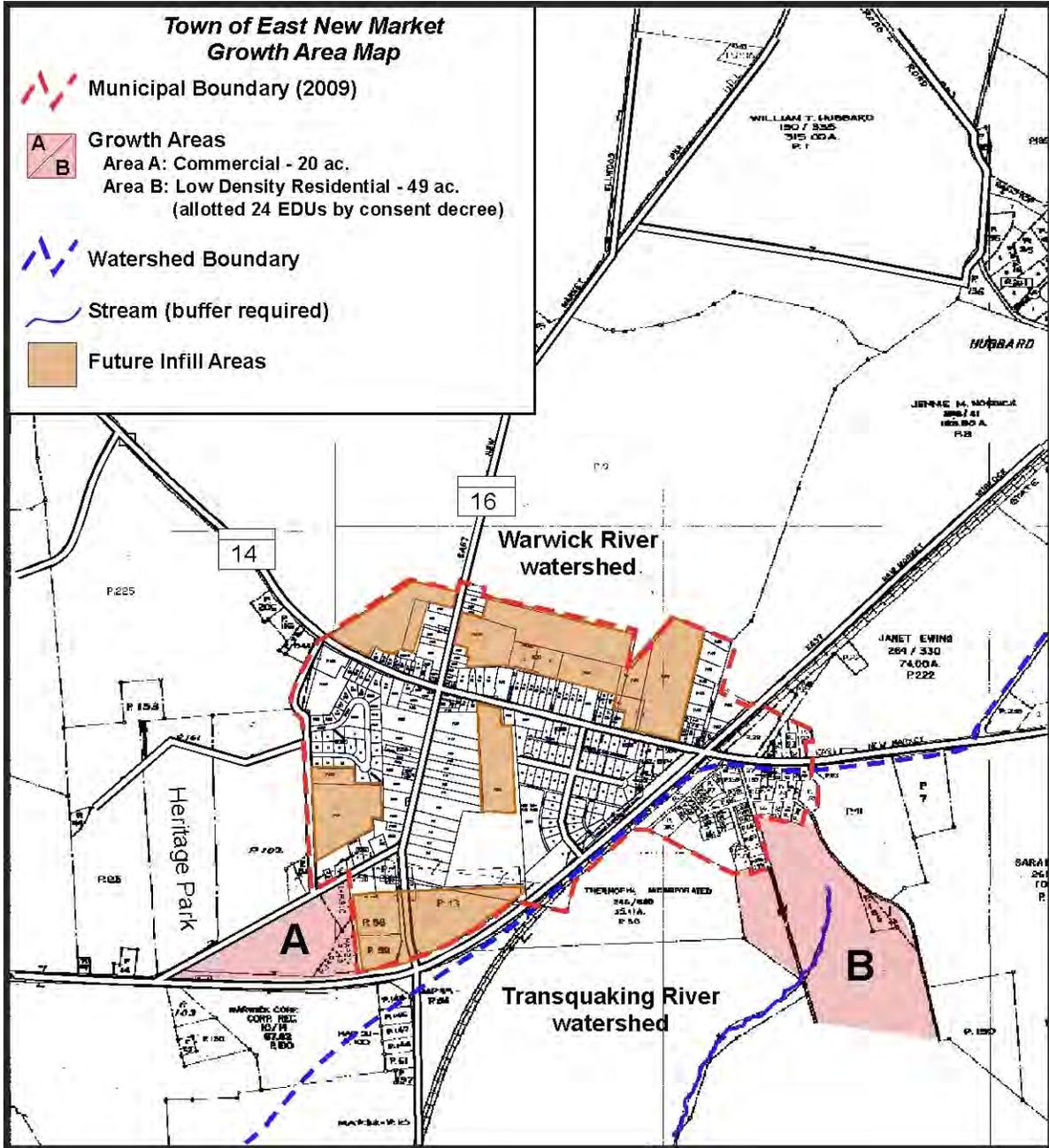
**Table 17  
Estimating Water Demand  
Town of East New Market**

<b>Method</b>	<b>Demand per Equivalent Dwelling Unit (in gallons per day)</b>
Actual Usage <sup>1</sup>	153 (average of Town and Heritage Park usage)
Accounting for inflow, infiltration, and measure of safety (standard preferred by the State and used in the County WRE)	250

<sup>1</sup>Source: ARRO Engineering Report to the Towns of Secretary and East New Market (2007); consisting of 203 EDUs in Town and 90 EDUs in Heritage Park.

Map #5 below was developed in coordination with Dorchester County. It shows the Town of East New Market and its planned Growth Area (See the Municipal Growth Element for more information). The Growth Area Map supplements the Town’s Land Use Plan (See the Land Use Plan Element).

### Map #5 TOWN OF EAST NEW MARKET GROWTH AREA MAP



The following summary of water resources needed for the Land Use Plan and Growth Area Map shows that the Town has an adequate supply of water to serve existing development and approximately 43 percent of the maximum EDUs projected as infill development (see Municipal Growth Element). For the long term, the Town needs to implement plans for the replacement of the Piney Point well in order to provide an adequate and safe source of water for infill and growth.

Data on existing demand, and potential demand from infill development and vacant parcels within the current boundary of East New Market, were prepared by the Town’s engineering consultant. Table 18 assesses the Town’s current and future obligations for water supply based on land capacity.

**Table 18**  
**Water Demand for the Land Use Plan**  
**and Municipal Growth Element**  
**(Based on Build-Out of Land Capacity)**  
**Town of East New Market**

<b>Demand</b>	<b>Current capacity:</b> 100,100 gpd <b>Planned capacity:</b> 224,000 gpd (Capacity of total system with replacement of Piney Point well)
Existing Development Served: 293 EDUs (Source: ARRO) <sup>1</sup>	73,250 gpd
Vacant and Underused Parcels in Town (Infill): Maximum 249 EDUs (Source: ARRO) <sup>1</sup>	62,250 gpd
Sub-Total (all municipal): 542 EDUs	135,500 gpd
Growth Area <sup>2</sup> Area A (20 acres of commercial): 59 EDUs Area B (49 acres low density res.): <u>24 EDUs</u> Total Growth Area: 83 EDUs	14,750 gpd <u>6,000</u> gpd 20,750 gpd
Total (Existing Town, Infill, and Growth Areas) 625 EDUs	156,250 gpd

<sup>1</sup> 293 EDUs based on 203 EDUs in Town plus 90 EDUs for Heritage Park

<sup>2</sup> Area A based on 1,000 gpd per net acre (13 ac. after set asides for forest conservation, setbacks, common open space). Area B based on 24 EDU’s per consent decree.

Table 19 summarizes the projected water system capacity and water demand using 2030 population growth scenarios from Dorchester County’s Water Resources Element (October 2009). Table 19 shows that, with the replacement of the Piney Point well, the Town should have adequate water system capacity to expand its growth areas in

the long term, if it chooses to do so. However, as discussed in the next section, the Twin Cities wastewater treatment plant will constrain growth until the plant is upgraded in the future to increase capacity and to significantly reduce nutrient discharge levels.

**Table 19  
Water Demand (in EDUs) Based on the Dorchester County WRE  
Population Growth Scenarios for 2030  
Town of East New Market**

<b>2030 Capacity</b>	<b>Trend (50% of Growth to Towns)</b>	<b>Trend/PFA Hybrid (75% of Growth to Towns)</b>	<b>PFA (100% of Growth to Towns)</b>
2007 Demand	293 (includes Heritage Park)		
Projected Residential*	68	102	135
Projected Non-Residential	23	34	45
Total (2007 and all Projected Growth)	384	429	473
Net Available Capacity (Assumes Planned Total of .224MGD serving 896 EDUs)	512	467	423

\*Includes 4 EDUs associated with system extensions (Source: Dorchester County Water Resources Element, October 2009)

## Receiving Waters

The Town of East New Market lies mostly within the Warwick River watershed. The Town shares the Twin Cities wastewater treatment plant with the Town of Secretary. The plant is located in Secretary and it is the single source of point discharges into the Warwick River.

A small part of the Town of East New Market (eastward, across the railroad tracks) occupies a negligible portion of the Transquaking River watershed. The Town does not cause point source discharges to the Transquaking; however, Growth Area B will produce non-point sources of pollution.

The land use in the Warwick watershed is predominately agricultural cropland (2,705 acres, or 67 percent of the watershed). Forest accounts for 738 acres (18 percent of the watershed) and wetlands make up 67 acres (under 2 percent). Residential land includes 392 acres (just under 10 percent), and non-residential "urban" land

accounts for 154 acres (nearly 4 percent). The forested areas generally follow the several stream channels that drain the site; a large forested area sits at the southern-most reaches of the watershed. A significant area of non-tidal wetland is centered in the watershed, and just west of Town is a sand and gravel surface mine. The watershed includes the Town of Secretary. There are no Tier Two streams designated within the watershed. The watershed has abundant acres of cleared rural land with soils that are suitable for land application of treated wastewater.

A total maximum daily load (TMDL) for fecal coliform was prepared by MDE and approved by the Environmental Protection Agency (EPA) for both point and non-point sources of bacteria. In the future MDE may establish TMDLs for other pollutants in the watershed. Loadings of nitrogen, phosphorous, and sediment from point and non-point sources are topics currently addressed by the Department of Natural Resources (DNR) Tributary Strategy.

### **Total Maximum Daily Loads (TMDLs)**

The TMDL for the Warwick addresses the closure of shellfish harvesting beds due to high levels of bacteria. According to the data in the approved TMDL report, virtually 100 percent of the sources of bacteria are from non-point sources including livestock, wildlife, pets, and septic systems.

Under the TMDL, the bacteria discharged from the Twin Cities wastewater treatment plant (the point source) is capped at the current level of  $1.489 \times 10^8$  counts per day. This figure represents only .0023 percent of the total level of bacteria being discharged into the watershed. According to the TMDL data, the bacteria discharged from the treatment plant is equivalent to about three household septic systems. The TMDL states that the bacterial pollution from the watershed's 162 septic systems is not a problem thus, it is evident that the Twin Cities facility is also not a problem with respect to bacterial pollution.

The plant is the only source of point source discharge discussed in the TMDL report. An expanded treatment plant would be capped by the TMDL at the current level, and thus would remain an insignificant source of bacteria. The TMDL data also show that Town land uses and activities are not significant non-point sources of bacteria. The Town has a pet ordinance in place to address fecal coliform from pets, but

the major sources (wildlife and livestock) are beyond the control of the Town.

## **Tributary Strategy**

The DNR Tributary Strategy focuses on point sources of total nitrogen (TN) and total phosphorous (TP). The Strategy establishes an implementation schedule for upgrades of wastewater treatment plants that will reduce loads of TN and TP. The Tributary Strategy also addresses non-point sources of TN, TP, and sediment (S).

## **Non-Point Source Pollution Estimates: Warwick River Watershed**

Appendix B summarizes the non-point source loadings for the Warwick River watershed based on existing conditions and on the infill and growth plans of the Towns of Secretary and East New Market and Dorchester County. The non-point source loads for the watershed are expected to decrease modestly with the implementation of these growth plans. This is primarily due to forest retention required by the State's Forest Conservation Act, the replacement of existing agricultural land with urban development, and the implementation of urban best management practices. Under build-out conditions, TN will decline by .32 percent, TP will decline by .6 percent, and S will decline by 3.3 percent.

Appendix C summarizes the effects of build-out on the basis of land within the watershed that is 1) currently under the jurisdiction of East New Market, and 2) planned for future annexation. That is, Appendix C addresses the impacts that are, or will be, under the control of the Town of East New Market. Within this area, and under build-out conditions, TN will decline by 5.0 percent, TP will decline by 8.6 percent, and S will decline by 65.1 percent.

## **Non-Point Source Pollution Estimates: Transquaking River Watershed**

A small part of the Town and Growth Area B are located in the Transquaking River watershed, approximately 25 miles upstream from the mouth of the river. Seventy percent of this area is pasture land and 20 percent is forest (the remainder is urban). Seven acres of forest must be retained under the Forest Conservation law. Development of the area will reduce TN by 3 percent, TP by 9 percent

and S by 71 percent, assuming urban best management practices are fully implemented.

## Wastewater Treatment Capacity and Demand

A sewer moratorium was imposed in 2004 due to inflow and infiltration issues and to get clarification on remaining capacity. The moratorium was recently lifted to allow current development proposals to continue through the process. The Towns of Secretary and East New Market are planning to upgrade the Twin Cities waste water treatment plant, which serves both Towns. Due to capacity reservations for infill and emergencies, consideration of significant new growth proposals will likely be deferred until the upgraded WWTP is online. The existing capacity and demand for the Twin Cities facility is summarized in Table 20.

**Table 20**  
**Treatment Capacity at Twin Cities**  
**(Serves East New Market and Secretary)**

<b>Existing Capacity</b>	281,000 GPD	1,124 EDUs
<b>2007 Average Daily Flow</b>	190,965 GPD	764 EDUs
<b>Available Capacity</b>	90,035 GPD	360 EDUs

Treatment capacity between the two Towns is generally allocated on the basis of 50 percent to each Town. Based on average daily flow in each Town, and accounting for EDU's served, Secretary's sewerage flow is 36 percent higher than East New Market's on a per EDU basis.

Twin Cities also serves the Green Point area west of Secretary, and Heritage Park, west of East New Market. Based on average daily flow of 190,965 gallons per day, the Twin Cities WWTP provides sewer service to 764 EDU's. Vacant and underused parcels in Secretary will yield up to 45 additional EDU's and in East New Market infill will yield up to 249 additional EDU's (Source: ARRO Engineering, 2007). The flow generated by vacant and underused parcels is 73,500 GPD.

The maximum rate of infiltration in Secretary reportedly exceeds allowable amounts by 45,710 gallons per day. When the inflow and infiltration are resolved, the existing WWTP will have additional capacity.

## Serving Infill and Growth Areas

The Twin Cities consulting engineer recommends a new WWTP (to continue to serve both Secretary and East New Market), designed for 400,000 gpd. When implemented, the WWTP would have 209,000 gallons per day excess capacity (this figure does not account for added capacity resulting from reductions in inflow and infiltration); this would serve an additional 836 EDUs. The sequential batch reactor (SBR) system recommended for Twin Cities will provide biological nutrient removal (BNR).

The system would include two new SBR tanks, an equalization tank, and an aerobic digester to handle 400,000 gallons per day. The digester can be converted to a third SBR tank and thus allow the new plant to expand beyond the initial .4 MGD limit. The SBR has a number of advantages including the following water quality benefits:

- Tolerates high peak flows without degradation of effluent quality;
- Achieves higher overall oxygen transfer efficiency;
- Increases operational flexibility that supports achievement of desired effluent quality; and,
- Achieves nutrient removal without chemical addition.

Wastewater treatment capacity and demand in the year 2030 are summarized in Table 21. This Table demonstrates that the upgraded Twin Cities treatment plant will have adequate capacity in terms of volume to handle the infill and growth plans of the Towns of East New Market and Secretary, including the high growth projection under the priority funding areas (PFA) scenario.

**Table 21**  
**Demand and Available Capacity - 2030 Growth Scenarios**  
**(Assumes WTPP expanded to .4MGD)**

<b>2030 Growth Scenarios</b>	<b>Trend (50% to Towns)</b>	<b>Hybrid (75% to Towns)</b>	<b>PFA (100% to Towns)</b>
Total Demand (2030)	1014	1139	1260
Net Available Capacity	586	461	340

Source: Scenarios from Dorchester County WRE, October 2009

## Wastewater Treatment: Point Source Pollution

The existing and future point source loadings for the treatment plant, based on flow alone, and without nutrient reduction in place, are estimated in Table 22.

**Table 22  
Untreated Point Source Loads Under  
Existing and Expanded WTPP**

	<b>Design Capacity</b> (mgd)	<b>TN</b> (lb./ac./yr)	<b>TP</b> (lb./ac./yr)
Existing Twin Cities WTPP	.281	15,386	3,846
Expanded WTPP	.400	21,902	5,475
Increase in TN and TP if left untreated: 42 percent			
Fecal coliform: no change permitted (TMDL: $1.489 \times 10^8$ counts per day)			
Levels are significantly higher than nutrient caps likely to be established in the future.			

Under the TMDL, Twin Cities has limits on fecal coliform, but no limits on nutrient loads at this time. The nutrient caps that are likely to be established for Twin Cities for 2030 are 6,100 pounds per year of TN and 457 pounds per year of TP (Source: Dorchester County Water Resource Element, October 2009). The NPDES process regulated by MDE will be used as the authoritative source for nutrient and bacteria caps that will be placed on the new plant.

Table 23 summarizes the projected point source loadings associated with the Twin Cities WTPP on the basis of three growth scenarios used in the Dorchester County Water Resources Element for the Lower Choptank River basin (of which, the Warwick River is a sub-basin). The Table shows that the nutrient caps which will likely be established by the State, will constrain growth in East New Market (and the Town of Secretary) even with the planned BNR upgrade of the Twin Cities facility.

**Table 23  
Projected 2030 Point Source Discharges  
Twin Cities WTPP Growth Scenarios  
(East New Market and Secretary)**

	<b>County Comp Plan Scenario (50% Growth to Towns)</b>	<b>Hybrid Scenario (75% Growth to Towns)</b>	<b>PFA Scenario (100% Growth to Towns)</b>
Future Capacity (mgd)	400,000 gallon per day (BNR upgrade)		
Likely Nutrient Caps (lbs/year)	TN: 6100 TP: 457		
Future Avg. Daily Flow (mgd)	0.25	0.28	0.32
Estimated Loads (lbs/year)	TN: 6169 TP: 1542	TN: 6930 TP: 1733	TN: 7667 TP: 1917
Remaining Capacity	TN: (69) TP: (1085)	TN: (830) TP: (1276)	TN: (1567) TP: (1460)

Source: Dorchester County Water Resources Element (October 2009); Lower Choptank River basin

The combined demand from the East New Market Municipal Growth Element (using the upper range of infill and two growth areas), plus infill and growth associated with the 2010 Municipal Growth Element of the Town of Secretary is .271MGD. The implementation of the plans of both towns will produce point source loads at Twin Cities which are higher than the "County Comp Plan" scenario, but less than the "Hybrid Growth" scenario.

Table 24 shows that the nutrient loads associated with the build out of the Land Use Plans and Municipal Growth Elements of East New Market and Secretary, even under the BNR upgrade, will exceed the standards likely to be established in the future by a wide margin. However, implementation of enhanced nutrient removal techniques (ENR) will permit infill and growth without exceeding future limits. (See Table 24) There are reasonable opportunities to reduce nutrient pollution to ENR levels using the spray application of treated wastewater to land surfaces. The area has abundant acres of cleared rural land with suitable soils.

**Table 24  
Projected Point Source Discharges  
Build Out of East New Market and Secretary\*  
Infill and Growth Plans**

<b>Future Capacity (mgd)</b>	<b>.4MGD with BNR</b>	<b>.4MGD with ENR</b>
Likely Nutrient Caps (lbs/year)	TN: 6100 TP: 457	TN: 6100 TP: 457
Average Daily Flow at Build- Out (mgd) (East New Market and Secretary)	0.271	0.271
Estimated Loads (lbs/year)	TN: 6687 TP: 1672	TN: 2473 TP: 247
Remaining Capacity	TN: (587) TP: (1215)	TN: 3627 TP: 210

\*Secretary infill assumed to be 45 EDUs (ARRO Report 2007); includes Secretary Growth Area in the 2010 MGE; assumes Critical Area Growth Allocation is granted, and a 300-foot stream buffer is used.

### Combined Point and Non-Point Source Discharges

The total point and non-point source discharges for the Warwick River, based on the Municipal Growth Elements of East New Market and Secretary are summarized in Table 25. The non-point loadings of TN and TP are especially high because the watershed is predominantly agricultural land; nearly all of this farmland is outside the Towns of East New Market and Secretary. Table 26 summarizes data for the Lower Choptank River.

**Table 25  
Total Pollutant Loadings – Warwick River**

<b>Data in pounds per year</b>	<b>Existing Conditions</b>	<b>Build-Out Conditions<sup>1</sup> With BNR</b>	<b>Build-Out Conditions<sup>1</sup> With ENR</b>
Non-Point Source <sup>2</sup>	TN: 27,183	TN: 27,097	TN: 27,097
	TP: 2,835	TP: 2,818	TP: 2,818
Point Source <sup>3</sup>	TN: 4,698	TN: 6,687	TN: 2,473
	TP: 1,175	TP: 1,672	TP: 247
Total	TN: 31,881	TN: 33,784	TN: 29,570
	TP: 4,010	TP: 4,490	TP: 3,065

<sup>1</sup> Assumes rural conservation per County Plan (but development may reduce non-point levels)

<sup>2</sup> See Appendix B: Non-Point Estimates

<sup>3</sup> Assumes .4MGD WTPP with BNR; see Table 24.

**Table 26**  
**Total Pollutant Loading – Lower Choptank River**

Data in pounds per year	Existing Conditions	2030 Trend Scenario	2030 Hybrid Scenario	2030 PFA Scenario
<b>Non-Point Source</b>	TN: 543,394	TN: 362,259	TN: 358,785	TN: 355,435
	TP: 37,211	TP: 25,141	TP: 25,184	TP: 25,227
<b>Point Source</b>	TN: 55,386	TN: 46,533	TN: 50,411	TN: 54,163
	TP: 8,846	TP: 5,612	TP: 6,101	TP: 6,573
<b>Total</b>	TN: 598,780	TN: 408,792	TN: 409,196	TN: 409,598
	TP: 46,057	TP: 30,753	TP: 31,285	TP: 31,800

Source: Dorchester County WRE (October 2009).

## Land Use Plan Scenarios

In preparing this element, several land use scenarios were evaluated in coordination with Dorchester County. The most ambitious plan reflected an “end state” vision for growth that spanned some 80 years into the future. It included 162 acres specifically intended for annexation and approximately 321 acres of “joint planning area” (See Background Studies, September 29, 2007). Largely due to the conversion of highly erodible cropland to residential uses, the non-point loadings of the end state scenario would have declined significantly. Compliance with the State Forest Conservation Act, and a requirement for stream buffer protection (both of which are still part of the Comprehensive Plan) further reduced non-point pollution estimates.

While increased population growth under the end state vision placed high demands on wastewater treatment and water supply, the point source loadings from this high growth scenario did not exceed the approved TMDL (which limits bacterial loadings).

The growth plan adopted by the Town of East New Market has been scaled back significantly from earlier scenarios. No additional scenarios have been evaluated because options are limited in a practical sense: infill growth will occur according to State smart growth policy and the only parcel planned for residential annexation (49 acres), is specifically designated for 24 EDUs in accordance with a consent decree.

## **Water Resource Goals and Objectives**

### **Water Supply Goals:**

The Town will provide an adequate supply and a good quality of water for existing and planned development, consistent with the Comprehensive Land Use Plan, Municipal Growth Element, and with the State's goals and programs for water resources. The Town will implement measures to avoid or minimize risks associated with potential contamination or degradation of water sources from the surface.

### **Water Supply Objectives:**

- (1) The Town will provide and maintain infrastructure needed to supply water to current customers and future customers that are annexed into the Town, using a system of ground water wells, water pumps, surface tanks, and distribution lines.
- (2) The Town will continue to monitor water usage to periodically assess the adequacy of water supply, and will continue to make individual assessments about the resource demands and impacts associated with development projects and annexation proposals.
- (3) The Town will encourage State government to study the long term use of groundwater for irrigation in order to assure all population centers in the County that large withdrawals for irrigation will not threaten water supply or quality.
- (4) The Town will consider new study results from USGS, MDE, and other sources as part of the State-mandated six-year Plan review process, and make adjustments and recommend actions, as appropriate.

### **Water Quality Goals:**

The Town will achieve the TMDL goals for point and non-point sources of bacteria. The Town will minimize non-point sources of nitrogen, phosphorous, and sediment through the planning process and development review process. Sensitive areas will be protected from development.

**Water Quality Objectives:**

- (1) The Town's new wastewater treatment plant will achieve the TMDL and adopt new nutrient caps as part of the NPDES permit process.
- (2) Applicants for development will be required to submit estimates of "before-and-after" non-point sources pollution loadings.
- (3) The Town will require development projects to incorporate best management practices for stormwater runoff and will seek comments and advice from MDE as part of the process.
- (4) The Town will discourage the cutting of forest in the Growth Area, will require 15 percent forest cover on developing sites, and will require afforestation of stream buffers where needed.
- (5) Sensitive areas will be protected from development. A 100-foot buffer will be required for development in the Growth Area.
- (6) The Town will consider new study results from USGS, MDE, and other sources as part of the State-mandated six-year Plan review process, and make adjustments and recommend actions, as appropriate.

**WRE Recommendations**

- (1) The Town should coordinate with the County to ensure that Dorchester County's Comprehensive Water and Sewerage Plan reflects the Town's infill priorities and supports the Town's Growth Area Map. As such, water and sewer service areas should be revised accordingly to prevent any inconsistencies. (See Maps 7 and 8)
- (2) Water Supply and Wastewater Treatment Capacity Management Plans should be developed to track overall use, to reserve capacity for infill development and emergencies, to assess the impacts of new development, to prioritize service to sites planned for annexation, and to periodically adjust reserved capacity.

- (3) The Town should continue work on the replacement of the Piney Point well.
- (4) The Town should continue work with the Town of Secretary and MDE to upgrade the Twin Cities WWTP.
- (5) The Town should examine the use of land application as a means to reduce nutrient loads; work with Secretary, Dorchester County, and MDE to identify suitable sites and acreages; and comprehensively plan for site acquisition, reservation, or other means of protection for future use.

## **SENSITIVE AREAS ELEMENT**

### **Introduction**

This Sensitive Areas Element supports and addresses the need to protect environmentally sensitive areas based on the concept that these resources are vital to the well being of the Town and its residents. Disturbance of these areas degrades or eliminates natural processes that provide protection from localized flooding, as well as habitat protection and groundwater supply. Furthermore, alteration of these areas can impact the natural resources that contribute to the Town's character and the residents' quality of life.

### **Sensitive Areas**

The Economic Growth, Resource Protection, and Planning Act of 1992, as amended by House Bill 1141 (enacted during the 2006 Maryland Legislative Session), requires that the comprehensive plan address protection of the following five sensitive areas:

- (1) Streams, wetlands, and their buffers;
- (2) 100-year floodplain;
- (3) Habitats of threatened and endangered species;
- (4) Steep slopes; and,
- (5) Agricultural and forestlands intended for resource protection.

While principally a built environment, the Town does have some notable natural resources, as described below:

#### **Streams, Wetlands, and Their Buffers**

According to the Maryland Department of Natural Resources Non-tidal Wetlands Guidance Maps there is an area of Palustrine non-tidal wetlands within the Town. These wetlands are associated with the forested area to the south of the Town, northeast of the intersection of MD Route 392 and Linkwood Road. This non-tidal wetland area requires a 25-foot protective buffer. There are no streams located within or directly adjacent to the Town of East New Market.

### **100-Year Floodplain**

There is no land area in the Town that is within the 100-year floodplain, as identified by the National Flood Insurance Program Maps.

### **Habitats of Rare, Threatened and Endangered Species**

There are no known rare, threatened, or endangered plant or animal communities in the area according to the Maryland Natural Heritage Program. The Town is locally known to be inhabited by wildlife that normally accepts rural to semi-rural types of environment as their habitat. However, none of the locally known species are listed on the Federal or State threatened or endangered plants and animals identification list.

### **Soils and Steep Slopes**

The soils in the Town of East New Market consist principally of (with approximate percentages) Fallsington (10%), Woodstown (40%), and Sassafras (50%). The Woodstown and Sassafras soils series are moderately well to well drained and are conducive to both agricultural and development purposes, but require considerable amounts of moisture to be productive. The Fallsington soils are poorly drained soils, found in low-lying uplands and depressions. Topography ranges from no slope to 5% slope.

### **Agricultural and Forestlands Intended for Resource Protection**

As a result of the 2001 annexation, the southern portion of the Town does have an approximate 11-acre forested area. Within the forested area is the non-tidal wetland area mentioned above. The Town has no other agricultural or forestlands designated for resource protection.

### **Sensitive Areas Goal**

To protect and enhance the Town's air and water quality, important habitats, and other natural features that contributes to the Town's quality of life.

## **Sensitive Areas Objectives**

- (1) To protect the quality of air, water, and land from the adverse effects of growth and development.
- (2) To ensure that development and re-development are controlled so that negative on-site impacts are minimized by protecting sensitive areas, controlling stormwater run-off, and preserving the quality of the Town's groundwater, both during and after construction.

## **Sensitive Areas Policies**

Of the five types of "sensitive areas" designated by the 1992 Planning Act, as amended by House Bill 1141, the Town has only a small area of non-tidal wetland. Specific policies should be added to the Plan in the event that other sensitive areas become part of the Town as a result of annexation or via new discovery of such areas within the Town.

- (1) With respect to the 1992 Planning Act's designated sensitive areas (non-tidal wetland); current state law requires a minimum 25-foot undisturbed buffer around non-tidal wetlands. It is recommended that non-tidal wetlands be protected from development impacts.
- (2) Development should be compatible with sensitive areas. Development regulations including yard setbacks and lot coverage should be revised to provide flexibility for avoiding development in sensitive areas.
- (3) Review of plans for proposed development should ensure that all reasonable measures are taken to protect sensitive areas both during and after development.
- (4) When it is not possible for development to avoid sensitive areas, developers should be required to use construction techniques that minimize impacts. Any necessary adverse impacts to sensitive areas should be sufficiently mitigated.

## **Sensitive Area Recommendations**

- (1) Flexibility in lot size standards should be permitted for developers to protect sensitive areas.

- (2) The Town should continue to work with Dorchester County in the implementation of the Forest Conservation Law.
- (3) Sand and gravel are Dorchester County's only mineral resources; however, there are no mineral resources currently in the Town. Should future annexation include lands containing viable sand and gravel excavation, a revision to the Comprehensive Plan to include a Mineral Resources Element is recommended.

## **COMMUNITY CHARACTER ELEMENT**

### **Introduction**

The unique history, architecture, and visual landscape of East New Market create a strong identity for this Eastern Shore crossroads town. East New Market's physical, natural, and socio-economic characteristics significantly contribute to the quality of life valued by its residents. This Community Character Element seeks to establish direction for the future quality and character of the overall community.

### **Town of East New Market Historic District**

The East New Market Historic District was entered into the National Register of Historic Places on October 1, 1975. It was the first municipality in Dorchester County to receive a designation by the State of Maryland as a historic district.

The original town boundaries define the District (See Map #9), which encompasses approximately 75 buildings that represent a variety of 18<sup>th</sup>, 19<sup>th</sup>, and 20<sup>th</sup> century architectural styles. The majority of the buildings in the Town appear to date from the 19<sup>th</sup> century, although a large percentage constitutes altered versions of earlier buildings. A great number of buildings are private residences; only about ten are utilized commercially, and these are located at the junction of the two main streets, an area of the village long utilized for this purpose.

Development within the parameters of the Historic District is required to adhere to a set of Design Guidelines, which sets out to preserve the visual landscape while maintaining the strong historic identity of the Town. This is accomplished by taking into consideration landscape, topography, building height, roof form, material, and architectural details. The Town of East New Market believes that the survival of its cultural heritage depends not only on the effectiveness of federal and State regulations, but on the strength of individuals, the local historic preservation commission, the local zoning authorities, and the local governing body. It is because of this collaborative effort to foster strong protection of and enhance the Town's historic resources, that the extraordinary visual character and uniqueness of the Town is preserved.

## **The Heart of Chesapeake Country Heritage Area**

The Heart of Chesapeake Country Heritage Area was certified by the State as a Maryland Certified Heritage Area in 2002. The Heritage Area encompasses a large portion of the unincorporated areas of Dorchester County, as well as the incorporated areas of Cambridge, East New Market, Secretary, Church Creek, Hurlock, and Vienna.

The Heritage Area focuses on life along the Chesapeake and is designed to protect and enhance heritage resources, while strengthening the local economy through opportunities for heritage tourism. The Town of East New Market advocates the implementation of The Heart of Chesapeake Country Heritage Tourism Management Plan and recognizes the Plan presents an opportunity to develop tourism as a component of economic growth. "The Heart of Chesapeake Country Heritage Area Tourism Management Plan" dated June 2002, and as may be amended from time to time in the future, is hereby incorporated, by reference, in the East New Market Comprehensive Plan.

Participation in the Heritage Area as a Target Investment Zone (TIZ) allows local businesses, non-profits, and Town government to take advantage of matching grants, loans, and tax credits for improving or expanding area services.

The Town of East New Market TIZ (See Map #10) was activated on October 16, 2008. Target Investment Zones are smaller areas within the Certified Heritage Area which are well suited, prepared for, and ready to attract capital and development. These areas are able to attract significant private investment and leverage public dollars. TIZ's have the backing of local government and are capable of enhancing tourism and encouraging protection of resources in measurable ways. Because East New Market is designated as a TIZ, the Town qualifies for additional economic benefits, including capital grants and loans and extended historic rehabilitation tax credits.

## **The Harriet Tubman Underground Railroad Scenic Byway**

Organizations in Dorchester and Caroline counties are currently working towards the designation of a 64-mile Harriet Tubman Underground Railroad Scenic Byway (URSB) as a National Scenic Byway. This Byway is being designed to provide people with an

understanding of slavery on the Eastern Shore and the quest for freedom via the Underground Railroad, which was exemplified by Harriet Tubman, Frederick Douglass, and countless others. The expectation is to engage individuals in the story and convey its relevance to our own times.

A corridor management plan is being prepared which outlines the URSB Route. This route was conceived as a northbound route that traces the likely movements of freedom seekers across the landscape. It connects a number of historic towns including Cambridge, East New Market, Preston, Denton, Hillsboro, and Greensboro.

East New Market and its Historic District cover a significant portion of the route. East New Market is a critical part of the route as it is an intact historic town where slavery on the Eastern Shore can be explored. Of particular interest is the Edmonson House at 9 Main Street, which was very likely used for slave trading and therefore provides an opportunity to discuss the sale of enslaved people to the South and its role in motivating Eastern Shore slaves to escape. The upstairs of the house has 46 separate inscriptions on the walls, one dating from 1806 and the rest from 1835-1837. They are believed to be the names of slave traders from Florida, Virginia, Mississippi, Georgia, and North Carolina. At least two of the names are linked to a notorious Baltimore slave trader. This provides evidence that, although chattel records from Dorchester County show a significant drop-off in the number of slaves being sold out of state in the 1830s, there was still significant slave trading to the South happening well into the late 1830s. Enslaved populations would probably have known that their friends and family were being taken and this would have undoubtedly been a motivator to run away.

The Town of East New Market, with its historic fabric intact, will make a significant contribution towards the unique interpretative experience anticipated by the creation of the Harriet Tubman Underground Railroad Scenic Byway.

## **Community Character Goal**

The overall goal of the Community Character Element is to establish guiding principles to promote, protect, and enhance the historic and cultural resources that uniquely define the community.

## **Community Character Objectives**

- (1) Maintain the integrity of existing residential neighborhoods.
- (2) Preserve and protect the Town's historic and cultural resources.
- (3) Protect neighborhoods from undesirable traffic impacts.
- (4) Minimize any adverse impacts of commercial development.
- (5) Encourage development design that reflects the traditional character of the Town.
- (6) Support the development of safe and affordable housing.
- (7) Endorse and promote heritage tourism opportunities.
- (8) Encourage retention of existing businesses, promote the responsible location of new businesses, allow for traditional neighborhood businesses, and encourage business and commercial revitalization.

## **Community Character Policies**

- (1) The Town shall retain, and shall encourage the County to retain; a clear and well-defined edge where growth and development in and around the Town ends, and rural areas begin.
- (2) Transportation projects should be evaluated for impacts on local street traffic and on existing and planned land uses. Transportation projects should not physically divide or otherwise adversely affect established residential and commercial neighborhoods.
- (3) Strip commercial development (that which is car-related and placed side-by-side) shall be avoided.
- (4) Large residential and commercial lots (> 1 acre) shall be discouraged.

- (5) Yard setbacks, bulk standards, built size, and height restrictions that retain and reflect historical development patterns or promote desirable community character shall be established.
- (6) The review of development proposals will place priority on protection of historic and culturally significant buildings, monuments, and spaces that contribute to the character of the Town.
- (7) The scale, character, number, and location of signs shall be in conformance with the Town's historical character.
- (8) Site designs that retain or create a pedestrian-friendly community shall be encouraged and facilitated.
- (9) All redevelopment and new development shall retain the pattern, scale, and character of the surrounding neighborhood.
- (10) Historic qualities will be developed into the design of new and remodeled housing to maintain the property value of existing historic homes.
- (11) The Town shall retain and acquire adequate public open space to enhance the Town's character and quality of life.
- (12) Town gateways should be easily recognizable and enhanced with appropriate signage and landscaping.
- (13) Development and re-development, both commercial and residential, should be architecturally compatible with existing structures to maintain the historic character of the Town.
- (14) Traditional neighborhood business activities, low impact businesses, and home-based businesses should be encouraged in designated areas of the Town as part of the Town's redevelopment efforts.
- (15) Street trees and trees in open spaces should be planted and/or retained.
- (16) Connections to the rural landscape should be maintained by coordinating with the County to encourage protection of

farm-land and forest-land outside of the Town's growth boundary.

## **Community Character Recommendations**

- (1) The Town should support and participate in all efforts associated with The Heart of Chesapeake Country Heritage Area, as well as the proposed Harriet Tubman Underground Railroad Scenic Byway.
- (2) The Town should continue to enforce, and strengthen where necessary, the mandatory Historic District Design Guidelines for all development and redevelopment within the District.
- (3) The Town should keep the Historic District Commission fully staffed and make certain that the Commission's Rules of Procedure are current.
- (4) The Town should work with the County to establish a clear urban versus rural edge.
- (5) The Town should promote housing affordability by revising its zoning ordinance to allow for flexible zoning techniques such as mixed use and planned unit development options; zoning incentives such as bonus densities in exchange for providing certain price range housing; and the creation of accessory housing in certain zoning districts.
- (6) The Town should encourage infill and redevelopment by revising the zoning ordinance to allow for development options that reflect the pattern, use, function, and character of existing neighborhoods.
- (7) The Town should revise the zoning regulations to allow for and encourage low impact businesses and home-based businesses.
- (8) The Town's zoning regulations should be streamlined and made more flexible in order to encourage economic growth projects.
- (9) The Town should encourage businesses that provide support to resource-based industry of the surrounding region.

- (10) The Town should continue to work with the County to obtain Program Open Space funding to help support recreational and open space projects.
- (11) The Town should adopt landscaping standards that would be applicable to all development.
- (12) The Town should continue to work with the County in the implementation of its Forest Conservation Program and encourage street tree planting as a means to meet the requirements of this Program.
- (13) The Town should update its sign regulations in order to ensure they are in keeping with the Town's historic character.
- (14) The Town should update its zoning and subdivision regulations to provide additional planning tools to meet the community character goals, objectives, and policies.

## **INTER-JURISDICTIONAL COORDINATION AND STREAMLINING ELEMENT**

### **Inter-jurisdictional Coordination**

Inter-jurisdictional coordination is an important issue for East New Market. It is a valuable tool to help identify potential conflicts and attempt to address them as an integral part of the Comprehensive Plan. The Town's growth and development depends on coordination and cooperation among various federal, State, and county agencies, as well as municipal officials from neighboring Secretary.

Inter-jurisdictional coordination is defined as the act of establishing periodic means of communication with officials of other political jurisdictions for the purpose of addressing and resolving issues of mutual interest related to the operations, and future physical, economic, and social development of the area. The Comprehensive Plan should be the cornerstone of all coordination and cooperation efforts and should set the tone and reflect the jurisdiction's attitude toward such cooperation.

### **Inter-jurisdictional Coordination Goal**

To ensure that the federal, State, County, and adjoining municipal governments are aware and supportive of the Town's Comprehensive Plan, particularly with regard to County and State land use plans, capital projects, funds, permits, and technical assistance.

### **Inter-jurisdictional Coordination Objectives**

- (1) Provide government services efficiently and at the minimum cost possible.
- (2) Continue to coordinate water and sewer planning with Dorchester County and the Town of Secretary.
- (3) Take advantage of federal, State, and County grant and low-interest loan programs in order to achieve the goals of this Plan.
- (4) Due to the close proximity of the Town of Secretary, have regular and open communication with this "sister city", particularly with regard to issues of mutual concern.

## **Inter-jurisdictional Coordination Policies**

- (1) Whenever the Town Comprehensive Plan is revised, the process should include meetings with the Town of Secretary, and relevant Dorchester County and State officials.
- (2) The Town should continue to work with the County to manage the Town's designated Growth Area and to accomplish strategic planning with regard to annexation potential.
- (3) The Town should provide notices to the County of proposed actions within the Town that may be of interest to the County. The Town will work with the County to arrange reciprocal notification of nearby proposals that may be of interest to the Town.
- (4) The Town Planning Commission should review and comment on proposed County land use activities that have potential to affect the Town.
- (5) The Town should arrange periodic meetings with County, State, and municipal officials on matters needing special attention, such as transportation and water and sewer.

## **Inter-jurisdictional Coordination Recommendations**

- (1) The Town should coordinate with the Town of Secretary and the County in quarterly or semi-annual meetings regarding growth and development issues.
- (2) The Town should continue to work with the State, County and the Town of Secretary to explore ways to increase sewer capacity and to identify funding sources for water and sewer improvements.
- (3) The Town should institute an East New Market/Secretary joint review process for development projects to be located between the two towns.
- (4) The East New Market Planning Commission should work with the County to establish a review process for proposed land activities that have the potential to affect the Town.

- (5) The Town should publicize a regular meeting schedule for its committees, commissions, and elected officials in order to provide improved communications.
- (6) The Town should coordinate regularly with County offices on their plans and programs, especially with regard to pertinent developments and subdivisions.
- (7) The Town should contact County and State agencies early in the process for each new annexation.
- (8) The Town should continue to communicate with federal and State agencies to improve chances of bringing community-based programs to the Town when appropriate.
- (9) The Town should continue coordination with the neighboring Towns of Secretary and Hurlock. This can generate positive public involvement, joint project planning, and consensus building.
- (10) The Town should adopt a Joint Planning Agreement with the Town of Secretary and Dorchester County, incorporating common points of understanding and agreement, consistent with the growth policies of the Town.

## **Streamlining**

The 1992 Planning Act, as amended, calls for streamlining of regulatory mechanisms to achieve the Act's Twelve Visions. While there is always citizen concern over the amount of government regulation, East New Market residents recognize the necessity of regulations in order to protect residents' health, safety, and welfare; and to protect the aesthetic quality of the Town.

The level of development activity in East New Market to date has been relatively low, and therefore, the Town's project reviews have occurred in a timely manner. Larger, more complex projects could experience greater delays, especially if they involve reviews by outside agencies of the County, State or federal government.

The Town should create a streamlined review of applications for development; especially permit review and subdivision review within the Town's growth boundary. The Town should also explore the

development of flexible regulations to promote re-development, economic growth, and innovative and cost-saving project design.

### **Recommended Streamlining Strategies**

- (1) The Town should produce a layperson's guide for land development and permitting. The guide could address the permits or approvals needed for typical activities, including brief descriptions of the applicable regulatory programs, and direct individuals to the appropriate agencies. It could also include contact names, addresses, telephone numbers, and email addresses.
- (2) The Town should work with the County to support efforts to standardize the administration and enforcement procedures associated with the Forest Conservation Act.
- (3) The Town should revise its zoning ordinance and subdivision regulations to provide additional opportunities for streamlined approval processes, where feasible.
- (4) The Town should include time limitations in its zoning ordinance and subdivision regulations for plat and plan reviews, plat recordation, and construction completion.

## **IMPLEMENTATION ELEMENT**

### **Introduction**

The success of any planning program lies in its implementation. Once adopted, the East New Market Comprehensive Plan becomes the official growth policy statement and long-range development philosophy of the community. However, adoption of the Plan does not guarantee its implementation. In order for the Plan to be an effective instrument of Town government, it must be an integral part of the day-to-day administrative and political process. The East New Market Plan cannot be implemented unless a deliberate and coordinated effort is made by the Planning Commission and Mayor and Town Commissioners to insure that all future development proposals are carefully evaluated for consistency with the goals, objectives, and policies set forth in the Plan.

### **Implementation Goal**

To facilitate and encourage implementation of the Plan, each element of the Plan contains objectives and policy statements suggesting various implementation approaches; thus providing clear guidance to those responsible for implementation as to how to proceed. The Plan also provides enough flexibility for changing conditions in the community.

### **Implementation Objective**

To prepare and apply regulations, incentive programs, and coordination mechanisms that will bring the visions, goals, objectives, policies, and recommendations of the Plan to fruition.

### **Implementation Strategies**

- (1) The Town shall amend and adopt zoning maps, zoning and subdivision regulations, and other regulations and procedures in accordance with the policies and recommendations of the Plan.
- (2) Adopt a health and safety housing code for all housing units.

- (3) Assure that all regulations, programs and projects are consistent with the spirit and intent of the Comprehensive Plan.
- (4) Review and, if necessary, revise the Town's fee schedule to include all types of permits and to help offset costs for project reviews.
- (5) Amend regulations to require development projects to provide adequate landscaping and recreational and open space areas.
- (6) Regulatory flexibility will be accomplished, in part, by revising prescriptive zoning and other regulations to be more descriptive of desired outcomes.
- (7) Permit streamlining will be accomplished by working with State agencies to "certify" consistency of Town projects as part of formal State applications; and by working with the County to standardize the administration and enforcement procedures of the Forest Conservation Act.
- (8) The Town should adopt "benchmarks" related to its' physical, economic, social, and environmental condition, as well as annual "goal measures" for each benchmark. This will permit the Plan to be effectively evaluated over time to determine whether it is being successfully implemented.
- (9) The Planning Commission shall prepare an "Annual Report" which summarizes planning, zoning, subdivision, site plan, project review, and Board of Appeals activities; assesses progress in meeting the missions of the Plan; assesses Town benchmarks; summarizes County and State actions affecting the Town; and makes recommendations to the Mayor and Commissioners for strengthening growth management and resource protection in the Town. This "Annual Report" shall be sent to the Mayor, Town Commissioners, and to the Maryland Department of Planning.

# **MAP SUITE**

# **APPENDIX**

## **TOWN OF EAST NEW MARKET DEVELOPMENT CAPACITY ANALYSIS APPENDIX A**

The Maryland Department of Planning (MDP) conducted a development capacity analysis in conjunction with the Town of East New Market. This involved collecting, integrating, and interpreting data to make it “fit” MDP’s growth simulation model. MDP ran the growth model with default assumptions and current Town zoning to obtain preliminary results. MDP worked with the Town of East New Market Planning Commission to build the base set of information and assumptions that shape the analysis and examine possible growth scenarios.

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](http://www.mdp.state.md.us/develop_cap.htm))

See the report mentioned above for a full description of the analysis’ methodology and its caveats. MDP’s analysis, while not perfect, was endorsed by the Development Capacity Task Force and many local governments. This analysis produces estimates of the number of dwelling units built by build-out based on existing zoning, land use, parcel data, sewer service, and information about un-buildable lands. This analysis does not account for school, road, or sewer capacity. The estimates are focused on the capacity of the land to accommodate future growth.

### **Background and Trend Data**

Based on the Census, in 2000 the Town of East New Market had a population of 240, comprising 0.78 percent of the total County population.

Dorchester County is expected to grow from 30,674 in 2000 to 39,900 by 2030, an increase of 9,226. Based on the County’s projected growth the Town of East New Market stands to add an additional 72 persons by 2030.

**Capacity Analysis**

The preliminary results of the growth model use the default MDP assumptions of the model and the current zoning of the Town of East New Market.

The scenario shows that there is more than sufficient capacity for the Town of East New Market’s projected growth of an additional 72 people or 32 households by 2030. According to MDP’s capacity analysis, there is a total capacity of 327 households or 729 people (based on a household size of 2.23 for the Town in 2000) within the Town limits. The vast majority of this capacity is located on four parcels with 174 households of capacity.

The capacities for each zoning category are show in Table 1 below. The R1 and R2 zones contain the most capacity. This is largely due to the availability of land in these two zones. (See Table 1 for acreage of each zone).

**Table 1: Capacity by Zoning Category**

Zoning	Capacity (in Households)	Acres
EM-C	0	59
EM-R1	43	69
EM-R2	260	103
EM-R3	24	20
<b>Total</b>	<b>327</b>	<b>251</b>



## TOWN OF EAST NEW MARKET WRE NON-POINT SOURCE POLLUTION ESTIMATES WARWICK RIVER WATERSHED APPENDIX B

### East New Market & Secretary: Existing Conditions v. Build-Out\*

#### Existing Watershed Conditions: Non-Point Source Pollution Estimates\*

	Acres	TN Rate lbs/acre	TP Rate lbs/acre	S Rate Lbs/acre	Loads Generated		
					TN (lbs)	TP (lbs)	S (lbs)
Agriculture	2745	8.03	0.88	0.21	22042.35	2415.6	576.45
Forest	765	1.51	0.02	0.02	1155.15	15.3	15.3
Urban	546	7.30	0.74	0.04	3985.8	404.04	21.84
W-shed Acres	4056						
Totals					27183.3	2834.94	613.59

#### Watershed Build-Out: East New Market and Secretary Infill and Growth\*

	Acres	TN Rate lbs/acre	TP Rate lbs/acre	S Rate Lbs/acre	Loads Generated		
					TN (lbs)	TP (lbs)	S (lbs)
Agriculture	2627	8.03	0.88	0.21	21094.81	2311.76	551.67
Forest	765	1.51	0.02	0.02	1155.15	15.3	15.3
Urban	664	7.30	0.74	0.04	4847.2	491.36	26.56
W-shed Acres	4056						
Totals					27097.16	2818.42	593.53

#### Comparison: Existing V. Build-Out

	Existing	Build-Out	Percent Change with Build-Out
TN	27183.3	27097.16	0.003169 Lower
TP	2834.94	2818.42	0.005827 Lower
S	613.59	593.53	0.032693 Lower

**\*NOTES:**

Secretary Build-Out based on Growth Area A in 2007 Draft MGE.

East New Market Build-Out based on May 2010 Draft MGE.

Loading data from Tributary Strategy (06 Final) with septic loads removed from TN.

TN: Total Nitrogen; TP: Total Phosphorous; S: Sediment

Build-Out assumes 15% forest retention or afforestation.

## TOWN OF EAST NEW MARKET WRE NON-POINT SOURCE POLLUTION ESTIMATES EXISTING V. BUILD-OUT APPENDIX C

### Existing V. Build-Out / Loads from Municipal Territory and Planned Annexation

#### Existing Watershed Conditions: Non-Point Source Pollution Estimates\*

Town (2009)	Acres	TN Rate lbs/acre	TP Rate lbs/acre	S Rate Lbs/acre	Loads Generated		
					TN (lbs)	TP (lbs)	S(lbs)
Agriculture	64	8.03	0.88	0.21	513.92	56.32	13.44
Forest	33	1.51	0.02	0.02	49.83	0.66	0.66
Urban	128	7.30	0.74	0.04	934.4	94.72	5.12
Acres in Town	225						
Growth Area A Agriculture	20	8.03	0.88	0.21	160.6	17.6	4.2
Growth Area B Agriculture	34	8.03	0.88	0.21	273.02	29.92	7.14
Forest	10	1.51	0.02	0.02	15.1	0.2	0.2
Urban	5	7.3	0.74	0.04	36.5	3.7	0.2
Totals					1983.37	203.12	30.96

#### Build-Out Conditions: Non-Point Source Pollution Estimates\*

Town (2009)	Acres	TN Rate lbs/acre	TP Rate lbs/acre	S Rate Lbs/acre	Loads Generated		
					TN (lbs)	TP (lbs)	S(lbs)
Agriculture	0	8.03	0.88	0.21	0	0	0
Forest	34	1.51	0.02	0.02	51.34	0.68	0.68
Urban	191	7.30	0.74	0.04	1394.3	141.34	7.64
Acres in Town	225						
Growth Area A Urban	17	7.3	0.74	0.04	124.1	12.58	0.68
Forest	3	1.51	0.02	0.02			
Acres in A	20						
Growth Area B Agriculture	0	8.03	0.88	0.21	0	0	0
Forest	7.3	1.51	0.02	0.02	11.023	0.146	0.146
Urban	41.7	7.3	0.74	0.04	304.41	30.858	1.668
Acres in B	49						
Totals					1885.173	185.604	10.814

**Comparison: Existing V. Build-Out**

	Existing	Build-Out	Percent Change with Build-Out
TN	1983.37	1885.173	0.04951 Lower
TP	203.12	185.604	0.086235 Lower
S	30.96	10.814	0.650711 Lower

**\*NOTES:**

Loading data from Tributary Strategy (06 Final) with septic loads removed from TN.  
TN: Total Nitrogen; TP: Total Phosphorous; S: Sediment  
Build-Out assumes 15% forest retention or afforestation.