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THE COMPREHENSIVE PLAN

KENT COUNTY  
MARYLAND  
1974

KENT COUNTY PLANNING COMMISSION

THE COMPREHENSIVE PLAN  
FOR  
KENT COUNTY, MARYLAND

The Kent County Planning Commission

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Prepared

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## INTRODUCTION

The Comprehensive Plan for Kent County is intended as a farsighted analysis of assembled facts to be used as a guide for decisions which vitally affect the citizens of the county. The need for such a guide should be apparent to anyone interested in his surroundings and in providing a reasonably satisfactory life for himself and his neighbors. To anyone who takes the trouble to observe conditions in the county, not only to note the mistakes of the past but to assess the splendid heritage now his responsibility, the need for a rational guide for future growth should be obvious. The towns of Kent County and the surrounding countryside will be subject to pressures for change in coming year--pressures which must be intelligently met if the heritage is to be passed on undepleted.

The development of a county should not be left to accident, if it is to be a county in which the techniques and improvements of our advanced society are to be used effectively to permit the pursuit of a full and wholesome life for every citizen. The county and its individual towns will be convenient and inviting places in which to live and work only if developed by the conscious and continuing efforts of citizens in directing the many public and private actions which form the many parts of the county of the future.

The Comprehensive Plan is intended to be the guide for the day-by-day decisions which must be made. To be used, the Plan must be accepted. To be accepted, it must be understood and supported, often supported under fire, but supported nevertheless by the elected officials who are charged with the responsibility of decision-making, and supported ultimately by great numbers of citizens who recognize the benefits which may result from wise foresight and who care enough to insist that decisions are made with the best interests of all citizens in mind.

### The Planning Program

The first planning efforts in Kent County were begun with the enactment of an interim zoning regulation, in May, 1961, then a comprehensive ordinance in April, 1962. The ordinance text and the maps which accompanied it recognized a number of important development goals, including the need for the general organization of land uses, but these documents stopped short of supplying the overall long-range view necessary for guiding development and coordinating community facilities with the general scheme for growth. Galena had had a zoning ordinance for some years and Chestertown had had an historic district ordinance to exercise control over the architectural styles of new and altered buildings in the oldest part of town; until recently, however, the individual towns in the county generally lacked both the planning proposals to

guide future development and the regulations needed to carry them out. Now all have detailed planning programs and ordinances adopted or under study.

The Comprehensive Plan for the County has been prepared to fill in the gaps and to supply the long-range view which is needed. The Plan has been developed as part of a coordinated planning effort which includes all of Kent County and the incorporated towns of Chestertown, Rock Hall, Millington, Betterton, and Galena. Though each community in the county has its own distinctive character, they share similar historical and economic backgrounds, population trends, and development problems. Through this coordinated planning approach, the Comprehensive Plan for each town becomes a more detailed plan for one portion of the county, developed within the framework of the over-all county plan.

### Organization of This Report

The Comprehensive Plan report consists of three main sections presenting the planning proposals, the rationale behind the proposals, and the programs needed to make the proposals a reality. These three major divisions of the report are:

Background for Planning, which describes the findings of a number of basic studies of the county--its past history, economic and population trends and prospects, present development patterns, and existing building conditions.

The Comprehensive Development Plan, which presents the proposals for land use, major thoroughfares, and community facilities (schools, parks, public buildings, and public utilities).

Plan Implementation, which describes the legal and administrative means at the county's disposal for bringing about the Plan's recommendations.

The Comprehensive Plan serves notice to all the people of the county of a goal toward which the county should move. But adoption of the Plan by the County Commissioners represents only the beginning in a continuing process of planning Kent County's future. As a statement of development policy, the Plan should not be allowed to become obsolete.

### Annual Reports

Periodically, as conditions and concepts of county development change, the Plan will be reviewed and modified. Article 66B, Code of Public General Laws of Maryland, commonly known as the Maryland Planning and Zoning Enabling Act, requires that the Planning Commission prepare,

adopt and file an annual report with the County Commissioners. In addition to sending copies to the Secretary of State Planning the local Planning Commission is charged with the responsibility of making this report available for public inspection. The Act states that the annual report shall, "index and locate on a map all changes in development patterns,"<sup>1</sup> and further, comment on the consistency of the changes to each other and with applicable plans for the area. Secondly, the report will contain statements and recommendations for improving the planning and development process within the jurisdiction. The County Commissioners should direct that appropriate studies and actions follow from each annual report to guarantee a good planning program.

The annual report submitted by the Planning Commission along with various studies, actions, programs, etc., will insure a viable and continuing plan process that should produce a Plan that remains current and applicable to a changing county.

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<sup>1</sup>Article 66B, Code of Public General Laws of Maryland, Section 3.09.

## HISTORICAL BACKGROUND

The phrase "a long series of minor changes" may almost be used to describe the history of Kent County and its towns. Each change was highly significant to those involved in it, but put all together the series has resulted in much less total change than has been experienced by many other sections of the Eastern Seaboard. Dating back to the early 1640's, Kent is Maryland's second oldest county, and it was the first county established on the Eastern Shore. Eastern Neck was the site of the first lasting Eastern Shore settlement. As this development was taking place on the Chesapeake Bay, Philadelphia, New York, and Boston were being established to the north. These latter places, of course, have since become highly urbanized, while the farming and water-related activities characteristic of the original settlements survive on the Eastern Shore.

Early settlers of Kent County were largely of English descent. New Yarmouth, the county's first town, was established in 1675 on Gray's Inn Creek. The original county court house and jail are located here, along with the county's first two shipyards. The population gradually declined after the county government was moved to New Town (Chestertown) in 1696.

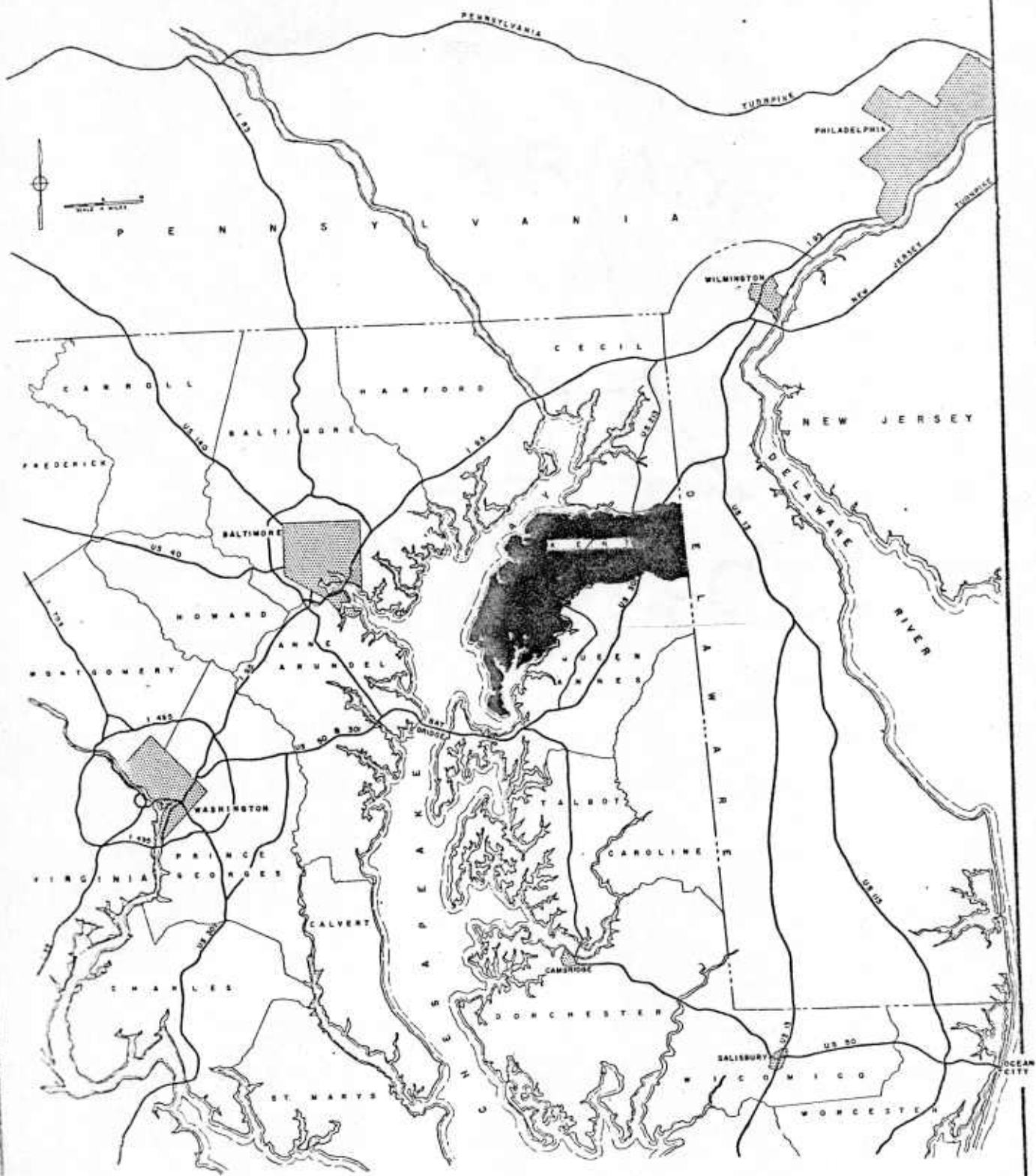
Chestertown, one of Maryland's oldest seaports, is also the location of Washington College, Maryland's first institution of higher learning. Incorporated in 1782, the successor to the Kent County Free School, the college was named for George Washington, who was a member of its Board of Visitors and Governors.

In colonial times, travelers from the south crossed the bay from Annapolis to Rock Hall, there to board the stage for Philadelphia and New York. The first news of the Revolutionary War victory over Cornwallis at Yorktown was carried through Rock Hall to the Continental Congress meeting at Philadelphia. In 1814, the only land battle on the Eastern Shore took place near Tolchester. Here the British, under Sir Peter Parker, were defeated and their commander killed.

Today, Rock Hall remains dedicated to the fishing industry for which it was originally established, and, in addition, has developed as a center for boat building and maintenance. Less related to waterborne commerce than originally, Chestertown has turned to trade, manufacturing, and food processing to become the largest town in the county. Betterton, though no longer a destination for steamboat excursions, retains its resort character. Galena and Millington continue with little change as service centers for prosperous agricultural surroundings, though Galena has been somewhat influenced by a rapid expansion of the pleasure boating industry at Georgetown.

Many fine old homes in Chestertown and throughout the county remain as reminders of past history, and a number of descendants of the early settlers will serve actively in important local positions. The traditions and "way of life" established many years ago for Kent County and the Eastern Shore are still very much in evidence.

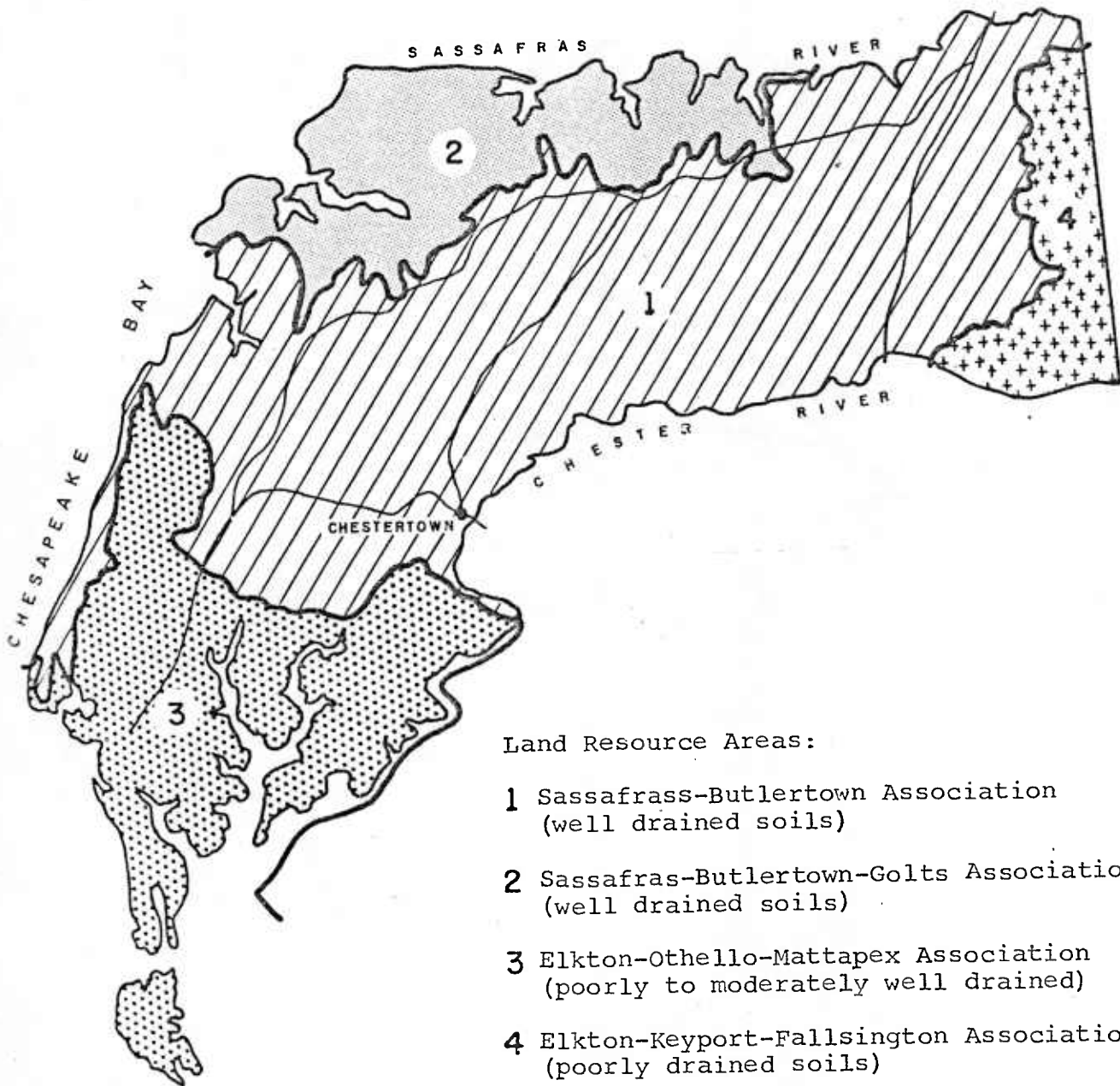
More recent history, however, indicates that the Comprehensive Plan will be deeply concerned with significant changes now in progress. Many of the old homes and farms are owned by transplanted out-of-staters, the conduct of the farm has changed, and new jobs have been created and filled by outsiders or by those who used to do other work. The entire area has taken on added significance for manufacturing and for recreation, as new transportation facilities and new wealth and leisure have made the county more accessible to the people of growing metropolitan areas nearby. With these changes have come conflicting emotions, resistance to change and a desire to preserve the old ways on the one hand, and recognition, on the other, that the way of life so valued may have been too closely held and that changes may actually result in a better life for more of the people in the county.



# GEOGRAPHIC LOCATION KENT COUNTY MARYLAND

THE PREPARATION OF THIS DRAWING WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN GENERAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 101 OF THE HOUSING ACT OF 1954, AS AMENDED.

# GENERAL SOIL MAP



## Land Resource Areas:

- 1 Sassafras-Butlertown Association  
(well drained soils)
- 2 Sassafras-Butlertown-Golts Association  
(well drained soils)
- 3 Elkton-Othello-Mattapex Association  
(poorly to moderately well drained)
- 4 Elkton-Keyport-Fallsington Association  
(poorly drained soils)

KENT COUNTY

U.S.D.A., S.C.S., December 1962

## NATURAL FEATURES

The natural features of man's environment have always influenced his actions. Despite improved knowledge and technology, this basic premise holds true, although economic rather than physical factors often seem to be of much greater importance in determining what man does. This has led to many difficulties and the collapse of many schemes. Recognition of the importance of natural or physical features should, therefore, lead to an analysis of these features and the implication these features have on development of the Comprehensive Plan.

### Geographic Location

Kent County is located on the northern portion of the Delmarva Peninsula on the eastern side of the Chesapeake Bay, directly across the bay from Baltimore (See Plate 1). The county is bordered on the north by the Sassafras River, which separates it from Cecil County. The western border is formed by the Chesapeake Bay. The Chester River defines the southern boundary separating the county from Queen Anne's County. The State of Delaware forms the eastern boundary.

The Pennsylvania Railroad runs from Chestertown north to Worton and eastward through the county to Delaware and points north. Both U. S. Highways 213 and 301 cross the county in a generally north-south direction. These highways are parts of the main connection to the Baltimore-Washington area by way of the Bay Bridge. An upper bay crossing is also sketched on the drawing (shown as a dashed line), since this possibility is referred to several times in the following chapters.

### Topography and Tree Cover

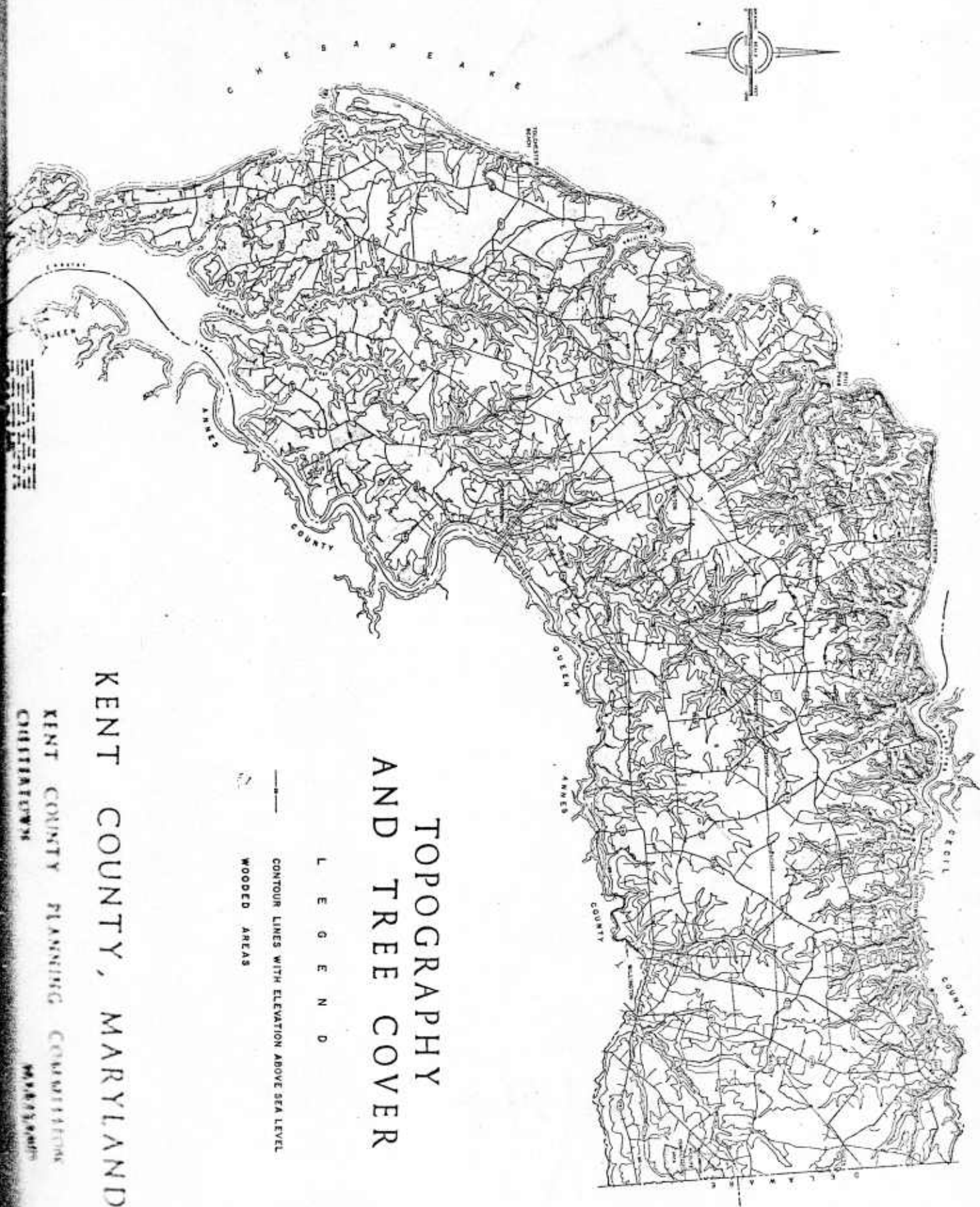
Located in the Atlantic Coastal Plain, Kent County is comparatively low-lying, with relief seldom exceeding 80 feet. Approximate contours are shown on Plate 2. The eastern and central portions of the county are characterized by a broad, gently rolling plain; the northwestern section is deeply incised by streams. These streams have steep banks along their shorelines, and in some cases bluffs 20 to 80 feet high. The character of the southwestern portion of the county is one of flat plains and terraces sloping toward the water.

The Sassafras and Chester Rivers are tidal estuaries and both are navigable by small boats almost to the Delaware state line. These rivers and the bay leave the county in the shape of a long crescent, some 40 miles long and eight to ten miles wide except in the southern end. The shore line is quite irregular with numerous

bays and inlets. Deep water suitable for ocean-going ships does not touch the coast at any point, but in many places the water is deep enough for pleasure boats and small packets within a few feet of shore.

The minor streams (not bays and inlets) are few and short. The divide which separates streams flowing north into the Sassafras River and those flowing south into the Chester River has a general western direction from Massey to Still Pond. At Still Pond the divide splits, one branch continuing west, the other turning southwest and gradually losing altitude toward Rock Hall. A relatively small portion of the county flows directly into the Chesapeake Bay.

One of the more pleasant characteristics of the county is the tree-lined waterfront. Plate 2 shows that virtually all of the waterfront is wooded. This provides an interesting background for both land and water related activities. Trees have also been maintained along the major inland stream courses. At one time the entire county was wooded except salt marshes of limited area and the few narrow sand beaches. Early in its history the trees were cleared from the best agricultural land; since most of the land was good for agriculture, few forests remain. The flat open spaces, low tree line on the horizon, and isolated houses in clumps of planted trees are reminiscent of the plains of central Illinois. Some of the larger patches of woods which remain are in the extreme eastern section of the county where the land is poorest. The land along the shore and streams was rough and untillable, and so left uncleared but many of the best hardwoods have been lumbered out, along with the pines in the few places where they existed.



KENT COUNTY, MARYLAND  
 KENT COUNTY PLANNING COMMISSION  
 CHESTEROWN  
 MARYLAND

TOPOGRAPHY  
 AND TREE COVER

L E G E N D  
 ——— CONTOUR LINES WITH ELEVATION ABOVE SEA LEVEL  
 [Shaded Area] WOODED AREAS

### Climate

Kent County has a humid equable climate which is affected to some degree by the water mass of the Chesapeake Bay. This increases the humidity and provides a greater tendency toward rainfall than is found farther north.

The average low temperature for the coldest month, January, is 33.1 degrees, and the highest average temperature for the hottest month, July, is 76.2 degrees. The annual precipitation is 43 inches; the annual snow fall is approximately 15 to 20 inches. The prevailing wind direction is from the northwest from October to April and from the south and southwest from May to September.

### Ground Water

Kent County is underlain by deposits of sand, clay, sandy clay and silt, greensand, and marls resting on crystalline rocks. These rocks slope to the south and southeast at the rate of 60-150 feet per mile. The depth of the Coastal Plain sediments range from 900 feet in the northeastern portion to 2,200 feet in the southeastern portion.

The present consumption of ground water is about 4,000 gallons per square mile per day. This is approximately one percent of the estimated ground water recharge of 0.4 to 0.6 million gallons per square mile per day. On this basis, the ground water potential is substantial. The quality of the ground water is generally good although water from several aquifer contains iron in sufficient quantity to cause some problems to domestic users.<sup>1</sup> In some wells the water is hard and in others there are problems of contamination from nearby septic systems.

### Soils

Those soil conditions most favorable for agricultural use frequently are the same conditions suitable for urbanized development. In areas situated in the path of sprawling city growth, a demand for agricultural land use will rapidly subside, even if such land is ideally suited for agricultural productivity. In areas that are removed from direct urbanization pressures, such as in Kent County, broad alternatives will continue to exist between agricultural and non-agricultural land uses. Yet the relative proximity of the county of Baltimore via a probable new Chesapeake Bay bridge crossing will, in years ahead, bring about definite changes as competition arises between agricultural and non-agricultural land use. Continuing improvements in transportation facilities will open up new development opportunities.

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<sup>1</sup>Maryland Department of Geology, Mines and Water Resources, The Water Resources of Cecil, Kent and Queen Anne's Counties, Baltimore, Maryland, 1958.

The importance of agricultural productivity to the economy of Kent County (as brought out in the next section) underscores the need for avoiding any wholesale or wasteful encroachment on prime farm lands. Foreseeable conflicts resulting in the misuse of choice agricultural land can be largely avoided through an overall allocation of planned land use which recognizes inherent soil characteristics and their corresponding capabilities. Soil characteristics can determine the capability or suitability of specific areas for urban development, cropland use, pasture use, woodlands, wildlife areas, and parklands.

### Soil Drainage

Natural drainage of the soils is an important factor in both agricultural and urban land use planning. Poorly drained soils restrict productive farming unless artificial drainage measures are employed. Poorly drained soils also preclude any extensive develop-

Table A  
SOIL GROUPS IN KENT COUNTY<sup>1</sup>

<u>Group</u>	<u>Acreage<sup>1</sup></u>	<u>Percent</u>
1. Well drained brown soils	88,116	50.1
2. Excessively drained light brown soils	2,260	1.3
3. Imperfectly drained light brown soils	51,651	29.4
4. Poorly drained soils, light gray and black	19,949	11.4
5. Miscellaneous soils (meadow, tidal marsh and beach)	<u>13,699</u>	<u>7.8</u>
Total	175,675	100.0

Source: Physical Land Conditions in Kent Soil Conservation District, Ralph W. Ruble, U. S. Department of Agriculture, Soil Conservation Service, Washington, D. C., 1945.

<sup>1</sup>Excludes urban and developed areas.

ment where on-lot septic tank filter fields are used as a means of sewage disposal.

Under health code regulations, new or proposed development is subject to approval after soil investigations, including percolation tests, show that septic tanks will function safely. Where experience has shown that subsurface disposal is unsatisfactory, residential development may be restricted. Although central sewerage systems can be utilized to overcome soil conditions unfavorable for septic tank use, factors of cost will largely preclude this until such time as population density and demand for housing in any given location become sufficiently high.

There are 31 soil types present in Kent County, which may be conveniently grouped into five soil groups reflecting their relative natural drainage characteristics. The five soil groups and the acreage of each in the county are shown in Table A.

Over 45 percent of the soils in the county are imperfectly or poorly drained (soil groups 3, 4, and 5). Many of these poorly drained areas will preclude large scale or dense housing developments, unless central sewerage systems are used or other advanced means of disposal, not yet known to technology, are employed.

#### Land Capability Classification

The land capability classification used by the Soil Conservation Service in the Kent County soil survey<sup>1</sup> is a standardized system used throughout the country, and it provides a useful summary of soil resources available in the country. Under this system, the many diverse factors of soil characteristics and corresponding management needs are ranked according to capability classes. The classification is an arrangement of land units according to those natural features that determine how the land can be used to best advantage over a long period. Natural characteristics such as hardpan or tight subsoil found in some of the soils make it difficult to use. Slope of the land also limits land use for agricultural purposes, as does natural drainage. Any natural land factor that affects the permanency of the soil or the difficulty of using the land is considered in the land capability classification.

Eight classes of soil capability are defined, with Class I as most favorable with Class VIII as least favorable. Areas with high percentages of Classes I and II have high agricultural value as well as good potential for urban development. The eight classes are

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<sup>1</sup>Physical Land Conditions in Kent Soil Conservation District, Ralph W. Ruble, U. S. Department of Agriculture, Soil Conservation Service, Washington, D. C., 1945.

described briefly below. The county soil survey report shows each soil type by class on detailed maps.

- Class I. Suitable for cultivation with no special practices other than good farming methods. This is good, productive, nearly level land.
- Class II. Suitable for cultivation with simple practices as may be necessary for erosion control on gently sloping land, for removal of water from imperfectly drained soils, or for keeping up fertility on sandy soils.
- Class III. Suitable for cultivation with intensive practices.
- Class IV. Suitable for occasional or limited cultivation with limited use and intensive practices.
- Class V. Not suitable for cultivation but suitable for permanent vegetation (pasture or wood lots) with no special restrictions or special practices. Class V land does not occur in Kent County.
- Class VI. Not suitable for cultivation but suitable for permanent vegetation (pasture or wood lots) with moderate restrictions in use.
- Class VII. Not suitable for cultivation but suitable for permanent vegetation (pasture or wood lots) with severe restrictions in use.
- Class VIII. Not suitable for cultivation, grazing, or forestry. Ordinarily extremely rough, sandy, wet, or arid land, but which may have value for wildlife. Tidal marsh and coastal beach make up this class of land in Kent County.

#### Land Resources Areas

Based upon an analysis of the foregoing data on soil characteristics and capability the General Soil Map shown on Plate 3 identifies four large sub-areas within the county, each containing common soil types with related characteristics. These sub-areas are termed "Land Resource Areas" since the soil patterns dominant within each area differ from other sub-areas. The soils within any one sub-area may differ from each other in some properties, including slope, depth, stoniness, or natural drainage; thus, the General Soil Map shows, not the kind of soil at any particular place, but generally homogeneous soil patterns and characteristics prevailing within each

sub-area. The natural features within each resource area will determine or help establish the overall outline of a county land use plan.

A description of each Resource Area follows. Table B shows the quantity of land by capability classes within each area.

- A. Land Resource Area 1. A part of the Jersey-Delmarva coastal plain, soils in this central area are of Sassafras-Butlertown association. The soils are generally well drained and medium textured, and they occur on gently rolling lands. Resource Area 1 is the largest in the county, containing close to 11,000 acres of choice Class I soils, and 53,000 acres of valued Class II soils. The area, therefore, contains the county's prime agriculture lands. Good natural drainage may also facilitate future development.
- B. Land Resource Area 2. A part of the Jersey-Delmarva coastal plain, these waterfront soils are of the Sassafras-Butlertown-Golts association. The soils are well drained and deep medium textured. The topography is gently to strongly rolling with severe soil erosion in places. The area contains approximately 1,700 acres of Class I soils and 12,000 acres of Class II soils. The area has but limited agricultural use because of rough topography. The combined features of good drainage, rolling landscape, and adjoining water views will offer choice housing development opportunities in years ahead. Since the county's prime agricultural soils are found in adjoining Resource Area 1, the likelihood of encroachment of these lands can be largely minimized. The Comprehensive Plan should encourage continued agricultural use in Resource Area 1, and guide future development into Land Resource Area 2.
- C. Land Resource Area 3. A part of the Chesapeake-Albermarle tidewater area, the soils are of the Elkton-Othello-Mattapex association. These level soils range from poorly to moderately well drained conditions, and are deep medium to heavy textured. Occurring in the southern end of the county, this area contains only 1,500 acres of choice Class I soils. Overall poor drainage throughout the area will restrict extensive development as well as productive agricultural use unless intensive management practices are used. The southern part of the county has close to 2,500 acres of Class VIII soils with extensive water inlets. This area has valuable recreational potential for wildlife game areas and coastal beach use.
- D. Land Resource Area 4. Also a part of the Chesapeake-Albermarle-Tidewater area, the soils in the eastern part of the county are of the Elkton-Keyport-Fallsington association, the area is level to depressed with poorly drained, light and medium textured soils. Choice Class I soils are absent and less than

Table B  
 LAND-CAPABILITY CLASSES BY ACRES AND PERCENT IN LAND RESOURCE  
 AREAS, KENT COUNTY, MARYLAND

Capability Class	Resource Area 1		Resource Area 2		Resource Area 3		Resource Area 4		Total Land Area <sup>1</sup> Acres	Percent
	Acres	Percent	Acres	Percent	Acres	Percent	Acres	Percent		
I	10,970	10.0	1,740	7.0	1,507	4.0	-	-	14,217	8.0
II	53,101	51.0	12,066	48.0	18,512	50.0	4,888	43.0	88,567	50.0
III	28,055	27.0	6,883	28.0	13,723	37.0	5,931	52.0	54,592	30.0
IV	3,952	4.0	1,295	5.0	376	1.0	47	1.0	5,670	3.0
VI	3,106	3.0	2,035	8.0	54	-	475	4.0	5,670	3.0
VII	2,212	2.0	518	2.0	269	1.0	-	-	2,999	2.0
VIII	3,397	3.0	464	2.0	2,574	7.0	-	-	6,435	4.0
	104,793	100.0	25,001	100.0	37,015	100.0	11,341	100.0	178,150	100.0

<sup>1</sup> Excludes inland water and built-up areas.

Source: U.S.D.A., S.C.S. Conservation Needs Inventory, compiled 1956-60.

5,000 acres of Class II are found. The area has minimal agricultural value and likewise does not lend itself to ready urban development.

### Summary

Each one of the natural features discussed in this chapter will influence the future of Kent County, and can be used to good advantage in planning for that future:

1. Location near the heavily populated centers of the Eastern Seaboard provides a convenient market for local products. Largely separated from other land masses by the Bay and two rivers, the county has developed slowly. Improvements of transportation to the Baltimore area could open new possibilities for development--and new problems.
2. Topography is relatively flat but well drained, so that almost all of the county is suitable for an economically productive use of some kind. Numerous inlets along the county's long shoreline provide exceptional opportunities for views for the water and for harboring pleasure boats.
3. Trees, by a fortunate circumstance of topography, exist along most of the shoreline in the very places most attractive for recreation and residence.
4. Climate is favorable to human habitation and provides adequate rainfall for agriculture.
5. Ground water of good quality is plentiful for urban and industrial use, as well as for isolated residences or recreation developments.
6. Soils are, in general, excellent for agriculture, but over 45 percent are imperfectly or poorly drained, precluding large-scale or dense housing developments without central waste disposal facilities. Three centuries of farming have brought about a fairly good adjustment of land use to land capability, but in the years ahead, the county may enter a transitional phase when development opportunities will create problems in the allocation of land for agricultural and urban purposes.

All in all, it appears that orderly growth can best be achieved by minimizing conflicts between man's future actions and the splendid attributes of this present natural environment in Kent County.

## POPULATION AND ECONOMY

Prerequisite to effective planning is an estimate of the population which may be expected during the planning period and the types of economic activity which must be accommodated or controlled by planning measures. It is not only desirable to predict these characteristics of the county, but also to exercise some control or influence over the amount of growth or decline of the population and economic activity, as well as the nature of the economic activity which occurs.

In general, a growing population is regarded as "good" by most residents of a community, including those without a business interest in population growth. On the other hand, a declining or even a stable population is regarded as undesirable. The reasons for these opinions may be found in the nature of population dynamics, economics, and public finance. A declining or a stable population normally implies the out-migration of persons, usually including the most educated and skilled members of the community, and this has a depressing effect on incomes and the types of industry which a community may attract. Because of the way local government activities are financed, schools and other public facilities suffer from stable or declining real estate values, and children grow up in an unstimulating atmosphere and may be "culturally deprived". A thin and scattered population cannot efficiently support the best quality of those facilities, both public and private, which characterize a developed civilization. These include schools and libraries, parks, health facilities, retail stores, and personal and business services.

This study, then, is concerned with describing the recent past and the present condition of the population and economy of Kent County, to identify elements which contribute to growth and those aspects which need special attention if growth is to be achieved and maintained.

PopulationTrend

From at least the turn of the century to the Second World War, the population of Kent County declined steadily. As is shown in Table 1, this trend contrasts with that of the United States and the State of Maryland, which increased steadily during this period. The population of the Maryland Eastern Shore as a whole remained rather stable. However, since the war, Kent County's population has increased, and by the last Census it had recovered to 16,146 or about the level of the period 1910-20. As Table 1 shows, the population for the county is continuing its upward trend, as evidenced by a recent housing survey.

The decline in the first half of the century was fairly obviously linked with changes in agricultural technology, including mechanization, fertilizers, etc., and shifts from labor-intensive crops to other crops. This trend in agricultural technology is continuing, but it is offset by changes in the factors of manufacturing location. Among these are the development of the highway network and trucking industry, which give manufacturers a wide choice in location, and advances in food preservation and transportation.

### Components of Growth

During the period, 1960-1970 the population of Kent County increased by 4.3 percent or 665 people. This growth rate was lower than that of the Eastern Shore as a whole, at 5.7 percent, the State of Maryland at 26.5 percent, or the nation at 12.2 percent. The explanation of Kent's slow growth rate is many faceted, but part of the reason is that of a low rate of natural increase. During the period 1960 through 1970, the average birth rate was less than 7 per 100 persons, per year while the birth rate for the State in 1968 was 18.2 per 100 persons.

These elements of population growth are shown in Table 2, by race, because of the differing birth and death rates of the races, and because the net out-migration of non-whites as contrasted with the in-migration of whites suggests that the economic changes which spurred these movements affected the races differently. Specifically, the decline in employment of agricultural and other unskilled labor would account for the apparent net out-migration of non-whites, while the increase in other employment opportunities, plus the increase in enrollment at Washington College, would account for the net in-migration of whites. The age pattern of the population suggests that there is also some migration into the county of persons who have retired. This is a common occurrence in agricultural communities.

### Age Pattern

The percentage of Kent County's population in each age group, as shown in Table 3, does not differ substantially from that of the nation, except in the 65 and over group. The relatively large share of the population 65 years and older is both a cause and an effect of the lower birth rate of the county, and may also result from the return to the county of persons in their retirement years who have worked elsewhere since their youth.

### Geographic Distribution

In terms of persons per unit area as small as 100 acres, population is very unevenly distributed in the county. Election District 4, containing Chestertown, held 26 percent of the population as of the 1970 census, and Chestertown itself contained 3,476 or 21.5

TABLE 1

## POPULATION GROWTH

	<u>Kent County</u>	<u>Eastern Shore (1000)</u>	<u>Mary- land (1000)</u>	<u>U. S. (millions)</u>
1900	18,786	196	1188	76
1910	16,957	200	1295	92
1920	15,026	195	1500	106
1930	14,242	194	1632	123
1940	13,465	195	1821	132
1950	13,677	211	2343	152
1960	15,481	244	3101	181
1970	16,146	258	3922	203

Source: U. S. Census of Population

TABLE 2

## COMPONENTS OF POPULATION GROWTH, 1960-70

	<u>Whites</u>	<u>NON-Whites</u>	<u>Total</u>
Births	2115	964	3079
Deaths	1455	595	2050
Natural Increase	<u>660</u>	<u>369</u>	<u>1029</u>
Migration	-74	-290	-364
Net Increase	<u>586</u>	<u>79</u>	<u>665</u>
Population, 1960	11603	3878	15481
Population, 1970	<u>12158</u>	<u>3988</u>	<u>16146</u>

Sources: U. S. Bureau of the Census  
U. S. Public Health Service, Vital Statistics.

TABLE 3  
AGE DISTRIBUTION, 1970

	<u>Kent County</u>		<u>U. S.</u>
	<u>Number</u>	<u>Percent</u>	<u>Percent</u>
Under 5	1169	7.2	8.4
5 - 14	3135	19.5	20.1
*15 - 24	2913	18.0	17.4
25 - 34	1739	10.8	12.2
35 - 44	1726	10.7	11.4
45 - 54	1775	11.0	11.4
55 - 64	1572	9.7	9.2
65 & Over	<u>2117</u>	<u>13.1</u>	<u>9.9</u>
All Ages	16146	100.0	100.0

\*Estimated

Source: U. S. Bureau of the Census.

TABLE 4  
POPULATION DISTRIBUTION  
Kent County, Maryland

<u>Election District</u>	<u>Population</u>		<u>Population per 100 Acres*</u>			
	<u>1960</u>	<u>1970</u>	<u>1960</u>	<u>1970</u>	<u>Increase, 1950-60</u>	<u>1960-70</u>
1	2576	2707	5.9	6.3	0.7	0.4
2	1797	1840	4.2	4.4	0.4	0.2
3	1919	1956	7.2	7.4	0.9	0.2
4	3964	4209	72.9	75.3	10.5	2.4
5	2929	2889	15.4	17.1	1.0	1.7
6	1320	1352	5.5	6.0	0.9	0.5
7	<u>976</u>	<u>1193</u>	<u>4.8</u>	<u>6.4</u>	<u>0.5</u>	<u>1.6</u>
Total County	15481	16146	7.5	7.6	0.1	0.1

Source: U. S. Bureau of the Census

\*Acreage Estimated per Election District.

District 1 - 43,000  
 District 2 - 41,490  
 District 3 - 26,444  
 District 4 - 5,586  
 District 5 - 16,944  
 District 6 - 22,505  
 District 7 - 18,600

percent of the population. In the 1960 census Election District 4 contained 25.6 percent of the population and Chestertown's population was 23.3 percent of the County total. In the ensuing ten year period. District 4 continued to increase while Chestertown's population decreased. The only other sizeable concentration of population is in District 5, which includes the town of Rock Hall. No other election district has a population density of as much as 10 persons per 100 acres, and in only the fourth, fifth, and seventh districts did population per 100 acres increase by more than one.

### Educational Attainment

The educational level of a community's population directly affects the kind of new industries it can hope to attract. It also affects the kind of services the citizens will demand from their government, including the education of their children, libraries, parks and public buildings, and the kinds of commodities and services which will be demanded of the private economy. Census figures show that Kent County has a low level of educational attainment as compared with rural Maryland, the State of Maryland, and the nation as a whole (see Table 5). A high proportion of Kent County's population age 25 or more, has less than an eight-grade education (39 percent). This proportion is only 22 percent for the nation, 27 percent for the State of Maryland, and 35 percent for rural Maryland. Those with at least a four-year high school education comprise a lower percentage of the population, 34 percent, in Kent County than in other areas tabulated. However, it may be seen that the percentage of adults with at least a high school education has been increasing more rapidly in Kent County than in other areas shown. The increase in Kent County during the 1950's was 10.4 percentage points, as compared with 9.9 points for the United States. Current school attendance figures show that this trend has been continuing.

### Labor Force

#### Definition and Significance

The labor force of an area is understood to be those residents who are working or seeking work. This differs from the area's employment in that it is composed of residents of the community, even though they work outside the community or are unemployed, and excludes people working in the community who live outside. The labor force is a basic element in the determination of population size and growth, although the relationship of population to labor force changes from time to time.

#### Commuting

At the time of the 1960 census, about 11 percent of the Kent County labor force worked outside the county (see Table 6). In Election District 1, at the eastern end of the county, this proportion was 29 percent. Newcastle County, in Delaware, was the place of work of about 12 percent of this district's labor force, and Kent County,

TABLE 5  
 EDUCATIONAL ATTAINMENT 1970  
 Persons 25 Years and over

YEARS COMPLETED	KENT COUNTY		RURAL MD.		MARYLAND		U.S.	
	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT	NUMBER	PERCENT
0	110	1.3	1.7	1.3	1.4	1.1	2.3	--
ELEMENTARY 1-4	803	9.4	8.1	4.2	6.3	3.5	6.1	5.3*
5-6-7	2431	26.4	24.9	16.6	19.6	13.1	13.8	19.1
8	954	11.1	12.9	10.1	13.8	9.7	17.5	13.4
HIGH 1-3	1334	15.6	17.3	22.3	20.3	20.3	19.2	17.1
HIGH 4	1836	21.4	18.9	21.7	27.3	28.5	24.6	24.0
COLLEGE 1-3	601	7.0	6.7	8.2	8.0	9.9	8.8	10.1
COLLEGE 4 YRS OR more	491	5.7	6.7	9.9	8.0	9.3	7.7	11.0
TOTAL	8560	100.0	100.0	100.0	100.0	100.0	100.0	100.0
LESS THAN 8	3344	39.1	34.7	22.1	27.3	17.7	22.2	24.4
8-11	2288	26.7	37.0	32.4	32.8	30.0	36.7	30.5
AT LEAST 4 YRS H.S.	2928	34.2	37.2	45.5	40.0	52.3	41.1	55.1

\* Includes those persons in the no years completed category.

Delaware, accounted for about 10 percent. In other parts of the county, commuting was not of great significance. In the 1970 Census the number of commuters had risen to 17 percent, with an assumption that the breakdown by districts is still about the same.

TABLE 6

KENT COUNTY COMMUTING, 1960  
BY ELECTION DISTRICT

<u>Election District</u>	<u>Employed Outside Co.</u>	<u>Total Labor Force</u>	<u>Percent Commuting</u>
1	294	1,013	29.0
2	51	630	8.1
3	71	681	10.4
4	125	1,655	7.6
5	43	1,029	4.2
6	28	427	6.5
7	13	401	3.2
Total County	625	5,836	10.7

Source: Census of Population

Industry of Employment

According to the 1960 Census estimates (see Table 7), agriculture and manufacturing were of equal importance in employment of the county's labor force, at about 1,135 persons each. However, this represented a considerable change from the previous decade when agriculture, forestry, and fisheries together were more than twice as important as manufacturing. In the 1970 Census estimates it shows that agriculture has continued to lose ground to manufacturing, with the latter moving ahead. However, together they continue to be the largest employers. Other major industry groups in which Kent County residents are employed are professional services and public administration, retail trade, and construction.

The increase in manufacturing employment during the 1960's does not take into account the loss of the Vita Food Company, whose local plant shut down. What increase there was can be attributed to slight rises in production across the manufacturing community.

However, the gains in manufacturing employment were not able to offset the decline in agricultural, forestry, and fisheries industries during the 1960's. Professional services and public administration accounted for the largest single growth percent (20.6). This can probably be attributed to the upgrading of the local education system.

TABLE 7

## LABOR FORCE BY SEX AND INDUSTRY

	Males		Females		TOTAL		Percent				
	1960	1970	1960	1970	1960	1970	1960	1970			
	Number	Change	Number	Change	Number	Change	Percent	Percent			
Agriculture, forestry and fisheries	443	576	133	16	31	15	459	607	148	7.9	9.5
Construction and Mining	515	-787	272	619	496	-123	1134	1283	149	19.4	20.1
Manufacturing	196	157	-39	77	72	-3	273	229	-44	4.7	3.6
Transportation, Comm. & Utilities	132	123	9	39	40	1	171	163	8	2.9	2.6
Wholesale Trade	519	452	67	310	215	95	829	667	-162	14.2	10.5
Retail	306	300	-6	385	165	-220	691	465	-226	11.8	7.3
Business and Personal Services	375	534	159	439	779	340	814	1313	499	13.9	20.6
Professional Services & Public Admin.	218	137	81	447	207	240	665	344	-321	11.4	5.4
Food and the Like	N. A.	N. A.	N. A.	N. A.	N. A.	N. A.	319	243	76	5.5	3.8
Private household (service)	106	N. A.	N. A.	32	N. A.	N. A.	138	N. A.	N. A.	2.4	N. A.
Not Reported	3862	4039	177	1974	2329	355	5836	6368	532	100.0	100.0
Total Employed	117	N. A.	N. A.	N. A.	N. A.	N. A.	117	29	-88	-	-
Civilians	170	145	-25	142	252	110	312	397	85	-	-
Armed Forces	4149	4184	35	2116	2581	465	6265	6794	529	-	-
Unemployed											
Total Labor Force											

Abbreviation: N.A. = Not Available

The male-female breakdown of the employed labor force shows that major increases in employment for women during the 1960's were in professional services and public administration and in food and the like industries. Males made gains in manufacturing as well as construction and professional services and public administration.

### Unemployment

For the 1970 Census, unemployment was computed by place of employment, as opposed to place of residency. Figures supplied by the Maryland Department of Employment Security (Table 8) shows that the County employment rate was 5.9 percent for 1970. Further examination of these figures shows that the highest rate was among non-white females (18.5 percent). This can partly be attributed to cut-backs in the food processing industries that were previously the largest employers of female labor.

This is not an uncommon relationship, and reflects, in part, the relative instability of jobs held by women, and also the tendency of women to enter and leave the labor market more frequently than men. The most striking feature of these statistics is the unemployment rate of Negro males, at 9.0 percent, as contrasted with that of whites, at 1.8 percent. White unemployed women outnumbered white unemployed men, as was the case of non-whites. These figures suggest that the growth in employment of women, mostly unskilled and semi-skilled non-whites in the food processing industry, may have eased the welfare problems caused by unemployment of unskilled non-white males. This phenomenon may also, on the other hand, have reduced the mobility of non-white males seeking work.

TABLE 8

KENT COUNTY UNEMPLOYED 1970 (16 years and over)

	<u>Total in labor force</u>	<u>Unemployed</u>	<u>Rate</u>
All	6765	397	5.9%
Male	4184	145	3.5%
Female	2581	252	9.8%
White Male	3213	58	1.8%
Non-White Male	971	87	9.0%
White Female	1819	107	5.9%
Non-White Female	762	141	18.5%

Source: Maryland Department of Employment Security

Labor force participation is the part of the population which is working or seeking work. The "participation rate" is, according to Census usage, the fraction of the population 14 years old or older

seeking work or working. This fraction is a link between population size and labor force size, and, ultimately, employment opportunities in the area. In both Kent County and the United States as a whole, the participation rate of males declined during the decade of the 1960's. The major cause of this decline has been an increase in years of schooling. Both in Kent County and nationally, the participation rate of females increased considerably during the 1950's. Nationally, this is due to various complex causes, including the maturing of the post-war baby crop and a growing number and variety of positions open to women. In the 1960's we see there has been a leveling off of female participation.

TABLE 9

PARTICIPATION RATES  
(Percent of the Population Over 13 Years Old in the Labor Force)

	Males		Females	
	1960	1970	1960	1970
Kent County	74.6	63.3	37.3	36.7
United States	81.2	61.9*	36.7	38.1*

\* 16 and over only

Source: Census of Population

### Occupations

The occupation of Kent County's labor force reflect (Table 10) that in excess of 60 percent of the labor force is in blue collar occupations. Major shifts during the 1960's include an increase in the number of males in the professional and technical, sales, craftsmen and foremen, and operatives (including truck drivers). As in the 1950's, the number of males in farming including farmers, managers, and laborers decreased. Employment of women increased generally with the largest gains coming in the professional and technical areas, clerical and private household service. The notable decrease was the number of women employed as operatives (factory workers).

TABLE 10

## OCCUPATION GROUPS BY SEX, 1960 AND 1970

Sex and Occupation	Number		Percent		Change	
	1960	1970	1960	1970	1950-60	1960-70
<b>Male:</b>						
Total Employed	3862	4039	100.0	100.0	-95	+177
Professional, Technical, etc.	216	331	5.6	8.2	+56	+115
Farmers and Farm Managers	516	298	13.4	7.4	-91	-218
Managers, Officials, Pro- rietors, excl. Farmers	324	362	8.4	9.0	-7	+38
Clerical, etc.	117	119	3.0	2.9	+44	+2
Sales Workers	195	295	5.0	7.3	+38	+100
Craftsmen, Foremen, etc.	600	807	15.5	20.0	+17	+207
Operatives, etc.	499	651	12.9	16.1	+27	+152
Private Household Workers	18	12	0.5	0.3	-10	-6
Service excluding Private Household	180	204	4.7	5.0	+61	+24
Farm Laborers and Foremen	512	375	13.3	9.3	-283	-137
Laborers, excluding Farm & Mine	551	585	14.4	14.5	-32	28
5 Not Reported	128	N. A.	3.3	N.A.	N.A.	N.A.
<b>Female:</b>						
Total Employed	1974	2329	100.0	100.0	+642	+355
Professional, Technical, etc.	193	330	9.8	14.2	+79	+137
Farmers and Farm Managers	18	11	0.9	0.5	+4	-7
Managers, Officials, Pro- rietors, excl. Farmers	61	109	3.1	4.7	-19	+48
Clerical, etc.	359	695	18.2	29.8	+160	+336
Sales Workers	133	132	6.7	5.7	+47	-1
Craftsmen, Foremen, etc.	35	21	1.8	.9	+18	-14
Operatives, etc.	569	423	28.8	18.2	+234	-146
Private Household Workers	257	182	13.0	7.8	-23	-75
Service, etc. Private Household	274	345	13.9	14.8	+137	+71
Farm Laborers & Foreman	16	28	0.8	1.2	-9	+12
Laborers, excl. Farm & Mine	18	53	0.9	2.3	-5	+35
Not Reported	41	N.A.	2.1	N.A.	N.A.	N.A.

TABLE 11

## FAMILY INCOMES, 1969

<u>Percent of Families Receiving</u>	<u>Kent</u>	<u>Rural Maryland</u>	<u>Maryland</u>	<u>U. S.</u>
Under \$3,000	13.1	8.8	7.1	10.3
10,000 or over	35.9	49.7	56.8	47.2
<u>Median Family Income</u>	\$7,636	\$7,062	\$11,063	\$9,586
1959 Median	\$4,036	\$5,305	\$ 6,309	\$5,417
<u>Percent Increase, 1959-69</u>	89.2	33.1	75.4	77.0

Personal Income

As compared with rural Maryland, the entire State, and the United States (see Table 11) the families of Kent County in 1969 have begun to close the gap between the local median income and those of other areas. Half the families of Kent make above \$7,636 and half below. Probable causes of this increased median income is the decrease in the number of low-paying occupations, the increase in the number of higher paying occupations (both in and out of Kent County). Another probable cause is the rise in participation of females in wage earning for the family.

Basic IndustriesDefinition and Significance

By "basic industries" is meant those industries, both manufacturing and non-manufacturing, which serve, for the most part, a market outside the county. The population of the county or other region is largely determined by employment in these industries. Knowing the participation ratio, discussed above, and the ratio of secondary industry employment (retailing, services, communication, government, and education) to basic industry employment, a population projection or prediction may be derived, based upon a prediction of employment in the basic industries. The basic industries have a far-reaching effect on the character of a community, and their growth, decline, or instability, and the types of labor which they employ, are central to the study of the economy and population of the county.

Agriculture

The trend in agriculture has been toward fewer hired hands, more machinery and fertilizer, with some expansion of acres harvested. These trends imply a higher capitalization per farm, and the removal from this industry of smaller, poorly-equipped farmers as well as hired workers. Although the county's farms prosper, this is a source of decline in the county's population, as shown in Table 12. The number of farms between 1964 to 1969 has increased somewhat indicating that farms are reaching an optimum size.

Figures on acres harvested (Table 13) show that the number of acres in corn have remained relatively stable while vegetables have declined. Soybean acres have increased steadily since 1970 and will probably continue in light of the current market.

TABLE 12

## TRENDS IN AGRICULTURE

	<u>1959</u>	<u>1964</u>	<u>1969</u>
Number of Farms	531	470	488
Cropland harvested (acres)	84,214	83,037	90,040
Land Pastured (acres)	18,837	12,453	7,751
Acres in Vegetables	7,665	8,066	9,399
Hired Workers (week pre- ceeding census)	483	455	248
Number of Dairy Cows	9,180	7,404	6,156
Average value of land and buildings per farm	53,171	105,125	164,047

SOURCE: U.S. CENSUS OF AGRICULTURE

TABLE 13  
ACRES HARVESTED 1964-1972

	<u>1964</u>	<u>1965</u>	<u>1966</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>	<u>1970</u>	<u>1971</u>	<u>1972</u>
Corn:									
All Purposes (a)	40,804 (c)	43,000	45,000	45,500	41,500	45,238 (c)	42,500 (a)	41,000	40,000
Grain Only	35,482 (c)	40,400	42,000	43,700	40,500	41,992 (c)	41,500	39,700	36,800
Vegetables (b)	8,066 (c)	7,630	6,150	8,600	7,710	9,399 (c)	6,900	5,740	6,160
Soybeans	11,317 (c)	12,200	11,600	10,500	12,500	15,735 (c)	13,000	17,500	21,000

- (a) Acres Planted
- (b) Includes melons and strawberries
- (c) Census of Agriculture

SOURCE: U. S. Department of Agriculture  
University of Maryland  
Crop Reporting Service

Fisheries

Updated figures on the current local trends in the fishing industry were not available. This is unfortunate in light of the importance the State of Maryland and Kent County attaches to this industry. Pertinent data should be collected through the license procedure and made available to the local jurisdictions on a county by county basis.

Table 14 and 15 reflect the most recent data available concerning the industry at the county level. Table 16 are figures supplied by the Maryland Department of Natural Resources for the entire state in 1972-1973.

TABLE 14

## LICENSES ISSUED, OYSTERS AND CLAMS

	<u>Oysters</u>				<u>Soft Shell Clams</u>			
	<u>Licenses</u>		<u>Packers</u>		<u>Hydraulic Dredges</u>		<u>Dealers</u>	
	<u>1955-6</u>	<u>1964-5</u>	<u>1955-6</u>	<u>1964-5</u>	<u>1955-6</u>	<u>1964-5</u>	<u>1955-6</u>	<u>1964-5</u>
Kent County	235	131	6	2	-	13	-	2
Other, Eastern Shore	2,945	2,320	85	56	79	117	8	19
Eastern Shore Total	3,180	2,451	91	58	79	130	8	21
Western Shore	1,037	1,240	49	21	12	58	3	9
Maryland Total	4,217	3,691	140	79	91	188	11	30

TABLE 15

## LICENCES ISSUED, CRABS AND FIN FISH, 1963

	<u>Eastern Shore</u>			<u>Western Shore</u>	<u>Maryland</u>
	<u>Kent County</u>	<u>Other Counties</u>	<u>Total</u>		
Crabbers & Crab Pots	130	1,440	1,570	1,286	2,856
Crab Packers	3	46	49	21	10
Crab Shippers	-	120	120	70	130
Nets	188	700	888	465	1,353

Source: Maryland Department of Chesapeake Affairs, quoted in Wye Institute, A Report on the Chesapeake Bay Fisheries of Maryland, Centreville, Maryland, February, 1966.

TABLE 16

Maryland State Totals  
Licenses Issued, Oysters, Clams  
Crabs, and Fin Fish 1972-1973

<u>Oysters</u>	<u>Number</u>	<u>Clams</u>	<u>Number</u>
Hand Tongs	3,128	Soft Shell	281
Patented Tongs	<u>1,139</u>	Hard Shell	<u>6</u>
Total	4,267	Total	287
<u>Crabs</u>	<u>Number</u>	<u>Fin Fish</u>	<u>Number</u>
Trot Line	8,458	Commercial Fish	2
Crab Pot	1,365	Pound Net	160
Collapsible Crab Pot	572	Haul Seine	51
Crab Bank	302	Hook & Line	173
Crab Pound	<u>83</u>	Fish Pot	125
Total	10,780	Hook Net	<u>1,602</u>
		Total	2,113

According to the figures supplied by the State Department of Natural Resources, the fishing industry, state wide, has continued to grow. In addition, it appears, that many people are getting licenses for things like crab trot lines and hook nets who are not fisherman who derive the primary income from the fishing industry.

### Manufacturing

Manufacturing employment in 1969 accounted for about 33 percent of all non-agricultural employment in the County. In 1964 this share had risen to 42 percent but since then has again declined to about the 1960 level. Decline can be attributed to cut backs in food processing, particularly in the case of Campbell Soup and Vita Foods. The significant trend increases in manufacturing (Table 17) have been in value added by manufacturing and in new capital expenditures, despite a slight decrease in average number of employees.

The remarks concerning labor force composition by industry are largely applicable to employment by industry. As shown employees come from neighboring Queen Anne's County. There is a seasonal variation in employment in food processing.

Eastern Business Forms of Baltimore Business Forms, employs some 150 people. LaMotte Chemical Company and Tenneco, two chemical firms employ 30 to 40 persons each. Another significant employer is David Bramble, Inc. with 97 employees. Firms employing more than 20 persons are for the most part lumber and building material firms which serve a local market.

The county's seafood packing industry consists of three firms located in Rock Hall, and employing probably not more than 50

persons among them, with this number fluctuating. This industry is significant chiefly as a market for the watermen.

### Washington College

Washington College, founded in 1782, is a private non-sectarian liberal arts and science institution with a current enrollment of about 903 students. It employs some 203 people altogether with 75 being staff, 64 being administrative, 44 maintenance, and 20 dining hall workers. These figures do not include students who work in the dining hall part time. Growth figures for 1985 indicate an enrollment of as many as 1200 students.

TABLE 17

EMPLOYMENT TRENDS, 1960-69, BY INDUSTRY GROUP

(In April, excluding agricultural, government, domestic, and other employment not covered by state unemployment insurance law.)

	<u>1960</u>	<u>1967</u>	<u>1968</u>	<u>1969</u>
Manufacturing	877	1,385	1,160	1,175
Construction	220	315	365	350
Transportation, Commu- nication, Utilities	193	275	290	305
Business Services (Finance, insurance, real estate)	103	150	150	160
Retail and Wholesale	795	945	960	980
Personal Services and Other	<u>254</u>	<u>550</u>	<u>550</u>	<u>570</u>
	2,442	3,620	3,475	3,540

Source: Maryland Department of Employment Security

TABLE 18

TRENDS IN MANUFACTURING

	<u>Establishments</u>		<u>Employees</u>		<u>Capital</u>	<u>Expenditures</u>
	<u>Total</u>	20 or more <u>Empl.</u>	Number (Annual Average)	Payroll ( <u>\$1,000</u> )	Value Added by Mfg. ( <u>\$1,000</u> )	New ( <u>\$1,000</u> )
1947	18	5	797	1,107	1,488	-
1954	27	6	592	1,327	2,087	382
1958	25	7	813	2,147	3,526	221
1963	28	9	1,532	4,755	6,326	(a)
1967	28	10	1,400	5,200	6,900	1,500

Source: U. S. CENSUSES OF MANUFACTURING

(a) Less than \$500 Thousand

TABLE 19

## MANUFACTURING FIRMS, 1973-74

<u>Product</u>	<u>Establishments</u>	<u>Employment</u>	<u>Percent</u>
Food Processing	5	295	32.1
Fertilizer & Chemicals	2	95	10.3
Newspapers & Printing	5	171	18.6
Lumber & Bldg. Mat.	5	153	16.6
Construction	1	97	10.5
Marine Industries	3	15	1.6
Other	<u>5</u>	<u>94</u>	<u>10.2</u>
TOTAL	26	920	100.0

Source: Maryland Department of Economic Development  
Maryland Manufacturers, 1973-74

### Tourism and Recreation

Tourism and recreation as a basic industry in Kent County covers a broad scope of activities, primarily related to the growing interest and enthusiasm for boating, fishing, and hunting. Tourists and vacationers are customers for a variety of services, including restaurants, motels, boat docking, repair, and maintenance services, and a wide variety of retailing.

### Marinas and Yacht Clubs

In Kent County there are 20 facilities that more or less qualify as marinas. The largest marinas are Sassafras Boat Company, Inc. with a 200 boat capacity (some are on the Cecil County side of the Sassafras River), Georgetown Yacht Basin with some 150 slips, and Tolchester Marins, Inc. with a 166 boat capacity. There is an estimated 1398 rental slips for boats in Kent County at this time. A large part of the marina clientele is steady from year-to-year, and in fact, many of the large yachts function simply as floating cottages.

There are five yacht clubs in the county. The largest of these, at Great Oak, is also a country club, with golf courses, swimming, etc.

In addition to the above, the county contains numerous docking, repairing, and fueling facilities.

### Hunting

Facts concerning this industry are elusive. The goose and duck seasons total about 50 days, and hunters spend money in the county for food, lodging, and the use of duck blinds and goose pits. For the most part, they seem to acquire clothing and supplies elsewhere.

The owners (or lessors) of goose pits and duck blinds receive \$15 to \$25 per day for their use, so that this could amount to a significant income source for those landowners with good sites. The overall income would vary from year to year with wildfowl population, shooting conditions, bag limits, seasons, and so on.

### Historical and Scenic Tourism

Kent County contains a number of eighteenth-century houses in use and in good repair. Many of these are occupied by wealthy persons who have found the county to be a pleasant place for vacationing or retirement. The county also contains a number of sites with historic association, a peaceful and charming waterfront, and bucolic scenery. These things are easy to find by excellent roads. However, one of the striking features of the county is its lack of good eating places and hotels or motels. It would appear from Census figures that only some 50 persons are employed in the motel industry. Tourism must be listed as one of the county's undeveloped industries, the potential of which could be estimated on the basis of specialized and detailed study.

### Retailing, Services, and Wholesaling

#### Significance

These are normally classed as secondary industries rather than basic; that is, they serve the local population rather than outside markets. While it is apparent that the distinction is blurred, retailing and services are primarily of local importance. The community residents come in contact with them almost every day. Their quality, variety, location, and appearance strongly affect the growth, attractiveness, and character of the community.

#### Retail Trade

The volume of Kent County's retail trade (see Table 19) is higher than would be estimated on the basis of the income level and population of the county. It is apparent that the trading area extends far beyond the county lines, and perhaps tourist expenditures also contribute to this volume.

Retail trade is highly concentrated in Chestertown. About 65 percent of the county's food store sales, 73 percent of department store and other general merchandise store sales, and 82 percent of the automotive dealer sales are made in Chestertown.

Despite the fact that by 1967 the total number of retail establishments declined slightly, sales continued to increase. The rate of increase has remained steady since 1948 despite a relatively static population figure.

#### Services

The services for which statistical information is available,

TABLE 20

## RETAIL TRADE

	<u>1948</u>	<u>1954</u>	<u>1958</u>	<u>1963</u>	<u>1967</u>
Total					
Establishments (all)	224	184	204	202	198
Sales (\$1,000)	11,562	16,164	17,036	22,521	26,269
Payroll (\$1,000)	776	1,298	1,389	2,060	2,559
Paid Employees					
(Week ended nearest 11/15)	525	556	585	648	745
Active Proprietors of					
Unincorporated business	209	175	204	173	181
Total Employment	734	731	789	821	926
Lumber, Building Materials, Hard- ware, Farm Equipment Establishments	21	18	18	13	13
Sales (\$1,000)	1,940	2,511	2,649	2,572	3,546
General Merchandise Stores					
Establishments	5	11	12	9	9
Sales (\$1,000)	286	913	1,282	1,215	1,734
Food Stores					
Establishments	73	35	41	51	51
Sales (\$1,000)	2,948	3,531	4,768	6,094	7,329
Automotive Dealers					
Establishments	9	10	13	10	10
Sales (\$1,000)	1,117	2,898	2,107	2,773	3,468
Gasoline Service Stations					
Establishments	25	17	20	18	18
Sales (\$1,000)	479	746	962	1,179	2,075
Apparel and Accessory Stores					
Establishments	9	8	9	8	8
Sales (\$1,000)	470	466	462	664	946
Furniture, Home Furnishings and Equipment Stores					
Establishments	11	12	16	11	11
Sales (\$1,000)	502	472	621	565	473
Eating, Drinking Places					
Establishments	40	36	36	34	32
Sales (\$1,000)	523	682	790	1,067	1,576
Drug Stores, Proprietary Stores					
Establishment	6	5	5	3	3
Sales (\$1,000)	281	272	407	(D)	998
Other Retail Stores					
Establishments	25	26	34	44	N.A.
Sales (\$1,000)	3,016	3,523	2,988	5,955	N.A.
Non-Store Retailers					
Establishments	-	6	-	1	N.A.
Sales (\$1,000)	-	150	-	(D)	N.A.

(D) Withheld to avoid disclosure.  
Source: U. S. Census of Business  
N. A. Not Available

shown in Table 20, include personal, business, and repair services, and do not include professional services such as legal, medical, and financial. Chestertown, again, contains most of the industry with nearly 50 percent of the service establishments as well as a large proportion of the receipts and employment. The service industry has grown since World War II, but in the last 4 year period shown, receipts and employment have leveled-off somewhat.

### Wholesale Trade

Like the retail trades, wholesale trade, in the period 1963-1967 declined slightly in number of establishments, but unlike the retail trade, also declined in sales. In addition the number of employees in wholesale trade declined over the four year period shown as did the payroll (see Table 22).

### Economic Outlook

Any attempt to fully define the county's economic outlook would necessarily be an incomplete task because there is neither time nor expertise to pull together all of the diverse elements involved. However, a few brief statements seem to be in order.

The agricultural industry will continue to be effected by scarcity of fertilizers, mechanization replacing labor, and increased expenses for pollution control. On the other hand, farm prices should continue to increase and good agricultural land will become more and more an asset in themselves despite development pressure.

The seafood industry will be recovering from the effects of Hurricane Agnes for years to come, but should be able to continue to survive. Increased awareness of what pollutes, and how, should prove helpful as to the industry and for fishermen in the long view.

Industrial development, it is felt, is of the utmost importance to Kent County's economy at this point. The loss of Vita Food, Inc. was bad for the county's economy. Industrial parks, the first of which should be built around Chestertown, are encouraged and can provide the place for the right type of industry and be the basis of an industrial program.

The same factors of location and attractiveness which will encourage second homes can lead to general expansion of the recreation industry. Recreation areas are a national resource for which there is a growing demand and decreasing supply. Kent County is exceptionally blessed with these resources and lies within two hours driving time of perhaps nine million people. Preservation of the traditional tranquility of the Eastern Shore as a place for the deer to roam and the geese to fly can contribute so much to the long-range economic and cultural well-being of present and future inhabitants that it should be given every bit as much emphasis as manufacturing in the list of economic development goals.

TABLE 21  
SELECTED SERVICES

TOTAL	<u>1948</u>	<u>1954</u>	<u>1958</u>	<u>1963</u>	<u>1967</u>
Establishments (all)	41	78	70	84	107
Receipts (\$1,000)	394	1,022	1,324	2,120	2,068
Payroll (\$1,000)	52	175	334	560	563
Employees and Active Proprietors	82	208	280	391	193
NUMBER					
Hotels, Motels, Tourist Courts, Camps	8*			12	N.A.
Personal Service	26	27	22	32	N.A.
Miscellaneous Business Service				1	N.A.
Auto Repair and Service	9	11	9	8	N.A.
Misc. Repair Services	6			16	N.A.
Motion Pictures				1	N.A.
Other Amusement, Recreation Service	9**			14	N.A.
All service except auto repair & service, personal service		40	39		N.A.

\* Hotels & Tourist Courts Only.

\*\*Includes Motion Pictures

N.A. Not Available.

TABLE 22  
WHOLESALE TRADE

	<u>1954</u>	<u>1958</u>	<u>1963</u>	<u>1967</u>
Establishments	17	19	24	22
Sales (\$1,000)		7,969	9,910	9,485
Payroll (\$1,000)	328	315	643	614*
Paid Employees (week ended near 03/12)	119	119	187	120
Active Proprietors	10	11	15	-
Merchant Wholesalers-Establishments	9	8	12	-
Sales (\$1,000)	1,026	1,067	2,151	D
Other Types-Establishments	8	11	12	N.A.
Sales (\$1,000)	N.A.	6,902	7,759	N.A.

Source: Censuses of Business

\* Figure on week ended includes March 12

D withheld to avoid disclosure

N.A. Not available

Population Outlook

The preceding discussion suggests that the future economy of Kent County will be based on a number of uncertain elements. Consequently, there is uncertainty in projecting the county's population. Added to these unknowns are the vast changes that will be wrought by the changing energy situation.

Based on a general assessment of probable economic development and on extension of the 1980 population projections prepared by the State Planning Department, which in turn are based on population trends through the 1970 Census, a county population of 16,300 is estimated for 1985.

TABLE 23

POPULATION PROJECTION

<u>Year</u>	<u>Basis of Estimate</u>	<u>Number</u>
1960	Census	15,481
1970	Census	16,146
1975	Department of State Planning Projections	16,353
1980	Department of State Planning Projections	15,977
1985	Continuation of 1970-1980 Trend	16,300

With a vigorous effort by the county to encourage industrial development around Chestertown, as well as residential development, it is projected that any significant population increases will be in this area (See Table 23).

Implicit in this estimate is a continuation of the economic trends of the 1950's, characterized by loss of employment in agriculture somewhat more than offset by increases in employment in other activities. Any estimate should be regarded as tentative.

The most significant aspect of the population projection is that by 1980 the population will have decreased. Original estimates of 1965 projected a population of 19,150 by 1980. The new figures reflect a sobering attitude of the State as it realizes the costs of development and is also based on a much decreased birth rate (see Table 23). The importance of these population projects are that Kent County can expect a continuation of the current growth trends and even a slightly declining population over the next five

years or so. It is suggested that factors such as the unsure national economic situation, the trend toward re-populating the cities, and the general feeling of being in a significant transitional period are going to affect the county's rate of growth.

TABLE 24

District and Town	POPULATION BY DISTRICT AND TOWN				
	1940 -	1950 Census	1960 Census	1970 Census	1985 Estimated
Galena	250	259	299	361	371
Millington	307	356	334	435	445
Other Dist. 1	<u>1,738</u>	<u>1,627</u>	<u>1,943</u>	<u>1,911</u>	<u>1,919</u>
District 1	<u>2,295</u>	<u>2,242</u>	<u>2,576</u>	<u>2,707</u>	<u>2,735</u>
District 2	1,854	1,645	1,797	1,840	1,850
Betterton	221	314	328	327	327
Other Dist. 3	<u>1,451</u>	<u>1,371</u>	<u>1,591</u>	<u>1,631</u>	<u>1,648</u>
District 3	<u>1,671</u>	<u>1,685</u>	<u>1,919</u>	<u>1,958</u>	<u>1,968</u>
Chestertown	2,760	3,143	3,602	3,476	3,541
Other Dist. 4	<u>160</u>	<u>252</u>	<u>362</u>	<u>733</u>	<u>737</u>
District 4	<u>2,920</u>	<u>3,395</u>	<u>3,964</u>	<u>4,209</u>	<u>4,278</u>
Rock Hall	781	786	1,073	1,125	1,134
Other Dist. 5	<u>1,957</u>	<u>1,946</u>	<u>1,856</u>	<u>1,764</u>	<u>1,770</u>
District 5	<u>2,738</u>	<u>2,732</u>	<u>2,929</u>	<u>2,889</u>	<u>2,904</u>
District 6	1,067	1,102	1,320	1,352	1,360
District 7	<u>920</u>	<u>876</u>	<u>976</u>	<u>1,193</u>	<u>1,205</u>
Kent County	13,465	13,677	15,481	16,146	16,300

---

Plus 74 in Queen Anne's County

## EXISTING LAND USE

The enormous investment in buildings, streets, roads, and community facilities forms a base which cannot be ignored in planning for the future of the county. The credits of this investment must be protected and enhanced; the liabilities must be limited or reduced. Significant trends in the pattern of development must be recognized and used to predict future requirements or to form the basis for controls which may be needed to encourage a desirable future land use pattern.

### The Existing Land Use Pattern

The existing land use pattern for the county is shown diagrammatically on Plate 4. Additional details of land use for Chestertown, Rock Hall, Betterton, and Millington, and the one-mile area surrounding each one, are available on drawings prepared for the towns. The land use data were actually recorded in more detail than reproduced on Plate 4 (15 categories for the towns), but the drawing gives the essentials of the county pattern.

The early development of Kent County was devoted almost exclusively to the conversion of wooded land to agricultural use. Several early settlements were established on the waterways as shipment points for agricultural products. These settlements grew into the towns of Chestertown on the Chester River, Rock Hall on the Bay, and Georgetown and Betterton on the Sassafras River, the latter near the entrance of the river to Chesapeake Bay. Betterton later grew more as a resort center than as a trade center or shipping point. With the increase of land converted to agriculture, small trading communities formed in the central county at crossroads, or later where road crossed the Pennsylvania Railroad. Galena, Still Pond, and Fairlee are examples of the former; Massey, Kennedyville, and Worton grew up at railroad crossings. Rock Hall, with a good harbor off the Bay, grew as a center for fishing and boat building. Millington grew around a grain mill near the headwaters of the Chester River. Chestertown, as the county seat, became the largest town and principal trade and business center for the county and later acquired Washington College and some agriculture-related industry.

In addition to the residences clustered around the towns, small groups of residences grew in isolated locations, originally in strips along existing roads and later in subdivisions. Some of these were occupied by farm workers, but an increasing number were occupied by families supported by jobs in the towns. The scattered pattern of rural non-farm residence is supplemented by a substantial number of seasonal dwellings along the waterfront and a few luxurious estates. The largest concentration of these summer homes is located at Tolchester Beach. Other notable concentrations are located near Rock Hall and Betterton and along the Sassafras River at Kentmore

## Park and Gregg Neck.

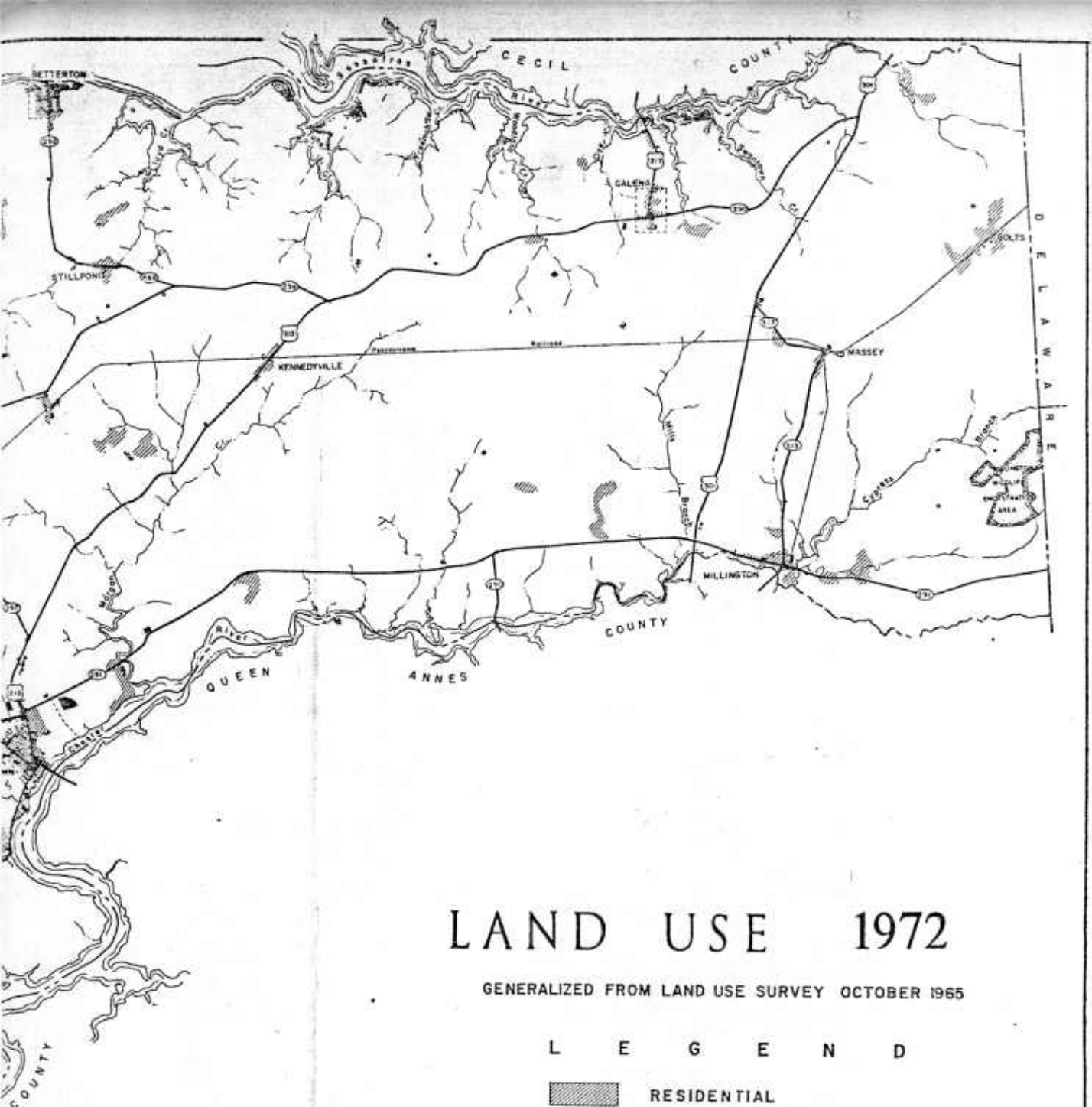
Main elements of the commercial pattern are located in the towns and along the highways on the outskirts of the towns. Other small spots of commerce are located along highways or at crossroads in outlying areas. Most industry is also near the towns. Larger public and semi-public uses include the country club golf courses near Chestertown and at Great Oak on Fairlee Creek, and the three wildlife reservations: the federal area on Eastern Neck Island, the Remington demonstration area on the west fork of Langford Creek, and the state reservation near the eastern county line. The category "public and semi-public" is based partly on ownership as well as use; much of the land in the category is vacant.

In general, the development pattern is characterized by clusters around the towns (both incorporated and unincorporated), widely scattered strips and patches of non-farm residences in the vast undeveloped areas of the county, and clusters of vacation homes at various locations on the waterfront. Farm houses, of course, are more or less evenly distributed across the county.

Most aspects of this existing development pattern should be encouraged to be continued in the future. The most suitable soils should be saved for agriculture, even though the controls on overproduction sometimes seems to discourage retention of agricultural use. Much of the future residential, commercial, and industrial development should be encouraged within or near the towns where public services, especially utilities, can be most conveniently and economically provided. The problem of transportation to the schools also becomes less difficult if population is collected near the towns where most of the schools are. Vacation homes on the waterfront should certainly be encouraged with permitted density of units carefully controlled to avoid future sanitary problems.

The number of farm houses will probably continue to decline, but there will be a continuing and increasing demand for rural or semi-rural non-farm housing. This latter housing demand will present one of the more difficult land use problems of the future. The openness and more attractive aspects of the countryside will be severely damaged if the rural roads are lined with houses. Sanitary problems will be created unless sufficient land is allotted to each house, and traffic hazards will increase if each one has a driveway entrance. In addition, children and pets will tend to stray onto a road or highway where relatively high speed should be permitted. Grouping of these homes in subdivisions would do less damage to the countryside and would permit improved arrangements of access to highways.






The character and appearance of the land uses described above are not evident from the drawing, and for Kent County these factors are almost as important as arrangement. Preservation of the beauty of the waterfront and the open countryside is an extremely important long-range economic goal. The old brick farm houses, some dating



# LAND USE 1972

GENERALIZED FROM LAND USE SURVEY OCTOBER 1965

## L E G E N D

-  RESIDENTIAL
-  COMMERCIAL
-  INDUSTRIAL
-  PUBLIC AND SEMI-PUBLIC
-  EACH DOT REPRESENTS ONE SEASONAL DWELLING UNIT

# KENT COUNTY, MARYLAND

KENT COUNTY PLANNING COMMISSION  
 CHESTERTOWN MARYLAND

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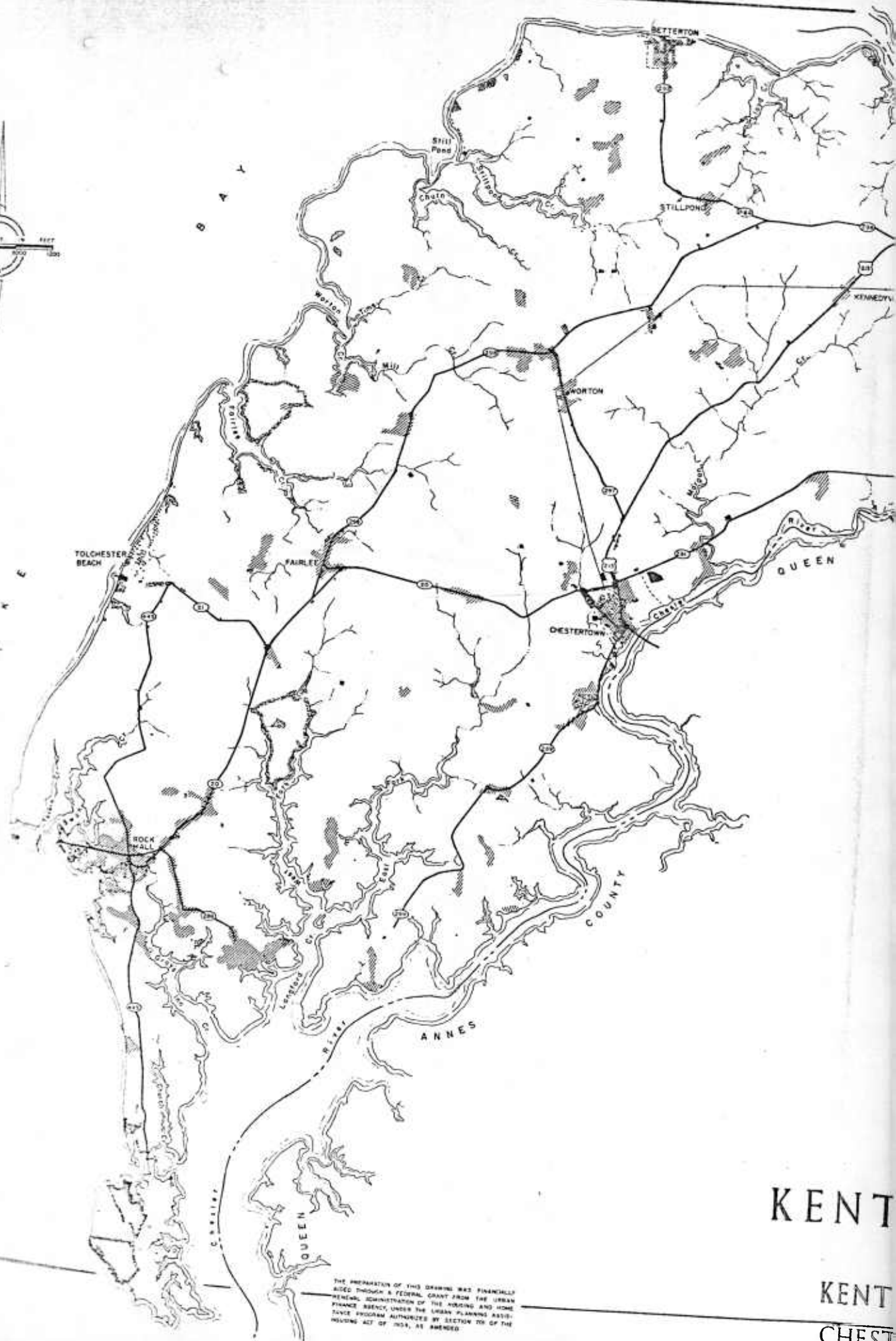
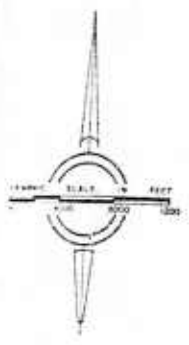
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THE PREPARATION OF THIS DRAWING WAS FINANCIALLY  
AIDED THROUGH A FEDERAL GRANT FROM THE URBAN  
RENEWAL ADMINISTRATION OF THE HOUSING AND HOME  
FINANCE AGENCY UNDER THE URBAN PLANNING ASSIS-  
TANCE PROGRAM AUTHORIZED BY SECTION 701 OF THE  
HOUSING ACT OF 1954, AS AMENDED

KENT

KENT

CHEST

to colonial times, are also assets worth preserving. No clutter of signs or junk should ever be allowed to mar the county's roadsides, either in rural areas or near the entrances of the towns, where such things seem most likely to accumulate. Since few of the patches of woods are extensive enough to support a lumbering operation, the trees should also be preserved, to break the horizon and provide the best future setting for homes and recreation. Every proposed development should be viewed with an eye to the effect it will have on the overall appearance of the county.

#### Land Use Areas

The amount of land used in each major category is shown in Table 24. The table shows that less than seven percent of the total county area is "developed", with only about four percent developed if the largely-vacant public and semi-public uses are excluded from the "developed" category. Agriculture occupies by far the greatest percentage of area. Of the "developed" categories, single-family residence, public and semi-public uses, and streets and roads predominate. It is perhaps surprising to learn that almost as much land is used for streets and roads as for single-family residences. About one-fourth of the total developed residential area lies within, or within one mile of, the four towns included in the study: Chestertown, Rock Hall, Betterton, and Millington. About one-fifth of the total commercial area lies within these town planning areas. The combination of residential, public and semi-public, and streets, constitutes 93 percent of the developed area, but only six percent of the total county area.

The main use of the measured areas will be in computing the amount of land which will be required during the 20-year growth period of the plan. Needless to say, even if the developed area triples within this planning period, only a very small percentage of the county will be developed. Even so, the development of several thousand acres of land will entail a large investment, offering ample opportunity for lasting errors of judgment, and surely including many problems where sound planning judgment will need to be exercised.

TABLE 25  
 LAND USE 1970  
Kent County, Maryland

	<u>Acres (1)</u>	<u>Percentage of Developed Area</u>	<u>Percentage of Total Area</u>
Single-Family Residential	2,861	24.28	1.639
Two-Family Residential	17	0.14	0.010
Multiple-Family Residential	10	0.08	0.006
Seasonal Residential	108	0.92	0.061
Commercial	443	3.76	0.248
Light Industrial	87	0.74	0.059
Heavy Industrial	65	0.55	0.037
Railroad	183	1.55	0.105
Public and Semi- Public	5,278	44.79	3.023
Parks and Recreation	340	2.89	0.195
Streets and Roads	<u>2,392</u>	<u>20.30</u>	<u>1.370</u>
Total Developed	11,784	100.00	6.750
Agriculture (2)	148,000		84.780
Woodland and Open	14,785		8.469
Total Area	174,569		100.000

(1) Data from Land Use Survey, 1972

(2) Agricultural acreage from 1970 Census of Agriculture

## BUILDING CONDITIONS ANALYSIS

Most human activity is encompassed in three basic categories: employment, recreation, and the home. Since people spend over 30 percent of their time in their places of residence, it is important to study this housing and its characteristics.

Perhaps in no other area of study is a weakness in the Kent County "way of life" more apparent than in study of the condition of housing. Contrary to a popular "tourist's" concept of stately mansions, there are many people in Kent County who are housed very poorly indeed. The often-stated goal of a decent home for every American is as applicable to Kent County and its towns as it is to the largest cities.

### Changes in Housing Unit Inventory And Age of Units

Changes in the Kent County housing unit inventory during the last four decades are shown on Table 25. The increases shown in the table obviously do not signify an "urbanization boom". Compared to statewide housing increases, Kent County has been expanding at slightly more than one-half the increase experienced in the past three decades by the state on the whole. The higher statewide increases can be attributed to the swelling growth of major urban areas.

Prior to 1930, about 60 percent of all units were classified as non-farm. In the following three decades, 75 percent, 83 percent, and 78 percent of new units were classified as non-farm. In addition, many of those which are classified as farm units by reason of location on places of ten or more acres are not actually occupied by practicing "farmers" in the usual sense of the word.

The data in the table may also be used to calculate that (in 1970) 63 percent of all units were built in 1939 or earlier, and are, therefore, either old or sliding into middle age. This may be compared with 37 percent for the state of Maryland, and 80 percent for Chestertown, where many of the county's old houses are located. Although data is not available, many are over 100 years old or even 200 years old. These latter are a definite asset and no expense should be spared to preserve them. The many aged and aging houses in between, including some most recently constructed, are those from which problems will arise, particularly if they have fallen into poor condition.

### Occupancy of Housing Units

A large proportion of housing units in Kent County are owner occupied. As indicated in Table 26, percentages of owner occupancy compare fairly well with the percentage in all other Maryland rural counties combined.

However, the county does exhibit a vacancy rate somewhat higher than the state's total for rural counties. Even if seasonal units are removed from the tabulation, the percentage vacant remains above average. Removing seasonal units from both state and county summaries shows 3 percent vacant for the state and 14 percent vacant for the county. Probably this indicates abandonment of some of the farm dwellings in poorest condition, paralleling the decline in agricultural employment.

TABLE 26  
CHANGES IN HOUSING UNIT INVENTORY

	Maryland Rural Counties		Kent County		Kent County	
	<u>All Units</u>		<u>All Units</u>		<u>Non-Farm Units</u>	
	<u>Number</u>	<u>Percent Increase</u>	<u>Number</u>	<u>Percent Increase</u>	<u>Number</u>	<u>Percent Increase</u>
Total Units, 1970	1,248,564	--	6,283	--	--	--
Built 1960 to 1970	106,650	35.1	890	15.4	--	--
Built 1950 to 1960	303,846	48	1,222	27	953	33
Built 1940 to 1949	168,958	37	621	16	515	21
Built 1930 to 1934	89,841	24	381	11	286	13
Built 1929 or Before	371,699	--	3,552	--	2,119	--

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Source: U. S. Census of Housing, 1970, Maryland State and Small Area Report.  
Includes seasonal units.

#### Condition of Housing Units

The condition of housing units in the county is not only an important characteristic but is an important indicator of the conditions of social welfare. Just as low income can be a regional economic problem, poor or substandard housing can be a social problem. Figures gathered in the 1960 census showed that 20 percent of the dwelling units in Kent County are either deteriorating or dilapidated (i.e. substandard). This figure was significantly higher than the national average at that time of 11 percent substandard.

In the 1970 census, housing quality was determined by the lack or presence of all plumbing facilities. Units with piped hot and cold water inside, flush toilets and bath tubs or showers inside for use of the occupants only, were considered as having all facilities. Absence of these facilities was considered an indicator

of substandard housing because a basic level of sanitation is not being met. Table 27 compares Kent County and the State in terms of occupied units lacking some or all plumbing facilities. It should be noted that in all categories of housing, e.g. owner occupied and renter occupied, the County had a higher percentage of units that lacked some or all plumbing facilities than did the rest of the State.

TABLE 27  
OCCUPANCY OF HOUSING UNITS - 1970  
KENT COUNTY, MARYLAND

	<u>EASTERN SHORE</u>		<u>KENT COUNTY</u>		<u>MARYLAND</u>	
	Counties Combined					
	<u>Number</u>	<u>Percent of Total Units</u>	<u>Number</u>	<u>Percent of Total Units</u>	<u>Number</u>	<u>Percent of Total Units</u>
Total Housing Units	84,117	100.0	6,283	100.00	1,248,564	100
Occupied Units	80,129	95.2	5,109	81.3	1,174,933	94
Owner Occupied	54,202	67.6	3,583	57.0	690,194	55
Renter Occupied	25,927	32.4	1,526	24.3	484,739	39
Vacant Units	3,988	4.7	1,174	18.7	73,631	6
Year-Round Basis	2,467	2.9	900	14.3	32,493	2.6
Seasonal	1,521	1.8	274	4.4	41,138	3.3

Data collected in the course of the land use survey which involved an exterior inspection only, showed that 21.4 percent of non-seasonal units were substandard, and experience indicates that if the exterior of a building is substandard, the same conditions apply generally to the interior.

The locations of substandard dwellings in the unincorporated areas of the county (as determined by the land use survey) are shown on Plate 5. The drawing shows a fairly even distribution of substandard units throughout the eastern, central, and lower section of the county. The units are both clustered and isolated. For the most part, the units are small frame dwellings occupied, or once occupied, by negro farm labor of low income. A few of the groups were associated with the fishing industry, or perhaps still are. In two areas in Chestertown and one in Rock Hall the units are so densely concentrated that they cannot be shown by the individual map symbols and are shown by a shaded

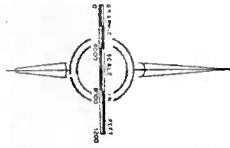
TABLE 28

## OCCUPIED HOUSING UNITS LACKING SOME OR ALL PLUMBING FACILITIES - 1970

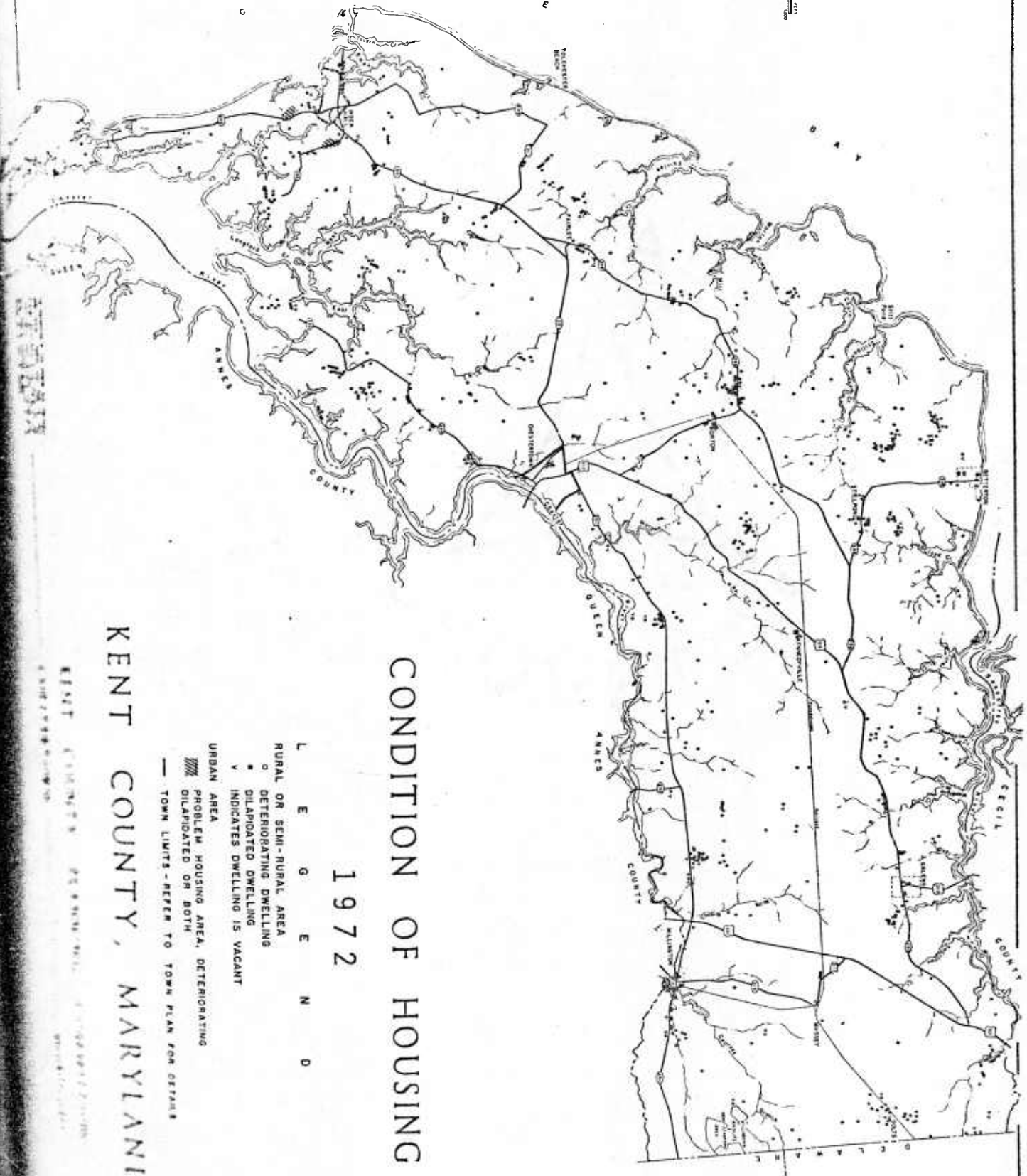
## KENT COUNTY

	<u>Maryland</u>	<u>Kent County</u>	<u>Percent</u>	
			<u>Maryland</u>	<u>Kent</u>
Total Units	1,248,564	6,283	100	100
Vacant Units	73,631	1,174	6	19
Total Occupied Units	1,174,933	5,109	94	81
With All Plumbing Facilities	1,127,243	4,128	96	81
Lacking some Plumbing Facilities	47,690	981	4	19
Owner - Occupied	690,194	3,583	55	57
With All Plumbing Facilities	666,442	3,012	97	84
Lacking Some Plumbing Facilities	23,752	571	3	16
Renter - Occupied	484,739	1,526	39	24
With all Plumbing Facilities	460,801	1,116	95	73
Lacking some Plumbing Facilities	23,938	410	5	27

area. Two similar groups are shown in the county southeast of Rock Hall. Environmental conditions surrounding these blighted areas are often poor, and include dilapidated outbuildings and an accumulation of junk and old cars, though these conditions are not nearly so striking as they are in other sections of the state where general economic conditions are less favorable. The factors which caused this rural blight are mainly economic, and no special attention has been given to the problem which has remained about the same through the lifetime of the oldest county residents. Solution to the rural housing problem will also be largely economic, with improved family income enabling the purchase or lease of standard housing. Some pressure for improved low-cost housing is currently evident in applications for trailer permits in rural areas and in construction of new houses in the lower price ranges. For many families, a newly furnished trailer offers a considerable improvement in living conditions, even though the trailer itself could be classified as a substandard dwelling on the basis of



C H E S A P E A K E



# CONDITION OF HOUSING

## 1972

# KENT COUNTY, MARYLAND

- L RURAL OR SEMI-RURAL AREA
- E DETERIORATING DWELLING
- G DILAPIDATED DWELLING
- E DILAPIDATED DWELLING
- N INDICATES DWELLING IS VACANT
- D
- URBAN AREA
- PROBLEM HOUSING AREA, DETERIORATING
- DILAPIDATED OR BOTH
- TOWN LIMITS - REFER TO TOWN PLAN FOR DETAILS

EAST 1:50,000  
 1972  
 U.S. GEOLOGICAL SURVEY  
 WASHINGTON, D.C.

minimum floor area.

The typical trailer should nevertheless be considered a temporary expedient in Kent County. Somehow a means should be found to provide improved permanent housing for low income families, either in new units or in rehabilitated old ones. A major problem of the future will be to develop means for providing standard houses for those older people or unemployables whose income will not improve enough with improved economic conditions. A second problem will be removal of those abandoned substandard dwellings not suitable for rehabilitation.

#### Analysis By Major County Sections

In an effort to explore any significant differences in housing conditions not apparent from Plat 5, the results of the housing inspection of the land use survey were totaled by three major sections of the county, eastern, central, and lower, each of approximately equal area, and percentages computed as shown in Table 29.

The data summary indicates a slightly higher portion of substandard units in the eastern section, but not enough higher to warrant special treatment for that section which would not also apply to the others. The data also indicates that the land use survey was probably not as accurate as the Census in picking up vacancies.

Even this brief analysis emphasizes that the housing problem is spread countywide, and is not especially confined to the towns, even though the largest and most compact groups of substandard units are located in Chestertown and Rock Hall. A broad-scale approach for improving housing conditions is suggested for the unincorporated area, with but few areas or sections to be singled out for concentrated action. In the towns, the areas for concentrated action are readily apparent from a detailed neighborhood analysis, but in neither town nor county will this most complicated problem be solved easily or quickly. Gradual elimination of substandard housing is nevertheless within the means of Kent County and should form an important goal of the Comprehensive Plan.

#### Non-Residential Structures

For the most part, the condition of non-residential structures is good, both in the towns and outlying county areas, even though many of these structures are quite old. Over the years a number of substandard non-residential structures have been removed when they would no longer produce income; many of the older substandard dwellings remained and continue to produce income. Those substandard non-residential structures which do remain can be eliminated, though not without difficulty, as a part of general enforcement of housing and building codes, replacing them with standard structures to perform the same functions. A public relations program directed toward beautification of the county can also accomplish the removal of dilapidated non-residential structures

which have outlived their usefulness, particularly if these are visible from the highways.

TABLE 29  
SUBSTANDARD HOUSING BY COUNTY SECTIONS  
Kent County, Maryland

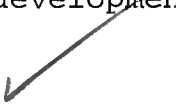
	<u>Percent of Total Dwel- ling Units</u>	<u>Percent of Total Deter. or Dilap.</u>	<u>Percent of Total Vacant</u>
Eastern	20	24	3
Central (incl. C'town)	44	22	2
Chestertown	22	16	1
Lower (incl. Rock Hall)	36	21	2
Rock Hall	<u>8</u>	<u>11</u>	<u>2</u>
Total County	100	21	2

GENERAL LAND USE PLAN

The General Land Use Plan forms the basic guide for organization of land uses in the county. It is a vital part of the Comprehensive Plan and an expression of policies which will chart the course of development in Kent County for many years.

Though the Plan looks to 1985, there is certainly nothing magic about this date. Changes will be made long before 1985, and some elements will endure long beyond 1985, just as decisions made 200 years ago in the locations for roads and buildings endure to this day. Clearly, however, the organization of land use in Kent County is an important matter, fully justifying an effort to look as far into the future as it is possible to look and to assess the long-range implications of decisions which must be made from day to day.

Organization of land uses in Kent County and its environs is a complicated task that must be cognizant of the divergent interests of the county residents. Only through participation of the public in a continuing planning process that is constantly reaccessing the effectiveness of the county land use scheme can a plan for utilization of land be truly effective in achieving the development goals of the county.

Planning Objectives 

The very basic objectives of the Land Use Plan are as broad as the objectives of government itself, to provide a pleasant and prosperous environment for the conduct of human affairs. More specifically related to the Plan, this requires:

1. Preservation and enhancement of the natural assets of the county, not only for present residents, but for future residents as well.
2. Generation of economic activity sufficient to provide a good living for all inhabitants.
3. Concentration of populations in and around the existing communities.

Preservation and enhancement of natural assets requires a combination of private and public actions to exclude those unnecessary things most destructive to the environment, and to control those things which, though perhaps necessary, can be destructive if not controlled. Among other things, the generation of economic activity requires a good transportation system, and the appropriate organization of land uses can go a long way toward accomplishing these basic objectives.

The necessary acts of preserving the existing assets will actually encourage concentrated growth. Normally, this type of growth is visualized as being accompanied by ugliness, disorganization, and governmental problems, especially problems of financing. This need not be the case for Kent, but to prevent it will require a firm resolve on the part of local governmental leaders in order that the county will not be afflicted by the liabilities which have been imposed within recent times on so many sections of the United States.

The principal "natural" or existing assets to be preserved and enhanced include the following:

1. Highly productive agricultural land.
2. The water and the waterfront.
3. The trees and the unspoiled openness of the agricultural countryside.
4. The charm of the old buildings, principally residences, in the towns and throughout the county.
5. The existing communities.

As a starting point for the preservation of assets and general organization of land use, the county may be divided into four growth areas:

1. The waterfront: the lots of various sizes which actually touch scenic or navigable water.
2. The shore area or waterfront fringe: that area within sight of water or within easy walking or bicycling distance of it, say one-quarter of a mile, which is desirable for living and other purposes because of the water and the topographic features associated with the water.
3. The interior of the county, open or wooded.
4. The towns, incorporated and unincorporated.

Beginning with the last of these, it is within the towns where urban services can be most efficiently rendered: police, fire, sewers, water, street maintenance, garbage collection, and other services. Development which requires a full range of these services should be confined to the towns, especially all apartments and all small-lot-residential development. The bulk of public facilities should be here: Amusements, shopping, utilities, public buildings, schools.

The cultural advantages of collecting people in town centers and cities, within reasonable limits, has been demonstrated down through the centuries, and some urbanization of the county will prove

as great an asset to county residents as has been the case in other communities in the past. The random dispersal of population without agglomeration in towns will result in the loss of many of these cultural benefits sooner or later. Thus, one of the main objectives of the General Land Use Plan should be the accumulation of urban population in urban areas, towns.

The interior of the county, to remain productive, open, and beautiful, must be rural. No urban or suburban development should be located here, and commerce and industry should not be scattered throughout the interior, either, unless there is some special reason for its location such as the availability of raw materials or transportation facilities. To keep the vast interior of the county rural will be one of the most difficult objectives to accomplish, since the imposition of development controls must be more strict here than in other areas, even though the problem may seem less critical because there is so much land. There is, nevertheless, a great danger of establishing bad precedents if controls are not strict from the beginning.

The importance of the county's waterfront has long been recognized. Its value is high since the supply is limited, and a large segment of the population has always appreciated being able to use and to view the water. In planning for the use of the waterfront, it should be recognized that some area must be made available for each of two groups: (a) those who live on the waterfront, and (b) those who do not. This second category includes those who live nearby, as well as those who live some distance away, either inside or outside the county. Those who do not live on the waterfront need special facilities in order to take advantage of it: beaches, parks, motels and hotels, marinas, other places to keep a boat or a place to put a boat in the water, clubs, restaurants, and vantage points for viewing the water. Those who live on the water may also be divided into two groups: (a) full-time residents, and (b) part-time residents, in summer homes or second homes. There are substantial differences in the requirements of the two groups which must be taken into account in planning the use of the waterfront. For the full-time resident, probably nothing is so important to the maintenance of his values as the distance between houses. The size of the lot should provide for spacious living without regard to the availability of utilities.

In planning for the waterfront "fringe", the popularity of this large area must somehow be recognized without permitting damage to the waterfront itself, without creating problems for the people who live on the waterfront, and without creating urban concentrations where they cannot be economically served with utilities. This suggests a larger land area assigned to each house, or planned "open space" communities where utilities can be provided.

Within the general framework for the organization of town, waterfront, waterfront fringe, and interior, the General Use Plan must provide for commercial uses, industrial uses, and public and

semi-public uses.

Commercial uses must be of several types, including urban commercial centers, highway commercial uses for travelers, small crossroad centers, highway commercial uses for travelers, small crossroad centers to serve the scattered rural population, and waterfront commercial uses. In addition, commercial uses must be so located so as not to destroy existing commercial centers, which represent substantial public and private investment, particularly those located in the existing communities. Care must be taken to recognize the many different types of commercial uses and to locate them with consideration for existing commercial and residential uses, as well as, the transportation systems.

Industry may be located in both urban and rural areas, on the waterfront or in the interior. Where an industry is located will be regulated by many factors, a few of which must be:

1. The potential of any given industry to pollute the environment.
2. The cost-benefit ratio to the county of a given industry. In other words how much does the county receive for the services the industry and its personnel will require.
3. The appropriateness of the type of industry. Will the given industry have such a great impact on the county as to completely change the development trend? Further, would such a change be contrary to the development goals set by the county for itself?

Specialized industries, such as marine related industries and farm related industries may be best suited for waterfront or rural areas, but in most cases industry should be located in areas where transportation is adequate, where various modes of transport can be utilized, and where urban type services can be provided.

Public and semi-public uses to be planned for include a wide variety of reservations, institutions, recreational and governmental facilities.

#### Land Use Requirements

Table 29 has been prepared to give an approximation of land to be used for various purposes by 1985, and to illustrate the great variation in land consumption in the town areas compared with the rest of the county. The estimates are of limited value in most cases, but at least they give some scale to the planning and building problems which lie ahead, and they provide a rough test of adequacy for land allocations in the Land Use Plan and for determining the reasonableness of the zoning district maps.

By the estimates in the table, some 539 additional acres will be developed for single-family residential use by 1975, about 40%

of it in the town planning areas. In addition to this, it is probable that 430 more acres will be used for second homes.

The estimate for parks and recreation may be read as an attempt to meet desirable standards and will be discussed further in a later section. The 7.7 acres per hundred persons used as a standard for areas outside of the town planning areas includes two acres per hundred in outlying parks for use by town residents as well. Neither figure recognizes the recreation benefits Kent County should offer to out-of-county residents, so that actual park acquisitions should be much greater. Similarly, the public and semi-public estimates cannot be very well based on local population when these areas, especially the wildlife reservations, may serve a much wider area than the county.

Whatever their limitations, the estimates taken together indicate that if population estimates are reached, as much land will be put to new use in the next 20 years as has been used up to now in the entire 300-year history of the county.

#### Description of the Land Use Plan

Plate 6 depicts a plan designed to meet the objectives outlined above. It shows a proposed organization of land uses to be approached over a long period of time. For a measure of how long, it should be noted that the areas shown in medium-to-high and low density residence are sufficiently large (17,500 acres) to accommodate a population of 125,000\*, probably not to be attained in well over 150 years. Yet now is the time to begin aiming toward basic land use planning goals, since mistakes of some types become more difficult to correct as time passes.

#### Development Areas

"Development Areas" are the designated lands surrounding the existing towns where the County and town plans will interact. In these areas the County offers the towns the greatest flexibility in choice of land use when the towns enact their annexation programs. Primary control of growth in the development areas will be directed by the towns through extension of town services. Although the county's zoning classification is specific about land use in the development areas, a town may well want to change a zoning classification to adhere to their own plans and programs when they annex. It is important that they be able to do so because it is in these development areas that the majority of residential, commercial, and industrial development will occur.

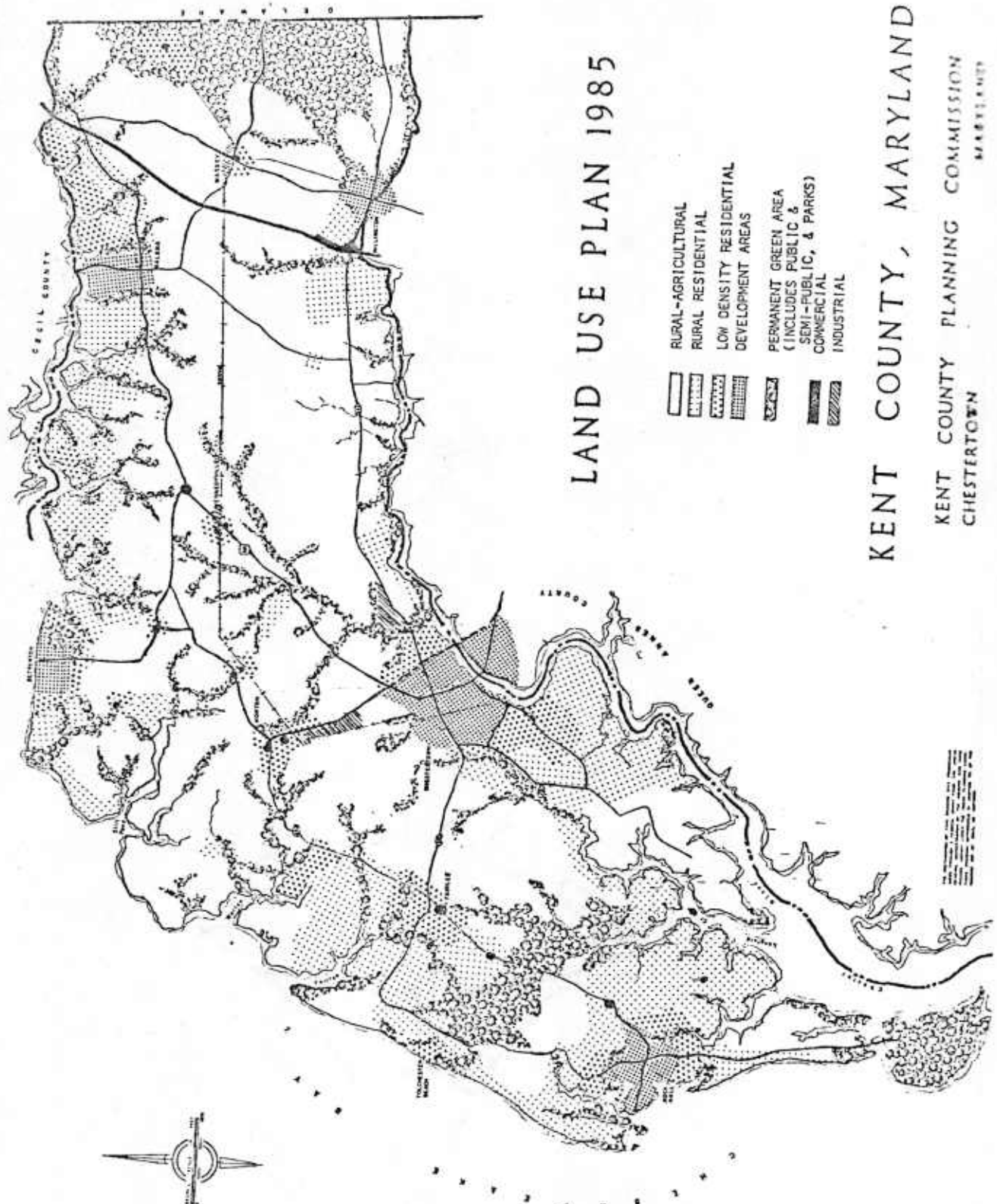
#### Residential Areas

The main idea of the Plan for the distribution of residential uses is to concentrate most residential development in the towns. Principal urban concentrations are indicated at Chestertown, Rock Hall, Betterton, Millington, and Galena, where sewer systems are in existence. It is anticipated that all areas shown as Development Areas Use would eventually be sewered. Only in these areas would single-family lots be permitted to contain less than one-half acre to three-fourths of an acre. Actual lot areas permitted or apartment building locations would be determined so as to be in accord with the plans and ordinances for the towns.

\*Calculated at twelve persons per gross acre for medium-to-high density and six persons per gross acre for low density residence.

TABLE 30  
Estimated Land Requirements, 1985  
Kent County, Maryland

Land Use Category	Acres Used, 1970		Acres Per 100 Persons '70		Estimated Acres Per 100 Persons, 1985		Estimated Acres Required, 1985	
	Town Plan A(1)	Remainder Of County	Town Plan A(2)	Remainder Of County	Town Plan A(2)	Remainder Of County	Town Plan A(2)	Remainder Of County
Single-Family Res.	598 (3)	2263	7.9	26.3	10.0	31.0	800	2600
Two-Family Res.	10 (4)	7	0.1	0.1	0.1	0.1	15	10
Multiple Family Res.	10 (4)	-	0.1	-	0.2	0.1	20	5
Seasonal Res.	<u>12 (5)</u>	<u>96</u>	0.2	1.2	0.4	4.8	30	400
Total Residential	630	2366						
Commercial (6)	100	343	1.2	4.2	1.3	4.7	105	400
Industrial	123	29	1.6	0.3	2.0	0.6	150	50
<sup>4</sup> Railroad	50	133	0.7	1.6	0.7	1.5	55	130
Public & Semi-Public	189	5089	2.5	59.2	4.3	66.0	340	5540
Parks & Recreation	5	335	-	-	1.7	7.7	135	650
Streets and Roads	483	1909	6.4	23.4	6.3	23.7	500	2000
Total Developed	1,580	10,204	20.9	18.7	27.0	140.2	2,150	11,655
Agricultural Woodland and Open	11,414	164,365						
Total Area	12,994	174,569						



# LAND USE PLAN 1985

-  RURAL-AGRICULTURAL
-  RURAL RESIDENTIAL
-  LOW DENSITY RESIDENTIAL DEVELOPMENT AREAS
-  PERMANENT GREEN AREA (INCLUDES PUBLIC & SEMI-PUBLIC, & PARKS)
-  COMMERCIAL
-  INDUSTRIAL

KENT COUNTY, MARYLAND

KENT COUNTY PLANNING COMMISSION  
CHESTERTOWN MARYLAND

(1) Area with Chestertown, Rock Hall, Betterton, Millington and within one mile of corporate limits.

(2) Based on population estimates as follows:

	<u>Chestertown</u>	<u>Rock Hall</u>	<u>Betterton</u>	<u>Millington</u>	<u>Total P.A.</u>	<u>Outside P.A.</u>	<u>Total County</u>
1970	4,200	2,150	500	700	7,550	8,596	16,146
1985	4,278	2,200	650	750	7,878	8,422	16,300

(3) Includes all residential in Betterton and Millington.

(4) Does not include Betterton and Millington.

(5) Includes Betterton only.

(6) Includes trailer parks.

The concept of encouraging primary residential development in and around the towns requires a great deal of cooperation between the County and Town planning programs. Every effort should be made to insure that decisions that may effect the towns be made in concert with the community or communities to be effected. The Kent County Council of Governments which is composed of the five incorporated towns and Kent County provides a good basic format on which to build coordinated planning programs. It is recommended that the Kent County Council of Governments be increasingly used to provide technical assistance and a forum for mutual problem solving.

At the other end of the density scale, the great agricultural heartland of the county is shown in a Rural Agricultural category. Non-farm construction in this area should be limited to a relatively few houses, if this great asset of productive land and openness is to be maintained. Subdivisions should be rare, and selling long strips of lots fronting on existing roads should be avoided. Certain sections of waterfront should be included in this rural category, not only to preserve the land for agriculture, but to give assurance to those who desire it and can afford it that certain sections of the county will be reserved for spacious development. In addition innovative land use management technics, that seek to preserve farm lands should be reviewed for local application and, if found acceptable, employed.

In between the urban and agricultural categories, the Plan includes two other categories of residence. The low density residence category envisions a minimum lot size that gives ample room for septic tank development. These areas are located around the fringes of the towns where a development character of this type has already been established, and around a number of smaller communities where some concentration of population may be expected. Examples include Worton, Lynch, Kennedyville, Still Pond, Massey, and Fairlee. In any case construction of houses on lots not served by sewers would be subject to soil tests to determine the probable effectiveness of an on-site sewage disposal system such as a septic tank.

The Rural Residential category includes a sizeable portion of the waterfront and waterfront fringe. Anticipating a minimum lot size of about one acre, this category is designed to implement the overall objective of preserving relatively low density for these areas while permitting more development than would be anticipated in the agricultural heart land. Since the topography tends to be more varied, indented with many ravines, and since recreational open space would be particularly in demand, it should be relatively easy to create designs for a community development, perhaps including some smaller lots, and still maintain an overall one-acre-per-unit density.

Certainly an objective of the Plan should be to provide for a variety of housing types. There will surely be a demand for apartments, town houses, and second homes of many different designs. The greatest variety at higher densities should be offered in the town. Where a developer chooses to offer variety in an outlying area (near the waterfront, for example), he should be prepared to submit a design which

will make the best use of the land, preserve open space, and conform to the overall lower densities which should be maintained in outlying areas, where public services of all types are planned to be maintained at a minimum for the foreseeable future. The zoning ordinance should make provision for such developments, but one of the greatest hazards to be faced is premature subdivision of land into small lots for sale, long before there is sufficient market to justify construction of houses and concurrent construction of utilities or streets.

### Commercial Use

The plan for commercial use has a relatively simple objective: to concentrate commercial and business activity in the towns. Only by collecting these important activities can truly efficient service be rendered. Small groups of stores and service activities at isolated intersections may be permitted since they provide limited, but needed, local services at convenient locations. But random scattering of commercial uses and commercial stripping of major highways and county roads should be avoided.

The scale of the plan drawing does not permit details of the commercial pattern to be shown. Reference should be made to the town plans and the zoning district maps. Similarly, a number of important waterfront commercial activities, marinas, and the like are not shown because of scale. It may be anticipated that water-related commercial activities will form an increasingly important part of the county's economic base. These activities include resort hotels and motels, restaurants, clubs, camping areas, boat ramps, marinas, and boat service facilities of many kinds. Possible locations are numerous and design of facilities important, so important that each proposal should be carefully reviewed on the basis of proposed development plans as well as appropriateness of proposed locations.

### Industrial Use

Industrial activities should also, in general, be confined to the towns, where utilities are available and the lab or force is nearby. Sizeable industrial areas are shown in Chestertown, Rock Hall, and Millington, and in or near some of the smaller communities as well. Should any of the towns invest in a sizeable industrial park in an effort to entice certain types of industries, some of the existing industrial zoning should be removed from the land use plan to insure the industrial park's success.

Location of industries in outlying areas may also be advisable in some instances, particularly where a larger tract of land is required than can be found in the towns. Several outlying industrial areas are indicated near the intersection of major roads and the Pennsylvania Railroad to combine the advantages of two modes of transportation. Also, the character of the industry may be such that an outlying location is preferred to a location in a congested area. This should not imply, however, that obnoxious industries should be encouraged to locate in the county. Economic studies point out that

any large industry which would pollute the air or the water might offset the desirability of the county for other purposes to the extent that the overall economic impact would be negative. No area is shown on the Plan which would accommodate such an industry as an oil refinery, a steel mill, a large chemical plant, or even a deep water port.

Waterfront industry for seafood packing and processing is confined to Rock Hall, the logical place for it. Pleasure boating, including boat repair and boat building have been provided for in many other locations.

### Permanent Green Area

This designation actually includes many classifications of use, some public, some private. It is definitely not intended that all of the land shown as Permanent Green Area be acquired by a public agency. Much of it will remain in private ownership, and, for that matter, be "developed" without violating the intention of the Plan. Nevertheless, the important point to be made is that certain areas contribute so much to the overall desirability of the county environment that they should remain essentially unchanged. These include many areas of marshland, several large tracts of woodland, and miles and miles of wooded stream valleys and shorelines.

With development pressures at present levels, there may seem to be little need for concern. Happily, past mistakes have been so small as to be barely noticeable. Yet development pressures will increase and crimes against the landscape are extremely difficult to eradicate. However remote the urban examples of such crimes may seem, Kent County has too much at stake to postpone active consideration of the value of its natural features. A fairly obvious purpose of the Plan for Permanent Green Area is to generate a continuing awareness of these values.

As for the marshes, by and large they are undevelopable, and require little attention, but are an interesting part of the total scene and a necessary part of the habitat of waterfowl which are worthy of a great deal of attention. Only a few of the larger tracts of marshland are indicated as permanent green area on the Plan. Many others deserve equal attention. These marshes need not be purchased by a public agency except when threatened or except as part of a larger purchase. The public should, nevertheless, be interested in keeping them unpolluted and should encourage legitimate planting of food for wildlife.

Two major wooded areas are indicated as permanent green areas, one covering an extensive area of poor soil in the eastern end of the county, the other in the southern end including and extending the holdings of the Remington Arms Company. These two largest forests should not be cleared for agriculture or cut for timber, but instead should be maintained for their natural beauty and as a haven

for wildlife. There would be no need for purchase of the Remington area so long as the present operation continues. Extension of the Millington Wildlife Demonstration Area by public purchase is definitely recommended, with cost falling primarily on the State of Maryland. In addition to these two areas, it is anticipated that all of Eastern Neck Island, plus some additional marshlands on the mainland, would eventually be acquired by the U. S. Department of Interior. These major holdings in open space, plus the much more extensive and important agricultural lands of the County, will insure a continuation of the wildlife population at a high level, not only as an economic asset for hunting ducks, geese, and deer, but for the simple pleasures to be derived from the company of these handsome creatures.

The wooded stream valleys are an important part of the open space system. Only the most important ones are shown on the Plan; again, the purpose is more to put across an idea than to present a detailed plan for action. In addition to providing desirable home sites, the trees protect the stream banks from erosion and provide an attractive wooded backdrop to views across the open fields. It is not intended that they be acquired for parks or open space, though some sections may offer possibilities for public recreation. Mainly it is intended that the trees should be preserved. When a subdivision is planned, the arrangements of streets and lots should be such as to preserve the stream valleys. When a house is built near a stream, it should be fitted skillfully into its site with minimum damage to trees. Public acquisition need be considered only when it is apparent that the Plan cannot be accomplished by any other means.

Similar consideration should be applied to the bayfront and to the banks of navigable streams. In these cases, an additional factor of view from the water is introduced.

#### Plan Implementation

The Land Use Plan requires public cooperation and support for its long-range accomplishment. It also requires far-sighted and steadfast leadership by public agencies to enact and enforce the laws and ordinances available as aids in accomplishment, including an ability to say "No" to conflicting proposals without regard to personalities, to stick with the long-range view when it is unwisely attacked in the name of expediency or quick profit and to promote this view in all matters dealing with the Comprehensive Plan.

In addition to serving as a guide to expenditure of public funds in the acquisition of land and the construction of public facilities, the General Land Use Plan forms the necessary background for the zoning and subdivision regulations which will guide private development in accord with it. These regulations are discussed in a subsequent section. Use of zoning to achieve an accepted pattern of land use, and use of subdivision regulations to require good development practices and appropriate standards for improvements, seem to be a very slow process, and perhaps unnecessary in a county which is basically rural. But a shaping does occur with time, and good principles become accepted. Much has already been accomplished in Kent County along these lines. The real tests are yet to come.

## THE TRANSPORTATION PLAN

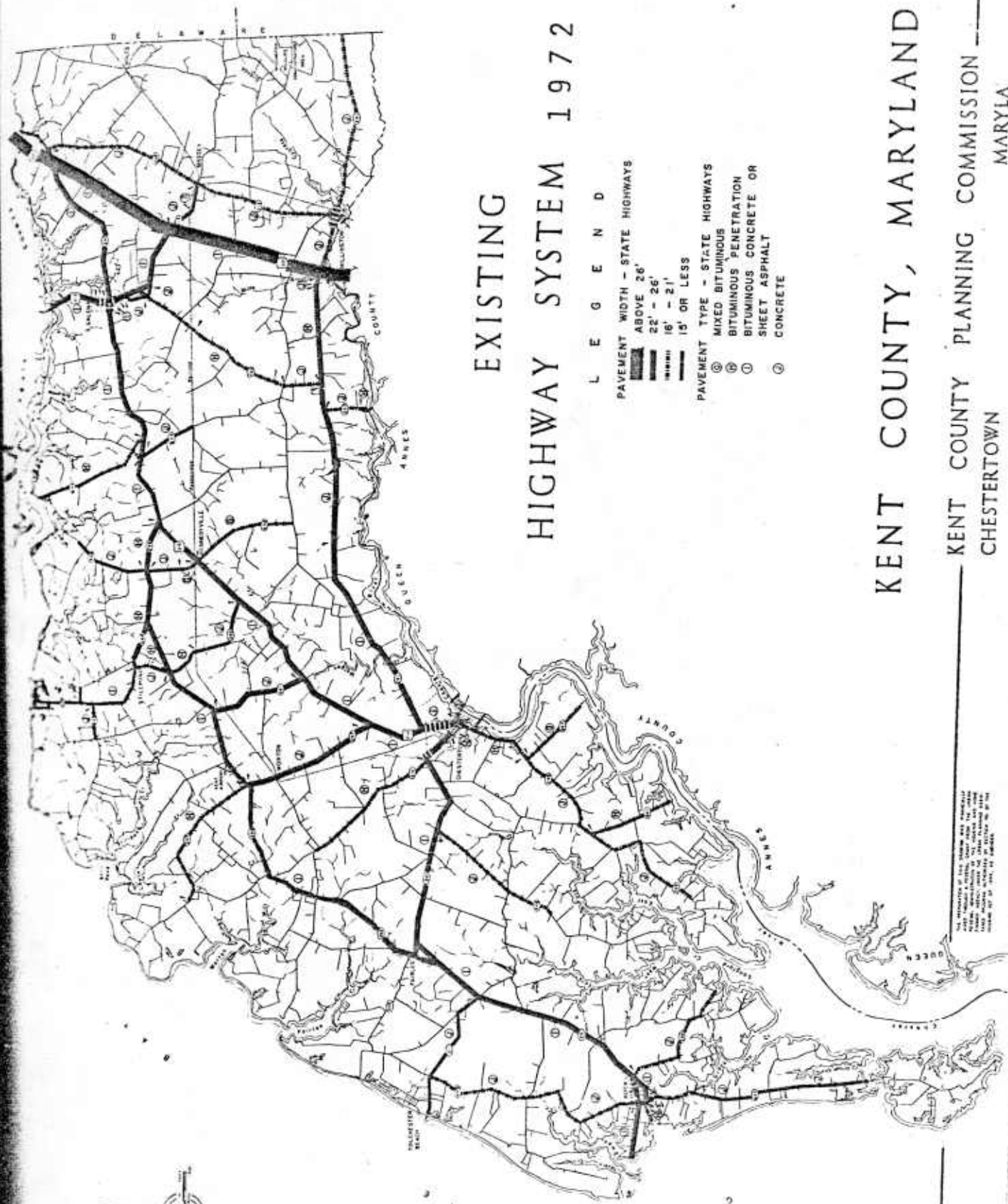
American society is heavily dependent upon its transportation systems for the movement of people and goods. The struggle to provide efficient transportation systems has consumed a considerable part of the nation's energy from its beginning, and the patterns of national growth have always been strongly influenced by the systems which were built. Clearly, there must be a close relationship between transportation planning and the other elements of the Comprehensive Plan, if the full cultural and economic benefits of an efficient transportation system are to accrue to the inhabitants of Kent County.

The distribution of population in the county has already been influenced by transportation. Both of the county's principal communities, and several of the smaller ones, formed and grew adjacent to the bay and rivers when these were the principal means of contact with the outside world. This emphasis on water transportation continued until fairly recent times, even after the coming of the Pennsylvania's Railroad's spur to Chestertown and the construction of improved inter-county highways. Now the highway is dominant, its impact on land use has yet to be felt in Kent to the same extent as may be charted for more populous counties. In the future, preservation of the county's most valuable natural resources will depend largely on careful planning of key transportation facilities which will be required.

In the formulation of the Transportation Plan for the county, consideration has not been given only to highway and water transportation. Other aspects of a total transportation system--rail, bus, truck and air transportation--have all been studied. However, primary attention has been directed toward the planning of a future system of major thoroughfares, for it is in this direction that the future prosperity of the county lies.

### Existing Highways

Development of a plan for major thoroughfares in Kent County involves the basic steps of inventory of the existing system, analysis of its use and deficiencies, projection of future traffic needs, and design of a plan to meet those needs. The accomplishment of the Plan should be possible within a reasonable period of time. The definition of needs will not be completely dependent on traffic generated within the county, and design of the thoroughfare plan should be closely related to the overall objectives of the Comprehensive Plan, especially as these are expressed in the plans for land use and community facilities other than highways.



# EXISTING HIGHWAY SYSTEM 1972

## L E G E N D

- PAVEMENT WIDTH - STATE HIGHWAYS**
- ABOVE 26'
  - 22' - 26'
  - 18' - 21'
  - 15' OR LESS
- PAVEMENT TYPE - STATE HIGHWAYS**
- ⊙ MIXED BITUMINOUS
  - ⊙ BITUMINOUS PENETRATION
  - ⊙ BITUMINOUS CONCRETE OR SHEET ASPHALT
  - ⊙ CONCRETE

KENT COUNTY, MARYLAND

KENT COUNTY PLANNING COMMISSION  
CHESTERTOWN  
MARYLA

THE INFORMATION ON THIS MAP WAS OBTAINED FROM THE MARYLAND STATE HIGHWAY DEPARTMENT, CHESTERTOWN, MARYLAND. THE STATE HIGHWAY DEPARTMENT HAS ADVISED THAT THE DATA WERE ACCURATE AS OF 1971, THE DATE OF THE MAP.

### The Existing System

Plate 7 shows the existing network of state and federal highways in the county, with a graphical summary of pavement widths and types of construction. With few exceptions, the highways are two-lane roads, one lane in each direction. Most of the major roads are paved with a bituminous compound; the others have concrete pavements. Most of the pavements range in width from 18 to 26 feet and are generally in good condition. U. S. 301, U. S. 213, and Maryland Routes 20 and 291 have the wider pavements.

In addition to the state routes emphasized on the drawing, there are numerous county roads also maintained by the state under contract arrangements. The pavements on these roads are of various types, including bituminous and concrete.

In terms of service to the county, the present roads are well located, forming a natural "double spine", improved over the years and appropriately adapted to the county's shape. Route 301 slices directly across the east end of the county as a through, north-south route extending from Wilmington, Delaware, across the Chesapeake Bay Bridge and thence southward almost to Florida. The problems to be met on the existing system are mainly related to gradual improvement of pavements, improvement of the alignment on short sections, and reduction of grades and curvatures to enhance the riding quality and reduce the probability of accidents.

So far, the roadsides are relatively uncluttered with signs, the shoulders of some of the newer roads are wide and well maintained, and some commendable efforts have been made at landscaping. Only a few sections are so straight and flat as to be monotonous, even though much of the county is relatively flat. These features of appearance are of considerable importance to the quality of life in Kent County and to the motoring public in general, and it should be remembered that sightseeing by automobile is the most popular of all American outdoor recreation activities.

One fairly obvious feature of the existing road system is the limited number of river crossings between Kent and the neighboring counties to the north and south. The Chester River in its navigable reaches is bridged only at Chestertown, some 20 miles above its mouth, and at Cumpton, eight miles up-river from Chestertown. The navigable portion of the Sassafras River is bridged only at Georgetown.

### Traffic Flow

Plate 8 is a graphic representation of traffic flow, the width of band indicating the number of vehicles which travel each section in an average day. Heaviest existing flows (solid bands) occur in and around Chestertown and between Chestertown and Rock Hall. Next heaviest flows are on Routes 213 and 301.

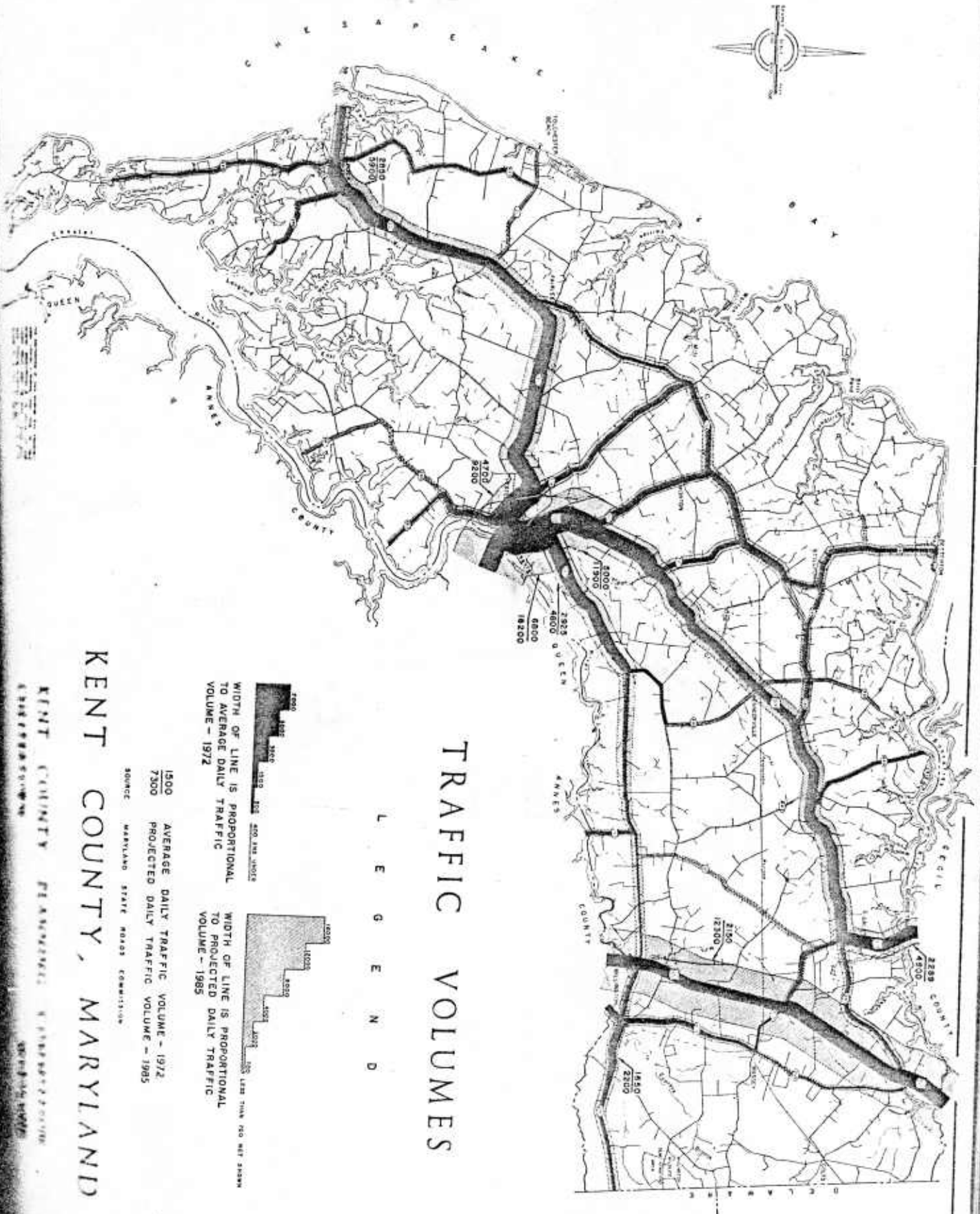
If "ideal" prevailing roadway and traffic conditions could be assumed, a two-lane, two-way roadway would have a capacity of around 2,000 passenger cars in an hour, far more than the present peak hour volume on any county road or street. Such capacities are seldom obtainable, however, in that flow is frequently interrupted by traffic signals, roadside interferences and trucks, even in rural areas; also, pavements, alignments, and site distances are often less than the ideal conditions which would be satisfactory for average speeds of 70 miles per hour or greater. Much lower capacity figures are used to test the adequacy of highways and streets under usual conditions.

On rural highways with reasonably high standards, the capacity may be as well expressed in average daily traffic as in peak hour volume. Therefore, the normal range for average conditions may be said to be about 3,000 to 5,000 vehicles per day, with 5,000 vehicles per day often being taken as a desirable limit for a two-lane highway. In actual practice, varying capacities will result from differences in terrain, pavement width, traffic characteristics, and other factors, and these must be very carefully calculated for the more complex situations encountered in urban traffic.

In strictly rural sections, average daily traffic in 1964 or 1965 did not exceed 3,000 vehicles at any location in the county, though traffic flow was very near this on U. S. 301, U. S. 213, and Md. 20. Near and within Chestertown, average daily volumes exceeded 5,000 vehicles per day on several two-lane roads. Heaviest average flows in the county were recorded on Route 213 (Maple Avenue) in Chestertown. The narrow, two-lane Chester River Bridge carried between 3,500 and 4,000 vehicles on an average day in both 1964 and 1965. Clearly, the immediate problems are in and near the town, where the movement of traffic is complicated by pedestrians and numerous other factors not generally present in rural areas.

Based on estimates of future population and increased vehicle ownership and usage, the Maryland State Roads Commission has made projections of traffic volumes for 1982. These projections are shown by the wider shaded bands on Plate 8. If achieved, and they almost certainly will be, the projections indicate a future need for extensive highway improvements in the next 20 years. Of the major rural routes, U. S. 301 and Md. 20 should be improved to four lanes by the capacity standards mentioned above, as well as U. S. 213 from Chestertown to the Georgetown Bridge. Added bridge capacity is needed at Chestertown. Within the town, it is clear that numerous traffic improvements should be made, not only to meet the demands of local traffic, but to facilitate interchange between the various cross-county routes.

Although recent origin-destination data is not available, it is fairly clear from the pattern of traffic flow that only U. S. 301 carries substantial volumes of "through" traffic--that is, traffic having no destination in Kent County. The only other route which could carry substantial volumes of through traffic is U. S. 213, but



# TRAFFIC VOLUMES

LEGEN D

WIDTH OF LINE IS PROPORTIONAL TO AVERAGE DAILY TRAFFIC VOLUME - 1972

WIDTH OF LINE IS PROPORTIONAL TO PROJECTED DAILY TRAFFIC VOLUME - 1985

1500 AVERAGE DAILY TRAFFIC VOLUME - 1972  
 7500 PROJECTED DAILY TRAFFIC VOLUME - 1985

SOURCE: MARYLAND STATE ROADS COMMISSION

## KENT COUNTY, MARYLAND

KENT COUNTY PLANNING & DEVELOPMENT  
 400 EAST BAYVIEW AVENUE  
 DEPT. OF TRANSPORTATION

this route probably does not carry much of this traffic, since U. S. 301 is a more convenient route for all but a few sparsely populated sections of neighboring counties. That Chestertown and its environs are major traffic generators is indicated by the build-up of traffic volumes as Chestertown is approached from all directions.

### Accident Records

Accident records must be studied in detail to determine actual causes of accidents. These records nevertheless offer a clue to sections of highway needing improvement. Accident records for 1973 show a total of 196 accidents in the county involving personal injuries. Table 30 gives the rate, in accidents per mile, of highways in the county with an accident rate of more than one per half mile.

As might be expected, the highest accident rates occur on those sections of highway most heavily travelled. U. S. 213 has the largest number of accidents, with 62 in 17.87 miles in Kent County. Route 20 was next, with 30 accidents in 14.76 miles.

TABLE 31  
Personal Injury  
**Traffic Accidents**  
Kent County, Maryland

<u>Route</u>	<u>Length of Section (Miles)</u>	<u>No. of Accidents, 1973</u>	<u>Accidents Per Mile</u>
20	14.76	30	2.3
213	17.87	62	3.5
289	8.05	5	.6
443	.70	3	4.3
313	7.86	20	1.3
298	14.60	29	2.0
291	16.30	27	1.7
301	8.79	24	2.7

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Source: Maryland State Police, Central  
Accident Records Division

## Special Problems and Objectives

General Form. The overall form of existing--and future--road network is quite simple and effective: a "double spine" system (joining as a single spine near the narrowing south end of the county), with connections between the spines forming a central grid and with extensions to the waterfront land extremities. This form is well suited for the objectives of a land use plan which strives to preserve good farm land and to concentrate population in urban centers, or nodes, well served by highways, and at the same time encourages use of waterfront lands for residences and recreation.

### The North Bay Crossing

In terms of long and short range planning in Kent County perhaps the most ominous and perplexing of all problems to be faced is the State's proposal to bridge the Chesapeake Bay from Baltimore County to Kent County. Commonly known as the "North Bay Crossing" the specter of this state facility threatens to make meaningless the development goals the county has set for itself. With construction of the bridge acres of farmland will have to be converted to residential subdivisions to provide for a dramatic increase in population. The economic impact of a Baltimore County employee's purchasing power on Kent's economy will drive land and home prices soaring beyond the reach of local population. In addition, the Sassafras River, Chester River, and the Bay area could not be maintained at the quality level demanded for shell fish producing waters, thus the fishing industry would have to suffer another blow.

It is said that the sudden population increase can be provided for with planning and controls that foresee this eventuality and perhaps this is true. However, the technology currently available to provide for disposal of human waste, air pollutants and trash, and the mirade of problems that accompany large developments is still inadequate to guarantee the county what it desires. Concepts like conservation, preservation and enhancement are still incompatible with large scale development at this time due to this technology gap.

For these reasons and many more not specifically noted in this text, the North Bay Crossing is considered a direct threat to Kent County's future and the Comprehensive Plan herein developed is done in the belief that the bridge will never be constructed. It is recommended that all county planning and planning documents reflect the basic belief that no benefit can be derived by Kent County or the State of Maryland with the construction of a North Bay Crossing from anywhere to Kent County.

### The Chestertown Bridge

Current traffic flows across the Chestertown bridge have exceeded the bridges capacity making everyone aware of the need for a new bridge. The Maryland Department of Transportation now provides the

counties with a Twenty (20) Year Highway Needs Study which outlines proposed improvements. At the time of this update, the Chestertown by-pass highway system and bridge are not scheduled for construction until after 1979. However, the Chestertown by-pass is perhaps the most important transportation improvement contemplated for Kent County at this time. Not only does it ease a bad traffic problem in and around Chestertown, but it also figures heavily in Chestertown and Kent County's growth scheme for residential, commercial and industrial areas. The Chestertown by-pass should be supported by state and local officials as a top priority; if possible, pushed forward for immediate construction.

### Problems in the Towns

The traffic studies clearly indicate that the major traffic problems are in the towns, especially Chestertown. These problems are covered in detail in plans for each of the towns, and no attempt is made to deal with them here, except as local traffic problems are an influence on the county-wide transportation system.

Providing adequate traffic capacity in built-up areas is often difficult and costly. Traffic controls become much more complex in urban areas, and terminal facilities (especially parking) are necessary adjuncts to the major thoroughfare system. In any event, the town plans must be carefully coordinated with those for the county. Indeed, certain elements of "urban" transportation systems serving the individual town will be located in the unincorporated area of the county for some time to come.

The towns and the county must cooperate in making their collective needs known to the Maryland Department of Transportation through the "Needs Study". In order to present unified needs the town and county must recognize their mutual goals and be prepared to set priorities on transportation facilities that will provide for the greatest good. Some projects on secondary roads may have to be set back in order to shift allocated funds to a more urgently needed improvement.

### Highway Planning Goals and Standards

In preparing the Major Thoroughfare Plan for Kent County, the principal aim is to provide the means for moving people and goods quickly, safely, and economically. A well-planned and properly-constructed network of major streets and highways is essential to the orderly and efficient development of the county and the individual towns. The location and design of these major thoroughfares will be an important determinant of the county's future land use pattern, because accessibility to various sections of the county and to the outside world will be a key factor in the location of new development, whether residential, commercial, industrial, or recreational.

### Plan Objectives

The specific proposals of the Major Thoroughfare Plan have been developed within the framework of the following objectives appropriate

to the county's long-range needs for major streets and highways:

1. To channel interstate traffic through the county safely and expeditiously, with as much benefit to the local economy as can be secured and with a minimum of disturbance to the county's natural resources.
2. To provide improved arterial highways between the principal towns and other important traffic generators within the county, relieving congestion on local streets by diverting through traffic around these communities.
3. To link each section of the county with Local trading centers and the larger towns by means of an up-to-date system of roads, promoting new growth in appropriate locations in the county in accordance with the General Land Use Plan.

In line with these objectives, the system of highways and the standards of design which are recommended are based on the anticipated growth of the county over the next 20 years and beyond, rather than being scaled only to meeting present traffic needs. By planning for future highway demands now, the necessary rights-of-way can be reserved and the appropriate design standards can be met, so that expensive re-adjustments at a later time can be largely avoided.

#### Highway Classification and Standards

To accommodate the increased traffic volumes expected by 1985 and to provide for improved traffic circulation within and through the county, a system of major and minor streets and highways will be required, classified according to the type and volume of traffic which each is expected to carry. The Major Thoroughfare Plan proposes four types of major highways--freeways, primary highways, secondary highways, and collector streets--which will be needed to serve future county needs. All other streets and roads, which are intended primarily for giving access to individual properties and not for carrying through traffic, are classified as minor or local access streets.

In the paragraphs which follow, the predominant function served by each of these highway types is described and standards are recommended for the design of each highway type, in order that each element of the total circulation system will be capable of fulfilling its intended purpose. The recommended standards for pavement and right-of-way width for each highway type are shown graphically on Plate 9. These standards are not intended as rigid requirements to be automatically applied in every situation; rather, they are guides to be used in the more detailed planning of various highway segments and in specifying the minimum design standards to be met under the county's revised subdivision regulations and other applicable ordinances.

Freeways are proposed as limited-access, high-speed routes providing for through traffic movements between the principal cities and the major economic regions of the state. Such highways should meet

the highest standards of highway design, with access to the roadway restricted to selected points where grade-separated interchanges are provided. The right-of-way should be at least 300 feet in width and preferably more, in order that sufficient width is available for a wide median and for gently-graded side slopes. Initially, these highways would generally have two traffic lanes in each direction, but there should be sufficient median width to accommodate additional traffic lanes if they are needed at a later date.

Primary Highways are proposed as the major inter-county and intra-county routes linking the principal towns and cities of the Eastern Shore to each other and to the freeway system. For the most part, these highways will be designed as four-lane divided highways on wide rights-of-way. The minimum right-of-way in rural sections should be 150 feet; in urban areas or in other locations where available highway width is restricted, every effort should be made to obtain at least a 120-foot right-of-way width. The median width shown for rural sections is needed to provide a haven for crossing traffic; in urban areas, the median provides the necessary area for left-turn lanes. The pavement width shown for urban sections provides for two traffic lanes and one parking lane in each direction, with the outside lane available for moving traffic at major intersections. Where traffic volumes warrant, access to the highway may be limited to its intersections with other major thoroughfares.

Secondary Highways are proposed as the principal routes connecting the smaller towns and other limited traffic generators (such as recreational areas) with the primary highway system and with the larger towns such as Chestertown and Rock Hall. These highways will generally be well-designed two-lane roads, with wide shoulders in the rural sections and with parking lanes or additional traffic lanes in the urban sections. The right-of-way should be a minimum of 80 feet wide, but where it is expected that the roadway may require future conversion to a four-lane divided highway, 120 feet should be set as the required width.

Collector Streets are proposed to collect traffic from local access streets and to distribute it to the primary and secondary highways, as well as to provide access to the more remote rural sections of the county for both residential and recreational development. Collector streets and roads will generally be two traffic lanes in width, with shoulders in rural areas and with parking lanes on each side in built-up sections. Sidewalks should be provided whenever warranted by the volume of pedestrian traffic. The right-of-way should be a minimum of 60 feet, and desirably 80 feet, in width.

Local Streets are proposed for development wherever minor streets are needed to provide access to individual lots. The basic standards for these local access streets are a minimum right-of-way of 50 feet, a minimum pavement width of 30 feet, and with curbing and sidewalks provided within built-up urban areas. Where residential development occurs at a low density of development (with lot sizes of one acre or larger), there would be more limited traffic needs to be met, and

and the rural section standard shown in Plate 9 would be appropriate. More detailed standards for the design of these streets are spelled out in the revised subdivision regulations for the county, prepared as part of this comprehensive planning program.

### The Major Thoroughfare Plan

The proposed system of freeways, primary highways, and secondary highways needed to meet the long-range needs of Kent County is shown on the Major Thoroughfare Plan map (Plate 10) and is described in the discussion which follows. Collector streets and roads are not shown on the Plan map, but these important elements of the major thoroughfare system for the county have not been neglected. Proposed locations for collector streets in the vicinity of Chestertown, Rock Hall, Millington, and Betterton are indicated on the Major Thoroughfare Plans for those towns, and they should be required in other sections of the county as neighborhood development occurs.

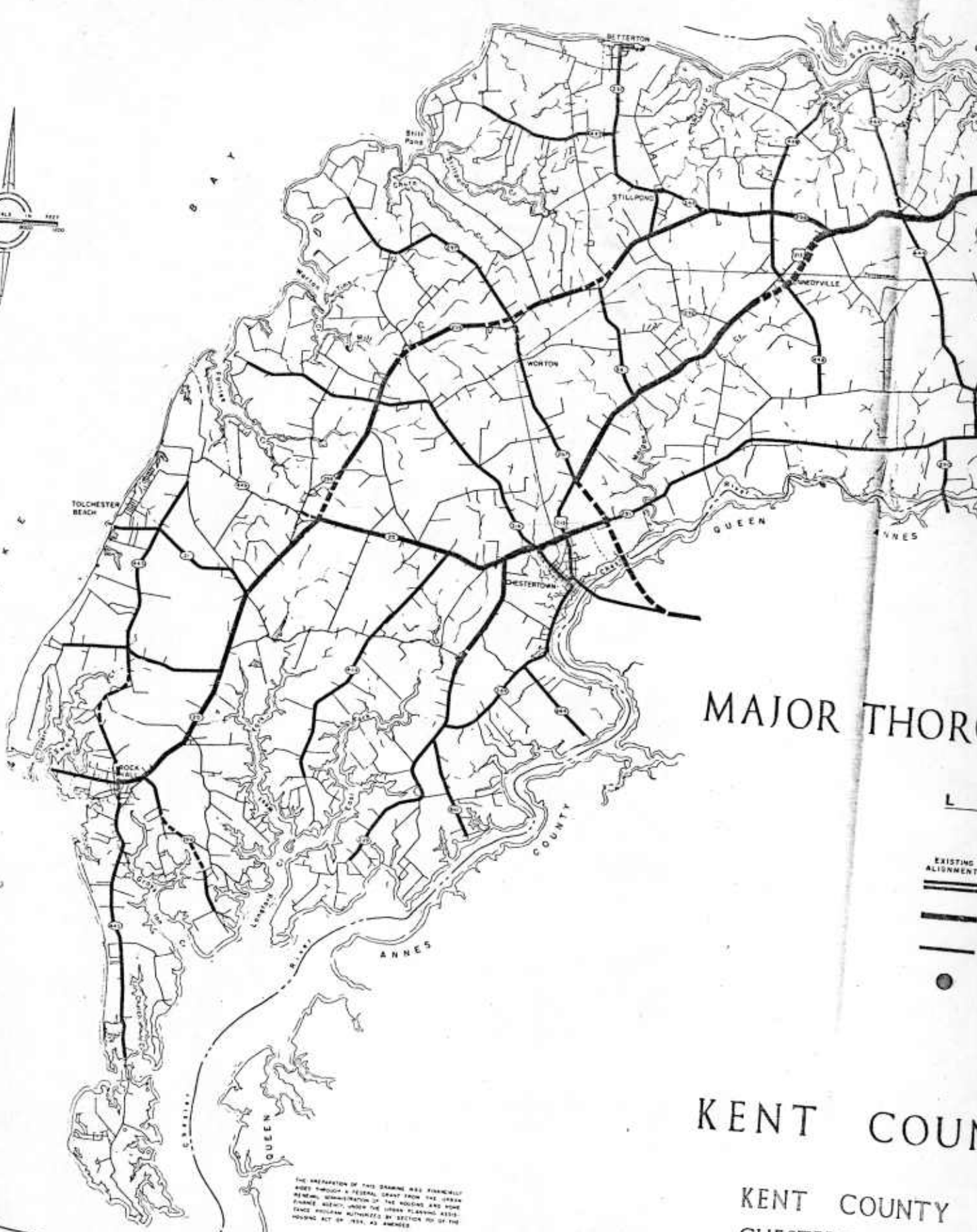
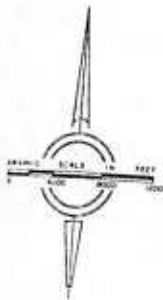
#### Freeways

Route 301, since its construction in conjunction with the opening of the Chesapeake Bay Bridge from Kent Island to Annapolis, has served as an important by-pass route for travelers from Wilmington and points north to avoid the congested traffic corridor through the Baltimore and Washington urban areas. In the not-so-distant future, these two major metropolitan areas will have grown together into one giant urban complex, and such a by-pass route will assume increasing importance. The State Roads Commission has anticipated the importance of Route 301, and land for the present improvements has been reserved since the original two-lane section was constructed. In the future, as traffic builds up, it can be expected that the highway may require grade-separated interchanges at several locations and the elimination of access at less important crossing points.

#### Primary Highways

Route 213 presently serves as the principal cross-county route linking a number of the smaller communities and the agricultural heartland of the county to the county seat at Chestertown. As the largest town and the commercial center of the Kent and Queen Anne's region, Chestertown is the focal point for much of the traffic. Projections indicate the need for improving Route 213 within the period of the Plan, and the required right-of-way needed for eventual dualization has already been reserved on a four-mile section from Route 561 to Kennedyville, as well as on the connecting sections of Routes 290 and 313 near Galena.

In the future, the remainder of the route will need to be widened to a uniform 150-foot right-of-way, in order to provide the eventual reconstruction to primary highway standards. Included in this reconstruction program should be by-passes around Kennedyville and in the north-south direction around Galena. In the Chestertown area, a



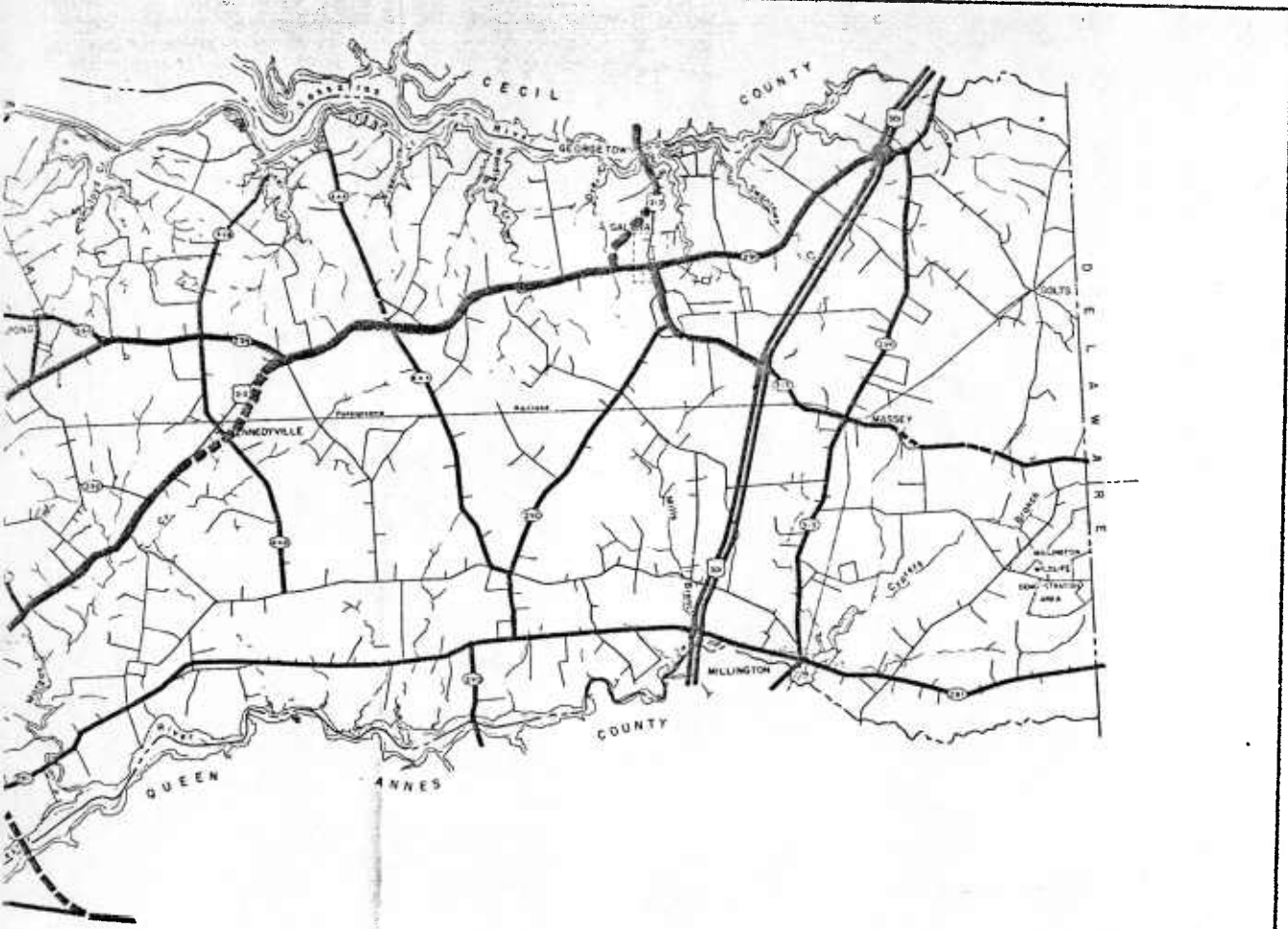
MAJOR THORO



KENT COUN

KENT COUNTY  
CHESTERTOWN

THE PREPARATION OF THIS DRAWING WAS FINANCIALLY  
AIDED THROUGH A FEDERAL GRANT FROM THE URBAN  
PLANNING ADMINISTRATION OF THE HOUSING AND HOME  
FINANCE AGENCY UNDER THE URBAN PLANNING ASSIS-  
TANCE PROGRAM AUTHORIZED BY SECTION 401 OF THE  
HOUSING ACT OF 1954, AS AMENDED.



# MAJOR THOROUGHFARE PLAN 1985

## L E G E N D

- |                    |                    |                   |
|--------------------|--------------------|-------------------|
| EXISTING ALIGNMENT | PROPOSED ALIGNMENT |                   |
|                    |                    | FREEWAY           |
|                    |                    | PRIMARY HIGHWAY   |
|                    |                    | SECONDARY HIGHWAY |
|                    |                    | INTERCHANGE       |

# KENT COUNTY, MARYLAND

KENT COUNTY PLANNING COMMISSION  
 CHESTERTOWN MARYLAND

major relocation of the route is proposed, along with a new Chester River bridge located about one mile upstream from the present bridge. Relocation of Route 213 in the Chestertown area is the most critical present need along the route, because it would divert through traffic away from the central area, relieving congestion on Washington Avenue, Maple Avenue, and the present Chester River Bridge.

### Secondary Highways

Supplementing the primary highway system are secondary highways providing improved access to all parts of the county. Highways have been planned which would place up-to-date main roads within about two miles of every point in the county, forming a network of highways to connect the smaller trading centers and residential and recreational areas with the primary system and with each other. Most of these highways are presently included in the state's secondary highway system, but the Plan also recognizes the need for additions and modifications to the system to serve some of the more isolated parts of the county.

Route 20 from Rock Hall to Chestertown will serve as a very important secondary highway which links Rock Hall to the Chestertown area and Route 213. Route 20 will provide the lower county with ready access to major shopping, employment, and cultural opportunities.

Route 298 is another extremely important secondary highway to be maintained in excellent condition providing primary access to the Worton School and points beyond.

Major changes in alignment which are proposed for those roads designated as secondary highways are:

1. Construction of a by-pass of Main Street (Route 445) in Rock Hall, diverting traffic from this narrow business street.
2. Re-alignment and improvement of Route 288 to serve seasonal and year-round residents in the developing Piney Neck area.
3. Extension of Route 448 north to serve proposed development in the area between Lloyd Creek and Turner Creek.
4. Extension of Route 448 south to intersect with Route 291, one of the principal routes into Chestertown.
5. Relocation of Route 290 south of Chesterville to facilitate a direct approach to the river crossing at Crumpton.

All new secondary highway construction should meet the recommended design standards; in addition, existing roads should be widened to 80-foot rights-of-way and the pavements should be reconstructed to meet the standards wherever possible. The only section of secondary highway which presently meets the standards is Route 291 between Chestertown and Route 290 north, where the roadway has recently been reconstructed. Improvement of the other secondary roads in the county will require an extensive program of highway reconstruction and rehab-

ilitation over the next 20 years.

### Implementing the Thoroughfare Plan

Carrying out the road improvements which have been outlined in the preceding pages will require the close cooperation and coordination of efforts at all levels of government. To make the task less difficult, many of the problems of acquiring expensive land and demolishing or moving buildings which have plagued roadbuilding activities in the past need to be avoided. State and local governments have several means available by which they can exercise foresight in reserving the land needed for future highway widenings and new construction. The three chief methods available can be classified as advance acquisition, reservation of land through an "official map", and requiring land dedication through application of subdivision regulations.

Obviously, the most direct means available for reserving land needed for future widening is to acquire title to the property in advance of need. This technique has been effectively used for a number of years by the State Roads Commission, which has learned from experience that anticipating future needs is the most economical procedure in the long-range view. Advance acquisition has particular application in reserving the land required for eventual dualization of primary highways and freeways throughout the state. In Kent County, the land needed for conversion of Route 301 to a four-lane divided highway was acquired at the time of the original two-lane construction, and this same procedure has been followed in the rebuilding of major sections of Routes 213, 290, and 313. While the Roads Commission obtains title to the "excess" property, the usual practice is to allow adjacent property owners to continue using the land for growing crops or for other purposes in the interim.

A second means of reserving land, which could be effectively used to set aside the right-of-way needed in the widening, relocation, or new construction of secondary highways or collector streets, is known as the "official map" procedure. Under Title IV of the Maryland Zoning and Planning Enabling Act<sup>1</sup>, the local governing body of a county or town may reserve land needed for future street openings or widenings, provided that the planning commission of the jurisdiction involved has adopted a major thoroughfare plan, and provided that surveys to establish the exact location of the required rights-of-way have been conducted and the resulting plat, or official map, has been approved by the local governing body.

In the resolution adopting the official map, the governing body sets a reasonable time limit on the reservation, generally two years from the date on which an application to build in the bed of a mapped street is received. During the reservation period, issuance of a building permit for construction within the proposed right-of-way is withheld, giving the state or local government time to take the necessary steps for acquisition of the property. While experience

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<sup>1</sup>Article 66B, Code of Public General Laws of Maryland.

with the official map procedure has been somewhat limited to date, it has potential as an effective device to avoid expensive acquisitions at a later date.

The third means available for reserving land for major streets and highways, which has been used with considerable success, is through the application of local subdivision regulations. State law gives local jurisdictions the power to control the subdivision of land, provided that the local governing body has adopted a major thoroughfare plan.<sup>2</sup> Under the usual form of subdivision regulations, the local planning commission may require the dedication of the right-of-way needed for any major street or highway which the major thoroughfare plan indicates for the property being subdivided. Careful and conscientious application of subdivision controls provides an opportunity to obtain required land for major streets, particularly collector streets, as they become needed in the course of neighborhood residential development.

### Other Transportation Plan Elements

#### Railroads

The Pennsylvania Railroad operates a single-track spur from the main Eastern Shore line in Delaware through the heart of the county terminating at Chestertown. A branch at Massey extends southward to Centreville in Queen Anne's County. Frequency of rail service to Chestertown is determined by need; usually there are one or two trains per week. Shipments are limited to carload lots; the principal products transported are grain and pickles. The service is important to the county in providing economical transportation for bulk farm products primarily, but it may later prove to be equally useful for manufactured articles. Since many railroads are attempting to reduce the number of lightly-traveled spur tracts, the future of rail service for Kent County remains in doubt. Maintenance of the service should be encouraged as an added inducement to diversification of employment, especially in light manufacturing.

#### Trucks and Buses

Scheduled Trailways bus service to major cities is operated on Route 213, two buses per day each way. A number of through and local truck lines serve the county offering daily and contract hauling service. No major terminal facilities are located in the county, and, while it is reasonable to expect the demand for trucking services to keep pace with the population increase, it is unlikely that this increased demand will require provision for any terminal facilities within the planning period. Major truck terminals tend to congregate in the vicinity of metropolitan areas and the total volume of bus passengers is unlikely to justify any special bus terminal facilities for either interstate or local service.

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<sup>2</sup>Article 66B, Code of Public General Laws of Maryland, Title III.

### Air Transportation

There are presently two airports in the county, Gill Airport, about a mile north of Chestertown on Route 213, and Great Oak Airport, near Fairlee Creek on the bay shore. The Gill Airport has an unlighted sod runway but provides hangar space and a charter service. Great Oak Airport has a paved runway of sufficient length for twin-engine aircraft and is lighted for night flying. This airport is available for general aviation use, but is primarily associated with the recreational activities offered at Great Oak Club.

Although there is little reason to anticipate scheduled commercial air service of the conventional type in the county, the growing popularity of private flying and the expanded county recreational activities will certainly justify one general aviation airport. In addition, there is a strong possibility that a sort of commercial "air bus" feeder service network to nearby metropolitan areas will be greatly extended in the next 20 years. Great Oak Airport is well suited for its specific purpose, but it is not too well located for service to the eastern end of the county, particularly the Sassafras River boating centers. Gill Airport is now on the fringes of Chestertown, and the usefulness of the land for housing may well require its relocation during the next 20 years.

Within the planning period, steps should be taken to construct a new general aviation airport to serve the county. The most desirable sites to be found anywhere in the county occur in the general area of Flatland Road (Route 514), where the airport can take advantage of flat topography, the absence of built-up neighborhoods in the immediate vicinity, and good accessibility from the major population concentrations at Chestertown and Rock Hall. This general location would also put the airport within a few minutes driving time of waterfront settlements along the Sassafras River.

### Water Transportation

Rock Hall harbor is extensively used by fish and oyster boats, but the remainder of the county waterways are now little used for commercial transportation. Aside from occasional visits by petroleum tankers and grain barges to Chestertown, the traffic on the rivers is recreational. This recreation use is increasing so rapidly, however, that the "commercial" importance of water transportation is virtually as significant as it ever was, and this has been recognized in the development of the Comprehensive Plan.

Since the Chesapeake Bay channel passes near the county's western shore in the vicinity of Tolchester, there may be some speculation on deep water terminals for Kent, either for a basic transportation use or associated with heavy industry. Visions on the north bay crossing and closer contact with Baltimore tend to heighten this speculation. However, as noted in the economic study, the possibilities for such developments are slight. The main justification would

be cheap land--cheap at least in comparison with comparable land in the Baltimore port area. Bulk liquids could be stored in tanks and distributed by relatively inexpensive pipe lines, but for other commodities there are none of the heavy rail and highway facilities which would be needed to service a deep water port.

The port of Baltimore provides nearby bulk and general cargo terminals. Baltimore is one of the nation's largest ports; the Maryland Port Authority's Dundalk Marine Terminal is one of the most modern terminals on the eastern seaboard. All things considered, it would seem better policy for Kent to encourage expansion of deep water port facilities on the Baltimore side of the bay, and direct its own energies toward development of light manufacturing and careful use of its agricultural and recreational assets.

In the Land Use Plans for both the county and the individual towns, the importance of the marine aspects of the county's economy has been recognized, and efforts have been directed toward creating a desirable pattern of development along the county's waterways for both recreational and commercial marine uses. Additional private marinas are anticipated, as well as some major boat repair and maintenance facilities. The planning proposals also anticipate the improvement of a number of public boat landings as recreational areas. In the Rock Hall and Chestertown areas, provision has been made for industrial marine uses--seafood packing and processing and boat repair facilities at Rock Hall, and port-related warehousing and fuel storage at Chestertown.

To provide for these varied uses, waterways will need to be maintained with adequate channel depth, hazardous obstructions will have to be removed, and the shoreline will require erosion protection. In some locations, such as Rock Hall Harbor, extensive dredging and bulkheading may be necessary.

Particular attention must be paid to problems of pollution in the county's waterways--pollution which can come as much from pleasure craft as from uses along the shore. Stringent anti-pollution measures should be adopted by the county and rigidly enforced, particularly in areas where there are high concentrations of boats. Eventually, it will be necessary to prohibit the discharge of garbage and trash and raw sewage from boats in all of the county's waterways.

In the long run, as much attention must be paid to the county's waterways as to its highways, and, just as with highways, the concern for the waterways will be shared by all levels of government--federal, state, county, and town.

## THE COMMUNITY FACILITIES PLAN

As Kent County grows during the next twenty years, new and improved public facilities of various kinds will be needed. Increased population throughout the county will place greater demands on the lands, buildings, and facilities provided by both the county government and the individual towns for education, recreation, water supply, sewage disposal, and other public functions. Proposals for meeting these demands are an important aspect of the county's planning for the future.

The adequacy of the existing public facilities and services within the county will be discussed at some length in this and following chapters, and standards will be suggested for the planning of additions and improvements to these facilities and services in the future. With an evaluation of existing facilities as background (see Plate 11) and within the framework provided by the General Land Use Plan and the Transportation Plan, the following sections present recommendations for new and improved community facilities at various locations.

With regard to location, public facilities fall into two general groups: (1) Centralized facilities that serve the entire community and which are best located in the county seat; and (2) De-centralized facilities that serve particular sections of the community and are accordingly distributed throughout the county at various locations. In Kent County the first group includes such buildings as the Court-house, the Health Center, and the Library. The second group includes schools, fire stations, post office branches, and other facilities.

Further measures of the usefulness of a public facility concern its size and relation to present and expected extent of utilization and whether its functional arrangement satisfies the special purpose it serves and how adaptable that arrangement may be for possible changes or enlargements. Condition as well as functional suitability will also determine whether a facility is obsolete and in need of replacement. The adequacy of the site must also be considered. The site should have sufficient area for parking and landscaping.

An evaluation of existing public facilities and a determination of needs for future facilities therefore involves several related criteria. But these criteria cannot be absolute because particular needs and existing conditions vary greatly in different localities. The following seven factors, however, are generally applicable and should be considered in an evaluation of existing and needed public facilities:

1. Efficient Location

Location must be considered in relation to elements of the Comprehensive Plan, such as existing and future

population distribution, zoning, major thoroughfares, topography and utilities. A centralized location is required for facilities that furnish services to intermittent visitors where a time-distance factor is not critical. De-centralized locations are required for facilities that serve day-to-day needs of the population, and where a short time-distance factor becomes important.

2. Accessibility

The site should be accessible to major thoroughfares providing the best possible access to the largest number of citizens who will use the facility.

3. Linkage With Related and Supporting Facilities

There are advantages to grouping of related central-type facilities within one complex or area. Convenience to the public is thereby enhanced, operational economies are achieved and less land is required to provide group parking and other shared accessory facilities. Central-type facilities are also more effective when located adjacent to the central business district of an urban area, thereby assuring the greatest convenience to the largest number of people. Public facilities should not be located in the very heart of the retail core, but preferably near the periphery of the commercial center.

4. Condition and Obsolescence Rating

The present state of repair needs to be determined. Existing building space arrangements and special mechanical equipment requirements to meet the function which the buildings must be considered. The operational efficiency of the facility and its possible adaptation to change and enlargement are factors which must be reviewed to determine the relative obsolescence of the building plant. Poor condition and high obsolescence may indicate a need for replacement.

5. Capacity in Relation to Present and Future Utilization

The current level of performance of any particular service or function must be related to optimum present and future utilization. Increased demands for service will normally require increased staff and equipment resources with a corresponding need for more space.

6. Adequate Site

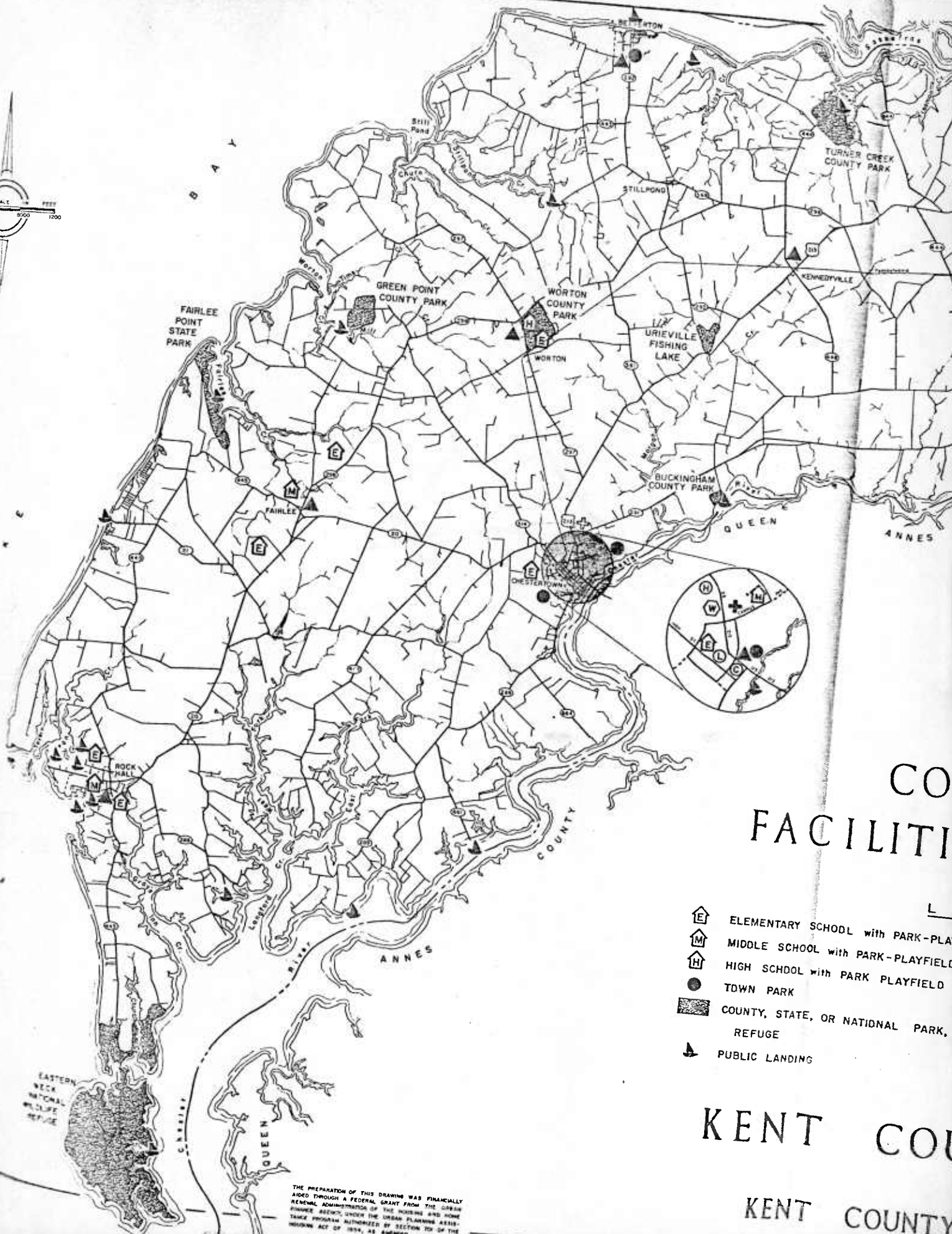
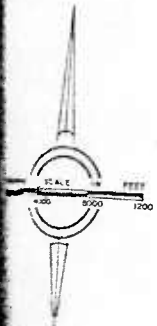
The site for each building should be ample to provide for (a) the space needs of the building and any probable future additions, (b) parking space for vehicles of both visitors

and employees and (c) sufficient open, landscaped area necessary for a satisfactory appearance.

#### 7. Architectural Quality

A measure of usefulness is also contained in the building's ability, by its appearance and arrangement, to inspire higher civic achievement in those who see it. An unattractive public building is either a mistake or a monument to indifference, while an architecturally attractive building is a reflection of cultural attainment and a credit to its citizens.

Proposed facilities which will form an integral part of the county's 1985 land use pattern are shown on the Community Facilities Plan map (Plate 12); these include the schools, the parks and recreational facilities, and the various buildings needed to provide medical, fire protection, library, and other services of a public or quasi-public nature. Only general locations are indicated on the county plan for these facilities; where they would occur in the vicinity of Chestertown, Rock Hall, Millington, Galena, and Betterton, the plans of those towns indicate more specific sites. The locations of underground facilities, such as water and sewer systems, are discussed only generally in the text and are not mapped.



# KENT COUNTY FACILITIES

- ELEMENTARY SCHOOL with PARK-PLAYFIELD
- MIDDLE SCHOOL with PARK-PLAYFIELD
- HIGH SCHOOL with PARK PLAYFIELD
- TOWN PARK
- COUNTY, STATE, OR NATIONAL PARK, REFUGE
- PUBLIC LANDING














KENT COUNTY  
KENT COUNTY

THE PREPARATION OF THIS DRAWING WAS FINANCIALLY AIDED THROUGH A FEDERAL GRANT FROM THE URBAN RENEWAL ADMINISTRATION OF THE HOUSING AND HOME FINANCE AGENCY, UNDER THE URBAN PLANNING ASSISTANCE PROGRAM AUTHORIZED BY SECTION 209 OF THE HOUSING ACT OF 1954, AS AMENDED.



# COMMUNITY FACILITIES PLAN 1985

## L E G E N D

- |   |  |
|---|--|
|  ELEMENTARY SCHOOL with PARK-PLAYGROUND              |  FIRE STATION-TOWN HALL         |
|  MIDDLE SCHOOL with PARK-PLAYFIELD                   |  COUNTY COURTHOUSE AND OFFICES  |
|  HIGH SCHOOL with PARK PLAYFIELD                     |  COUNTY LIBRARY                 |
|  TOWN PARK   |  COUNTY HEALTH CENTER           |
|  COUNTY, STATE, OR NATIONAL PARK, OR WILDLIFE REFUGE |  KENT AND QUEEN ANNE'S HOSPITAL |
|  PUBLIC LANDING                                      |  NURSING HOME                   |
|   |  WASHINGTON COLLEGE             |

# KENT COUNTY, MARYLAND

KENT COUNTY PLANNING COMMISSION  
 CHESTERTOWN MARYLAND

## PUBLIC SCHOOLS

Schools provide our most valuable and important resource; educated citizens better equipped to cope with the complexities of modern society. An effective arrangement of physical facilities for the development of this resource is the objective of this phase of the Comprehensive Plan. Although physical facilities are not substitutes for well-educated and dedicated teachers, it seems reasonable to assume that a good teacher can accomplish more with facilities designed for today's concepts of education than with outmoded, overcrowded facilities.

Policy matters regarding school administration, curriculum, and educational precepts are beyond the scope of this planning report, although it must be recognized that school plant planning cannot be undertaken without reference to community preferences and prerogatives regarding the goals and aspirations of education which reflect directly on the type of educational program. The following attempts to describe the planning and programming process through which school facilities are projected and ultimately constructed. Understanding of the total school planning process is important in that it sheds light on the local educational agencies budgetary requests and demonstrates at what points the community can involve itself on school planning.

Brief History

The long-range school program and building plan for Kent County was issued in 1966 by the Board of Education. The School Board's report set forth new construction and school replacement needs for the next several years, and outlined broad changes in the educational program itself, without which school plant planning could be effective. A proposed reorganization of the grade system to a 4-4-4 basis, the addition of kindergarten classes, the introduction of vocational and technical training at the senior high level and other recommendations all have had far reaching implications for continuing improvement of educational opportunity in Kent County.

The building recommendations included elimination of the Fairlee, Worton, Betterton, and Kennedyville elementary schools, all of which were rated as poor. These buildings were replaced by an elementary school built in Worton. The Galena, Chestertown, and Rock Hall High Schools were converted into the middle schools needed to implement the 4-4-4 grade system. A new centralized facility was built to provide a high school that will serve the whole county.

The Maryland State Legislature adopted a program that provided for State assumption of the costs of public school construction through Chapter 624 of the Acts of 1971 (Section 30A, Article 77, The Annotated Code of Maryland). This legislation placed the

impetus for school construction in the hands of the State and the result in Kent County was to greatly accelerate the local school construction program. So much so, in fact, that the goals of the long-range plan developed in 1966 have to a large extent, been accomplished.

### The Public School Construction Program

"Guidelines for the Public School Construction Program" issued by the State of Maryland divided the Program into four phases through which a project is developed. These phases are programming, project planning, construction, and evaluation.

#### PHASE I - Programming

The Local Educational Agency is required to develop 1) a Master Plan for its education program, 2) establish a capital improvements program and annual budget, 3) select architects, and 4) determine sites. The programming phase is important to the local community facilities planning process because it is at this point that the county can provide input into the school planning process. The guidelines state that, "Local government's written approval of the five year program is a prerequisite to submittal".<sup>1</sup> Using the five-year capital improvements program as a springboard for discussions, the local government can be assured of consideration in decision processes. A brief explanation of the School's Master Plan indicates the type of documentation the local educational agency maintains in support of its facilities program.

### The County School Facilities Master Plan

The Facilities Plan is broken down into four basic sections, which collectively, provide the rationale for school construction as it relates to educational programming.

#### Section I - The Planning Process

In the planning process section the school system's philosophy is translated into the goals of the educational program. In addition, coordination procedures that insure cooperation with other community agencies and insure that the school program is consistent with the community needs are established. The decision process which will be used to determine the desired characteristics of the facilities is outlined in this phase as well as the procedures that will be used for re-evaluation and updating the planning process. This section of the Master Plan also sets out the administrative procedures for preparing, adopting, and implementing the capital improvements program and the steps in implementing a specific construction project.

#### Section II - Educational Program Design

Accumulation and study of the various decisions included in four

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<sup>1</sup>Administrative Procedures Guide Public School Construction Program State of Maryland

separate documents provides the basis for the Program Designs. These documents are:

1. The Curriculum Plan - The Curriculum Plan establishes the desired learning outcomes to be achieved during accomplishment of the school system's philosophy. It further specifies the habits of life, skills, understanding, and attitudes to be developed through school program related experiences. The State guidelines suggest that this plan should be a combined effort of both the educators and community laymen.

2. The Instructional Plan - Prepared by professional staff, the Instructional Plan programs how the desired learning outcomes will be accomplished across all areas of the school system responsibility. Teacher-learning activities that are appropriate to the students development needs are determined and are translated into elective or required courses for the period.

3. Management Plans - A combination of the operation plan, organization plan, personnel plan, and staff development plan, the Management Plans provides an outline of the essential management patterns.

Operations Plan - Provides guidelines for management of the human factors defining the management philosophy.

The Organization Plan - Shows the systems adopted to implement the Instructional Plan. It specifies such things as teacher-student ratios, grade and course organization, etc.

The Personnel Plan - Sets forth the staff requirements for the Instructional Plan while establishing the criteria for selection of staff. These requirements are extracted from the Curriculum Plans and Management Plans.

The Staff Development Plan - Describes the program for continuing maintenance and improvement of the individual staff at levels required for accomplishment of the Curriculum Plan.

4. The Evaluation Plan - Provides the basis for rating the adequacy of the School Facilities Programming Plan, building utilization success, and the local educational agencies degree of accountability.

### Section III - Background and Data and Inventory of Facilities

The Master Plan analyses past and current conditions in order to determine the location, sizes, and types of school facilities to be programmed. Information gathered includes:

## 1. Demographic Information

Enrollment trends are determined by correlating birth rates, public and private school enrollment trends over the past 10-20 years, the dropout rate, and enrollment projections for the next 10-20 years.

## 2. The Support Data for the Instructional Plan

The local educational agency examines the County's community facilities map that shows existing and proposed facilities such as, recreation centers, park and playgrounds, local health clinics available to students, social services, public libraries and schools. Also they obtain maps showing existing and proposed water and sewer lines, gas and electricity, and other utilities. Important are auxiliary school services like health facilities and personnel, food service, transportation, and maintenance. School services and facilities available for community use are also noted.

The Land Use Plan for the County as shown on county and town land use maps that gives the location of existing and proposed residential areas and their density, industrial areas, recreation areas, and commercial and service areas are keys to future planning of school facilities.

Access maps showing transportation patterns, including; existing and proposed major highways and public transportation routes are considered. The manner in which children come to school, be it walking or bussed from inside or outside the established service area is then related to these systems.

## 3. Current Facilities Inventory (quantitative inventory items)

A. A school-by-school analysis is conducted which examines the schools:

1. Size -total space in square feet and number of floors
2. Present enrollment and rated capacity
3. Floor plan
4. Age
5. General structural conditions
6. Renovations and additions
7. Heating and air conditioning systems
8. Total acreage of site
9. Play activity area
10. Play area if the school does not have its own facilities
11. Water supply and sewer lines
12. Suitability from the standpoint of health, safety, and ability to house current and desired programs.

B. The question of renovation and expansion versus new construction is considered in light of:

1. How long would the usable life of the structure have to be prolonged to justify renovation or expansion?

2. How long would the structure have to meet population needs to justify renovation or expansion?
3. Based on above data, identification of schools which may become over or under utilized in the next 10 years.
  - a. Is surplus space located in areas of future growth?
  - b. Will existing structures be able to absorb future growth?
  - c. Can changing the service areas take care of future needs?
4. Dollar cost of each method.

Section IV - Construction Planning (determination of actual construction projects)

- A. Project Planners digest information from Phase I-III including:
  1. County policy toward:
    - a. Alternative methods of meeting space requirements.
    - b. Optimum size of school site.
    - c. General Location Policy:
      - (1) neighborhood schools, educational parks or other patterns
      - (2) relationship between school and community
    - d. Use of Schools by Public Agencies and Community Groups.
      - (1) Consideration of other agencies and groups who have provision of space.
      - (2) Specify area to be used and for what purposes.
  2. What renovations or remodelings are required to effectively implement the educational program design outlined in Phase II?
  3. What new construction is needed to effectively implement the educational program design outlined in Phase II?
  4. Where is new construction needed?
  5. What facility requirements are needed?
  6. Five Year Capital Program - A five year capital program and an annual program are part of the Master Plan. Included in the program are:
    - a. Standards for the cost of school construction per pupil and per square foot.
    - b. Standards for the cost of landscaping per acre.

- c. Preliminary determination of impact of construction and new schools on operating budget in terms of costs for salaries, books, supplies, etc.
- d. Description of each project including:
  - (1) name of facility, location and grades to be housed
  - (2) type of project, i.e. renovation, addition, new structure
  - (3) size of facility
    - (a) buildings
    - (b) total size
  - (4) schedule for construction and date of occupancy
  - (5) capacity enrollment
  - (6) projected initial enrollment
  - (7) priority rating
  - (8) cost of construction
    - (a) total
    - (b) per pupil
    - (c) per square foot
    - (d) breakdown for: architect, equipment, construction, etc.
  - (9) special facilities which will be included
  - (10) proportion of site devoted to play area, parking and structures
- e. Provide evidence that site selected is consistent with State and local comprehensive and functional plans.

## PHASE II - The Project Planning Process

At this point the local educational agency plans the specific building and facilities to be constructed within a project. The proposed project is conceived as the agency considers the buildings function, its expansion, its flexibility, as well as economic factors, and the health and safety of those who will eventually use the facilities. The project is not actually designed in an architectural or engineering sense at this time, but is brought forth as a more complete expression of planning. The local educational agency follows a number of steps, many of which are done concurrently. These include:

1. Selecting a project planning committee.
2. Visits to other schools.
3. Discussions and decisions on program philosophy, content, staffing, organization, etc. including the recording of such decisions.
4. Development of a educational specification document.
5. Review of the specification document prior to approval by the local Board of Education.
6. State acceptance of the educational specification document.
7. Meeting with project architect.

8. Schematic design based on the educational specification document.
9. Review of schematic design prior to submission to the local Board of Education.
10. Submission to the State of the schematic design for comment and/or final approval.

Modernizing existing schools follows the same steps as above, to the point of the schematic drawings. The difference here is that a feasibility study for modernizing the existing facility is submitted to the Maryland State Interagency Committee.

### PHASE III - Construction

The architect prepares a series of development documents for review by both the local Board of Education and the Interagency Committee. These include:

1. Architectural drawings
2. Structural drawings
3. Mechanical and electrical drawings
4. Fire protection requirements
5. Support data
6. Outline specifications
7. Special conditions
8. Cost optimization (value engineering)

These documents are first approved by the local Board of Education, then submitted for approval by the State Interagency Committee which is composed of the State Superintendent of Schools, the Secretary of Department of General Services, the Secretary of Department of Planning, a representative of the State Department of Education and an executive director.

### PHASE IV - Evaluation

The evaluation process has not yet been clearly outlined, by the State due to the fact that the State's School Construction Program is only three (3) years old at this time. Evaluation will be a significant process when the impact of the State Program can be reviewed at a distance and rated by the performance of its product, the students.

## KENT COUNTY SCHOOLS

### EXISTING FACILITIES

#### Kindergarten through Fourth Grades

Chestertown Elementary - This school consists of a large one and two-story building complex. Major additions were added in 1957, 1958 and 1960. The building has 22 class rooms and a capacity for about 616 students. The 1972-73 enrollment was 402 pupils.

Millington Elementary - The Millington Schoolhouse consists of a two-story masonry building constructed prior to 1930. In 1966 a "home unit" building was constructed on the same site, but removed from the main building. The home unit offers a highly promising experimental program in practical home living experience for disadvantaged children.

The Millington School has six classrooms; four on the first floor and two on the second floor. An assembly room is also provided on the second floor. The basement contains cafeteria, kitchen, a small teachers' lounge and lavatories. Additional means of exit from the second floor is provided by a fire chute. The rear portion of the first floor pitches somewhat, indicating possible settlement of the rear wall.

Classrooms are small, but the overall quality is fair. The lower rooms have self-enclosed wardrobe closets but those on the second floor rely on hall coat racks. Some rooms have sinks. Plastic top counter workspace has been provided. Lighting is of the incandescent type.

Maintenance of the building is generally good. Windows, however, are old double-hung wood sash and are in need of reglazing, if not complete replacement. Structural limitations apparent in the building's original design include the old wooden stairs to both second floor and basement.

Rock Hall Elementary - The Rock Hall School consists of three sections laid out on a "U" shaped plan. The cafeteria and kitchen wing was added to the left of the original building in 1954. A four-classroom addition was constructed on the opposite end in 1960. Two portable classrooms have been since added. A new kitchen was also added in 1960 in order to provide more cafeteria space. The one-story building is of masonry construction.

The school is severely overcrowded. The former sick bay room adjoining the principal's office has been pressed into classroom use. This room has not been included in figuring the school's capacity as it is too small and should be returned to administrative use. A storage room is being used for music practice. Cafeteria seating is crowded with the addition of a third row of tables.

While general use and service facilities are overtaxed because of present high enrollment, certain facilities also appear deficient because of inadequate space. These include the library which is small, insufficient storage space (lavatories are used for storage in the old wing) and administrative office space. Accommodations for a teachers' lounge are entirely lacking.

Galena Elementary - This building provides five classrooms for some 125 students (1972-73 figures). The elementary section of the facility which also provides for the Galena Middle School, is the oldest of four one-story sections and was built in 1928. The other

wings were added in 1951, 1957 and 1962.

Although certain shortcomings are evident, these do not pose any insurmountable problems to the schools adaptability for continued long-term use for an effective educational program. A principal deficiency is apparent in the overburdened service facilities, including kitchen and cafeteria spaces, and administrative offices. These shortcomings partly result from the demands imposed by the 1962 addition which about doubled the capacity of the school. The inadequate cafeteria space consists of a small stage which is clumsy at best as students must climb up after squeezing their way through the narrow passage leading into the kitchen food service counter. Three lunch shifts are provided, thereby preventing any full use of the gym space for dining purposes as time does not allow for setting up numerous tables and chairs on the floor.

Worton Elementary - With the change to the 4-4-4 grade system, elementary schools in Worton, Betterton, Fairlee and Kennedyville were replaced by a new central elementary facility which was constructed in 1970. This facility has 18 classrooms capable of providing for some 510 students. The 1972-73 enrollment figure was 410.

#### Middle Schools (fifth thru eight grades)

Galena Middle School - This facility which is collocated with the Galena Elementary provides five (5) regular classrooms, six (6) special rooms, and a gym for the 289 students attending in 1973. The rated capacity of the school is 270.

Chestertown Middle School - The Chestertown Middle School which is located on Campus Avenue, has 19 classrooms, 10 special rooms and a gymnasium. Its rated capacity is 750 students and in 1972-73 was utilized to capacity. The original building was constructed in 1950 with additions built in 1952, 1956 and 1957, all forming a modified "H" plan.

Rock Hall Middle School - The Rock Hall Middle School consists of four main parts. The original two-story 1915 wing has been completely remodeled. The succeeding 1951, 1957 and 1964 additions form a sprawling one-story complex.

The layout and arrangement of various functions have been well conceived. The Rock Hall School has features that rate it as perhaps the best Middle School plant in the county. The recent 1964 addition illustrates good foresight in having provided reserve capacity in the cafeteria-multi-purpose room. The new wing itself replaced the old kitchen facility which has been converted to other use. Administrative offices have been grouped as a suite. General use facilities have been well adapted to accommodate the increase

in capacity experienced by each addition.

#### High School (grades 9 thru 12)

All high school education is provided at the Kent County Consolidated High School, centrally located in Worton. The building is collocated with the Worton Elementary School on a 125 acre site. The school has some 30 classrooms, as well as science laboratories, a media center, a planetarium, and a FM radio broadcasting station. In addition it has 3 gymnasiums, a hot house, and kitchen and cafeteria facilities. The facility has the capacity for 1425 students.

Kennedyville School (Ungraded students) - The one-story Kennedyville School was rebuilt in 1950 after fire damage. The original date of construction is unknown. The building is of masonry construction and interior stairs leading to the basement cafeteria are fire resistive. The two classrooms on the main floor are well equipped, including fluorescent lighting and individual room sinks with drinking fountains.

### OTHER SCHOOL FACILITIES

#### Board of Education Office Building

This building, formerly the Chestertown Elementary School provides the administrative offices for the school system and gives some utilization of a poorly located school site.

The former school is of masonry construction throughout with the original two-story section dating from 1915. The old section underwent extensive remodeling in 1953 at which time two-story wings were added to right and left of the building. The succeeding wings to the rear added expanded cafeteria and kitchen facilities as well as additional classrooms in 1956 and 1962. Two fire resistive stairwells were added at both ends and the central stairs in the old part were also replaced.

#### Enrollment Forecasts

The enrollment forecasts, prepared by the Maryland Department of State Planning, carry through 1982. These figures show that along with a relatively stable population figure will go a declining school population. This is partly due to a decreasing birth rate that is an apparent phenomenon produced by improved birth control methods and a new family planning consciousness among young marrieds.

The Comprehensive Plan, as first conceived in 1969 was dealing with projections of increasing population in the County and correspondingly increasing school populations. However, changes in philosophy both nationally and locally have somewhat modified expectations. In addition, the State's School Construction Program, in a

Table 32

## EXISTING FACILITIES, 1974, KENT COUNTY, MARYLAND

88

<u>SCHOOL</u>	<u>YEAR OF CONSTRUCTION</u>	<u>NUMBER OF CLASSROOMS</u>	<u>CAPACITY</u>	<u>1972-73 ENROLLMENT</u>	<u>GRADES HOUSED</u>	<u>REMARKS</u>
<u>ELEMENTARY SCHOOLS</u>						
CHESTERTOWN	1949, 57, 58, 60	22	616	402	K-4	
ROCK HALL	1915; 51, 60 wings	13	300	221	K-4	3 Special Rooms
GALENA	1928; 51, 57, 61 wings	5	150	125	K-4	
MILLINGTON	Prior 1930	6	168		K-4	
MORTON	1969	18	510	410	K-4	
<u>MIDDLE SCHOOLS</u>						
CHESTERTOWN	1950, 52, 56, 57	29	750	748	5-8	19 Regular Rooms 10 Special-1 Gym
ROCK HALL	1950, 51, 57, 64	13	329	247	5-8	6 Special Rooms- 1 Gym 7 Regular Rooms
GALENA	1928; 51, 57, 64 wings	11	270	289	5-8	Overcrowded
<u>KENT COUNTY CONSOLIDATED HIGH</u>						
	1971	53	1425	1188	9-12	

matter of a few years has provided or is about to provide the County with all the new facilities they will need through the next eight years. (See Tables 33 and 34 )

It should also be mentioned that in the Comprehensive Plan, the 1969 version, alternative figures were given on projected school enrollment. These figures were predicated on construction of a North Bay Bridge from Baltimore County to Kent County. Exercising local prerogative in planning matters, the Kent County Government has opted to remove the North Bay Bridge from their Comprehensive Plan and planning considerations. However, it must be remembered that the North Bay Crossing is a State concept as is the School Construction Program. It will be difficult for the State of Maryland to maintain a school construction program in Kent County that is based on local overall development goals on the one hand and inadequate in terms of State development goals on the other hand. This question remains to be answered.

#### THE SCHOOL PLAN

Anticipated public school enrollment, studied in light of the school construction program and the existing facilities, indicates that the major school planning objectives should be to complete the creation of optimum-sized schools and concentrate on maintaining and modernizing existing facilities which can still be utilized.

Projects which are currently under construction or are well advanced in the funding cycle and which will complete the County program of grade reorganization and elimination of obsolete facilities are the Millington and Rock Hall Elementary Schools.

##### Millington Elementary

The Millington Elementary School will replace the obsolete structure currently in use. The new building, located on Route 313 near Millington will provide 14 classrooms for a total rated capacity of 325 students and will be in operation by September 1974.

##### Rock Hall Elementary

Construction will begin in late 1974 on a new elementary school in Rock Hall which will replace the old structure. The new facility will contain 13 classrooms, one of which will be for kindergarten pupils. In addition there will be areas for physical education, art, and music teaching. The capacity will be an approximately 300 students and estimated completion date is March 1976.

Schools programmed for additions and/or major renovation which have been deemed usable are the Rock Hall Middle School, Galena Middle and Elementary School, and Chestertown Middle School.

PUBLIC SCHOOL ENROLLMENT PROJECTIONS 1972 - 1982

90

	<u>1970</u>	<u>1975</u>	<u>1980</u>	<u>1982</u>
<u>GRADES</u>				
KINDERGARTEN	260	251	273	273
1	326	239	265	275
2	340	240	264	274
3	287	238	262	272
4	<u>307</u>	<u>270</u>	<u>233</u>	<u>274</u>
TOTALS	1520	1258	1297	1368
5	317	272	261	263
6	298	294	245	231
7	321	311	250	263
8	<u>311</u>	<u>303</u>	<u>239</u>	<u>246</u>
TOTALS	1247	1180	995	1003
9	270	310	274	253
10	272	311	269	236
11	234	292	281	256
12	<u>219</u>	<u>308</u>	<u>281</u>	<u>247</u>
TOTALS	995	1221	1105	992
GRAND TOTALS	3732	3638	3397	3364

Table 34

ENROLLMENT FORECAST  
PROJECTED ENROLLMENT RELATED TO POPULATION

YEAR	POPULATION	K-4		5-8		9-12	
		No.	%	No.	%	No.	%
1970	16,146	1520	9.4	1247	7.7	995	6.1
1975	16,353	1238	7.6	1180	7.2	1221	7.5
1980	15,977	1297	8.1	995	6.2	1105	6.9
1982	16,039	1368	8.5	1003	6.2	992	6.1

Table 35

PERCENT OF ENROLLMENT

GRADES	1970	1975	1980	1982
K-4	39%	33%	33%	39%
5-8	32%	31%	28%	28%
9-12	25%	32%	31%	28%
Unclassified and Ungraded	4%	4%	5%	5%
TOTAL	100%	100%	100%	100%

Rock Hall Middle

This project includes an addition that will replace some obsolete classrooms built in 1915. In addition there will be a major renovation of the entire structure. Work is planned to begin in June 1974.

Galena Middle and Elementary School

A new addition to replace the elementary wing will be constructed at Galena in the fall of 1974. At the same time, major renovation of the middle school will be performed.

Chestertown Middle School

An addition and major renovation is programmed for the Chestertown facility in January 1975.

Long Range Plans

In addition to the above listed projects which will carry the local school construction program through the next few years, major renovation and modernization of the Chestertown Elementary School is being planned by the local educational agency. Utilization of existing structures and upgrading of the local maintenance programs are the main goals that the local school system has indicated they will pursue.

## PARKS AND RECREATION AREAS

The objectives of the Kent County Comprehensive Plan revolve around the premise that sound economic growth can be obtained without the wholesale deprivation of the beautiful natural features of this County. It is felt that a human being needs a pleasant as well as prosperous environment in which to conduct his affairs and that neither far outweighs the other.

In a county which possesses the assets of scenic open countryside, attractive rivers and inlets, and the great Chesapeake Bay at its doorstep, the need for expending public funds for recreational land is often forgotten or put aside. But one need only consider the plight of many urbanizing areas to understand the need for a forward-looking policy for acquiring and developing land for a wide variety of recreational facilities. In too many cases, valuable open spaces on the fringes of urban areas, long taken for granted, have been overlooked until they are threatened by development, and by then it is often too late for public action.

In recognition of the growing importance of providing more extensive outdoor recreational facilities to serve the leisure time needs of the county's resident and seasonal population, this section of the Community Facilities Plan proposes a broad spectrum of public recreational areas. These range in size from town squares, where "recreation" consists of such passive activities as strolling under the trees and sitting watching the world go by, all the way to major state parks and forests where hunting, fishing, picnicking, camping, and other vacation time activities are available.

### The Need for Recreation Planning

Outdoor recreation can serve a two-fold purpose in Kent County: (1) to provide recreational opportunities, both active and passive, for its growing population; and (2) as a basic industry for the county. The development of recreation in the county offers an opportunity to meet local needs and, at the same time, develop a stronger economy based on tourism, recreation, and retirement home living. The prospects for recreation development are promising, based on local resources and the other assets that can be developed to take advantage of the increasing demand for outdoor recreation. By the year 2000 the nation's population will have doubled; the overall demand for outdoor recreation will have tripled. The people will have more free time, more money, more mobility. The gap between supply and demand is widening. The kinds of outdoor recreation sought by people are relatively simple: Walking and driving for pleasure, games and sports, swimming and sightseeing, picnicking, fishing, bicycling, boating, and hunting are most popular. Ready access to recreation areas is essential; by the year 2000 three out of four Americans will live in metropolitan areas. Water is the focal point of outdoor recreation; water-oriented activities are among the most rapidly growing recreational activities. Kent County

is uniquely suited to provide for all these activities.

The opportunities and potentials--the historical resources, and natural features--in Kent County are substantial. Of prime importance to potential tourism and recreation development are the nearby metropolitan areas of Washington and Baltimore, which by 1980 will have an estimated population of nearly 6 million. Now the major consumers of many present recreational facilities, they will also exert a demand for continued expansion of public and private facilities.

### Existing Facilities

#### Federal Facilities

The United States Department of the Interior's, Fish and Wildlife Service owns the 2284 acre Eastern Neck Island which it operates as a National Wildlife Refuge. Eastern Neck Island is located at the southernmost tip of Kent County and provides limited big game hunting, nature trails, and is a waterfowl sanctuary for thousands of geese and ducks.

#### State Facilities

The State Fish and Wildlife Administration maintains a community fishing lake called Urieville Lake or Urieville Community Pond. Urieville provides fishing for residents and non-residents alike in a state stocked and operated facility. The lake is located on Maryland Route 213, between Kennedyville and Chestertown.

In addition the Maryland Fish and Wildlife Administration has established an extensive wildlife refuge, which stretches along the County's eastern border. Currently the Millington Wildlife Refuge includes some 2,989 acres with plans for further acquisition. It provides areas for upland game, big game, and some waterfowl hunting. Hunting pressure and the effects of each years hunting on game are surveyed by a resident staff which is located in a control facility located east of Massey on the refuge.

The State of Maryland also maintains a small picnic grove at the intersection of Route 301 and Route 313 on the east side of 301.

#### County Facilities

Public Landings - The county has over 28 public boat landings distributed along its many waterways and inlets. Many of these originate from early times when water-borne transportation afforded a primary means of getting about the county. Some of these landings have been retained in active use for pleasure boating and fishing activities. The Parks and Recreation Board has recently completed a county-wide survey to determine the location, condition and present use of each of the county's many landings. Boat landings

at key locations which lend themselves to related recreation activities has been identified for future improvement and development. (See the Parks and Recreation Plan.)

Camps and Campgrounds - Privately owned recreational areas include three summer camps for registrants only and are not generally open to the public. Camp Tockwogh near Betterton is owned and operated by the YMCA of Wilmington. Camp Echo Hill on an adjacent farm is leased to Washington interests who operate the camp during the summer. Fairlee Manor Camp located near Fairlee is operated by the Wilmington Society for Crippled Children and Adults and is an Eastern Seal recipient.

In addition to summer camps, the Carriage Country Club maintains a private mobile camper site for its thirty-five (35) stock holders on a forty-seven acre property adjacent to the Shadding Reach public landing, at the end of Shadding Reach Road.

Turner's Creek - With assistance grants coming from the Department of Housing and Urban Development and the State of Maryland's program Open Space, Kent County has purchased 140 acres of land around the Turner's Creek public landing to be utilized as a County Park. On this site is the historically significant Latham House which is currently being rehabilitated by the County.

Worton Park - The Worton facility is a 190 acre multi-purpose park which was dedicated in June 1973. Included in the park are two (2) soft ball diamonds, one of which is a semi-pro diamond lighted for night play. There are also two (2) horse show arenas, a picnic area, and three parking lots.

#### Town Facilities

Betterton - The town of Betterton is developing a community park on four (4) acres of what was formerly school property.

Rock Hall - The Rock Hall "Civic Center", a privately owned facility, located on south Main Street in Rock Hall, is a nine acre community park with a baseball field, apparatus area, duck pond, picnic grove, and a small recreation building.

Chestertown - The Chestertown historic town square provides a passive recreation site with benches, cannons, and a large fountain of elaborate cast iron design.

#### Other Facilities

##### Private Facilities

Millington Swim Club - Operated by an incorporation of private citizens, The Millington Swim Club is a four-acre facility which has a swimming pool, two (2) tennis courts, and parking area. Membership is limited.

Chester River Yacht and Country Club - This one hundred-sixty acre facility is a private yacht and country club with boating facilities, golf course, and club house facilities.

Great Oak Country Club - This is a private yacht and country club facility with golf course, airport, docking facilities and skeet shooting range. There is also a restaurant located here for both club and public use.

Washington Park - This is a private pool and tennis facility for the residents of Washington Park. The facility is unique, in that it provides recreational facilities strictly for minority families which have built homes in Washington Park, a subdivision designed to provide low cost housing for minorities. This facility was built primarily thru the efforts of the Springfield Corporation.

Schools - To the aforementioned facilities, must be added the recreation facilities provided at the various school sites throughout the county.

#### Private Hunting Farms

Most of the farms in the county provide hunting for either waterfowl or upland game or both to hunters from all over the U.S. In fact, renting hunting properties has become a substantial source of additional revenues for both farmer and community alike.

#### Standards and Demands

The requirements for public outdoor recreation areas in Kent County should be measured in relation not only to local needs but to needs of the Baltimore-Washington metropolitan area. This is especially true when the tourism and recreation industry is viewed as a part of the county's economic base.

The recommended gross acreage of recreational areas to serve the county population is 20.0 acres per 1,000 people, including land for both community recreation and regional recreation. Such standards are useful as general guides to the magnitude of public needs and the resources necessary to meet them.<sup>1</sup> In addition, consideration must be given in any recreation plan to the larger state recreation areas whose functions overlap those of regional recreational facilities. A preliminary study by the State Department of Forest and Parks suggests a standard of 45 acres per 1,000 persons (statewide) for state parks.

Table 40 indicates recommended recreational standards for Kent County. The standards are arranged for urban conditions, but are significant for the county as well as the towns in that county residents will use the town facilities and town residents will use

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<sup>1</sup>Standards vary; for example, the National Park Service suggests 20 acres per 1,000 persons as a rough requirement for county and regional public recreation areas-five acres for intensive areas and 15 acres of park and natural areas.

county (and state) facilities; children who live in the county go to school in the towns, and so on. Of the categories listed, all have application except the large district urban park which could be combined with the regional category. The service area standards must be modified for rural conditions, just as urban school service area standards are modified, and the standards for acres per 100 people applied to the area intended to be served, in some cases the whole county, in others a much larger area.

The following system, covering a full range of outdoor recreation areas, is suggested by the U. S. Bureau of Outdoor Recreation as meeting the needs of a county:

- A. High Density Recreation Areas: Those developed for intensive use, largely day-use, for such activities as swimming, playing outdoor games, and boating. Natural scenic quality is desirable, but not essential. A county may provide these areas as separate units (beaches, playfields, marinas), as elements of large county or regional parks, or may encourage private development or operation.
- B. General Outdoor Recreation Areas: Substantially developed for day-use and--in some cases--overnight use, for a wide range of activities such as picnicking, boating, nature walks. There may be trailer parks and camping at well developed camp-grounds. An attractive natural setting is most desirable. High-density areas, such as beach, picnic, and playground areas, may be found within general outdoor recreation areas. Many county and regional parks fit in this classification.
- C. Natural Environment Areas: Those suitable for such traditional outdoor activities as hiking and fishing--all in a natural environment, sometimes in combination with other resource uses such as grazing or logging. National and State forests and large tracts of private timberland typify this classification; some county forests and large county and regional parks may include natural environment areas.
- D. Outstanding Natural Areas: Those of scenic, natural or scientific importance, managed to permit visitors to enjoy or study the central features preserved in their natural condition. Counties may preserve natural areas as separate units, or as protected parts of larger county areas. Small nature preserves or "conservation parks" are prime county opportunities.
- E. Primitive Areas: Sizable tracts with natural wild conditions undisturbed by roads, and managed solely to preserve their primitive characteristics. Most protected primitive areas are managed by Federal or State governments. But many counties can offer near-primitive recreation opportunities where large areas of county or regional parks can be left undeveloped.

Table 36

RECOMMENDED RECREATION AREA STANDARDS  
Kent County, Maryland

	Recommended Location	Age Group Served	Optimum Facility Size (Acres)	Service Area	Minimum Standard Acres/1000 People
Community & Regional Recreation					
Playground	Combined with elementary school, or as part of neighborhood park.	5-15	4-7	1/4 mile high density to 1/2 mile low density.	1.25
Local Park	Combined with elementary or middle school, or community center.	All ages.	2-7	1/4 mile high density to 1/2 mile low density.	2.50
Playfield	Combined with middle or high school.	High school students league teams and adults.	12-20	1/2 to 1 mile.	1.25
County & Regional Parks	Depends upon natural features and available vacant land.	All ages.	100-300 or more	10-15 miles	15.00
State & Federal Parks	Areas of scenic or recreation value.	All ages.	1,000 or more	25 miles or more.	45.00
Reservations and Game Preserves	Areas of primitive natural conditions.	All ages.	1,000 or more	-	-

F. Historic and Cultural Sites: Of local, regional or national significance. To this list may be added the scenic parkway that may link outdoor recreation areas or may be a separate unit of the system.

There are opportunities for all of these types in Kent County, though some of the types may be combined in a single tract, and some of the "high density" recreation areas will be provided by private enterprise, particularly as regards boating.

The county population is dispersed and will remain at a relatively low density except for a few urban clusters. In the rural areas there will be little demand for or justification for active recreation areas (for games, sports, etc.). Through the county, however, school playgrounds can meet an important park need if school and park planning is coordinated. At the time of acquisition of new school sites, adequate land should be obtained for future combined school-park development. A site of 6 to 11 acres should be added for park purposes where a school has a playground of at least 6 acres. In communities of urban population densities, but without a school nearby, a neighborhood park should be provided, its size depending upon the population to be served.

In addition to the standard of gross acreage, all recreation areas should be accessible to the population to be served. This service area will, of course, vary with the type of recreation area and the facilities provided. Recreation areas developed for intensive use (playfields, swimming pools, sports, etc.) should be well-distributed in the community and within walking distance of the urban population served.

Kent has two major recreational and tourism assets; (1) its rivers, bays, and other water areas; and (2) the rich historical heritage of the county. To take full advantage of these assets, recreational areas and facilities should be planned and developed which will serve residents and all segments of the tourist and vacation market generated by residents of the Washington-Baltimore metropolitan area.

The importance of the waterfront in the long-range development of the county is such that early provision should be made for the acquisition and development of small recreation areas for water-oriented activities. These should provide convenient access to the water at various points. Other large recreation areas should be acquired as part of the state-wide comprehensive outdoor recreation plan now in preparation and for which there is federal assistance available.

#### Projection of Open Spaces Needs and Deficiencies

During the next 20 years much more public recreation area will be needed as the available use of private grounds diminishes and the population increases. Acreage standards per 1000 persons

are not a true indication of need and deficiencies in Kent County. Rather the orderly development of the many and unusual natural recreational resources to meet the needs of visiting as well as local persons is the real need.

The development of Eastern Neck Island by the Department of Interior as a wildlife refuge provides a regional open space facility and is adequate at this time. At the local level it is recommended that the "public landings" continue to be expanded through land acquisition and developed to provide swimming, nature trails, camping, boating, picnicking and other recreational facilities in at least ten communities. It is highly recommended that the Turner's Creek landing be developed in accordance with present plans to provide waterfront facilities for boating, fishing, swimming, water sports, nature trails, picnicking, camping, historical preservation of Kent County living patterns and development. However, there are others such as Buckingham, Quaker Neck, Betterton, Bogle's Wharf, that should receive similar treatment, each with a different emphasis, during the next 20 years.

Small stream beds and land unsuited for farming should be preserved to provide wild game hunting and nature study and at the same time protect the streams from siltation and pollution. Areas in the Fairlee Creek section, the Millington game refuge area, the Worton Creek area, the upper Sassafras River and other similar areas should be considered for various types of acquisition and development. Most of the "necks" created by the two rivers and the many small creeks and bays could be considered. Regional types of such facilities have limitation. Kent County has a high potential for this type of development which accounts for the practicability of the recommendation for local development.

It is also recommended and planned that existing open space facilities be maintained and new ones planned by the small towns of Kent. Betterton, Rock Hall and Chestertown have made small beginnings and others will follow. The Kent County Commissioners are cooperating with and encouraging the smaller neighborhoods and towns in this type of development which is in accordance with the comprehensive plan and zoning regulations.

#### The Recreation Program

While this planning study is primarily concerned with the facilities which are needed for recreation, it is obvious that there is much more involved in establishing a successful recreation program for the county. To insure the best use of available recreation areas, there will need to be a program for administering and supervising recreational activities, particularly playground programs. With supervisory personnel, more active use could be made of both the indoor and outdoor facilities available at the schools during after school hours. Successful usage of other county recreation areas is also dependent on having the necessary personnel to supervise

and maintain them, particularly where intensive use is contemplated, such as at public landings.

Under Section 44A of the Code of Public Laws of Kent County, the Kent County Board of Parks and Recreation was formed in 1965. The purpose of the Board as stated in their constitution and bylaws, "shall be achieved so far as possible by:

- (1) providing a staff of employees trained in public park and recreation activities or the equivalent.
- (2) conducting a park and recreation program for the benefit of all citizens of Kent County.
- (3) offering leadership in coordinating and correlating all parks and recreation activities in Kent County to obtain a maximum benefit to the citizens.
- (4) building the public recreation program into and about the public schools and public parks and by identifying it with all public and private organizations having to do with public welfare, education, family relations and juvenile delinquency.
- (5) focusing public attention constantly upon the need of adequate provision for year-round healthful, supervised recreation for all citizens.
- (6) cooperating with and providing leadership for local citizen's organizations interested in promoting and furthering the cause of public parks and recreation.
- (7) solicitation and encouragement of gifts of money and property for the benefit of the county parks and recreation program.

Besides park land acquisition and park development, the Board of Parks and Recreation has staff personnel who have been conducting programs related to recreation and recreations facility use. During the past two years the emphasis has been on subjects like; after school recreation, assistance to town programs, park programs and swim program. These programs seek to provide various forms of recreation opportunity for all age groups while at the same time taking advantage of the county's recreational assets.

#### Alternatives Available for Acquiring Parklands

Budgetary limitations of any municipality or county will always act as a constraint in achieving what might be considered an ideal parkland and recreation plan. But public concern for open space, coupled with new legislation and governmental programs have greatly increased the opportunities for expanding parkland and recreational

resources in growing counties. In planning for Kent County's future it is necessary to identify potential recreation facilities, even if the monetary resources do not initially exist to realize all of the planning objectives. Through available land planning techniques, the county can help to reserve such land for future park use. Through participation in various federal and state programs, the county can materially offset the full cost of acquisition for specific projects. Maryland has some of the most progressive open space legislation in the country. Kent County should take advantage of all available powers to create a broad open space and recreation program. A review of available techniques in programming and acquisition of open space recreation areas is outlined below.

State and Federal Programs, Local governments can obtain financial aid for the purchase of parkland and recreation areas through several programs administered by various federal agencies including the Department of Housing and Urban Development, Department of the Interior, Department of Agriculture, and the General Services Administration. The municipality or county usually works through the appropriate state agency (Maryland Department of Forests and Parks). Federal and state funds form a varying share of the total project costs with a specified percentage of local funds being required. The programs of special significance to Kent County are described below. Further references may be obtained from the publication "Catalogue of Federal Programs for Individual and Community Improvement".<sup>1</sup>

A. Open Space Program (Department of Housing and Urban Development). The U. S. Urban Renewal Administration, under Title VII of the Housing Act, offers financial incentives to local area for open space acquisition. The open space must be in conformity with a comprehensive plan.

This Program provides 50 percent matching grants to public bodies for acquiring, developing, and preserving open space land for permanent public use, thereby helping to prevent urban sprawl, preventing the spread of blight, and providing recreation, conservation and scenic areas. Grants may cover the following activities: acquisition of title or other permanent interests in open land for permanent public open space use for park and recreation purposes, conservation of natural resources, and historic or scenic purposes; acquisition of title or other permanent interests in developed land in built-up areas to be cleared and used for open space use (including demolition costs) in areas where open space cannot effectively be provided through the use of existing undeveloped land; and, development of open space land acquired under this program, including such items as basic sanitary facilities, paths, walks, landscaping, and shelter, but not such major items as docks, amphitheaters, swimming pools, golf courses, etc. Grants may be made to state, regional, metropolitan, municipal, or other local

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<sup>1</sup>Produced by the Office of Economic Opportunity, December, 1965; U. S. Government Printing Office: 794-915, Washington, D. C.

public bodies established by state law, local law, or by interstate compact or agreement. The applicant must have the authority to acquire, develop, and/or preserve open space land, and must be empowered to receive and spend federal funds for this purpose.

It is thru this particular program and the state program that the County was able to purchase the 160 acre, Turner's Creek site in 1972.

B. Land and Water Conservation Fund Program (U.S. Department of the Interior).

Under this program federal grant-in-aids for state and local outdoor recreation planning, land acquisition, and development are available. Funds are available to states on a 50-50 matching basis for state and local open space projects. Each state is required to prepare an adequate statewide outdoor recreation plan as a prerequisite to participating in the grants-in-aid program. Local projects must be in accord with the statewide plan to qualify for assistance.

The program also provides funds, upon appropriation by Congress, for acquisition of certain federal outdoor recreation lands, and for payment into the Treasury to help offset capital costs of public recreation and fish and wildlife enhancement in federal water development projects.

C. Multiple-Purpose Watershed Projects (U.S. Department of Agriculture).

Watershed projects include the construction of artificial lakes for both flood water retention and recreation purposes including boating, swimming, and other activities. The program provides watershed planning assistance and technical and financial installation service and loans to local sponsoring organizations to help develop multiple-purpose water shed projects.

Any state agency, county, or group of counties, municipality, or town or township, soil and water conservation district, flood prevention or flood control district, or any other nonprofit agency with authority to carry out, maintain, and operate water supply improvements may sponsor a watershed project.

D. Outdoor Recreation Program (U. S. Department of Interior).

This program provides technical assistance and advice to, and cooperates with, the states, their political subdivisions and private interests, in areas of recreational programs.

The program encourages interstate and regional cooperation in planning, acquisition, and development of outdoor recreation resources, and provides a means for accepting and using donations of

money, property, personal services, and facilities for these purposes.

Matching fund requirements are: federal, 50 percent; state, 50 percent.

E. Neighborhood Facilities Program (U.S. Department of Housing and Urban Development). Under this program grants are made to local public bodies to assist in financing specific projects for neighborhood facilities such as neighborhood and youth centers, health stations, and other public facilities that provide social and related services to neighborhoods. The facilities may be provided through new construction or through acquisition, and rehabilitation, if necessary, of existing buildings. Under this program two-thirds, in some cases three-fourths, of the costs are provided. Facilities must provide new services or extend or improve existing services in a neighborhood. Existing levels of social service in other parts of the locality must be maintained.

Priority is given projects designed primarily to benefit low-income families or to further the objectives of the Economic Opportunity Act of 1964.

F. Disposal of Federal Surplus Property (U.S. General Services Administration). Real property no longer required for federal use is offered for conveyance to state and local governments and certain non-profit institutions for use for public purposes before it is placed on sale in the open market. States and local government agencies are eligible to apply for property at a price preference for park, recreation, public airport, health, or educational purposes.

#### Acquisition of Lands With Less than Fee Ownership

While outright acquisition of land has been the traditional way of securing public land, it may not be necessary to have all rights of land ownership for park and open space purposes. The local government can negotiate to purchase easements which take away some of the present owner's rights, and in turn give to the public agency specified recreation rights which might include use of land for fishing, riding, hunting or sightseeing. Through the easement technique, there is also the advantage to the county or municipality of keeping the land on the tax rolls while at the same time realizing its recreation objectives.

This device has significance to Kent County, where a great deal of land has open space recreation or conservation potential but only limited public funds are available. Although not yet extensively used in Maryland, easements to protect parks and forests have been legal in Maryland since 1960. Two types of easements are applicable: a "negative" and an "affirmative" easement. With a negative easement the individual owner retains ownership of the land, but his use of it is restricted by the government for a specified

price. The use of such a device can be for the conservation of areas for scenic values, with possible later acquisition for active parkland use. Public right to go on the land does not exist, but the owner is restricted from developing his land. The affirmative easement gives the local government or park agency rights to use the land for hunting, fishing, riding, sightseeing or other specified purpose. The easement technique can thus permit access to the land for certain recreation purposes, but avoids the full cost of outright purchase by allowing the owner to retain certain rights to the use of the land in question. In Kent County this device could have application to preserving certain waterfront or stream valley lands for initial limited recreation use, scenic value, or conservation purposes. If appropriate, subsequent acquisition for either county, state, or national park use might occur. Securing of easements can be by purchase, lease or gift.

### Zoning and Subdivision Regulations

Already in operation in the county, these two sets of regulations can be effectively used to aid in accomplishment of both broad scale and localized planning for open spaces and recreation facilities. The regulations are by no means a substitute for a land acquisition program, but should be adopted and administered to facilitate recreation planning goals. For example, the zoning regulations should be written to permit the private (commercial) recreation facilities to operate in appropriate areas in accord with appropriate standards. If a general openness of certain large sections of the county is necessary for accomplishment of a recreation goal, then this openness should be encouraged by zoning requirements for large lots to minimize the effect of development. For a smaller area with more localized benefits in mind, a zoning device may be employed which permits a developer to reduce the size of individual lots so long as utilities are available and the necessary amount of open space is well arranged and permanently reserved in the development so that overall population density standards are maintained.

Subdivision regulations may operate directly to obtain sufficient open space or public recreation needs where a careful plan has been developed. Typical applications are the school site and neighborhood park required to be provided in a large subdivision, or at least held open for a reasonable period until public funds are available for purchase. Such applications will be more frequent in the vicinity of the towns.

### Relationship to the Statewide Historic Preservation Plan

The Maryland Historic Preservation Plan lists twelve (12) sites in Kent County as having historical significance. It is felt however, that the State's listing is not all inclusive of the historically significant structures and sites in Kent County. The County, through both local government and civic organizations, should maintain a listing of those historic sites in Kent County deserving preservation. Acquisition planning should become a part of a historic preservation plan for the County particularly for those sites of identifiable significance to Kent County that are

overlooked by the State's Plan.

The criteria for evaluation of a potential historic site will be very similar to those of the State, to include: 1) long range use of the site, 2) preservation of items of significance to the State's development, 3) preservation of items of significance to the development of people and places, of cultures, of ideas, and of religious and ethnic groups. In addition, the County criteria will view sites in terms of their significance to the history and personality development of Kent County.

The County Historic Preservation Plan should devide the responsibility between the State, the County, and appropriate civic organizations. It is felt that the State list should be expanded to include more sites than presently listed and this point should be negotiated with the State. The County listing should empasize Kent History, and with the aid of civic organizations and individuals who are interested in preservation of historic sites will be able to present a more complete historic rendition of past times in Kent County.

#### The Kent County Park and Recreation Plan

With few exceptions, the recreation areas included in the Plan should be located on or near the waterfront. They should be distributed in a manner which will provide convenient recreation areas for each section of the county, while also taking advantage of sites which have desirable physical features and recreational potential. Development of these recreation areas should be carried out by agencies at all levels of government--town, county, state, and federal--and they should be supplemented by related private and commercial facilities at various locations.

#### County Parks

Turner's Creek - (21 acres) This is an addition currently under contract for purchase by the County with funds from the Department of Natural Resources Program Open Space. Included on the property known as Knox's Folly or the Wethered Barroll estates, is the Barroll Home place which was constructed in 1738. This will be leased by Kent Museum, Inc. for establishing a farm museum and other related activities.

Worton Park - The development of Worton Park has been scheduled for phases that will extend thru the next decade. In the far future, the park could become a comprehensive county recreation facility with the addition of varied recreational amenities. These could include swimming facilities and an amphitheater, and will soon include several tennis courts.

Buckingham Wharf County Park (40 acres) - Located off of Route 291 east of Chestertown, this attractively-wooded site fronts on the Chester River. The river is wide and deep at this point, and

the present public landing could be enlarged in conjunction with park and picnic area development.

In addition to these larger parks, the Plan also proposes expansion and development of a number of the other public landings in the county, as well as the acquisition and development of several new landings at selected locations along protected waters. A total of 14 of these landing are shown on the Plan, not counting those which would be developed in conjunction with larger county, state, and federal parklands.

At each of these landings there should be launching ramps, generous parking and maneuvering areas for cars and trailers, and a small park area where visitors can picnic and sit and enjoy the boating activity. In a number of locations, the public landings would be developed in conjunction with commercial marine activities, in order that those using the public ramps can take advantage of the restaurants, motels, and boat service and repair facilities which are offered. Through this combined public and private usage of the county's most valuable waterfront sections, more boating enthusiasts will be attracted, thusly contributing to the county's tourist economy.

#### Community Recreation Areas

In addition to the recreation proposals described above, the Kent County Park Plan also proposes a variety of smaller parks and playground facilities serving the needs of local residents in and near the towns for both active and passive recreational areas. At each of the elementary schools, a playground area of approximately five acres is proposed, providing playground apparatus, court areas, and ballfields for the use of the younger children of the community. At each middle school, a playfield at least 10 acres in size would provide more complete facilities for both organized games and informal sports activities for the older children and the adults of the community.

#### Chestertown Waterfront Development

Perhaps the most promising area for combined private and public development for improved recreational opportunity in Kent County is the Chestertown waterfront. The area to the north and south of the public landing at the end of High Street in Chestertown could provide an area for intensive use that combines water oriented recreation, dining and overnight facilities, and boating facilities, the historic section of Chestertown as the background. A recent study of the area by a consultant of the Maryland Department of Economic and Community Development for Chestertown has detailed recommendation to the town that outlines the design of such facilities. It is recommended that the town of Chestertown and Kent County along with private and semi-public groups such as the Downtown Business Association and the Historical Society move to implement the consult-

ants recommendations as soon as possible.

Wherever possible, public school sites should also include a park area of some five to eight acres for general community use. With trees, lawn, benches, and other amenities, these park areas would provide an attractive environment for the school site and would encourage more desirable neighborhood development. In addition, the local community should take advantage of other opportunities to develop neighborhood and town parks at locations other than adjacent to the schools. The Community Facilities Plan shows locations for five such town parks, and there could be others.

The Plan does not attempt to indicate all the small landscaped open spaces which should be developed in connection with the public and semi-public buildings in the towns, but that does not make these areas any less important. The town square in Chestertown provides the whole county with a graphic illustration of the importance of such open spaces as a community focus and as a source of enjoyment for town residents, shoppers, and casual visitors.

#### State and National Parklands

A number of specialized recreational areas are proposed for development by state and federal authorities, including parks, fishing lakes, roadside rest areas, and game preserves. At the present time, the extent to which these facilities have been developed within the county is fairly limited. The Plan proposes both the development of new recreation areas meeting statewide needs and substantial expansion of those areas already in the public domain.

#### The Federal Plan

The only federal parkland property in the county is Eastern Neck National Wildlife Refuge, on Eastern Neck Island at the southern tip of the county. The entire island, which amounts to some 2,300 acres, is being maintained in a primitive state with only limited hunting, fishing, and boating activities permitted. Unfortunately, property acquisition for the refuge included only the island itself, and thus the marshland just to the north is not similarly protected for wildlife. It is proposed that U. S. Fish and Wildlife Service consider the advisability of acquiring an additional 400 acres north of the island, in order to protect the approach to the refuge from incongruous development.

#### The State Plan

The State of Maryland is currently developing a program for ascertaining and meeting the various recreational needs of the State's residents. This effort has been broken down into a three phase document. This undertaking is being accomplished by the Department of Natural Resources and the Department of State Planning process.

### Phase I - State Concept Plan

The Concept Plan which was completed in 1970 pointed out areas that have the potential for open space and outdoor recreation, provided state-wide policies, and gave local government an opportunity to provide input through regional meetings prior to Phase II. The policies articulated by the State's Concept Plan are to:

1. Plan and locate open space and outdoor recreation areas in harmony with people's needs.
2. Provide the maximum possible number of outdoor recreation opportunities.
3. Respect the natural characteristics of Land and Water.
4. Emphasize the preservation of unusual plant and animal forms and extraordinary habitats.
5. Use a variety of methods to preserve and acquire open space lands.
6. Provide scenic roads and trails.
7. Encourage a partnership between private enterprise and government to conserve and develop natural resources and to provide public recreational facilities.
8. Improve the environment by utilizing natural features to shape urban development.
9. Plan and locate outdoor recreation and open space areas in a comprehensive manner.

The State has set for itself a system of three types of what it calls "significant recreation and open space area". These are Activity Centers, Limited Use Areas, and Conservation Areas. They are defined by the State as:

ACTIVITY CENTER - The most intensively developed recreation area, ranging from a large complex offering multi-purpose recreational opportunities to small pockets of intensive active recreation; these areas may also include areas of specialized recreation. The activity centers are not necessarily resource-based, although many may be located in or surrounded by natural areas of a limited use or conservation character. Activity centers would be developed harmoniously with the surrounding environment, and located near urban centers.

LIMITED USE AREA - Areas developed at moderate intensity for such recreational activities as swimming, boating, tent camping, open field sports, and special purpose areas such as trails, historic

landmarks and interpretive activities. These areas are unable to absorb as much activity as an Activity Center because of its delicate environment. Limited use areas may be intermittent and relatively small activity areas in an extended linear pattern or small concentrated areas with limited activities. These areas tend to be relatively narrow strips of open land following streams, rivers and other water bodies and ridges; oriented to nearby activity centers or places of unique natural-historic interest.

CONSERVATION AREA - Areas devoted to limited and scattered low intensity activities such as hiking, hunting, fishing, wilderness camping and nature study, where the environment is kept undisturbed. Man-made facilities are prohibited. The conservation areas are relatively broad, tending to parallel streams, rivers and ridges, and serving primarily to preserve and protect unique natural areas and to complement recreation areas. They include wetlands, steep slopes, flood plains, dense woodland and other areas of conservation significance.

### Phase II - Maryland State Comprehensive Outdoor Recreation and Open Space Plan

The second phase of the State planning and program process was to develop in 1972 a comprehensive plan. This plan attempts to provide understanding of the State's open space and outdoor recreation needs. These needs are depicted for the State as a whole and further broken down into six regions; Western Maryland and Frederick Regions, Baltimore Region, Suburban Washington Region, Southern Maryland Region, Upper Eastern Shore Region, and the Lower Eastern Shore Region. Also it evaluates State recreation and open space problems through census data and inventories, and seeks possible solutions through special studies. The Plan outlines statewide and regional recommendations for areas to be preserved as open spaces and to be developed for recreation facilities. It also suggests a schedule for State land acquisition and development and provides some legal, fiscal, and administration guidelines for both the State and the regions to help implement the Plan's policies and recommendations.

#### The Upper Eastern Shore Region

The Maryland Comprehensive Outdoor Recreation and Open Space Plan states that the greatest recreation demands for the upper shore region are swimming (beaches), driving and sightseeing, picnicking, fishing, walking, hunting and boating. It goes on to say that special emphasis must be given to shoreline and waterfront areas which it feels have the most significant value. The State stresses the importance of public access to major rivers and streams and the Chesapeake Bay but also warns against destruction of the environment and at point of access and particularly those near or through wetlands.

Within the Upper Shore Region, the plan has designated 93 different areas for further discussion between the State, the region,

and the counties. Some have been noted for emphasis in further acquisition and development of these areas. There are twenty-seven (27) areas designated in Kent County with four (4) slated for emphasis.

### Kent County

For Kent County, the Maryland Comprehensive Outdoor Recreation and Open Space Plan designated areas in all three of the use categories established by the State, those being; activity centers, limited use areas, and conservation areas. (see Map)

### Kent County, Activity Centers

Betterton Activity Center - This project is noted as one for special emphasis. The major orientation will be intensive recreation use with suggested compatible activities of boating, fishing, camping and picnicking. It is suggested that continued expansion take place here through cooperative county and private efforts.

Fairlee Point Activity Center - This project calls for a multi-purpose recreation area with Bay orientation. Suggested activities are boating, fishing, hiking, camping and swimming. It is suggested that continued expansion could take place thru combined county and private efforts.

Georgetown/Fredericktown Activity Center - This is a multi-purpose water-oriented recreation area. Suggested activities are fishing, boating and picnicking. Continued expansion could take place through cooperative county and private efforts.

Green Point County Park - This project has a bay orientation and calls for a multi-purpose recreation area with suggested activities such as organized sports, hiking and picnicking. It is suggested that expansion should be undertaken by the county.

Rock Hall Activity Center - This project calls for a multi-purpose recreation area providing boating, fishing, camping and picnicking. It is suggested that continued expansion take place here through cooperative county and private efforts.

Tolchester Beach Activity Center - This project has limited recreation uses with suggested activities of boating, fishing, camping, swimming and sightseeing. It is suggested that additional recreation facilities could be provided through cooperative efforts of the county and private enterprise.

Worton County Park Activity Center - This project is noted as a multi-purpose recreation area with suggested activities such as hiking, picnicking and sports. It is suggested that continued expansion could take place through county efforts.

### Kent County, Limited Use Areas

Chester River Limited Use Area - This project calls for River-oriented, limited recreation uses with suggested activities of fishing, hiking, and boating. It is suggested that continued expansion take place through State and County efforts.

Deep Landing Limited Use Area - This project has limited recreation uses such as fishing, swimming, hiking, boating and picnicking. It is suggested that continued expansion take place through County efforts.

Still Pond - Chesapeake Bay Area - This project is Bay oriented with suggested activities of fishing, hiking, hunting, camping, boating, picnicking and swimming. It is suggested that continued expansion take place through County efforts.

Urieville Fishing Lake Limited Use Area - This project has limited recreation uses such as fishing and picnicking. It is suggested the County preserve the lake area and prohibit land use encroachment.

### Conservation Areas

Big Marsh Conservation Area - This project is a marshland area with compatible activities of hiking and nature study. Conservation zoning for the area is suggested through County efforts.

Chester River Estuary (Upper End) - This project has a high scenic value, with outstanding feeding grounds for migratory Canadian geese. Suggested compatible activities are hiking, birdwatching, sightseeing, limited picnicking and fishing. Conservation zoning is suggested for the area through County efforts.

Eastern Neck Island Wildlife Refuge - This project calls for major orientation to be in the wildlife area with suggested compatible activities of fishing, birdwatching, hiking and nature study. It is suggested that Federal efforts continue management policies.

Langford Talbot Terrace Scarp - This project has a unique natural area, geologic phenomenon, with suggested compatible activities such as geologic research and hiking. It is suggested that County efforts take place here through conservation and flood plan zoning.

Millington Wildlife Refuge - The major orientation of this area is wildlife. Suggested compatible activities are fishing, birdwatching, hiking and nature study. It is suggested that State efforts continue to expand and preserve this area for wildlife.

Napley Green/Ringgold Point - This peninsular tract is a feeding ground for migratory Canadian geese. Suggested compatible activities are hiking and birdwatching. Conservation zoning is suggested for the area.

Remington Farms - The major orientation for this area is wildlife management and demonstration area. Activities include hiking and birdwatching. It is suggested continued expansion by private efforts to preserve the area with conservation zoning.

Sandy Bottom Talbot Terrace Scarp - This project has a natural area representative of unique geologic phenomenon. Conservation zoning is suggested for the area.

East Fork Creek Stream, East Fork Creek Tributary, Freeman Creek Conservation Area, Lloyd Creek, Mill Branch, Morgan Creek, Turner Creek and Woodland Creek. - All of these projects are of a similar nature with a natural stream valley. Suggested compatible activities are fishing and hiking. Conservation zoning is suggested for these areas through county acquisition.

## PUBLIC AND SEMI-PUBLIC BUILDINGS

In addition to the public schools, Kent County has a number of public and semi-public buildings serving both county-wide and local community needs. The county and town governments are involved in providing such services as police protection, street and utility maintenance and improvement, and medical and library services, and public buildings are required for the performance of these varied governmental functions. Related quasi-public agencies supplement the services of government, offering fire protection, hospital, welfare, and social services to county residents. Kent County is blessed with many buildings of historical and architectural significance, some of which have passed into the public domain, and the county also enjoys special prominence as the location of one of the nation's oldest colleges.

Growth of county population over the next two decades will be accompanied by increasing demands for essential public services and increasing requirements for public building space. Meeting these demands involves analysis of the need for new and expanded buildings and determinations of their proper location and design in relation to other elements of the Comprehensive Plan, such as the existing and future population distribution, the proposed pattern of land uses, and the location of major and minor thoroughfares.

In the following pages, the county's public and semi-public buildings are analyzed in terms of their suitability for providing the augmented public services which county residents may be expected to require over the next twenty years. Based upon this analysis, proposals are made for new and expanded public building facilities at appropriate locations to serve future county population.

Governmental Offices and Agencies

The majority of the county governmental offices are contained within the courthouse. Governmental functions not contained within the courthouse include the Board of Education administrative offices, the Board of Election Supervisors, and the Kent County Welfare Board.

Federal offices represented in the county are housed in various locations around Chestertown. The U. S. Department of Agriculture's Soil Conservation Service and Agricultural Stabilization and Conservation Office are located in the Kent Plaza Shopping Center. The Farmer's Home Administration is housed in a private facility across from the Gill Airport. The main branch of the Post Office is in a building on the corner of Spring Avenue in Chestertown along with the University of Maryland's Extension Service, which is in the basement of the Post Office Building.

The Maryland Department of Employment Security is housed in a commercial office space on High Street near the Courthouse. The

Welfare Board is nearby.

The Kent County Courthouse, along with other buildings surrounding the Courthouse Square, forms an altogether pleasing expression of urban space attributable to colonial town planning. The small size of the square affords an intimate experience alongside the larger expanse of the Town Square. Together these two spaces provide a focal point for Chestertown's historic downtown district as a setting for commercial activities and important public structures. The subtle interplay of the small square adjoining its larger counterpart indicates that the location of squares in earlier American town planning, despite the frequent use of the gridiron street layout, was far from stereotyped.

Gradual increases in the county's population have resulted in a growing staff and diversification of governmental agencies. As is frequently the case in growing communities, the administrative space needed to house the necessary services of government has not kept pace with the demand. Overcrowded conditions in the courthouse are an obvious symptom of the problem. Less obvious is the burden placed on efficient operation of a particular department or agency because of decentralization of offices to scattered locations. Certain governmental services function best at separate locations, such as Welfare Boards. Most services or agencies function best when assembled together under one roof, thereby affording maximum and easy face-to-face contacts in their daily work routine.

The addition to the Kent County Courthouse constructed in 1968 has provided greatly improved quarters for many county agencies. However, it should be viewed as only the starting point in a long-range program for eventually developing a unified grouping of governmental buildings on the courthouse block.

The county, in conjunction with the town of Chestertown, should take steps to acquire all the remaining land in the courthouse block, extending back to Maple Avenue, for public use. Within this expanded courthouse property would be sufficient land for the county to construct a new jail, eliminating the present obsolete building and improving the setting of the courthouse from the viewpoint of its new main entrance on Cross Street. There would also be sufficient area to make sites available for needed federal and state offices. Included in the plans should be acquisition of the Rasin Building, which could serve the county's need for a building to house the various public and quasi-public health, welfare, and social agencies.

As part of this governmental building complex, ample parking to serve the public uses in the block should be provided, thereby freeing much of the curb parking in the vicinity for use by shoppers in the commercial area. Adequate off-street parking would also make possible the elimination of the parking spaces presently usurping one end of the courthouse park, returning this land to landscaped park use as part of an overall design concept for the courthouse grouping.

In planning this county governmental center, care should be exercised to preserve as much landscaped open space as possible consistent with the parking needs. Consideration should be given to creating interesting views of the courthouse and the other buildings from Cross Street and Maple Avenue. One possible arrangement of the necessary buildings and parking which carries out these objectives is shown on the General Development Plan for the Chestertown central business district.

#### County Office Building

The County Office Building on the corner of Mill and High Streets is a former public school structure dating from 1901. The three-story building is only partially in use, as the third floor is largely vacant or used for storage. The first floor is primarily occupied by the County's Department of Parks and Recreation. In addition, the Health Department provides some clinic facilities here and uses office space. The Board of Election Supervisors operates out of the County office building, using an accessory building for storage of voting machines and related paraphenalia.

Although the building's exterior has some noteworthy architectural features, limitations apparent in the interior indicate a need for eventual replacement. The office spaces are small and ill-adapted to rearrangements because of interior load-bearing walls. The stairs are of wooden construction and washroom facilities are limited.

#### Board of Education Offices

What was formerly the Chestertown Elementary School, has been converted to an office building for the Board of Education. The site was better suited for office use by the school system in that traffic noise from Washington Avenue made teaching and learning difficult at this facility. There is ample room here for future expansion of administrative facilities.

#### Courthouse Annex

The Court House Annex houses the State Police. The addition which adjoins the annex is currently being used for a county supported meals program for the aged.

#### The Public Library

The library, located in Chestertown, is organized jointly with Caroline County as part of the Kent-Caroline Public Libraries Association. The agreement between the two county Boards of Library Trustees provides for a centralized administration for both counties. Aside from these cooperative arrangements, both counties maintain their own separate library facilities.

In addition to operational advantages gained by cooperation with Caroline County, further advantages have also been achieved through participation with the Eastern Shore Area Library and Pro-

cessing Center. Seven Eastern Shore county libraries originally cooperated to establish the processing center which is now used by 17 of Maryland's 22 county libraries for the purposes of centralized ordering, cataloguing and book preparation services. The Eastern Shore Area Library, situated in Salisbury also provides a central collection of materials of greater variety and scope than any of the individual cooperating libraries could separately afford to maintain. The Talbot County Library in Easton shares responsibility with the Salisbury Library in acquiring a major central collection for the Eastern Shore.

The library occupies rented store front quarters on High Street in Chestertown. Although space limitations have improved by recent expansion into adjoining shop space, the present facilities cannot hold more books without sacrificing valuable reader space to book stacks. Somewhat under 2,000 square feet are provided in the two combined shop spaces. Facilities for loading and unloading the bookmobile unit are cumbersome.

The 1964-65 period saw a 67 percent increase in circulation over the same period in 1962-63. Circulation in 1973 stood at 39,121 volumes, which is over 100% increase in the first decade of operation.

Book stock holdings in 1973 amounted to 21,500 volumes. In June of 1964 the library had only 6,493 volumes. Despite these substantial gains present book stock holdings fall short of recognized standards as endorsed by the American Libraries Association. The Interim Standards for Small Public Libraries recommends that libraries serving from 5,000 to 50,000 persons require a minimum of two books per capita. Present holdings amount to slightly over one book (1.3) per capita. Effective expansion of the book stock remains frustrated by lack of sufficient library space, despite the recent doubling of space formerly available.

A 1965 study of the library's development problems by the Wye Institute recognized the critical need for additional floor space, and recommended early action on establishing a permanent library headquarters. In the study, standards for determining minimum building space needs were developed. Based on the present county population, these standards indicate the need for 7,700 square feet of floor space just to meet current needs. Application of these same standards show additional floor space will be needed to serve the projected 1985 county population. When parking and loading areas and landscaped open space are added to the total, a site size of approximately 31,000 square feet will be required to meet 1985 needs.

From the standpoint of its location on High Street in Chestertown, the present library is well-situated, and future planning seeks to retain the library within the downtown Chestertown area. The activity generated by the various governmental offices and downtown commercial establishments is an effective means of capturing an augmented library following which would be lacking if the library

were placed at an outlying, less centralized location. The presence of the library in the county's principal business district adds handsomely to the diversity of cultural resources available in the area. Expedient short-term gains should not compromise the overriding principle of providing service to the maximum number of potential patrons, and only a central location meets this need.

The County Commissioners in 1974 purchased some six tenths (6/10) of an acre on High Street in Chestertown as the proposed site of a new public library to be built in the future. In taking this step the county is moving toward an autonomous library program designed for the residents of the county. This decision came after eliminating the County Office Building as a possibility due to structural shortcomings.

### Public Safety

Public safety in Kent County is provided by the State Police, and by local police forces in the communities of Chestertown, Rock Hall, and Betterton. A county-wide force is not maintained by the county government. As in other counties of Maryland, the State Police maintains a force in Kent County with headquarters in Chestertown. The municipal police force for Chestertown consists of six full-time policemen.

### Sheriff's Office and County Jail

Counties usually maintain the office of sheriff, but the sheriff's duties are often of a civil nature not related to the business of preventing crime or apprehending criminals. In Kent County, however, the sheriff and his four deputies perform active criminal safety duties in addition to serving papers of the circuit and district courts.

The present county jail facilities date from 1884 and are now obsolete. Security is handicapped as the doors leading into the cell pounds do not have "bull pens" or second door foyer enclosures. Living quarters for the sheriff and his family are provided in the same three-story building. The present jail location also interferes with the site plan for the expanded Courthouse.

The alternative construction of a shared jail facility in Centerville serving the three counties of Kent, Queen Anne, and Caroline has been suggested but is judged impractical. The geographic relation of the three counties is such that distances to any single central location are remote and cut off by numerous water barriers.

### Civil Defense Agency

The functions of civil defense agencies are primarily of a coordinating and emergency planning nature and do not entail the use of special public facilities. Some counties have constructed specially designed and equipped underground emergency operations centers as adjuncts to courthouses, but the need for such elaborate safe-

guards are more essential near metropolitan or industrialized areas. However, upgrading of the local civil defense facilities to serve as a central dispatch and communications center to coordinate the efforts of the various rescue and emergency functions is seen as an important improvement to this community facility. The County, in conjunction with the town and the State should seek to provide a central alarm facility.

#### Ambulance Rescue Squad

##### Kent and Queen Anne's Rescue Squad

The Kent and Queen Anne's Rescue Squad is housed in a recently built facility located on the route 20 bypass. This unit provides rescue and emergency assistance besides standard ambulance service as well as providing emergency medical training to other local units.

##### Galena Ambulance

In 1950 the town of Galena added an ambulance to their emergency services. In the year 1950 the ambulance responded to twenty (20) calls for assistance. In 1973 that figure has climbed to one hundred and eighty-six (186). The fire company has just purchased a new ambulance with much improved emergency equipment. It is fair to say that the service has been well received by local residents evidenced by the amount of private contributions which help support it.

##### Rock Hall Ambulance

Rock Hall added ambulance service to their regular volunteer fire company in May 1950. During their first year of service they answered approximately 50 calls. The year 1973 they responded to 150 calls and in 1974 the total number of calls will probably exceed last year's total. The ambulance has a crew of twenty-four (24), of which twenty (20) are fully qualified Emergency Medical Technicians who have completed an eighty-seven (87) hour training course. They provide service to the lower end of the county and like Galena, is largely supported by private donations.

#### Fire Protection

##### Present Stations

Fire protection is provided by six volunteer municipal fire departments throughout the county. The six fire stations, shown on Plate II, are located in Chestertown, Millington, Galena, Kennedyville, Betterton, and Rock Hall. In addition, mutual aid arrangements exist with stations in the communities of Church Hill, Crumpton, Centreville, and Sudlersville in Queen Anne's County, and with Cecilton in Cecil County.

### Location Distribution Standards

The standards prescribed by the National Board of Fire Underwriters are applicable in determining the adequacy of the County's fire protection in regard to geographic coverage. In rural areas, the fire station furnishing protection must be within five miles of any building or locality. Location of stations is also influenced by location with respect to major thoroughfares.

Plate II shows the location of the fire stations with circles of a five-mile radius drawn around them. The circles provide an approximation of the limits of the response, or service area. The five-mile distance is actually measured by the most direct route over accessible roads. The main deficiency in lack of coverage, or remoteness from any station, occurs in portions of Election Districts 3 and 6. While development is fairly scattered in these areas, a need for wider protection exists, particularly in the Fairlee Community.

### Fire Protection Plan

The effectiveness of the fire stations serving the county is largely dependent upon their meeting recognized standards in regard to location and building design. In selecting locations for new stations, growth trends and other aspects of town and county development must be considered, so that the fire company will be able to respond rapidly to those sections of the community requiring the greatest protection, such as commercial, industrial, and high-density residential districts.

To meet the county's long-term fire protection needs, the present fire stations will have to be supplemented by new stations in locations where they are necessary to give better geographic coverage or to replace existing facilities which have become obsolete. The present need for two new stations is evident: at Fairlee, to serve an area of the county which is somewhat remote from any of the present stations; and at Chestertown, to replace the present facility, which has become inadequate.

At the present time, there is probably insufficient day-time resident manpower in Fairlee to support a volunteer fire company. In selecting a location for a new station site, within the Fairlee community and close to the intersection of Route 298 and Bay Shore Road should be considered.

In Chestertown, plans for the construction of a new fire station are being considered, with eventual use of the present building as a town hall. The present station dates from the 1930's and is both structurally sound and architecturally distinctive. However, it cannot be easily expanded to meet modern fire apparatus needs, since widening of the existing narrow doors would necessitate the removal of massive brick door arches and other extensive structural changes. To avoid these difficulties, the fire company and the town have decided in favor of a new building.

Chestertown has acquired a site of about two acres on the corner of Maple Avenue and Philosopher's Terrace for a new station. The new location is well adapted to fire company response to all built-up areas of the community, and the site was sufficient area to permit developing the needed parking areas while also providing an attractive landscaped setting for the building. Since traffic flow is heaviest along Maple Avenue, the building should face onto Philosopher's Terrace, thereby providing for convenient entry of fire and ambulance vehicles into the traffic pattern.

### Health and Hospital Facilities

The medical and hospital facilities operated by public and private agencies in Kent County have been generally well-conceived, and little in the way of improved facilities is needed. Only expansion to keep pace with the county's growing population should be necessary over the next twenty years.

#### Kent County Health Center

Organization of the County Health Department is divided into four divisions: Administration, Public Health Nursing, Environmental Hygiene, and Child and Adult Health Services. The activities of the Health Department are highly diversified, encompassing services in the areas of 1) environmental health, 2) communicable disease control, 3) preventive medical care, 4) public health nursing program, 5) public health education, and 6) vital statistics.

The department's 1974 staff consisted of the health officer and physician, ten public health nurses, two public health nurse aides, three sanitarians, one secretary and four clerks. Nine part-time clinicians and two non-clinicians also provide services for the Health Department. All administrative and clinical activities of the department operate from the center built in 1954 on College Avenue in Chestertown.

Child Health Clinics are scheduled in each community of the county, space being provided by schools, churches, or other community buildings.

#### Kent and Queen Anne's Hospital

Organized as a non-profit association, Kent and Queen Anne's General Hospital in Chestertown has undergone recent modernization and expansion. The hospital now has an 80-bed capacity.

The original Maxwell Wing dated from 1941. A second wing was added in 1952, and modernization of the hospital was undertaken in 1957.

In 1974 an additional building was located adjoining the hospital site which serves as a medical office building. This currently provides offices and facilities for ten (10) doctors with space for

approximately four (4) more. In addition this building provides areas for physical therapy, conferences, the medical library, and the hospital administrators office.

Figures on hospital utilization show that the average bed occupancy for the four-month period from January through April 1974, was at 61 percent, indicating that the need for further building expansion is not foreseen during the planning period except that expansion of out-patient facilities (emergency, lab, X ray and physical therapy) is now being contemplated. Ample visitor parking is now provided in front of the hospital on Brown Street.

### Nursing Homes

In 1969 a 25-bed nursing home, Magnolia Hall, was built to provide up-to-date long term care. The site of the Hall is a five acre parcel on the north side of Route 291 in Chestertown a short distance from Kent and Queen Anne's Hospital. The Home was designed for an eventual doubling of its initial capacity, and this expansion, together with upgrading some of the presently non-conforming homes, should provide adequate long-term care facilities for those who will need them over the next twenty years.

### Mental Health Care

Residents of Kent County along with those of Queen Anne's, Cecil, and Talbot needing mental health facilities currently must go to the Eastern Shore Mental Health facility in Cambridge, Maryland. Recently the need for replacing certain facilities at Cambridge has raised the issue of decentralization. The Eastern Shore Mental Health Planning Council feels that the Nice Building which currently serves Kent, Queen Anne's, Talbot and Caroline patients should be replaced in Chestertown and expanded to provide service to Cecil County as well. In response to this possibility the County Commissioners have taken steps to acquire land as an incentive to the State to consider the possibility of locating such a facility in Chestertown.

The Chestertown area is an ideally centralized spot for the facility that besides being able to serve the needs of Kent, Queen Anne's, Talbot, and Caroline will also provide service to Cecil County residents who currently must travel to Spring Grove, near Baltimore. Such a facility as the one proposed will fit nicely into the General Land Use Plan for the County and Chestertown.

### Colleges

Kent County has long set a precedent in providing for opportunities in higher learning. Washington College in Chestertown dates from 1781, thus ranking as one of the oldest colleges in the country. In addition, Kent County entered into an agreement in 1965 with the counties of Queen Anne's, Talbot and Caroline to jointly provide for a community college.

### Chesapeake College

The new Community College is located in the "triangle" formed by highway route U. S. 50, Md. 662 (U.S.213), and Md. 404 in Queen Anne's County. Location here is central to the four counties.

Chesapeake College has five (5) buildings (Humanities, Sciences, Physical Education, College Center, and Business Administration) on campus. Current enrollment for the fall of 1973 was 847 and the projected enrollment is not expected to increase, but to remain stable.

The next building phase for Chesapeake College is scheduled for July 1, 1974. A new Technical Center will be built along with an addition to the existing Physical Education facilities which will include tennis courts and a swimming pool.

### Washington College

Washington College is a private non-sectarian liberal arts and science institution. The college campus in the heart of Chestertown has undoubtedly added a great deal of grace to the town. Both the historic growth of Chestertown and growth of the college have been mutual developments. This is not a fortuitous occurrence; the historic growth of important regional urban centers has in part come about because of the proximity of many services and establishments in close relation to each other.

A new dormitory, Caroline House, a new arts center, and other buildings have been completed within the past two years. Current (1974) enrollment at the college is 903 students (744 full time undergraduate students, 40 special students and 119 graduate students). The college's enrollment may well reach 1,200 students by 1985 if present growth trends continue to hold true, a significant increase over the current enrollment.

The college has planned well for the future, and the present property owned by the college should prove adequate to meet this increase. However, growth beyond the next two decades will require that the college's land resources be as effectively utilized as possible, with careful attention given to the site planning for new buildings and other facilities.

### Kent School, Inc.

Kent School, Inc. is a private school located on the Chester River, two miles south east of Chestertown, at the end of Wilkens Lane. The school was started by a group of interested citizens, who wanted to provide smaller classes with emphasis on attention to the individual student. The school is for kindergarten through eight grade with an average class of 18 students. The staff includes some 13 teachers. Prospective students are chosen on the basis of their ability to succeed.

## PUBLIC UTILITIES

The utilities that most affect the development of an area are water supply and sewage disposal. Without water man cannot survive, and without safe means of sewage disposal man pollutes his own environment. Sources of water supply and means of sewage disposal are largely dependent on natural conditions of an area. Areas lacking in water can support only limited development. Where soil conditions inhibit on-lot means of disposal, and where the installation of central sewerage systems are economically prohibitive because of relatively low density of development, further growth must likewise be limited.

In evaluating the need for new and improved water supply and sewage disposal services in Kent County, the purpose is not to perform an engineering investigation of the capacity and efficiency of present systems or to prepare designs for the new facilities which are needed. This has already been accomplished in the Kent County Comprehensive Water and Sewerage Plan which was adopted in 1969. Rather, the purpose here is to emphasize the board problems and policies of a planning nature, in order to (1) show the relationship between existing and proposed utility systems and the plans for land use, major thoroughfares, and other community facilities; and (2) encourage investigation of the impact on utility systems as a routine part of considering any major land development in the county.

The Need for Planning Sanitary Facilities

In Kent County the availability of abundant ground water sources serves to encourage development. Sewage disposal conditions are, however, less favorable as many areas have soil conditions that limit or preclude the use of septic tanks as a means of disposal. Individual means of disposal can be effective when development remains fairly scattered, but must be replaced by central sewerage systems when development becomes urbanized or concentrated in a particular area.

Public acceptance or awareness of the needs of adequate sanitary systems is itself an objective which must be accomplished. Home-owners, after having invested thousands of dollars in homes served by individual septic tanks, do not understand the need for eventual replacement of such devices. Misconceptions common in many parts of Maryland (and elsewhere) are that private means of disposal afford the best safeguard against pollution hazards, and that public sewerage systems, in turn, are the cause of increasing pollution. Doubtless these misconceptions are particularly brought on by the apparent simplicity of an individual septic tank's operation and the further virtue of private ownership. Long-term economics and the actual problems of maintenance and operation are seldom considered seriously until the system begins to break down, as it almost always does with time. Health officials and technicians agree,

however, that the isolated homesite, such as a rural farm, is the only safe place for reliance on the on-site system on a permanent basis, and that in built-up areas the septic tank should be used only as an interim system.

Lack of public understanding as to what constitutes adequate sanitary measures is also an attitude of simply taking for granted that such rudimentary problems no longer exist in this day of technological advancement. The Kent County Health Officer, in his department's annual report for 1965, appropriately pointed out that malaria and typhoid were leading causes of death only 50 years ago; diseases which have since been conquered by sanitary engineers. "Environmental sanitation", to quote Dr. Whitsitt, "will go on as long as civilization, because any laxity may well result in disastrous outbreaks of typhoid, dysentery, and other food and water-borne diseases."

While the county's larger communities are presently served by sewerage and water systems--future problems will continue to arise. Advance planning must see to it that growth is directed into areas where existing sewerage and water systems can be readily expanded, or alternately insist that housing developments are constructed on lots of adequate size in line with the sanitary needs as determined by soil conditions of an area in question.

#### The Kent County Comprehensive Water and Sewerage Plan

Under legislation enacted in 1966 by the Maryland legislature, each County of the State is required to prepare long-range plans for water supply and distribution and waste disposal needs. Such a plan has been adopted in Kent County and updated on an annual basis since 1969.

The sewerage and Water Plan establishes for Kent County a listing of priorities for both water and sewerage systems. The priorities are set within five (5) categories that encompass a fifteen (15) year planning period. In addition, pertinent data on existing systems is contained in the plan.

#### Water Supply and Distribution

Over half of the county's housing units rely upon individual on-lot wells for their water supply. According to the latest survey in 1974 it was estimated that some 2,700 or about 54 percent, of all housing units were served by individual wells. Table 41 summarizes the data pertaining to sanitary facilities in the county. Some 2,139 housing units, or about 42 percent, rely upon public water supply systems. The households thus served are concentrated in and around Chestertown, Rock Hall, Galena, Betterton, and Fairlee.

Table 37

WATER SUPPLY AND SEWAGE DISPOSAL, 1974  
Kent County, Maryland

<u>Source or Means</u>	<u>Housing Units</u>	<u>Percent</u>
Source of Water		
Public or private system	2,205	43
Individual well	2,740	54
Other	164	3
Means of Sewage Disposal		
Public sewerage system	2,161	42
Septic tank or cess pool	2,131	42
Other or none	817	16

EXISTING MUNICIPAL WATER SYSTEMS

A brief description of each municipal water system follows. Data is drawn from the Kent County Comprehensive Water and Sewerage Plan.

Chestertown

Water is pumped from four (4) active wells although Chestertown actually has nine (9) wells all together. The storage capacity of the elevated tank is 120,000 gallons and the storage capacity of the reservoir 450,000 gallons.

The Chestertown municipal water system serves an estimated 1,142 units and a population of nearly 3,500. The rated capacity in 1969 was a total of 1.275 million gallons per day from four (4) wells. The water in Chestertown is fluoridated. Consumption ranges from between 0.600 million gallons per day in the winter to 0.750 million gallons per day in the summer.

Rock Hall

Water is pumped from three wells with a rated plant capacity of 0.864 million gallons per day. Average plant output in 1969 was 0.120 million gallons per day. An estimated 500 housing units or 1,127 people are served by the municipally owned system. Rock Hall water is fluoridated.

Galena

Water is pumped from two (2) wells with an average plant output of 0.050 million gallons per day. This system serves an estimated 160 housing units and 361 people.

Kennedyville

Water is pumped from one (1) well and stored in a 50,000 gallon elevated tank. This system, which is owned and operated by the Kennedyville Water Association, serves some 66 units and a population of 150 people. The average daily use is approximately 6,000 gallons per day.

Betterton

Water is pumped from two (2) wells to a 125,000 gallon elevated tank. This system provides water to some 217 housing units and a population of 350 in the winter and more in the summer.

Fairlee

Water is pumped from one (1) well and stored in a 75,000 gallon elevated water tank. This system provides water for a population of 300 and an estimated 120 housing units.

Future Water Systems

Ground water resources, while not unlimited, appear to afford sufficient reserve potential for expected county development in years ahead. Investigation of local conditions and the efficient location of wells should precede the installation of water mains for central water systems. As future development extends into areas not now supplied but adjacent to central water supply systems, enlargement of existing water supply facilities will be required. Present consumption amounts to only about one percent of the estimated ground water recharge, and the indication is that there is sufficient reserve potential to meet the county's water needs for many years in the future.

What is of more concern in many parts of the country is the quality of the water which is available. Many wells in the county yield water with a high iron content, which is objectionable because iron discolors the water, gives it a bad taste, stains plumbing fixtures, and forms scale which clogs pipes. In addition, the water from some wells is "hard", requiring more than normal amounts of soap to form lather. Added to these difficulties is the problem of contamination of wells from nearby septic tanks, which is becoming a serious problem in locations where septic tanks have failed because of poor soil conditions. To overcome these difficulties and to make more potable and more abundant water available to all, public water supply systems will be needed in a number of the towns and villages which now depend on private water sources.

Locations in the county where public water systems may prove both desirable and practicable in the near future include the town of Millington and the unincorporated settlements at Massey, Worton, Still Pond, and Gratitude. In anticipation of providing public water, Millington has acquired a former dairy plant in the town.

The plant has a deep well which should provide a good initial water source for a municipal system, and it is hoped that the building will be adaptable for housing the necessary treatment facilities.

In the longer-range future, the storage, treatment, and distribution facilities existing and now proposed for a number of towns will require additions to meet the demands of a growing urban population. In planning future extensions to the distribution networks, provision should be made for serving those areas which the General Land Use Plan anticipates will be developed for medium-density and high-density residential areas, as well as those areas proposed for commercial and industrial development. Eventually, these areas will reach an intensity of development which will make public water service economical; when this occurs, extensions should be undertaken. In those sections outside the boundaries of incorporated towns, this will necessitate either a contract arrangement with the individual property owners or annexation of these surrounding areas into the towns, the latter being the much preferred approach.

#### Sewage Disposal

Most development in the county is dependent upon individual on-lot means of sewage disposal. As shown in Table 41, in 1974 over 40 percent, or some 2,000, housing units relied upon septic tank or cesspool installations. Some 2,161 housing units, or 40 percent, were served by public sewerage systems. A reported 817 units, or 16 percent, relied upon "other" means generally considered unacceptable by present day sanitary standards.

The present pattern of county development is largely concentrated in two urban centers; development outside these and several smaller towns is in turn thinly scattered. Chestertown, having close to 25 percent of the county population is equipped with sewerage facilities. Rock Hall, with close to 10 percent of the county population also has sewerage facilities, with plans for expansion. The towns of Galena, Millington and Betterton have municipal sewerage systems as well as the unincorporated village of Fairlee.

#### Municipal Sewerage Systems

A description of present municipal sewerage facilities follows, with data drawn from the Kent County Comprehensive Water and Sewerage Plan and the County Planning Department.

Chestertown - The town is served by a lagoon system which provides both primary and secondary treatment. There are two (2) ponds of 28.4 and 16.5 acres. Collection is provided for the town and some areas beyond. The Chestertown system has a capacity of 900,000 gallons per day with discharge into Radcliff Creek.

Betterton - This system provides treatment through contact stabilization, chlorination, and sludge beds. Currently the systems provide service for the entire town and some areas beyond. The

capacity of this system is 200,000 gallons per day. The point of discharge for the Betterton plant is into the Sassafras River.

Galena - The town has a sewerage system that has been operative since 1964. All existing development is served by a primary treatment plant of the lagoon type. Capacity is 34,000 gallons per day with discharge into Dwyer Creek. Galena will soon add chlorination treatment to their system.

Millington - The Millington Sewer System provides treatment with a contact stabilization plant and chlorination. The treatment plant is located across the Chester River in Queen Anne's County. The capacity of this system is 20,000 gallons per day. Discharge is into the Chester River.

Fairlee - Fairlee sewage treatment is accomplished in a two (2) cell stabilization pond and through secondary chlorination. The capacity of the system is 50,000 gallons per day with discharge into Fairlee Creek.

Rock Hall - The Rock Hall system has the capacity to treat 200,000 gallons per day. It contains a two (2) cell stabilization of 9.7 acres and 2.8 acres each. The effluent is chlorinated and the discharge is into Swan Creek.

#### Sewage Disposal Needs

##### New Systems

New systems are planned for construction in Worton and Kennedyville. Both systems would provide treatment for a built-up area experiencing problems with failing septic systems. In addition it would be expected that the addition of a sewer system in the Worton area would provide some impetus to the area to develop.

##### Extended Systems

Areas that must eventually be serviced by extension of existing collection systems include Gratitude, Washington Park, Foxley Manor, Country Club Estates, Quaker Estates, and a number of homes west of Millington on Route 291. In order to provide sewage collection into these areas there will need to be cooperation between the towns and the county. It is recommended that the towns seriously consider annexing any area into which it extends its sewer system. However, the issue of pollution to the rivers and bay is of paramount importance and provision of sewerage disposal to an area should not be halted over a deadlocked annexation issue.

Other areas where sewer systems should eventually be extended to are Edesville, Massey, Georgetown, Tolchester and other built-up areas.

As with the water systems, provisions should be made for extending sewage collection facilities to serve those areas outside the towns which are shown on the General Land Use Plan as medium-density and high-density residential, commercial, and industrial. In the design of the systems now being contemplated, the eventuality of serving these areas of more intensive development which justifies public sewers, extension of the systems should be undertaken, either on a contract basis or through annexation, with annexation again being the preferred approach.

Through the land use controls, zoning and subdivision regulations, which follow from the Comprehensive Plan, development of an intensive nature would be guided into those areas of the county which can be readily serviced. In the remainder of the county, development would be restricted to sites which are of such size and soil drainage properties that effective private disposal systems are possible.

Realizing that sewer and water systems are extremely expensive, with prices continually rising, it is recommended that sizable residential, commercial, or industrial development should be permitted only in areas where sewer and water can be provided by an existing municipal system. If not, then the developer must be required to provide central systems that meet all State and Federal as well as local requirements besides being consistent with the General Land Use Plan. Some small developments will occur in areas where on-site septic systems are to be used. These developments should only be approved for lot sizes that take into account the soil characteristics of the area to preclude them from becoming tomorrow's areas of failing septic systems. Soil characteristics can be determined from the soils maps and with the assistance of the Soil Conservation Service.

The Kent County Sanitary Commission, Inc.

Accomplishment of the goals of the Kent County Comprehensive Water and Sewerage Plan for the towns will depend largely on development pressures and on their individual annexation programs. Responsibility for provision of sewer and water systems to the other areas of the County falls to the Kent County Sanitary District, Inc. or Sanitary Commission.

This three person commission, which is currently operating the Fairlee system, was created by the County Commissioners in 1973 in an effort to provide for organized provision and operation of County systems. The Decisions of the Sanitary Commission should be based on the recommendations of the Comprehensive Water and Sewerage Plan which must be in agreement with the Comprehensive Development Plan.

## SOLID WASTE MANAGEMENT

Kent County, like the remainder of the State of Maryland is currently converting the county dumps into a centralized land fill operation. The Solid Wastes Management Plan for Kent County has recommended that the County establish a central landfill which will be the collection point for all types of waste materials. The Galena and Sharptown dump areas will be closed and converted into trash transfer areas where residential trash will be collected for transfer to the central landfill.

Solid Waste will continue to be a growing problem and will require increased government expenditures as the County's population and solid waste production increase. Current technology is barely able to keep up with the waste problems we are creating. In addition today's landfill may soon be outdated and have to be replaced by another system. Change from landfill to some other means of handling wastes will again increase government expenditures. However, the finite natural resources and assets of the County are worth the costs to preserve.

## REGULATORY ORDINANCES

Planning is a recognized governmental process, operating under the general objectives established by the Maryland Zoning and Planning Enabling Act<sup>1</sup> and regulated locally by the citizens through their elected representatives. The County Planning Commission, as an advisory agency to the County Commissioners, is charged with the duties of developing and maintaining the Comprehensive Plan, administering the legal tools at its disposal for implementing the Plan, and carrying on other activities dealing with town development and improvement.

In order to give public sanction to the Comprehensive Plan, the Planning Commission has available two chief regulatory measures: zoning regulations and subdivision regulations. Enactment and review of these legal tools, and maintenance of administrative procedures for their enforcement, are vital to achieving measurable success from the planning process.

Zoning Regulations

Zoning has proved to be an extremely important public law, capable of shaping the environment of the communities which use it. Its application may be apparent only in small ways, even after years of use. But the shaping will occur and will produce a successful environment, if the law is based on the same wisdom and foresight necessary for preparation of the Comprehensive Plan. In the long run, zoning will be only as effective as public understanding and acceptance of its planning base.

The Comprehensive Plan forms a standard by which periodic applications for change may be judged. Zoning should not be considered an end in itself, but rather as a practical, working, legal device to be used wisely in accomplishing long-range goals. It is only one of several such legal devices.

Zoning, as the word suggests, involves dividing the county into a number of "zones" or districts in which various land use and density controls are enforced. An amount of land is allocated for each major type of urban activity, and standards are set for the use of land in each district. Districts given over to industrial uses are segregated from commercial areas, residential neighborhoods are protected from the invasion of commerce and industry, and a district established for one type of residential building is separated from those with other types and densities of residential use. In each district, limits are imposed on the intensity of development, in order to prevent the overcrowding of buildings and to maintain light, air, and open space.

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<sup>1</sup>Article 66B, Code of Public General Laws of Maryland, Section 21.

By these controls, the zoning ordinance protects the desirable character of development in each district and tends to stabilize real estate values and the community's tax base. By preventing random, haphazard development, zoning regulations assure the most economic provision of municipal services and utilities. Zoning, therefore, becomes the chief legislative and administrative means by which the Comprehensive Plan of the community may be progressively realized.

### The Zoning Ordinance

A zoning ordinance for the county has been prepared as part of the planning program. The ordinance provides for 13 zoning districts-- six residential (including a special district for planned residential communities), three commercial, and four industrial. The ordinance is designed to meet the needs of the county for many years in the future; consequently, it provides for districts which may have limited immediate use.

A most important improvement consists of a new zoning district amp which can be clearly read on section sheets at 1"=600' scale. Perhaps the most significant administrative improvement is the removal of the Planning Commission from review of routine permits and the reservation of its time and energy to rendering advice to the County Commissioners on important matters of county development.

The five basic residential districts in the ordinance cover the spectrum of housing styles and types of development expected in the county and are closely coordinated with the residential classifications shown on the 1985 Land Use Plan. These may be summarized as follows:

<u>Zoning District</u>	<u>Land Use Plan Classification</u>	<u>Minimum Lot Size</u>
R Rural	Rural-Agricultural	Two acres
RR Rural Residential	Rural Residential	One Acre
R-1 Residential	Low Density Residential	One-half acre
R-2 Residential	(Medium to High) ( )	12,500 sq. ft.
R-3 Residential	(Density, Urban)	3,400 sq. ft. (For Apartments)

Three commercial districts, differing substantially in both the uses permitted and the manner of development, are included in the ordinance. The B-1 Neighborhood Business District provides for the development of limited retail shopping and personal service uses to serve the needs of nearby residents. The C-1 General Commercial District permits a wider variety of commercial uses serving a broader segment of the community, and it is generally appropriate for the commercial areas along major thoroughfares, where a mixture of business uses now exist. The third commercial district is a special-

ized one, permitting boating and marine activities of various kinds and designated as the M Marine District which also accommodates some necessary boat sales service and repair as well as seafood processing plants and other water related uses on the shore area.

Four industrial districts are included in the ordinance to meet the town's economic needs. The LI-1 Limited Industrial District provides for development of an "industrial park" area accommodating a select group of industries and a few related commercial uses. LI-2 provides for general light industry and HI-1 for "heavier" industry.

### Subdivision Regulations

Zoning provides the chief regulatory measure for guiding the orderly use of land in conformity with the community's Comprehensive Plan. Subdivision regulations perform a related and important function--guiding the creation of well-planned land developments, by establishing minimum standards for the layout and design of lots and streets and for the construction of improvements in new subdivisions.

Where vacant land is divided into lots and provided with streets and utilities, the town has its best opportunity to obtain the pattern it desires in the future. Once the pattern is set and the plan becomes bricks and mortar, it cannot be modified without great difficulty and expense. Thus, it is in the interest of the individual homeowner, the neighborhood, and the community as a whole, that the process of subdividing land for new development be subject to regulation and control.

The Maryland Zoning and Planning Enabling Act authorizes the application of subdivision controls over all land for which a Major Thoroughfare Plan has been adopted by the governing body of the community. Following adoption of this element of the Comprehensive Plan and approval of the necessary subdivision regulations, no plat of land subdivision within this area may be recorded with the county clerk until it has been approved by the Planning Commission. (The towns in the county which have followed the above procedure have subdivision approval jurisdiction within their corporate limits.)

The proper regulation of land subdivision is of fundamental importance in carrying out the objectives of the Comprehensive Plan. If the standards which are set are too minimal, the nature and stability of the land uses which are developed may be adversely affected. On the other hand, the standards should not be too stringent, or they may discourage or make economically impossible the desirable development and growth of the community.

### The Subdivision Regulations

Subdivision regulations have been in effect in Kent County since September, 1961. As with the original zoning ordinance, the first subdivision ordinance contained most of the elements of good subdivision regulations. The major difficulties which were experienced

stemmed more from administrative problems than from deficiencies in the regulations. Even so, a review of the ordinance and its organization resulted in a decision to draft an entirely new set of regulations. The decision was based partly on the desire to produce regulations which could be fairly uniform in application to both incorporated and unincorporated areas of the county.

The revised subdivision ordinance prepared as part of the planning program contains many of the desirable features of the old ordinance. The ordinance contains standards for the width and alignment of new streets, and specifies that provision be made for major thoroughfares in conformity with the Comprehensive Plan. Standards are spelled out for the size, shape, and arrangement of building lots and blocks. Provision is made for the reservation of land for parks and school sites proposed in the Comprehensive Plan. Requirements for the construction of streets, sidewalks, and sewer and water lines to be provided by the subdivider are also outlined in the ordinance. Most importantly, procedures to be followed in the review process are clearly specified.

#### Other Codes and Ordinances

In addition to zoning and subdivision regulations, there are other codes and ordinances which will play an important part in insuring the quality of future building in the county. These include fire and building codes, plumbing codes, electrical codes, and sanitation, health, and housing codes. All of these should be kept in force and kept current to changing needs of the county.