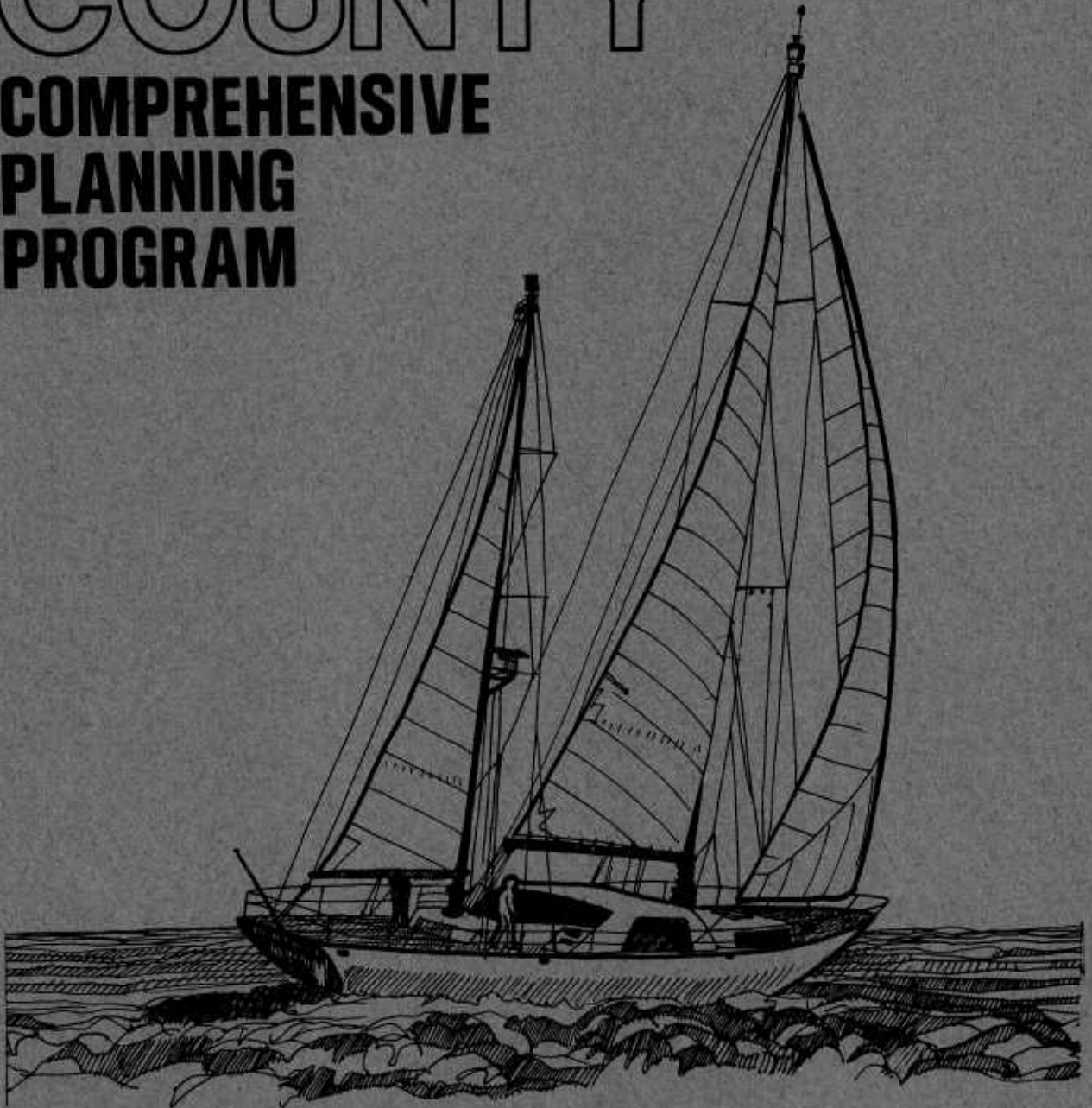


# DORCHESTER COUNTY

**COMPREHENSIVE  
PLANNING  
PROGRAM**



# **COMPREHENSIVE PLAN**

**URBAN PATHFINDERS INC.**

2-9-12-46

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# DORCHESTER COUNTY

## COMPREHENSIVE PLANNING PROGRAM



PRICE \$5.00 PER COPY

Prepared for: DORCHESTER COUNTY PLANNING AND ZONING COMMISSION  
Box 307  
Cambridge, Maryland 21613

Prepared by : URBAN PATHFINDERS, INC.  
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November 1974

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development, as administered by the Maryland Department of State Planning.



# ABSTRACT

Title: The Comprehensive Plan  
Dorchester County, Maryland, Comprehensive Planning  
Program.

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Subject: Recommended actions, policies, and standards for  
Dorchester County to guide future growth and  
development.

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County Office Building  
Cambridge, Maryland 21613

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## ABSTRACT

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This publication contains recommendations to protect the natural amenities and to guide the growth and development of Dorchester County, Maryland through the year 2000. It presents the official goals and objectives for the county and details a number of specific recommendations for implementing those goals and objectives. Covered are the subjects of population, natural resources, economics, housing, community services, transportation, land use, cultural programs, aesthetics, public finance, and community and governmental relations. Background data for the various subjects included in the book is contained in a previous publication, Background Report: Dorchester County.

RESOLUTION OF ADOPTION

A RESOLUTION PROVIDING FOR THE PREPARATION, ADOPTION AND AMENDMENT OF A COMPREHENSIVE MASTER PLAN FOR DORCHESTER COUNTY, MARYLAND, IN ACCORDANCE WITH THE PROVISION OF ARTICLE 66B, ANNOTATED CODE OF MARYLAND.

WHEREAS, Article 66B, Annotated Code of Maryland, empowers the County to prepare, adopt, and amend a comprehensive plan; and

WHEREAS, The County Planning and Zoning Commission has been appointed with the powers and duties set forth in said law; and

WHEREAS, the County desires to develop a new comprehensive plan to replace and update the Master Plan for Dorchester County adopted July 10, 1963; and

WHEREAS, the County Planning and Zoning Commission has, after careful and comprehensive study, prepared a new comprehensive plan for the County which contains all the elements required for compliance with said law; and

WHEREAS, in accordance with the said law the new comprehensive plan has been made available by the County Planning and Zoning Commission for extensive public and official review and comment including two advertised public hearings, and the comments received from such review have been given careful consideration; and

WHEREAS, the County Planning and Zoning Commission on October 17, 1974 approved the new comprehensive plan and submitted the plan to the County Commissioners for their review and adoption; and

WHEREAS, the County Commissioners held an advertised public hearing on the new comprehensive plan and have given careful consideration to the comments received from the public hearing;

NOW THEREFORE, the County Commissioners of Dorchester County, having complied with the procedural and substantive prerequisites of Article 66B, Annotated Code of Maryland, do hereby repeal the Master Plan for Dorchester County, adopted July 10, 1963 and do hereby adopt the Dorchester County Comprehensive Plan, 1974, as submitted, which plan is contained within a single document containing both text and graphic materials and which includes goals, objectives, and recommendations for the long range development of the County covering the areas of population; land use; economics; housing; natural resources; cultural, historic and aesthetic; transportation; community services, and implementation; and be it further resolved that a true and exact copy of the new comprehensive plan shall be certified to the Clerk of the Circuit Court of Dorchester County.

Adopted: November 19, 1974

THE COUNTY COMMISSIONERS  
OF DORCHESTER COUNTY

ATTESTED BY:

Robert K. Lloyd  
Robert K. Lloyd,  
Clerk

BY: L. W. Dayton  
L. W. Dayton,  
President

# DORCHESTER COUNTY PLANNING COMMISSION

Box 307

CAMBRIDGE, MARYLAND 21613

PHONE: 228-3234

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JAMES HANDLEY



## ATTORNEY:

EDWARD H. NABB

## PLANNER:

ROBERT D. ADAMS

October 21, 1974

The County Commissioners  
of Dorchester County  
County Office Building  
Cambridge, Maryland 21613

Gentlemen:

On October 17, 1974 and in accordance with its duties and procedures as prescribed in Article 66B, Section 3, Annotated Code of Maryland, the Planning and Zoning Commission approved the draft Comprehensive Plan for Dorchester County. As further prescribed by state law, the Planning and Zoning Commission hereby forwards the draft Plan to the Board for your review and adoption.

This draft Plan is the result of three years of intensive efforts by the Planning and Zoning Commission and Dorchester Citizens. Highlights of this effort include:

1. To insure effective citizen participation, the Planning and Zoning Commission established a Citizen Task Force. This Task Force, composed of over 100 local citizens, representing all walks of county life, contributed thousands of hours and hundreds of meaningful suggestions to insure that the draft Plan truly represents the needs and desires of Dorchester residents.

2. A series of research studies were undertaken to document the county's existing conditions and development trends and to serve as a factual basis for developing the Plan. These studies included The Citizens Report prepared by the Citizens Task Force, The Background Report prepared by Mr. Jake Frego, and from analytical reports prepared by Linda Kleinwachter of the Department of State Planning.

3. The Planning and Zoning Commission has published copies of the draft Plan to assist local citizen and government officials in their review of the Plan. Copies of the Plan have been forwarded for comment to all county municipalities, adjacent jurisdictions and numerous state and regional agencies.

October 21, 1974

4. The local news media has assisted the Planning and Zoning Commission in generating citizen participation in the development and review of the Plan by regularly publicizing to the general public the Plan progress, intent and recommendations.

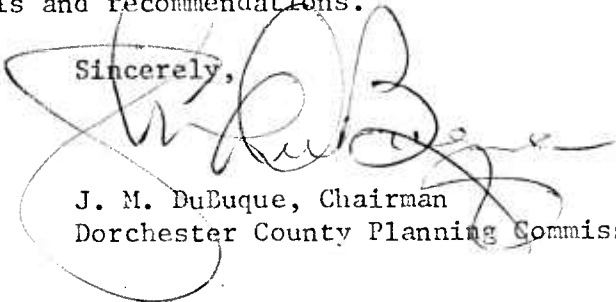
5. The Planning and Zoning Commission has held a series of public meetings including two official advertised public hearings to present the Plan to county residents and receive their comments.

The Planning and Zoning Commission believes that this draft Comprehensive Plan is an accurate statement of what Dorchester citizens would like to see their county achieve in the future and that it presents workable recommendations for realizing these goals.

The Planning and Zoning Commission urges the Board to review and adopt this Plan at your earliest convenience.

Upon adoption of the Plan, the Commission is prepared to revise the county's zoning ordinance and subdivision regulations to reflect and implement the Plan's goals and recommendations.

Sincerely,



J. M. DuBuque, Chairman  
Dorchester County Planning Commission.

JMD/jth

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# INTRODUCTION

This document, The Comprehensive Plan for Dorchester County, Maryland, is the result of three years of intensive study. It represents the combined efforts of county residents, the Dorchester County Planning and Zoning Commission, the Maryland Department of State Planning, and Urban Pathfinders, Inc., a planning consultant.

Besides its own inquiries in preparing The Comprehensive Plan, Urban Pathfinders, Inc. has used documentation contained in the Background Report, 1974, prepared by Jacob Frego for the Dorchester County Planning and Zoning Commission; four factual reports -- Population, 1972, Income Analysis, 1972, Housing Survey, 1973, and Fiscal Review, 1974 -- prepared by the Maryland Department of State Planning and the Citizen Report, 1973 compiled by a Dorchester County citizen task force. All contain supportive material which gave direction to this Comprehensive Plan.

## PURPOSE OF THE COMPREHENSIVE PLAN

The Comprehensive Plan provides a policy framework designed to help Dorchester County plan for its future growth and development. The Plan serves this purpose in three ways.

First, The Plan is an official statement of what Dorchester County would like to achieve in the future. It presents a

series of county goals towards which both public officials and local citizens can work, certain in the knowledge that they are working together toward a common end.

Second, The Plan establishes standards and makes recommendations for achieving the county goals. However, The Plan is not an implementation device. Adoption of The Plan will not automatically result in the construction of any new public improvements or change any existing county regulations. Implementation of The Plan's goals must be achieved through follow on actions. Two such follow on actions are a part of this current planning effort. The county's existing zoning ordinance will be revised to reflect and help implement The Plan's policies and the county's existing subdivision regulations will be reviewed for consistency with the new plan and, where necessary, revisions will be recommended.

Furthermore, The Plan recommends that other follow on actions be taken to help implement its policies. Updating the county's sewer and water master plan and its capital improvements program and a study of the feasibility of establishing a county public transit system are but three examples.

Planning is only effective if it involves the coordinated efforts of both public officials and local citizens; therefore as the third purpose, The Plan is designed to generate citizen awareness, interest, and participation in their county government.

#### ORGANIZATION OF THE PLAN

The Dorchester County Comprehensive Plan is divided into ten chapters. The first chapter presents an overall county goal and sets the basic approach for The Comprehensive Plan. The remaining nine chapters present the county's specific policies for such aspects of county life as land use, transportation and community services. Collectively, these chapters describe the county's plans for achieving its overall goal.

Each of the last nine chapters is divided into four subsections as follows:

- o Background Summary

This portion contains a general overview of existing conditions, problems and opportunities within Dorchester County. It highlights the findings of the Background Report and the other studies mentioned previously.

- o Goal

Each goal is a long-range general policy guideline which the county will be striving to achieve. The conditions called for in each goal may, in some cases, be obtained only through sustained action over a long period.

Each goal is sufficiently encompassing to remain valid through the next twenty-five years, even though community values may change. As values change, the interpretation of the goal should change.

- o Objectives

The objectives are steps to be taken to achieve the longer range goal. They are a series of actions, attitudes, or policies intended to be intermediate steps toward achievement of the goal. Some objectives may be fulfilled almost immediately, others may not be satisfied for five, ten or more years.

- o Recommendations

The recommendations are specific proposals to implement the goal and objectives. Programs to be undertaken and measures to be followed are set forth in this portion of each chapter.

## INTERPRETATION OF THE PLAN

The Comprehensive Plan, in its attempt to guide long range development, looks far into the future. Yet no one can precisely predict what circumstances the future, even in the short term, might bring. Therefore, The Plan has been designed to be flexible and allows the county latitude in its interpretation and application. The Plan must not be viewed as a rigid document.

Furthermore, as time passes, recommendations are implemented, and circumstances change, it will be necessary to periodically review and update The Plan, particularly its recommendations.

The program of improvements outlined in The Plan is believed to be feasible. Dorchester County has at its command the means for significant change and improvement, including the attraction of new business, new people, and new money for the benefit of the people who now reside within its borders. However, it must be recognized that many of The Plan's goals and objectives represent the highest of community standards, ones that are rarely, if ever, attained. Implementation of these recommendations will require years of sustained effort and vast amounts of state and federal financial assistance and, in some cases, may not prove feasible, regardless of their merit. This however, should not deter the county from making the attempt.

Lastly, in certain circumstances, it may be discovered that two or more of The Plan's policies are in conflict with one another. This should not be cause for alarm, and is merely an indication of the complexity of county life. In these circumstances, the county should use its best judgment in developing workable compromise solutions.



# CHAPTER 1

# COUNTY GOAL

## OVERALL COUNTY GOAL

---

The basic purpose of local government is to serve the best interests of its citizens. In support of this principle, Dorchester County's Comprehensive Plan has been designed to help the Dorchester County government assist its citizens in improving their lives.

As an indication of the importance of this citizen service goal and Dorchester County's commitment to it, the following statement is adopted as The Plan's overall and principal goal:

MAINTAIN THE HIGHEST POSSIBLE QUALITY OF LIFE FOR  
DORCHESTER COUNTY RESIDENTS.

### OVERALL GOAL ACHIEVEMENT

Traditionally, Dorchester County has provided its citizens with a rich environment in which to live and work. Two elements of county life -- its economy and its abundant natural resources -- have been particularly important.

Traditionally, the county's economy has been concentrated in its population centers. These centers, which include the county's

nine incorporated towns and numerous unincorporated villages, have provided much of Dorchester County's economic and employment opportunities, as well as its commercial and governmental services.

On the other hand, Dorchester County's natural resources have provided its citizens with a rich assortment of rivers and creeks, varied shoreline, productive forests and farmlands, and vast wetland and wildlife areas which have also added much to county life.

Consequently, The Plan has been developed with the belief that the county's best prospect for assisting its citizens and achieving its overall goal is to build on these two traditional assets. This policy suggests continued concentration of Dorchester County's growth and development in and around its existing population centers, while at the same time working to maintain its rich supply of natural resources.

To accommodate additional growth, without serious adverse impact on natural resources, The Plan identifies "growth areas" and recommends that new development be encouraged to locate within them. The Cambridge area, the county's population and economic hub, is designated as the principal growth area. The Hurlock area, and to a lesser degree, the East New Market, Secretary and Vienna areas are identified as moderate growth areas. Lastly, the county's other towns and villages are designated as areas for some small scale development.

This arrangement of encouraging future development to locate in or near existing centers provides for significant additional development without seriously impacting the county's financial or natural resources.

To provide for continued growth, The Plan establishes a 1 percent per year population growth rate as a desirable goal to achieve. This new growth plus the continuing needs of the present population will provide the county with significant new economic and employment opportunities. As guidelines for managing this growth, The Plan identifies such items as the number of housing units and jobs that will be required to accommodate the expanded population. The Plan also establishes standards for the provision of public services and guidelines for management of the county's financial resources.

To ensure maintenance of the county's open character and natural resources, The Plan establishes "conservation areas." Composed principally of wetlands, waterfront areas, farmland and forests, these areas are to remain essentially undeveloped, though some minor development would be permitted to continue.

This basic concept of encouraging growth and channeling it into or near traditional population centers and at the same time maintaining the county's open areas much as they are today provides the county with its best alternative for achieving its overall goal.

The remaining nine chapters of this plan, each with its own goal, objectives and recommendations, have been designed to expand on and refine the overall goal and philosophy presented above. Collectively, these chapters describe the values, policies and actions which the county believes should be followed to achieve its overall goal.





# CHAPTER 2

# POPULATION

## BACKGROUND SUMMARY

---

The Background Report indicates there are many forces at work which affect the lives of everyone who lives or works in Dorchester County.

These forces include:

### Population Migration

Between 1960 and 1970 almost 1,400 more persons left Dorchester than moved into the county. The majority of this loss was young adults 20 to 29 years old. This represents a significant loss of labor and economic potential for Dorchester County.

It is believed that much of the emigration from Dorchester County by young people was to take advantage of post high school educational and employment opportunities elsewhere.

Counterbalancing this downward trend, the county's increasing attractiveness as a retirement and second home community has drawn people 45 years of age or older to Dorchester. These individuals provide strong leadership, and bring additional income to the county which helps support a large proportion of its commercial sector.

### Population Redistribution

Within Dorchester County, there has been considerable readjust-

ment of population in response to changing economic conditions. In the past 40 years, South Dorchester declined in population while the Cambridge and Linkwood election districts and much of North Dorchester increased.

Within North Dorchester, the incorporated towns and the City of Cambridge lost population during the 1960's while outlying sections gained residents.

These shifts are due largely to decreasing employment in the seafood industries and the abandonment of marginal farmland on the one hand and a desire for suburban lifestyle convenient to the major population centers of the county on the other.

#### Education Levels

Dorchester County's adult population showed an overall educational attainment level in 1970 of only 9.6 years of formal schooling, second lowest on the Eastern Shore.

Within the county, according to the Background Report, a large educational disparity exists between Whites and Blacks. Approximately 39 percent of the county's white persons are high school graduates while only 15 percent of blacks graduated from high school. The new school construction program and recent institutional improvements should do much to raise education levels and provide skilled training within Dorchester County.

#### Lack of Stable, Well-Paying Employment

Much of Dorchester County's present employment opportunities are low paying, seasonal occupations such as seafood and agriculture processing. Opportunities for other types of employment have been increasing in recent years; however, average annual incomes are still low. Approximately 29 percent of all county families earned less than \$5,000 per year in 1970; but, in recent years the county's average weekly wage has increased faster than the State of Maryland as a whole.

## POPULATION GOAL

To counteract these undesirable population and related socio-economic factors at work within Dorchester County and to encourage what the county feels are more desirable trends, the following population goal is adopted as an important county policy:

MAINTAIN AN ACTIVE, PRODUCTIVE POPULATION IN  
DORCHESTER COUNTY.

## POPULATION OBJECTIVES

The following objectives are adopted to help obtain this goal:

- o SEEK AN OVERALL COUNTY GROWTH RATE OF 1 PERCENT PER YEAR.
- o RETAIN THE COUNTY'S YOUNG PEOPLE THROUGH EXPANDED OPPORTUNITIES FOR EDUCATION, EMPLOYMENT, AND HOUSING.
- o CONCENTRATE ADDITIONAL POPULATION IN AND AROUND THE EXISTING POPULATION CENTERS.
- o PROMOTE DORCHESTER COUNTY AS A RETIREMENT AREA.

## POPULATION RECOMMENDATIONS

To accommodate a population growth rate of 1 percent per annum, Dorchester County should plan for an additional 300 to 350 persons annually. This would mean that local births and people moving into the county would exceed local deaths and people moving out of the county by 300 to 350 persons each year.

Assuming approximately 3 persons per family,

county facilities, services and governmental policies  
should plan for 100 to 120 additional families per year.

A desirable population growth and attainment of the other population objectives depends upon successful implementation of the objectives and recommendations of the other portions of The Comprehensive Plan, especially the ones offered under housing, land use, community services and economics. Many elements of these chapters have been structured specifically to implement the population goal and objectives.



# CHAPTER 3

# LAND USE

## BACKGROUND SUMMARY

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In colonial times, Dorchester County residents located in South Dorchester near the waterfront settlements that were the centers of transportation and economic life. The settlements were compact to conserve land and to increase accessibility.

Later, the county's transportation and economic centers shifted northward. The new centers, Cambridge, Hurlock, Secretary, and East New Market were much larger than their forerunners, but were developed along the same compact patterns, again to conserve land and increase accessibility.

More recently, county development has been scattered along its roads and waterfront and among random subdivisions. The Background Report has documented the adverse impacts that this newer suburban type of development has on natural resources, community services, and county travel.

## LAND USE GOAL

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Through its zoning, subdivision and other regulations and programs, the county should seek to achieve the following land use goal:

PROVIDE FOR THE DESIRABLE AND COMPATIBLE USE  
OF LAND WITHIN DORCHESTER COUNTY.

## LAND USE OBJECTIVES

---

The objectives to implement the land use goal are:

- ENCOURAGE NEW DEVELOPMENT TO LOCATE IN AND AROUND EXISTING POPULATION CENTERS.
- MINIMIZE THE CONVERSION OF WETLANDS, FARMLAND, FORESTS, AND OTHER OPEN SPACES TO DEVELOPED LAND USES.
- MAINTAIN AN OPEN SPACE CHARACTER IN THE WATERFRONT AREAS.
- PLAN DEVELOPMENT IN ACCORDANCE WITH THE CAPACITY OF THE LAND AND COMMUNITY SERVICES TO SUPPORT DEVELOPMENT.
- ENCOURAGE THE OPTIMUM USE OF UNDERUTILIZED LAND.
- DISCOURAGE HIGHWAY STRIP DEVELOPMENT OF ALL KINDS.
- SEEK COMPATIBILITY AMONG ADJACENT LAND USES.
- MAINTAIN SUCH CONTROL OVER LAND USE AS IS NECESSARY TO IMPLEMENT PUBLIC POLICY.
- PROTECT THE VALUE OF PRIVATE PROPERTY AND ENHANCE WHEREVER FEASIBLE THE PROPERTY OWNER'S USE AND ENJOYMENT OF HIS LAND.

## LAND USE RECOMMENDATIONS

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To implement the above objectives, The Plan divides the county into two major land use categories: "growth areas" and "conservation areas."

Growth areas are areas in which the county desires to encourage new development to take place. Conservation areas are areas which the county would like to maintain for agricultural or open space purposes and therefore desires to discourage intensive additional development from taking place.

#### GROWTH AREAS

The Plan designates the county's 9 municipalities and 17 of its unincorporated villages as growth areas and proposes that new development be clustered in and around these existing population centers. Collectively, these 26 growth areas provide the county with ample development opportunities in a variety of locations throughout the county. Encouraging new development to locate in these growth areas will assist in implementing many of The Plan's goals and objectives and in particular will result in the following two benefits:

1. It will allow the county and its municipalities to provide their citizens with better community services at lower overall cost.
2. It will help reduce the conversion of presently undeveloped open space, particularly agricultural lands, to developed land uses.

The Plan breaks down these 26 growth areas into 4 levels or groupings according to the amount and intensity of additional development that they could eventually accommodate. These four levels are:

- Level 1. The Cambridge Area - the county's principal growth area.
- Level 2. The Hurlock Area - the county's secondary growth area. and the principal growth area in North Dorchester.
- Level 3. The East New Market, Secretary and Vienna Areas - capable of some limited development.
- Level 4. The small towns and villages - suitable for only minor additional residential development.

The location of these growth areas is depicted on the Land Use Plan, page 23 . The areas are further defined below.

Level 1. The Cambridge Area

Cambridge is the population, economic and governmental hub of Dorchester County. It has an extensive network of existing community facilities and services which could be expanded to accommodate significant additional development. The Plan believes that if Cambridge is to continue to be the center of county activity, it must continue to grow and expand. The following development recommendations are made concerning Cambridge and its adjacent areas.

1. The City of Cambridge should grow in population and supporting development and should continue to expand its corporate boundaries in order to accommodate this growth.
2. The city should accommodate a full range of urban land uses including residential, commercial, industrial, institutional and recreational.
3. The city should be the site of public and private facilities designed to serve county-wide or regional functions.
4. The city should continue to develop at a higher density than its surrounding countryside.
5. In general, additional development which is basically municipal in nature (commercial, industrial and intensive residential) should locate within the city's boundaries. In support of this policy, the city should not extend community services beyond its corporate limits and the county should limit additional development in the areas adjacent to the city to rural densities. County lands which are to be developed for commercial, industrial or intensive residential uses should be annexed and serviced by the city.

## Level 2. The Hurlock Area

Hurlock is the county's second largest urban area and serves as a focal point for North Dorchester. Its extensive network of community facilities and services has the capability of supporting additional development, but not to the extent that Cambridge does. The Plan believes that Hurlock should continue to expand and serve as a center for North Dorchester. Therefore, The Plan makes the following development recommendations with regard to Hurlock and its immediately adjacent areas.

1. The town should continue to experience limited growth and should continue to expand its corporate limits to accommodate this growth.
2. The town should be the site of public and private facilities designed to serve the general North Dorchester area.
3. The town should accommodate a full range of urban land uses including residential, commercial, industrial, institutional and recreational.
4. The town should continue to develop at a higher density than its surrounding countryside.
5. In general, additional development which is basically municipal in nature (commercial, industrial and intensive residential) should locate within the town's boundaries. In support of this policy, the town should not extend community services beyond its corporate limits and the county should limit additional development in the areas adjacent to the town to rural densities. County lands which are to be developed for commercial, industrial or intensive residential uses should be annexed and serviced by the town.

## Level 3. The East New Market, Secretary and Vienna Areas

East New Market and Secretary are basically small residential towns serving North Dorchester. The Plan suggests that they

maintain their current residential character and experience only limited residential growth. The following recommendations are made with regard to East New Market and Secretary and their surrounding areas.

1. Both towns should experience only limited growth and basically of a residential character.
2. The towns should provide only that commercial and industrial development which is necessary to service their local needs.
3. The towns should continue to develop at a density greater than their surrounding countryside.
4. The county should permit only rural density development in the areas adjacent to the towns. County lands to be developed for intensive residential purposes should be annexed and serviced by the towns.

Vienna is also a small town but it serves the extreme eastern end of Dorchester County. By virtue of its location on both Route 50 and the Nanticoke River, it has acquired significant commercial and industrial development.

The following recommendations are made with regard to Vienna and its surrounding areas.

1. The town's residential growth should be of a limited nature.
2. The town should provide for significant additional commercial and industrial development. Commercial and industrial development which is designed to serve more than just local town needs should be located in the northern portion of the town with direct access to Route 50. Such additional development should be permitted only within the town's corporate limits.
3. The town should continue to develop at a density greater than its surrounding countryside.

4. The county should permit only rural density residential development adjacent to the town. County lands which are to be developed for commercial, industrial or intensive residential uses should be annexed and serviced by the town.

It should be noted that although East New Market, Secretary and Vienna have central water and sewer systems, none of the towns currently have the sewer capacity to accept new development. Therefore, no new development should be permitted in these areas until the towns are prepared to service the additional development.

#### Level 4. The Small Towns and Villages

This fourth and lowest level of growth areas includes the county's remaining incorporated towns of Brookview, Church Creek, Eldorado, and Galestown and 17 unincorporated villages. Although these towns and villages do not presently provide community services, they do represent an existing concentration of development which eventually might provide the basis for establishing a system of community facilities and services including water and sewer service. Each of these small towns and villages has a small scale residential character which should be maintained. The following development recommendations are made in reference to these small towns and villages.

1. They should remain small in population size and geographic area and experience only very minor additional growth.
2. They should continue to be basically residential in character.
3. Only commercial and industrial development which serves local area needs should be permitted, except for Linkwood which should continue to expand its commercial and industrial activities adjacent to Route 50.
4. They should continue to be developed at a density greater than their surrounding countryside.

5. The county should permit only rural density residential development in areas adjacent to these towns and villages.
6. Because of their isolation, poor soil conditions and lack of nearby community facilities, the growth of South Dochester villages should be carefully monitored.
7. In the future, and if the need for additional small towns and villages is identified, they should be encouraged to locate in North Dorchester.

It is the Plan's intent, through its growth areas policy to encourage development to locate in designated growth areas. Within these growth areas, additional commercial, industrial and intensive residential development should generally locate within the existing corporate limits of the municipalities or the municipalities should annex the land as a condition of such development. This policy of discouraging development outside of designated growth areas and not permitting commercial, industrial and intensive residential development except within municipal boundaries will help keep the towns' businesses, land values and tax base strong and prevent the erosion of these assets by random development and land speculation outside of the municipalities.

Annexation is an integral part of the growth areas policy and offers the following benefits to the municipalities:

1. Improved tax base. Municipal expenses are spread amongst a greater number of people and more revenues are available to finance present and future services. Commercial and industrial development is particularly beneficial in this regard.
2. Increased borrowing ability. The government's capacity to support additional bonded indebtedness and borrow money to finance additional capital improvements is enhanced.
3. Additional state and federal funding. More people and a larger tax base means a larger proportion of

state funds from motor vehicle, gasoline and race track taxes as well as increased federal revenue sharing.

4. Improved municipal control. Other governmental controls such as zoning and subdivision regulations, codes, ordinances, utility easements, drainage networks, open space regulations and architectural controls would be effectively extended. Such control ensures harmony and compatibility between the new development and the older portions of the municipality.
5. Condemnation authority. This would allow municipalities to take needed private property within their boundaries for specific public purposes. Without such powers, property owners outside the corporate limits, for example, could prevent necessary maintenance or expansion of sewer and water facilities.

The advantages to future residents or firms located with the areas to be annexed include:

1. Greater services. Additional municipal services such as central sewer and water systems, trash collection and police protection may be provided.
2. Lower insurance rates. Municipal subdivision regulations, if they compel developers to install fire hydrants, may ultimately result in reduced individual fire insurance premiums.
3. Improved community participation. The residents would have a direct voice in local affairs and a vote on municipal issues.

However, it must be cautioned that annexation represents a commitment on the part of the municipality to assume responsibilities for providing annexed areas with services such as water and sewer (if feasible), police protection, etc., and for effectively enforcing regulations such as zoning and subdivision controls.

## CONSERVATION AREAS

The land use objectives state that Dorchester County should maintain its basically rural open character. Specifically, the objectives identify the county's wetlands, farmlands and forests as areas to be maintained and therefore not intensively developed. The objectives also call for maintaining the open space character of the waterfront areas. These land use objectives are further supported by natural resource, and economic objectives in later chapters. To implement these objectives,

the Plan designates wetlands, farmlands, forests and waterfront areas as conservation areas.

These areas are generally located on the Land Use Plan, page 23 and are further defined below.

### Wetlands

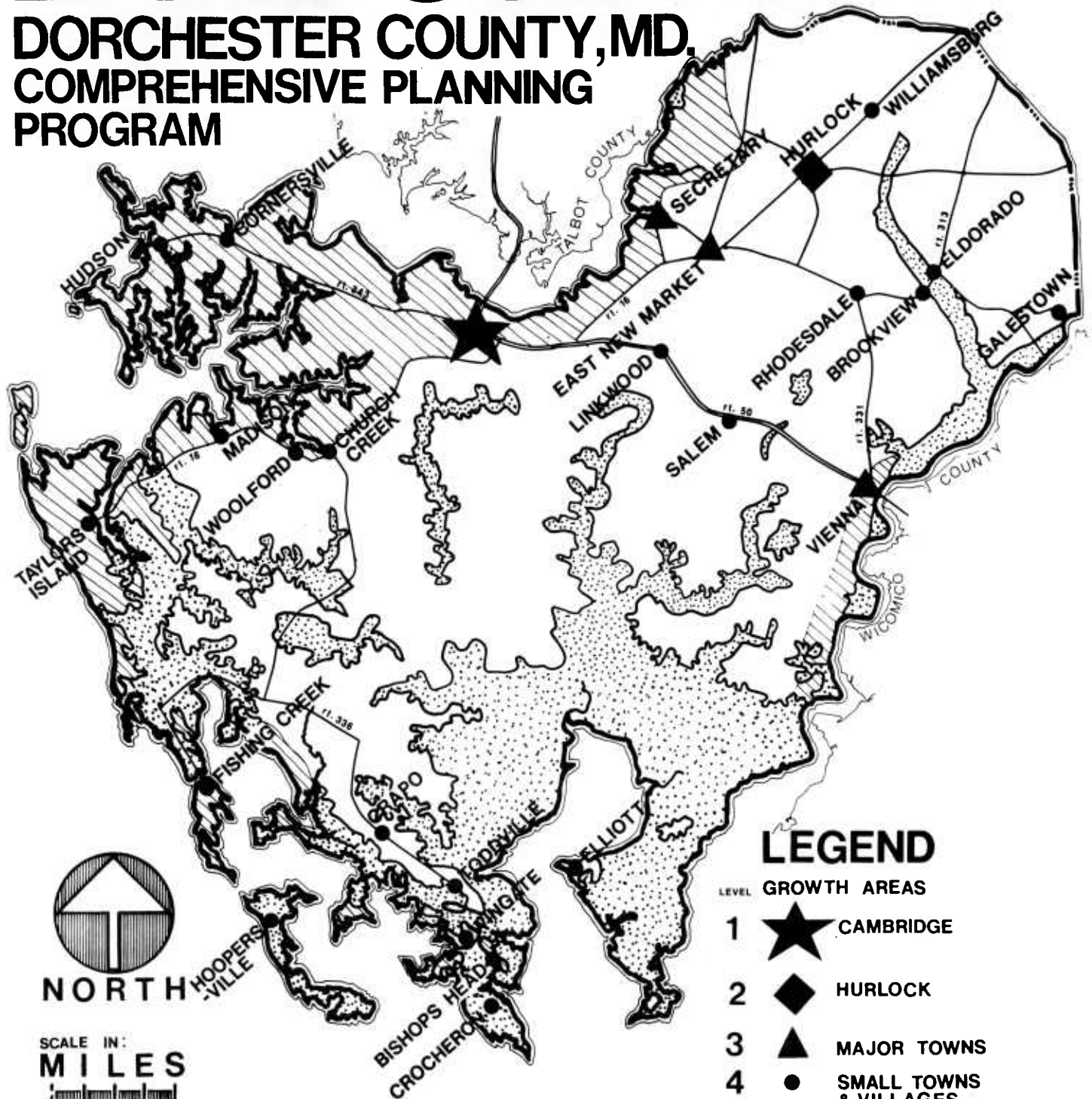
The extensive marsh areas in South Dorchester, along the Choptank, Nanticoke, Marshyhope, and Blackwater Rivers and other county waterways are important natural assets which must be conserved. These wetlands are spawning, nursery or feeding grounds for many species of fish and aquatic life. They are vitally important to the county's sport and commercial fishing industries and are a primary wintering area for geese, ducks and other waterfowl.

The Plan recommends the preservation of these county marshes, wetlands and wildlife refuges in their natural state, consistent with Maryland Department of Natural Resources policies and regulations. Therefore,

permitted uses should consist primarily of fish and game management practices, boating, hunting, fishing, and some farming and timbering. The filling, dredging, subdivision, and intensive development of these areas should be strictly controlled.

# LAND USE PLAN

## DORCHESTER COUNTY, MD. COMPREHENSIVE PLANNING PROGRAM



### LEGEND

- LEVEL GROWTH AREAS
- 1 ★ CAMBRIDGE
  - 2 ◆ HURLOCK
  - 3 ▲ MAJOR TOWNS
  - 4 ● SMALL TOWNS & VILLAGES

- CONSERVATION AREAS
- FARMLAND & FORESTS
  - ▨ WATERFRONT
  - ▤ WETLANDS



THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT AS ADMINISTERED BY THE MARYLAND DEPARTMENT OF STATE PLANNING

## Farmland and Forests

The Background Report and other research documents which were prepared in support of The Plan have documented the significant role that the county's farmland and timber forests play in the county's overall economic well being. A strong Dorchester County depends on strong and viable agricultural and forest product industries. Over the last two decades, significant development has occurred in the county's farm and timber areas, reducing the acreage available for these industries. Farmers have been particularly affected as new residents move into their heretofore agricultural areas and request that farms curtail their activities to reduce farm generated dust, noise and odor.

In order to protect these valuable farmlands and forest areas, The Plan recommends that

the county establish agricultural zoning districts in the prime farmland and timber areas, that agricultural activities be given priority over all other types of land use in these areas and that other types of development be severely restricted.

However, commercial and industrial facilities which basically support the agricultural industries should be permitted to locate in these agricultural districts, but with appropriate regulations.

## Waterfront Areas

In addition to its vast wetlands, Dorchester County has other significant shoreline areas that are not marshy. These waterfront areas are predominantly located along the Choptank and Little Choptank Rivers and are very desirable for residential development because of their views, wildlife and proximity to the water. Extensive development, however, would destroy the natural qualities that make these waterfront areas economically and environmentally important. The land use objectives, as well as the natural resource objectives in a later chapter, recommend that the open and natural character of the waterfront areas be maintained. This does not prohibit development, but does require that the county place strong controls to insure against inappropriate development. The

following recommendations are made for waterfront areas.

Strong restrictions should be placed upon all waterfront land that lies outside Cambridge, the major towns and the smaller towns and villages.

Minimum elevations, setbacks and lot width restrictions should be used to insure development does not impinge upon the shoreline or create hazardous conditions.

Waterfront land uses should be strictly controlled and limited to agriculture, residential and related uses. Intensive residential, commercial and industrial waterfront development should be prohibited except within Cambridge or within the towns of Vienna and Secretary.

Controls should also be placed upon the location, and dimensions of waterfront structures including slips, piers, docks, and boathouses.

The area bordered by the Choptank River and Route 16 between Secretary and Cambridge has already experienced considerable development. This area should be zoned for more intensive development than the other waterfront areas.

Dorchester County's smaller freshwater streams and ponds are also important.

Minimum elevations, setbacks and lot width restrictions should ensure that development does not impinge upon the shoreline of these water bodies and create undesirable conditions.

#### LAND DEVELOPMENT REGULATIONS

As stated in the Introduction, The Dorchester County Comprehensive Plan is the result of three years of intensive effort. Much of this effort was spent documenting existing conditions and trends and developing standards for county improvement and expansion.

Implementation measures are needed to ensure The Comprehensive Plan is properly carried out.

Zoning is Dorchester County's major means of controlling private land development and fulfilling the intent of the land use element of The Comprehensive Plan.

After review and official adoption of The Comprehensive Plan,

- a new county zoning ordinance or revisions to the existing ordinance should be developed, reviewed and officially enacted by the Dorchester County Commissioners to implement the policies of The Comprehensive Plan.

Some of the major county concerns to be addressed under the zoning ordinance include:

1. Establishment of a variety of zoning use districts to insure compatible future development with the existing portions of the county in order to implement the land use goal, objectives and recommendations stated in previous portions of this Plan.

These districts should regulate:

- o permitted uses and intensity of development
  - o minimum standards for lot sizes, yards, setbacks and other provisions
  - o building and structure heights
  - o access, parking and other necessities.
2. Protection of county natural resources.
  3. Development of property in relation to the capacities of county highways, local utilities and community facilities.

4. Coordination and review of proposed development by public and private agencies.
5. Protection of the usefulness, enjoyment, and value of existing development including residential, commercial and industrial property.

Maryland state law also allows Dorchester County to adopt regulations governing land subdivision within its jurisdiction.

Effective control over land subdivision guards against such undesirable conditions as unsanitary waste disposal or water supply systems; inadequate drainage; poorly designed, located or constructed roads; badly sited building lots, inadequate recreation facilities, etc.

Dorchester County should continue to exercise control over new subdivisions through rigorous review of new proposals in accordance with an adopted set of subdivision regulations.

Accordingly,

Dorchester County should review and revise as necessary its subdivision regulations to insure compatibility with the goals, objectives and recommendations of the Plan.

In all subdivisions of land it is necessary to adhere to certain basic principles and standards in order to assure that the residents have adequate and safe access to their properties, provision of the necessary public services, and an attractive area in which to live. With this in mind, the following general guidelines have been developed for residential subdivisions:

1. The roadways should be of adequate construction (see standards in transportation element of this Plan.).
2. The road network should be configured so as to minimize through traffic.

3. Provisions must be made for adequate storm drainage and sediment control.
4. Sidewalks should be provided where traffic conditions warrant.
5. Easements must be provided to adequately serve present and potential utility needs.
6. All utilities must be underground.
7. Subdivision layout should recognize the natural features of the site, seeking to preserve and capitalize on favorable features and minimize the effects of unfavorable features.
8. Sufficient open space should be provided to accommodate localized recreational and institutional needs.
9. Existing healthy trees should be preserved wherever possible.
10. Sufficient landscaping should be provided for a pleasant visual appearance, to screen undesirable features, and to control erosion.
11. Provisions should be made for adequate automobile parking.

The Maryland Planning and Zoning Enabling Act (Article 66B) which permits the county to zone and regulate subdivisions also allows the county to adopt an official map of planned streets and prevent construction within the proposed road rights-of-way. The prohibition of building in the beds of streets or highways shown on the official map will insure that the future development of proposed highway facilities can be undertaken at minimum cost to the county and will be coordinated with private development plans.

Use of this device is possible only after the transportation element of The Comprehensive Plan has been adopted.

In order to achieve The Comprehensive Plan's transportation goal of "safe, economical and efficient movement of goods and people", and the land use goal of "desirable and compatible use of land within Dorchester County,"

the county should control the development within planned highway rights-of-way as allowed within the provisions of Article 66B, the Maryland Planning and Zoning Enabling Act.

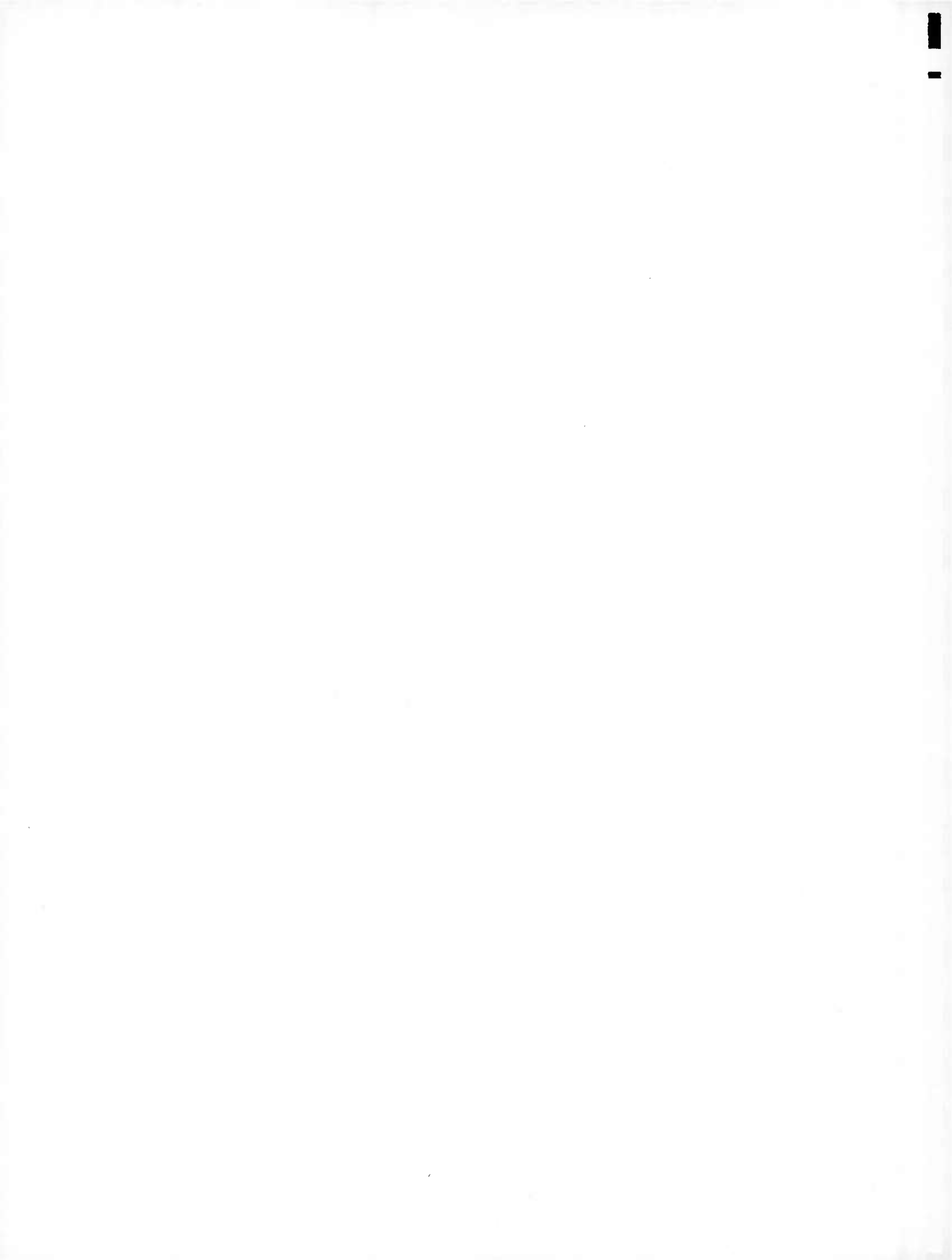
Furthermore, to regulate and control development in the county's preservation and conservation areas,

new roads or major road improvements which would open up an area exposing it to increased development pressure should be intensively reviewed as recommended in the transportation portion of The Comprehensive Plan.

Furthermore, restrictions should be placed on the use of lands adjacent to major roads.

Strip development, including all types of residential development should be limited through county land use controls. Direct access to major roadways should be limited and directed towards local "feeder" or collector streets.

The following chapters of this Plan present additional goals, objectives and recommendations which support and build on the land use philosophy presented in this chapter.





# CHAPTER 4

# ECONOMICS

## BACKGROUND SUMMARY

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The future of Dorchester County depends, to a great degree, upon the stability and growth of its economy which has improved dramatically in recent years.

As revealed in the Background Report, employment in the traditional trades of fishing and agriculture have declined slightly in recent years while employment in wholesale and retail trade, services, and manufacturing, among other occupations, has risen sharply.

Despite a decline in employment, agricultural productivity has remained high over the years while seafood productivity has stabilized because of increased pollution, overfishing and other factors. In 1973, over \$24,000,000 worth of Dorchester County farm products were sold. This sum is twice the value of farm produce sold in 1963, ten years before. Over a similar period, annual seafood catches have remained relatively stable, fluctuating in value from \$1,300,000 to \$2,300,000 in recent years.

The county has long been a commercial center for the Eastern Shore. Competition from neighboring counties has been intensive but the recent opening of new retail enterprises and improvements to existing ones within Dorchester should do much to improve the county's competitiveness.

## ECONOMICS GOAL

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To ensure that Dorchester maintains a sound and viable economy, the county should seek to

PROVIDE STABLE, WELL-PAYING EMPLOYMENT AND CON-  
VENIENT, RESPONSIVE COMMERCIAL SERVICES WITHIN  
DORCHESTER COUNTY.

## ECONOMICS OBJECTIVES

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To implement the economic goal, the following employment and business objectives are included:

- ATTRACT BUSINESS WHICH WILL PROVIDE SKILLED AND SEMI-SKILLED EMPLOYMENT FOR YOUNG WORKERS AND WORKERS DISPLACED FROM DECLINING INDUSTRIES.
- CONTINUE EXPANSION OF THE COUNTY'S MANUFACTURING AND SERVICE ORIENTED INDUSTRIES.
- PROMOTE THE SEAFOOD AND AGRICULTURAL INDUSTRIES.
- ENCOURAGE TOURISM AND TRAVEL TO THE COUNTY.
- ENCOURAGE PROFESSIONAL EMPLOYMENT IN THE COUNTY.
- PROVIDE VOCATIONAL TRAINING AND TECHNICAL EDUCATION TO COUNTY RESIDENTS.

The following objectives outline the economic roles of the county's growth areas.

- PROMOTE CAMBRIDGE AS THE COUNTY'S OVERALL COMMERCIAL AND INDUSTRIAL HUB.
- PROMOTE HURLOCK AS THE COMMERCIAL AND INDUSTRIAL CENTER OF NORTH DORCHESTER.
- PROMOTE VIENNA AND LINKWOOD AS INDUSTRIAL CENTERS.

- o MAINTAIN EAST NEW MARKET AND SECRETARY AS LOCAL COMMERCIAL CENTERS.
- o INSURE THAT THE COUNTY'S SMALL TOWNS AND VILLAGES ARE PROVIDED WITH BASIC COMMERCIAL SERVICES.

## ECONOMICS RECOMMENDATIONS

The objectives show a concern for the quality of county employment. This arises from a desire to raise the county's median family income and reduce periods of high unemployment. However, in doing so,

the county should be highly selective in soliciting and considering new businesses.

Emphasis should be placed upon:

1. Stability and growth potential of the products or services provided.
2. Overall stability and financial soundness of the particular firm.
3. Amount of stable, year round employment to be provided.
4. Wage levels offered.
5. Lack of adverse environmental effects.

### WAGE LEVELS

In 1972, county government expenditures averaged \$359 per person, or an average of \$1,077 for a family of three. An industry would have to pay its employees an average of \$3.75 an hour in wages in order for the county to expect to receive from residential and commercial property taxes and other sources of county income an amount equal to \$1,077.

Therefore,

Dorchester should discourage from locating in the county firms which are likely to cost more in county services than are generated in county revenues, unless there are overriding community, economic, or social advantages.

Industries that can utilize the county's existing labor force, provide on the job training, and use community facilities such as the airport or Cambridge marine port and assist in their improvement, should be especially encouraged.

New industry that would place heavy and costly burdens upon local sewer and water facilities or other county service systems should be viewed with caution.

#### EMPLOYMENT OPPORTUNITIES

In 1972, the county work force (14,185 individuals) was approximately 48 percent of the population. Assuming that this proportion holds and the county population increases at 1 percent per year, the future work force for key years will be:

<u>Year</u>	<u>Estimated Population</u>	<u>Estimated Total Work Force</u>
1970	29,405 (actual)	13,640 (actual)
1980	32,480	15,220
1990	35,880	17,220
2000	39,630	19,020

Consequently,

the county should endeavor to provide 1600 to 1800 additional jobs per decade or approximately 160 to 180 new jobs annually.

MANUFACTURING

Nationally, manufacturing comprises 30 to 35 percent of the total work force. In 1970, manufacturing provided 33 percent of the employment within Dorchester County. Working within these national averages, the county should seek to provide the following manufacturing jobs in the coming decades:

<u>Year</u>	<u>Estimated Total Work Force</u>	<u>Estimated Total Manufacturing Employment</u>
1970	13,640 (actual)	4,755 (actual)
1980	15,590	4,680 to 5,460
1990	17,220	5,170 to 6,030
2000	19,020	5,710 to 6,660

Therefore,

Dorchester County should strive to provide 500 to 600 new manufacturing jobs in the 1980's and 1990's or about 50 to 60 new manufacturing jobs per year.

INDUSTRIAL SITES

In general, 1 acre of industrial land should be provided for every 10 workers in food processing, packing, and other industrial activities that require large amounts of land for storage and warehouse facilities.

For laboratories, assembly of goods and other labor intensive activities, 1 acre for every 16 workers will suffice.

This means that 660 acres of industrial land should be adequate for county needs until the year 2000.

It is often advisable, however, to provide at least twice that area for industrial development to offer new business alternative locations from which to choose; therefore,

the county should designate at least 1,300 acres of land suitable for industrial development.

Manufacturing plants ideally should be located in large parcel (50-100 acres) industrial parks in or near Cambridge, Hurlock, Vienna or the Linkwood village.

The following are general guidelines for industrial park location:

1. Good transportation facilities (adjacent to a major traffic artery or served by rail line, port facilities or the airport, if appropriate).
2. Located so incoming goods and outgoing deliveries use truck routes and suitable streets to avoid traffic congestion and delay.
3. Adequate amounts of land suitable for present development and future expansion.
4. Land well drained, and free from danger of flooding.
5. Centralized water and sewer facilities.
6. Compatible with surrounding land uses considering prevailing winds, sight lines and adjacent property uses.
7. Suitable for multiple development of several related or integrated activities.

As a general guide in the layout and development of industrial parks, the following standards are presented:

1. The industrial park should have a generous open space buffer around its perimeter.
2. Interior roads should have adequate right-of-way and pavement widths.
3. The minimum land area to building coverage ratio should be 4 to 1.

4. Building setbacks from road rights-of-way within the site should be adequate for traffic sight distances, and aesthetic appeal.
5. All parking should be to the rear or sides of buildings.
6. All parking lots should be paved.
7. No loading docks or ramps should be on the fronts of buildings.
8. All rail sidings should be to the backs or sides of buildings.
9. Outside storage should be screened on all sides by fences, landscaping, and/or earthworks.
10. All setback areas should be generously landscaped.
11. Proper controls should be placed on the architecture and construction of facilities.

The above recommendations are to be used in the development of new industry. Many of the county's existing industries, especially the rural agricultural and seafood processing plants, do not meet these standards, but are important to the county's economic well being. The county's land use controls should provide for the continuation of these existing industries.

#### Financial Assistance

The Maryland Department of Economic and Community Development administers several programs which aid in financing land, buildings and capital equipment for industrial parks which Dorchester County should continue to utilize. Two such programs are the industrial land bank program and the industrial park planning and development program.

The industrial land bank program lends funds for governmental acquisition of industrial properties in advance of need.

Matching loans up to \$5,000 may be made to finance site engineering or planning studies. These loans are to be repaid within seven years.

Purchase loans amounting to the entire market value of the land up to a \$500,000 maximum per project are also available.

The local government pays interest only, for five years or until the land is sold or leased. When the property is leased, the loan may be amortized for up to 40 years. If it is neither sold nor leased within 5 years the loan must be amortized within 25 years. Interest rates under this program are lower than the county could contract for by itself.

The department's industrial park planning and development program also offers loans to cover land acquisition, planning and engineering studies, and also will finance water and sewer utility lines, roads, lighting, rail spurs, bulkheading, docks, aircraft runways, site preparation and building rehabilitation.

Loans may cover up to 50 percent of the project cost, to a maximum of \$750,000. Interest rates are the same as under the industrial land bank program; however, repayment periods are shorter.

#### WHOLESALE AND RETAIL TRADE

For many years Cambridge has been a dominant service center on Maryland's Eastern Shore. However, Cambridge's position has been threatened in recent years by intensive economic competition from Salisbury, Easton, and Seaford, Delaware.

More and more of Dorchester County's retail dollars are spent outside of the county. Dorchester businesses in turn are unable to capture much trade from outside the county. As a result, only 10 percent of the working force within Dorchester County is engaged in various aspects of wholesale and retail trade at present.

A desirable wholesale and retail trade employment proportion for Dorchester County is 15 percent of the work force.

Therefore,

intensive effort is needed to expand the county's wholesale and retail businesses and add approximately 800 additional wholesale and retail trade jobs to the present day Dorchester County economy.

Once this standard is reached and the desired 1 percent per annum population increased achieved, the following wholesale and retail trade work force, by key years, will be needed:

<u>Year</u>	<u>Estimated Total Work Force</u>	<u>Estimated Wholesale/Retail Employment</u>
1970	13,640 (actual)	1,355 (actual)
1980	15,590	2,340
1990	17,220	2,580
2000	19,020	2,850

Once the 15 percent level is achieved,

An additional 25 to 30 retail and wholesale trade workers will be required each year to maintain this desired level.

In addition to the general employment guidelines shown above, the following additional guidelines for location and layout of wholesale establishments are presented:

1. Support Cambridge, Hurlock, Vienna, and Linkwood as wholesaling centers.
2. Provide, through land "banking" or zoning, a variety of locational choices.
3. Locate wholesaling enterprises within industrial parks or meet the location standards previously set forth for such parks.
4. Comply with the guidelines for industrial park layout and design previously set forth.

The following are general guidelines for the location of retail services:

1. Consider Cambridge and Hurlock as primary areas for commercial activity.
2. View the other major towns (East New Market, Secretary and Vienna) as secondary commercial centers.
3. Regard the smaller towns and villages as local convenience shopping centers only.
4. Discourage strip commercial development along the roads of the county.

The following are general guidelines for the layout of retail services:

1. Designed so as to not impede traffic flow or visibility.
2. Have adequate offstreet parking for employees and patrons.
3. Have loading docks or ramps at the rear or sides of buildings.
4. Not adversely impact adjacent properties.
5. Have adequate buffers such as landscaping and screening to prevent traffic fumes, dust, or noise from disturbing adjacent properties.

#### SERVICE INDUSTRIES

Service is one of the fastest growing segments of the county's economy. Included in this category are hotels, motels, and tourist homes, personal services, amusements, recreational opportunities, and other business and repair services of various kinds.

Dorchester County should encourage expansion in the hotel-motel-restaurant business, and in other related service trades. This is best accomplished through expansion of county tourist facilities and encouragement of travel to Dorchester County.

Assistance for tourist development projects is available from the Maryland Department of Economic and Community Development. The agency will provide matching grants of up to 50 percent of the cost of a tourist development program. Funds may be used for planning, promotion, publishing or salaries, but may not be used to acquire land, buildings or other physical assets.





# CHAPTER 5

# HOUSING

## BACKGROUND SUMMARY

Dorchester County contains nearly 11,000 homes. Approximately 41 percent are in Cambridge and 8 percent in the other incorporated towns. The remaining 51 percent are scattered throughout the county.

Seventeen percent of these county homes are deficient in plumbing, heating, sanitation, or are overcrowded. However, local improvement efforts are underway, especially within the City of Cambridge.

Vacant dwelling units for sale or rent in 1970 were only 3 percent of the total housing supply. This is not enough to provide county residents a desirable housing choice.

Over half of the county homes were built before 1939. Older homes usually require higher maintenance and upkeep costs. Age of housing, coupled with a large number of lower income families unable to afford major repairs, may contribute to a declining housing stock.

The median value of all owner-occupied homes in 1970 was \$10,900; over two-thirds of the Black owned homes were valued under \$10,000. These figures were substantially below the 1970 state median of \$18,800.

There is a strong demand for waterfront housing, but often waterfront areas are unsuited for development.

Demand for low and moderate income housing is also strong. Mobile homes are partially fulfilling this need. There were 90 mobile homes in the county in 1960 and 590 in 1973.

## HOUSING GOAL

As an overall housing goal, Dorchester County should

PROVIDE THE OPPORTUNITY FOR ALL COUNTY RESIDENTS  
TO LIVE IN COMFORTABLE, SAFE, AND AFFORDABLE  
HOUSING.

This goal calls for adequate housing meeting community needs, secure from danger and available at a reasonable cost.

## HOUSING OBJECTIVES

As specific objectives to implement this goal, the county should:

- ENCOURAGE NEW HOUSING TO LOCATE WITHIN DESIGNATED GROWTH AREAS.
- ENCOURAGE A RANGE OF HOUSING CHOICE BY LOCATION AND STYLE MEETING CITIZEN NEEDS.
- PRESERVE EXISTING HOUSING RESOURCES.
- UPGRADE DEFICIENT HOUSING WHERE FEASIBLE.
- ENCOURAGE INSTALLATION OF PROPER SANITARY FACILITIES IN EXISTING HOMES AND REQUIRE IT OF NEW HOUSING.
- REMOVE DEFICIENT HOUSING NOT SUITABLE FOR REHABILITATION.
- PROTECT RESIDENTIAL AREAS FROM INCOMPATIBLE USES OR ACTIVITIES.

- o PERMIT WITH PROPER REGULATION BOTH MOBILE HOMES AND MOBILE HOME DEVELOPMENTS.
- o ENCOURAGE THE ORDERLY CONSTRUCTION OF NEW HOUSING IN DESIGNATED AREAS TO FULFILL EXISTING HOUSING DEMAND.
- o PROMOTE SOUND NEW CONSTRUCTION.

## HOUSING RECOMMENDATIONS

There is a critical demand for low and middle income housing to meet the needs of present county residents.

A commonly accepted principle is that a family should spend no more than 25 percent of its income on housing. Using this proportion, the following are the maximum monthly amounts that Dorchester County families in the various low income brackets (1969 statistics inflated to 1974 values) can afford to spend for housing.

<u>Year</u>	<u>Estimated Monthly Housing Budget</u>	<u>Percent of all Dorchester Families</u>
under \$2,800	\$ 60	8
\$2,800 - \$4,260	\$ 90	6
\$4,260 - \$5,680	\$118	8
\$5,680 - \$7,100	\$147	<u>7</u>
		29%

Twenty-nine percent of all county families, approximately 2200 families, need housing costing \$150 a month or less.

## HOUSING NEEDS

A demand versus supply analysis compares the number of families or individuals who need housing with the number of satisfactory dwelling units available.

If demand exceeds supply, there is a shortage of satisfactory housing; if supply exceeds demand, a surplus exists.

Using 1970 census information, Dorchester County housing demand is comprised of the following elements:

Dorchester County 1970	
Number of occupied standard units	7911
Number of occupied substandard units (lacking some plumbing)	+ 1814
Number of standard overcrowded or partly overcrowded units (more than 1.0 inhabitants per room)	+ 418
Desired number of vacancies (5% of total units required)	+ 523
Actual number of vacancies	<u>- 328</u>
Total number of standard housing units required	10,338

Supply is the total number of existing housing units less the number of substandard units and seasonal homes:

Total housing units	10,841
Substandard units	- 2,212
Seasonal units	<u>- 780</u>
Total number of standard units available	7,849

When the supply and demand figures are compared it is evident that a shortage of approximately 2500 housing units exists within Dorchester County. This comparison highlights why mobile homes, the only alternative open to many county families, are gaining so rapidly in popularity.

Because of the intense demand for low and moderate income housing, and the shortage of sound housing,

developers should be encouraged to build new housing which low and middle income families can purchase or rent.

Because of the present-day high cost of housing construction, much low and middle income housing would, out of necessity, be townhouses or apartments.

Such low and middle income housing would be most practical if it is located in or near the incorporated towns. At present, only Cambridge and Hurlock could provide the central sewer service that this type of development requires. However, East New Market, Secretary and Vienna would also be desirable locations when their sewerage systems are expanded.

Because of the large number of unsatisfactory housing units now present within the county, low and middle income housing should proceed at a faster pace than general population growth.

To meet the existing demand for low and moderate income housing within a ten year period:

approximately 250 units of new low and middle income housing should be construction annually.

The population objectives call for a population increase rate of 1 percent per year. This increase would require within Dorchester County, construction of an additional 100 to 120 new units each year.

Approximately 60 percent of these units (60 to 70) should be low and moderate income structures to provide for the retainage of young people within Dorchester County and for new industrial, manufacturing and service employees. The remaining units (40 to 50) constructed could be upper income homes.

The 250 units of low and moderate income housing required to meet the existing demand plus the 60 to 70 units of low and moderate income housing required to meet the population growth equate to a total of 310 or 320 new units each for a 10 year period.

## HOUSING CONDITIONS

The objectives call for preservation of existing housing units, upgrading of deficient housing where feasible, and removal if upgrading is impractical.

As a guide for determining which housing units may be considered adequate for habitation, the following criteria for standard housing are presented. A dwelling must:

1. Be in sound structural condition.
2. Have either direct access to the outside or access through a common hall.
3. Contain plumbing for hot and cold running water within the structure.
4. Have electricity for lighting and for equipment used in the dwelling.
5. Have complete bathroom facilities (flush toilet, bathtub, or shower, and wash basin) for the exclusive use of the occupants, and have adequate waste disposal system.
6. Have complete kitchen facilities (sink with piped water, range or cookstove, and mechanical refrigerator) which are the exclusive use of the occupants.
7. Have either a central heating system; built-in electrical units installed in floors, walls, or ceilings; or room heaters with flues.
8. Not be crowded. ("Crowded" is defined in terms of persons per room. A "room" is a whole space used for living purposes and does not include bathrooms, foyers, utility rooms, unfinished attics, or basements. More than 1.0 persons per room represents an undesirable condition and more than 1.5 persons per room represents a serious condition which warrants correction.

9. Be adequately ventilated through the presence of windows in the principal rooms.

#### HOUSING CODE

To implement these definitions of sound housing,

Dorchester County should adopt a minimum standards housing code.

A housing code provides specific quality standards which will be legally required minimums for both existing and new housing.

There are a number of model housing codes available, one of which could either be adopted as written or modified to accommodate Dorchester County's special needs and circumstances.

Inspections under this code should be handled by an experienced professional.

#### COMMUNITY MAINTENANCE

As an additional step,

the county should continue to be active in initiating and encouraging "clean-up or fix-up" campaigns for areas of existing housing.

Such campaigns could be either county-wide, or could focus on specific areas (such as perhaps one or more villages or subdivisions). These efforts would tend to deal more with the cosmetic aspects of the county's residential properties, (such as exterior painting, repairing of shutters, gutters, or steps, or removing weeds) rather than with major structural, plumbing or heating deficiencies. Such campaigns would still, however, be of significant value in enhancing the appearance and value of residential areas.

## BUILDING CODE

The housing stock in rural areas is not replaced often. This is certainly the case in Dorchester. Approximately one half the homes within the county are over 35 years of age.

Such a tendency for homes to remain for long periods, rather than being replaced, makes high quality construction in Dorchester County even more imperative than may be the case in other areas. To ensure high quality construction in new residential dwellings,

the county should formally adopt a minimum standards building code. It should be rigorously enforced and revised as needed.

Inspection should be performed by an experienced professional.

A number of model building codes exist which could be adopted as written or they could be revised to meet specific county needs.

## HOUSING ASSISTANCE PROGRAMS

The Community Development Administration, part of the State Department of Economic and Community Development, provides assistance to local communities to develop housing programs, determine needs and devise housing strategies.

The administration also supervises the Maryland Housing Fund. This is a recent program to encourage local lenders to provide additional mortgage funds for families able to meet monthly interest and principal payments but unable to raise a sufficient down payment or to qualify for conventional financing.

Initial funding for the program has been sparse but it may be expanded in the future. If this is the case,

Dorchester County should promote participation by local residents in the Maryland Housing Fund programs.

In the past, there have been a number of federal government programs which provided housing subsidies to lower income families. These programs were oriented toward both home ownership and rental of housing. The future of these programs is at this time uncertain, and it is therefore not recommended that the county become involved with them. In the future it is possible that the funding climate of these programs will improve, in which case,

the county should at that time review seriously the possibilities for participating in state or federal subsidized housing programs to benefit county residents.

#### MOBILE HOMES.

Nationally, mobile homes provide housing for more than 90 percent of those families needing new housing costing \$15,000 or less.

To assist meeting its need for additional low and middle income housing,

the county should permit mobile homes on individual sites and in planned mobile home developments. County land use controls should encourage the placement of mobile homes within the county's designated growth areas. These controls should also regulate mobile homes to ensure that the placement results in a compatible land use pattern.

Each mobile home should have:

1. Potable water supply.
2. An approved method of sewage disposal.
3. Electricity for lighting and electrical equipment.

4. Screening of trailer hitches and fuel storage containers.
5. Skirted and proper foundation to which the unit is securely anchored.
6. Adequate drainage.

Mobile home developments should have:

1. Suitable recreation areas and facilities for both adults and children.
2. Adequate parking and paved roadways.
3. Adequate refuse collection and disposal.

The county should consider the establishment of mobile home standards.



# CHAPTER 6

# NATURAL RESOURCES

## BACKGROUND SUMMARY

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Dorchester County has an abundance of unique natural features as documented in the Background Report. Many are easily despoiled, but at present few have been irreparably damaged.

Approximately 32 percent of Dorchester County's land area is wetlands. Wetlands are areas of regular tide flooding which support aquatic vegetation. They provide a necessary habitat for many species of plant and animal life and serve as spawning, feeding, and nursery grounds for fish.

Sixty-five percent of the county's soils are poorly drained or subject to salt water flooding. Many of these soils do not readily support septic systems and are not suited for intensive development; they are, however, ideal for hunting and many recreational pastimes and when properly drained some can become valuable farm land.

At this time, there is not adequate data available on the county's potable water needs or supplies. On an overall basis it appears that the county can meet its needs for the foreseeable future, although localized problems may occur.

Shore erosion is severe in many areas, especially from Hills Point to Cooks Point in the Neck district, and on Taylors and Hoopers Islands.

Wildlife is abundant and hunting, crabbing, and fishing provide recreation and employment for county residents and visitors.

South Dorchester contains many stands of valuable loblolly pine while North Dorchester contains the county's better farmland. Both forests and farms are subject to development pressures and a portion of the county's farm and woodlands have already been developed for other uses.

## NATURAL RESOURCES GOAL

As a natural resource goal to implement the overall county policy of "the highest possible quality of life for county residents," every effort should be made to

PROTECT, PRESERVE AND ENHANCE DORCHESTER COUNTY'S  
NATURAL FEATURES AND ENVIRONMENTAL ASSETS INCLUDING  
WILDLIFE.

This goal calls for the county to shield Dorchester's existing natural resources from injury or destruction and to improve the county's natural assets where necessary.

The goal's overall intent is to allow utilization of the natural resources without needless exploitation or depletion.

## NATURAL RESOURCES OBJECTIVES

The Background Report showed Dorchester County's prime natural resources to be related, directly or indirectly, to its land and water features. They have shaped the county's present character and will be the physical foundation for future growth and development.

In order to preserve the county's natural resources, the following objectives are established:

- RETAIN THE COUNTY'S FARMLAND, WETLANDS, AND FORESTS AND DISCOURAGE THEIR EXPLOITATION.
- SAFEGUARD COUNTY WETLANDS AND ECOLOGICALLY SENSITIVE WATERFRONT AREAS.
- ELIMINATE POLLUTION OF COUNTY WATERS, LAND AREAS AND AIR. COUNTY ORDINANCES SHOULD ASSIST IMPLEMENTATION OF STATE AND FEDERAL RULES.
- RETARD EROSION AND CONTROL FLOODING WHERE FEASIBLE.
- INCREASE AREA AND PRODUCTIVITY OF SHELLFISH BARS BY LOCATING AND RESEEDING FORMERLY PRODUCTIVE AREAS. INVESTIGATE RE-ESTABLISHMENT OF DESIRABLE SPECIES OF FISH IN THE FRESH WATER RIVERS OF THE COUNTY. PROMOTE ESTABLISHMENT OF MIGRATORY FISH AND CRUSTACEANS AS PART OF A COOPERATIVE INTERSTATE EFFORT.
- ENCOURAGE THE PROPER AND CONSERVATIVE USE OF NAVIGABLE COUNTY WATERS BY COMMERCIAL TRANSPORT, WATERMEN AND RECREATIONAL USERS. PROTECT THESE WATERS FROM ABUSE.
- PROTECT COUNTY FRESH WATER SUPPLIES AND AQUIFERS FROM POLLUTION, DEPLETION AND INDISCRIMINATE LOWERING OF WATER TABLES.
- RECLAIM AREAS SUCH AS SHELLFISH BARS, SHORELINE, TIMBERLANDS, WORKED OUT GRAVEL PITS, AND ABANDONED INDUSTRIAL SITES BLIGHTED BY IMPROPER MANAGEMENT PRACTICES.
- REFOREST VACANT LANDS NOT SUITABLE FOR FIELD CROPS. ENCOURAGE SOUND MANAGEMENT AND HARVESTING OF TIMBER AS SUGGESTED BY THE MARYLAND FOREST PRACTICES COMMITTEE.
- ENCOURAGE LAND MANAGEMENT PRACTICES WHICH WILL IMPROVE WHERE POSSIBLE THE ENVIRONMENT FOR NATURAL WILDLIFE. RESTOCK WHEN AND WHERE NECESSARY.
- PROTECT AND PROPERLY UTILIZE UNDERGROUND MINERAL RESOURCES INCLUDING SAND AND GRAVEL.
- PROTECT COUNTY WATERS FROM SEDIMENTATION THROUGH THE USE OF IMPROVED DRAINAGE STRUCTURES AND PRACTICES.

# NATURAL RESOURCES RECOMMENDATIONS

To achieve the natural resource goals and objectives and to assist in the implementation of the conservation areas portion of the land use plan, the following specific recommendations are proposed:

## PRESERVATION OF OPEN SPACE

Unplanned and uncontrolled future growth can place great stresses upon the present open spaces (fields, woodlots, forests, wetlands, and water areas) within Dorchester County. The adverse environmental effects include:

1. Impaired aesthetics
2. Reduced economic base
3. Reduced recreational opportunities
4. Created health hazards
5. Endangered plant and wildlife
6. Increased noise and air pollution

As a conscious policy to prevent such undesirable, and, often inadvertant damage,

the county should discourage intensive development of its existing open space including its wetlands, farmland, forests and waterfront areas through effective land use controls.

Private initiative as well as public effort can help preserve county open spaces.

The county should publicize and promote sound conservation practices, procedures and programs wherever possible.

Conservation easements are coming into widespread use nationally. Easements are agreements that become binding on the land. Some easements are affirmative and give the public the right to use

the land, or a portion of the land, for a specific purpose, like fishing, hiking or access to another piece of property. Other easements are negative. They are a promise that the owner will not do something, like cut trees on his property, or permit the putting up of billboards.

In either case, by granting an easement, the owner gives up the right to do something, but retains full title and all rights in his property not mentioned specifically in the easement. Granting of a scenic easement, for example, does not carry the right of access; a slope or drainage easement does not make a property a building site.

Granting of easements can result in both property tax and income tax advantages to land owners. Article 81, Section 12E(d) of the Annotated Code of Maryland allows the county and towns to grant tax credits of 50%, and in some cases, 100% for open spaces when an easement or other legal measure to insure preservation of an area in its natural character has been granted to the state, local or federal government.

Many owners would like their properties to be kept as they are. For these potential public benefactors, the setting up of a trust that conserves land, as a fiduciary trust conserves funds or other assets, may be the answer. These land trusts are legally empowered to receive gifts of land or money for acquisition, maintenance and preservation of natural areas for public enjoyment. Participation in such a trust may also have certain tax advantages for a county resident or his heirs.

To preserve open space,

Dorchester County should publicize and promote the voluntary granting of conservation easements and establishment of land trusts within the county and should grant financial incentives where appropriate.

Often developers include open space and conservation areas in their development scheme but are not explicit about how such areas will be maintained and controlled. To remedy this,

all development within Dorchester County that proposes open space, conservation or other public areas should explicitly identify how these areas are to be adequately and permanently managed and maintained.

## FOREST MANAGEMENT

Dorchester County is approximately 38 percent woodland. Much of this is valuable stands of hardwoods and loblolly pines. These stands may be subject to many natural problems such as insect infestation or crowding by undesirable species.

There are many financing, educational and informational programs for woodlot maintenance and improvement available through various private groups, the U.S. Department of Agriculture, the State Department of Natural Resources, the Maryland Forest Practices Committee and the Dorchester Forestry Conservancy Board.

The government agencies, especially, provide a variety of services to private landowners. These include marking of seed trees when owners sell timber, advise on harvesting and assistance in reseedling.

The Maryland Forest Service, part of the State Department of Natural Resources, for example, provides free tree seedlings to owners of sites one-fourth acre or larger in size and the Agricultural Stabilization and Conservation Service provides assistance to private landowners wishing to establish tree farms.

Full advantage should be taken of such assistance programs and,

the county should encourage sound woodlands maintenance and improvement and, where needed, encourage reforestation.

Establishment of new wooded lands is just as important as the maintenance and improvement of existing forests. Areas requiring special attention are:

1. Agricultural lands no longer being actively used for crop or pasture.
2. Shorelines, creeks, and stream sides needing stabilization.

3. Industrial sites, packing houses and areas of unsightly development.
4. Roadways, such as U.S. Route 50; factories; the airport or other excessively noisy areas.
5. Public parks and recreation areas.

### AGRICULTURAL MANAGEMENT

Over 32 percent of Dorchester County is tillable lands. As the Background Report revealed, farming contributes millions of dollars annually to the Dorchester County economy.

The future success of the farm industry, to a large extent, depends upon the utilization of proper soil conservation practices. A local ordinance to control erosion and sediment by establishing minimum requirements for grading and earthmoving has been adopted by Dorchester County in accordance with Sections 105 through 110 of Article 96A of the Annotated Code of Maryland. However, additional support is needed.

Dorchester County should continue to encourage proper soil conservation throughout the county.

Particular emphasis should be devoted to:

1. Protecting county lands from soil depletion.
2. Rebuilding depleted or eroded soils.
3. Improving field cover.
4. Improving drainage.
5. Stabilizing runoff and controlling sediment.

## CONSTRUCTION CONTROLS

When land is developed, erosion, sedimentation and pollution, if uncontrolled, can cause extensive damage to county waters, wildlife, and property far from the construction site.

In addition to controlling development of open spaces and channeling development to more desirable areas,

the county should require adherence to construction and development practices that minimize negative environmental effects.

To minimize adverse effects of construction and development and preserve natural resources; Dorchester County through its control over land subdivision should:

1. Allow development only in areas where soils are suited to such development.
2. Require adequate erosion control measures during and after construction.
3. Prevent the needless removal of vegetative cover and the exposure of large areas of bare soil during construction.
4. Require necessary mulching, vegetation and erosion control structures.
5. Control drainage and runoff so as to prevent environmental damage on or off site.

## COUNTY WATERS

Much of Dorchester County is directly dependent upon either the

Bay or county streams and creeks for employment or recreation. In order to preserve county waters,

over-fishing, destructive boat wakes, sewage pollution, and other harmful activities should be controlled.

One method of control is a limitation on the number of locations of boat slips, docks, and ramps allowed for commercial and pleasure uses. New marinas should be located on broad and deep waters which can safely accommodate the additional boat traffic which they are likely to generate.

The intent of several of the natural resource objectives is to protect county water supplies from pollution and indiscriminate use. Since many of Dorchester County's present industries use large quantities of water,

the county should encourage industry to conserve water and recycle it wherever possible. Industries whose water use is minimal should be especially encouraged to locate within the county if they conform to the recommendations made in other portions of the Comprehensive Plan.

Furthermore,

water usage by community systems and large plants should be metered to determine quantities used and a rate schedule adopted which discourages wasteful use.

In addition, to allow better future planning of water facilities,

a detailed inventory and study of all possible future sources of supply, both aquifers and rivers, should be made.

More knowledge is needed on the use and potential of county aquifers.

#### WATERFRONT PROTECTION

Shoreline erosion is a serious problem in Dorchester County. It results in the loss of valuable lands and pollution of

county waters and the Chesapeake Bay. Shoreline stabilization is desirable in areas of high erosion. As a general policy in these areas,

the county should encourage shoreline stabilization with properly engineered structures and vegetation control.

The Maryland Board of Public Works, the Maryland Department of Natural Resources and the Army Corps of Engineers presently review most waterfront construction and stabilization measures. The county should work closely with these organizations to reduce erosion wherever feasible. As a further step,

the county should consider establishing a commission to promote the conservation and use of the shoreline, and review applications for shoreline development.

This commission, the county zoning ordinance, and the subdivision regulations should pay particular attention to bulkheading, shoreline changes, filling and the impact of pier and dock construction.

#### VEGETATION AND WILDLIFE

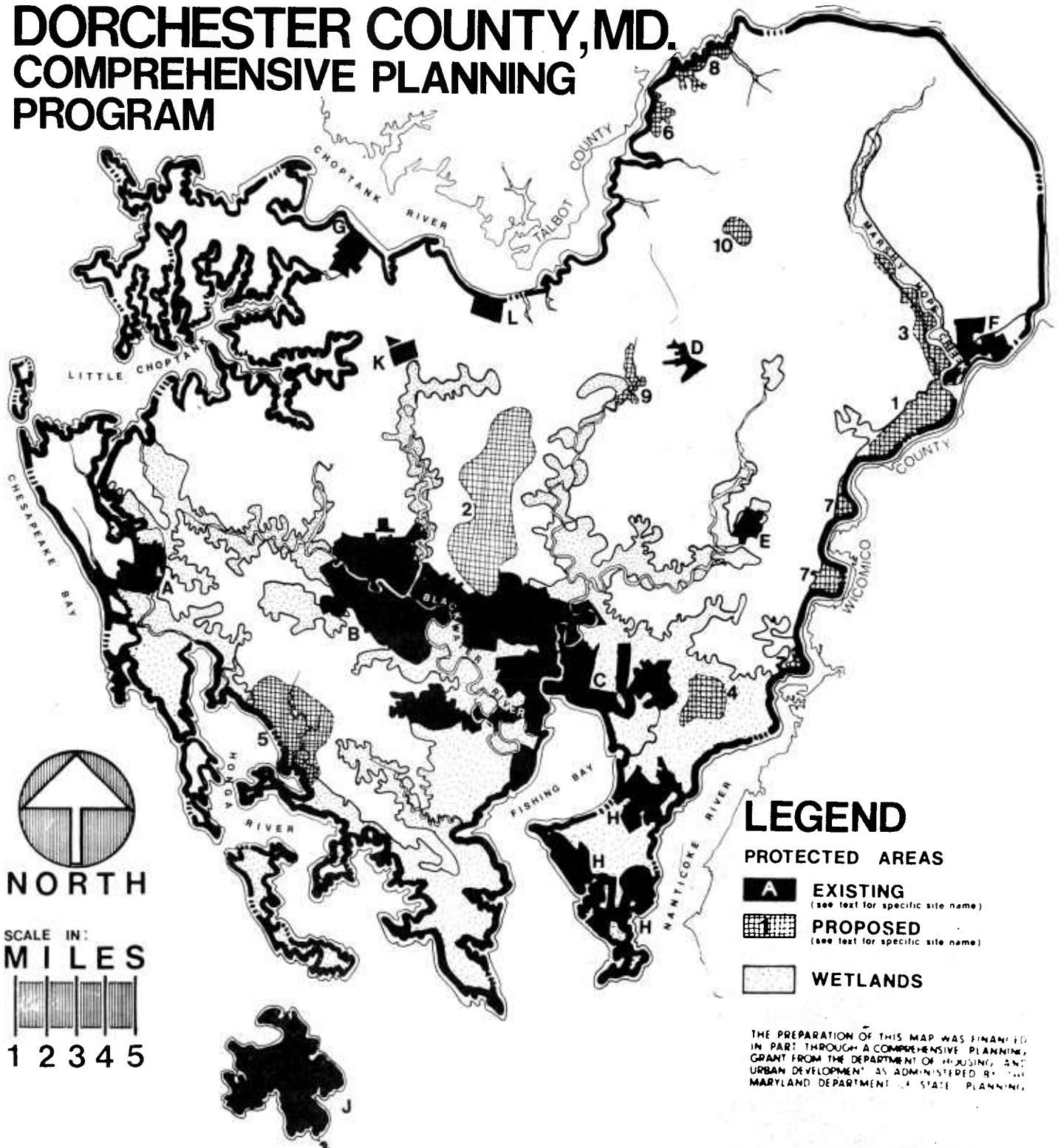
Significant portions of the county's prime natural resources are already under protection as identified by the following list:

<u>Area</u>	<u>Acreage</u>
A. Taylors Island Management Area	920 acres
B. Blackwater National Wildlife Refuge	11,216 acres
C. Fishing Bay Wildlife Management Area	10,474 acres
D. Linkwood Wildlife Management Area	313 acres
E. Lecompte Wildlife Refuge	485 acres
F. Nanticoke Boy Scout Reservation	1,200 acres
G. Horns Point	831 acres
H. Elliott Island Fish & Wildlife Areas	1,743 acres
J. Bloodsworth Island	5,878 acres
K. Christs Rock/Snows Turn Park	95 acres
I. Eastern Shore State Hospital	366 acres
	<u>33,521 Total acres</u>

These existing areas are depicted on the Natural Features Map, page 61.

# NATURAL FEATURES

## DORCHESTER COUNTY, MD. COMPREHENSIVE PLANNING PROGRAM



### LEGEND

#### PROTECTED AREAS

- A** EXISTING  
(see text for specific site name)
- PROPOSED  
(see text for specific site name)
- WETLANDS

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT AS ADMINISTERED BY THE MARYLAND DEPARTMENT OF STATE PLANNING.

The objectives call for protection of county vegetation and wildlife.

Many private landowners, hunting clubs and local groups, coupled with the Maryland Department of Natural Resources and various federal agencies, are currently attempting to protect additional areas. In support of these efforts,

the county should assist plant and animal preservation by encouraging the establishment of wildlife management areas.

Such areas should consist of one or more adjacent properties managed so they offer a general habitat desirable to all county wildlife or a specific habitat for endangered species.

As a step to encourage this practice,

the county should establish an explicit set of criteria that each management area should meet and provide tax or financial incentives for those individuals or groups who develop and maintain such areas.

The Smithsonian Institution and the Chesapeake Bay Foundation, working for the Nature Conservancy, have designated 10 natural areas within Dorchester County as deserving primary protection. They should be considered for inclusion of such wildlife management areas. The areas are depicted on the Natural Features Map, page 61 and are listed below.

<u>Area</u>	<u>Acreeage</u>
1. Chicone Creek-Big Creek Marsh	1,815 acres
2. Green Brier Swamps	4,589 acres
3. Lower Marshyhope Creek	2,045 acres
4. Savannah Lake	1,326 acres
5. Hill Hook Marsh-World End Creek	3,969 acres
6. Blinkhorn Creek	598 acres
7. Point No Point - Penknife Creek- Refin Creek	1,097 acres
8. Hunting Creek	758 acres
9. Higgins Pond	168 acres
10. East New Market Basin	338 acres
	<u>16,703</u> Total acres

Several of these areas contain endangered animal species such as the American Bald Eagle and the Delmarva Fox Squirrel, or rare aquatic plants.

### WETLANDS

Approximately 32 percent of Dorchester County is wetlands. Wetlands are a significant part of the interconnected food chain which eventually reaches man, and are a valued animal habitat. Their importance is reflected by increasingly stringent federal and state controls.

Because of their ecological importance, and because of their general unsuitability for intensive human development,

county land use controls should not permit extensive wetlands development.

Areas delineated as wetlands on official State of Maryland Department of Natural Resources wetlands maps should be specifically regulated within the Dorchester County zoning ordinance.

The location of these wetlands is depicted in the Natural Resources Map on page 61.

### BLIGHTED AREAS

The natural resource objectives specifically call for the county to reclaim environmentally blighted areas. One specific type of blight is improperly restored sand and gravel quarries and other fill borrow areas. There are several hundred acres of such land within Dorchester County.

Quarrying and other potentially harmful activities should adhere to approved conservation plans and should post bonds or make other adequate guarantees that the land will be adequately restored as soon as operations permit.





# CHAPTER 7 CULTURAL, HISTORIC & AESTHETIC

## BACKGROUND SUMMARY

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As the Background Report pointed out, 300 years of settlement have provided Dorchester with an abundance of historic and architecturally significant structures. At present there is no comprehensive mechanism to identify and preserve the county's landmarks, although the efforts of local historical societies, the Maryland Historical Society, the Maryland Historical Trust and local arts groups have been quite successful.

In addition to the possible inadvertent loss of physical assets, skilled artisans are retiring, dying, or abandoning traditional trades once common in Dorchester County. Efforts are underway to retain many of these county assets.

Along with the destruction of historic assets and loss of skilled crafts, the county faces disfigurement of its natural scenic beauty. Many areas are subject to visual blight due to years of roadside strip development.

## CULTURAL, HISTORIC, & AESTHETIC GOAL

As its cultural, historic and aesthetic goal, Dorchester should

PRESERVE AND ENHANCE THE COUNTY'S HISTORIC AND SIGNIFICANT LANDMARKS, NATURAL LANDSCAPE AND TRADITIONAL HERITAGE. IT SHOULD ALSO INCREASE ITS CULTURAL RESOURCES.

# CULTURAL, HISTORIC, & AESTHETIC OBJECTIVES

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To do so, the following more specific aims are proposed:

- EDUCATE AND INVOLVE THE PEOPLE OF THE COUNTY IN THE IMPORTANCE OF THE ABOVE GOAL.
- RESTORE, PROTECT AND UTILIZE HISTORIC AND SIGNIFICANT STRUCTURES AND AREAS.
- PRESERVE COLLECTIONS AND ARTIFACTS DEPICTING PAST AND PRESENT HISTORY AND TECHNOLOGY. ENCOURAGE THE COLLECTING AND DOCUMENTING OF COLLECTIONS AND ARTIFACTS.
- RETAIN, DEVELOP AND EXPAND TRADITIONAL MARITIME, AGRICULTURAL AND OTHER SKILLS AND CRAFTS.
- ENHANCE THE APPEARANCE OF HOMES, BUSINESSES AND ROUTES IN AND THROUGH THE COUNTY.
- CONTROL SIGNS, BILLBOARDS AND OTHER OUTDOOR DISPLAYS.
- PROTECT AND MAINTAIN EXISTING TREES AND LANDSCAPING AND ENCOURAGE ADDITIONAL LANDSCAPING.
- DEVELOP AND PROTECT THE APPEARANCE AND USE OF WATERFRONT AREAS.
- ENCOURAGE AND PROMOTE THE DEVELOPMENT OF TOURISM AND TOURIST FACILITIES.

# CULTURAL, HISTORIC, & AESTHETIC RECOMMENDATIONS

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## HISTORIC

Dorchester County contains many significant homes and structures that are heritages of its past. However, at this time, there is no formal mechanism to assure preservation. Consequently,

Dorchester County should initiate a program to insure the preservation of historic features.

The program should:

1. Develop a classification system to rank the county's various architectural, cultural, and historic assets.
2. Using the developed classification system, provide an updated inventory of significant historic, architectural and cultural features within the county.
3. Provide guidelines for evaluation and regulation of proposed alteration or demolition of the county's significant features.
4. Provide for the establishment of a body to administer the protection and preservation of the county's significant features.

Furthermore, the county should provide

financial incentives when in the county's best interest to encourage renovation of historic structures.

Article 81, Section 12G of the Maryland Annotated Code allows the county and towns to grant tax credits of up to 10 percent of the cost of historic renovation within historic zones if they so desire.

#### CULTURAL

One of The Comprehensive Plan's economic objectives is to encourage tourism and travel to the county. With increasing attention being paid to the approaching American Revolution Bicentennial, and the national nostalgia movement, the county has a major opportunity. Capitalization upon this celebration and historic interests requires development of the county's historic and cultural assets. To do so,

prime emphasis should be placed upon maintenance of the county's traditional maritime and agricultural industries and their associated skills, tools, and artifacts.

This can be accomplished through:

1. Establishment of an oral and pictorial program including recording conversations and possibly movies of county citizens relating experiences and descriptions of past activities.
2. Establishment of an apprenticeship program to train youths in old skills and crafts.
3. Encouragement of a county museum to display artifacts and crafts.
4. An active sponsorship program to solicit donations from small and large businesses, federal or state patronage programs, and private foundations.
5. An active program to identify and solicit materials to be preserved that may be in the possession of county residents.

#### AESTHETIC

The objectives denote the county's special concern for the appearance of routes in and through the county. Views along Dorchester's highways are often the first and only impression visitors have of the county. Unsightly uses of property seen from the road, such as automobile "graveyards" offend every traveler who comes to the county expecting to enjoy its natural scenery.

The county should consider further ordinances to regulate the disposal of junked automobiles or other abandoned items. These regulations should specifically prohibit the use of these items as shore erosion materials.

In addition,

the county should support the programs of local beautification groups such as garden clubs. Such programs should insure that highway median strips be appropriately landscaped and maintained.

One other area of major concern should be the numerous abandoned houses, barns, outbuildings and other structures within the county. They are often nuisances and pose hazards to anyone entering them. However, care should be taken to insure that no historic or significant structures are accidentally razed.

Along with the highway related development controls proposed under land use and transportation, the county should:

place strict controls on signs within the county zoning ordinance or subdivision regulations so that large numbers of signs or inappropriate designs and sizes do not mar the appearance of the county.

The zoning ordinance or subdivision regulations should require signs or billboards be setback from roadways and not detract from the natural beauty of the roadside. No sign except state or county highway directional signs should be permitted on county or state roads outside of specifically designated areas, but small, temporary, non-illuminated signs should be permitted for real estate advertisement or to indicate an event of public interest (such as an election, public hearing, livestock show, auction, etc.)

The following other general standards for signs should be implemented through county land use controls:

1. Signs should not obstruct or interfere with traffic sight lines.
2. Signs should not obstruct traffic control signs or signals, or any other sign erected by a governmental body.

3. Signs should not have flashing lights or consist of moving parts.
4. Signs should not be illuminated in a manner that causes glare or disturbance to adjacent property owners.
5. Permanent signs should require a permit.
6. All permanent signs should be sturdily constructed of durable materials.
7. A mechanism should be developed allowing the phasing out of non-conforming signs.



# CHAPTER 8

# TRANSPORTATION

## BACKGROUND SUMMARY

The county's economic well being is linked to the adequacy of its transportation systems.

Rail, highways, air and water are all now important transport facilities in the county. All systems are likely to undergo dramatic changes in the near future.

All Eastern Shore rail lines, with the exception of a "core" line running from the Delaware Canal to Fruitland may be abandoned. Closing down of the railroad within Dorchester County would affect many county industries dependent upon the bulk rates and long distance hauling possible under a rail system.

Route 50 is subject to bottlenecks and overuse in the summer. To correct these conditions, the State of Maryland is studying the possibility of bypassing Cambridge and Vienna, or constructing a new route through North Dorchester and Caroline County.

Dorchester County has a good local road system, though narrow rights-of-way, limited bridge capacity and insufficient shoulders are common in some areas.

There is no local bus service within Dorchester County.

Airport facilities are good and plans call for further expansion. The Cambridge Port has had increasing use. However,

no county goods are shipped from the port because local firms cannot, at present, produce and store the large volumes required for economical export.

## TRANSPORTATION GOAL

As an overall transportation goal, the county should continue to strive to:

PROVIDE FOR THE SAFE, ECONOMICAL AND EFFICIENT  
MOVEMENT OF GOODS AND PEOPLE.

## TRANSPORTATION OBJECTIVES

The following objectives call for provision of a variety of transportation modes within Dorchester County and the improvement of existing transportation systems.

The specific transportation objectives are:

- o MAINTAIN A QUALITY COUNTY ROAD SYSTEM.
- o PROMOTE THE EXPANSION OF THE CAMBRIDGE PORT, ITS RELATED INDUSTRIES AND THE USE OF WATER TRANSPORT ON THE CHOPTANK AND NANTICOKE RIVERS.
- o RETAIN THE COUNTY'S RAIL SERVICE.
- o PROMOTE THE AIRPORT AND ENCOURAGE DEVELOPMENT OF RELATED INDUSTRIES.
- o ENCOURAGE ALTERNATIVE TRANSPORTATION SYSTEMS FOR COUNTY INDUSTRIES.
- o ESTABLISH A PUBLIC TRANSPORTATION SYSTEM FOR COUNTY RESIDENTS.
- o UPGRADE ROUTE 50 THROUGH DORCHESTER COUNTY FOR EASE OF MOVEMENT AND PUBLIC SAFETY.

# TRANSPORTATION RECOMMENDATIONS

## ROUTE 50

As discussed in the Background Report, the Maryland Department of Transportation's State Highway Administration is presently undertaking a central Eastern Shore Corridor Study. Ultimately, the study will propose long range plans for Route 50. Its outcome is important for Dorchester County since Route 50 carries large amounts of year-round local and regional traffic plus summer time tourists going to the recreational areas of the Eastern Shore, especially Ocean City.

To correct the bottlenecks caused by the two-lane Choptank and Nanticoke Bridges and avoid traffic-interrupting stop lights in Cambridge, some relocation of the route will be necessary.

Wherever the new route is developed, county land use controls should be utilized to control highway oriented development.

There are three general route relocation alternatives.

One, a new route through Caroline County or an upgrading of Maryland 404, could have an adverse impact on Dorchester County's economy, since many county businesses are dependent upon their location on the region's major highway for much of their patron trade. A new primary regional highway outside the county, coupled with the loss of the county's rail service could cause an economic repercussion difficult to overcome.

The second alternative, construction of a new route through the northern portion of Dorchester County, would have drastic impact on the county's prime farming area and would be contrary to many of the county's natural resources and land use objectives. The right-of-way through North Dorchester would have to be 200 to 300 feet wide and a minimum of 11 miles long. It would require purchase or condemnation of 270 to 400 acres of land, plus additional acreage for highway approaches and exists. This could divide many farms into isolated parcels impractical for successful agriculture. Market pressures would be great for commercial, highway oriented development along the new route and would encourage conversion of farmland to other land uses.

A third alternative appears most viable and would have a less unsettling effect on the county as a whole. Under this alternative,

new multi-lane bridges across the Choptank and Nanticoke Rivers and short bypasses of Cambridge and Vienna could be constructed. This alternative should be actively supported by the county.

Commercial establishments now on Route 50 may suffer temporary setbacks but they would still capture much highway oriented trade from traffic exiting from the new road to seek services.

Despite development of an alternative route; the existing Route 50 will continue to be an important regional highway and will be the major inter-shore link between Easton, Cambridge, and Salisbury. To maintain Route 50's traffic flow capacity and reduce congestion,

strip development along Route 50 should be controlled and the number of access points to the roadway minimized.

#### OTHER ROADS

Increased highway accessibility can direct growth and development into new areas and thus is a major tool for implementing the objectives and policies of The Comprehensive Plan. Therefore,

the county should cautiously review any major road proposal which would open up an area and expose it to increased growth pressures.

In this light, to avoid spurring growth in much of North Dorchester, the proposed relocation of Maryland 331 from Maryland 14 to Maryland 392 and from 392 to 318 should not be undertaken until the need for the improvements has been firmly established.

But on the other hand,

circulation within and around the City of Cambridge and the major towns should be improved.

East-west access through Cambridge is difficult. Traffic congestion is heavy within the city and there are numerous lights and other bottlenecks.

A need for a road connecting Route 16 to Route 343 and possibly Hambrooks Blvd. is evident. This would provide a horseshoe-shaped circumferential highway around much of Cambridge and would route much truck and automobile traffic from the developed portions of the city (See Transportation Plan, page 77). However,

road improvements in the Cambridge area should be directed only towards solving the transportation needs of the city and its immediate surroundings and should not promote intra-county accessibility unless such improvement is warranted on its own merits.

#### ROAD STANDARDS

The accompanying chart shows minimum standards which roads should meet before they should be accepted for maintenance by the county. More detailed specifications such as grades and composition of base materials are presented in Regulations for Acceptance of Roads and/or Streets for Maintenance by the County Commissioners of Dorchester County.

Many county roads have developed from colonial paths and Indian trails. They are extremely narrow by present day standards.

New subdivision streets and other county roads should conform to current standards.

In addition to the road standards, the following generalized guidelines for street layout within subdivisions should be followed:

1. Through traffic should be separated from local traffic as much as possible.
2. The number of access points to and from collector and arterial streets should be minimized.
3. Street layouts should discourage high speed driving and provide for resident safety.
4. Pedestrian/vehicular conflict points should be minimized.
5. All properties should be provided with vehicular, pedestrian and service access.
6. Higher density subdivisions which may occur around the towns or in the villages should have sidewalks on at least one side of the street.
7. Adequate storm water drainage should be provided and easements dedicated for drainage systems as necessary.
8. Driveway and roadway intersections should be as close to a 90° angle as feasible.

Much of Dorchester County contains narrow roadways, or bridges of only 14,000 pound capacity. Often these limited highway facilities are unsafe for school buses, fire equipment, and heavy construction and agricultural equipment and cannot bear large amounts of automobile traffic.

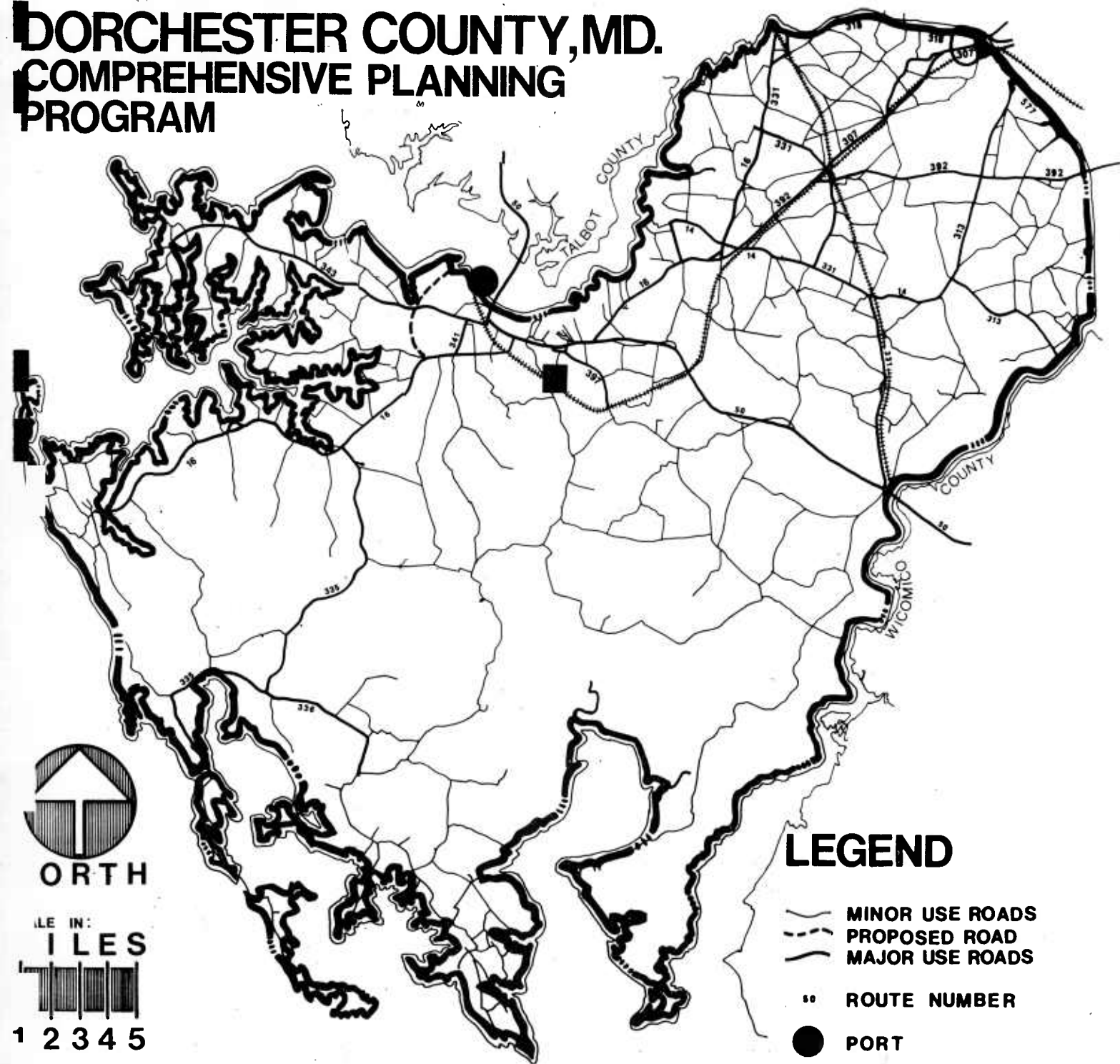
Development should not be encouraged in areas with inadequate roadways and bridges until the roads are improved and the bridges increased to a 20,000 to 24,000 pound maximum capacity in line within current County Roads Board policy.

#### AIRPORT

The objectives call for promotion of the airport and encouragement of related industries. The 1972 Cambridge Municipal

# TRANSPORTATION PLAN

## DORCHESTER COUNTY, MD. COMPREHENSIVE PLANNING PROGRAM



### LEGEND

- MINOR USE ROADS
- PROPOSED ROAD
- MAJOR USE ROADS
- ROUTE NUMBER
- PORT
- AIRPORT
- RAILROAD



THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT AS ADMINISTERED BY THE MARYLAND DEPARTMENT OF STATE PLANNING

Airport Master Plan Report proposes a road paralleling the Penn Central Railroad from Woods Road to Bucktown Road.

A highway improvement from Woods Road to Bucktown Road would allow expansion of the present Woods Road Industrial Park and would help provide easy rail, highway, and air transportation to both existing firms and future industries within the park.

In addition,

Dorchester County and the City of Cambridge should control development in planned airport expansion areas.

This can be accomplished by purchase of necessary properties and "land banking" them until needed in the future.

Through land use controls,

the county and city should protect the approaches to existing and proposed runways from undesirable development such as towers, tall chimneys and power lines which may present a hazard to air navigation.

Undue encroachment of residential and commercial land uses into areas where residents or workers might be disturbed by the noise of low flying aircraft should be prevented.

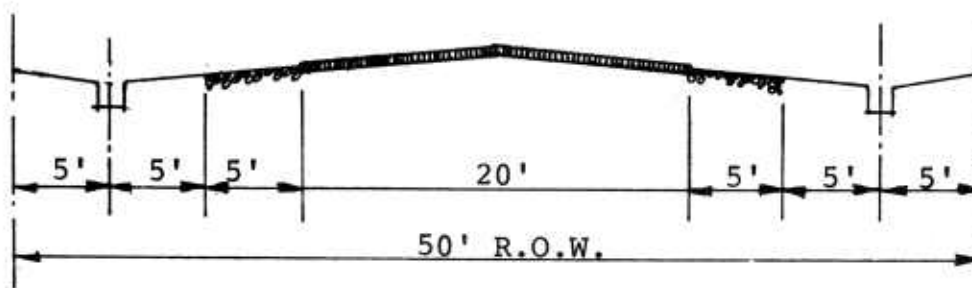
Where such incompatible development has already occurred, the effects of airport noise should be minimized as much as possible without harming the effectiveness of the airport. This can be accomplished in part by:

1. Encouraging takeoffs or landings to face away from residential or commercial areas.
2. Discouraging night flights over developed areas.

#### CAMBRIDGE MARINE PORT

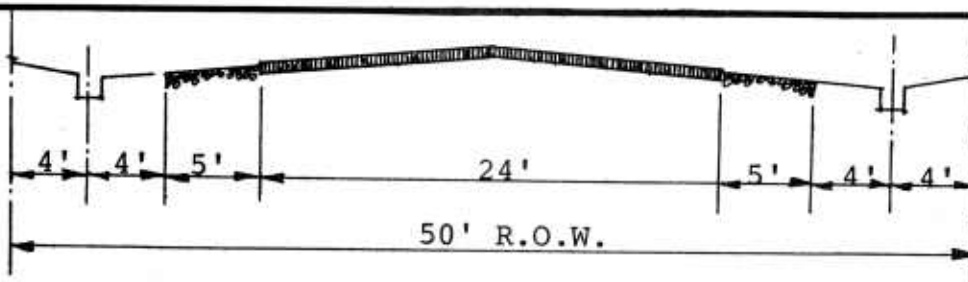
In the past 11 years the Cambridge Port has proven to be

**ROAD STANDARDS\*** (More detailed specifications are provided in the county's regulations for acceptance of roads and/or streets.)



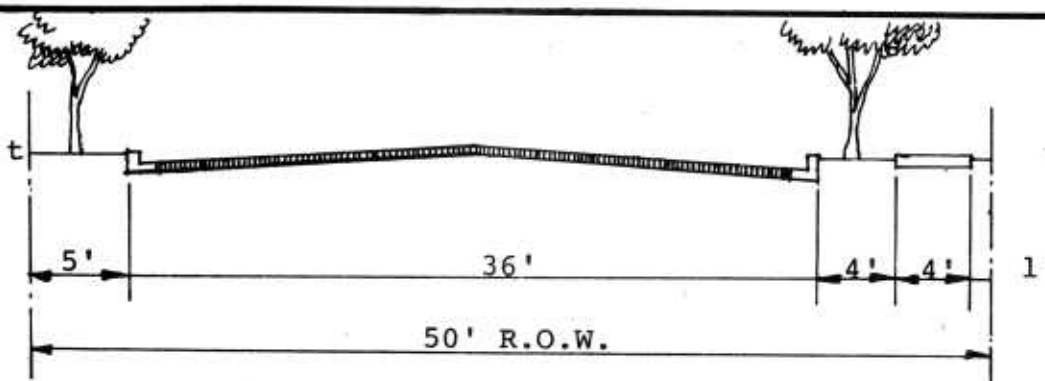
MINOR COLLECTOR ROAD

This type of county road includes lightly travelled roads which do not have extensive development along their course. Their primary function is to provide access to and between large properties. This type of road is not designed to accommodate parking.



MINOR ARTERIAL

This form of county road collects traffic from minor collector roads and distributes it to primary (state) roads. It serves as a "through route" for traffic and is not designed to accommodate parking.



STREETS FOR DENSELY DEVELOPED AREAS

These roads serve essentially the same function as minor collector roads, but should occur in areas where development is more intense, and where on-street parking is likely to occur. Sidewalks are provided along one side.

extremely valuable to the county's economy. Over 800 jobs are directly dependent upon the port and 400 more are indirectly supported by it.

The harbor was dredged in 1963 when the Cambridge Marine Terminal was built. Much shoaling has occurred in the intervening years; only minor dredging, near the pier, has been done since 1963.

The city and county should continue cooperative efforts to seek federal maintenance of the Cambridge Harbor. Requests for assistance should stress that maintenance of the harbor is economically justified and has no detrimental effects.

So that the Cambridge Port can maintain a competitive advantage over other coastal areas and to better serve existing local industries,

the county should continue to support harbor and port improvements.

Improvements needed include:

1. Deepening the channel 6 additional feet to 31 feet to accommodate a larger class of ships.
2. Construction of a freezer warehouse facility.
3. Extension of the existing pier to provide a second berth.
4. Construction of a second pier.

Modern day barging and lighter aboard ship (LASH) systems offer an opportunity for a localized water transport system supplementing the deep water facilities at the port.

Such water transport may be a positive alternative to rail transit.

A study of shallow water transport should be undertaken in the near future in order to provide sufficient lead time to plan and develop facilities which might be proposed.

The study should examine:

1. The suitability of existing facilities to handle bulk cargo.
2. The potentiality for additional ports within Dorchester County.
3. System economics in relation to truck, rail, and other transport modes.
4. Spinoff benefits to users such as the employment of barges as mobile warehouses.
5. Competition from possible facilities in adjacent counties.
6. Potential funding sources.
7. Management and organization of the system.

#### RAIL TRANSPORT

Because of its importance, especially to the county's agricultural and food processing community,

the county should provide support and assistance to efforts to maintain rail service to Dorchester County.

Because it is a region-wide problem, special emphasis should be placed upon cooperation with public and private organizations capable of dealing with the situation on a peninsula-wide basis.

If the county rail service is abandoned,

the county should see that rails and ties are not immediately removed and it should investigate the feasibility of acquiring the rights-of-way.

The county, the City of Cambridge or local shippers may choose to maintain the route as a locally operated spur line or an intra-county transportation corridor. If not used for rail traffic, the rights-of-way have potential for pipeline, power corridor, highway or other transport facility for county industry.

In addition,

representatives of the county and local industry should contact Interstate Commerce Commission officials and consult with local truckers to determine if lower truck tariffs and fares are feasible for selected commodities.

#### RURAL TRANSIT SYSTEM

A large segment of the county, including industrial workers, the elderly, teenagers, adults without driver's licenses, families without automobiles, etc., would benefit from a public transit system.

This existing demand, coupled with an increase in the county's population, a growing retirement community, concentration of the population in or near present centers, and increased federal state grants for local transport, help to make such a system economically feasible.

A study should be undertaken to determine the practicality of a county transit system.

Such a study should include:

1. Determination of the need and desire for service.
- 2.. Equipment.
3. Economic feasibility.
4. Route scheduling.



# CHAPTER 9

# COMMUNITY SERVICES

## BACKGROUND SUMMARY

A growing, vigorous population requires adequate public services and community facilities.

In Dorchester County, present facilities and services do not meet all citizen needs.

Many are of insufficient size or are poorly located. However, the county is making a conscious effort to correct existing shortcomings.

## COMMUNITY SERVICES GOAL

As its overall community services policy, the county should:

PROVIDE A COMPLETE SYSTEM OF COMMUNITY FACILITIES AND SERVICES WHICH MEETS PUBLIC NEEDS.

## COMMUNITY SERVICES OBJECTIVES

To implement this desire, the following objectives are established:

- PROVIDE PUBLIC, PRIVATE AND COMMERCIAL PARKS AND RECREATION SPACE TO MEET THE NEEDS OF COUNTY CITIZENS FOR ACTIVE AND PASSIVE SPORTS, AND WATER-ORIENTED RECREATION.
- UTILIZE SCHOOLS AND OTHER PUBLIC FACILITIES TO THE FULLEST EXTENT POSSIBLE TO MEET RECREATION NEEDS.
- PROVIDE ADEQUATE POLICE AND FIRE PROTECTION.
- PROVIDE A FULL RANGE OF CULTURAL, FORMAL AND INFORMAL EDUCATIONAL AND TRAINING OPPORTUNITIES FOR COUNTY RESIDENTS.
- PROVIDE CONVENIENT ACCESS TO THE HEALTH AND SOCIAL SERVICES NECESSARY TO FULFILL THE NEEDS OF COUNTY RESIDENTS.
- COORDINATE COMMUNITY SERVICES ON A COUNTYWIDE BASIS.
- ADD NEW SERVICES AS EXTENSIONS OF EXISTING SERVICE SYSTEMS WHEREVER POSSIBLE.
- ALLOW DEVELOPMENT ONLY IN AREAS ADEQUATELY SERVED BY COMMUNITY FACILITIES.
- REQUIRE NEW DEVELOPMENT TO SUPPORT FINANCIALLY THE COMMUNITY SERVICES IT REQUIRES.

## COMMUNITY SERVICES RECOMMENDATIONS

The Background Report enumerated most of the county's recreational assets as well as the general areas of need. In order to provide the basis for recreational planning at the county level, the following outdoor recreation space standards have been developed.

RECREATION FACILITY STANDARDS FOR MAJOR TOWNS

<u>TYPE OF FACILITY</u>	<u>SERVICE AREA</u>	<u>STANDARD</u>	<u>PROVIDED BY*</u>
1. Play Lots	neighborhoods and small developments	(as needed)	towns or developers
2. Neighborhood Parks	neighborhoods and large developments	2.5 acres/1000 town people	towns or developers
3. Town Parks	towns	2.5 acres/1000 town people	towns
4. Water-oriented Parks	county-wide	2.5 acres/1000 county people	county
5. Inland Parks	county-wide	2.5 acres/1000 county people	county
6. Boat Landings	county-wide	1 landing/1000 county people	county

RECREATION FACILITY STANDARDS FOR RURAL AREAS

1. Water-oriented Parks	county-wide	2.5 acres/1000 county people	county
2. Inland Parks	county-wide	2.5 acres/1000 county people	county
3. Boat Landings	county-wide	1 landing/1000 county people	county

These standards indicate that for each 1000 residents in the major towns. (Cambridge, Hurlock, East New Market, Secretary, and Vienna), ten acres of outdoor recreational land should be provided, half of which should be local and the responsibility of the municipal government and half of which should be regional and the responsibility of the county. It is assumed that persons living outside of the major incorporated towns do not

\* "Provided by" indicates the level of government which would have prime responsibility in acquiring and developing the facility.

have a requirement for neighborhood/town type recreational space; therefore, for each 1000 of these persons, the standard indicates only 5 acres of land need be made available by the county.

Following are the projected acreage requirements for town and county-wide recreation needs based on the expected 1% per year population growth.

<u>Year</u>	<u>Town Requirements</u>	<u>County Requirements</u>
1970	140 acres	77 acres + 29 landings
1980	155 acres	85 acres + 32 landings
1990	171 acres	94 acres + 36 landings
2000	189 acres	102 acres + 40 landings

#### TOWN AND NEIGHBORHOOD PARKS

The present school sites provide much town and neighborhood recreational facilities. However, "doubling up" of facilities can create conflicts in use and responsibility and therefore school sites should be viewed as community recreation assets only after careful planning has resolved potential conflicts.

Furthermore, many of these sites may be lost through the county's current school consolidation program.

The county should make a conscientious attempt to preserve and upgrade existing recreational areas where feasible and provide alternatives where necessary.

The county should publicize and encourage the practice of donating or bequeathing lands for use as recreational areas.

## COUNTY PARKS

The County Recreation and Parks Board with its present development plans for Snow's Turn and Christ Rock has made a significant step toward meeting recreational demand near Cambridge and in the central part of the county. However, other areas need to be served.

The county should promote and develop similar regional parks in North and South Dorchester.

In the selection or consideration of potential sites to satisfy the need for outdoor recreation the following general criteria should be considered:

1. The sites should be close to centers of population, if possible.
2. The sites should be easily accessible by automobile and located so as not to cause congestion on adjacent roads.
3. The sites should be compatible with adjacent land uses.
4. The sites should be physically suited for recreation; well drained, and wooded if possible for aesthetic and buffering effects.

## WATERFRONT RECREATION

One of the county's major recreational deficiencies is in waterfront facilities. Because of its large amount of wetlands and wildlife refuges, few existing waterfront areas are suited for intensive recreational development.

At least one large waterfront park should be provided in Dorchester County, near the City of Cambridge, if possible.

Areas proposed for recreational development should be carefully studied to avoid potential environmental damage.

The Maryland Department of Natural Resources in a preliminary study has identified seven potential waterfront recreation areas. These seven plus an eighth site identified by the Planning and Zoning Commission are:

<u>Area</u>	<u>Recreational Potential</u>
1. Gray (Great) Marsh Point	pier fishing, boat launch ramp
2. Susquehanna Neck	hunting, nature area, camping, pier fishing, beach swimming
3. Bay Shore Road	boat launching, swimming, pier fishing, camping, picnicking
4. Meekins Neck Road	hunting, boat launching
5. Meekins	boat launch or hunting area
6. Tedious Creek	boat launch
7. Elliot Island	day use park including beach swimming, boat launching, pier fishing, picnicking
8. Marshyhope River above Harrison Ferry Bridge	fishing, picnicking, boat launching

All should be given consideration in future park planning, but

special priority should be given to Gray Marsh Point because of its location on the Choptank River within the City of Cambridge.

## PUBLIC BOAT LANDINGS

The recreation standards presented above indicate that the county with 11 private and 13 county or county/city launching ramps is 5 landings short of the desired standard at this time. To meet this demand for boat landings,

the county's present number of public boat landings should be increased. New landings should be constructed in North Dorchester along the Choptank, Nanticoke and Marshyhope Rivers, and as near Cambridge, Vienna and the other incorporated towns as possible.

Attention should also be given to upgrading the quality of the county's existing landings. Because of a county-wide shortage of fishing areas,

fishing piers should be provided where possible, preferably in conjunction with public landings.

The following series of recommendations should be followed to improve landing facilities and conditions.

Each landing should have:

1. A location on the Bay, or a large tributary to avoid boat congestion.
2. Adequate parking.
3. Clearly established property boundaries.
4. Adequate buffers from adjacent residential areas or commercial establishments.
5. Frequent policing of areas with recurring complaints.
6. Adequate sanitation facilities.
7. Durable surfacing of parking and turnabouts at heavily used facilities.
8. Adequate refuse facilities and removal.

## BICYCLE TRAILS

Under a Maryland Department of Transportation program, bicycle trails have been provided along several of the county's major highways. This program should be continued and furthermore,

the county should explore the possibilities of providing additional trails along the shoreline and in wild-life areas.

## HUNTING

Hunting has long been a major recreational pastime within Dorchester County. Public hunting areas have been constantly decreasing over time. As a partial solution,

Dorchester should encourage the use of state and private lands for hunting.

## CAMPING

Dorchester County has no public campsites but there are two private facilities in operation and others being planned.

The location of camping areas should be based upon the capacity of the proposed site and surrounding areas to support development without experiencing adverse environmental or community effects.

As a minimum, each camping site should have:

1. Suitable recreation areas.
2. Adequate parking and roadways.
3. Graded roads and parking spaces.

4. A central management office with adequate storage space.
5. Adequate refuse collection and disposal.
6. Central sewage disposal and water supply.
7. Adequate drainage.
8. Anchored tables.
9. An area for eating and storage of supplies on each site.
10. A fireplace for each campsite.
11. Utility connections for all recreation vehicles.

#### LIBRARY

The Cambridge Central Library is a new facility (opened in 1973) planned to serve its area's needs for the next 20 years. Additional service is planned for the Hurlock area.

The library has a conscious policy of promoting increased use and upgrading levels of services.

A major thrust of the library in future years should be a continuation of efforts to improve service and encourage increased patronage.

The Maryland State Department of Education's Division of Library Development and Services has forwarded a set of standards for local public library systems to strive to achieve. For the Dorchester County system this would include:

1. Maximum patron travel time of 30 minutes to a library, bookmobile or other mobile unit.

2. Use by 60 percent of the adult population.
3. A book collection containing 4 books per capita.
4. Annual additions of .4 to .6 books per capita.
5. Periodical collection containing 200 to 250 publications.
6. Periodical file (including microfilm) of last 5 to 10 years.
7. A collection of 5000 recordings (1000 non-musical).
8. Annual additions of 900 to 1000 recordings.
9. Availability of 1500 16MM films and 500 filmstrips at the regional library level.
10. Library open 68 to 72 hours per week including weekends.
11. Weekly bookmobile stops.
12. Adequate personnel levels including 20 percent staff librarians or specialists; 25 percent associate librarians or paraprofessionals; 45 percent clerks; 10 percent pages.

#### FIRE PROTECTION

Dorchester County is provided fire protection by 14 volunteer fire companies. Physical condition of the fire company buildings is generally sound. Most equipment is serviceable and adequate for present county needs.

Because much of the county is wetlands, islands, and isolated necks, quick accessibility by county fire equipment to outlying portions of the county's fire districts is difficult.

For improved community safety, intensive new development should be no more than 7½ minutes travel time away from a county fire station.

In addition to slow responsiveness, sources of replenishment water for county fire equipment are often scarce or inaccessible. Efforts should be made to,

locate water replenishment stations strategically throughout the county.

This can be accomplished through placement of tanker trucks at convenient locations throughout the county, upgrading of existing pumping locations through road improvements or installation of additional pumping equipment.

### POLICE PROTECTION

The standard criteria of 2 police officers for every 1000 residents indicates that Dorchester County needs at least 10 more officers (city police, sheriff's deputies, etc.) to serve the county's present year round population.

Based on the desired population growth rate, at least six more officers will be needed by 1980 to serve full time residents.

Additional protection is also needed in the summer months because of the influx of seasonal residents, transients, and temporary laborers.

Present quarters are inadequate for both the City of Cambridge Police Department and the County Sheriff's Office, the two major, locally controlled, protective agencies in Dorchester County. Lack of space and inadequate facilities make it difficult for either to act at full effectiveness.

A feasibility study should be initiated to determine the desirability of merging the activities of the County Sheriff's Office and the City of Cambridge Police Department.

Funding for such a study is available under grants from the U.S. Law Enforcement Assistance Administration, through the Maryland Governor's Commission on Law Enforcement and the Administration of Justice.

The study should analyze the costs and benefits under a continuation of present arrangements or various merger combinations such as:

1. Consolidation of technical services including record keeping, communications, detention, administration, and procurement.
2. Consolidation of operational programs such as drug enforcement, crime prevention, etc.
3. Contracting of selected duties from one department to the other.
4. Total merging of staffs and facilities.
5. Construction of joint facilities.

#### WATER AND SEWERAGE

There are five major centralized sewer and water systems in the county: Cambridge, Hurlock, Vienna, Secretary and East New Market.

These existing centralized systems should be utilized in accordance with the county's growth area policy to provide for the needs of new population growth.

The Plan's recommendations concerning water supply are contained in the natural resources chapter. The following discussion covers sewerage.

Much of the present development in the outlying portions of the county has relied upon septic tanks for sewage disposal. The success of the septic tank systems has varied according to soil conditions, the height of the water table, quality of design and construction, and the amount of use.

Furthermore, it is extremely difficult to predict the long-term sewage infiltration capacity of any soil based upon the initial infiltration rate for fresh water as is presently done under Health Department testing procedures. Septic tank effluent contains significant amounts of solids which can cause soil clogging and lead to system failure. If septic systems fail,

the effluent can pollute ground water and lead to dangerous concentrations of nitrates in individual water supplies.

Many portions of the county, especially the southern and waterfront areas, have a long history of unreliable septic tank systems. If such systems are used in these areas, lots should be sufficiently large to provide two, and preferably three infiltration fields. Then, if one field fails, an alternate one may be provided on the same lot.

Proposals for small community or package sewage treatment facilities should not be approved unless the following conditions are met.

1. There is a thorough technical analysis by a professional engineer or sanitarian indicating that the proposed unit will meet current Department of Health and Mental Hygiene standards. (Such an analysis should be provided by the developer at his expense).
2. Legally binding arrangements have been made to provide for the maintenance and upkeep of the system at the expense of the developer or the property owners it serves.
3. Proper easements and utility rights-of-way are provided.
4. The developer financially insures the continued satisfactory operation of the system.

In addition, the following standards should be used in the review of central sewerage systems:

Each central sewerage system should have:

1. Proper design of trunk lines, laterals, and interceptors to completely serve the area.
2. Proper minimum gradients in pipeline.
3. Adequate lift stations.
4. Complete treatment of sewage.
5. Adequate buffers and landscaping around treatment plant.

6. Adequate area for expansion, or additional treatment if necessary.
7. Separate sanitary and storm sewers.
8. Roof gutters or other drain systems independent of the sanitary system.

At the next annual updating,

the county's Comprehensive Sewer and Water Master Plan should be revised to reflect the policies of the Comprehensive Plan and in particular it should reflect the Plan's growth and conservation areas policies.

#### EDUCATION

The Dorchester County Board of Education has embarked on an extensive program of construction to eliminate older facilities, expand the educational curriculum and consolidate activities.

The consolidation of county schools from 23 to 13 facilities will, of course, result in a longer commute for some students, but this will be far outweighed by the improved educational opportunities.

In order to insure future students have easy, convenient accessibility to county schools and to reinforce the Plan's land use policies,

significant future residential growth should be no more than a 20 to 25 minute automobile drive from the county's educational complexes.

Total cost of the school consolidation program will be approximately \$48,000,000. Most expenses will be covered by federal or state funds but a small proportion of the entire cost, approximately \$2,000,000, will be borne by the county.

The disposal of the old buildings and sites replaced by the school improvement program will be the responsibility of the county. This presents a major opportunity for the county to achieve additional revenue to offset the cost of the new facilities and meet many pressing community needs.

In the reuse of surplus school properties, care should be taken to see that the future use of the facility is consistent with county objectives and responsive to local needs.

Many properties, because of their prime locations, are ideally suited for housing for the elderly, social halls, community recreation or local commercial services.

#### HEALTH CARE

Nine of the 14 Dorchester County fire departments provide emergency ambulance service.

In general, Dorchester County is adequately served with outpatient medical treatment through the county health department clinics and private physicians. These are supported by Dorchester General Hospital and the Eastern Shore Hospital Center which provide most of the county's institutional and residential care.

The following policies for the construction of long-term care beds are proposed for future Dorchester County planning of health care facilities for the aged.

1. A ratio of 41 nursing home beds for every 1000 persons age 65 or older should be maintained.
2. Up to 50 percent of the beds within a service area should be located within 5 miles of a hospital.

To meet the needs of an increasing elderly population, and to overcome existing shortages,

A total of 165 nursing home beds are needed in Dorchester County at the present time and additional nursing home facilities will be needed in coming years as the population grows.

Cambridge because of its present and future role as a focus of county activity and its existing medical services should be the principal location for nursing homes.

### CIVIC CENTER

A convention or civic center within Dorchester County has been proposed for several years. A facility of this sort often initiates additional tourism and vacation travel to an area. This could help implement one of the county's major economic objectives. However,

a study should first be undertaken to determine the long range economic feasibility of a civic or convention center within Dorchester County.

Such a study should include:

1. Estimated cost of the facilities.
2. Annual maintenance, staffing and operational expenses.
3. Estimated demand for its use and expected revenues.
4. Capability for schools or other community centers to meet this demand.
5. Potential loss or profits.
6. Secondary impact on the county's businesses and governmental services.



# CHAPTER 10

# IMPLEMENTATION

## IMPLEMENTATION GOAL

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As mentioned in the Introduction, The Comprehensive Plan is a policy statement describing what Dorchester County would like to achieve in the future. The Plan is not an implementation document. Other measures must be taken to implement The Plan's policies and recommendations.

The purpose of this tenth and final chapter is to summarize many of The Plan's more important recommendations and identify steps to be taken to achieve their implementation. Thus, this chapter serves as a bridge between The Plan's recommendations and the follow-on implementation actions.

Full achievement of The Plan's overall goal- "maintain the highest possible quality of life for Dorchester County residents"- will require a substantial effort over a long period of time. Two aspects are essential if the implementation process is to be successful. The first is that implementation will require the cooperation of Dorchester County residents and several levels of government including the county, its nine municipalities as well as state and federal agencies and adjacent jurisdictions. The second critical aspect is the funding required to implement many of The Plan's recommendations. Although The Plan has been designed to be as practical as possible many of its recommendations require funding beyond the county's current ability to provide. In these areas, state and federal assistance will be required. In response to these two critical implement elements, cooperation and funding, the

following two-part implementation goal has been adopted.

MAINTAIN FULL COMMUNICATION AND COOPERATION AMONG  
DORCHESTER COUNTY CITIZENS AND ALL LEVELS OF GOVERN-  
MENT.

MAINTAIN A DESIRABLE BALANCE BETWEEN COUNTY REVENUES  
AND EXPENDITURES.

## IMPLEMENTATION OBJECTIVES

The following objectives are designed to guide the cooperation among the county, its citizens and other units of government.

- ESTABLISH REGULAR MEANS OF COOPERATION BETWEEN THE COUNTY AND ITS TOWNS AND NEIGHBORING COUNTIES FOR MUTUAL BENEFIT.
- CONTINUE USE OF CITIZEN TASK FORCES TO DEVELOP SOLUTIONS TO COMMUNITY PROBLEMS.
- ENCOURAGE PUBLIC UNDERSTANDING AND REVIEW OF MAJOR COUNTY ISSUES.
- HOLD OPEN MEETINGS AT CONVENIENT LOCATIONS TO ALLOW DISCUSSION OF ISSUES WITH CITIZENS, PUBLIC GROUPS, AND GOVERNMENT BODIES.
- CONSOLIDATE SERVICES AMONG LOCAL JURISDICTIONS WHEREVER FEASIBLE AND BENEFICIAL.
- ESTABLISH LIASION WITH ALL FEDERAL, STATE AND REGIONAL AGENCIES WHICH HAVE AN INTEREST IN DORCHESTER COUNTY.

In addition, the following objectives are included to assist the County in its financial management.

- USE THE COUNTY'S FISCAL POLICY TO IMPLEMENT THE PLAN'S GOALS.

- o PROVIDE COUNTY SERVICES AND FACILITIES AT A REASONABLE COST.
- o UTILIZE OUTSIDE FUNDING FOR IDENTIFIED LOCAL NEEDS WHEREVER POSSIBLE AND FEASIBLE.
- o MAINTAIN A STRONG ASSESSABLE BASE WITH A HIGH RATIO BETWEEN COMMERCIAL/INDUSTRIAL AND RESIDENTIAL ASSESSABLE BASES.

## IMPLEMENTATION RECOMMENDATIONS

### THE COUNTY GOVERNMENT AND THE PLANNING AND ZONING COMMISSION

The basic responsibility for implementing The Plan falls to the county government and principally to the County's Planning and Zoning Commission and its staff. It has been the Commission, under its charter in Article 66B, which has supervised the development of The Plan and has coordinated the efforts of all those who have prepared and reviewed the document. Also under Article 66B, the Planning Commission has a continuing responsibility to monitor The Plan, insure that it is followed and, when appropriate, make recommendations for its improvement.

The Planning Commission's principal tool in implementing The Plan is the county's zoning ordinance. As soon as this plan has been adopted and as an integral part of this current planning effort, the Planning Commission will supervise the development of a new zoning ordinance. This new ordinance, which will replace the existing one, will be specifically designed to reflect and implement The Plan's policies. The Plan makes several recommendations for development of this new ordinance in the land use chapter.

Another important Planning Commission implementation tool is the county's subdivision regulations. The Planning Commission has recently revised these regulations to reflect current planning and county standards. However, immediately upon adoption of The Plan, and again as an integral part of this planning effort, the county's new subdivision regulations will again be reviewed and recommendations made concerning any additional revisions

that should be made to reflect The Plan's policies.

In addition to these ordinances, the Planning Commission and its staff have a responsibility to

assist and coordinate the efforts of the other county departments in implementing The Plan. Highway, sewer and water, and recreation projects are of particular importance in this regard.

In support of the Commission and its responsibilities,

the County Commissioners should make a special effort to insure that the Planning Commission and its staff is informed about all county government activities related to The Plan and that the Planning Commission staff has the necessary personnel to fulfill its obligations.

#### THE COUNTY AND ITS MUNICIPALITIES

Dorchester County residents depend on both the county and its municipalities for their necessary governmental services. The county, for example, provides education, public welfare and major roads. The municipalities provide central sewer and water facilities, local streets, and police protection within their jurisdictions. Other services such as parks and recreation, the airport, and the marine port are joint efforts.

Therefore,

the county, through the County Commissioners and the Planning and Zoning Commission, should work with their counterparts in the municipal governments to establish regular communication and effective cooperation for the mutual good.

Because The Plan's growth areas concept places special importance on county/municipal cooperation,

The county Planning Commission should coordinate with municipal officials on all land use matters within one mile of their corporate limits.

The County Planning and Zoning Commission, because of its larger staff, should take the initiative in seeing that municipal plans are, to the maximum extent feasible, coordinated with each other and the county's Comprehensive Plan.

Under the community services chapter, a specialized study to determine the feasibility of a merger between the County Sheriff's Office and the Cambridge City Police Department is proposed.

In addition, a study should be undertaken to examine all functions of the county government and the various towns to determine where additional cooperation is needed and potential savings are possible.

Planning, zoning administration, issuance of building permits, and code enforcement are just a few of the areas where additional cooperation could be beneficial to both parties.

Such a study should also focus closely upon the county's social service programs.

As the Background Report indicated, approximately 40 private or public organizations provide social or health services within Dorchester County. To avoid duplication of efforts or an unwitting failure to provide needed services,

efforts should be made to provide a further interchange of ideas and additional communication among local social service agencies.

The newly formed County Council of Health and Social Agencies and the Human Resources Advisory Board are two groups which could assist in coordinating social service efforts.

In addition,

special efforts should be made to preserve the Dorchester Community Development Agency programs if federal funding for them is curtailed.

These Community Development Agency programs are important. Especially critical are the corporation's maintenance programs for the aged and its many food, medical, and youth oriented activities.

#### THE COUNTY, THE STATE AND ADJACENT JURISDICTIONS

In addition to cooperating with its municipalities, the county must continue to maintain close communication with state agencies. Many of these agencies deal with problems such as highways, or social services which have a direct impact on county plans. Furthermore, the county needs the active assistance of many state agencies to implement its own plans. Therefore,

the county should continue to maintain a close working relationship with state agencies and in particular seek state aid in implementing the Plan's policies and recommendations.

Two such projects are currently underway. In the first case, the Department of Economic and Community Development has been successful in securing U.S. Department of Agriculture funding of an industrial development study for the Cambridge and Hurlock areas. This study presents the opportunity to develop specific implementation programs for The Plan's economic and industrial development policies and recommendations.

The other project involves the State Department of Transportation funding of a study to determine the feasibility of establishing a public bus system in Dorchester to serve county residents. This action implements a recommendation in The Plan's transportation chapter.

The county should continue to seek this type of assistance for other projects as well. One such area is tourism. The chapter on economics describes the state's programs in this area.

In addition to the need for liaison with the state,

the county should continue close coordination with Talbot, Wicomico, Caroline and Sussex Counties in land use,

transportation, water quality and other matters of mutual concern.

#### THE COUNTY AND ITS CITIZENS

Special importance is placed in the objectives on the continuation of the present county practice of citizen discussion, understanding and review of county issues. Public review of issues, open meetings and hearings at convenient times and locations, and continuation of citizen task forces to analyze and develop solutions to local problems have done much to improve the effectiveness of county government and public support of its program.

The process should continue to receive the active support of the County Commissioners, the Planning and Zoning Commission and other county agencies and staff.

Contained within The Plan are many policies which require additional study and refinement. Citizen task forces represent an excellent device for conducting this follow on action. The following is a partial list of possible task force subjects.

1. Environmental quality.
2. Historic preservation.
3. Tourism.
4. County beautification and community fix up programs.
5. Housing supply including ways in which the private market could fulfill current needs.
6. Housing and building codes.
7. Shoreline improvement including such areas as shoreline erosion.
8. County/municipal service and staff consolidations.

## FUNDING THE COMPREHENSIVE PLAN

In order to ensure that proposals for new and improved county facilities made in The Comprehensive Plan are carried out, and to meet the demand for other facilities when they arise,

Dorchester County should establish a long range capital improvements program and capital budget. The county Commissioner should be responsible for its annual formulation and it should be reviewed by the Planning and Zoning Commission.

The capital improvements program tentatively schedules costly capital expenditures over a five or six year period based on priority and need and the fiscal resources available for such projects.

The capital budget is drawn up annually, based on the capital improvements programs, and is included within the county's annual budget.

By planning for capital improvements five or six years ahead, the county can better balance the relative priorities of all such improvements in relation to each other and to county revenues and schedule such improvements over a reasonable period of time.

Many of the proposals made within The Comprehensive Plan will have impact on county finances and consequently, they are summarized below for future analysis and action:

1. Natural Resources

At some time the county may wish to purchase easements or establish wildlife management areas in order to preserve scenic or unique areas of Dorchester County.

2. Housing

If the private market is unable to furnish enough dwelling units to provide adequate low and moderate income housing within the county, Dorchester may

wish to provide this type of housing, either by itself or with other public or private agencies.

3. Historic Preservation

At some point, the county may find it desirable to provide renovation incentives for structures within historic zones.

4. Recreation

The county needs to acquire additional landings, and more inland and waterfront park acreage. Precise amounts and costs will depend in part upon land prices, and the extent of public donations or conversions of surplus county property.

5. Schools

Expansion and improvement of county education facilities will occur throughout the entire planning period but the majority of required new construction is already a part of the present building program. A significant proportion of the costs will be borne by the state, but the county share may amount to \$2,000,000 or more.

6. Water and Sewerage

If the land use policies of this plan are followed, new construction of water and sewer facilities will occur within Cambridge, the towns and perhaps some of the villages. The county should be prepared to provide these jurisdictions with assistance in implementing these necessary projects. A policy requiring developers to bear a fair share of these water and sewer construction costs should minimize the county's direct capital investment.

7. Roads

A cautious approach to new road construction to preclude the "opening up" of areas unsuited for develop-

ment and a strict requirement that subdivision roads meet all county standards should enable the county to concentrate on maintenance and improvement of existing roads.

8. Cambridge Port

Several major improvements should be made to the Cambridge Port. However, federal and state funding should be available for a large proportion of the costs.

9. Rail

If the local rail line is abandoned, the county should be prepared to acquire or assist in the acquisition of the right-of-way and subsidization of its use.

10. Industrial Parks

The county should be prepared, if necessary, to acquire and land bank property suited for industrial parks.