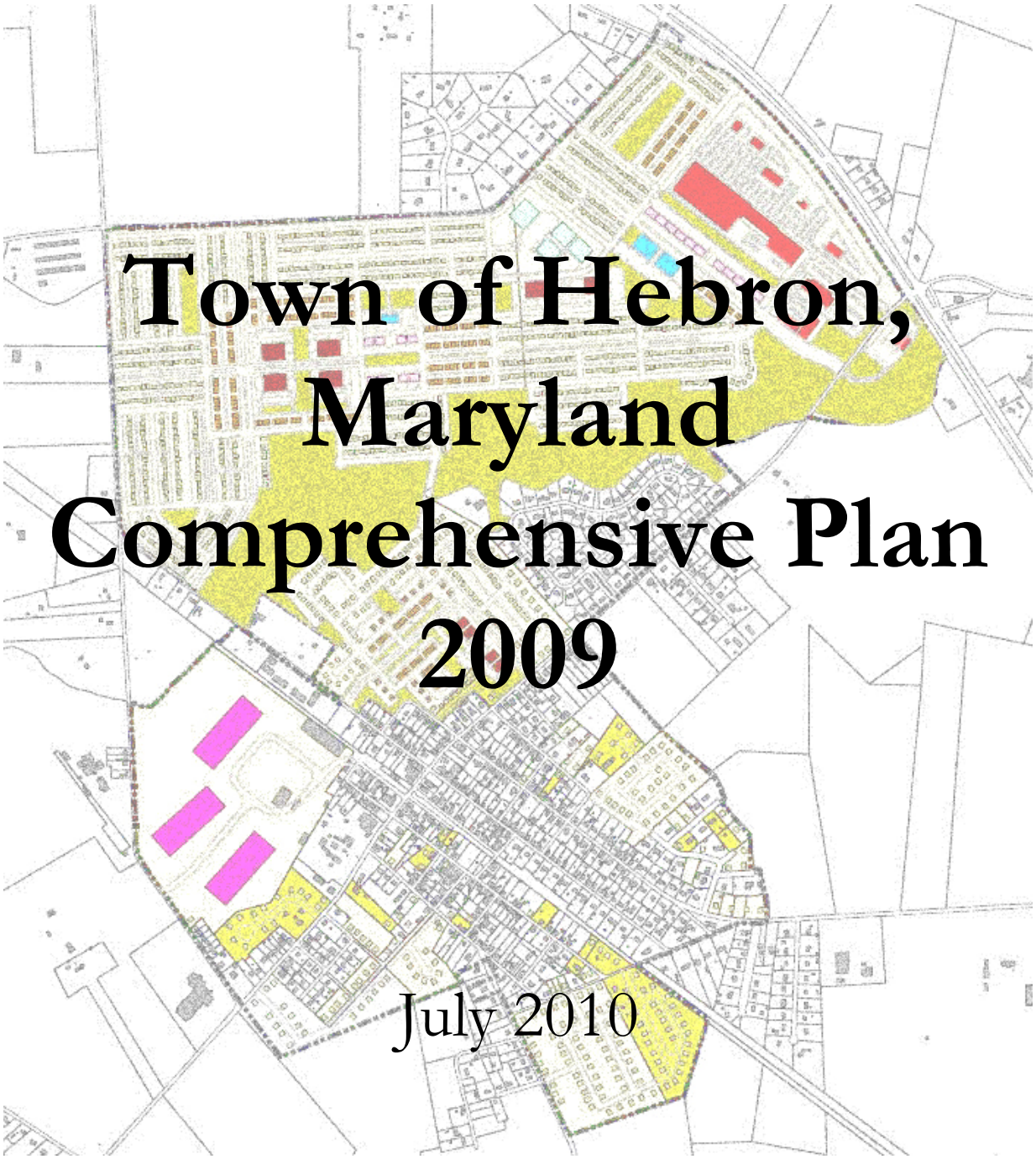

Town of Hebron, Maryland Comprehensive Plan 2009

July 2010

Town of Hebron, Maryland
Comprehensive Plan 2009

The Town of Hebron, Maryland Comprehensive Plan 2009 was adopted by the Commissioners of the Town of Hebron on July 21, 2010. The Town acknowledges the following for their contribution to the preparation of this document.

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Town of Hebron, Maryland
2009 Comprehensive Plan
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Chapter 1 INTRODUCTION

Hebron, Maryland's *Comprehensive Plan 2009* (the Plan) contains the Town of Hebron's official policies concerning future growth of the Town. It is intended to serve as a general guide to public and private development decisions affecting land use, infrastructure and community facilities and services. The Plan provides direction for the preparation of more specific policies, programs, and legislation, such as zoning and subdivision regulations, and other actions which implement the growth policies set forth herein.

The Plan is comprised of several major elements that form an integrated, unified document for guiding future growth and development. As a policy document it is general, comprehensive, and long range in nature. It is comprehensive in that it encompasses the entire geographic area of the Town and includes all functional elements that bear upon its physical development, such as transportation, land use, and community facilities. It is general in that it summarizes policies and proposals but does not establish detailed regulations. It is long range in that it looks beyond current issues to problems and opportunities related to future growth over the next twenty years and beyond.

THE FRAMEWORK FOR PLANNING

As Hebron and the surrounding environs grow and change over the next twenty years, this Comprehensive Plan will serve as a guide for making public and private decisions regarding the Town's growth and development. This Plan presents a future vision of Hebron into the year 2030 along with recommendations for bringing that vision to fruition. The ideas of the Plan are a distillation of the community's many desires, tempered by what seems feasible and reasonable. This Plan is not intended to be a static document. It will be reviewed and updated periodically to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

Hebron is a special place with a unique character, culture, and history that distinguishes this community from other towns throughout the country. This Comprehensive Plan particularly addresses the preservation and enhancement of these special qualities and that distinctive sense of place felt by the citizens who live and work here. This sense of uniqueness and pride of place are the guiding forces and strongest motivation for those who have contributed to the preparation of this document.

LEGAL BASIS FOR COMPREHENSIVE PLANNING

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

- A statement of goals and objectives, principles, policies, and standards;
- A land use plan element;
- A transportation plan element;
- A community facilities plan element;
- A Water Resources Element;
- A Municipal Growth Element;
- A Sensitive Areas Element;
- A mineral resources plan element, if current geological information is available;
- An element which shall contain the Planning Commission's recommended actions to implement the plan; and
- Other elements, such as a community renewal, housing, conservation, and natural resources, at the discretion of the Commission.

The context for planning in the Town of Hebron must also take into consideration the role that the Town will play in implementing the overall growth management policies established by the State of Maryland in the Planning Act of 1992 as amended. These policies, stated as "Visions" for the future, are:

1. Quality of life and sustainability: a high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment;

2. Public participation: citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals;

3. Growth areas: growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers;

4. Community design: compact, mixed–use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources;

5. Infrastructure: growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner;

6. Transportation: a well–maintained, multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers;

7. Housing: a range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes;

8. Economic development: economic development and natural resource–based businesses that promote employment opportunities for all income levels within the capacity of the state's natural resources, public services, and public facilities are encouraged;

9. Environmental protection: land and water resources, including the Chesapeake and Coastal Bays, are carefully managed to restore and maintain healthy air and water, natural systems, and living resources;

10. Resource conservation: waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved;

11. Stewardship: government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection; and

12. Implementation: strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure, and transportation are integrated across the local, regional, state, and interstate levels to achieve these visions.

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

- Streams and stream buffers,
- 100-year floodplains,
- Endangered species habitats,
- Steep slopes,
- Other sensitive areas that the Town wants to protect from the adverse impacts of development, and
- agricultural and forest lands intended for resource protection and conservation.

COMPONENTS OF A GROWTH MANAGEMENT PROGRAM

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

- Hebron Zoning Ordinance
- Subdivision Ordinance
- Capital Improvements Budget
- Sewer and Water Facilities Plans

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

HOUSE BILL 1141

Significant changes to the Town have occurred in the last decade or so. One significant change is that Hebron annexed over 425 acres, including one annexation of nearly 400 acres. The Town's borders now extend to US Route 50. The Planning Commission is currently considering development concepts potentially involving over 1,400 residential units and several hundred thousand square feet of retail commercial, business, and office space. Growth of this magnitude will require major upgrades of the existing water and sewer facilities, which currently have limited excess capacity.

When considered in the context of the existing Town area, population, built environment and community facilities and services, these developments represent potentially dramatic changes for the Town. Growth of this scale will present both challenges and opportunities to the Town and the County that will need to be addressed in the Plan and elsewhere.

House Bill 1141, established additional substantive and procedural requirements for municipalities preparing comprehensive plans. Among other requirements the planning process must address the following:

- A municipal growth element that examines the interrelationships among land use, population and housing growth, and their impacts on public facilities and services.

- A growth element that specifies where Hebron intends to grow outside its existing corporate limits and discusses how the Town intends to address service, infrastructure, and environmental protection needs for the growth area and surrounding environs.

- A water resources plan elements that identify drinking water and other water resources to meet current and future needs and suitable water and land areas to receive stormwater and wastewater derived from development.

- The Town must consult with Wicomico County when developing a municipal growth element. Prior to approving the Town's growth element, the Town must provide a copy of the growth element to the County, accept comments from the County on the growth element, meet and confer with the County regarding the growth element, and on request of either party engage in mediation to facilitate agreement on a growth element.

- In order for land annexed after September 30, 2006 to qualify for State assistance as a Priority Funding Area, the Town must complete an analysis of land capacity available for development, including infill and redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with its plan.

- The bill gives affected local governments until October 1, 2009 to update their comprehensive master plans to include these and other elements required by existing law with the possibility of one to two six-month extensions for good cause. Local governments that have not updated their plans by that time may not change the zoning classification of a property until their updates are complete.

- The Town must develop and share with other planning agencies an annexation plan that is consistent with its growth element in the comprehensive master plan.

House Bill 1141 also requires the Department of the Environment to provide technical assistance to a local government regarding the development of a water resources

element. The Department of Planning also is required to provide technical assistance to a municipality regarding the development of a municipal growth element. HB 1141 encourages municipalities and counties to participate in joint planning processes and agreements.

House Bill 1141 changes the current law that allows Wicomico County to delay for 5 years in a newly annexed area land uses under a proposed municipal zoning designation that are substantially different from the land uses specified for the annexed area in a county comprehensive plan. Instead the standard will be whether a substantial difference exists between the land uses and densities permitted under the proposed Town zoning and the land uses for the annexed area and densities permitted under the current county zoning for the annexed area. Specifically Article 23 A, Annotated Code of Maryland states, the Town may not, "permit development of the annexed land for land uses substantially different than the use authorized, or at a substantially higher, not to exceed 50%, density than could be granted for the proposed development, in accordance with the zoning classification of the county applicable at the time of the annexation without the express approval of the board of county commissioners or county council of the county in which the municipality is located." Article 23A also states that if the county expressly approves, the municipality, without regard to the provisions of article 66b, § 4.05(a) of the code, may place the annexed land in a zoning classification that permits a land use [substantially] or density different from the land use [for the land] or density specified in the [current and duly adopted master plan or general plan] zoning classification of the county or agency having planning and zoning jurisdiction over the land prior to its annexation applicable at the time of the annexation.

Chapter 2 COMMUNITY PROFILE

SOCIO-ECONOMIC CHARACTERISTICS

Population Trends

In 2000, Hebron had a population of 807, an increase of 21.4 percent over 1990. This growth was a significant change in trend over the past several decades when the Town saw little or negative growth from decade to decade and an overall decline in population of about 17 percent between 1930 and 1990.

Table 1 summarizes the changes in population for various periods from 1930 through 2000. Annexation of an adjacent subdivision accounted for most of the growth between 1970 and 1980. Factors which seemed to account for Hebron's decrease in population were the decline of the railroad, deaths, and out-migration of inhabitants caused by the lack of a public sewer and the long-standing problem of failing septic systems. The installation of a Town sewer system in the 1990s was predicted to change the negative trend in population, and as the 2000 population figure indicates, that prediction was accurate.

Table 1- Population Trends 1930 to 2000, Hebron, Maryland

	1930	1940	1950	1960	1970	1980	1990	2000
Population	805	804	723	754	705	714	665	807
% Change From Previous Period		-0.1%	-10.1%	4.3%	-6.5%	1.3%	-6.9%	21.4%

Source: U.S. Census 2000 Census

Sex, Race, and Hispanic Origin

The race and gender characteristics of the population changed only slightly between 1990 and 2000. Over half of the population of Hebron (51 percent) were female in 2000 (see Table 2), a small decrease from 1990, when 52 percent of the population was female. About 12 percent of the population was black in 2000, a small increase from the 10 percent figure of 1990. None of the population was of Hispanic origin in 1990, but in 2000 Hispanics, as well as Asian/Pacific Islanders and American Indian/Eskimo/Aleuts were present in the population, albeit in small numbers.

Table 2 - Sex, Race and Hispanic Origin 2000, Hebron, Maryland

	Number	Percent
All Persons	807	
SEX		
Male	394	49%
Female	413	51%
RACE		
White	695	86%
Black	94	12%
American Indian, Eskimo, or Aleut	1	0.12%
Asian or Pacific Islander	4	0.50%
Other Race	5	0.62%
Ethnicity – Hispanic or Latino		
Hispanic or Latino (of any race)	5	0.62%

Source: 2000 Census

Age Distribution

The age distribution of Hebron's population is comparable with only slight differences to that of the County (see Table 3). Noticeable differences can be seen in the 5 to 14 categories. The median age of the Hebron population is 32.2, a decrease from the median age in 1990, of 34.6. Hebron's median age is a few years younger than the County's median age, of 35.8. Interestingly, while Hebron's median age decreased about 7 percent between 1990 and 2000, the County's median age increased about 8 percent during the same period (from 33.2 to 35.8 years old).

Table 3 - Population by Age – 2000 Hebron and Wicomico County, Maryland

	Hebron Persons	Wicomico Persons	Hebron Percent	Wicomico Percent
Total population	807	84,644		
Under 5 years	57	5,317	7%	6%
5 to 9 years	78	5,930	10%	7%
10 to 14 years	80	6,083	10%	7%
15 to 19 years	45	6,826	6%	8%
20 to 24 years	54	6,808	7%	8%
25 to 29 years	53	4,878	7%	6%
30 to 34 years	75	5,486	9%	6%
35 to 39 years	60	6,535	7%	8%
40 to 44 years	57	6,843	7%	8%
45 to 49 years	62	6,161	8%	7%
50 to 54 years	30	5,444	4%	6%
55 to 59 years	33	4,315	4%	5%
60 to 64 years	37	3,195	5%	4%

	Hebron Persons	Wicomico Persons	Hebron Percent	Wicomico Percent
65 to 69 years	33	3,032	4%	4%
70 to 74 years	26	2,860	3%	3%
75 to 79 years	20	2,301	2%	3%
80 to 84 years	3	1,441	0%	2%
85 to 89 years	2	787	0%	1%
90 years and over	2	402	0%	0%

Source: U.S. Census 2000 Census

Family Characteristics

Hebron has a higher percentage of family households and married couple households than the County (see Table 4). At the same time, Hebron has a lower percentage of householders living alone and householders 65 years and over. Hebron's average household size and average family size are both slightly larger than the County's.

Educational Attainment

The level of educational attainment in Hebron is comparable to that of the County (see Table 5). The notable exception is the percent of high school graduates, which is about two thirds higher for Hebron than it is for the County. This is a significant change from 1990, when the percentage of those who did not finish high school was about a third higher for Hebron than it was for the County. As it was in 1990 the percentage of the population that achieved a bachelor's degree or higher is lower for Hebron than the County in 2000, although by a smaller margin.

Table 4 - Household and Family Characteristics – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Percent Of Households	Hebron	Percent Of Households
Persons in Households	81,500		807	
All Households	32,218		299	
Family Households	21,781	68%	230	77%
Married Couple Family	15,854	49%	167	56%
Non-family Households	5,927	18%	61	20%
Householders Living Alone	8,001	25%	56	19%
Householders 65 years and over	6,922	21%	61	20%
Average Household Size	2.53		2.70	
Average Family Size	3.00		3.01	

Source: U. S. Census 2000 Census

Table 5 - Educational Attainment – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Percent	Hebron	Percent
Population 25 years and over	53,521		484	
Less than 5th grade	793	1%	4	1%
5th to 8th grade	2,397	4%	13	3%
9th to 12th grade, no diploma	7,149	13%	50	10%
High school graduate (incl. equivalency)	18,396	34%	258	53%
Some college credit, less than 1 year	3,644	7%	35	7%
1 or more years of college, no degree	6,732	13%	56	12%
Associate degree	2,692	5%	13	3%
Bachelor's degree	7326	14%	42	9%
Master's degree	2,899	5%	10	2%
Professional degree	942	2%	1	0%
Doctorate degree	551	1%	2	0%

Source: U.S. Census 2000 Census

Employment and Labor Force Characteristics

In the decade between 1990 and 2000, Hebron's baseline employment statistics improved significantly. In 1990, the percentage of people in the labor force was almost equal to that of Wicomico County, while in 2000, the percentage of people in the labor force in Hebron was higher than in Wicomico County (see Table 6). The percentage of unemployed in the labor force was higher in Hebron than in the County in 1990, but by 2000 Hebron had a lower percentage of unemployed in the labor force than the County.

Table 6 - Employment and Unemployment – 2000, Hebron and Wicomico County, Maryland

	Wicomico 1990	Hebron 1990	Wicomico 2000	Hebron 2000
Persons 16 years and over	57,915	521	44,815	411
Percent in Labor Force	68%	69%	68%	74%
Civilian Labor Force	39,082	360	44,683	411
Percent Unemployed	5%	8%	3.7%	3.6%

Source: U.S. Census 2000 Census

The Town of Hebron exceeded the County figures in the percentage of employment in the categories of construction, wholesale trade, "other services", and information (see Table 7). In most of the other categories the Town and the County had nearly equal distributions of employment, with the exception of "arts, entertainment, recreation, accommodation, and food services". The percentage of people employed in this category in the County is more than four times the percentage in Hebron.

Table 7 - Industry of Employment – 2000, Hebron and Wicomico County, Maryland

Industry	Wicomico	Percent	Hebron	Percent
Employed civilian population 16 years and over	42,211		391	
Agriculture, forestry, fishing and hunting, and mining	937	2%	9	2%
Mining	15	0%	0	0%
Construction	3,046	7%	52	13%
Manufacturing	6,130	15%	59	15%
Wholesale trade	1,617	4%	30	8%
Retail trade	5,211	12%	47	12%
Transportation and warehousing, and utilities	1,823	4%	12	3%
Information	1,095	3%	14	4%
Finance, insurance, real estate, and rental and leasing	1,907	5%	14	4%
Professional, scientific, management, administrative, and waste management services	2,437	6%	23	6%
Educational, health, and social services	10,176	24%	77	20%
Arts, entertainment, recreation, accommodation, and food services	3,612	9%	9	2%
Other services (except public administration)	1,866	4%	26	7%
Public administration	2,354	6%	19	5%

Source: U.S. Census 2000 Census

Income and Poverty

In 1999, the median household income for Hebron was $36,750, about 6 percent lower than the County's median household income. Since 1989, Hebron has narrowed the gap between Town and County median household income by 2 percent (see Table 8).

In 1999, the Town and County are nearly even in household income distribution with the exception of the $60,000 to $74,999 category, where Hebron leads the County by 7 percent, and the $75,000 to $99,999 category, where the County leads Hebron by 4 percent. In 1999, approximately 13 percent of all persons and 10 percent of all families in Hebron were listed as having incomes below poverty (Note: as a measure of "poverty" the 1999 threshold for a 3-person family with one member under age 18 was $13,410)

Table 8 - Household Income 1999, Hebron and Wicomico County, Maryland

	Wicomico	Hebron	Percent Wicomico	Percent Hebron	Cumulative Percent Wicomico	Cumulative Percent Hebron
Total Households	32,231	287				
Less than $10,000	2,886	17	9%	6%	9%	6%
$10,000 to $14,999	2,387	20	7%	7%	16%	13%
$15,000 to $19,999	2,364	12	7%	4%	24%	17%
$20,000 to $24,999	2,406	25	7%	9%	31%	26%
$25,000 to $29,999	2,176	30	7%	10%	38%	36%
$30,000 to $34,999	2,275	29	7%	10%	45%	46%
$35,000 to $39,999	1,965	20	6%	7%	51%	53%
$40,000 to $44,999	1,881	21	6%	7%	57%	61%
$45,000 to $49,999	1,934	20	6%	7%	63%	68%
$50,000 to $59,999	3,102	23	10%	8%	73%	76%
$60,000 to $74,999	3,247	48	10%	17%	83%	92%
$75,000 to $99,999	2,914	15	9%	5%	92%	98%
$100,000 to $124,999	1,304	3	4%	1%	96%	99%
$125,000 to $149,999	505	2	2%	1%	97%	99%
$150,000 to $199,999	456	2	1%	1%	99%	100%
$200,000 or more	429	0	1%	0%	100%	100%
Median income (dollars)	$39,035	$36,750				
Mean income (dollars)	$49,623	$41,680				

Source: U.S. Census 2000 Census

Housing Characteristics

The housing stock in Hebron is generally older than that of the County (see Table 9). A little over 40 percent of the housing units in Hebron were built before 1939 as compared to 12 percent for the County. The median built date of homes in Hebron was 1950, compared to 1975 for the County. These statistics indicate that emphasis should be placed on housing rehabilitation, replacement, and maintenance programs.

In 2000, almost the entire owner-occupied housing stock in Hebron, 99 percent, was detached single-family units (see Table 10). This number is slightly higher than in 1990, when 95 percent of all owner-occupied housing units were single-family detached homes. The remaining owner-occupied housing units (3) are mobile homes. Single-family detached homes comprise the majority of the renter-occupied housing stock as well, a little over 90 percent. However, the renter-occupied housing stock also includes one duplex unit and two buildings of 20-units or more, in addition to five mobile homes, which provide more choices for renters than for home buyers.

In 1990, Hebron had almost 10 percent more homeowners than Wicomico County and a higher number of vacant housing units (see Table 11). The vacancy rate for rental units in Hebron was substantially higher than that of homeowner units, and the vacancy rate for both homeowner and rental units was higher in Hebron than in the County.

Hebron's housing stock, despite being significantly older than the County's, is better equipped with kitchen and plumbing facilities than is the County's housing stock and has fewer units without these facilities than the County (see Table 12).

Table 9 - Tenure by Year Structure Built – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Percent	Hebron	Percent
Owner-occupied housing units	21,413	100%	221	100%
Built 1999 to March 2000	544	3%	3	1%
Built 1995 to 1998	1,889	9%	5	2%
Built 1990 to 1994	2,530	12%	9	4%
Built 1980 to 1989	4,012	19%	21	10%
Built 1970 to 1979	3,760	18%	14	6%
Built 1960 to 1969	2,468	12%	18	8%
Built 1950 to 1959	2,428	11%	40	18%
Built 1940 to 1949	1,205	6%	21	10%
Built 1939 or earlier	2,577	12%	90	41%
Median	1975	--	1950	- -
Renter-occupied housing units	10,805	100%	86	100%
Built 1999 to March 2000	79	1%	0	0%
Built 1995 to 1998	721	7%	6	7%
Built 1990 to 1994	960	9%	4	5%
Built 1980 to 1989	1,806	17%	4	5%
Built 1970 to 1979	2,301	21%	19	22%
Built 1960 to 1969	1,485	14%	2	2%
Built 1950 to 1959	1,277	12%	8	9%
Built 1940 to 1949	839	8%	9	11%
Built 1939 or earlier	1,337	12%	34	40%
Median	1972		1950	

Source: U. S. Census 2000 Census

Table 10 - Structural Characteristics – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Percent	Hebron	Percent
Owner-occupied housing units	21,413	100%	221	100%
1, detached	18,776	88%	218	99%
1, attached	451	2%	0	0%
2	88	0%	0	0%
3 or 4	30	0%	0	0%
5 or more	194	1%	0	0%
Mobile home	1,869	9%	3	1%
Boat, RV, van, etc	5	0%	0	0%
Renter-occupied housing units	10,805	100%	86	100%
1, detached	4,801	44%	78	91%
1, attached	564	5%	0	0%
2	812	8%	1	1%
3 or 4	735	7%	0	0%
5 to 9	1,267	12%	0	0%
Renter-occupied housing units (contd)				
10 to 19	1,430	13%	0	0%
20 to 49	231	2%	0	0%
50 or more	440	4%	2	2%
Mobile home	525	5%	5	6%
Boat, RV, van, etc	0	0%	0	0%

Source: U. S. Census 2000 Census

Table 11 - Housing Tenure and Vacancy – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Percent	Hebron	Percent
Total Housing Units	34,401		325	
Occupied housing units	32,218	100%	299	100%
Owner-occupied housing units	21,419	67%	223	75%
Renter-occupied housing units	10,799	34%	76	25%
Vacant Housing Units	2,183	7%	26	9%
Vacancy Rate				
- Home Owner Units		1.5%		2.6%
- Rental Units		4.6%		10.6%

Source: U. S. Census 2000 Census

Table 12 - Structural, Plumbing and Equipment Characteristics – 2000, Hebron and Wicomico County, Maryland

	Wicomico	Hebron
All housing Units	34,401	333
Lacking complete plumbing facilities	0.5%	0.3%
Lacking complete kitchen facilities	0.9%	0.3%

Source: U. S. Census 2000 Census

Among Census-selected owner-occupied housing in Hebron, approximately 78 percent is valued at $60,000 or higher, as compared to 89 percent in Wicomico County. Within that group, 15 percent is valued at over $100,000 in Hebron, and 52 percent is valued at over $100,000 in the County (see Table 13).

Table 13 - Value of Selected Owner Occupied Housing – 2000, Hebron and Wicomico County, Maryland

Specified Units	17,564	100%	203	100%
	Wicomico	Percent	Hebron	Percent
Less than $10,000	8	0%	0	0%
$10,000 to $14,999	9	0%	0	0%
$15,000 to $19,999	45	0%	0	0%
$20,000 to $24,999	47	0%	4	2%
$25,000 to $29,999	77	0%	0	0%
$30,000 to $34,999	205	1%	1	1%
$35,000 to $39,999	222	1%	0	0%
$40,000 to $49,999	669	4%	22	11%
$50,000 to $59,999	860	5%	18	9%
$60,000 to $69,999	1,610	9%	43	21%
$70,000 to $79,999	1,772	10%	33	16%
$80,000 to $89,999	2,453	14%	32	16%
$90,000 to $99,999	1,788	10%	27	13%
$100,000 to $124,999	2,485	14%	12	6%
$125,000 to $149,999	1,689	10%	6	3%
$150,000 to $174,999	1,528	9%	2	1%
$175,000 to $199,999	655	4%	0	0%
$200,000 to $249,999	789	5%	0	0%
$250,000 to $299,999	291	2%	0	0%
$300,000 to $399,999	181	1%	0	0%
$400,000 to $499,999	70	0%	0	0%
$500,000 to $749,999	89	1%	0	0%
$750,000 to $999,999	13	0%	0	0%
$1,000,000 or more	9	0%	3	2%
Median (dollars)	$94,500		$74,100	

Source: U.S. Census 2000 Census

Chapter 3 GOALS AND OBJECTIVES

The establishment of Goals and Objectives is a fundamental step in preparing plans, policies, and programs for guiding development. These statements are an integral part of the public planning process because, once established, they represent the overall growth philosophy of the Town.

Goals and Objectives provide broad direction for guiding both public actions and private activities in addressing a variety of land use activities related to growth. They establish a public policy framework for evaluating specific proposals to meet the needs of local residents while at the same time attempting to preserve the Town's existing positive characteristics and environmental attributes. As conditions change, specific development proposals can be more consistently evaluated when compared with an established set of public policies.

In order to promote the general welfare and safety of all Town residents, the following Goals and Objectives have been established to serve as a framework for preparing specific plans and policies for guiding the development activities in Hebron.

GOALS

Goals are statements summarizing the general philosophy of the Town towards growth and related development activities. They provide direction for ensuring that development will be financially sound, environmentally sensitive, and least disruptive to existing Town residents.

The purpose of this Plan is to act as a guide for the long term development of Hebron, in order to foster a comfortable living environment for the residents of Hebron while at the same time encouraging sufficient growth in residential and non-residential uses to increase property values, provide employment, and provide for the needs of the existing and future Town residents. The Plan recognizes the need for increased employment opportunities and the need to promote commercial and limited industrial development within or near Hebron, but only to the extent that such uses will not impair or degrade the existing primary use of Hebron, which is residential. With this purpose in mind, the key objectives of this Plan are:

- Preserve and protect existing residential areas from being adversely affected by traffic and by commercial and industrial uses or activities.

- Provide for the efficient movement of people and goods in and around Hebron with minimal adverse affect on Town residents.

- Promote the best and most efficient use of land for residential, commercial, and industrial development and preservation of natural open spaces and recreational areas for the benefit of the residents.

- Ensure adequate public facilities and services to meet the needs of present and future Town residents.

Overall Development Concept Principles

The following broad principles complement the overall goals for the Town and further illustrate the growth management and development concept the Town is pursuing.

- Facilitate the efficient delivery of public and private services.

This principle recognizes that the cost effective delivery of public and private services requires that the users of these services be concentrated in areas where they may be most easily served.

- Integrate land use and transportation.

This principle considers the relationship of future development to the various modes of transportation in the Town in order to maintain and promote their most effective use of existing facilities and to strengthen the Town's role as a population center.

- Respect the significant natural environment of the Hebron area.

This principle recognizes that the health, safety, and general welfare of County and Town residents depends upon the proper functioning of natural systems, and that the quality of life to which residents are accustomed relies, in large measure, on the prudent use and protection of our natural systems. This principal also recognizes the Vision from the Planning Act of 1992, namely that government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.

- Promote the development of the existing community and preserve the rural heritage in designated surrounding rural transition/greenbelt areas.

This principle recognizes qualities, such as civic pride and cultural heritage, which cannot be measured in statistical terms. The growth and protection of the existing town center lifestyle of Hebron is important to promote social cohesion in the community. At the

same time, the Town recognizes that the qualities of the surrounding rural setting contribute to its unique identity and that land use changes here can have a significant effect on the Town's character.

- Preserve significant historic areas and structures

This principle recognizes that there are significant historic areas, features, and structures in the County and Hebron that form an integral part of its overall attractiveness. As future development activities intensify, it is important for the image of the Town to protect and retain these features. New development should not destroy the historic attributes which are visual remnants of the Town's past.

Plan Goals

Municipal Growth Goals

- Ensure development is consistent with the overall growth goals and objectives of the 2009 *Comprehensive Plan***.**

Land Use Goals

- Maintain and create desirable residential (home) environments for all residents of Hebron.

- Encourage development of new, well-designed, and properly located commercial facilities, and maintenance and revitalization of existing commercial uses.

- Utilize the unique location advantage of the Town near the U.S. 50 corridor for development that will increase employment opportunities and expand the assessable base of the Town.

Natural Resources Goals

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

- Maintain and protect an adequate and safe water supply to serve current and future residents of Hebron.

- Preserve the natural resources and features of Hebron and the surrounding environs to ensure a balance between development and the need to protect natural resources or features.

Transportation Goals

- Ensure the safe and efficient movement of goods and people.
- Reduce dependence on auto use, especially drive-alone vehicle use during the morning and evening commute hours.
- Achieve efficient use of energy in transportation.
- Coordinate transportation decisions regionally and locally.

Community Facilities Goal

- Provide an appropriate array of community facilities and services required to maintain the health, safety, and welfare of the residents of Hebron.

Implementation Goal

- Establish an effective set of regulatory and program activities that will ensure achievement of the goals, objectives, and policies set forth in the Plan.

THE TOWN VISION

The Town of Hebron endorses the "Visions" statement in the 1992 Planning Act particularly that growth is concentrated in existing population and business centers or growth areas adjacent to these centers. Hebron also recognizes that areas designated for growth must provide quality neighborhoods that are places where people want to live.

The purpose of establishing goals for the community is to set a path toward a vision for the future of Hebron as a place where people want to live. That following vision, although ambitious, describes the community outlook on the future.

> The Town of Hebron will be a vibrant community where people want to live. This role will be reinforced by pedestrian-oriented streetscapes, livable and affordable neighborhoods, and safe and meaningful town life.
>
> Hebron will accommodate growth in a sustainable manner. A sustainable community is one that meets the needs of the present generation without compromising the ability of future generations to meet their own needs.

Decades of commitment to this philosophy will pay off by maintaining Wicomico County's and Hebron's environment, healthy economic base, and healthy social and cultural systems. Hebron will view every major decision in light of the consideration, "How will this affect not just us, today, but the next generations? Are we moving toward a pattern of living that can be sustained indefinitely?"

The Town's fine new homes will fit nicely with our fine older neighborhoods. And they will be just as satisfactory as places to live. People will still know their neighbors, talking over the fence about kids, politics, gardening, sports, etc. They will look out for each other. Neighborhoods will still be safe places to raise families, and good places to grow old.

The neighborhoods in Hebron will offer housing for people of all ages and incomes. Older neighborhoods will be rejuvenated as historic homes are renovated and attractive new homes replace deteriorating structures or are built on infill sites. Existing houses and other structures will be well maintained.

Historic resources will be valued and preserved. Historic buildings will be adapted to new uses, as opposed to being torn down. New development will be designed to complement historic buildings, rather than clash with them. All citizens, young and old, will be able to see the reminders of the community's heritage, and take pride in it.

New development will fit in comfortably with existing neighborhoods. The qualities of neighborhoods that brought people to live in them will be respected and protected. Even though some parts of the area will be set aside for the healthy bustle of commerce, residential areas will remain calm, buffered by natural features, landscaping, or other means.

Trees of all kinds and sizes will be growing in all parts of the Town. Deciduous trees in the Town will mark the seasons, connecting us visually with the passage of time. Graceful branches will arch over busy thoroughfares and quiet residential streets. Shady areas will welcome citizens on a summer's day and provide shelter from the rain. These trees will help ensure that the Hebron Town Center of the future will remain a most livable area.

With more people living in the County, there will be more traffic on the roads. But because there will be alternatives to the auto, traffic will not be unbearable. The auto will still be with us, but it will not dominate our communities. Major roads will be designed to be more than just barren strips of asphalt, crowded with rushing cars and trucks. They will be stately, tree-lined entry-ways into Town.

Our Town will be known for healthy neighborhoods connected to one another by quiet streets with street trees, sidewalks, and trails. Residents will wander across them to drop in on neighbors. Connected neighborhoods will be less isolated. There will be a greater sense of membership in the larger community. Streets, large and small, will accommodate pedestrians and bicyclists in safety and comfort.

Not every corner of the Town can support development. Places with critical environmental limitations and sensitive areas — such as wetlands, floodplains, and steep slopes — will be off-limits to development. All development will incorporate appropriate measures to minimize environmental impacts. With environmental limitations directing our actions, new development will be more cost-efficient than it otherwise would be.

Continual efforts to repair our environmental damage from earlier development will also show great benefit. Improved stormwater management, less polluting vehicles, reduced garbage output per person, an ethic of resource conservation, and other advances will pay off. In spite of our increased population, the County's air and water will be cleaner than they are today. Seafood production and harvesting in the Chesapeake Bay will have returned to its former abundance, with all able to enjoy the oysters, rockfish, and other once threatened species of the Bay estuary.

Providing parks for the neighborhoods will help to awaken a new neighborhood spirit in our Town. Our parks will provide for both active and passive recreational pursuits, with playground equipment, basketball hoops, tennis courts, play areas, horseshoe pits, picnic tables, and shelters. There will be places for children and adults to play, and quiet places to just relax on a sunny day. They will become the focal point of every neighborhood.

Wicomico County and Hebron will be an increasingly united community that solves problems through full communications and community decision making. The County and the Town will work closely with each other in implementing solutions to common problems. Neighborhood groups will take an intimate role in planning and decision making affecting their neighborhoods. County-wide interest groups will be closely involved as well. Each segment of the community will understand the larger picture and help determine the best interests of the whole.

In order to grow gracefully and remain a healthy and desirable community, tomorrow's growth must also be accompanied by improved amenities for town life. We must develop our park system. We must have more beautiful streets, not just more asphalt and concrete. We must preserve enough wildlife habitat

to allow diverse native species to survive. Our community will have to invest more of its resources into our traditional capital facilities: our streets, stormwater facilities, and parks. It will be difficult to strike the right balance.

The vision is an ambitious one. But if we work together — the public sector, neighborhood groups, businesses, and individuals — with effort and dedication, we can achieve it.

Chapter 4 LAND USE PLAN

INTRODUCTION

The future growth and development of Hebron will be affected by several internal and external influences. It will be to Hebron's advantage to recognize trends and develop policies which make the most of and reflect these influences. These influences include:

- US 50 will play an important role in the future of Hebron as will the growth of Salisbury, Cambridge, and Ocean City which will continue as focal points of growth on the Eastern Shore. Hebron's easy access to Route 50 will permit residents of the Town of Hebron reasonable easy commuting to work in Salisbury, Cambridge, or Ocean City.

- There is recognition by farmers and others at state and local levels that policies and land use restrictions are needed to prevent loss of usable farmland to urban development. Future development policies and land use decisions by the County will increasingly reflect this growing concern and development will be encouraged to occur in or adjacent to existing urban areas and small towns.

- Although there are federal and state programs to supplement financing of public facilities, for the most part these facilities will be financed through local taxes, fees, and user charges. Therefore, the Town will need to ensure that adequate public facilities and services are available or will be available when needed to maintain appropriate levels of service to existing uses and meet the needs of future population. Further, the Town will need to carefully consider the financial feasibility of expanding services while ensuring that costs are equitably distributed among those benefiting.

- There is a national trend, at present, towards growth in small towns. This trend is expected to continue in the future and Hebron should benefit as people seek a quieter and more rural way of life.

These influences, taken together with consideration of existing land use, the extent of public facilities, and the goals and objectives of the people of Hebron, were all considered in the design of this Land Use Plan.

EXISTING LAND USE

Between 1990 and 1995 Hebron's size increased from approximately 256 acres to 337 acres. More recent annexations increased the corporate area of the Town to approximately 832 acres. As a result of recent annexations the mix of land use types has been changed dramatically since the 1998 Comprehensive Plan when the dominant land use category was residential (63.74 percent of the Town at that time).

Today the dominant existing land use categories are undeveloped land, i.e., agriculture and open land (see Map 1). Together these two categories account for 70 percent of the land area of the Town (see Table 14).

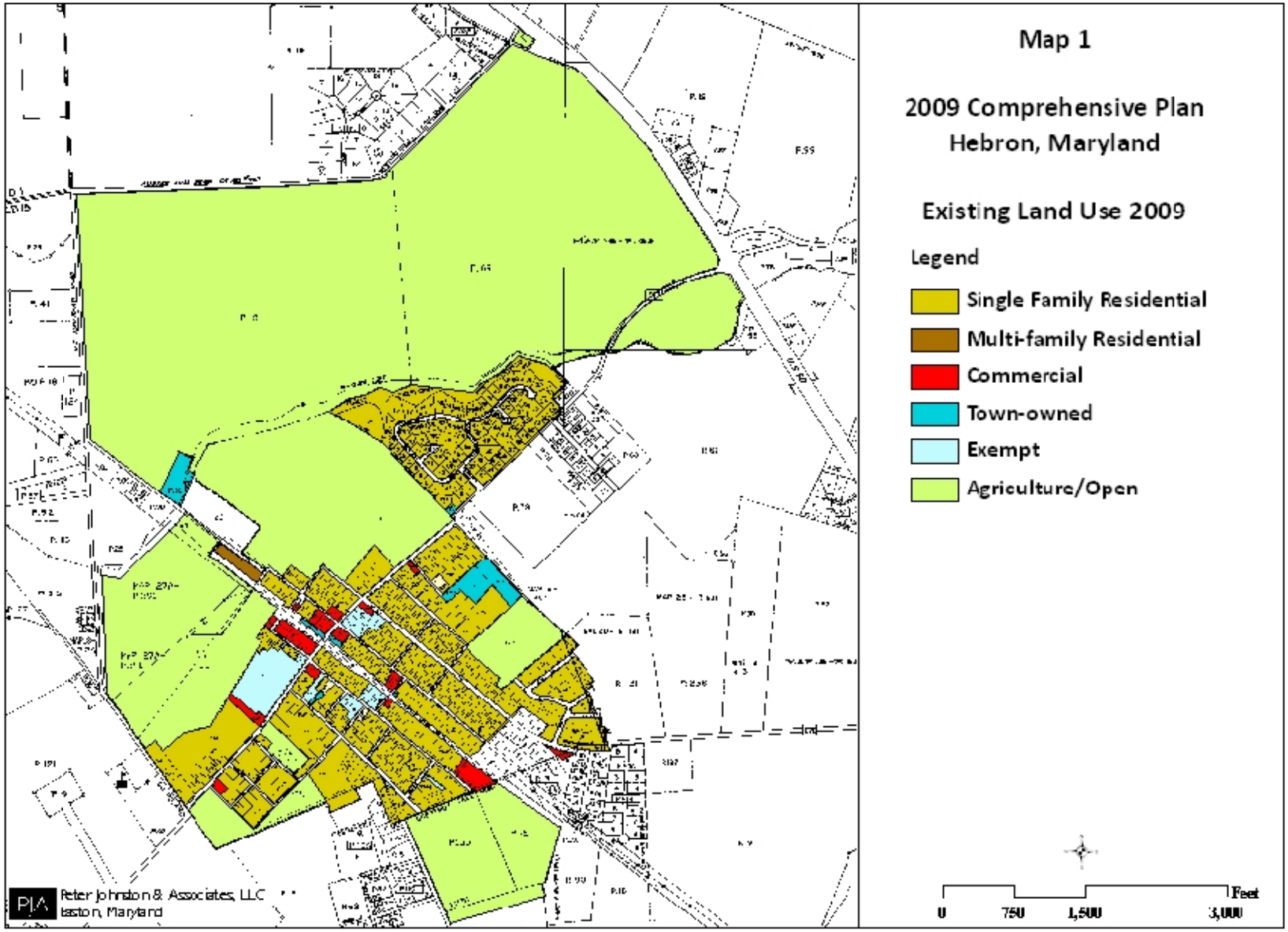
Table 14 - Existing Land Use Summary - 2009

Land Use	Acres	Percent
Residential	174	20.91%
Commercial	7	0.84%
Agriculture/Open	601	72.24%
Public	8	0.96%
Exempt	12	1.44%
Vacant	1	0.12%
Other*	29	3.49%
Total	832	100.00%

* Includes streets, roads and other rights-of-way
Source: Maryland Department of Planning, MD PropertyView©

The dominant residential type is detached single family units. According to the Maryland Department of Assessment and Taxation records, there were 419 detached single family residential units and only 32 apartment units in Hebron in 2005. The commercial land use category includes three retail stores, a barbershop and hair salon, a bank, a restaurant, two office buildings, seven warehouses, and two auto service establishments.

Map 1 - Existing Land Use



LAND USE OBJECTIVES

The Land Use Plan concerns itself with the most favorable use of land by the public and private sectors leading toward the establishment of a pattern of land use that reflects community goals and objectives. The following objectives provide the framework within which the Land Use Plan was structured:

Municipal Growth Objective

- Ensure that new growth is consistent with the State's twelve visions.
- Promote controlled and compact development patterns that reflect good design practices, make efficient use of available land, and locate development convenient to facilities, services, and amenities to defray future impact costs.
- Establish a rational Town growth plan and address associated impacts on facilities, services, and infrastructure.
- Analyze the impacts of new growth and development on Town services, facilities, and infrastructure.
- Address potential impacts of growth and development in the Town's 5-year Capital Improvements Program (CIP) and annual capital budgets.
- Improve interjurisdictional coordination and cooperation.

Overall Land Use Objectives

- Provide a guide for an efficient pattern of land use consistent with the public interest and the provision of public services;
- Reserve for the future the most appropriate land, in sufficient quantities, for residential, commercial, and industrial development as well as for recreational purposes and public facilities;
- Provide for the preservation of natural features of the area consistent with the plan for land development.

Residential Land Use Objectives

- Conserve property values in existing residential neighborhoods by preventing the encroachment of incompatible land uses and by permitting appropriate infill and redevelopment;

- Improve the quality of residential areas through the establishment of adequate living space appropriate for a variety of dwelling types;

- Protect against scattered residential development in order to permit greater efficiency in the provision of urban services;

- Require that new residential development create well-planned, mixed-use neighborhoods that exhibit the following characteristics:

  - integrated mix of uses, including residential, commercial, employment/office, civic, and open space;

  - a range of housing types and densities to accommodate a diverse population of age groups and income levels;

  - compact design;

  - interconnected streets designed to balance the needs of all users, with sidewalks and on-street parking;

  - open spaces integral to the community; and

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

Commercial Land Use Objectives

- Establish commercial areas to serve both local and regional markets;

- Recognize compatible existing commercial development and channel future commercial activity into the most suitable areas;

- Promote clustering of commercial activity as opposed to strip commercial development;

- Emphasize safety, convenience, and attractiveness in all commercial development.

Employment Land Use Objectives

- Protect existing industrial parcels and uses while also providing attractive, safe and convenient sites suitable for industry, in terms of size, location, the physical characteristics of the lands, accessibility of transportation and availability of utilities;

- Require all future industrial parcels and uses employ buffering and/or locate transitional land use areas between industrial districts and residential areas;

- Minimize undesirable effects of industry such as smoke, odor, noise, etc. in an effort to minimize hazards to public health and safety.

Conservation Objectives

- Encourage greater recognition by all citizens that land is a finite resource and its wise use and effective conservation is essential for the survival of existing and future generations.

- Encourage the continued growth of Hebron in a manner that will preserve its significant natural features by requiring proper planning and design techniques for future development in order to be more sensitive to environmental concerns.

- Protect the Town's historic structures and environmental quality.

- Encourage energy conservation in residential development through regulations that accommodate techniques that achieve greater energy efficiency.

PLANNING AREAS

The Hebron Land Use Plan expresses the Town's objectives and policies concerning the type, location, intensity, and quality of public and private land use now and into the future. The 2030 Land Use Plan (see Map 2) delineates areas deemed by the Town to be appropriate locations for private land uses, such as residential and commercial uses, public uses including schools, parks, and recreation facilities, and areas deemed to be appropriate for special protection due to the presence of a sensitive or important natural resource. Implementation recommendations contained in the 2030 Land Use Plan are meant to establish an agenda for a land use regulatory and resource protection scheme for the Town so as to achieve the objectives set forth herein. As such, the 2030 Land Use Plan will serve as an integral part of the day-to-day administration of land use and related regulations and codes by providing a framework and basis for adopting new regulatory provisions and ordinance interpretation.

The Town of Hebron Land Use Element includes nine (9) land use planning categories applicable to the existing corporate area and three (3) land use planning categories applicable to the Town's "Designated Growth Area". The following land use categories are shown on Map 2:

- Town Center
- Neighborhood Conservation
- Neighborhood Commercial
- Planned Employment
- Planned Redevelopment
- Planned Neighborhood Development
- Public/Semi-Public
- Park and Open Space
- Conservation

Town Center

The Town Center encompasses an area that includes a mix of residential, commercial, public, and semi-public uses. Commercial activity is clustered along Main Street, and along Church Street, East Railroad Avenue, and West Railroad Avenue at their intersections with Main Street. The area also includes a number of older residential structures, some no doubt historically significant. This current mix of uses and the traditional scale and type of architecture reflects the essential existing character of the Town and is important to retain. In addition to maintaining the existing commercial uses that serve the surrounding neighborhoods, the Town Center is intended to permit additional, compatible town-scale, neighborhood commercial uses provided these uses are located, designed, and operated in a manner sensitive to nearby residential uses. With this in mind, the following policies are recommended:

- Development regulations and ordinances should recognize the Town businesses as essential to the economic well-being of Hebron and should allow them every opportunity to grow and prosper.

- Retail establishments locating in the Town Center should be for uses that primarily serve surrounding neighborhoods.

- Points of access to neighborhood centers should be minimized to avoid conflicts between vehicles and pedestrians.

- Adequate parking, street lighting, sidewalks, and other public services and amenities should be provided.

- New commercial uses should be required to adhere to minimum design standards.

- Appropriate infill and redevelopment in the Town Center is encouraged.

Neighborhood Conservation

The Neighborhood Conservation area encompasses established residential neighborhoods in the Town. Residential land use in Hebron is generally characterized as low to medium density, with a maximum density of about five (5) dwelling units per acre.

There is a limited amount of multi-family residential units in the Town. New multi-family residential should be permitted in appropriate areas to ensure a variety of housing types for Town residents.

The primary objective in the Neighborhood Conservation areas is to maintain the existing stable residential neighborhoods and property values. Development regulations for the various residential areas should reflect the existing development pattern in the neighborhoods, e. g., lot sizes, yards, parking arrangements, and architectural styles, and ensure that infill and redevelopment is consistent with the existing character. At the same time, development standards should be established to minimize non-conforming situations.

The following policies are recommended:

- Infill and redevelopment on vacant and underutilized properties should be encouraged.

- Infill and redevelopment projects should reflect traditional development patterns and should be encouraged as an extension of the existing grid street pattern to provide for future growth. Cluster development should only be permitted where the resulting open space will enhance the character of the development and the Town and where such open space areas are necessary to protect sensitive areas.

- The standard for residential areas should be a net density (after factoring in such things as open space, sensitive environmental areas, and public rights-of-way) in the medium range (from 3 to 5 dwelling units per net acre) depending on the availability of sewer and water service. At a minimum, new residential subdivisions should achieve a minimum gross density of 3.5 dwelling units per acre.

Planned Redevelopment

The Planned Redevelopment area includes land adjacent to the elementary school that is currently vacant or underutilized. This area may also be appropriate for a planned residential community including multi-family housing or a planned manufactured or mobile home park.

Neighborhood Commercial

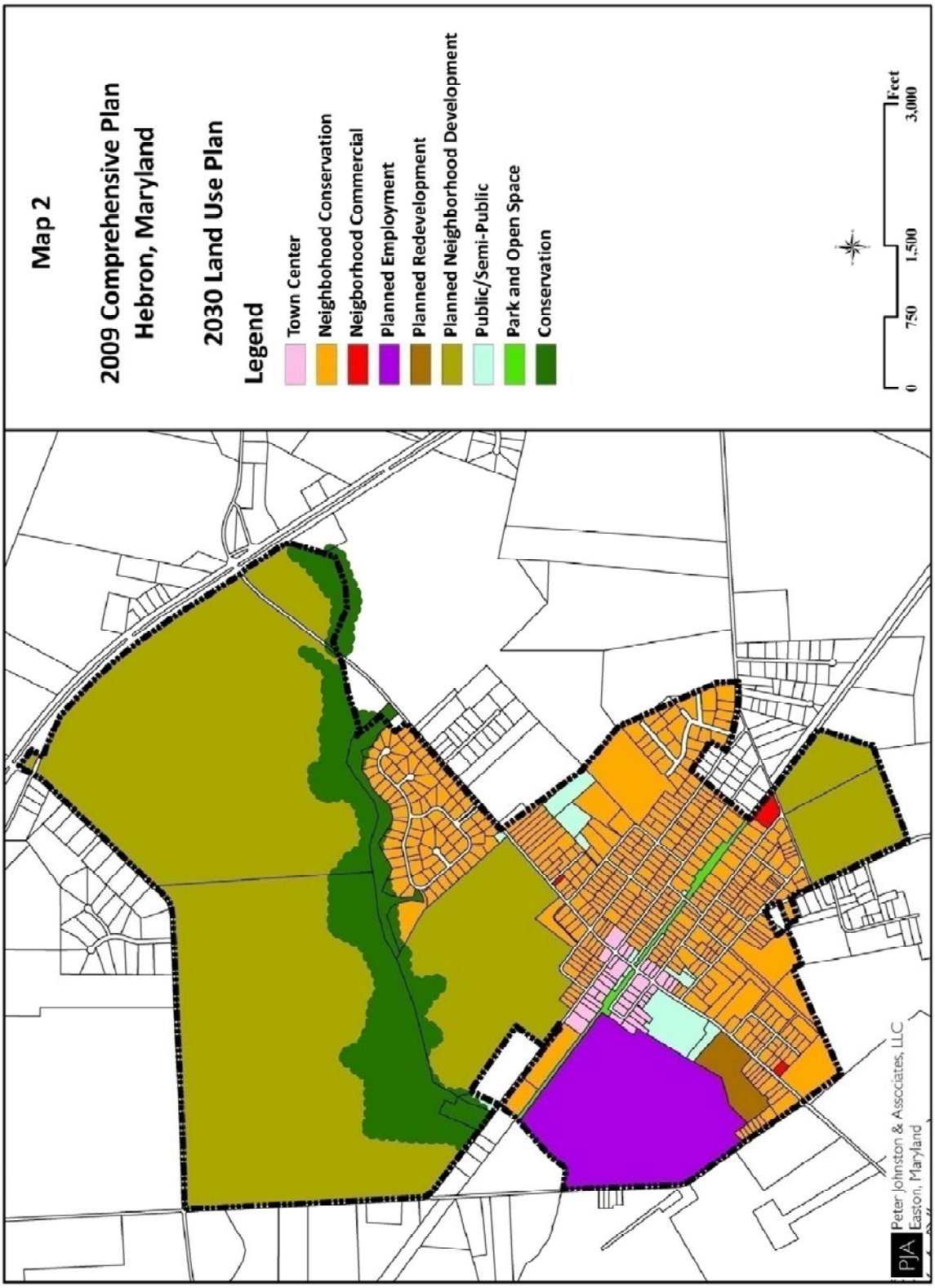
The Neighborhood Commercial category recognizes existing commercial establishments outside of the Town Center that successfully co-exist with adjacent residential uses. It is anticipated that future neighborhood commercial uses will be planned and developed as part of larger-scale planned neighborhood developments and therefore limited use of this classification will be needed in the future.

Planned Employment

The purpose of this land use area is to recognize existing industrial areas and uses such as the former Marvel Package Company land (currently owned by Hebron Industrial, LLC) bordering on the Town's northern boundary and extending from Old Railroad Road to West Railroad Avenue. In addition, the Town will establish appropriate policies and objectives for existing and future business and necessary supporting accessory uses and facilities.

Within this category, light industrial uses include processing, manufacturing, or assembling of a finished product within the confines of a building. The use has few objectionable external effects; is labor intensive; produces a product which has a high unit value; and requires small, functional sites. In addition, industrial activity may include handling or storage of materials in bulk quantities, manufacturing, and operation of heavy equipment.

It is further recommended that zoning regulations be adopted to ensure that industrial developments are adequately buffered from adjoining uses and external effects (i.e. noise, odor, and traffic) are minimized, and that heavy industrial development be restricted and discouraged to protect the overwhelmingly residential character of the Town.



Map 2 – 2030 Land Use Plan

The following policies apply to the Industrial areas:

- The Town should do all it can to ensure that adequate community facilities, particularly water and sewerage infrastructure, are available for desirable new business and industrial uses.

- Where feasible, the Town should encourage new business and industrial development to locate in planned parks of a campus-like form as opposed to a linear form that maximizes road frontage exposure.

- The Town will protect land with unique potential for economic, business and industrial development from encroachment by other land use activities.

- The Town will also protect and ensure existing currently zoned industrial parcels and uses.

- Special consideration should be given to the potential negative impacts of proposed industrial facilities on health, safety and welfare of employees and residents of the neighborhood.

- Special consideration should be given to the potential negative impacts of proposed industrial uses on existing and planned public facilities.

- Special consideration should be given to the potential impact of the operation of industrial facilities on the surrounding area.

Public/Semi-Public

Areas for public use, such as schools, public buildings, and utility sites are designated on the land use map as “public”. The distinguishing characteristic of this category is that sites are owned by a public group or agency. “Semi-public” lands are owned by nonprofit groups, such as the Hebron Volunteer Fire Department. For the most part, government and civic uses are a traditional component of neighborhoods and should be permitted to be located in residential areas when properly situated and designed.

Planned Neighborhood Development

There are approximately 554 acres of undeveloped land within the corporate limits. Of this total, approximately 511 acres are included in the Planned Neighborhood category.

Land in the Planned Neighborhood land use category is intended for development as new large-scale mixed-use projects that are linked and made an integral part of the existing Town area. The design of these developments should reflect the scale and

character of the existing community. This can be best accomplished by establishing a flexible design process that allows for residential densities in the 3.5 to 6 dwelling units per acre and following "smart neighborhoods" principles such as the following:

- Develop neighborhoods that accommodate and promote pedestrian travel equally as much as motor vehicle trips;
- Promote design that results in residentially scaled buildings fronting on, and generally aligned with, streets;
- Encourage the inclusion of a diversity of household types, age groups, and income levels;
- Promote traditional town building and site development patterns with an interconnected and broadly rectilinear pattern of streets, alleys, and blocks, providing for a balanced mix of pedestrians and automobiles;
- Encourage creation of functionally diverse, but visually unified, communities focused on central squares;
- Promote use of neighborhood greens, landscaped streets, boulevards, and "single-loaded" parkways woven into street and block patterns to provide space for social activity, parks, and visual enjoyment;
- Provide buildings for civic or religious assembly or for other common or institutional purposes that act as visual landmarks and symbols of identity;
- Promote the location of dwellings, shops, and workplaces in close proximity to each other, the scale of which accommodate and promote pedestrian travel for trips within the community;
- Preserve open space, scenic vistas, agricultural lands, and natural areas;
- Permit design flexibility in order to achieve an appropriate mix of residential and non-residential building uses; and
- Require efficient utilization of designated growth areas.

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

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

- Commercial centers should be designed as compact clusters as opposed to long strips to encourage shared parking and walking between stores.

- Curb cuts should be limited and entrances consolidated along with internal service streets based on a block system to connect businesses. This helps avoid or relieve traffic back-ups, accidents, and the need for expensive road widening.

- Commercial centers should unify the streetscape with continuous street trees, high-quality parking-lot landscaping, and, where possible, planted medians in the main roadways to prevent unlimited left-hand turns.

- Sidewalks and crosswalks should be built throughout the area to encourage shared parking, public transportation, and walking between stores and to nearby homes and offices.

- The design of commercial centers should reinforce street frontage by filling in the front of large parking lots with small, closely spaced store fronts with parking behind or on the side.

- Buildings should reflect attractive, place-responsive architecture, appropriately scaled signs, and include multi-story buildings.

- Commercial centers should include a mix of other uses, including nearby housing to begin to build a walkable neighborhood rather than a driving-only strip district.

- Design standards should control signs, utility placement, landscaping, and buildings styles.

- The impact of intense commercial development on adjacent existing and future residential neighborhoods should be minimized.

Conservation/Open Space

The Conservation/Open Space land use category includes areas intended for conservation, active and passive recreation, greenbelts, and scenic enhancement. It is anticipated that these areas will provide a core “green” natural system that will be

supplemented with parks, commons, and other open space areas set aside in new developments. The “green” concepts shown include a greenway trail system anchored by a rails-to-trails segment along the old railroad right-of-way that links the Town Center to outlying residential neighborhoods. The Hebron Conservation area includes existing forested buffers along Rewastico Creek.

Chapter 5 COMMUNITY FACILITIES

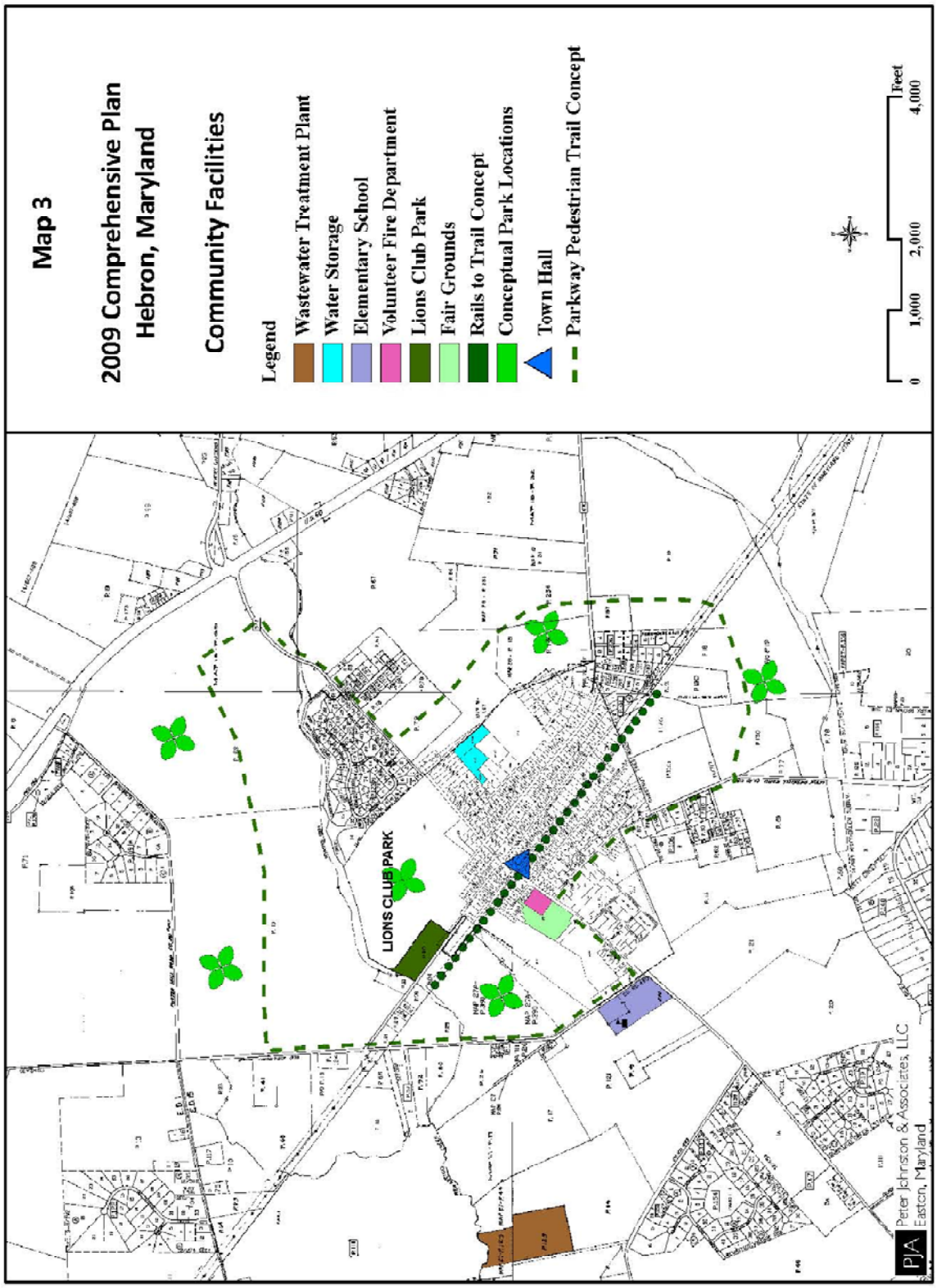
Community facilities include schools, parks and recreation areas, police and fire protection, utilities, and all other public services providing for the health, safety, or well-being of the community. The provision for community facilities is a public commitment to providing the basic services and facilities that improve the quality of life for the residents of Hebron.

The Community Facilities Element of the Plan contains a general description of current facilities and services and recommendations concerning services provided by public or quasi-public agencies serving town residents. The existing community facilities are shown on Map 3. The coordination and staging of the recommended community facilities will provide a means to encourage development and channel growth in the most desired manner.

OBJECTIVES

The following objectives provide the foundation for the Community Facilities Element:

- Cooperate with State and County officials in efforts to provide adequate educational facilities meeting the needs of Hebron residents;
- Provide adequate recreational and open space areas for all age groups within reasonably close proximity to residential neighborhoods;
- Provide adequate drinking water supply and sewer systems;
- Ensure adequate fire, police, and emergency services;
- Ensure that the location of community facilities are such that they will guide future development in the Hebron area; and
- Provide a full range of community facilities in the most efficient and effective manner.



Map 3 - Community Facilities

EDUCATION

Hebron is served by three Wicomico County public schools: Westside Primary School, Westside Intermediate School, and Mardela Middle and High School. Westside Primary is located in Quantico and serves pre-kindergarten through first grade students. Enrollment in 2009 was 258. Westside Intermediate School, located on Main Street just west of Hebron, was substantially renovated to accommodate 450 students. In 2009 there were 451 students enrolled. The school serves students in grades 2 through 5 from communities in the western region of Wicomico County including Hebron, Quantico, Bivalve, Nanticoke, Whitehaven, Wetipquin, and Waterview. Mardela Middle and High School, located in Mardela Springs, operates as a combined middle and high school and serves students from 6th to 12th grade. This school had an enrollment of 761 students in 2009.

Additional regional education facilities available to the residents of Hebron include Worcester-Wicomico (Wor-Wic) Community College and Salisbury University, both located in Salisbury and the University of Maryland, Eastern Shore campus located in nearby Somerset County. The Community College serves the postsecondary vocational and technical education needs of the residents of Worcester and Wicomico counties and offers for-credit programs in a number of areas, including accounting and business, computer studies, construction engineering technology, criminal justice, nursing and radiologic technology, education, and hotel-motel-restaurant management. Salisbury University is a regionally accredited, four-year comprehensive university that offers 52 different undergraduate and graduate degree programs in liberal arts, sciences, and professional fields. The University of Maryland Eastern Shore offers major programs leading to the B. A. and B. S. degrees in 26 disciplines, 13 teaching degree programs, and 8 pre-professional, as well as an Honors Program designed in cooperation with the University of Maryland at Baltimore and graduate programs in 9 fields at both Master's and Ph.D. levels.

Public School Capacity

The Wicomico County Board of Education Facilities Master Plan 2010 calculates the State Rated Capacity (SRC) of each of its public schools. SRC is a term used to describe a school's size as it relates to total seats or students that it can contain and not be classified as "over crowded". Table 15 illustrates the projected 2009 SRC and the 2009 enrollment of public schools serving Hebron.

Table 15 – State Rated Capacity (SRC) Public Schools Serving Hebron, Maryland
Public School Enrollment - 2009

School Facility	2009 SRC	2009 enrollment	% of capacity
Westside Primary	153	258	169%
Westside Intermediate	450	451	100%
Mardela Middle School	186	325	174%
Mardela High School	430	436	101%

Source: *Educational Faci**lities Master Plan FY2010,** Wicomico County Board of Education,*
http://www.wcboe.org/departments/Facility/Planning/EFMP_FY10/EFMPfy10index.html

All local public school facilities serving Hebron are operating at enrollment levels at or in excess of the SRC for each school. Most significantly, the middle school component of Mardela Middle/High School is currently operating at 139 students beyond its State rated capacity of 186 students. Westside Primary school is currently operating as 105 students beyond its State rated capacity. To accommodate the increased public school enrollment inherent in projected population increases, public school facilities serving the Town of Hebron will need to be expanded either by construction of additional schools or enlarging existing public school facilities.

According to the Maryland Department of Planning (MDP) by School Year 2018, the enrollment projection for elementary schools in the County will reach 8,250. That is an increase of 1,300 elementary students actually enrolled in public schools during the September 2008 school year. For middle schools, MDP projects a total of 3,690 students, which is an increase of 770 students enrolled in middle schools from 2008. The projection for high school students is 4,300, which is an increase of 23 students actually enrolled in high schools in 2008. The total projected county-wide enrollment for Wicomico County by 2018 is 16,240 students, which is an increase of 2,107 students actually enrolled during the 2008 school year.

The Wicomico County Board of Education's 2011 Capital Improvements Program (approved September 2009) includes the latest capital plans for the facilities serving Hebron.[1] These capital improvements are summarized as follows (additional details can be found at the WEB address cited below):

Facility	Project Description	Budget Request
Westside Primary	Parking Expansion	$310,000
	Classroom Addition	$2,368,701
Westside Intermediate	School Emergency Generator	$85,000

[1] Source: http://www.wcboe.org/departments/Facility/Planning/CIPindex.html

Facility	Project Description	Budget Request
Mardela High / Middle	High School Track	$500,000
	Middle / High School Addition	$4,373,858
Mardela High/Middle	Science Modernization Initiative	$750,001
	Systemic Renovations:	
	- HVAC	$6,000,000
	- Roof	$360,000
	Telecommunication Upgrades	$245,000

As the preceding chart indicates, the school capital improvements for the three school facilities serving Hebron total approximately $15 million. Over $12 million of these capital costs are programmed for the Mardela High/Middle School facility. If these improvements address existing capacity issues (needed to serve 145 students), the capital cost of improvements is approximately $10,345 per student. In April 2006, the Wicomico County Council passed legislation to implement impact fees on all new construction – $5,231 on single family homes and $1,524 on all other newly built residential property (i.e., apartment, townhouse, and condominium units). Taken alone, the County's impact fee would not be sufficient to finance the capital costs of additional or expanded public school facilities and improvements or renovations to existing school buildings.

The projected growth in Hebron will have an impact on school facilities. The Town is prepared to fully engage with the County Board of Education to help plan and provide for opportunities and sites for future facilities including "Land Banking" for school sites that are community-centered and sized to fit that community as well as improvements to maximize walking and biking to the school.

POLICE AND FIRE PROTECTION

Fire Protection

Fire protection and emergency medical service is provided by the Hebron Volunteer Fire Department. The Hebron Volunteer Fire Department is located in the center of Town in a building built in 1972. The fire department and ambulance service serve a radius of approximately ten miles around Hebron. Fire department equipment is very modern and the department is dispatched through the Wicomico County 911 Center.

The fire department's volunteers consist of approximately 35 active members. The Hebron Volunteer Fire Department's ambulance service is comprised of both career and volunteer members. The ambulance service provides ALS coverage on a 24-hour basis. The ambulance service has 4 career paramedics and 7 paramedics and 11 emergency medical technicians who are volunteers.

Police

Hebron's population is now too small to support a separate municipal police force. Local policing is provided through agreement with the County Sheriff's department which provides a minimum amount of time patrolling in the area and includes regular reports to the Town Commissioners concerning crime incidences in the Town. The need for municipal policemen and law enforcement facilities will be assessed continuously as the Town population increases.

WATER

The Town of Hebron currently operates two active production wells. Each well is estimated to have a pumping capacity of approximately 200 gallons per minute. Both of these wells were installed and put into service in 1994. Well # 5 is located along Rt. 347/Main Street, near Chapel Branch subdivision. Well #6 is located near the existing elevated water storage tank (WST) along Culver Street. Each well pumps directly to the water storage tank. The Town utilizes a chlorination process for disinfection of the water supply.

The Town currently serves 496 connections with an average daily demand of approximately 82,000 gallons. The original portions of the Town water distribution system were installed in the period from 1941 to 1955. Several additions, looping mains, and upgrades have been installed since that time. The most recent upgrades include installation of the Chestnut Road distribution main in 1994 and installation of water service to an 84 lot subdivision known as Chapel Branch Subdivision. The majority of the water main piping is 8" in diameter. Additional discussion of the Town water systems can be found in Chapter 8, Water Resources.

SEWER SYSTEM

The Hebron wastewater treatment plant (WWTP) is located off of Rewastico Road, just outside of Town. The plant, a lagoon system, is designed for average flows of 0.105 million GPD and currently receives approximately 60,000 GPD. Treatment includes effluent chlorination, de-chlorination, and aeration. The plant discharges into Rewastico Creek. The collection system consists of an 8" gravity main separated into three zones. There are 444 service connections.

According to a recent system evaluation, the Town has little or no allocation available at the WWTP. Depending on which allocation basis is used, the Maryland Department of the Environment's or one based on observed flows, the Town may have as many as 45,000 GPD excess capacity (about 180 equivalent dwelling units). Town policy is that the remaining capacity in the WWTP be reserved for existing undeveloped lots within the corporate limits, with the exception of the three recently annexed parcels.

The Town will need to increase its sewer treatment capacity to meet the needs of existing, undeveloped properties within the corporate limits. Development of Airport Farm/Waller Landing, Chandler, and Chestnut Tree Road properties and properties located in the Planned Growth Area that may be annexed will require substantial upgrades or replacement of the existing WWTP. The form of such improvements, e.g., stream discharge versus land application, will be determined based on appropriate feasibility studies and a final system design permitted by the Maryland Department of the Environment. The cost of providing additional treatment and collection capacity for the Town sewer system will be allocated based on an equitable benefit formula adopted by the Town. Additional discussion of the Town wastewater systems can be found in Chapter 8, Water Resources.

OPEN SPACE AND RECREATION

Open space and recreational facilities are an essential part of the community, the environment, and individual life. A well-balanced community recreational plan requires well-defined areas and facilities to be located in close proximity to the residential neighborhoods that they serve. The type and amount of open space and recreational facilities required for a community depends to a large degree on the needs and desires of the residents.

Neighborhood Parks

Neighborhood parks are defined as small day-use areas located within walking distance of potential users. Desirable features in a neighborhood park include a play area for pre-school children and an enclosed area with play equipment; an open-turfed area for informal, active games; a multi-purpose paved area for basketball, tennis, and other court activities; and a shaded passive area.

At present Westside Intermediate School provides the only one recreational area available to residents which can be classified as a neighborhood park. The playground area of the school contains a basketball court, swings, a seesaw, a jungle gym, and some small ball fields and is used on an informal basis.

Development standards for new large-scale mixed-use development projects requires that a minimum of twenty (20) percent of the adjusted tract acreage must be used for open space including parks, recreational, habitat, forest, agriculture, stream, and wetland preservation areas. Not less than fifteen (15) percent of the minimum required open space must be in a form usable to and accessible by the residents, such as a central green, neighborhood squares or commons, recreational playing fields, woodland walking trails, other kinds of footpaths, a community park, or any combination of the above.

It would be desirable to establish at least one neighborhood park on the southerly end of Town so that residents of that area will be within quick and easy walking distance of a park area. Some possible sites for additional neighborhood parks are in the vacant area between the railroad right-of-way and Church Street on the southerly end of Town, and in the vacant area north of Hebron Manor subdivision.

Community Parks

Community parks are defined as relatively large areas that are easily accessible to several neighborhoods, providing varied recreational opportunities both active and passive. A community park may include athletic fields for football, baseball, soccer and softball, multi-purpose paved areas, picnic areas, swimming areas, community buildings, and shaded passive areas. Incorporated into the community park may also be a neighborhood park if the location satisfies the needs of a neighborhood population.

According to State guidelines (30 acres of parkland per 1,000 population) approximately 34 acres of parkland are required to satisfy the needs of Town residents. Hebron does not currently provide any parks or facilities for its residents.

The Lion's Club Park (a community park) consists of approximately 7 acres of land located just outside the Town's northern boundary east of Church Street. This area, commonly referred to as the "ball park", contains a picnic pavilion, ball fields, lights, swings, a seesaw, a jungle gym, a sliding board, and other playground equipment.

Even though it lies outside the Town limits, the "ball park" area should be supported by the Town and improved to provide even broader recreational opportunities. Several years ago the Town tried to acquire the area across Church Street from the "ball park" through Project Open Space but could not meet the project requirements. The *Wicomico County Land Preservation, Parks and Recreation Plan (LPPRP)*,

adopted in March 2006, indicates a need to add 6 acres to Lions Club Park. The Town endorses the planned expansion of the park inventory available to Town residents and will work with the County Department of Parks and Recreation to implement this objective.

Additional community park facilities will be needed within the designated growth area. These facilities should be centrally located for the adjacent neighborhoods and easily accessible (pedestrians and vehicles) from anywhere within the Town (see concepts, Map 3).

Trails and Bikeway

Pedestrian and bike travel within the Town is limited to existing sidewalks and streets. Local streets, roads, and highways are not signed or marked for bicycle use.

The pedestrian systems component of the Transportation Plan (see Map 12) includes the basic structure of a community-wide hiking and biking trail system. The planned trail system includes a circumferential hiker/biker trail constructed as part of a Hebron Parkway and a rails-to-trails segment along the old railroad right-of-way through the Town center.

Planning for County trail systems (hiker/biker trails) should include links to this local Hebron system thus providing longer district travel options for Hebron residents. Pedestrian and bike systems proposed for new developments, including employment and shopping development, should be designed to link with this core trail system, providing inter-neighborhood access to neighborhood parks and other community facilities.

Chapter 6 MUNICIPAL GROWTH

INTRODUCTION

Newly adopted amendments to Article 66B require that municipalities must:

- include a Municipal Growth Element in the Comprehensive Plan that specifies where the municipality intends to grow outside its existing corporate limits;

- complete an analysis of land capacity available for development, including infill and redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with its master plan; and

- share with other planning agencies an annexation plan that is consistent with its growth element in the comprehensive master plan.

The purpose of the "Municipal Growth Element" is to examine the interrelationships among land use, population and housing growth, and their impacts on public facilities and services. In this regard, Hebron officials will have a stronger basis for setting land use and growth management policies in the future through a better understanding of the multi-dimensional implications of change.

POPULATION PROJECTIONS

The *1985 Comprehensive Plan* suggested that by 1990 the Town would reach a population of 800. This did not occur, and in fact, the population continued to decline between 1980 and 1990. However there are a number of factors that would indicate that the Town can expect to grow in the future. These include large undeveloped tracts in Town, the general growth trend of the County, and the recent emphasis being placed on concentrating growth in designated centers such as Hebron (Smart Growth). This latter factor is reinforced in the 1992 Planning Act's "Visions" and the recommendations of the Wicomico County Quarter Century Committee concerning regulating growth in rural areas.

According to the MDP, "municipal projection over the period reflects our estimate that Hebron will experience a high level of development pressure."[2] Hebron currently has several development projects under review including a mixed-use master planned community that could contain as many as 1,691 residential units and 450,000 square feet of commercial and/or office uses. The Town's population projections continue to reflect a belief that these projects will proceed despite the recent economic downturn (see Table 16) albeit at a much slower rate. Population growth will remain slow through

[2] Maryland Department of Planning Review Comments on the draft 2000 Hebron Comprehensive Plan, July 2009

2015 during which time the Town expects the developer of the Waller Landing Planned Neighborhood Development (PND) will underwrite water and sewer upgrades sufficient to support the first phases of the development, including approximately 300,000 to 400,000 square feet of proposed retail commercial and office space.

Table 16 - Population Projections – 2030 Hebron, Maryland

	2000	2005	2010	2015	2020	2025	2030	Chg. Number	Ave. Annual Rate
Population	807	895	993	1,102	1,222	1,356	1,504	697	2.10%
Occupied Dwellings*	299	335	376	421	472	530	594	295	2.32%

*Population estimates assume Hebron's average persons per occupied dwelling unit will decrease over time as are Maryland Department of Planning's projections of persons per occupied dwelling unit in Wicomico County. Hebron's average number of persons per occupied dwelling unit is expected to decrease from 2.70 in 2000 to 2.53 by 2030.
Source: Maryland Department of Planning, Peter Johnston & Associates

GROWTH CAPACITY

Residential Infill and Redevelopment Capacity

Residential infill potential examines theoretical development capacity associated with vacant and underutilized land in the Town (see Map 4). Among other things, this exercise allows Town officials to quantify land development capacity within the existing corporate limits to determine if capacity is adequate for the Town to accommodate projected growth. Hebron Town officials evaluated land capacity in terms of land required for approximately 295 additional dwelling units by 2030 and 697 new residents.

Infill capacity is based on an analysis of the number of vacant lots that could be available for development within the municipality. Potential capacity was determined by identifying vacant and underutilized parcels using Maryland Property View (MPV) data, verified by recent aerial photography. Table 17 summarizes the acres of vacant and underutilized parcels. Potential residential infill capacity was determined by:

- Incorporating the approved master plan concept for Waller Landing including anticipated phasing;
- Incorporating the concept plan for the Cedar Homes subdivision;
- Preparing a representative conceptual development plan for the Beach property based on the Planned Neighborhood Development requirements in the Hebron Zoning Ordinance;
- Preparing infill concepts (residential and non-residential) for other vacant and underutilized parcels consistent with the current zoning for these properties; and

- Taking into consideration any known sensitive areas located on the properties.

Map 5 illustrates the anticipated location of development through 2030. Map 6 illustrates the results of the development capacity analysis as a conceptual build-out. Although all development may not occur as depicted in these concept plans, they represent the best estimate of actual capacity given zoning requirements relative to density, unit mix and protection of sensitive environmental areas.

Table 17 - Residential Infill Development Capacity, Hebron, Maryland

PLANNED LAND USE	ACRES
Residential	
- Vacant	521
- Underutilized	31
Total	552
Industrial/Commercial	
- Underutilized	65
Total	617
Source: Peter Johnston & Associates	

Calculation of infill and redevelopment capacity for Hebron included a number of assumptions, primary among these being:

- Waller Landing PND capacity is equal to the proposed master plan of development, i.e., approximately 1,491 residential units, 200 assisted living units, and 450,000 square feet of commercial, office and/or business uses.

- The “Beach property” (another large underutilized property) will be developed as a PND in accordance with the recommendations of this comprehensive plan. This analysis assumed the property will yield approximately 250 residential units when developed. No development plans for this property are currently being considered.

- The proposed Cedar Hill Homes subdivision will consist of 55 lots when completed.

- Large-scale development projects and major subdivisions will capture the majority of projected residential growth in the planning period. Little development will take place on scattered vacant lots or on small acreages in the planning period.

- Alternative development scenarios that reflect a lower level of development potential/capacity were not examined as current zoning represents an implied entitlement that the Town is reluctant to reduce without some compelling health, safety or welfare issues.

As noted, the calculation of infill capacity included the Waller Landing Planned Neighborhood Development (PND), a proposed master planned mixed-use community. It also included the proposed Cedar Hill Homes subdivision located at the intersection of Chestnut Tree and Levin Dashiell roads. These properties are currently located outside Hebron's municipal Priority Funding Area (PFA).

Table 18 summarizes the results of Hebron's residential development capacity analysis. The results of the development capacity analysis demonstrate that Hebron has adequate land capacity to accommodate its projected growth through 2030 and beyond.

Non-Residential Infill and Redevelopment Capacity

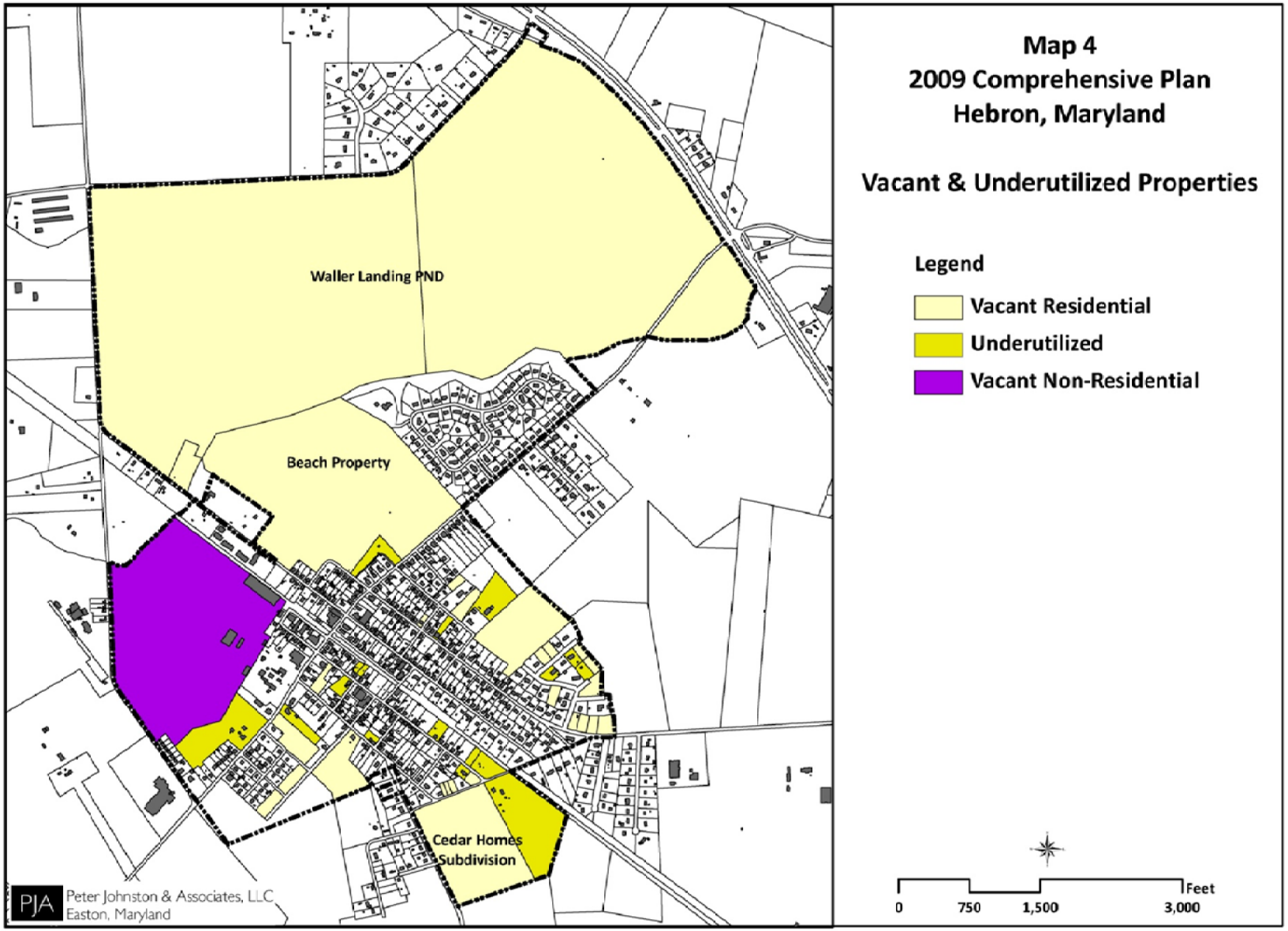
Hebron also has sufficient land capacity to support employment uses (i.e., commercial, industrial, office, etc.) within the corporate limits. The Waller Landing PND alone includes space for up to 450,000 square feet of commercial and office uses. In addition to this, the Town has approximately 60 acres of underutilized industrial property. Calculation of non-residential uses (Gross Floor Area or GFA) utilized a 0.10 "Floor Area Ratio" (FAR) factor for analysis.

Table 18 - Land Development Capacity, Hebron, Maryland

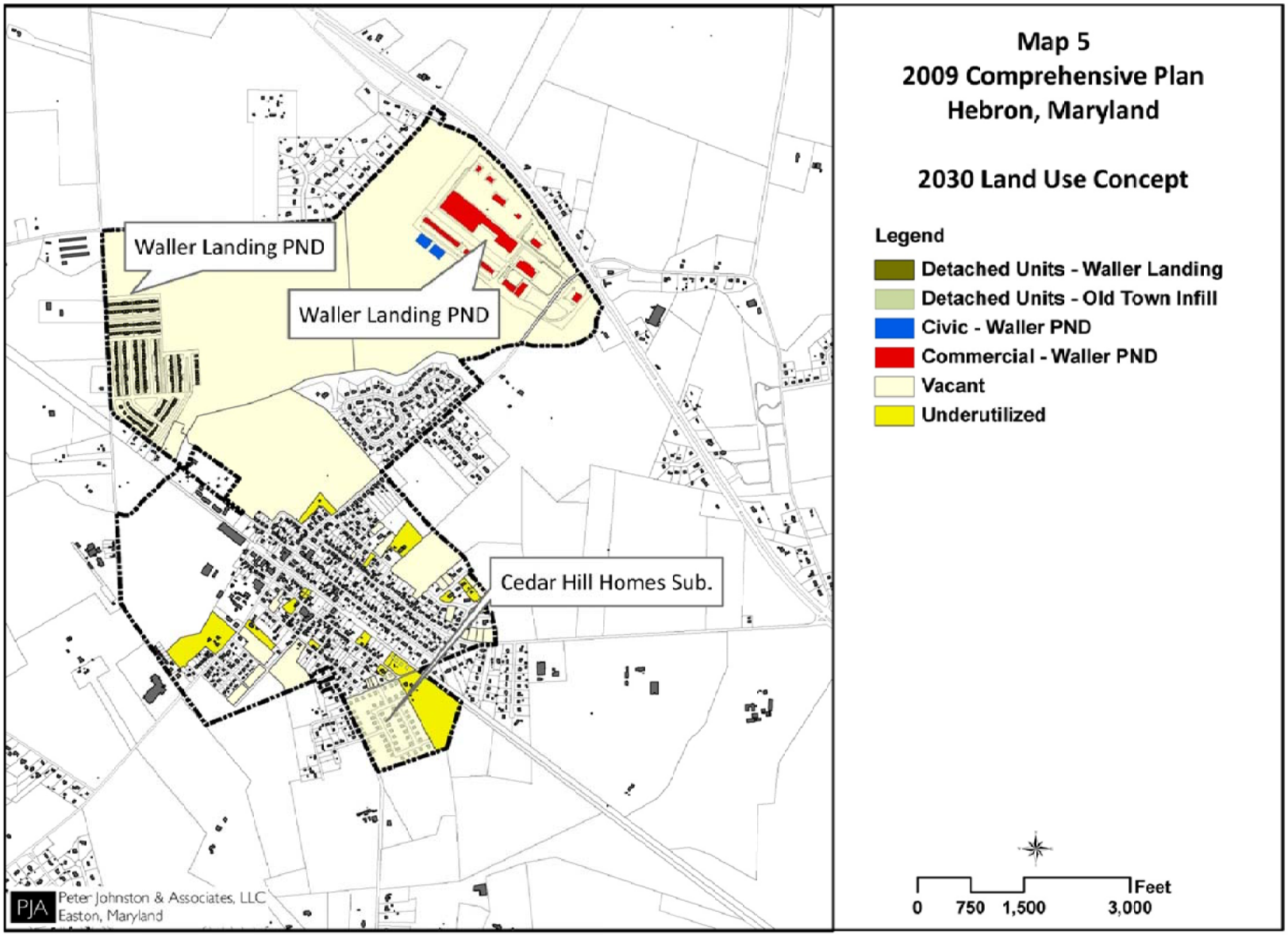
ESTIMATED RESIDENTIAL CAPACITY	DWELLING UNITS	ESTIMATED POPULATION
Waller Landing PND	1,691	4,092
Beach PND	250	605
Cedar Hill Homes Subdivision	55	133
Other Residential Infill	189	457
Total	**2,185**	**5,287**

Source: Peter Johnston & Associates

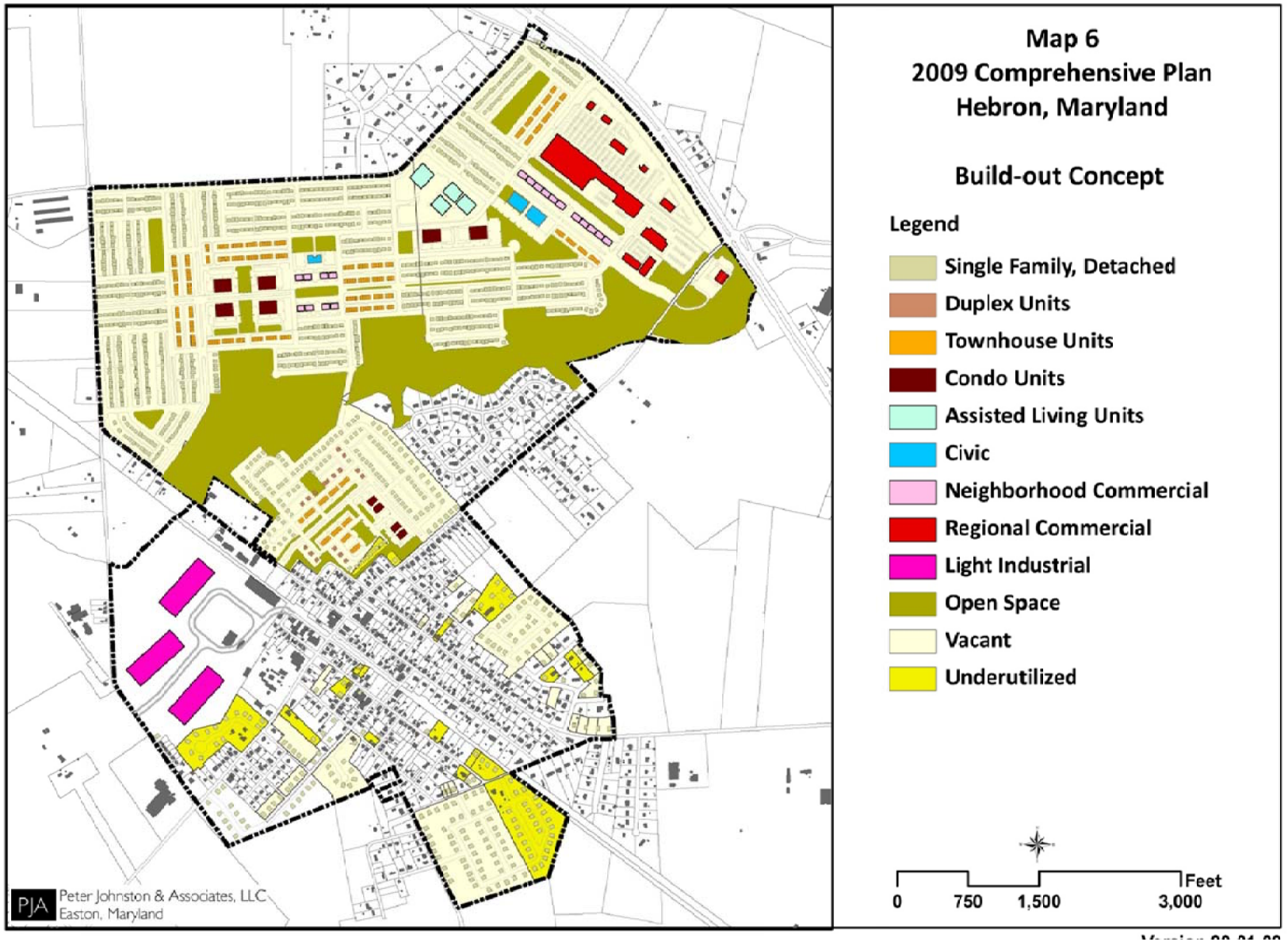
Map 4 - Vacant & Underutilized Properties



Map 5 - 2030 Land Use Concept



Map 6 - Build-out Concept



Impacts of Growth

Population growth will impact public services and facilities provided by Hebron and Wicomico County. Table 19 summarizes the potential impacts of growth on public facilities and services (Town and County) as a result of infill and redevelopment in the planning period and based on the Town's population projects. These estimated impacts are based on a projected population increase of 697 persons and an increase of 275 dwelling units (see Table 16).

Impacts will include increased demand for public facilities and services currently provided by Wicomico County such as schools, libraries, police, parks and some emergency services, as well as municipal water and sewer service (discussed in Chapter 8, Water Resources).

Assumptions for Impacts from Infill & Redevelopment Areas

In calculating impacts associated with Hebron's growth in the planning period the Town utilized the following sources and assumptions:

- Future population and dwelling unit projections from 2005 to 2030, as described in this chapter;
- Maryland Department of the Environment (MDE) multipliers for water and wastewater "Water & Wastewater Capacity Management Plans" (250 GPD of water and sewer per DU);
- For purposes of estimating water and sewer demand, the analysis assumed 200 GPD for every 1,000 square feet of Gross Floor Area (GFA);
- Multipliers for school enrollment from the Wicomico County Board of Education;
- Maryland Department of Planning multiplier for recreation land;
- Multipliers for Municipal Administrative Space based on current space per thousand people;
- American Library Association (library facility square footage multiplier);
- International Association of Police Chiefs and other organizations (personnel multiplier);
- International City Council Management Association (fire personnel multiplier); and

- National Planning Standard (fire facility square footage multiplier).

Public Schools: The impact of Hebron's projected growth on public school facilities during the planning period (by 2030) in Table 20 are significant considering the capacity of County schools that serve Hebron.

If Hebron reaches the projected 2030 population growth 168 new students will be enrolled in local schools. Of these, 80 are expected to be elementary school students, attending a school that in 2008 was one third over capacity. The situation will not be much better for the higher grades where over 100 new students can be expected.

Table 19 - Estimated Impacts of Infill/Redevelopment Growth on Public Facilities & Services based on 2030 Population and Occupied Dwelling Unit Increases

FACILITY/SERVICE	IMPACT	SERVICE MEASURE	SERVICE UNIT
SCHOOL (new students)	180	0.611	Per household
- High School	61	0.206	Per household
- Middle School	40	0.135	Per household
- Elementary School	80	0.27	Per household
TOWN ADMIN./MEETING (GFA)	1,693	2.43	Per Capita
PUBLIC WORKS (GFA)	697	1,000	Per 1,000 population
LIBRARY (GFA)	70	1,000	Sq. ft. per 10,000 pop
POLICE (personnel)	4	2.6	Per 1,000 population
RECREATION LAND (acres)	21	30	Acres per 1000 pop.
FIRE & RESCUE			
- Personnel	4	6.25	Per 1,000 pop
- Facilities (GFA)	2,997	4,300	Sq. ft. per 1,000 pop

School crowding is a County-wide issue that will need to be addressed. Wicomico County has already taken steps to address school construction costs. In April 2006, the Wicomico County Council passed legislation to implement impact fees on all new construction – $5,231 on single family homes and $1,524 on all other newly built residential property (i.e., apartment, townhouse, and condominium units). The County's impact fee is intended to finance the capital costs of additional or expanded public school facilities and improvements or renovations to existing school buildings. Based on these rates, the projected 2030 residential growth in Hebron is expected to generate over $1 million dollars in school impact fees. In addition the County will derive revenues from property and other taxes on new residences some of which will be used for school construction.

Table 20 - State Rated Capacity (SRC) Public Schools Service Hebron, Maryland

Public School Capacity and Enrollment – 2008			
	2008 SRC	2008 Enrollment	% of Capacity
Westside Primary	153	248	162%
Westside Intermediate	460	451	98%
Mardela Middle School	186	292	156%
Mardela High School	430	412	95%

Source: Educational Facilities Master Plan FY2010, Wicomico County Board of Education

Town Administration and Meeting Space: The existing Town Hall houses Town administrative offices/functions and provides meeting space for Town officials and the public. The current level of service is about 1,920 square feet per 1,000 residents or 2.43 square feet per capita based on the 2000 population. If the Town is to maintain this service level an additional 1,693 square feet will be needed by 2030.

Public Works Space: Hebron's public works functions are limited to the operation of the Town's water and sewer systems. As the Town grows and takes on additional public works functions, e.g., street maintenance, additional public works building space may be required.

Library: Based on current population density in and around Hebron, it would not be cost effective to develop a library facility in the Town at this time. In addition, residents of Hebron are located within an easy drive of Wicomico County Free Library's main facility in the City of Salisbury. Branch facilities are located in Pittsville, Bivalve and at the Centre at Salisbury.

Police: Local policing is provided through agreement with the County Sheriff's department which offers a minimum amount of time patrolling the area and includes regular reports to the Town Commissioners concerning crime incidences in the Town. The impact of projected growth through 2030 does not indicate that the Town will be of sufficient size to support a municipal police force. Current arrangements with the County Sheriff's department should be sufficient to provide this service.

Recreation Land: Based on the State's ratio of 30 acres per every 1,000 people, approximately 30 acres of additional recreation land will be required to serve Town residents by 2030. Most of this land will be provided through exactions on large-scale development.

Fire and Rescue: It is estimated that the Hebron Volunteer Fire Department service area encompasses a resident population of approximately 4,000. The fire department's

equipment is housed in a building of approximately 17,200 square feet. There are currently approximately 35 active volunteer firemen. In order to maintain the current level of service the fire department will need an addition 33 volunteer firemen and about 5,500 square feet of building space.

Water and Sewer: In order to accommodate project growth, the Town will have to substantially increase capacity in both its water and sewer systems. Water demand is projected to increase from approximately 82,000 GPD to over 216,000 GPD by 2030. Sewer flows are expected to increase from about 60,000 GPD to nearly 195,000 GPD. A more detailed discussion of the impacts of growth on Town water and sewer facilities is in Chapter 8, Water Resources.

BUILD-OUT

Hebron's projected population growth through 2030 can be accommodated using approximately one-fifth of the Town's development capacity. When fully developed Hebron could potentially accommodate an additional 2,185 dwelling units and 5,287 people bringing the total population of the Town to approximately 7,200. This population growth represents about 25 percent of the population growth projected for Wicomico County in the period 2010 to 2030.

Build-out of the Town will have a potentially substantial impact on community facilities and services. As can be seen from Table 21 the projected increase in school-age population will create compelling need for major investment in school construction, e.g., nearly triple the State Rated Capacity for Westside Elementary School. It is very likely that as the Town approaches build-out it will need a Town police force and will be responsible for maintenance of Town streets. Supporting a municipal police force and public works department will require substantial public investment in building space, equipment and personnel. Hebron will need to make substantial investments in water and sewer upgrades as well.

Table 21 - Estimated Impacts of Infill/Redevelopment Growth on Public Facilities & Services based on Population and Occupied Dwelling Unit Increases at Build-out

FACILITY/SERVICE	IMPACT	SERVICE MEASURE	SERVICE UNIT
SCHOOL (new students)	1,337	0.611	Per household
- High School	451	0.206	Per household
- Middle School	295	0.135	Per household
- Elementary School	591	0.27	Per household
TOWN ADMIN./MEETING (GFA)	13,363	2.43	Per Capita
PUBLIC WORKS (GFA)	5,287	1,000	Per 1,000 population
LIBRARY (GFA)	630	1,000	Sq. ft. per 10,000 pop
POLICE (personnel)	16	2.6	Per 1,000 population

FACILITY/SERVICE	IMPACT	SERVICE MEASURE	SERVICE UNIT
RECREATION LAND (acres)	189	30	Acres per 1000 pop.
FIRE & RESCUE			
- Personnel	33	6.25	Per 1,000 pop
- Facilities (GFA)	5,534	4.3	Per Capita

FUNDING STRATEGIES

Population, housing and employment growth will require the Town and County fund the public facilities and services necessary to serve new residents and businesses. In all likelihood, current sources of revenue alone, e.g., property tax, user fees, will not be sufficient to meet expenditures. In some instances, State and/or Federal grants and loans may be available to assist local governments. Other forms of revenue to address growth impacts also may need to be considered (see Table 22 for examples). Funding mechanisms the Town will consider include:

Adequate Public Facilities Ordinance (APFO) – The Town could adopt an APFO. An APFO ties development approvals to the existing and planned capacity of infrastructure based on quantifiable levels of service for public facilities and services. APFO level of service standards also could be used when negotiating an annexation agreement or development of a Developer Rights and Responsibility Agreement (DRRA).

Developer Rights and Responsibility Agreement (DRRA) - The Town has adopted legislation regulating DRRAs and requires a DRRA that addresses financing of infrastructure improvements be executed prior to approval of any major development. The DRRA process for large scale developments is preceded by a fiscal impact study to indentify impacts and revenue shortfalls. Any financial impacts not fully addressed through property tax revenues will be addressed in the DRRA.

Fiscal Impacts/Impact Fees - Major development projects should be required to identify and address fiscal impacts to the Town. These impacts could be addressed in a DRRA executed prior to development approval. As an alternative the Town can adopt an impact fee ordinance. Impact fees, also known as exactions, extractions, contributions, and proffers, are the financial responsibilities which a municipality places upon a developer to provide some or all of the physical improvements (from sewers and streets to parks and schools) necessitated by development and its impacts. Impact fees are levied as a condition for the approval of plat or building plans and subsequent permission to proceed with development. They are direct contributions by developers and may include dedication of land, construction of facilities, or payment of fees in lieu of these facilities. They can be levied through written provisions in ordinances or

through negotiations (Miles, Mike E., Emil E. Malizia, Marc A. Weiss, Gayle L. Berens, and Ginger Travis. 1991, Real Estate Development: Principles and Process. Washington, D.C.: Urban Land Institute). For example, a fee could be levied to offset the cost of additional Town administration and meeting space, land can be dedicated for parks or schools, and trails can be constructed to satisfy recreation land requirements.

The County is the appropriate level of government to adopt some of these funding mechanisms, e.g., school impact fees or excise tax, should be considered. The Wicomico County Council passed legislation to implement impact fees on all new construction in April 2006.

Municipal Priority Funding Area - The Town should ensure that annexation areas are included within its municipal Priority Funding Area (PFA). In order to satisfy the requirements of "certification", annexed area (for residential development) must be zoned to permit an average density of at least 3.5 dwelling units per acre and the area must be served by a public or community sewer. In addition the Wicomico County Master Water and Sewer Plan should be amended to reflect any proposed new service areas.

Table 22 - Potential Funding Source to Address Municipal Growth Impacts

Facility/Service	Potential Funding Sources
School Facilities	Property tax, Excise Tax, Impact Fee, Federal/State School Construction Funds
Town Administration	
- Facilities	Property Tax, DRRA, Impact fee, grants and loans
- Personnel	Property tax, Service fees (e.g., zoning certificate fee, inspection fees), grants
Town Public Works	
- Facilities	DRRA, Impact fee, Connection fees, User fees, Public works agreement, grants, loans
- Personnel	Property tax, service fees (e.g., water and sewer charges)
Library Facilities	Property tax, excise tax, impact fee, Grants and loans
Town Police	
- Facilities	Property tax, DRRA, Impact fee, State and/or Federal grants
- Personnel	Property tax, fines and fees, State and/or Federal grants
Recreation Land	DRRA, Land dedication, State Program Open Space (POS)
Fire and Rescue - Nonprofit	
- Facilities	DRRA, grant, public and private contributions, State and/or Federal grants and loans
County-Provided Fire and Rescue	
- Facilities	Property tax, excise tax, impact fee, special tax (e.g., fire districts tax), grants
- Personnel	Property tax, special tax (e.g., fire district tax)
Water and Sewer Facilities	DRRA, Public Works Agreements, connection fees, user charges, State grants and loans

ANNEXATION PLAN – TOWN GROWTH AREAS

State planning law requires that the Municipal Growth Element include consideration of anticipated future municipal growth areas outside the existing corporate limits of the municipal corporation.[3] Hebron's Annexation Plan (Map 7) shows designated growth areas for planned future Town expansion. No specific annexations are anticipated at this time nor does the Town expect to have annexed all of these properties by 2030.

Much of the designated growth area is currently devoted to agriculture or low density residential uses. Approximately 70 acres of the planned "mixed use" area are currently zoned as "Town Transition" by the County. This zoning classification permits between one and two dwelling units per acre, and more if developed as a Planned Unit Development.

The Town's preference is for these areas to be made part of the Town. These are long range Town growth areas put forth by the Town to present an alternative future land use to low density rural subdivision or agriculture preservation district, either of which could adversely impact future Town expansion.

When annexation is proposed the Town will conduct a detailed analysis to evaluate the appropriateness of the proposed annexation, requested zoning classification and intended development. This analysis will include consideration of how the proposed annexation relates to the Town's and County's comprehensive plans. Potential fiscal and environmental impacts will also be assessed. Close coordination with County officials is required to ensure that development of these areas is in the best interest of both jurisdictions.

Hebron's planned growth area encompasses about 132 acres (see Table 23). The following describes each category and the preferred land use for the properties.

Mixed Use

The Mixed Use category encompasses approximately 96 acres with little or no sensitive environmental features present. It is anticipated that these areas will be zoned for planned neighborhoods. Hebron's Planned Neighborhood Development standards require that development achieve a minimum density of 3.5 dwelling units per acre. Based on this requirement, the estimated residential capacity of the Planned Mixed Use annexation area is 337 units.

[3] Article 66B, in Section §3.05(a)(4)(x)

Planned Employment

The Planned Employment category includes approximately 11 acres of the planned growth area to be set aside for employment uses, including light industrial, commercial, office, and/or business uses. It is anticipated that these areas will be zoned to permit a mix of business, commercial and/or light industrial uses. At an average floor area ratio of 0.10 the Planned Employment area could be developed with an additional 47,000 square feet of commercial, business, and/or industrial uses.

Park

This is the Lion's Club/Ball Park which currently serves as a community park for Hebron.

Public/Semi-Public

This category includes the West Side Intermediate School and the site of the Chesapeake Fire Museum.

Table 23 - Development Capacity – Designated Growth Area Hebron, Maryland

Planning Area	Acres	Potential Residential Units	Estimated Floor Area Capacity (sq. ft.)	Estimated Population
Mixed Use	96	337	na	852
Employment	11		47,358	na
Park	7			
Public/Semi-Public	18			
Total	132		47,358	852

Annexation Impacts

The impacts of development in the proposed annexation areas are substantial in all public service and facility categories. This is especially true when considered along with potential impacts to public facilities and services associated with the build-out of the Town (see Table 24).

When considered in light of projected population growth in Wicomico County (about 21,450 people between 2010 and 2030) the potential population growth associated with the Hebron's annexations areas (1,334) represents approximately 6 percent of the population projected for Wicomico County. Considering the County's population projections, it is evident that regardless of where future population and housing locate - in the municipalities or scattered throughout the County - Hebron and Wicomico County

will need to expand the capacity of public facilities and services to accommodate projected growth.

For its part, Hebron will need to directly address impacts on public works facilities, Town administration and meeting space, recreation land, and water and sewer service. As is discussed in the Chapter 8, Water Resources, the Town will likely need to develop alternative wastewater treatment facilities in order to be able to meet future demand. Where property tax and other revenue sources are found to be inadequate, the Town and/or County will need to consider additional funding sources such as those outlined in Table 22.

Table 24 - Estimated Impacts on Public Facilities & Services based on Population and Occupied Dwelling Unit Increase in Planned Growth Areas

FACILITY/SERVICE	IMPACT	SERVICE MEASURE	SERVICE UNIT
SCHOOL (new students)	177	0.476	Per household
- High School	57	0.154	Per household
- Middle School	40	0.107	Per household
- Elementary School	80	0.215	Per household
TOWN ADMIN./MEETING (GFA)	2,401	1,920	Per 1,000 population
PUBLIC WORKS (GFA)	1,250	1,000	Per 1,000 population
LIBRARY (GFA)	125	1,000	Sq. ft. per 10,000 pop
POLICE (personnel)	3	2.6	Per 1,000 population
RECREATION LAND (acres)	38	30	Acres per 1000 pop.
FIRE & RESCUE			
- Personnel	2	1.59	Per 1,000 pop
- Facilities (GFA)	20	16	Sq. ft. per 1,000 pop

Source: Peter Johnston & Associates

Growth Phasing

Hebron's planned Priority Funding Areas (PFA) shown on Map 8 corresponds with the Town's anticipated growth staging over the next twenty years. This future growth phasing also is reflected in the Town's water and sewer priorities (see Map 9). Land located in the Planned Priority Funding Area will be submitted for PFA certification when the Town has completed appropriate feasibility studies concerning public facilities and services.

Rural Buffer/ Conservation Areas and Areas of Interest

The Rural Buffer/Conservation area and Areas of Interest (see Map 10) consists of two distinct land use planning categories. The intent of this land use designation is to identify areas outside of the Town that are not planned for annexation at this time but

are adjacent areas of interest to the Town. The first category, Rural Buffer/Conservation area includes existing farms, low density rural residential use, forested areas and stream corridors that form a rural buffer or greenbelt for the Town. The intent of this designation is to identify areas adjacent to the Town where the Town believes major development should be discouraged. Specifically, the Town's objectives for these Rural Buffers are:

- Encourage the County to limit development to agriculture and/or conservation uses;
- Create a more or less permanent green edge to the Town that will differentiate the urban extent of Hebron from its surroundings and giving the Town an identity in the landscape;
- Protect sensitive and agricultural areas within the buffer from extensive or intense development;
- Support the concept of green infrastructure that forms a network of protected habitat areas and buffers along drainage course; and
- Provide potential sites for wastewater spray irrigation if the Maryland Department of the Environment (MDE) requires such action in the future.

The second category encompasses planning "Areas of Interest" to the Town. These properties are located adjacent or near to the corporate boundary on the northeast side of US 50 and south and east of the Town. Properties located adjacent to US 50 have the potential, albeit highly dependent on improved access from US 50, for more intense uses than currently permitted under County zoning. The properties to the south and east extending from Lillian Street to Levin Dashiell Road include approximately 200 acres that the owners requested the Town include in their annexation area.

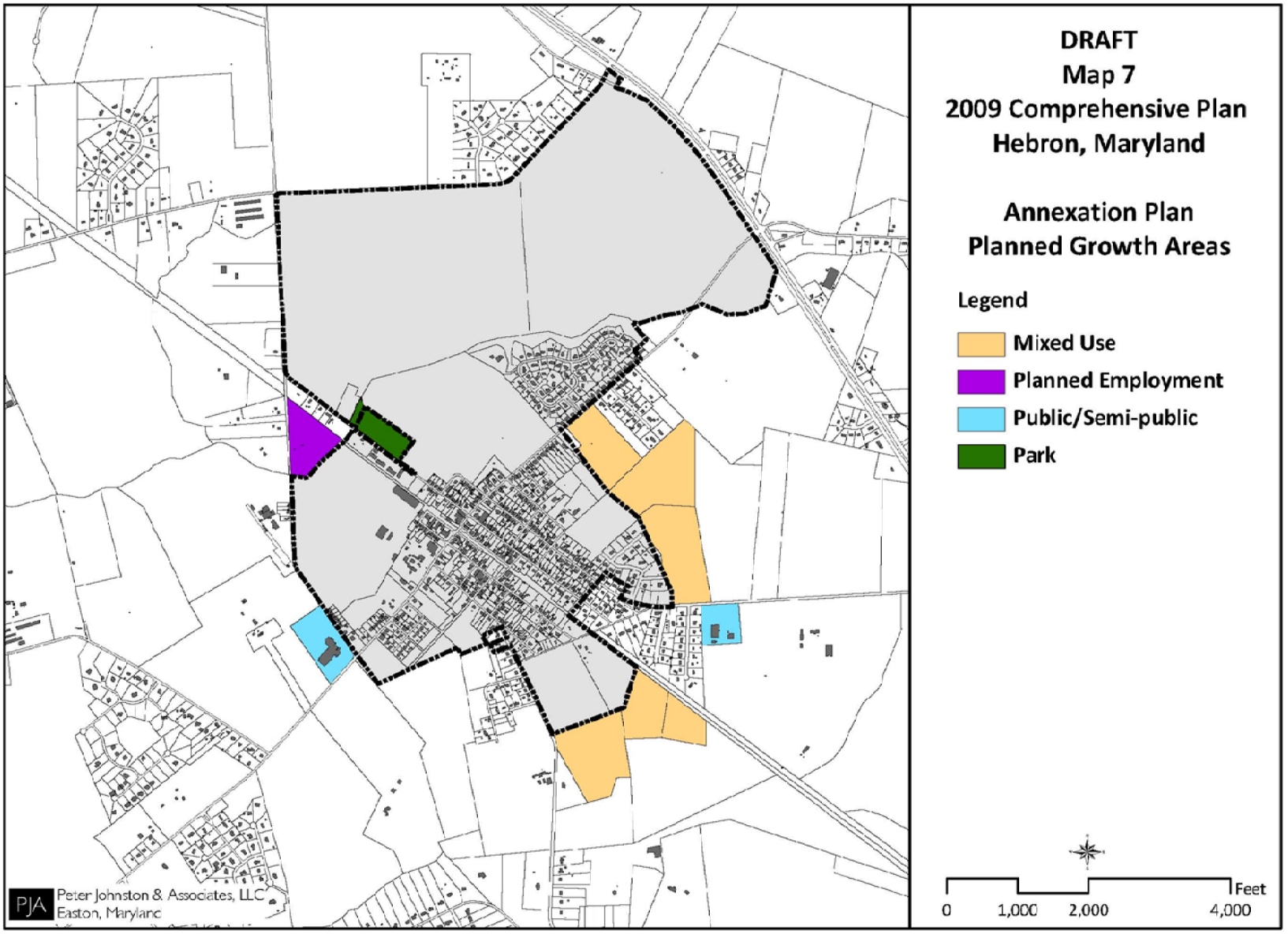
The Town's objectives for these areas are that:

- non-residential uses, other than those traditionally associated with the agriculture industry, and major residential subdivisions not be permitted on these properties; and

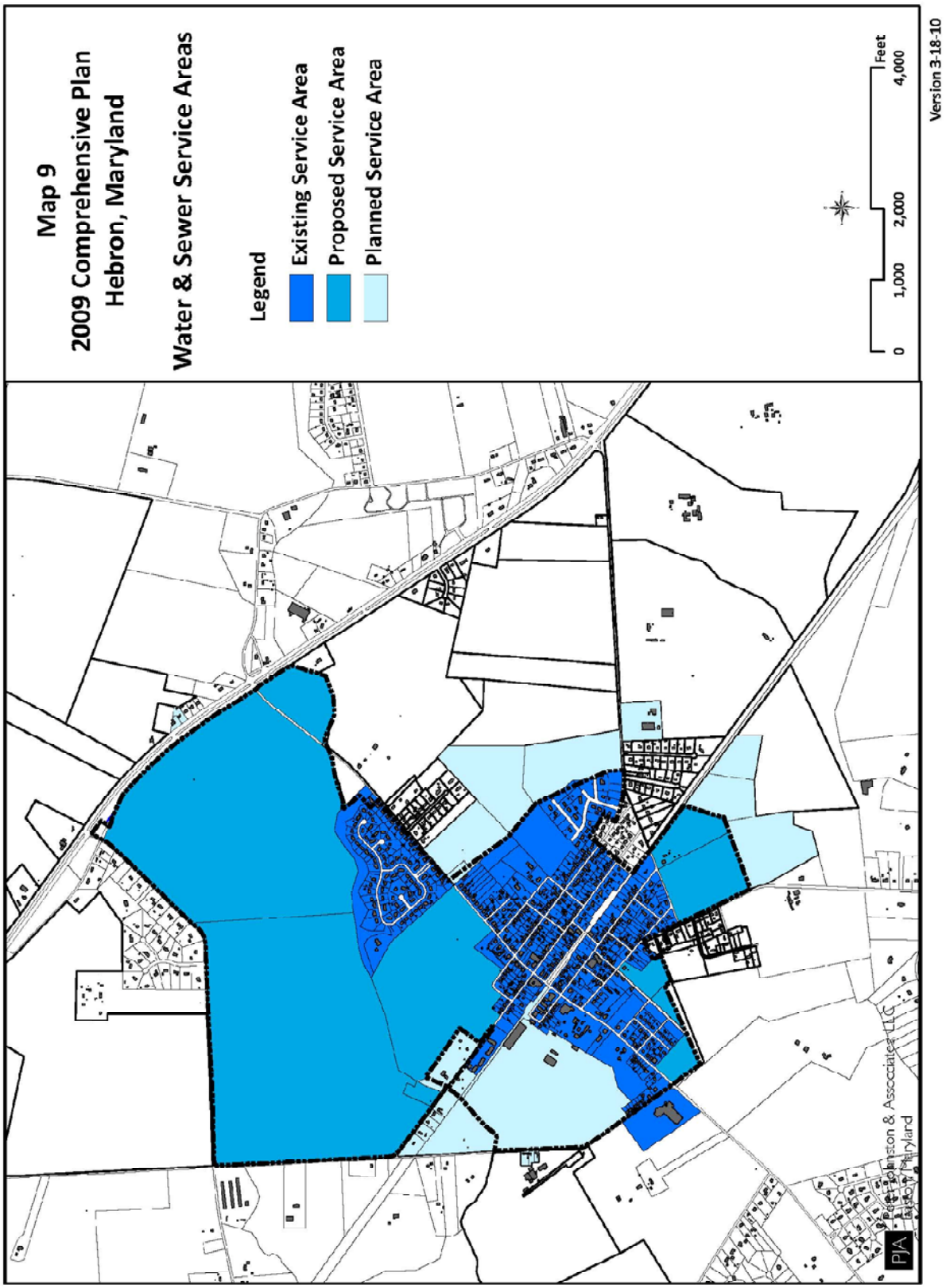
- these properties not be considered for rezoning without first conferring with Town officials.

These properties are not included as planned Town growth areas nor does the Town intent to annex these properties at this time. However, if these properties are considered for uses other than agriculture, forestry or very low density residential in the future the Town should be given the opportunity to annex these properties prior to their development.

Map 7 - Annexation Plan –Planned Growth Areas



Map 8 - Municipal Priority Funding Area PFA)



Map 9 - Water & Sewer Service Areas

Map 10 - Rural Buffers/Conservation Areas & Areas of Interest

Chapter 7 RESOURCE PROTECTION PLAN

This chapter addresses Hebron's resource protection policies and recommendations. Resource protection includes protecting sensitive environmental areas and conserving known mineral resource deposits. It also includes conserving historic and cultural resources.

OBJECTIVES

The following are Comprehensive Plan objectives for resource conservation in and around Hebron:

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

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

- Conserve Hebron's historic and cultural resources.

SENSITIVE AREAS

The Maryland Economic Growth, Resource Protection and Planning Act of 1992 added the requirement to Article 66B that comprehensive plans contain a Sensitive Areas Element which describes how the jurisdiction will protect the following sensitive areas (see Map 11):

- streams, wetlands and their buffers,
- 100-year floodplain,
- threatened and endangered species;
- steep slopes,
- wetlands,
- forest and agriculture land intended for resource protection and conservation; and
- other sensitive areas the jurisdiction wants to protect from the adverse impacts of development.

In addition to the "Sensitive Areas" addressed in the State Planning Act, the Town is concerned about the potential loss of its historical and cultural resources. Like the natural features, these resources help define Hebron's essential character.

Streams and Stream Buffers

Streams and their buffers are important resources. Streams may provide drinking water for local communities, natural drainage, and irrigation for farmers. Streams are prime spots for recreation, and for fishing and serve as spawning areas for sport and commercial fish stock and wildlife areas. Development near streams could be subject to flooding that could result in the loss of life and property.

Streams and adjacent areas are home to countless species of animals and transport valuable nutrients, minerals, and vitamins to the Chesapeake Bay. The floodplains, wetlands, and wooded slopes along streams are important parts of the stream ecosystem. Natural growth adjacent to our streams often serves as a natural screen between different types of land use.

As development activity becomes more intense, a large amount of land, forests, and natural vegetation along streams is diminished. The cumulative loss of large amounts of open space and natural land has reduced the ability of remaining land along streams to buffer the effects of such intrusions as high stormwater runoff.

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

Rewastico Creek, a portion of which is located within the corporate limits of Hebron, is classified as a perennial stream. It is recommended that the Town define a stream corridor as all land and water areas within 100 feet of stream banks. Any development occurring within this area should be evaluated for its potential impact on adjacent streams.

The minimum stream buffer requirement for areas that are already subdivided into lots should be a vegetated buffer at least 25-feet wide. Where even this minimal buffer is not possible, every effort should be made through the use of best management practices to protect water quality in the stream. For undeveloped areas the buffer should be a minimum of one hundred (100) feet to be effective. This stream buffer should be expanded if the Town determines it to be in the best interest of protecting the stream.

Wetlands

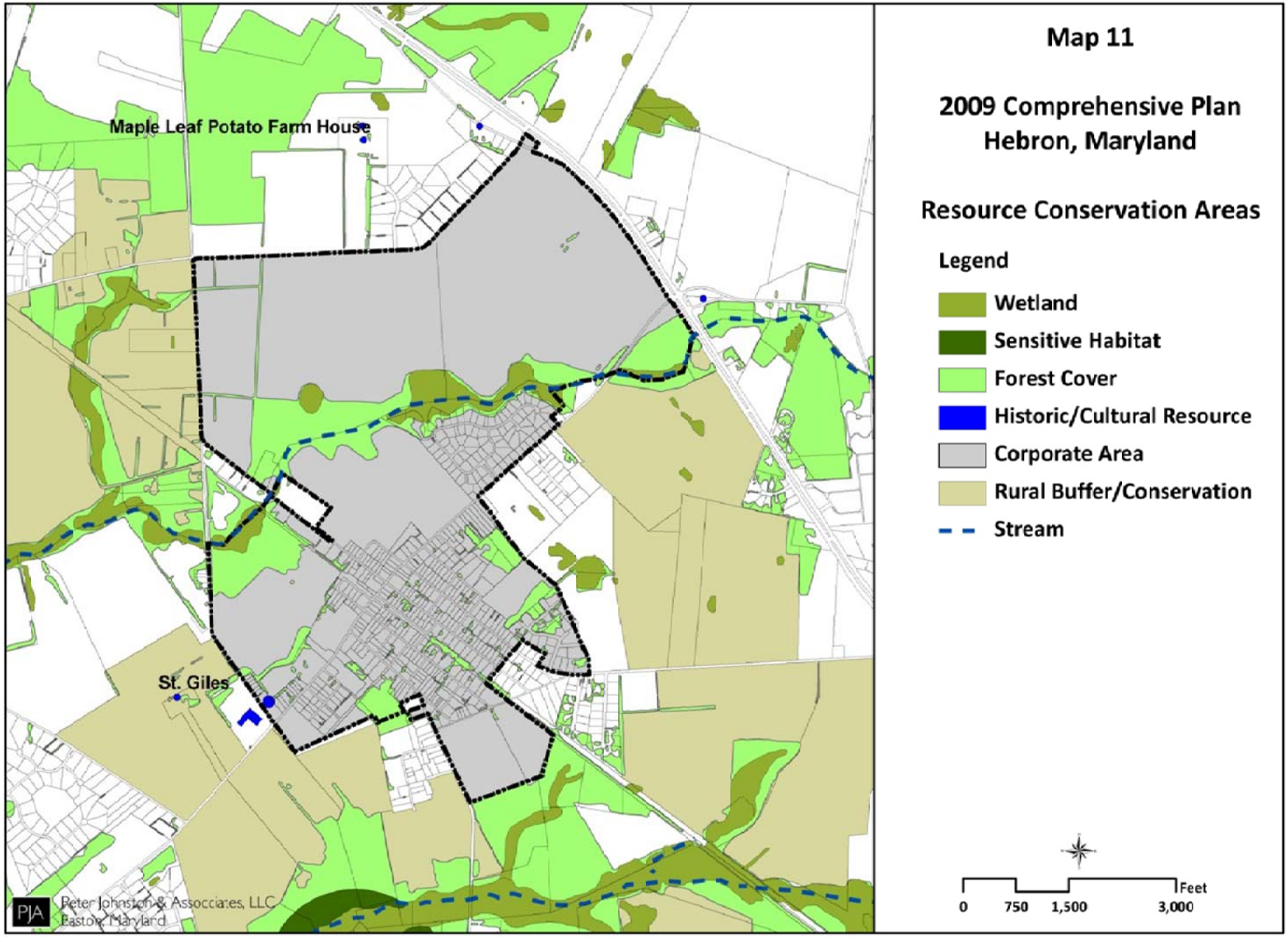
The Department of Natural Resources publication on nontidal wetlands (Nontidal Wetlands: A Handbook for Maryland Local Governments) discusses two important reasons for protection of non-tidal wetlands. First, these areas are usually hazardous building sites because they are exposed to flooding, characteristically have inadequate soil support, and pose severe limitations for on-site domestic waste disposal. Second, nontidal wetlands should be protected for their valuable environmental functions, some of which are: 1) flood conveyance and storage; 2) erosion and sediment control; 3) pollution control; 4) wildlife habitat; 5) water supply recharge; 6) natural crops; and 7) recreation and aesthetics.

Areas of non-tidal wetlands can be found in within the corporate limits and the Town proposed growth area. These non-tidal wetlands are regulated by the U.S. Army Corp of Engineers and the State of Maryland, Department of the Environment, Non-tidal Wetland Division. This jurisdiction extends throughout the Town.

Floodplains

The Flood Control and Watershed Management Act, Section 8-9A-01, et seq., Natural Resources Article of the Annotated Code of Maryland requires communities subject to flooding to control floodplain development in order to protect persons and property from danger and destruction and to preserve the biological values and the environmental quality of the watersheds or portions thereof under its jurisdiction. These communities also are required to adopt and enforce floodplain management regulations in order to participate in the National Flood Insurance Program and remain eligible for federally subsidized flood insurance, federal disaster relief, and federal and state financial assistance as provided in the National Flood Insurance Act of 1968, as amended, and the Flood Disaster Protection Act of 1973, as amended. Fortunately, it appears from the most recent data that no part of the Town is located in a flood prone area.

Map 11 - Resource Conservation Areas



Threatened and Endangered Species Habitat

Based on current information it appears that there is no sensitive species habitat located in the Town nor is there any known sensitive species habitat in the proposed annexation area. There may be a sensitive species habitat area located to the southwest of Town. If a sensitive species habitat is identified within the corporate limits or is located adjacent to the corporate limits and may be adversely impacted by a proposed development in the Town, the Town will ensure appropriate review and coordination with County and State agencies. To ensure the protection and continued existence of endangered species within the Town's jurisdiction, zoning and subdivision ordinances should include the following protective measures.

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

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

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

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

Steep Slopes

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

Forest Conservation

The Forest Conservation Act of 1991 (Natural Resources Article Sections 5-1601 to 5-1613) was enacted to protect the forests of Maryland by making forest conditions and character an integral part of the site planning process. It is regulated by the Maryland Department of Natural Resources, but implemented and administered by local governments. The Forest Conservation Act seeks to maximize the benefits of forests and slow the loss of forest land in Maryland, while allowing development to take place. The Forest Conservation Act requires that local governments adopt legislation that meets its requirements. The Town currently has an agreement with Wicomico County to adopt the County Program as its own and the County will implement the Program on behalf of the Town.

MINERAL RESOURCES

There are no known significant areas underlain with mineral resources in need of conservation in the corporate limits. In addition, the Town does not currently permit mineral resource extraction within the corporate limits.

HISTORIC FEATURES

History can be kept alive through education and preservation, both of which can take many forms and vary in intensity. History is something one lives in daily and is not only a “do not touch” museum. Old homes can be restored in a way that they are comfortable homes of today or they can be refurbished as an office. Historic sites can honor the past while providing a place for leisure activities. An old church can still hold worship services similar to those held one hundred years ago. A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. The past is a building block for the future and, if a plan is to be comprehensive, it must incorporate that past as a key element of planning for the future.

The Maryland Historical Trust surveyed the Town of Hebron in 2002 and found a significant number of resources eligible for listing on the National Register for Historic Places. Based on that survey, the Maryland Historical Trust has defined a Hebron Historic District (see Figure 1). MHT's proposed District is composed of 230 resources, mostly residential, as well as two churches, roughly a dozen commercial structures, and several public facilities, including the fair grounds. Of the 230 resources, 212 contribute to the potential district; 18 do not. Most of the District's resources are circa late-nineteenth and early-twentieth century, although the Maryland Historical Trust has not yet established a period of significance for the District. The vernacular style popular during this period – two and a half story, cross-gabled frame dwellings, with decorated or wraparound porches – dominate the District, along with various versions of Colonial Revival and bungalow style houses. A number of contributing commercial and residential structures date from the early half of the twentieth century. Only a few resources date from the latter half of that century. Despite later additions of modern materials such as vinyl and aluminum siding, most of the contributing resources retain a high level of integrity.

Significant historic commercial structures located in the Town's central business district include the Hebron passenger station, built by the Baltimore, Chesapeake and Atlantic Railroad circa 1910. Two (2) historic churches, which are Nelson's Memorial Methodist Episcopal Church, a 1916 Gothic Revival structure, and Spring Hill Church (St. Paul's Episcopal Church), circa 1771, Wicomico's oldest surviving frame church and one of only a handful of pre-Revolutionary War structures still standing in the County, are in or near the Town.

Significant historic private structures in the Hebron area that are listed on the National Register of Historic Places include St. Giles, a 2 1/2 story, five bay long, frame Federal period farmhouse with 20th century hyphen and wing, and the Maple Leaf Farm Potato House, which stands on the property known as Western Fields.

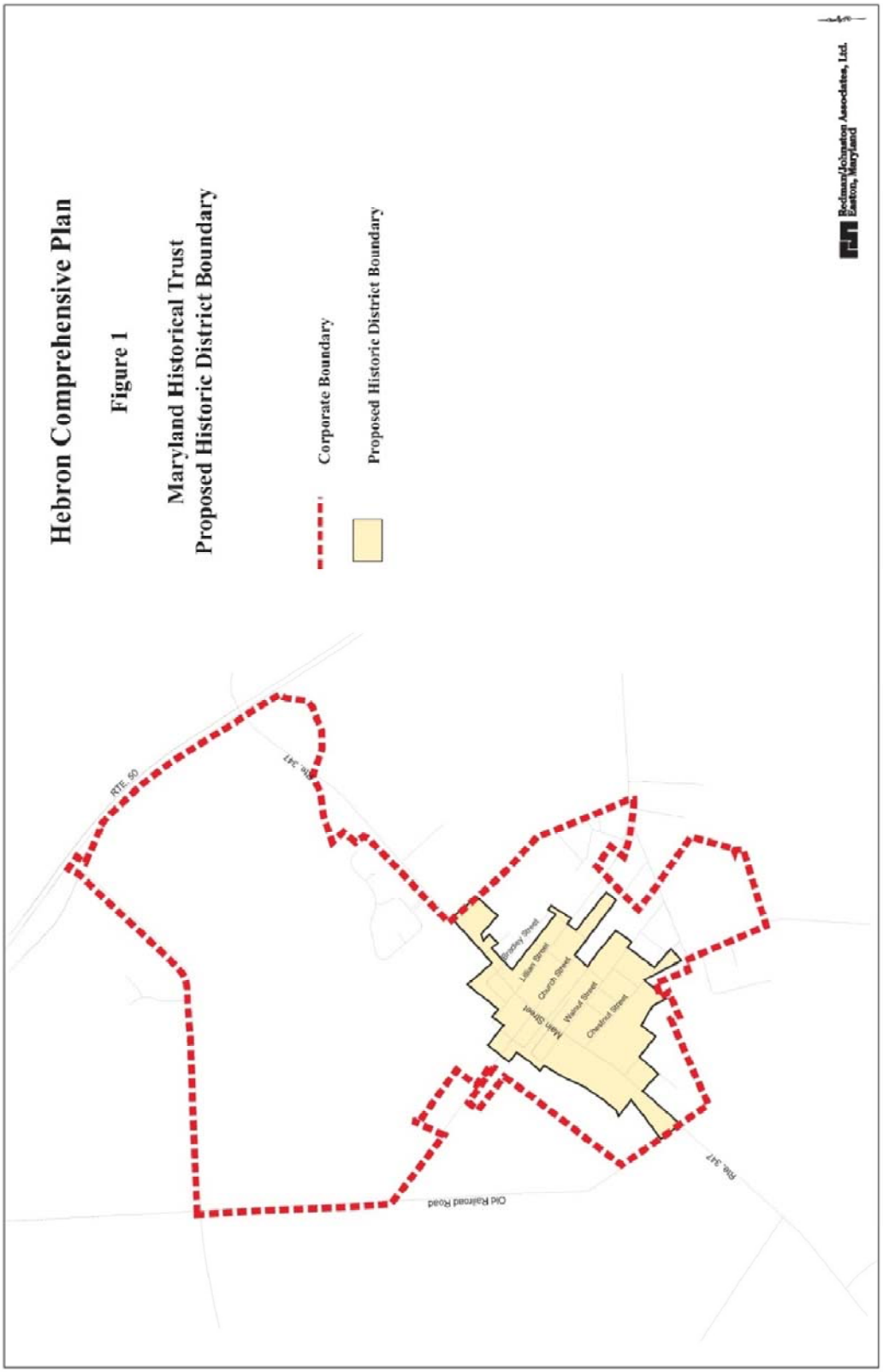


Figure 1 - Proposed Historic District Boundary

Historic Preservation Program Recommendations

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

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

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

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

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

<u>Inventory</u>

The Maryland Historical Trust (the MHT) surveyed the Town of Hebron in 2002. As a result of the survey the MHT identified 230 resources, the majority of which are residential, but also included a dozen commercial structures and two (2) churches in the Town and one (1) church just outside of the Town.

Protection and Preservation Programs

A number of existing programs provide assistance in protection or preservation, offer tax benefits, provide professional historical/architectural consulting, and so forth. More detailed information on programs including the National Historic Landmark, National Register of Historic Places, Conservation and Preservation Easements, and Historic Overlay Districts can be found from various historic preservation organizations such as the Maryland Historical Trust and its local chapter in Wicomico County.

National Register of Historic Places

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

- National recognition of the value of historic properties individually and collectively to the Nation.
- Eligibility for Federal tax incentives and other preservation assistance.
- Eligibility for a Maryland income tax benefit for the approved rehabilitation of owner-occupied residential buildings.
- Consideration in the planning for federally and state assisted projects.
- Listing does not interfere with a private property owner's right to alter, manage, or dispose of property.

According to the MHT a large area within Hebron is eligible for listing in the National Register of Historic Places. The survey documentation is on file at the Maryland Historical Trust.

Maryland Historical Trust

The Maryland Historical Trust (MHT) surveys historic buildings, structures, and archaeological sites to determine eligibility of being listed on the state register. As to being on the National Register of Historic Places, listing does not limit or regulate the

property owner in what can or cannot be done with the property. In order to be considered for listing on the National Register or having an easement on the property to be accepted by the MHT, the site usually must first be listed on the Maryland Historical Trust Register.

Maryland Historic Preservation Easement

A state-held historic preservation easement monitored by the MHT is an excellent means of perpetually preserving a historical structure and property for future generations. Regulations state that easements may be assignable to other parties or run with the land. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gift, and property tax benefits. In exchange, the owner gives the MHT the final word regarding proposed alterations. However, for properties whose fair market value is largely based on the value of development rights, this method of preservation may not be the most financially expedient for the property owner or for the MHT.

Local Historic Overlay Zone

A third, but separate, type of designation is the locally-zoned historic district which is an overlay on the existing zoning ordinance of a specified area. This district, legally allowed by Section 8.01 of Article 66B in the Annotated Code of Maryland, is a tool a local government can use to help maintain the visual character of the community. The zone provisions allow an appointed Commission to monitor changes, alterations, and demolition of buildings and structures of architectural or historic significance. The main purpose of such zoning is:

- to safeguard the heritage by preserving the Districts that reflect elements of its cultural, social, economic, political, or architectural history;
- to stabilize or improve property values in such a District;
- to foster civic beauty;
- to strengthen the local economy;
- to use and preserve Historic Districts for the education, welfare, and pleasure of the residents of the county or municipal corporation.

If identified historic resources qualify, property owners may be able to take advantage of Maryland historic rehabilitation tax credit programs. MHT recommends that the Town consider implementing a local historic area zoning ordinance or pursue National Register designation to make these tax credits available. According to the MHT, historic

district designation would help the Town achieve its objective of preserving significant historic area structures and achieving its vision.

Adaptive Re-Use

The Town should adopt zoning provisions that promote the adaptive re-use of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, museums, and studio space for artisans, when such uses minimize exterior structural alteration.

Support Owners

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

Development Proposal Review

The Zoning Ordinance and Subdivision Regulations for the Town should require developers to identify cemeteries/burial grounds/archaeological sites/historical structures on a property prior to any disturbance of the site and support archaeological and historical research through preservation of significant sites.

Lower Eastern Shore Heritage

The Lower Eastern Shore Heritage was certified as a Maryland Heritage Area in 2002. The LESHC encompasses the largest physical heritage tourism area in the State – Somerset, Wicomico, and Worcester counties – and funds or promotes over 800 heritage area sites and projects. The heritage sites and projects in the three-county area include museums, cultural centers, parks, historic mansions, interpretive centers, discovery centers, historic downtowns and interpretive walking tours, Indian trails and sites, African-American historic sites, waterway and cycling trails, and archeological and architecturally significant sites. Notable LESHC projects include the creation of a Beach to Bay Indian Trail, the Beach and Beyond Passport Program, projects at the Ward Museum of Wildfowl Art, Pemberton Historical Park, Ocean City Life Saving Station Museum, the Chipman Cultural Center, African-American Interpretive Signage Sites, Pocomoke River Discovery Center, and Teackle Mansion renovations.

Ongoing LESHC projects supporting regional heritage tourism include the Scenic Blue Crab Byway – connecting heritage tourism sites along a biking, hiking, and driving route signed with a signature “blue crab” logo – and a $10,000.00 mini-grant program that

supports heritage tourism projects in the region by offering community organizations strategic project planning and fundraising services.

This Plan recognizes the importance of the certification status of the Lower Eastern Shore Heritage Area, comprising heritage sites and places in Wicomico, Worcester, and Somerset Counties. This status recognizes Hebron's unique heritage and offers the Town the opportunity for coordinated and enhanced tourism activity. The Lower Eastern Shore Heritage Area Tourism Management Plan adopted in 2002, and as may be amended from time to time in the future, is hereby incorporated, by reference, in the Town of Hebron Comprehensive Plan.

Chapter 8 WATER RESOURCE

INTRODUCTION

The Hebron Comprehensive Plan's "Water Resources Element" (WRE) satisfies a basic planning requirement as mandated by Maryland House Bill 1141 (HB 1141). The purpose of the WRE is to assess water resource capacity to meet current and future needs. In addition, zoning classifications of a property may not be changed after October 1, 2009 if a jurisdiction has not adopted a WRE in its comprehensive plan.

Specifically, the statutory requirements include the following tasks:

- Identify drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the land use element of the plan, considering available data provided by the Maryland Department of the Environment (MDE).

- Identify suitable receiving waters and land areas to meet the stormwater management and wastewater treatment and disposal needs of existing and future development proposed in the land use element of the plan, considering available data provided by MDE.

- Adopt a WRE in the comprehensive plan on or before October 1, 2009, unless extension(s) are granted by Maryland Department of Planning (MDP), pursuant to law.

The WRE is directly linked to the following Plan elements: 1) the 2030 Land Use Plan; 2) the Municipal Growth Element; 3) Community Facilities; and 4) Resource Conservation. The WRE addresses three major areas including water (both supply and quality), wastewater treatment and discharge, and stormwater management. Among other things, preparation of the WRE is intended to test water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate the development of management strategies.

HYDROGEOLOGIC SETTING

Located in Wicomico County, Maryland, the Town of Hebron is part of the Northern Atlantic Coastal Plain Aquifer System (NACP). The NACP encompasses approximately 50,000 square miles that extends from the North Carolina and South Caroline border to Long Island, New York. As shown in Figure 2, in Maryland the aquifer system is bounded in the west by the Fall Line, which separates the Piedmont from the Coastal Plain

physiographic province. It is bounded in the east by the Atlantic Ocean. [4]

REGIONAL WATER RESOURCES

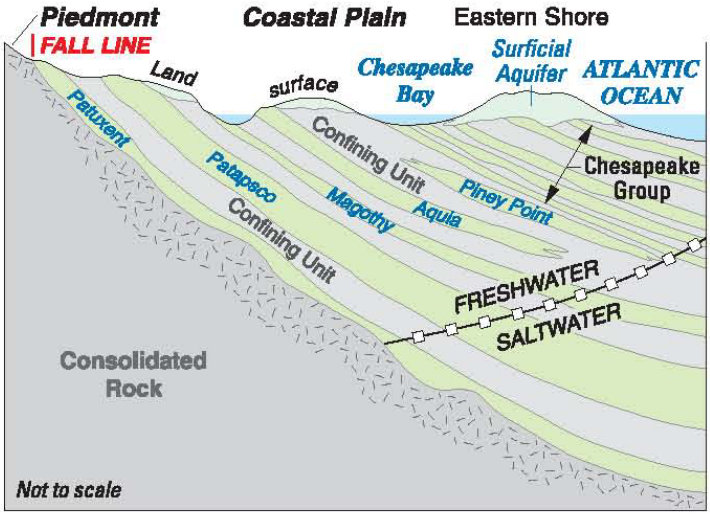


Figure 2 - Northern Atlantic Coastal Plan

The Atlantic Coastal Plain Aquifer System in Maryland consists of an alternating series of aquifers and confining units that descend and widen (as they extend toward the Atlantic Ocean). The major aquifers in the NACP are the Patuxent, Patapsco, Magothy, Aquia and Piney Point Formations, and the Chesapeake Group. The sediments that form the aquifers and confining units range in age from Cretaceous to Quaternary. Most of the Eastern Shore is covered by loose sediments, in layers containing gravel, sand, silt and clay deposited during the present post-glacial period (Tertiary).

"Total ground water use in Maryland exceeds 214 million gallons per day."[5] "The urban areas of Baltimore and Washington, D.C. make up the largest percentage of the State's water usage, and their water supply is derived from surface water sources. In Maryland's Coastal Plain counties, which include southern Maryland and the Eastern Shore, ground water comprises 86% of the total water use."[6]

"Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snow melt and depleted by drought, resulting in fluctuating water levels. Artesian aquifers receive recharge from areas where water-bearing formations crop out, leakage through confining beds, and lateral movement of water from adjacent aquifers. Artesian aquifers are much less vulnerable to drought conditions."[7]

"The natural water quality of Coastal Plain ground water is generally good and ranges from very soft to very hard with the average in the moderately soft range (Vokes and Edwards, 1974). Most Coastal Plain aquifers contain both fresh and salt water. Water directly below recharge areas is fresh; salt levels increase with aquifer depth and

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

[5] *An Overview of Wetlands and Water Resources of Maryland, by* Denise Clearwater, Paryse Turgeon, Christi Noble, and Julie Labranche. Prepared for Maryland Wetland Conservation Plan Work Group, January 2000

[6] Ibid.

[7] Ibid.

proximity to the ocean. The location of the freshwater-salt water boundary (zone of diffusion) depends on the volume of fresh water entering the aquifer from recharge or leakage.

One of the most common problems in Coastal Plain aquifers is salt water intrusion. Some parts of the confined aquifers in the system have been affected by intrusion of brackish or saline water, notably in more heavily populated areas along the coastlines of the Bay (Annapolis, Kent Island) and the Atlantic Ocean (Ocean City), where water usage is greater."[8]

In 2007, the U.S. Department of the Interior and U.S. Geological Survey (USGS) reported that "decades of increasing pumpage have caused ground-water levels in parts of the Maryland Coastal Plain to decline by as much as 2 feet per year in some areas of southern Maryland. Continued declines at this rate could affect the long-term sustainability of ground-water resources in Maryland's heavily populated Coastal Plain communities and the agricultural industry of the Eastern Shore."[9]

The 2004 report of the Maryland Advisory Committee on the "Management and Protection of the State's Water Resources" recommended a comprehensive study of the sustainability of the entire Atlantic Coastal Plain aquifer system in Maryland, which is currently being undertaken by the U.S. Department of the Interior and USGS, in cooperation with the Maryland Geological Survey and Maryland Department of the Environment. The assessment will be conducted in three phases and is expected to take 7 to 8 years to complete. Currently, the project is in Phase I, which began in 2006. A key component of the assessment will be the development of an aquifer information system designed to serve the needs of both water managers and scientific investigators. When fully developed, the system will serve as a web-based tool and will facilitate the use of ground-water management models for evaluation of a variety of water-management strategies.

HEBRON WATER RESOURCES

"The Town of Hebron is served by a public water system constructed in the 1980's. The system is owned and operated by the Town. In 1996, Hebron upgraded their existing water system. The improvements included the construction of two (2) new production wells, construction of a new 300,000 gallon single pedestal elevated water storage tank, installation of water distribution system improvements, and the abandonment of existing production Wells #2 and #4. The existing 75,000 gallon elevated water storage

[8] Ibid.
[9] Open File Report 2007 – 1205, *A Science Plan For A Comprehensive Regional Assessment Of The Atlantic Coastal Plain Aquifer System In Maryland*, by Robert J. Shedlock, David W. Bolton, Emery T. Cleaves, James M. Gerhart, and Mark R. Nardi, U.S. Department of the Interior, U.S. Geological Survey, 2007.

tank was disconnected from the Town's distribution system and dismantled. Two additional wells (Wells #1 and #3) were abandoned prior to 1955."[10]

"Hebron draws its water from the two wells in the Choptank Formation (Frederica Aquifer)."[11] The Frederica Aquifer is part of the Chesapeake Group which also includes the Manokin Aquifer. The Manokin Aquifer is another potential source of water available to the Town. In addition, the Town may be able to draw from the surficial Quarternary Aquifer. The Quarternary aquifer includes the Salisbury Formation, the Columbia aquifer and the Paleochannel.

The Town's water requires treatment which includes both pre- and post-chlorination. Water is stored in a 300,000 gallon elevated tank. The Town's water systems currently serves approximately 496 equivalent dwelling units (EDUs) and is capable of providing enough water storage to satisfy the Town's daily average water consumption volume of 82,000 GPD, as well as to meet the fire protection water storage requirements for the community. No water service is currently allocated for pending developments.

According to the Town's 2007 Annual Water Quality Report the Town's, "water source is two wells about 280 feet deep into an underground water source called the Frederica Aquifer. The two wells are located on the north side of Town, one on Main Street and the other at the water tower. The Town owns the land around the wells and restricts any activity that may contaminate them. In 1996 the old water tower and wells were replaced. The water quality was greatly improved with the construction of the new tower and wells. The PH of the water is between 8.0 and 8.2 which decreased the leaching of lead and copper from old piping and eliminated it in most cases. And in 2007 there were no measurable traces of lead, copper or nitrates."[12]

Projected Water Demand

Hebron will need to increase the capacity of existing water supply and distribution systems to serve existing undeveloped properties within the Town's corporate limits and properties in the planned growth area. The Town of Hebron currently has a ground water appropriations permit that authorizes a daily average of 123,000 GPD, and a maximum monthly average of 205,000 GPD. According to the MDE permit (WI1989G001(3)) the water will be taken from two wells in the Choptank formation (Frederic Aquifer). Through correspondence MDE also notified the Town its water appropriations permit expires in February 2011. Further, MDE noted that the Town,

[10] Draft *Wicomico County Water and Sewer Plan*, Wicomico County Department of Public Works, 2009, pg 3-15 to 3-16.
[11] Water Appropriation and Use Permit, WI1989G001(03), Maryland Department of the Environment, Water Management Administration, February 2008.
[12] Town of Hebron, "The Water We Drink" Annual Drinking Water Quality Report – 2007, PWSID # 0220002, Commissioners of Hebron

"will be required to hire a competent hydro-geologist to perform a complete and detailed hydro-geological study and aquifer test in support of any increase needed for new development."[13] The developer for Waller Landing (the Planned Neighborhood Development) has been informed no approvals would be granted until they had completed such a study, and based on the findings, developed a plan for service. The Town does not anticipate the need to find a second aquifer to meet its future water needs. However, this conclusion may change as a result of the hydro-geologic study required by MDE. If so, the Town may need more extensive water treatment facilities depending on the quality of water from an alternative source.

Table 25 summarizes projected water demand in five-year increments through 2030 based on anticipated residential and non-residential development. The table relates projected demand to permitted withdrawal limits, i.e., 0.123 million gallons per day (MGD). MDE encourages water providers to begin planning for additional water supply when the system reaches 75 percent of capacity. Based in the projected demand in Table 25, Hebron should begin planning for additional water supply within the next few years. It is anticipated that facilities planning will commence sooner if the major development project currently under consideration proceeds. Table 25 also indicates that the limits of withdrawal established in Hebron's water appropriations permit will have to be increased within the planning period.

Table 25 - Projected Water Demand 2010 – 2030, Hebron, Maryland

Year	Residential (MGD)	Non-residential (MGD)	Total (MGD)	Percent of Permitted Withdrawal**
2010	0.08	*	0.08	67%
2015	0.09	0.03	0.12	101%
2020	0.11	0.06	0.17	136%
2025	0.12	0.07	0.19	156%
2030	0.14	0.08	0.22	176%
* Non-residential demand included 2010 demand				
** Permitted Average Daily Withdrawal: 0.123 MGD				

Source: Peter Johnston & Associates

As shown in Table 26 it is estimated that total water demand at build-out of the existing corporate area and of development in the annexation area s shown in the Annexation Plan (see Chapter 6, Municipal Growth) will be approximately 1.15 MGD. It is apparent that in order to support this level of demand substantial improvement to the Hebron water systems will be required. In addition, the Town may have to look to other sources for water supply. This potential situation underscores the importance of Town officials

[13] Letter dated February 20, 2008 from Zoreh A Izadi, Public Health Engineer, to Jerry Kennedy Water/Wastewater Superintendent Town of Hebron, Maryland Department of the Environment (MDE)

staying abreast of the most recent and accurate information available concerning groundwater resources

Table 26 - Summary of Estimated Total Water Demand Beyond 2030, Hebron, Maryland

Planning Area	Residential (MGD)	Non-Residential (MGD)	Total (MGD)
2030	**0.14**	**0.08**	**0.22**
Build Out	**0.66**	**0.18**	**0.84**
Annexation Plan	**0.08**	**0.01**	**0.09**
Total	**0.88**	**0.27**	**1.15**

Source: Peter Johnston & Associates

HEBRON WASTEWATER SYSTEM

Hebron wastewater system consists of a treatment facility, pumping stations, and collection system. The system serves most properties within the corporate limits. Treatment takes place in stabilization lagoons located outside of the Town with treated effluent discharged to Rewastico Creek, downstream of Rewastico Pond. Lagoon effluent is chlorinated and dechlorinated prior to its discharge. The average effluent flow per day is approximately 60,000 GPD in 2009. The wastewater facilities currently serve 496 equivalent dwelling units (EDUs). No sewer service is currently allocated for pending developments.

The Hebron WWTP is permitted (NPDES Permit MD0059617, State Discharge Permit 05-DP-1999) an average annual flow of 0.101 MGD. According to the MDE, Hebron's WWTP is currently a "minor" WWTP and its current Tributary Strategy point source caps are 2,566 lbs/yr of nitrogen and 428 lbs/yr of phosphorus. Since the Hebron WWTP caps were set at a level that is less than 6,100 lbs/yr of nitrogen and 457 lbs/yr of phosphorus, as the WWTP expands, Hebron's cap must remain at this level. This "cap" is significant. It means that, depending of the level of treatment achieved, Hebron will be limited to a discharge of 0.28 MGD or less.

Projected Sewer Demand

Projected sewer demand in the planning period mirrors that of water, i.e. estimates based on anticipated residential and non-residential development (see Table 27). As can be seen from Table 27 Hebron will have to increase sewer treatment capacity to accommodate projected growth through 2030.

Hebron's sewer capacity will have to be substantially increased in order to accommodate the full build-out of the Town (see Table 28). Planning for additional sewer treatment capacity should begin when the WWTP reaches 75 percent capacity. As indicated in Table 27, the WWTP will reach 75 percent capacity between 2010 and 2015.

A majority of projected build-out demand will result from development on large vacant tracts located within the corporate limits. Hebron officials expect planning, design and construction costs will be borne by applicants for development approvals with some costs addressed through connection fees. Anyone proposing a development projection on these properties will be responsible for the cost of planning, design, and construction of additional treatment capacity and extension of existing collection systems to serve the proposed development. These and other infrastructure expansion and service delivery impacts will first be addressed in Developer Rights and Responsibility Agreements (DRRA) required of large-scale development projects, and later in public works agreements executed at the time development approvals are given.

Table 27 - Projected Sewer Flows 2010 – 2030, Hebron, Maryland

Year	Residential (MGD)	Non-Residential (MGD)	Total (MGD)	Percent of Design Capacity
2010	0.06	*	0.06	59%
2015	0.07	0.03	0.10	101%
2020	0.09	0.06	0.15	144%
2025	0.10	0.07	0.17	169%
2030	0.12	0.08	0.19	192%
* Non-residential demand included 2010 demand				
**Design Capacity = 0.101 MPD				

Source: Peter Johnston & Associates

Table 28 - Projected Sewer Flows Beyond 2030, Hebron, Maryland

Sewer Flow by Planning Area	**Residential (MGD)**	**Non-Residential (MGD)**	**Total (MGD)**
2030	0.12	0.08	0.19
Town Build-out	0.66	0.26	0.92
Annexation Plan	0.08	0.01	0.09
TOTAL	1.18	0.51	1.69

Source: Peter Johnston & Associates

As shown in Table 28 projected sewer flows at build-out of the existing corporate area (Town Build-out) and sewer flows if development in the Town's designated growth areas (Annexation Plan) shown on Map 6 in Chapter 6, Municipal Growth, occurs as planned, will exceed 1.6 MGD or nearly six times the maximum capacity of the existing treatment plant working at peak efficiency. These potential sewer flows shown in Table 28 are significant in light of the sewer "cap" discussed earlier. Even if Hebron upgrades its WWTP to an Enhanced Nutrient Removal (ENR) standard of 3 mg/l of nitrogen and 0.3 mg/l of phosphorous, the maximum allowable wastewater discharge to surface waters is 0.28 MGD. Hebron will need to achieve treatment levels on the order of 4 mg/l

of nitrogen and 0.7 mg/l of phosphorous to accommodate the projected 2030 population and will need to consider alternatives to surface water discharge to Rewastico Creek late in the planning period in order to be able to support Town build-out and/or development in designated growth areas.

PROGRAMMING WATER AND SEWER FACILITIES

Programming for water and sewer facilities is reflected in the Wicomico County Water and Sewer Plan. Areas programmed for water or sewer improvements in the Wicomico County Water and Sewer Plan are areas eligible for State assistance with water and/or sewer system improvements. Water and sewer service areas, as shown in the Wicomico County Water and Sewer Plan, are broken down based on when service is planned. The classification system is summarized as follows:

Delineation	Description
W-1 and S-1	Areas served by community and multi-use water and sewerage systems which are either existing or are under construction
W-2 and S-2	Areas to be served by extensions of existing community and multi-use water supply and sewerage systems which are in the final planning stages
W-3 and S-3	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be given immediate priority
W-4 and S-4	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems will be programmed for the 3 to 5/6 year period
W-5 and S-5	Areas where improvements to, or construction of, new community and multi-use water supply and sewerage systems are programmed for inclusion within the 6/7 through 10-year period
W-6 and S-6	Areas where there is no planned service

Source: COMAR 26.03.01.04

Proposed improvements must appear in the appropriate service area category in the Master Water Sewer Plan before MDE will consider issuing a construction permit. Wicomico County is currently updating the Water and Sewer Plan and the Town has requested the Hebron Maps reflect the planned service areas shown on Map 9. The current water and sewer service area boundaries maps are shown on Figures 3 and 4.

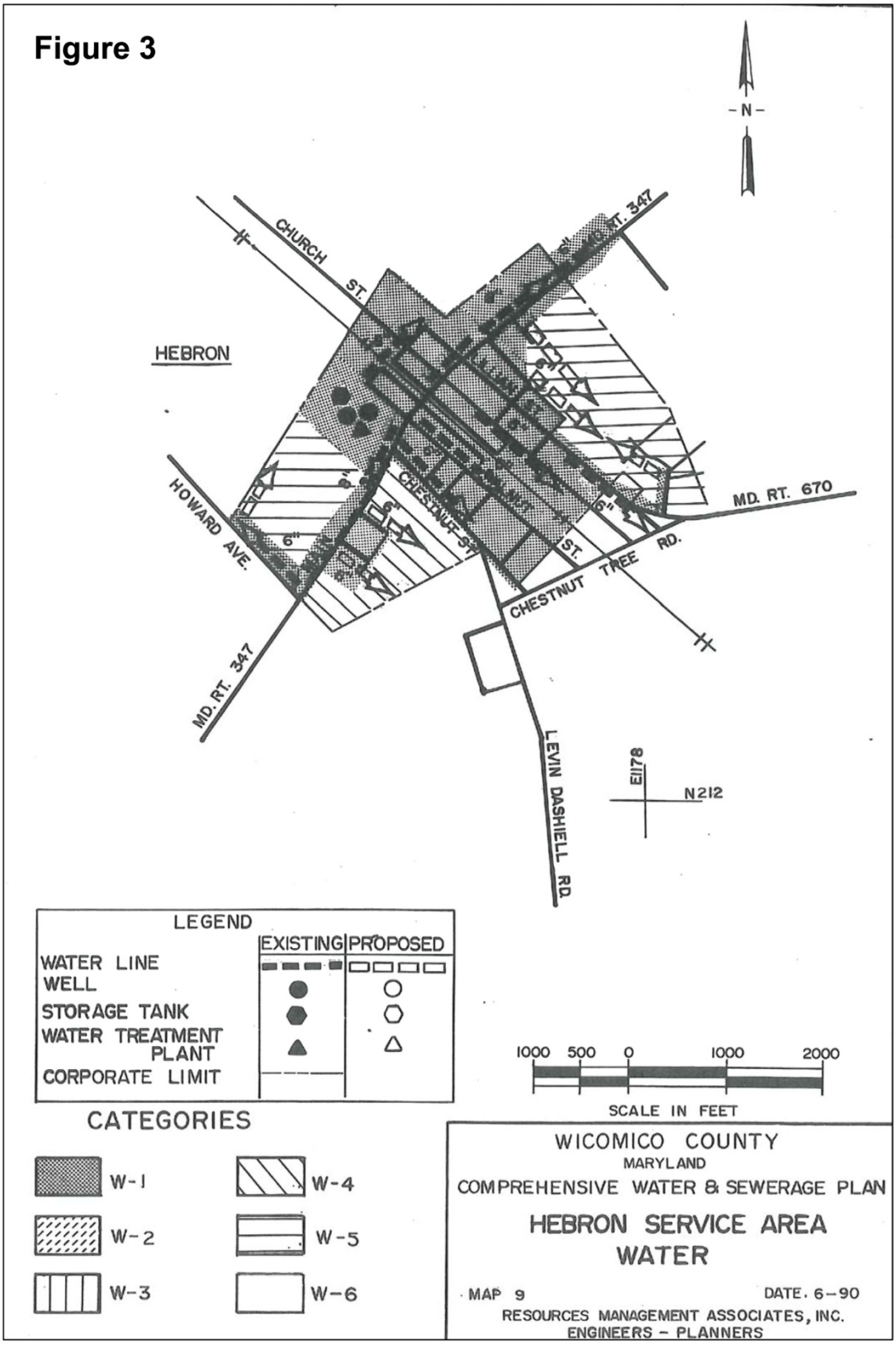


Figure 3 - Hebron Water Service Area – Wicomico County Comprehensive Water & Sewer Plan

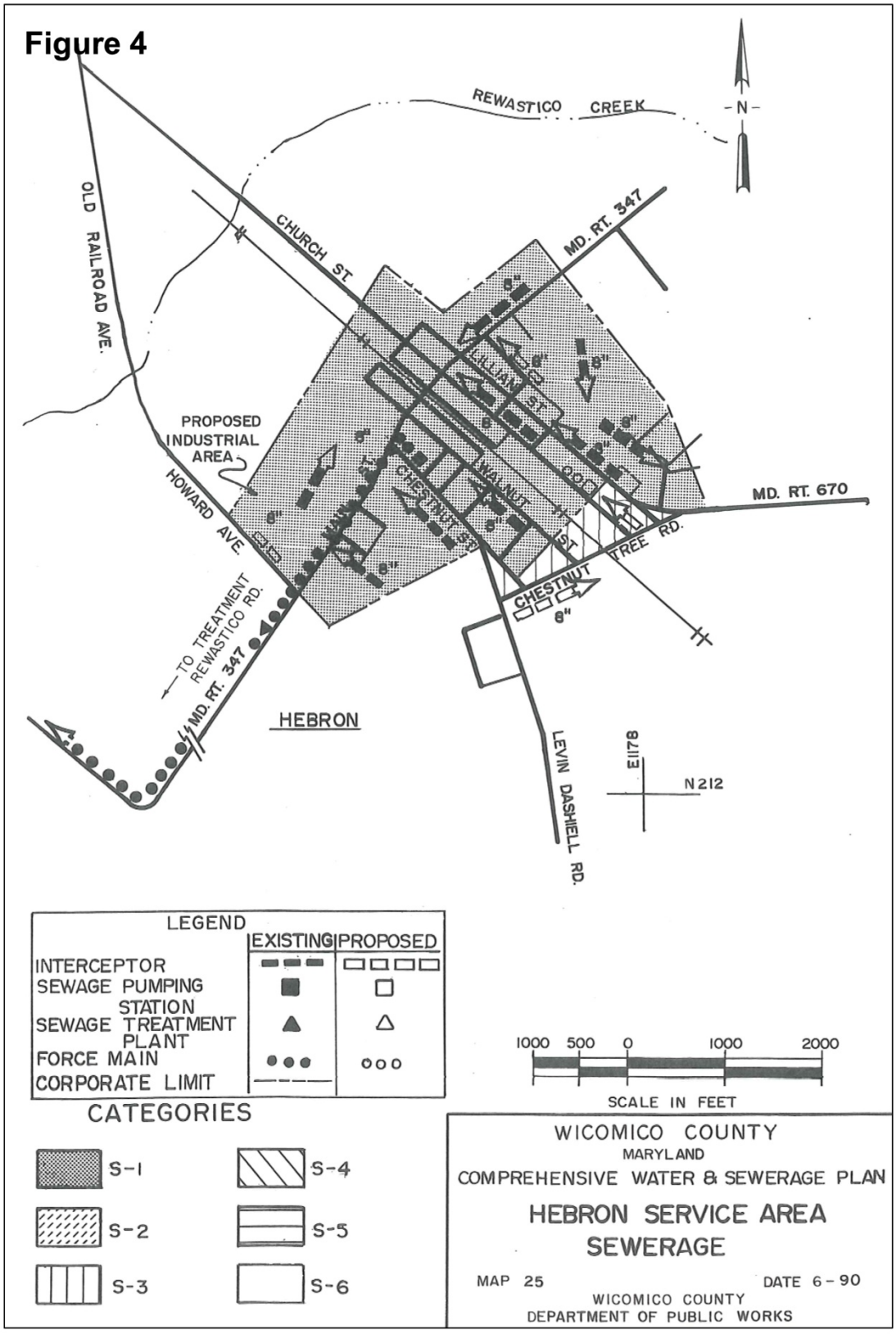


Figure 4 – Hebron Sewer Service Area – Wicomico County Comprehensive Water & Sewer Plan

WATERSHED CHARACTERISTICS

Hebron is situated within the Nanticoke River Watershed. Approximately 524,376 acres of land extends from Tangier Sound and the Chesapeake Bay in the south to the southwest corner of Kent County, Delaware (see Figure 3). The eastern most boundary of the watershed meets the Wicomico River Watershed's western boundary, several miles west of the Wicomico River. Four significant creeks flow into the Nanticoke, the Quantico, Rewastico, Barren, and Wetipquin.[14] Somewhat less than half (about 206,692 acres) are located in the Maryland portion of the watershed and include parts of Caroline, Dorchester and Wicomico County.

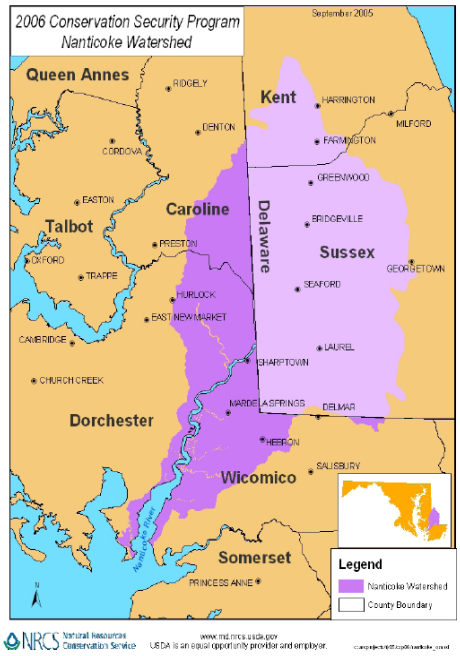


Figure 5 - Nanticoke River Watershed

Maryland municipalities that share the watershed with Hebron include Federalsburg, Hurlock, Vienna, Sharptown, Mardela Springs and Delmar. Delaware municipalities include; Harrington, Farmington, Greenwood, Bridgeville, Seaford and Delmar, Delaware. According to the USDA, the Nanticoke River, "is one of the healthiest rivers in the Chesapeake and provides excellent habitat for many threatened and endangered species. It supports the largest concentration of bald eagles in the northeastern United States."[15]

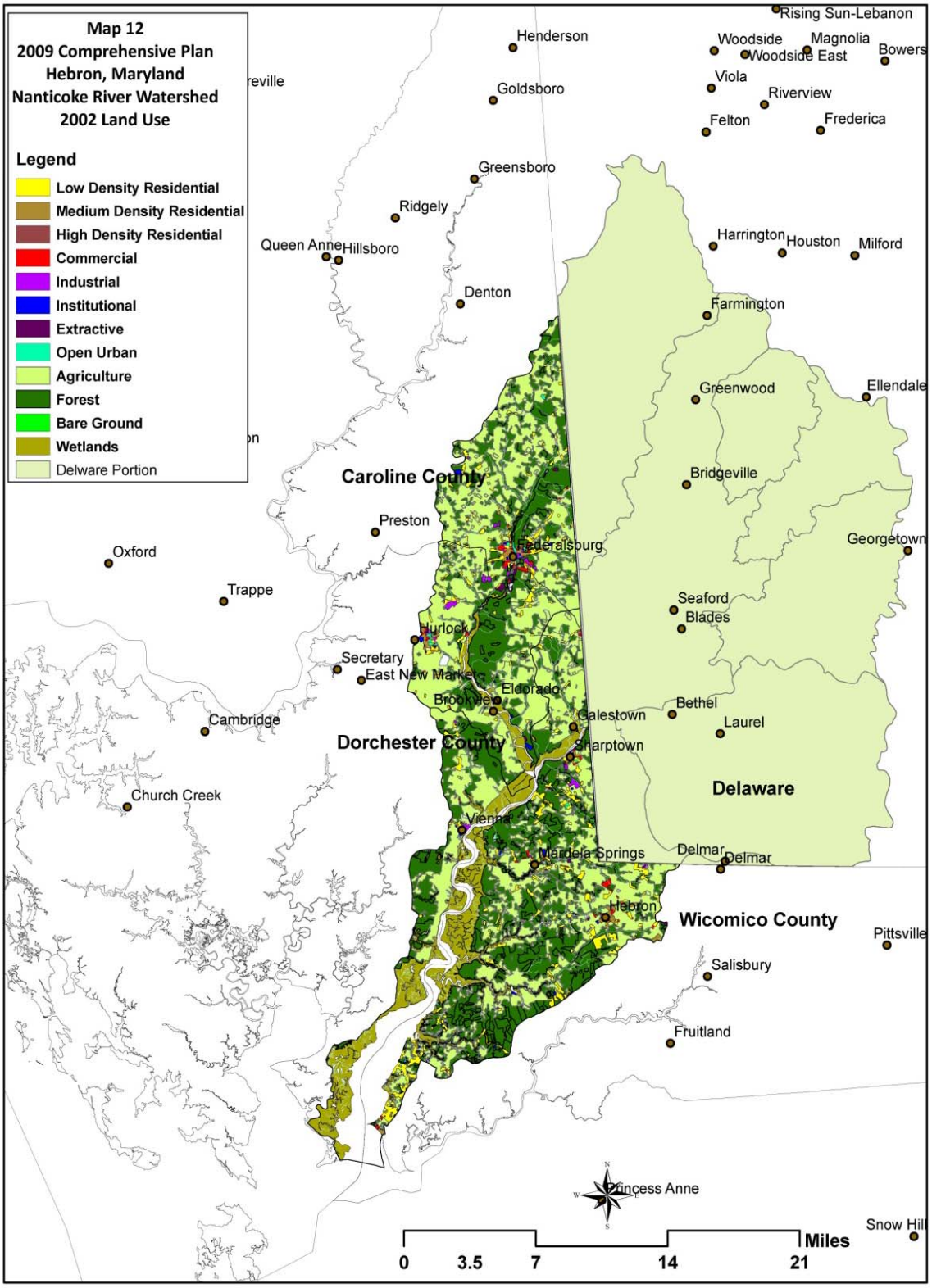
In 2002, the base year for the Chesapeake Bay Program modeling agriculture was nearly 40 percent of total land use in the watershed (see Map 12) Natural resource land (agriculture, forest, wetlands, and water) comprised over 94 percent of total land use in 2002 (See Table 29). The Nanticoke River Alliance writes, "the Nanticoke watershed stands apart from other tributaries to the Chesapeake Bay because of the extensive unbroken forests lining the River. Thirty-eight percent of the watershed is forested including the largest continuous pine forest left on the Delmarva Peninsula. Freshwater wetlands border nearly all the major streams and these wetlands account for 22 percent of the land surface."[16]

[14] United States Department of Agriculture, Natural Resource Conservation Service, http://www.md.nrcs.usda.gov/programs/csp/2006/nanticoke.htm
[15] Ibid
[16] Ibid

Table 29 - Nanticoke River Watershed 2002 Land Use

LAND USE	Acres	Percent
11 Low-density residential	6,841	3.59%
12 Medium-density residential	1,495	0.61%
13 High-density residential	60	0.02%
14 Commercial	816	0.29%
15 Industrial	637	0.16%
16 Institutional	444	0.16%
17 Extractive	279	0.07%
18 Open urban land	269	0.07%
21 Cropland	76,239	28.50%
22 Pasture	3,697	1.88%
23 Orchard	17	0.01%
25 Row and garden crops	246	0.15%
41 Deciduous forest	16,472	9.06%
42 Evergreen forest	6,838	4.72%
43 Mixed forest	45,629	19.42%
44 Brush	6,234	3.38%
50 Water	18,316	13.47%
60 Wetlands	20,548	14.05%
73 Bare ground	55	0.03%
241 Feeding operations	1,291	0.34%
242 Agricultural buildings	265	0.03%
Total	206,689	100.00%

SOURCE: Maryland Department of Planning 2002 land Use Cover



Map 12 - Nanticoke River Watershed, 2002 Land Use/Land Cover

Water Quality Issues

Maryland has developed and begun implementing Tributary Strategies for the ten watershed regions in the state. Each Strategy lays out a plan for reducing nutrients from agriculture, developed land and point sources as well as resource protection. "Implementation of the Strategies' voluntary programs will be achieved through implementation teams composed of local government, community leaders, state officials and other interested persons. The Nanticoke is included in the Lower Eastern Shore Tributary Strategy."[17]

The Maryland Department of Natural Resource (DNR) writes, "…the Lower Eastern Shore, like other tributaries to the Chesapeake Bay, is degraded by nutrient and sediment pollution harming aquatic life. Excess nutrients and sediments are the primary sources of pollution in the Chesapeake Bay. Nutrients occur naturally in soil, animal waste, plants, and the atmosphere; but in the Chesapeake Bay watershed, urbanization and farming have increased nutrient loads to unhealthy levels. These nutrients – nitrogen and phosphorus – promote the growth of algae, which in turn, blocks sunlight from reaching underwater grasses and reduces dissolved oxygen and suitable habitat for aquatic life."[18]

"In the Lower Eastern Shore basin, land use is primarily agricultural and forests. Because of the agricultural nature of the Lower Eastern Shore, the largest portions of the nitrogen and phosphorus pollutants come from agriculture sources. The remaining contributions come from a combination of nonpoint and point sources. In this basin, as in the rest of the state, forest and wetlands are a land use that releases few nutrients to rivers and the Bay. Baywide, approximately 33% of nitrogen loads come from atmospheric sources, however, that varies from basin to basin and is included in land based loads."[19]

Water quality standards identify the uses for each water-body, for example, drinking water supply, contact recreation (swimming), and aquatic life support (fishing), and the scientific criteria to support that use. The Maryland Water Quality Standards Stream Segment Designations for the Nanticoke River is Use II: Tidal Waters: Support of Estuarine and Marine Aquatic Life and Shellfish Harvesting (Code of Maryland Regulations (COMAR) 26.08.02.08 G (2)(a)(b)). Designated uses present in the Nanticoke River are:

- Migratory Spawning and Nursery Use,
- Seasonal Shallow Water Submerged Aquatic Vegetation Use, and

[17] Quality Assurance Project Plan For Nanticoke Watershed Alliance's Water Quality Monitoring Program Chemical and Physical Properties, Nanticoke Watershed Alliance, July 2007
[18] Lower Eastern Shore Basin Overview 2003, MD Department of Natural Resources
[19] Lower Eastern Shore Basin Overview 2003, MD Department of Natural Resources

- Open Water Fish and Shellfish Use.

The Nanticoke River was first identified on the Maryland Department of the Environment's (MDE) published 1998 303(d) list as impaired by fecal coliform in shellfish waters of the Lower Nanticoke River. "Fecal coliform are indicator organisms used in water quality monitoring in shellfish waters to indicate fresh sources of pollution from human and other animal wastes. When the water quality standard for fecal coliform in shellfish waters is exceeded, waters are closed to shellfish harvesting to protect human health due to the potential risk from consuming raw molluscan shellfish from contaminated waters."[20]

"In 2008 total suspended solids (impairing shallow-water submerged aquatic vegetation) and PCBs (from contaminated sediment) in fish tissue also were included on the 303(d) listings for the Nanticoke River. In the case of fecal coliform and PCBs, MDE rated the priority for total maximum daily load limits as 'high' Total nitrogen and total phosphorus have been listed as 'potential pollutants'." [21]

Total Maximum Daily Loads (TMDLs) are a regulatory mechanism to identify and implement additional controls on both point (i.e., wastewater treatment plants) and nonpoint source (i.e., stormwater runoff, erosion) discharges in water bodies that are impaired from one or more pollutants and are not expected to be restored through normal point source controls. TMDLs establish limits or "caps" on the amount of pollutants permitted from point sources (P) and nonpoint sources (NPS) through an allocation system. TMDLs are expressed as allowable loads of a specified pollutant by point and nonpoint sources. Point sources include wastewater treatment plants with direct discharge permits into waterways (National Pollutant Discharge Elimination System Permits-NPDES). There are several permitted municipal point sources in the Maryland portion of the Nanticoke Watershed including Vienna, Hurlock, and Federalsburg.

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

"Delaware adopted Total Maximum Daily Loads (TMDLs) for total nitrogen (TN) and total phosphorus (TP) in this watershed in 1998. Bacteria TMDLs were more recently adopted in 2006. These pollution setting limits require reductions in point and nonpoint sources of pollution in order to achieve Delaware's water quality standards, which will

[20] Total Maximum Daily Loads of Fecal Coliform for the Restricted Shellfish Harvesting Area in the Nanticoke River Mainstem in Dorchester and Wicomico Counties, Maryland, Maryland Department of the Environment, June 2008

[21] *The 2008 Integrated Report of Surface Water Quality in Maryland, Submitted in Accordance with Sections 303(d), 305(b) and 314 of the Clean Water Act*, Maryland Department of the Environment, Maryland Department of Natural Resources, 2008

ensure healthy waters for aquatic life and human use. As a result of the TMDLs, point sources, like municipal wastewater treatment plants, have increased levels of treatment to reduce their pollution loads to the Nanticoke and ultimately the Chesapeake Bay. Nonpoint source pollution, which is delivered through runoff and groundwater discharges from agriculture and developed areas, must also be reduced by 2% for bacteria, 30% for nitrogen, and 50% for phosphorus. In order to achieve these nonpoint source reductions, a group of stakeholders, called a Tributary Action Team, was formed in the Nanticoke watershed to discuss and agree upon a set of actions to reduce pollution. These actions are called a Pollution Control Strategy (PCS)."[22]

Point Source Loadings

In assessing the capacity of receiving waters to assimilate additional loading from projected growth in Hebron (2030 when average daily flows could reach as high as 200,000 GPD) it is assumed the Town would be required to install treatment capable of meeting nutrient removal standards and the total loading cap established in the Bay Restoration Act. This being the case total nitrogen and total phosphorus loadings would be substantially reduced below assumed 2007 levels (see Appendix A for details). As there are no documented pollution issues for Rewastico Creek (for example as may be indicated by being included on the 303d list or by TMDLs for the Creek) it seems reasonable to assume that assimilative capacity is not an issue at this time. As more water quality data is obtained this situation may change and require the Town to reassess its options.

Nonpoint Sources Loading

Nonpoint sources are evaluated using two measures of potential impact associated with Hebron's project growth in the planning period. The first of these is changes in nonpoint source loadings as a consequence of projected land use changes. This evaluation addresses the requirement that the Town identify suitable receiving waters and land areas to meet the stormwater management disposal needs of existing and future development proposed in the land use element of the plan.

Changes in loadings of potential source of pollution commonly associated with urban development, i.e., total nitrogen (TN) and total phosphorus (TP) were evaluated as indicators of future impacts. Even though the Nanticoke River and other local receiving waters are not under TMDL limits for these potential sources of impairment, trends indicate that they are of concern. Consequently assessing impacts and devising strategies to reduce TN and TP loadings is compelling. In addition to TN and TP,

[22] Quality Assurance Project Plan For Nanticoke Watershed Alliance's Water Quality Monitoring Program Chemical and Physical Properties, Nanticoke Watershed Alliance, July 2007

sediment loadings also should be a source of concern in the watershed. The tributary reduction strategies indicated for nitrogen, phosphorous and sediment loadings on the Eastern Shore are approximately one third of TN, 41 percent of TP and 44 percent of sediment.

Potential changes in TN and TP loadings associated with projected land use changes in Hebron were evaluated using unit loading rates for Wicomico County provided by MDE and derived from the Chesapeake Bay Program model. The analysis considered the NPS loadings at the 12 digit DNR watershed level. The evaluation was based on the land use concepts shown in the Municipal Growth Element because this land use scenario is considered the best representation of current land use entitlements (e.g., zoning). The results of the evaluation indicate that with application of best management practices the projected Hebron's planned land use changes can be accommodated while maintaining TN and TP levels at or below the 2007 levels (see Appendix A for details).

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

> "The rapid rate of population growth and related residential and commercial development coupled with the ongoing issues associated with accounting for the existing practices has made this pollution source sector [sediment] the only one in the Bay watershed which continues to still be growing, and thus showing the overall 'progress' as negative. About one-quarter of the nutrient reductions called for in the jurisdictions' cleanup strategies are expected to come from efforts to reduce, treat or prevent pollution from urban/suburban lands and septic systems. While improvements have been made in landscape design and stormwater management practices, significant challenges still exist in accounting for existing on-the-ground control practices. That aside, to date, it is estimated that the pollution increases associated with land development (e.g. converting farms and forests to urban/suburban developments) have surpassed the gains achieved from improved landscape design and stormwater management practices."[23]

The second measure of potential impacts from growth is the increase in total impervious surface in the watershed. This measure relates to Hebron's goal of preserving the natural resources and features of the Town and the surrounding

[23] http://www.chesapeakebay.net/status_urbansuburban.aspx?menuitem=19694

environs. According to a classification system advocated by the Center for Watershed Protection Hebron is located in two sub-watersheds classified as "sensitive". Sensitive watersheds are characterized as, "impervious cover 0 to 10%. …streams in these sub-watersheds are of high quality, and are typified by stable channels, excellent habitat structure, good to excellent water quality, and diverse communities of both fish and aquatic insects (CWP, 1998)."[24] The main goal for these types of sub-watersheds is to maintain pre-development stream biodiversity and channel stability. Sub-watersheds whose management classifications changes from one category to another with future build-out are of primary interest in watershed planning efforts because they are likely to experience significant degradation in stream quality unless changes are made to zoning, comprehensive plans and development regulations."[25]

Hebron is located in two sub-watersheds of the Nanticoke River Watershed. Projected land use changes in Hebron will increase total impervious surfaces in sub-watershed 02 (DNR 12 digit 021303050581) from approximately 2.6 percent (in 2007) to approximately 3.3 percent in 2030 (see Figure 4). Projected growth in Hebron will increase total impervious surface in sub-watershed 01 (DNR 12 digit 021303050580) from approximately 3 percent (in 2007) to approximately 3.1 percent in 2030. The change in impervious surface resulting from Hebron's projected growth does not take into account additional impervious surfaces associated with development in the County portions of the two sub-watersheds or development that has occurred since 2007. Although the estimated percent of impervious surface in the sub-watersheds does not indicate the need for concern at this time it should be a future land use planning consideration for the Town and County. Accounting for the impact of increased impervious surface levels in the sub-watersheds is yet another topic of importance underscoring the need for interjurisdictional cooperation in land use planning at the watershed and sub-watershed levels.

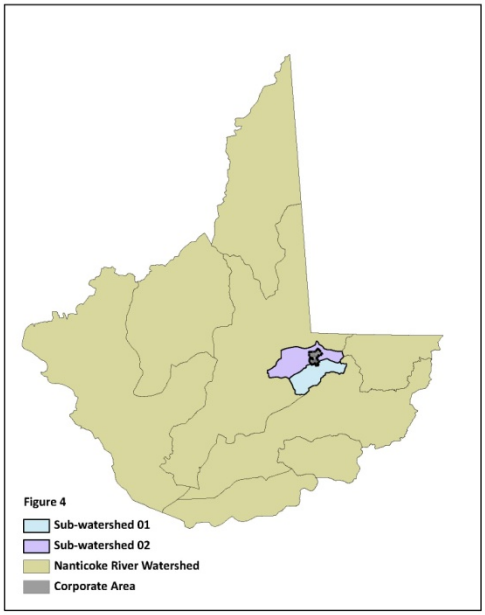


Figure 6 - Hebron Watersheds

CONCLUSIONS

The purpose of the Water Resource Element of the *2009 Hebron Comprehensive Plan* is to address the following questions:

[24] *User's Guide to Watershed Planning in Maryland*, Center for Watershed Protection, December 2005

[25] Ibid

- Are there adequate drinking water resources to accommodate projected growth of the Town through 2030?

- Are there any known limitations on the capacity of the Nanticoke River to receive water from existing and future point and nonpoint sources?

- What management strategies can the Town pursue that will conserve water resources and help protect water quality in the Nanticoke River Watershed and the Chesapeake Bay?

Based on currently available data there appears to be adequate drinking water resources available to accommodate the projected growth of Hebron from the underlying aquifers (Frederica, Manokin, and Columbia). This latter water source is a surficial aquifer that is susceptible to pollution from inappropriate land uses. Should the Town use this aquifer they would be sharing it with other municipalities in the region, including the City of Salisbury and Delmar. For these reasons, strategies to protect this drinking water resource are warranted.

In part, due to the types of land uses that dominate the watershed, water quality in the Nanticoke River remains relatively good but trends indicate it is threatened by increasing nutrient and sediment loadings.TN and TP are considered potential pollutant sources and total suspended solids have been identified as a source of impairment with TMDLs recommended, but not considered a priority at this time.[26]

Suitability of receiving waters for discharge from the Hebron's WWTP as well as stormwater runoff must consider the assimilative capacity of Rewastico Creek, the transport path to the Nanticoke River. Rewastico Creek is not currently listed as "impaired" on the Maryland 303d list and TMDLs have not been established. Consequently, there is no basis upon which to gauge the long term capacity of Rewastico Creek to assimilate WWTP discharge or stormwater runoff at this time. The Town will continue to track MDE efforts to quantify the assimilative capacity of Rewastico Creek and/or the Nanticoke River as it considers future wastewater treatment options and will assess its 2030 Land Use Plan and/or additional pollution control measures if the pollution impact of Hebron's growth plans are demonstrated to exceed the assimilative capacity of the receiving waters, once defined.

Hebron currently represents a small part of the source for potential pollutants. With application of urban best management practices to manage nonpoint sources and

[26] *The 2008 Integrated Report of Surface Water Quality in Maryland, Submitted in Accordance with Sections 303(d), 305(b) and 314 of the Clean Water Act*, Maryland Department of the Environment, Maryland Department of Natural Resources, 2008

application of upgraded technologies for wastewater treatment, Hebron's contributions of TN and TP will be substantially decreased below 2002 levels. Sediment loadings will probably increase but will remain a relatively small portion of the total sediment loading in the watershed. Nothing concerning water quality in the watershed indicates the Town needs to rethink its present growth plan.

Strategies indicated for protecting surface water quality in the Nanticoke River watershed include; reducing loading from agriculture sources (e.g., implementing nutrient management plans, installing forested buffers along drainage ways), retrofitting existing septic systems with de-nitrification systems, limiting new septic systems and/or connecting existing uses on private septic systems to municipal systems, upgrading municipal systems to Biological Nutrient Removal (BNR) or Enhanced Nutrient Removal (ENR) treatment levels and requiring urban stormwater best management practices. The need for coordinated land use and resource protection strategies among all jurisdictions in the watershed is strongly indicated.

Chapter 9 TRANSPORTATION PLAN

INTRODUCTION

"Community, like any structure, must have a framework that supports it and gives it physical form. Circulation systems, both vehicular and pedestrian, are not only the essential paths that allow movement; they are the bones, if you will, around which the organism of community grows. More than an exercise in engineering technique, roads and pathways can serve as necessary evils or as conduits for the lifeblood of the community, providing access, service, and security for residents. Superior circulation design creates the mental patterns or image of a community. It is the one element that truly creates individuality and establishes character." [27]

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

Too often, transportation planning begins in reaction to a problem. The Comprehensive Plan and the Planning Act of 1992 suggests that a proactive approach to mobility issues is needed. The Town of Hebron, along with Wicomico County, needs to plan in a manner that defines a coordinated, evolutionary approach toward achieving less reliance on driving alone in the future in order to enhance choice, mobility, and quality of life for all citizens.

This Comprehensive Plan should be accompanied with new awareness of the importance of streets to the quality of life in Hebron. Streets can no longer be considered a backdrop on the stage but must be considered a central character. The form that the streets take and the newly defined functions they serve will determine how quickly the community's vision is achieved, or whether the vision can be achieved at all.

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

[27] (Community by Design, New Urbanism for Suburbs and Small Communities, Kenneth B. Hall and Gerald A. Porterfield, McGraw Hill, 2001)

HIGHWAYS

General Conditions

Hebron enjoys good access within the region. Primary highways serving the Town and surrounding areas include U.S. Route 50, MD 347, and MD 670. Local circulation consists of Town streets and County roads. County roads include Levin Dashiell Road, Porter Mill Road, and Old Railroad Road, all considered minor roads. Because of these roads and the heretofore low traffic volumes, the existing regional transportation system serving Hebron is generally adequate.

MD 347 and MD 670 are two lane highways with an estimated capacity of between 7,200 and 6,600 vehicles per day at level of service C. According to traffic counts during the period 2004 to 2008, average annual daily traffic (AADT) on these roads decreased (see Table 30) especially on MD 347 north of Hebron.

Table 30 - Annual Average Daily Traffic*, Hebron Vicinity

						Number	Percent	Avg. Annual
	2004	2005	2006	2007	2008		Chg	Chg.
Route								
US 50	23,350	24,325	25,150	24,901	25,360	2,010	8.61%	1.72%
MD 347					2,540			
North	2,225	1,675	1,661	1,642	1,360	-865	-38.88%	-7.78%
South	2,825	2,575	2,551	2,532	2,540	-285	-10.09%	-2.02%
MD 670	2,950	3,125	3,030	3,001	2,852	-98	-3.32%	-0.66%

**Annual Average Daily Traffic (AADT) at nearest locations on roadways serving Hebron. These traffic volume data were collected from the program count stations and automated traffic recorders (ATR) located along each route. Program count data is collected on a three year cycle, while the ATR is collected on a continual basis. The AADT figures included in this table are estimates. The AADT estimates were derived by taking 48 hour machine count data and applying factors from permanent count stations Source: Maryland State Highway Administration.*

Source: Maryland Department of Transportation, State Highway Administration

The main deficiencies with local streets include a lack of off-street parking, narrow streets, inadequate signs and signals, and lack of sidewalks, curbs, and gutters in some portions of the Town.

Functional Classification System of Streets

The Federal Highway Functional Classification System for Hebron is shown on Map 13. The following describes the functional classifications of roads in Hebron:

Arterial Highway

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

Collectors

The collector highway system is broken down into major and minor collectors. The primary function of collector streets is to expedite movement within a localized area. They provide moderate levels of service within, rather than between, regions within the County. Collectors serve a dual function between mobility and land access.

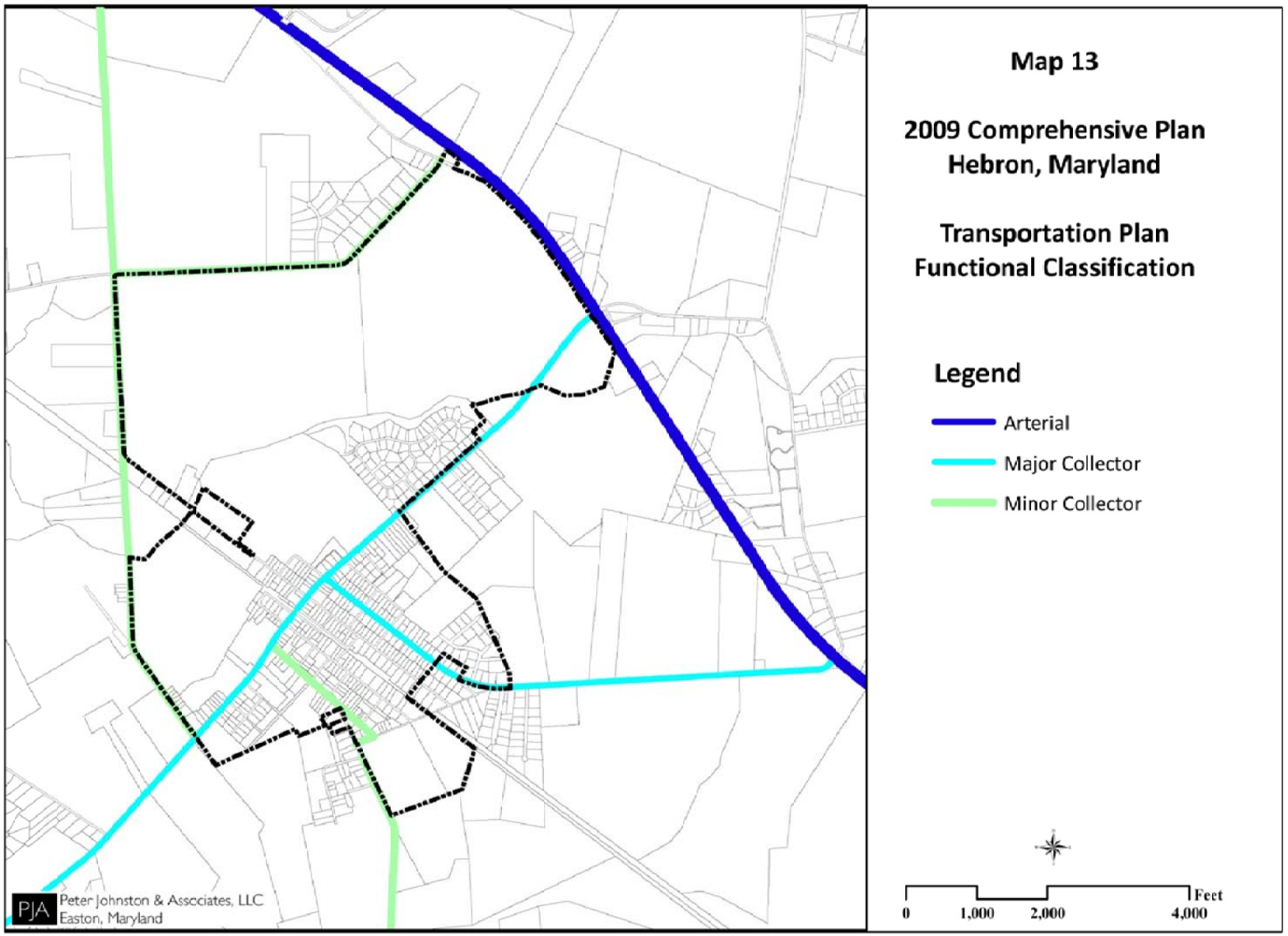
Both minor and major collectors serve a similar function though varying in volume and intensity of use. They primarily collect traffic from local residential streets and provide for the direct movement of traffic to commercial and industrial areas and higher order highways. Major collectors connect areas of relatively dense settlement with each other and with other major traffic routes. These streets are intended for inter-neighborhood and through traffic. Minor collectors are streets which, in addition to serving abutting properties, intercept minor streets, connect with community facilities, and are intended primarily to serve neighborhood traffic.

MD 347 and MD 670 are classified as major collectors in the State system. Old Railroad Road (CO 430) Porter Mill Road (CO 497) and Levin Dashiell Road (CO 416) function as minor collectors in the County system.

Local Streets

The most extensive part of the highway network in Hebron consists of local streets. Local streets, including cul-de-sacs, are intended primarily to provide access to abutting residential property and are designed to discourage their use by through traffic. Local roads are designed for low speed and low traffic volumes. They provide the first access link between individual properties and higher order roads.

Map 13 - Transportation Plan, Functional Classification



The rural residential road is similar in function to local residential streets providing a means of access to collectors. These roads connect dispersed farms, houses, and outlying areas to highways of a higher order. Rural residential streets in or near Hebron are: Levin Dashiell Road (CO 418) running from the southerly end of Chestnut Street south to the Salisbury-Nanticoke Road near Salisbury; and Rewastico Road (CO 433) running from Maryland Route 347 southwest of Town in a northwesterly direction.

Level of Service

The ability of a roadway system to carry traffic is qualitatively measured as Level of Service (LOS). LOS can be determined at any given intersection or on any given segment of road. Levels of service are often utilized as a measure of system performance and may be utilized to define public policy concerning highway performance. They are also used in traffic impact analysis to characterize local traffic impacts of proposed developments.

Highway level of service (LOS) reflects driver satisfaction with a number of factors that influence the degree of congestion, including speed and travel time, traffic interruption, freedom to maneuver, safety, driving comfort and convenience, and delays. Six levels of service are used to describe highway flow conditions (road segments and intersections). Commonly accepted definitions for each category are:

LOS A, represents a free flow where individual users are virtually unaffected by others in the traffic stream. LOS A describes a condition with low traffic volumes and high speeds with little or no delays. There is little or no restriction in maneuverability due to the presence of other vehicles. Drivers can maintain their desired speeds and can proceed through signals without having to wait unnecessarily;

LOS A (Signalized Intersection), describes operations with very low delay, i.e., less than 5.0 seconds per vehicle. This occurs when progression is extremely favorable, and most vehicles arrive during the green phase. Most vehicles do not stop at all. Short cycle lengths may also contribute to low delay;

LOS B, is in the range of stable flow, but the presence of other users in the traffic stream begins to be noticeable. LOS B affords above average conditions, and is typically used for design of rural highways;

LOS B (Signalized Intersection), describes operations with delay in the range of 5.1 to 15.0 seconds per vehicle. This generally occurs with good progression and/or short cycle lengths. More vehicles stop than for LOS A, causing higher levels of average delay;

LOS C, is also in the range of stable flows, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. LOS C is normally utilized as a measure of “average

conditions" for design of facilities in suburban and urban locations. It is also considered acceptable in rural locations;

LOS C (Signalized Intersection), describes operations in the range of 15.1 to 25.0 seconds per vehicle. These higher delays may result from fair progression and/or longer cycle lengths. Individual cycle failures may begin to appear in this level. The number of stopping vehicles is significant at this level, although many still pass through the intersection without stopping;

LOS D, represents high density, but stable flow. Speed and freedom to maneuver are severely restricted and the driver experiences a generally poor level of comfort. Small increases in traffic flow will generally cause operational problems at this level. LOS D is considered acceptable during short periods of time and is often used in urban areas to define an adequate level of service;

LOS D (Signalized Intersection), describes operations with delays in the range of 25.1 to 40.1 seconds per vehicle. At level D, the influence of congestion becomes more noticeable. Longer delays may result from some combination of unfavorable progression, long cycle lengths, or high v/c ratios. Many vehicles stop, and the proportion of vehicles not stopping declines. Individual cycle failures are noticeable.

LOS E, represents operating conditions at or near the capacity level. Operations at this level are usually unstable, because small increases in flow or minor perturbations within the traffic stream will cause breakdowns.

LOS E (Signalized Intersection), describes operations with delay in the range of 40.1 to 60.0 seconds per vehicle. This is considered to be the limit of acceptable delay. These high delay values generally indicate poor progression, long cycle lengths, and high v/c ratios. Individual cycle failures are frequent occurrences.

LOS F, is used to define forced or breakdown flow. This condition exists wherever the amount of traffic approaching a point exceeds the amount which can traverse the point and queues form behind the point. LOS F is characterized by demand volumes greater than the roadway capacity as complete congestion occurs and, in an extreme case, the volume passing a given point drops to zero. Under these conditions motorists seek other routes in order to bypass congestion, thus impacting adjacent streets.

LOS F (Signalized Intersection), describes operations with delay in the range of 60.0 seconds per vehicle. This is considered to be unacceptable to most drivers. This condition often occurs with over saturation, i.e., when the arrival flow rates exceed the capacity of the intersection. It may also occur at high v/c ratios below 1.00 with many individual cycle failures. Poor progression and long cycle lengths may also be major contributing causes to such delay levels.

LOS C or better is considered acceptable for rural roads. LOS C in non-peak hours and LOS D in peak hours are considered acceptable on urban systems. The highways and streets serving Hebron currently operate at LOS C or better.

Transit

Public transportation in Hebron is provided by Shore Transit Association (STA), a demand response service serving the Lower Shore. STA connects major areas of Somerset, Wicomico, and Worcester Counties by bus, runs feeder routes into remote areas in the region, and connects with public transit networks in Delaware and Virginia.

Riders pay a nominal fee per ride. Senior citizens and the disabled are charged a lower fee. Although schedules vary from route to route, in Wicomico County buses generally run hourly from 6:30 a.m. to 10:00 p.m., Monday through Saturday.

TRANSPORTATION RESPONSIBILITIES

Maryland Department of Transportation

Primary responsibility for transportation improvements, maintenance and planning affecting state routes falls to the Maryland Department of Transportation (MDOT). MDOT's proposed transportation improvement projects for each jurisdiction are included in *Maryland's FY 2009-2014 Consolidated Transportation Program (CTP).* The Consolidated Transportation Program (CTP) is Maryland's six-year capital budget for transportation projects. The Capital Program includes major and minor projects for the Maryland Department of Transportation and the modal agencies and related authorities within the Department, including the Maryland Aviation Administration, the Motor Vehicle Administration, the Maryland Transit Administration, the Washington Metropolitan Area Transit Authority, the Maryland State Highway Administration, the Maryland Port Administration, and the Maryland Transportation Authority. There are no projects included in the CTP that will directly impact Hebron.

Wicomico County

Wicomico County is responsible for maintaining County roads. In addition the Wicomico County Department of Public Works County maintains Hebron's streets.

TRANSPORTATION OBJECTIVES

The following objectives define what the Transportation Plan for Hebron intends to achieve:

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

TRANSPORTATION POLICIES

The following policies define the Town of Hebron's position on the provision of transportation facilities and services.

- The Town will promote alternatives to driving alone by informing citizens of the public and private monetary and environmental costs of continued dependence on autos.
- The Town will require developers to address all transportation impacts resulting from proposed development, including off-site impacts. This would include support for street improvements for pedestrians (sidewalks and street trees) and bicyclists (bike paths and routes, bike racks, and lockers).
- Parking standards will be set to meet the actual demand, rather than provide "ample" parking. Standards will acknowledge the need to achieve a balance, providing enough parking to meet the needs of shoppers and businesses, but not to continue to provide low cost and readily available parking for employees.

- The Town will support bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways, between activity centers and in areas where the use of alternatives to driving alone for commuters is encouraged.

- The Town endorses adequate Level of Service standards established by the County.

- The Town will accommodate the safe and efficient movement of goods and people, acknowledging the importance of both functions to the long-term economic vitality and livability.

- The Town will establish street design standards that will contribute to reaching the transportation and land use goals of the area, provide safe and efficient mobility for all people, and contribute to the quality of life and civic identity in the area.

- Neighborhood collector and local access streets will be built and paid for by developers according to the developer's site plan. Location of these neighborhood collector streets will be guided by the Town's Transportation Plan.

- The Town will require that the layout street connections in undeveloped areas ensure connectivity.

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

- All developments will have adequate access and circulation for public service vehicles but should be as narrow as possible to maintain a human scale.

- Street design and layout should maintain the integrity of the land uses and streetscapes they are serving.

- The Town encourages the use of recycled materials whenever possible when making right-of-way improvements.

- The Town encourages the use of alternative fuels (re-refined oil, electric, and compressed natural gas powered cars) to save energy resources.

- The Town will work with the adjacent jurisdictions to coordinate transportation and land use and transportation elements of the Comprehensive Plan in order to achieve the reduction in drive alone rates.

- Access onto U.S. 50 from future commercial development (if any) will be allowed only via the current roadways, i.e., MD 347, or Porter Mill Road, or MD 670. The Town will work with SHA to consolidate access points along U.S. 50 when opportunities occur.

- A network of internal roadways and streets should be built to provide directed access from residential areas to commercial centers and businesses. U.S. 50 for will not be used for local traffic as much as possible.

THE TRANSPORTATION PLAN

The Transportation Plan Element consists of a Transportation Plan Map showing a future street concept corresponding to the Town's build-out growth plan (see Map 14). This concept includes a limited access Town parkway system (the Hebron Parkway) that, once completed, will improve connectivity between and among old town Hebron and new neighborhoods that will occupy the growth area. The actual alignment of such a parkway system will be dependent on the location of land uses and the design of neighborhoods in each development. Not all of this route will be an actual parkway design. Its configuration, e.g., two lane divided versus two lane undivided, will need to conform to the available right-of-way. Where the parkway includes existing Town streets significant widening will not be possible. However, the concept of a continuous, low-speed alternative circumferential route that feeds traffic to existing collector roads (MD 670 and MD 347) and Town streets should be a required design component of each new development in the Town growth area. Minor streets should connect to existing roads and streets as appropriate. For example, a connection should be made between the parkway and Gordy and Bradley Streets.

The parkway should include a separate bike trail (see Figure 5) where feasible and sidewalks along narrower sections. This bikeway, along with a pedestrian trail located on the existing railroad right-of-way forms the basis for the Town pedestrian and bicycle system (see Map 15).

Recommendations of the transportation plan are directed at achieving the desired street standards for the present system of streets, as well as for future streets. The recommendations include design guidance for transportation systems, including streets and pedestrian ways.

Highway Improvements

Prior statements from State Highway Administration (SHA) indicated that a traffic signal would have to be installed at the intersection MD 347 and US 50 when the Waller Landing PND was constructed. In November 2008 the SHA officials modified their

position on traffic controls here stating, "we now strongly suggest you specify future interchanges at the MD 347 and MD 670 intersections with US 50 and note that no direct private access will be allowed in the future along US 50. The interchanges would be needed to enhance local access to US 50 as well as maintaining a high level of service on the mainline if another 100,000 150,000 trips were generated in greater Hebron. By including this feature in the area master plan, the Town of Hebron and Wicomico County can inform citizens of future conditions, and, require developer dedication of right-of-way and participation in construction."

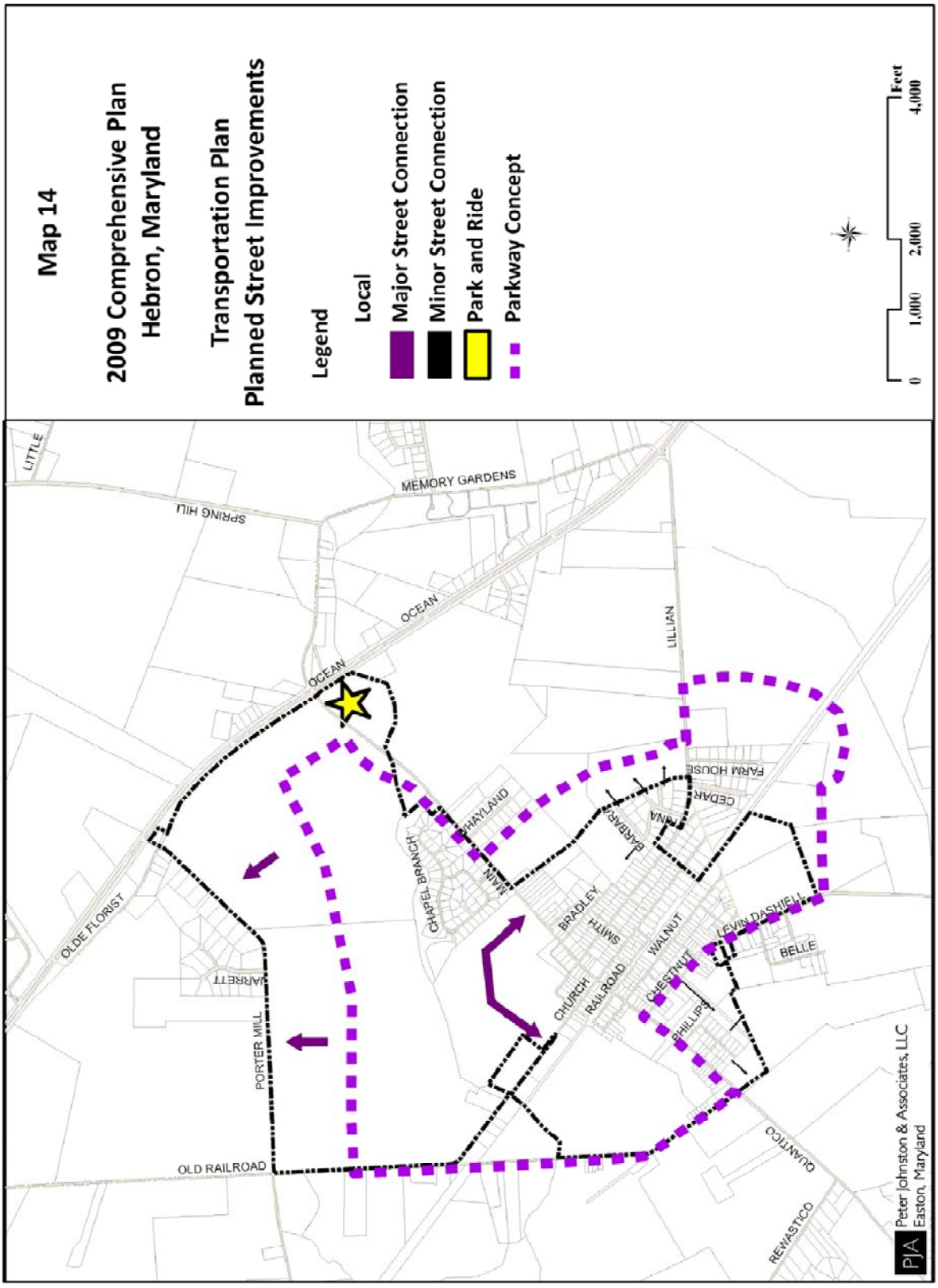
The Town believes that it is premature to include specific consideration of interchanges at either MD 347 or MD 670 in the Comprehensive Plan given:

- Hebron's population projections are much less than 1,000 new residents by 2030;
- "100,000 to 150,000 trips" (assumed to be average daily traffic) is equal to 10,000 to 15,000 single family units. Hebron projects only about 300 new dwelling units by 2030; and
- No studies of the feasibility or system efficiencies of interchanges at MD 347 and/or MD 670 have been prepared.

Nevertheless, the Town has required the developer of the Waller Landing PND to hold until last any phases of the project that may conflict with construction of an interchange at MD 347.

State Routes 347 (Main Street) and 670 (Lillian Street) have adequate traffic capacity for the near future, but several street improvements may be warranted, including installation of curb, gutter, storm drains, and sidewalks where none exist, with a planting space between curb and sidewalk. All future collectors in the Hebron area should conform to these standards: curb, gutter, storm drains and sidewalk, with a planting space between the curb and sidewalk.

Programs should be undertaken to systematically upgrade Hebron's residential streets, including cul-de-sacs and dead-end streets. Programs should utilize the recommended standards of a right-of-way, pavement, curb, gutter, sidewalk, storm drain, and a planting space between curb and sidewalk. In addition, dead-end streets should have a recommended minimum turning radius of thirty (30) feet. The Zoning Ordinance should be amended to require that street trees are planted in all new residential developments and that landscaped parking lots are required for all new commercial and industrial developments.



Map 14 - Transportation Plan, Planned Street Improvements

Map 15 - Transportation Plan, Pedestrian & Bicycle Plan

At some point in the build-out of the planned growth area, traffic volumes may exceed the capacity of existing collector roads (MD 347 and MD 670) as well as Porter Mill Road and create congestion. The Town, in cooperation with the State and County should monitor changing traffic conditions. As part of the monitoring process, the Town should require that where there is large-scale development a traffic impact analysis be prepared during the development review process. When it is determined that resulting traffic increases will adversely affect traffic flows and/or intersection operations, the applicant/developer should be required to make necessary improvements to restore traffic conditions to an acceptable level. For purposes of evaluating traffic impacts, the Town should adopt a level of service standard of LOS C during off-peak hours and LOS D during peak hours of operation.

New Streets

The design of new streets should make appropriate connections and extend the existing grid street pattern established in the Town. A road system with many two lane roads works more efficiently than one with a few two and four lane roads. The system with more, but smaller roads, provides more options for getting around for all travelers. The ability of pedestrians to cross lanes or vehicles to make left hand turns is also less complicated and takes less time on roads with fewer lanes. More road connections allow fewer miles to be traveled saving fuel and reducing pollution. It is in all of the citizen's best interests to add to the road system as needed to maintain straightforward connections for all travelers.

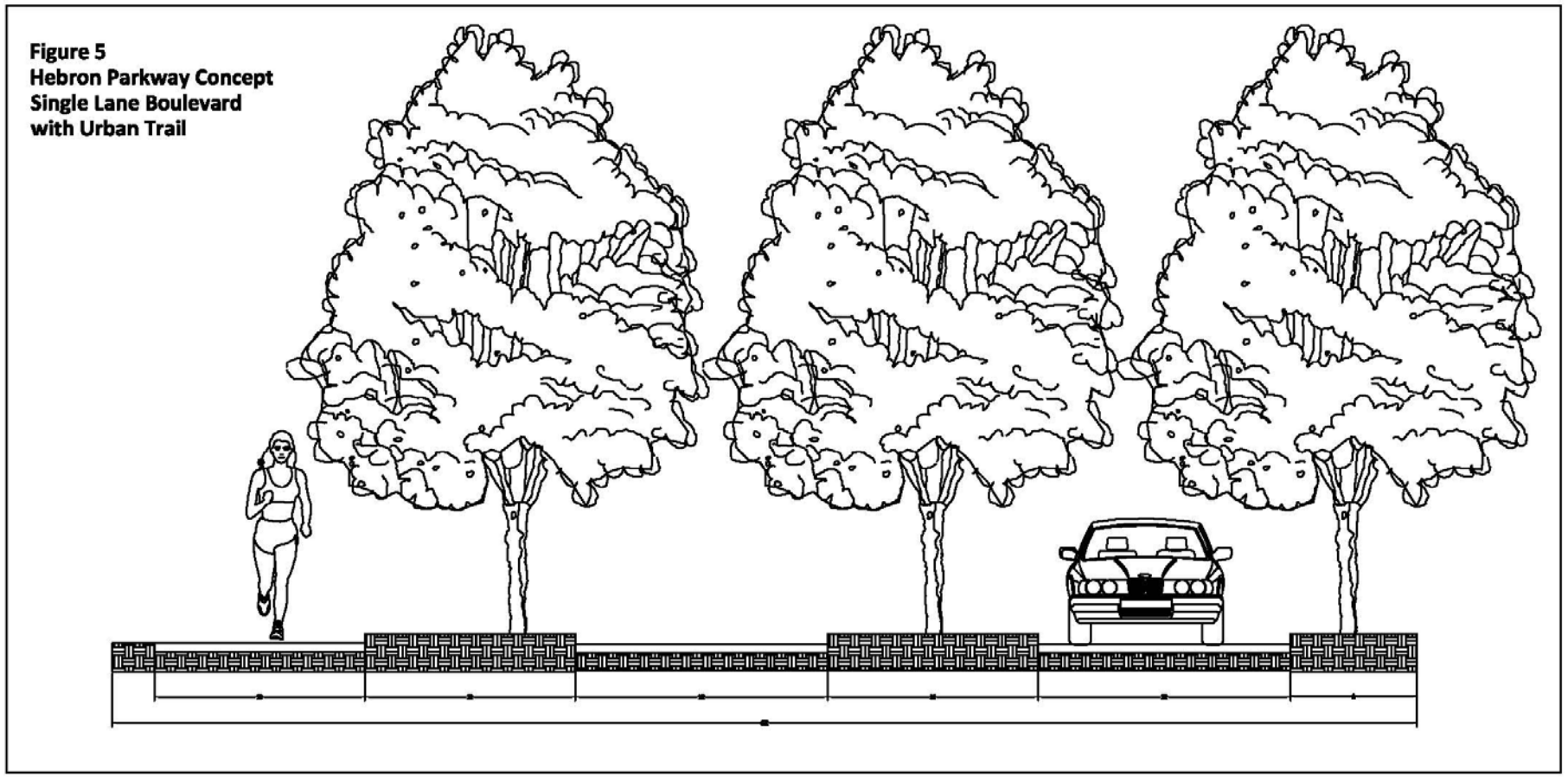


Figure 7 - Hebron Parkway Concept

Town streets are currently maintained by either the County or the State. This is a situation likely to continue in the future. When new streets are proposed, they should be designed to standards established in the Town Subdivision Regulations or County standards if the County is to maintain the street. These standards should be consistent. In addition, the following general standards are recommended for design of new streets:

- Streets should be designed to accommodate the pedestrian, cyclist, and the vehicle. The design of new streets should provide the safest environment possible for children, bicyclists, and pedestrians.

- Subdivision design should provide for future neighborhood transportation integrity through the dedication of lands for local streets to adjacent undeveloped properties. Notice should be placed on new plats indicating which streets will be connected to adjacent properties and to other streets in the future.

- Street layout should be composed of interconnecting narrow streets laid out in a modified grid.

- Streets should connect to at least two other streets. Cul-de-sacs and dead-ends should be avoided. Cul-de-sacs will only be allowed as the result of topographic constraints or unusual property shapes. When allowed, a cul-de-sac should have a maximum length of (300 feet) and should be designed with pedestrian/bike connection to adjoining streets.

- Distinct (e.g., patterned) pedestrian cross walks should be installed at intersections and any other location where pedestrian systems cross a street.

- Traffic calming should be an integral part of the overall street design.

- Development plans should address improvements to offsite roads that serve a project, including offsite pedestrian linkages.

- The design speed for residential streets should be a maximum of 25 MPH.

- A separate bicycle lane should be provided on streets planned for high traffic volumes (>4,000 ADT).

- Direct access onto Collector streets from residential property is discouraged.

- Curb radii should be sufficiently small to reduce vehicle speed.

- On-street parking on minor streets should be provided on one or both sides, as appropriate.

- Where a lot has frontages on more than one street, its access should be from the lesser classified street.

- Alleys should be considered in new developments in order to allow alternative access to lots for service functions; to allow more options for locating a garage on a lot; and to allow for fewer curb cuts, more continuous sidewalks for pedestrians and more curbside parking along streets.

Parking

The following standards generally apply to parking:

- Parking areas should be small scale and highly landscaped.

- Parking shall not be a dominant site feature and should be screened, landscaped, and lit to ensure public safety.

- In commercial areas parking should consist of ample on-street parking and small lots located to the side or rear of buildings and screened from the main commercial street.

- Parking lots should not be located on street corners and at intersections.

- Parking lots should not be located near parks or public squares unless designed to serve the park.

- Access to parking should be provided from rear driveways where possible.

- Parking areas for adjacent commercial uses should be interconnected to minimize traffic on adjacent streets.

- Shared parking arrangements are encouraged.

- Parking blocks should be oriented to buildings to allow pedestrian movement down and not across rows.

- Through access should be provided within and between parking blocks; dead-end drives are strongly discouraged.

- On-street parallel, angled, or head-in parking is encouraged in commercial areas.

Sidewalks, Curbs, and Gutters

The following standards apply to sidewalks, curbs, and gutters:

Sidewalks

- A continuous sidewalk system should provide pedestrian access from all residential units to all other land uses.
- The minimum width for sidewalks in residential neighborhoods and recreational areas should be five (5) feet.
- The minimum width for sidewalks in commercial areas should be eight (8) feet. However, wider sidewalks may be necessary depending on the anticipated volume of pedestrian traffic or type of business use in a specific commercial area.
- Pedestrian crosswalks should be located at all major pedestrian crossings.
- Bump-outs should be provided at major pedestrian crossings on commercial streets and undivided major collector streets.
- Utility structures and mail boxes should not be located so as to reduce the width of sidewalks.
- In commercial areas, sidewalks may be used for outdoor retail display or outdoor dining areas, provided that it does not impede pedestrian flow or create a hazard.
- Where appropriate, durable street furniture, trash receptacles, and other amenities should be placed along sidewalks.

Curbs and Gutters

- Curbs and gutters should be required on the entire street frontage of any parcel or lot, except alleys, unless alternative low impact stormwater designs are approved by the Planning Commission.
- Curbs and gutters should be built to the construction standards and specifications as determined by the Town.
- Only one curb cut per street frontage should be allowed on residential lots that do not have alley access.
- There should be a maximum of two (2) curb cuts per commercial lot per street frontage.

Recreational Trails

Bicycle travel and recreational hiking should be encouraged, particularly by providing adequate bikeways and pedestrian trails. All streets – especially arterials – should be designed to be safely ridden by cyclists (this would not include limited access highways). Bike use should be encouraged by providing appropriate facilities for bike parking and storage. To support biking, the Hebron Zoning Ordinance should be amended to require that space be provided for parking of bicycles, especially at commercial, employment, and civic locations where people travel to on bikes. Where appropriate, the Town should permit an appropriate reduction in parking based on the availability of space for parking bicycles.

Recreational trails should be included in all large-scale development, as walking and jogging trails are highly desired amenities and may help improve the health of the users. Local trail systems should provide links to the proposed Hebron rails-to-trails (see Map 15) and to the bike route included in the parkway concept. The Town should require such linkages as part of the development approval process.

Ridesharing

The Town will work with the State and County to locate and develop park and ride facilities at appropriate locations. Property in the southeast corner of the intersection of Route 347 and US 50 may present an ideal location for such a facility (see Map 14). In addition, the Town will encourage business and industry to reserve parking spaces for carpools, vanpools, and bicycle racks at office and industrial sites to accommodate and encourage high occupancy vehicles (HOV) commuting.

Transit

New large-scale development should be required to provide transit stops where warranted.

Railroad Right-of-Way

Although a revival of railroad traffic would be of great benefit to Hebron it does not appear likely. The existing track, now owned by the Railroad Administration of the State of Maryland, should be maintained by the State so that when rail transportation again becomes feasible Hebron may benefit from it. In the meantime, the rail rights-of-way should be retained and utilized as part of the Town's pedestrian/biking trail system for the Town and County. The rails-to-trails segment advocated by the Town is part of the State Greenway system promoted by the Maryland Greenways Commission. The Maryland Greenway Commission has been working since 1990 to plan, establish, and promote a statewide system of greenways (see Figure 6).

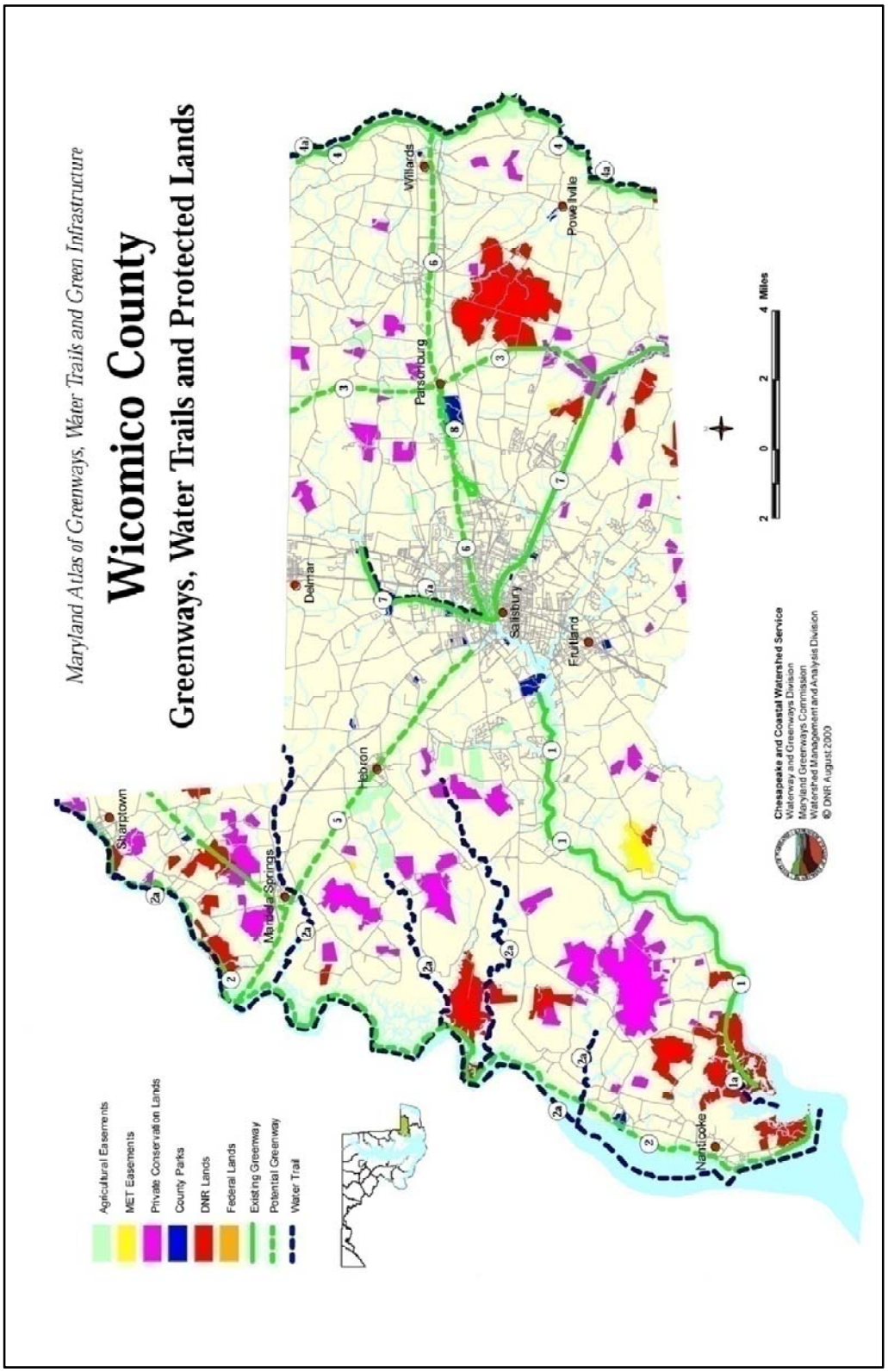


Figure 8 - Maryland Greenway Atlas

Chapter 10 HOUSING

BACKGROUND

Two important historic factors, the availability of older, inexpensive housing stock and relatively low annual population increases, have helped Hebron avoid some of the most critical housing affordability issues that are confronting first-time homebuyers and low to median income families in a number of towns and counties on the Eastern Shore. Between 2000 and 2005, however, data shows that these two factors are being impacted by increases in median home prices that are outpacing increases in median household incomes. In short, since 2001, home prices have been rising significantly faster than incomes, and the hardest hit have been first-time homebuyers and low to median income families. The downward trend in housing affordability that began in 2001 could worsen if significant measures are not taken to curtail it.

HOUSING CHARACTERISTICS

In 2000, the Town of Hebron had a total of 333 housing units, 307 (92 percent) of which were occupied. As was the case in 1990, more than half (58 percent) of Hebron's housing stock was built before 1940, making it older and of lesser value than all surrounding counties. The median year built for housing in Hebron is 1950 and the average number of rooms per house is about six (see Table 31)

Table 31 - Median Year Built and Median Value of Housing, Dorchester, Caroline, Talbot and Wicomico Counties

	Hebron	Wicomico	Dorchester	Somerset	Worcester
Median Year Built	1950	1974	1961	1971	1981
Median Value	$74,100	91,600	88,000	$81,100	$121,500

Source: U.S. Census 2000 Census

In renter-occupied housing, the average household size is 3.37 people (see Table 32). Owner-occupied households are smaller, with an average household size of 2.37 people. This may indicate that more families are occupying rental housing, and more childless couples, perhaps senior citizens, own their own housing.

Table 32 - Selected Characteristics of Occupied Housing Units – 2000, Hebron, Maryland

Renter-occupied housing units	86
Average number of household members	3.37
Average number of rooms	5.92
Median year structure was built	1950
Median year householder moved in	1998
Median rent ($)	$465
Median rent asked for vacant units ($)	$375
Owner-occupied housing units	221
Average number of household members	2.37
Average number of rooms	6.44
Median year structure was built	1950
Median year householder moved in	1990
Median value ($)	$74,100
Median price asked for vacant housing ($)	$85,000
Monthly cost, with mortgage ($)	$737
Monthly cost, without mortgage ($)	$250

Source: U.S. Census

Of the 333 total housing units in Hebron, the vast majority, 96 percent, are detached single-family units (see Table 33). Of these, 10 units are mobile homes. There are only three multi-family structures in the Town: one 2-unit and two 20+-units. Slightly more than 7 percent of the total housing units are vacant.

Table 33 - Housing Structural and Vacancy Characteristics – 2000, Hebron, Maryland

UNITS IN STRUCTURE	Percent
1-unit, detached	96%
1-unit, attached	0%
2 units	.3%
3 to 19 units	0%
20 or more units	.6%
Mobile home	3%
Vacant Units	7%

Source: U.S. Census

As mentioned earlier, the housing stock in Hebron is generally older than that of the County (see Table 34). Nearly 60 percent of the housing units in Hebron were built before 1940 as

compared to 18 percent for the County. This indicates that emphasis should be placed on housing rehabilitation, replacement, and maintenance programs.

Table 34 - Year Built and Selected Characteristics of Housing- 2000, Hebron and Wicomico County, Maryland

	Hebron	Wicomico
Year Structure was Built		
1990 to March 2000	9%	20.7%
1980 to March 1990	9%	25%
1940 to 1979	33%	58%
1939 or earlier	58%	18%
Lacking complete plumbing or kitchen facilities	.3%	.2%

Source: U.S. Census

The home ownership rate in Hebron is higher than all surrounding counties with the exception of Worcester County. This may be due to the availability of older, less expensive housing stock (see Table 35).

Table 35 - Total Owner and Renter Occupied Housing Units- 2000, Dorchester, Caroline, Talbot, and Wicomico Counties

Jurisdiction	Total Occupied Housing Units	Owner Occupied Units as Percent of Total Occupied Units	Renter Occupied Units as Percent of Total Occupied Units
Hebron	307	75%	25%
Wicomico County	32,218	67%	33%
Dorchester County	12,706	70%	30%
Somerset County	8,361	74%	26%
Worcester County	19,694	75%	25%

Source: U.S. Census

Detailed trend data on home sales and prices are not available at the municipal level. However, industry, federal, and state data collected from county jurisdictions is available, and as Wicomico County data includes Hebron, it is relevant and will be used for the following discussion.

Workforce Housing

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

availability and affordability of homes in Hebron in general, and makes homeownership for working families an increasingly challenging prospect.

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

The Governor's Taskforce on Workforce Housing's *Image of the Possible* Report, issued in July 2006, defines workforce housing generally as housing that is affordable to households earning incomes within the range 60 to 120 percent of area median household income. The 2000 U.S. Census reported that median household income in Hebron was $36,750.00. Thus, workforce housing in Hebron includes homes that are affordable for working families with incomes ranging from $22,050.00 to $44,100.00. Table 36 illustrates the range of affordable home prices, based on gross income.

Table 36 - Workforce Housing Affordable Price Range

Gross Income	Loan Amount	Affordable Price
$20,000	$63,650	$67,000
$30,000	$95,570	$100,600
$40,000	$127,395	$134,100
$50,000	$159,220	$167,600

Note: This table shows the approximate home price and loan amount a household earning the specified income could afford making a 5% down payment, with no more than 25% of gross income for principal and interest payments, at the current interest rate plus PMI premium.
Source: MD Realtor Income Loan Price Table, December 2005

Data on Wicomico County home sales and median home prices indicate that the number of existing homes sold rose 23.1 percent between 2000 and 2005, and slightly over 3 percent between 2004 and 2005 (lower than all surrounding counties except Worcester) (see Table 37). Median home prices for Wicomico County grew 48.5 percent between 2000 and 2005, less than all surrounding counties except Somerset. However, between 2004 and 2005, the median home price increased by over 8 percent, second only to Dorchester in surrounding counties. This increase in median home price suggests a growth between 2004 and 2005 in available housing stock that is newer and of higher value. The most recent data from the State Housing Survey shows a total of 113 building permits were issued for new residential units in Wicomico County in December 2005, and while detailed data from 2000 to 2005 is not yet available, it is likely that additional new housing construction in those years contributed to the increase in median home sale prices as well.

Table 37- Existing Home Sales and Median Home Prices, February-March 2006, Hebron, Maryland

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

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

While median house prices are still somewhat lower in Wicomico County compared to most of the surrounding counties, this does not mean that there is a greater amount of affordable housing available to the workforce. Comparing the price range of housing that is affordable to working families (Table 36) with the median price of a home in Wicomico County (Table 37), only those working families at the higher end of the workforce income scale (120 percent of median household income) are able to afford a median-priced home in the County.

In April 2006, the Maryland Legislature passed HB 1160, which established a Workforce Housing Grant Program within the Maryland Department of Housing and Community Development. The Program provides flexible capital funds to qualifying local governments for development costs of workforce housing.

A local government (county or municipal) qualifies for participation in the program and its grant monies if it has a HUD approved 5-year consolidated plan or a comprehensive plan with a workforce housing element. The workforce housing element must assess workforce housing needs and must contain goals, objectives, and policies that preserve or develop workforce housing. The workforce housing element of the Comprehensive Plan may include:

- Preservation or renovation of existing housing stock;
- Redevelopment of existing residential areas;
- Streamlined regulatory process;
- Reduced regulatory fees for construction or renovation and leveraging of Federal financial assistance;

- Financial incentives for construction and renovation;
- Special zoning regulations including inclusionary zoning;
- Efforts to preserve workforce housing stock for subsequent program participants;
- Coordination with neighboring jurisdictions and private sector employers.

In addition, in order to qualify, a local government must be able to provide a dollar-for dollar match for any program funds it receives and meet certain other criteria, including criteria for distribution and use of Program funds. HB 1160 went into effect on October 1, 2006.

A look at the trend in median home prices as compared to median household income for Hebron reveals a gap that began in 2001 and has been widening at an increasing rate since then. The median home prices are increasing at a faster rate than median household income. A substantial gap has grown since 2002 between Hebron resident incomes and housing costs. While this is a State and nationwide trend, the gap is significant in Wicomico County. Between 1999 and 2004, median household income in the County increased by 13 percent, while median home prices increased by 47 percent, more than three times as much.

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

The Maryland Housing Affordability Index measures the ability of a family earning the median household income to purchase a median priced existing single-family home (100 being the standard). The index is measured separately for first-time homebuyers and repeat homebuyers.

Wicomico County's Affordability Index has been falling since 2003, from 103 for a first-time buyer in 2003 to 64 in 2005. This means that in 2005, the average first time homebuyer could only afford a home priced at 64 percent of the median home sale price. The repeat buyers index fell from 151 in 2003 to 99 in 2005.

The availability of affordable housing will be key to serving the needs of working families and first-time home buyers – particularly those who fall in the low to median income household range, which make up 68 percent of the Town's population.

Rental Housing

A look at the statistics on renting in Wicomico County reveals that all renter households, not just low-income households, are struggling to meet rental housing costs (see Table 38).

Thirty-one percent of all households in Wicomico County cannot afford – using the HUD definition of affordability – the fair market rent for a two-bedroom apartment. HUD defines affordable housing as housing that costs 30 percent or less of the worker's wage. Moving up to three-bedroom apartments, 38 percent of the County's households cannot afford them; and 38 percent cannot afford a four-bedroom apartment.

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

Table 38 - Wicomico County Rent and Renter Household Statistics, 2003

HUD Fair Market Rents, 2003					
	Efficiency	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
Wicomico County	$420	$532	$640	$814	$873
Percentage of All Households That Cannot Afford Rental Units, 2003					
	Efficiency	One Bedroom	Two Bedroom	Three Bedroom	Four Bedroom
Wicomico County	16%	16%	31%	38%	38%

Source: Maryland Department of Human Resources, 2004 Fact Pack

A household has a "housing cost burden" if it spends 30 percent or more of its income on housing. A household has a "severe housing cost burden" if it spends 50 percent or more of its income on housing. The housing cost burden combines renter and owner occupied housing statistics. Owner housing costs consist of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; utilities; and fuels. Where applicable, owner costs also include monthly condominium fees. Renter calculations use gross rent, which is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water, and sewer) and fuels (oil, coal, kerosene, wood, etc.). Household income is the total pre-tax income of the householder and all other individuals at least 15 years old in the household.

Including renters and homeowners, nearly three-quarters (72.5 percent) of low-income families are cost burdened in Wicomico County (see Table 39) that is, spending 30 percent or more of their income on housing. A lower yet still substantial number of households in the County are severely cost burdened (spending 50 percent or more of income on housing).

Table 39 - Housing Cost Burden for Low Income Families, 2000

	Percent of Households Cost Burdened	Percent of Households Severely Cost Burdened
Wicomico County	72.5%	56.9%

Source: Special Tabulation (Comprehensive Housing Affordability Study) Files, U.S. Census and HUD

Policy Options

A recent report published by the Brookings Institute entitled "Rethinking Local Affordable Housing Strategies: Lessons From 70 Years Of Policy And Practice" evaluated the effectiveness of three broad approaches to affordable housing – rental assistance, homeownership assistance, and regulatory policies and discusses the lessons learned over the past seven decades. Key findings reported are informative to our discussion of potential affordable housing policies and strategies. These points are:

- The responsibilities for implementing affordable housing are increasingly shifting to state and local actors;
- Rental assistance programs require deep subsidies if they are to reach the neediest households; moreover, to be successful, rental assistance programs should avoid clustering affordable housing in low-income neighborhoods and include efforts to raise the incomes of low-income households;
- Homeownership among underserved populations has increased, mostly through improved access to mortgage credit; efforts to further expand homeownership should proceed cautiously; and
- Land use and other regulatory policies can have profound effects on the location and supply of affordable housing.

The lessons of the past suggest a set of principles to guide local housing policy. As the authors state, "…some of these principles may seem obvious, but nonetheless are frequently ignored. Others run counter to the conventional wisdom, but following them could avoid some of the more dismal failures for which conventional thinking is responsible." The principles are:

- Regulation can be a powerful housing policy tool.
- Housing strategies should be tailored to local market conditions.
- Housing markets are regional, so housing policies should be.

- Income policy IS housing policy.
- Race matters.
- Implementation matters.

Regulations and Workforce/Affordable Housing

Perhaps most directly related to the Comprehensive Plan recommendations are those that may impact land use and other development regulations and policies. The Brookings Institute research and other studies demonstrate that, "state and local regulations governing land use, residential development, construction standards, subdivision design, and property maintenance play critical roles, even when they are not explicitly considered as part of an affordable housing strategy." As the Brookings study points out, "historically, local land use and development regulations have tended to undermine the goals of affordable housing policy, whether intentionally or not. Requirements for large lot sizes; expensive subdivision design standards and construction codes; prohibitions against manufactured housing, townhouses, or multifamily development; and time-consuming permitting processes have all been shown to make housing more expensive. These regulatory barriers have also prevented the development of affordable housing and reinforced patterns of economic and racial separation."

When considering the role of comprehensive planning and the affect of land use regulations on affordable housing it is important to make the distinction between "growth control" and "growth management" as the distinction is important. "Growth control" policies are designed to limit the growth of the housing stock; "growth management" policies accommodate projected development. The goals of growth management are to: preserve the public good, minimize negative externalities, minimize public fiscal impact, maximize social equity, and elevate quality of life. These goals are consistent with, and often explicitly include, expansion of the supply and accessibility of affordable housing.

Fragmented authority among individual municipalities and counties is cited as another constraint on the effective use of regulatory tools for affordable housing. When one or more jurisdictions in the region employs exclusionary zoning and land use regulations, e.g., low density, large lot zoning, building permit caps, development moratoriums, and high permitting fees, the results can be to place an even greater burden on the resources of other jurisdictions to address the problem. Strategies intended to expand the availability of affordable housing, promote racial and economic diversity, or promote balanced growth are more effective when all jurisdictions in the region participate.

Inclusionary Zoning

A recent zoning technique that is becoming more popular as an affordable housing strategy is inclusionary zoning. Inclusionary zoning is a technique that can be used to increase the number

of affordable units—for both ownership and rental. Inclusionary zoning can be either mandatory or voluntary. In either case developers "set aside" a certain percentage of units in new residential developments for low and moderate income households. The zoning usually provides some form of developer "incentive" such as "density bonuses" and/or reduced fees. The theory is that these incentives reduce or offset some of the cost of producing the affordable units. Some communities accept an *in lieu* fee. These cash contributions are allocated to affordable housing funds, the money from which a local housing authority and/or nonprofit organization buys affordable units and operates them as a sort of scattered-site public housing program.

RECOMMENDATIONS

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

- Ensure that regulatory policies align with affordable housing goals to correct regulations or requirements that explicitly exclude affordable housing types or that unnecessarily raise the cost of construction.
- Consider adopting inclusionary zoning provision for large-scale residential projects that requires a portion of housing units in a new development be reserved for affordable housing.
- Allow for garage apartments and other kinds of accessory dwelling units.
- Permit higher-density residential development.
- Implement public water and sewer projects that enable higher-density residential development and mixed-use neighborhoods in designated growth areas and encourage a mix of housing densities and types in new subdivisions.
- Allow modified and/or flexible building codes to eliminate unnecessarily costly construction requirements.
- Where appropriate, allow reduced street widths and other unnecessary infrastructure requirements.
- Streamline approval processes to make the development process less time consuming.
- Preservation and renovation of existing housing stock.
- Redevelopment of existing residential areas.

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

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

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

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

Establish a housing trust fund, to assist working families, with programs dedicated solely to constructing or renovating affordable workforce housing, with the long-range goal of preserving workforce housing stock for subsequent program participants.

A housing trust fund is a dedicated stream of revenue used as a resource to assist the development or preservation of affordable homes. Housing Trust Funds can be funded through development fees, taxes on other types of revenue (i.e. stamp taxes, hotels/entertainment, sales), and general revenue. A fund is created to specifically respond to a community's affordable housing needs by establishing priorities, target populations, and affordability guidelines. Trust Funds are usually administered by Town staff, often under the guidance of an advisory board.

Chapter 11 IMPLEMENTATION

The purpose of the Implementation Element is to set forth methods and policies to bring into existence the desired goals and objectives of the Comprehensive Plan. The primary tools to be used to implement the growth and development of Hebron include the Zoning Ordinance, Subdivision Regulations, annexation policies, other development related codes, and the capital improvements programs (State, County, and Town).

LAND USE

The principal legal device available for implementation of the Comprehensive Plan is zoning. While zoning is primarily implementation of the 2030 Land Use Plan, it also supports other elements of the Comprehensive Plan, including the transportation, community facilities, and natural resource protection elements. It is required by state law that zoning, as well as other implementation tools, techniques, and policies be consistent with the Comprehensive Plan.

Standards contained in the Zoning Ordinance directly affect new development as well as infill and redevelopment. The recently adopted Planned Neighborhood Floating Zone District, with its emphasis on community design and building mixed-use neighborhoods with strong character and physical linkages with old Town Hebron, fills a significant void in the current zoning code related to new, large-scale development. However, in order to support all of the land use objectives of the Comprehensive Plan, the Zoning Ordinance will require substantial revision. The most important revisions include the following:

Town Center

The zoning for the Town Center should provide for a mix of medium density residential development and low intensity commercial uses in appropriate locations. The purpose of the medium density classification is to provide for single family and low intensity multi-family dwellings (e.g., townhouse and multiplex) that occur at such densities as to require public sewer and water service. The medium density classification is appropriate only for areas presently or proposed to be serviced by public sewer and water facilities. The standard for Town Center areas should fall in the medium density range (from 3.5 to 5 dwelling units per net acre) depending on the surrounding neighborhood character.

The Town Center is the appropriate location for new commercial activities such as a small shop, grocery store, drug store, variety store, service station, bank, or the like as well as institutional uses. The zoning for the Town Center should provide for these commercial uses. These uses may be permitted by Special Exception, a process that permits the Town to review each application on a case-by-case basis with built-in safeguards to ensure impacts to adjacent

residential areas are minimized, e.g., adequate parking requirements, limits on signage and lighting, landscape standards, and buffer yard requirements.

Much of the development potential in this district can be classified as infill or redevelopment. Infill and redevelopment standards and guidelines for the Town Center area could be established that permit the Planning Commission to approve new and expanded non-residential uses that are found to be compatible with surrounding land uses. Infill and redevelopment standards could also apply to residential development and redevelopment. Alternatively, the Town Center District could be divided into core and fringe districts, allowing commercial and business uses by-right in the core portion of the Town Center and as special exceptions in the fringe areas. In all cases, design standards appropriate to Town Center character should be included in the Zoning Ordinance.

Neighborhood Conservation

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

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

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

- Parking – flexible parking requirements.

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

The development policies proposed by this Comprehensive Plan, as suggested by the Neighborhood Conservation planning areas, are designed to address the objectives of maintaining stable residential neighborhoods while permitting appropriate infill and redevelopment. The following are recommended actions for residential development:

- The density of residential development should be based on the availability of community facilities and the prevailing character in the neighborhood.

- Adequate recreational facilities and open space should be required as part of large residential developments.

- Residential areas should be protected from incompatible land uses and be designed to ensure a desirable town living environment.

- Through traffic and heavy vehicles should be prevented, where possible.

- In-fill development and redevelopment should be encouraged where appropriate.

- Land development regulations should reflect proper design standards including landscaping and street tree requirements.

Planned Redevelopment

The Comprehensive Plan identifies the Planned Redevelopment area as an appropriate location for a planned residential community including multi-family housing or a planned manufactured or mobile home park. In order to enable this outcome, the Zoning Ordinance will need to include standards and guidelines for a planned community that include modern manufactured and modular homes meeting current building code standards. The review and approval process for such development could be a floating zone district that includes design standards that ensure the development of planned manufactured home parks results in a safe, sanitary, and attractive living environment for residents.

The Planned Redevelopment area offers opportunities to increase the supply of affordable or workforce housing in the Town. Multi-family construction at appropriate densities is one approach to reducing the cost of housing construction. Another is providing opportunities to site mobile homes or manufactured housing.

Mobile homes offer an inexpensive form of adequate sanitary shelter that is not beyond the means and meets the space requirements of many families and individuals. Allowing mobile or manufactured homes also can help meet the demand for affordable housing. However, permitting mobile homes in conventional residential areas would not be consistent with the public purpose of maintaining the existing character of these areas and minimizing incompatible uses. To balance these needs, the Town has adopted regulations and standards to control the location of new mobile homes and permit planned mobile home parks in designated areas.

The following polices are recommended:

- The Planned Redevelopment district will permit conventional detached single family residential subdivision as a by-right use.

- Development standards and procedures that encourage appropriate infill and redevelopment will be adopted.

- Design standards and guidelines that will ensure a quality mobile home park or multi-family development will be adopted.

Commercial

Small-scale, low-intensity neighborhood commercial uses should be allowed to continue at their present locations. New commercial uses serving neighborhood markets should be encouraged to locate in the Town Center or included in Planned Neighborhood Developments.

More intense highway and regional commercial uses should only be permitted in planned commercial centers that are integrated into a large-scale planned neighborhood development such as those that front on US 50 and MD 347. Other considerations are addressed in the following recommendations:

- Access onto US 50 from future compacted commercial development (if any) will be restricted to current roadways, i.e., MD 347, or Porter Mill Road, or MD 670. Other current minor access points along US 50 should be consolidated when opportunities occur.

- A network of internal roadways and streets should be built to provide direct access from residential areas to a commercial center and connect businesses to businesses. US 50 for local traffic should be avoided as much as possible.

- Commercial areas should be located where they can get safe and easy access from major thoroughfares.

- Scattered strip commercial development along the highways should not be allowed. Development standards should be adopted that require commercial development be clustered in planned centers.

- Individual entrances should be consolidated in as few access points as possible. This should be required in the Zoning Ordinance and Subdivision Regulations. Entrance locations should be coordinated with the State Highway Administration.

- Appropriate regulations should be developed to provide adequate off-street parking and buffering to protect nearby residential areas.

- Signage should be subject to approval of a coordinated master signage plan for all commercial centers.

- Suitable landscaping and buffering measures should be required along property lines and highway frontages.

- Uses should be regulated to ensure compatibility within the highway commercial cluster and with nearby non-commercial activities.

Employment

The 2030 Land Use Plan recognizes the currently existing industrial area comprising the former Marvel Package Company land currently owned by Hebron Industrial, LLC. However, future annexations may present the opportunity to create planned employment areas that permit business and light industrial uses. New industrial sites should be large enough to be designed as industrial parks that complement surrounding land uses by means of appropriate location of buildings and service areas, attractive architecture, effective buffering, and substantial site landscaping

The most appropriate location for new light industrial uses is in areas that are currently outside the corporate limits (in the Agriculture/Open Space area) but that can be economically served with Town services. In order to plan for the eventuality that a small business or industrial park may be developed in the future the Town should include provisions in the Zoning Ordinance for a Planned Business Park. Such a park could be designated a State Enterprise Zone which means that industries locating in these facilities are eligible for property and income tax credits.

Conservation

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

Park and Open Space

Protecting sensitive environmental areas, maintaining "green" corridors within and surrounding the Town, and providing places for healthy exercise are as important to ensuring a quality community as infrastructure planning and development regulations. For this reason the Town should adopt clear policies concerning these matters, including the following:

- Require that new development provide public active and passive recreation areas, greenways, and pedestrian trail links that contribute to the overall objectives of the 2030 Land Use Plan.

- Investigate the feasibility of a "rails-to-trails" link along the old railroad right-of-way. Seek County assistance on this project.

- Coordinate the development of a Town park system with the overall County park planning program.

Infill and Redevelopment

Infill refers to new development on vacant, bypassed, and underutilized land within built up areas of Hebron where infrastructure is already in place. Infill also includes redevelopment of lots in these areas.

Infill and redevelopment standards should be included in the Hebron Zoning Ordinance. The zoning standards should accommodate growth in the Town of Hebron by encouraging and facilitating new development on vacant, bypassed, and underutilized land where such development is found to be compatible with the existing neighborhood. Infill and redevelopment standards should encourage efficient use of land and public services and stimulate economic investment and development in older established neighborhoods. Zoning standards should be crafted so as to provide developers and property owners flexibility so that they can achieve high quality design and develop infill projects that strengthen or enhance existing neighborhoods. Design standards should promote compatible infill and redevelopment by, among other things, allowing development on sites that may not meet the minimum land area and dimension requirements of the underlying zoning district (see discussion of Development Design in this chapter).

Accessory Dwelling Units

As discussed elsewhere in this document, addressing the affordable housing issue will require a broad range of strategies and involve all levels of government. A zoning technique the Town may consider is permitting accessory dwelling units. An accessory dwelling unit is a residential living unit that provides complete independent living, sleeping, eating, cooking, and sanitation on the same parcel/lot as the owner-occupied single family dwelling in which it is contained but may have a separate entrance. The advantages of accessory dwelling units include the potential to:

- create additional housing stock while respecting the look and scale of single-family dwelling neighborhoods;
- increase the housing stock of existing neighborhoods in a manner that is less intense than alternatives;
- allow more efficient use of existing housing stock and infrastructure;
- provide a mix of housing that responds to changing family needs;

- provide a means for residents, particularly seniors, single parents, and families with grown children, to remain in their homes and neighborhoods, and obtain extra income, security, companionship, and services; and

- provide a broader range of affordable housing.

Design standards for the design and construction of accessory dwelling units should:

- Ensure that accessory dwelling units are compatible with the desired character and livability of residential districts;

- Respect the general building scale and placement of structures to allow sharing of common space on the lot, such as driveways and yards; and

- Ensure that accessory dwelling units are smaller in size than the principal residential unit.

Landscape Standards

The Zoning Ordinance should include minimum street and site landscape standards for all development. On-site landscape requirements may be stated as performance standards, e.g., 15 percent of the site is landscaped. The Town may want to consider using Wicomico County's landscape standards as a guide for developing local standards to ensure consistency across jurisdictional boundaries. It is especially important to require appropriate landscaping for commercial sites, parking lots, and along public streets.

WATER RESOURCES

Drinking water supply and capacity of receiving waters to assimilate stormwater and wastewater discharge does not appear to be a significant constraint for future growth provided the Town implements strategies that hold source loadings at or below current levels. Managing land use in a way that benefits water resources requires assessing development regulations, policies and guidelines from a new prospective for the Town. Among other things, it requires minimizing the footprint of new development to the maximum extent possible, extensive use of water conservation measures, staging growth based on the availability and capacity of water resources, upgrading the WWTP, protecting forested areas and natural buffers, retrofitting existing developed areas with improved stormwater management techniques, encouraging best practices in the management of public drainage ditches and requiring best management practices in all new development. In addition the Town should:

- Make educational material available to Town residents regarding nutrient management to reduce fertilizer applications to grassed areas and lawns.

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

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

- Require new development and infill and redevelopment projects to treat stormwater using nonstructural and micro-scale practices to the maximum extent feasible. Techniques such as submerged gravel wetlands, rain water harvesting (cisterns and rain barrels), landscape infiltration, infiltration berms, and dry wells should become common practices. Stormwater should be filtered using such techniques as rain gardens, landscape and tree planters (e.g., linear tree pits, sidewalk planters), grass swales and bio-swales, tree-swales, grass filter strips and vegetated buffers.

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

- Require major new development projects address additional fire flow capacity. As these projects are planned, an assessment of additional capacity will be made. If the capacity available permits, approval will be given, If not, approval will be withheld until such time as the capacity is constructed.

- Take steps to protect source water supplies, including establishment of appropriate well-head protection zones around existing and future wells.

Specific actions the Town can take include the following:

- Establish Town policy that water supply capacity, treatment, and distribution systems shall be adequate to meet daily average, daily peak, hourly peak, and fire flow demands.
- Program necessary water system improvements to meet daily average, daily peak, hourly peak, and minimum fire flow demand requirements for the existing water system.
- Establish Town policy that the cost of providing adequate supply, treatment, and distribution capacity for the Town water system will be allocated based on an equitable benefit formula adopted by the Town.
- Require all new development to install water meters.
- When feasible install meters for existing services.
- Adopt a resource protection overlay ordinance to regulate uses and practices that may adversely impact water quality in the drinking water source aquifers. This ordinance can be modeled off the Wicomico County or City of Salisbury Paleochannel Overlay District and should include well head protection requirements.
- Limit impervious surface areas to 10% in sensitive areas.

- Permit open section roadways in new developments where appropriate.
- Incorporate the use of nonstructural best management practices (BMPs) such as natural conservation areas, roof and non-roof top disconnection, vegetated swales, sheet flow to buffer, reduced impervious cover to the maximum extent practicable and promote environmentally sensitive design (ESD) or low impact development (LID) techniques.
- Maintain existing forest cover and promote the enhancement of contiguous forest areas along major drainage ways.
- Work with Wicomico County to address failing septic systems in areas that can be served by public water and sewer.
- Amend road standards to allow narrower, shorter streets, rights-of-way, and sidewalks. Streets may be as narrow as 22 ft. in neighborhoods serving low traffic volumes; rights-of-way can be reduced by minimizing sidewalk width, providing sidewalks on one side of the road, and reducing the border width between the street and sidewalks.
- Amend road standards to allow smaller radii for turn-arounds when allowed; use a landscaped island in the center of the cul-de-sac and design these areas to treat stormwater runoff.
- Require grass channels or biofilters for residential street drainage and stormwater treatment wherever feasible.
- Interpret parking ratios as maximum number of spaces; permit shared parking arrangements; minimum parking stall width should be less than 9 ft. and stall length less than 18 ft.
- Require parking lots be landscaped. Relax setbacks to allow for bioretention islands or other stormwater practices in landscaped areas.
- Adopt flexible design criteria.
- Reduce minimum lot sizes.
- Relax setbacks and allow narrower frontages to reduce total road length; eliminate long driveways.
- Allow for shared driveways and alternative impervious surfaces.
- Require rooftop runoff be directed to pervious surfaces.
- Designate a minimum buffer width and provide mechanisms for long- term protection.
- Limit clearing, grading, and earth disturbance to that required to develop the lot.
- Promote the use of native plantings.
- Provide incentives for conserving natural areas through density compensation, property tax reduction, and flexibility in the design process.
- Implement policies and educational programs that encourage the reduction of fertilizer applications to grassed areas and lawns in urban areas.

Hebron can achieve the Town's water resource conservation objectives and make a positive contribution to improving water quality in the watershed by implementing urban BMPs such as those described above. Through its stormwater management ordinance and programs and development standards the Town should require environmental site design (ESD) techniques that optimize conservation of natural features (e.g., drainage patterns, soil, vegetation),

minimize impervious surfaces (e.g., pavement, concrete channels, roofs), slow down runoff to maintain discharge timing and to increase infiltration and evapotranspiration and use other nonstructural practices or innovative technologies approved by MDE. Planning for water and wastewater facilities should reflect the need to conserve ground water resources and reduce nutrient and sediment loadings in the Nanticoke River watershed.

Point Source Cap

The Hebron WWTP is currently a "minor" WWTP and its current Tributary Strategy point source caps are 2,566 lbs/yr of nitrogen and 428 lbs/yr of phosphorus. Under the cap, at ENR levels of treatment (4 mg/L of nitrogen) the WWTP could only discharge 0.21 MGD of wastewater to surface waters, and at ENR at 3 mg/L of nitrogen the WWTP could discharge 0.28 MGD of wastewater to surface waters. This means that Hebron will need to begin considering alternatives to surface water discharge in the near future since by 2030 Hebron forecasts as much as 0.28 MGD of additional WWTP needs above current demand. The developer of a large planned unit development in Hebron has been directed to prepare studies to address future wastewater treatment options. These options will include:

- ENR treatment at the Hebron WWTP, with all effluent discharged to the Rewastico Creek;
- ENR treatment at the Hebron WWTP, with some effluent discharged to the Rewastico Creek and some discharged by land application; and
- ENR treatment at the Hebron WWTP, with all discharged by land application.
-

In addition, the Town has suggested that discussion with Wicomico County concerning regional WWTP facilities.

Land application of wastewater as a solution to the WWTP Tributary Strategy point source cap will require additional and extensive study to address the following issues:

- Finding properties for land application that will not place source water at risk;
- Acquiring sufficient acreage needed to provide for capacity needs;
- Developing adequate wastewater storage when land application is not possible during certain times of the year; and
- Preservation of properties designated for land application until needed.

The Town should undertake preliminary discussions with MDE about the feasibility of land application in the area surrounding Hebron.

MINERAL RESOURCE EXTRACTION

Sand and gravel resources are abundant in Wicomico County. Some mineral extraction operations are already located in the Town's growth area and others may be proposed in the future. However, the Town does not currently permit mineral extraction within the corporate

limits. The Town may consider adding appropriate zoning provisions to the Hebron code in the future if a property is annexed, and, as part of an annexation agreement, the Town may agree to allow mineral resource extraction. Such new zoning provisions would include appropriate provisions for permitting procedures and regulations to minimize impacts to adjacent properties and the environment. Final approval would be contingent on the applicant submitting acceptable reclamation and reuse plans.

STREAMLINING THE DEVELOPMENT REVIEW PROCESS

Because the Town will be dealing with some large-scale development projects, the development review process will likely take longer than was formerly the case as there is much to consider in these projects. The Town will execute cost recovery agreements with applicants and use developer-supplied funding under such agreements to retain whatever expertise the Town feels it needs to advise them in the consideration of development related issues. This should help ensure that the approval process proceeds at a reasonable pace.

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

INNOVATIVE DEVELOPMENT TECHNIQUES

Recent amendments to the Hebron Zoning Ordinance added special provisions for planned neighborhood developments (PND). The PND standards and guidelines establish a development and design framework for mixed-use projects, including commercial and business uses appropriate to a neighborhood context. The PND process includes a requirement that a Developer Rights and Responsibilities Agreement (DRRA) is executed as part of the zoning approval process. The DRRA gives the applicant the assurance that once given, approvals cannot be reversed for a specified period of time.

DEVELOPMENT DESIGN

Design Principles

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

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

- The automobile should not be the dominant force that dictates the layout and design of residential communities. New residential streets should be narrow, discourage through traffic, be well landscaped with shade trees, and recognized as the principal public spaces that they are. In view of their visual and functional importance, thought, deliberation, and investment in landscape and streetscape design should be evident.

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

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

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

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

Large-scale development projects can best address those issues that affect the Town’s guiding principal for this element by adhering to the following design parameters:

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

- Variety in housing types, density, and cost;

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

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

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

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

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

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

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

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

Building Character

The appearance and architectural character of new construction and renovation is a subject that warrants some discussion and guidance. While the Town has no intention to legislate style or "taste," it recognizes a responsibility to guide the overall appearance of our built environment. Toward that end the Town's objective is to ensure that additions to the community complement, blend with, and improve the general attractiveness and appearance of Hebron.

The Town wants to maintain its rural Eastern Shore town character. That means new construction should take design inspiration from the simple forms and building masses that are prevalent in our area. Commercial buildings should retain as much of a residential "flavor" as is feasible. This can be accomplished in ways such as breaking up the façade of larger buildings to give the appearance of smaller structures that are grouped together, including generous roof pitches (and avoiding flat roofs), and using window, door, and siding details that are similar to styles commonly found in residential construction. Parking should be screened, landscaped, lit

with pedestrian scale lighting fixtures, and distributed around the sides and rear of commercial buildings. The Town does not want large parking lots that present a "sea of asphalt" appearance. Shade trees and flowering shrubs should be combined with berms and evergreens to soften both building edges and parking areas.

Access, Circulation, and Parking Design

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

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

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

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

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

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

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

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

The design of residential streets should discourage motorists from traveling above the intended speed and reflect their function in the system hierarchy. In particular, horizontal and vertical alignment should not be conducive to excess speed. Residential streets will be designed to manage the speed and volume of traffic in residential neighborhoods using "traffic calming" methods that encourage speeds of 20 mph or less. Lower order streets should be less than 1/3 mile in length, so that motorists will have no incentive to speed. The majority of roadways should utilize "T" intersections or controlled 4-way intersections with roundabouts.

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

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

Parks and Open Space

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

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

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

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

SUBDIVISION REGULATIONS

A second major implementation tool available to the Town is Subdivision Regulations. Under Maryland law, the Town has the authority to regulate the subdivision of land within the corporate limits. Subdivision regulations provide the local legislative body with regulatory powers to ensure that land is developed in a manner which will best promote the public health, welfare, and safety, consistent with the Comprehensive Plan. Subdivision regulations control land development practices, establish uniform standards of development and recording, establish erosion control measures, guide the arrangement of streets, and establish the relationship between subdivision access routes and the existing transportation routes of the community.

The primary purpose of subdivision regulation is to coordinate private development practices with public policy. To this end, subdivision regulations establish basic standards and design principles for constructing community facilities. Although these facilities are normally paid for and installed by the private developer, such facilities may be dedicated and accepted for maintenance and ownership by the Town. Therefore, it is necessary to establish standards in advance of installation by the developer so that the Town is ensured of developing a uniform system of public facilities built to appropriate specifications.

Subdivision regulations govern the process of converting or dividing land into building sites and are concerned with the platting of lots, street layout, open space location, and the provision of storm drainage and public utilities. Subdivision regulations coordinate private development practices with public policy and they form an important component of the implementation element. Controlling land subdivision is important as it ensures that:

- Building sites are of adequate size to accommodate the proposed uses, as well as have sufficient areas for open space and accessory uses;

- Streets, curb, gutter, and sidewalks are designed and constructed in accordance with established standards and the developer pays the full expense for these improvements and deeds them to the Town;

- Public sewer and water are provided to each subdivision with the developer paying the cost. Prior to serving areas outside the corporate limits, the Town should study the need and cost-effectiveness of annexation.

Hebron has subdivision standards in its Town Code, but needs to adopt more comprehensive subdivision standards and specifications. Considering the potential for new, large-scale development projects in the Town and the Town's growth area, the Town Commissioners should update the subdivision regulations and development review procedures. Among other things, the subdivision provisions should give the Planning Commission the authority to require that development design include provisions and/or dedication of land for such things as street extensions and improvements, pedestrian facilities, e.g., greenways, trails, sidewalks, and parks and open space as recommended in the Comprehensive Plan. In addition the Town should require that development review fees are adequate to cover the cost of and ensure adequate technical review.

The Town also should establish development standards and specification, development review procedures, and adopt a schedule of application fees.

The Town should consider requesting that the County provide technical assistance in the administration of the Subdivision Regulations. If so, the Town's Subdivision Regulations should be consistent with the County's to the extent possible.

ADEQUATE PUBLIC FACILITIES

The Town should ensure that there is adequate water and sewer capacity for the development and for all existing lots of record. It should also ensure that there are sufficient roads and other infrastructure needs available for the new development. If the Town determines that it does not have adequate facilities for new development, it should explore methods to acquire the needed facilities. Chief among the options available to the Town is to require that the owners of the proposed development provide sufficient funds to build the required facilities. When the capacity of public facilities is not adequate to support a proposed development, and additional

capacity is not planned, applications for development should be denied unless the applicant agrees to provide funding to upgrade facilities and add capacity sufficient to serve the proposed development. To formalize this policy, the Town should consider working with the County and other municipalities to undertake appropriate studies and adopt an Adequate Public Facilities Ordinance (APFO).

AFFORDABLE HOUSING

Housing affordability for low and moderate income families has become a national issue. Recognizing that addressing this issue will require engaging all levels of government in solutions and with the understanding that the Town of Hebron has limited resources and capability to directly address affordable housing, the Town should consider the following strategies:

- Work with State and County agencies to develop coordinated strategies and eliminate impediments to the production of affordable market and rental housing.
- Discuss adopting joint county/municipal inclusionary zoning requirements.
- Provide suitable locations for planned manufactured and mobile home parks.
- Amend the Zoning Ordinance to permit accessory dwelling units.

BUILDING CODES

Building, housing, plumbing, and fire codes are among the laws a community may use to improve the health, safety, and well being of its residents. Codes are designed to provide better living and working conditions, an objective which the Plan seeks to achieve.

The Town of Hebron can seek to design its own set of codes or it may decide to implement the codes used by Wicomico County. The Town has already adopted the Southern Standard Building Code. Given the cost of enforcing many codes, which usually requires hiring additional personnel, the Town should try to shift enforcement authority to county officials whenever possible.

CAPITAL IMPROVEMENTS

A capital improvement is usually defined as a major, nonrecurring expenditure for physical facilities of government, such as costs for acquisition of land or interests in land, construction of buildings or other structures, including additions or major alterations, construction of highways or utility lines, fixed equipment, landscaping, and similar expenditures.

With the growing complexity of municipal finance, even small communities such as Hebron need to carefully analyze the funding of various improvements to ensure that money is spent wisely. The basic reason for a Capital Improvements Program is to allocate a limited supply of

money wisely, so that each such regulation is in accordance with the Town's development policies and the Comprehensive Plan.

Each proposed project is approached individually with careful consideration of anticipated expenditures, source of revenue, and priority of need. The schedule of projects usually ranges from a period of five to ten years, with five years the most common time frame. It is customary to prepare a Capital Improvement Program annually. The program includes proposals for capital improvement appropriations to be adopted in the next annual budget and proposals for the next five years.

The typical process of capital improvement programming follows these steps:

- An inventory of potential projects, including cost estimates and an initial evaluation of their relative priority;
- Analysis of project requests;
- Investigation of the financing capabilities of the community and the various state and federal programs available to help finance improvements;
- A schedule of project execution in a long range program list which considers the relationships of projects to each other and to financial requirements;
- Selection from this schedule of a slate of projects for early action;
- Formal adoption of the Capital Budget against the background of the long range recommended program, usually after some form of public review.

ANNEXATION

Hebron's Annexation Plan (see discussion in the Chapter 6, Municipal Growth) represents the Town's plan for future annexation. Ideally, there will be consensus among State and County agencies concerning the Town's growth plan and future annexations within the growth boundary will not be contested.

Hebron's annexation policies are intended to ensure the extension of corporate boundaries permits the most efficient use of public utilities and services and that cost associated with capacity expansion and extension of service is fairly allocated among those benefitting. These policies are as follows:

- Annexed areas must be contiguous to the corporate limits and create a natural extension of the Town's boundaries.

- Annexation is a condition of Town services. Property owners who desire the Town's services must be annexed prior to servicing.

- Proposed annexation areas will be economically self-sufficient and will not result in larger municipal expenditures than anticipated revenues, which could indirectly burden existing Town residents with the costs of services or facilities to support the area annexed.

- The costs of providing roads, utilities, parks, other community services will be borne by those people gaining the most value from such facilities through income, profits, or participation.

- Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address, among other things, consistency with the goals, objectives and recommendations contained in the *Hebron Comprehensive Plan*, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the Town. These preliminary agreements may be further revised in a Developer Rights and Responsibility Agreement (DRRA).

- For annexations involving larger parcels of land, the Town Commissioners and/or Planning Commission may require appropriate impact studies, including a fiscal impact study and an environmental impact assessment that addresses the potential impact of the proposed annexation on the environment of the site and surrounding area.

- If necessary, applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services.

Prior to annexing any land area not included in the current growth plan, the Town will first consider appropriate amendments to this Comprehensive Plan and will follow the procedural requirements for Comprehensive Plan updates and annexation established in State law, including those of House Bill 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of the Comprehensive Plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that the County and State agencies are afforded an opportunity to comment on the proceedings.

Depending on the size of the proposed annexation and as appropriate, the Town may require the applicant to complete studies addressing the potential impacts of development on such things as Town staffing and finances, traffic, and the provision of County facilities and services. In addition, applicants proposing annexation will be required to prepare an environmental impact assessment that includes a discussion of proposed strategies to address the environmental protection needs for the growth area and surrounding environs. All terms of annexations will be recorded in a annexation agreement, and if appropriate reflected in a Developer Rights and Responsibility Agreement (DRRA) at the time of final development

approval. If deemed necessary by the Town, the County may be included as a party in annexation negotiations.

INTERJURISDICTIONAL COORDINATION

The Economic Development, Planning and Resource Protection Act of 1992 directs local governments and the State to coordinate their planning and development efforts to achieve the "Twelve Visions." Under the Act, local governments must adopt comprehensive plans which include the Visions. Zoning and other planning implementation mechanisms must be consistent with these plans. Under the Planning Act, local comprehensive plans must include recommendations for improving planning and development processes to encourage economic expansion, and to direct future growth to appropriate areas. Such development and economic growth often have interjurisdictional impacts on transportation, infrastructure, environment, and other areas of concern. For this reason, it is necessary for planning, growth strategies, and policies to promote and encourage cooperation among adjacent jurisdictions.

House Bill 1141 (Land Use – Local Government Planning) requires the Town to include in the comprehensive plan a growth element that specifies where the municipality intends to grow outside its existing corporate limits. The Town must discuss how it intends to address service, infrastructure, and environmental protection needs for identified growth areas and surrounding environs. A plan for the growth of Hebron is included in this Comprehensive Plan. The Plan also includes a water resources element that identifies Town strategies for addressing drinking water and other water resources to meet current and future needs and identifies suitable areas to receive stormwater and wastewater derived from development. Preparation of the growth element included a complete analysis of land capacity available for development, including infill and redevelopment and an analysis of the land area needed to satisfy demand for development at densities consistent with the Hebron Comprehensive Plan.

House Bill 1141 requires the Town to consult with Wicomico County concerning its growth element. Prior to approving the Town's growth element, the Town must provide a copy of the growth element to the County, accept comments from the County on the growth element, meet and confer with the County regarding the growth element, and on request of either party engage in mediation to facilitate agreement on a growth element. The bill encourages municipalities and counties to participate in joint planning processes and agreements. Coordination with County officials is important to ensure that newly annexed territory qualifies for state assistance as a priority funding area if annexed after September 30, 2006.

In Hebron's case, it is imperative that the Town coordinate its planning and development activities with the County. This is especially true for large-scale development in the Town's planned growth area. Important coordination topics include current County zoning to discourage premature subdivision within Hebron's planned growth area, transportation system improvements, natural resource protection, water and sewer service policies, schools, libraries, public safety and emergency services, economic development opportunities, and fiscal impacts.

It is apparent that there is a critical need for the Town and County to work together. Future growth will depend on sound strategies to address such issues as water quality and quantity, school capacity, demand on emergency services, public infrastructure, and transportation facilities. The 2009 *Hebron Comprehensive Plan* highlights the need for increased interjurisdictional coordination with Wicomico County. From Hebron's perspective, substantive issues include the following:

- Priority Funding Areas (PFAs). Hebron's municipal PFA does not include all of the existing incorporated area of the Town.

- Master Water and Sewer Plan. Planned expansions of Hebron's water and sewer facilities are not reflected in the Master Water and Sewer Plan maintained by Wicomico County.

- Low-density suburban development surrounding the Town (in the "Conservation" area) such as has been allowed by the County may cut-off future avenues for Town expansion.

- Discuss cooperative Town and County growth management concepts the Town may support including regional water and sewer strategies and interjurisidictional Transfer of Development Rights (TDR).

Like public infrastructure, water quality and quantity issues cannot be addressed by the Town alone. Going forward, effective management of nonpoint source pollution must be based on watershed-wide land use strategies and coordinated administration and enforcement of sediment and erosion control and stormwater management regulations. Protection of vulnerable drinking water supplies requires the participation of all jurisdictions affected. The planning requirements from Maryland House Bill 1141 direct the Town and County Planning Commissions to meet and discuss this Comprehensive Plan prior to adoption. At a minimum, an agenda for such a joint County/Town meeting should include how best to coordinate the following:

- Cooperative watershed planning initiatives including discussions of failing septic system areas in the County and the role of public water and wastewater;

- Coordinated policies concerning County land uses and PFA designations adjacent to the Town;

- Coordinated policies concerning conservation of green infrastructure;

- Funding for public facilities and services, i.e., Adequate Public Facilities Ordinance, impact fees, tax differential and excise taxes.

- Protective measures for the drinking water sources.

Effective mechanisms for County/Town dialogue, coordination, and agreement are needed. Acceptable coordinated strategies should be formalized in ways that bind each participant to a policy process. Forums for ongoing coordination and cooperation include a Council of Governments (COG), joint committees (for example for watershed planning initiatives), and others. Examples of potential formal mechanisms for recording joint policies include Memorandums of Understanding (MOU) and/or an Inter-Governmental Agreement (IGA).

IMPLEMENTATION PRIORITIES

The Comprehensive Plan includes recommendations of numerous strategies and actions to implement the Town's goals and objectives. Some of these strategies and/or actions will take time to implement and will require the cooperation of others. For example, addressing affordable housing is beyond the power of the Town alone to successfully remedy in a short period of time and will require the cooperation and resources of County and State officials and agencies to achieve. Other recommendations can and should be undertaken immediately. The following is a recommended priority listing of actions by the Town:

1. Undertake a comprehensive rezoning. (Year 1)

   Many of the key recommendations contained in this Comprehensive Plan will be implemented by the Zoning Ordinance and Zoning Maps. The current Zoning Ordinance is not sufficient and does not support the "vision" outlined in this Plan. Upon adoption of the Comprehensive Plan, the Town Commissioners should immediately enable the Planning Commission to undertake a comprehensive update of the Zoning Code.

2. Update the Hebron Subdivision Regulations and development review procedures. (Year 1)

   The Subdivision Regulations follow closely the importance of the Zoning Ordinance as a tool to manage the impacts and quality of new development. Revised Subdivision Regulations, reflecting the design recommendations contained herein and more rigorous review procedures should be adopted.

3. Initiate formal and informal steps to improve coordination and cooperation between the County and Hebron. (Ongoing)

   Achieving appropriate degrees of coordination and cooperation is an ongoing challenge and will require recognition by all parties of areas in mutual interest. Hebron, working with the County and other municipalities, should seek formal and informal means of coordinating policies and engendering cooperative working relations.

4. Request the Wicomico County amend the Master Water and Sewer Plan maps to reflect the recommended growth area shown on the Land Use element of the Comprehensive Plan. (Years 1 and 2)

   Utilizing results of water and sewer facilities planning efforts that are currently underway and making additional efforts or studies as necessary, prepare revised master water and sewer service area maps that reflect the best thinking on providing water and sewer service throughout the planned growth area.

5. Prepare a capital improvements program that addresses programmed improvements to Town streets, sidewalks, water and sewer facilities, and other Town capital facilities. (Years 1 and 2)

6. In conjunction with adoption of a Capital Improvements Program and approval of the capital budget, establish transportation Level of Service (LOS) policies. (Year 2)

7. Undertake a study of converting the existing railroad right-of-way into an urban recreation trail. (Year 2)

8. Adopt an Adequate Public Facilities Ordinance (APFO). (Year 2)

   Work with the County and other municipalities to complete appropriate studies and adopt an Adequate Public Facilities Ordinance (APFO).

9. Work with State and County agencies to develop coordinated strategies and eliminate impediments to the production of affordable market and rental housing. (Ongoing)

10. Revise and update other building and development codes as necessary. (Year 3)

APPENDIX A – POINT AND NON- POINT LOADING CALCULATION

Introduction

Hebron is situated within the Nanticoke River Watershed. Approximately, 524,376 acres of land extends from Tangier Sound and the Chesapeake Bay in the south to the southwest corner of Kent County, Delaware. The eastern most boundary of the watershed meets the Wicomico River Watershed's western boundary, several miles west of the Wicomico River. Four significant creeks flow into the Nanticoke River; Quantico, Rewastico, Barren, and Wetipquin Creeks. Somewhat less than half (about 206,692 acres) are located in the Maryland portion of the watershed and include parts of Caroline, Dorchester and Wicomico County.

Two sub watershed of the Nanticoke River Watershed are affected by land use changes in Hebron. These are DNR 12 digit watersheds DNR 021303050581 and DNR 021303050580. The following summarized the analysis of potential water quality impacts of Hebron's planned land use change on these two watersheds.

The analysis considered three land use scenarios representing land use changes over time in Hebron and its planned growth areas. Land use breakdowns over time in the balance of the two watersheds were maintained at the 2007 levels. Residential and non residential septic systems were estimated from MDP PropertyView data and held constant, except the 108 septic systems that would be eliminated with implementation of the Hebron Annexation Plan. These land use scenarios were also considered at the basis for the impact analysis contained in the Municipal Growth Element (Chapter 5). The three land use scenarios are described as follows:

- Scenario 1 - 2030 Hebron Growth with Tributary Strategies Best Management Practice (BMP)s applied. This scenario examines the change in Total Nitrogen (TN), Total Phosphorous (TP) and percent impervious surface as a result of the 2030 Hebron Land Use Plan;

- Scenario 2 – Hebron Build-out with Tributary Strategies BMPs applied. This scenario examines the change in TN, TP, and percent impervious surface as a result of the build-out of the full development capacity of the Town (summarized in Chapter 5);

- Scenario 3 – Hebron Annexation Plan. This scenario examines the change in TN, TP and percent impervious surface as a result of build-out of the Town and area shown in the Hebron Annexation Plan (see Map 7).

The land use acreage changes within the two watersheds for each of these scenarios are summarized in Tables 1 and 2 and shown on Maps A-1 thru A- 6.

Table 1
Land Use Land Cover by Scenario
DNR 12 Digit Watershed 021303050580

	2007 Land Use	Scenario 1 2030 Growth	Scenario 2 Town Build-out	Scenario 3 Annexation Plan	Chg
LAND USE/LAND COVER (LULC)					
11 Low-density residential	536	535	521	521	-14
12 Medium-density residential	143	163	258	309	166
13 High-density residential	1	1	1	1	0
14 Commercial	32	32	32	32	0
15 Industrial	0	0	3	3	3
16 Institutional	11	11	11	11	0
17 Extractive	13	13	13	13	0
18 Open urban land	0	0	0	0	0
21 Cropland	2,598	2,582	2,561	2,510	-88
22 Pasture	0	0	0	0	0
25 Row and garden crops	0	0	0	0	0
41 Deciduous forest	888	888	888	888	0
42 Evergreen forest	273	273	273	273	0
43 Mixed forest	1,249	1,247	1,188	1,188	-61
44 Brush	319	319	319	319	0
50 Water	0	0	0	0	0
60 Wetlands	22	22	22	22	0
73 Bare ground	0	0	0	0	0
80 Transportation	42	42	42	42	0
191 Rural	86	85	83	83	-4
192 Rural	97	97	96	96	-1
241 Feeding operations	41	41	41	41	0
242 Agricultural buildings	0	0	0	0	0
Total	6,351	6,351	6,351	6,351	0
Source: Maryland Department of Planning 2007Land Use/Land Cover Data					

Table 2
Land Use Land Cover by Scenario
DNR 12 Digit Watershed DNR 021303050581

	2007 Land Use	Scenario 1 2030 Growth	Scenario 2 Town Build-out	Scenario 3 Annexation Plan	Chg
LAND USE/LAND COVER					
11 Low-density residential	316	315	307	307	-9
12 Medium-density residential	252	295	560	606	354
13 High-density residential			38	38	38
14 Commercial	83	154	166	166	83
15 Industrial	3	3	67	78	75
16 Institutional	35	35	35	35	0
17 Extractive	6	6	6	6	0
18 Open urban land	15	15	12	1	-14
21 Cropland	4,153	4,050	3,715	3,669	-483
22 Pasture	17	17	12	12	-5
25 Row and garden crops			0	0	0
41 Deciduous forest	1,442	1,442	1,442	1,442	0
42 Evergreen forest	139	139	139	139	0
43 Mixed forest	1,422	1,411	1,386	1,386	-36
44 Brush	331	331	331	331	0
50 Water	72	72	72	72	0
60 Wetlands	110	110	110	110	0
73 Bare ground			0	0	0
80 Transportation	28	28	28	28	0
191 Rural	147	147	147	147	0
192 Rural	100	100	100	100	0
241 Feeding operations	71	71	70	70	-1
242 Agricultural buildings			0	0	0
Total	8,741	8,741	8,741	8,741	0
Source: Maryland Department of Planning 2007Land Use/Land Cover Data					

For purposes of including point source loading the evaluation assumed the following:

1. The Hebron WWTP will be capped 2,566 lbs/day of TN and 428 lbs/day of TP. At ENR levels of treatment this cap equates to a maximum capacity of approximately 280,000 gpd;

2. By 2030 Hebron's discharge will be at or below 4.32 mg/l of TN and 0.72 mg/l of TP;

3. All point source loading was assigned to DNR 021303050581 where the WWTP is located;

4. At build-out Hebron's discharge will be at or below 3.0 mg/l of TN and 0.3 mg/l of TP; and

5. Wastewater treatment beyond the 280,000 gpd cap would be treated using alternative methods not involving a point discharge into Rewastico Creek.

The results of the spreadsheet analysis by watershed are summarized in Tables 3 and 4.

Table 3
Point and Non Point Source Loading Estimates
DNR Watershed 021303050580

3.a Land Use and Septic Systems					
	2008 LU, 2002 BMPs (Acres)	2008 LU, Trib Strat BMPs (Acres)	Scenario 1 (Acres)	Scenario 2 (Acres)	Scenario 3 (Acres)
Development	937	937	954	1,034	1,085
Agriculture	2,639	2,639	2,623	2,602	2,551
Forest	2,751	2,751	2,750	2,690	2,690
Water	0	0	0	0	0
Other	24	24	24	24	24
Total Area	6,351	6,351	6,351	6,351	6,351
Residential Septic (EDUs)	485	485	485	485	399
Non-Residential Septic (EDUs)	49	49	49	49	49

3.b Total Nitrogen Loading					
	2008 LU, 2002 BMPs (Acres)	2008 LU, Trib Strat BMPs (Acres)	Scenario 1 (Acres)	Scenario 2 (Acres)	Scenario 3 (Acres)
Development NPS	8,234	5,657	5,765	6,245	6,552
Agriculture NPS	41,657	23,057	22,918	22,735	22,292
Forest NPS	4,082	3,852	3,849	3,767	3,767
Other Terrestrial NPS	210	144	144	144	144
Total Terrestrial Load	54,183	32,710	32,676	32,891	32,754
Residential Septic (EDUs)	4,662	4,662	4,384	4,384	3,607
Non-Residential Septic (EDUs)	168	168	158	158	158
Total Septic Load	4,830	4,830	4,543	4,543	3,765
	3.83%	2.44%	2.42%	2.43%	2.37%
Total NPS Nitrogen Load	59,013	37,541	37,219	37,434	36,520
Watershed NPS Nitrogen Load	1,539,293	1,539,293	1,539,293	1,539,293	1,539,293
Total PS Load	2,559	2,559	2,557	6,654	7,508
Total Nitrogen Load (NPS+PS)	61,572	40,100	39,776	44,088	44,028

3.c Total Phosphorus Loading					
	2008 LU, 2002 BMPs (Acres)	2008 LU, Trib Strat BMPs (Acres)	Scenario 1 (Acres)	Scenario 2 (Acres)	Scenario 3 (Acres)
Development NPS	1,075	380	388	420	440
Agriculture NPS	2,886	2,530	2,515	2,495	2,447
Forest NPS	62	55	55	54	54
Other Terrestrial NPS	28	10	10	10	10
Total Terrestrial Load	4,051	2,975	2,967	2,978	2,950
Total PS Load	428	428	426	665	751
Total Phosphorus Load (NPS+PS)	4,479	3,403	3,393	3,644	3,701

3.d Impervious Cover and Open Space					
Total Impervious Cover	189.9558907	189.9558907	195.2656	221.2696	235.549
Open Space, Agriculture	2638.9921	2638.9921	2623.041	2602.001	2551.001
Forest	2729.0486	2729.0486	2727.13	2668.116	2668.116
	2.99%	2.99%	3.07%	3.48%	3.71%

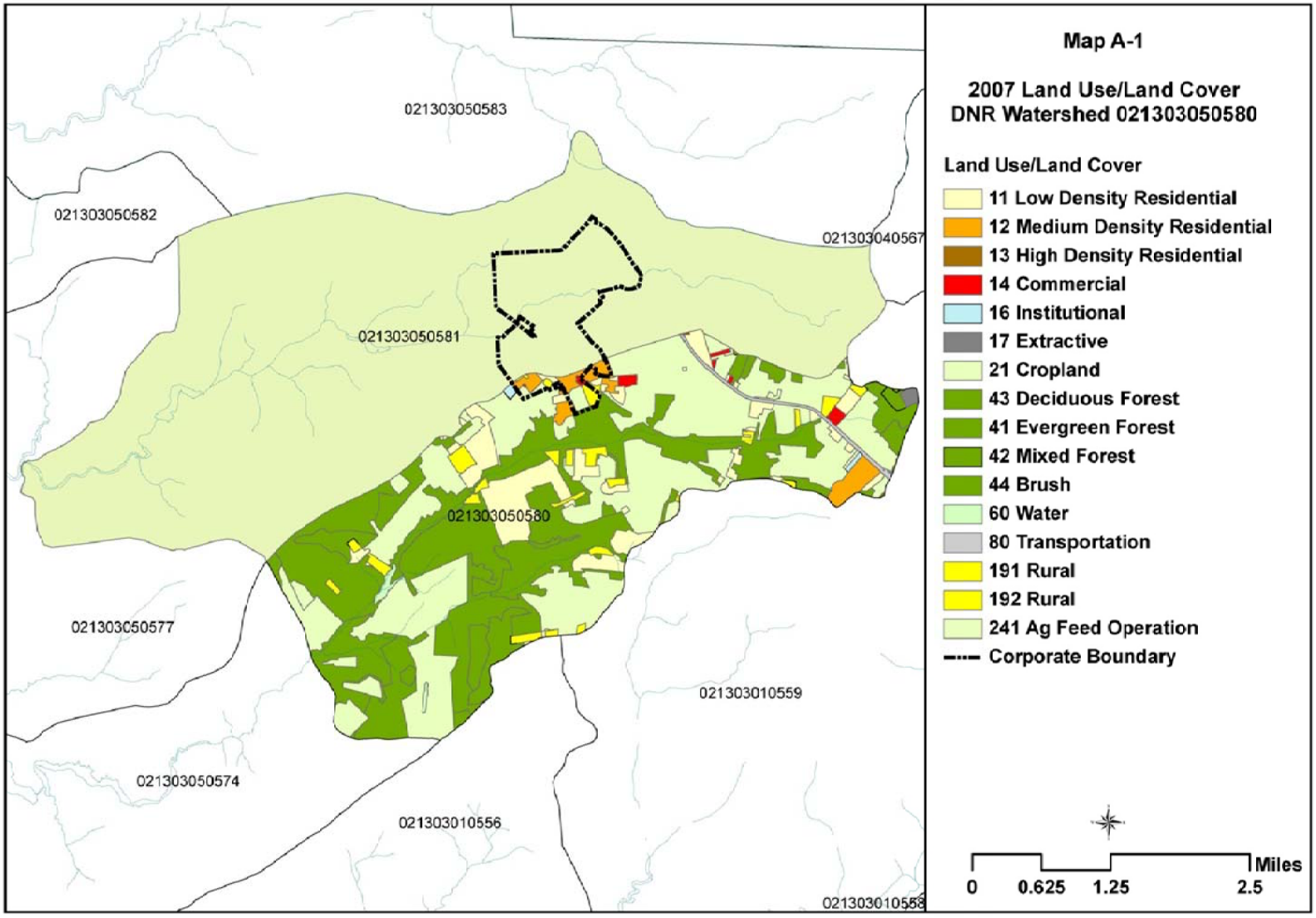
Table 4
Point and Non Point Source Loading Estimates
DNR Watershed 021303050581

4.a Land Use and Septic Systems					
	2008 LU, 2002 BMPs (Acres)	2008 LU, Trib Strat BMPs (Acres)	Scenario 1 (Lbs/Yr)	Scenario 2 (Lbs/Yr)	Scenario 3 (Lbs/Yr)
		(Acres)	(Acres)	(Acres)	(Acres)
Development	929	929	1,045	1,413	1,469
Agriculture	4,241	4,241	4,136	3,796	3,751
Forest	3,443	3,443	3,432	3,407	3,407
Water	72	72	72	72	72
Other	56	56	56	53	43
Total Area	8,741	8,741	8,741	8,741	8,741
Residential Septic (EDUs)	268	268	268	268	246
Non-Residential Septic (EDUs)	130	130	130	130	130

4.b Total Nitrogen Loading					
	2008 LU, 2002 BMPs	2008 LU, Trib Strat BMPs	Scenario 1 (Lbs/Yr)	Scenario 2 (Lbs/Yr)	Scenario 3 (Lbs/Yr)
	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)
Development NPS	8,133	5,602	6,292	8,495	8,831
Agriculture NPS	66,861	37,048	36,135	33,183	32,789
Forest NPS	5,108	4,820	4,805	4,769	4,769
Other Terrestrial NPS	493	340	340	322	256
Total Terrestrial Load	80,595	47,811	47,571	46,769	46,645
Residential Septic (EDUs)	2,576	2,576	2,423	2,423	2,224
Non-Residential Septic (EDUs)	446	446	419	419	419
Total Septic Load	3,022	3,022	2,842	2,842	2,643
	0	0	0	0	0
Total NPS Nitrogen Load	83,617	50,833	50,413	49,611	49,288
Watershed NPS Nitrogen Load	1,539,293	1,539,293	1,539,293	1,539,293	1,539,293
Total PS Load	2,559	2,559	2,557	8,407	10,509
Total Nitrogen Load (NPS+PS)	86,176	53,391	52,970	58,018	59,797

4.c Total Phosphorus Loading					
	2008 LU, 2002 BMPs	2008 LU, Trib Strat BMPs	Scenario 1 (Lbs/Yr)	Scenario 2 (Lbs/Yr)	Scenario 3 (Lbs/Yr)
	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)	(Lbs/Yr)
Development NPS	1,043	377	423	571	594
Agriculture NPS	4,647	4,059	3,960	3,639	3,596
Forest NPS	77	69	69	68	68
Other Terrestrial NPS	63	23	23	22	17
Total Terrestrial Load	5,831	4,528	4,474	4,300	4,275
Total PS Load	428	428	426	841	1,051
Total Phosphorus Load (NPS+PS)	6,258	4,955	4,900	5,141	5,326

4.d. Impervious Cover and Open Space					
	2008 LU, 2002 BMPs	2008 LU, Trib Strat BMPs	Scenario 1 (Lbs/Yr)	Scenario 2 (Lbs/Yr)	Scenario 3 (Lbs/Yr)
Total Impervious Cover	227	227	291	421	439
Agriculture	4,241	4,241	4,136	3,796	3,751
Forest	3,333	3,333	3,322	3,297	3,297
Percent Impervious	2.60%	2.60%	3.33%	4.82%	5.02%


Map A-1
2007 Land Use/Land Cover
DNR Watershed 021303050580
Land Use/Land Cover
11 Low Density Residential
12 Medium Density Residential
13 High Density Residential
14 Commercial
16 Institutional
17 Extractive
21 Cropland
43 Deciduous Forest
41 Evergreen Forest
42 Mixed Forest
44 Brush
60 Water
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operation
Corporate Boundary
Miles
0
0.625
1.25
2.5
021303050583
021303050582
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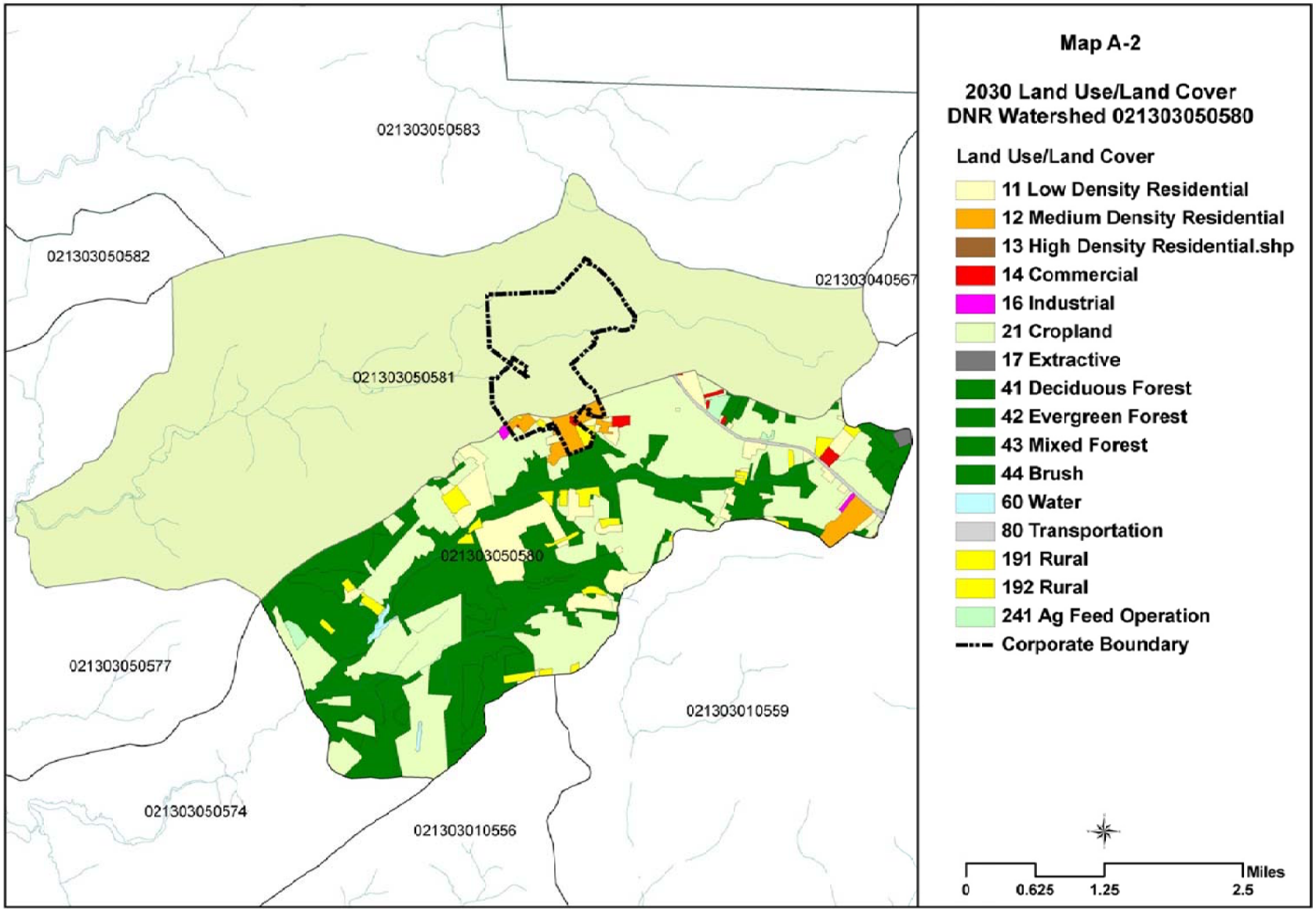
Map A-2
2030 Land Use/Land Cover
DNR Watershed 021303050580
Land Use/Land Cover
11 Low Density Residential
12 Medium Density Residential
13 High Density Residential.shp
14 Commercial
16 Industrial
21 Cropland
17 Extractive
41 Deciduous Forest
42 Evergreen Forest
43 Mixed Forest
44 Brush
60 Water
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operation
Corporate Boundary
021303050583
021303050582
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021303050581
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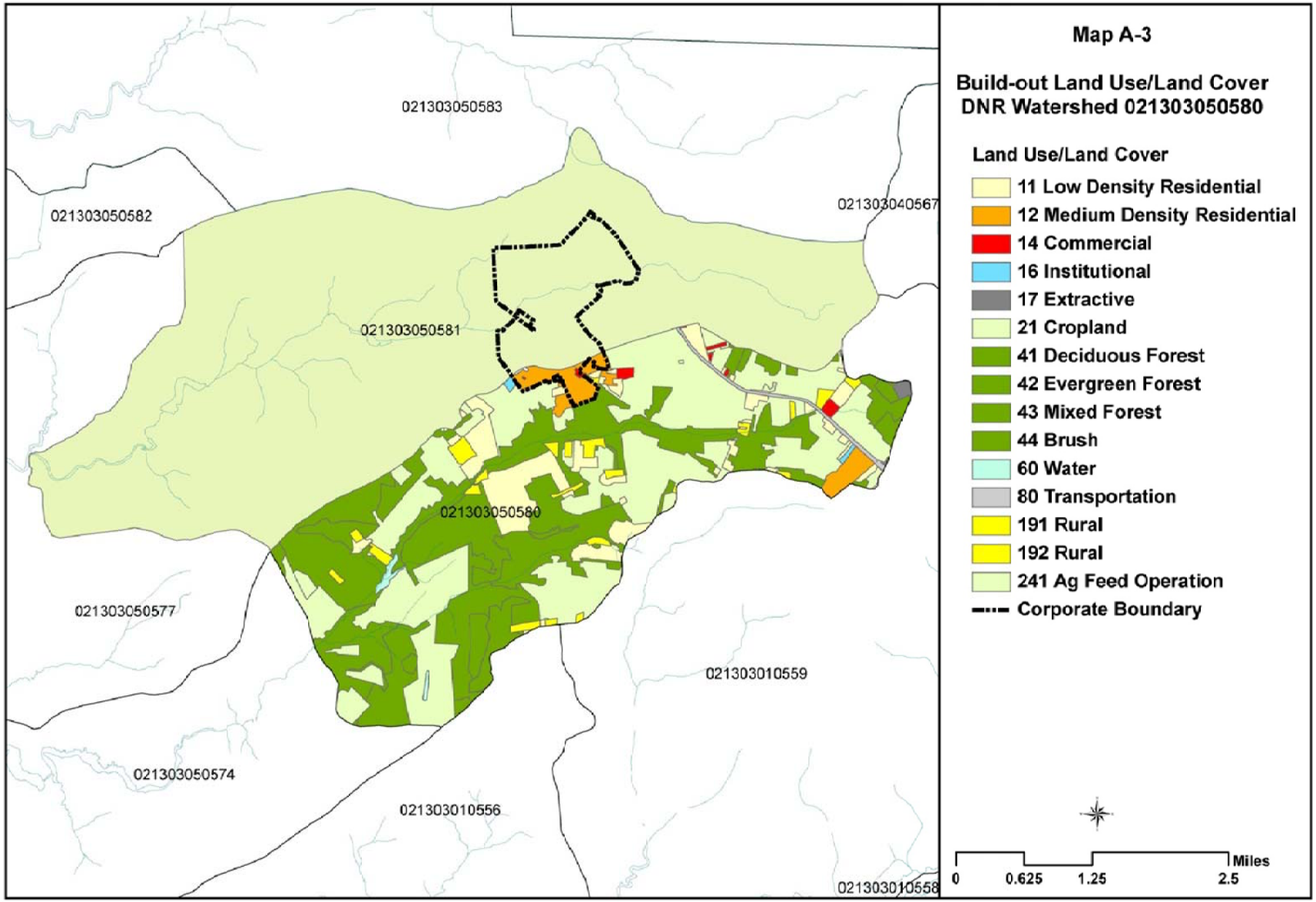
Map A-3
Build-out Land Use/Land Cover
DNR Watershed 021303050580
Land Use/Land Cover
11 Low Density Residential
12 Medium Density Residential
14 Commercial
16 Institutional
17 Extractive
21 Cropland
41 Deciduous Forest
42 Evergreen Forest
43 Mixed Forest
44 Brush
60 Water
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operation
Corporate Boundary
021303050583
021303050582
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021303050581
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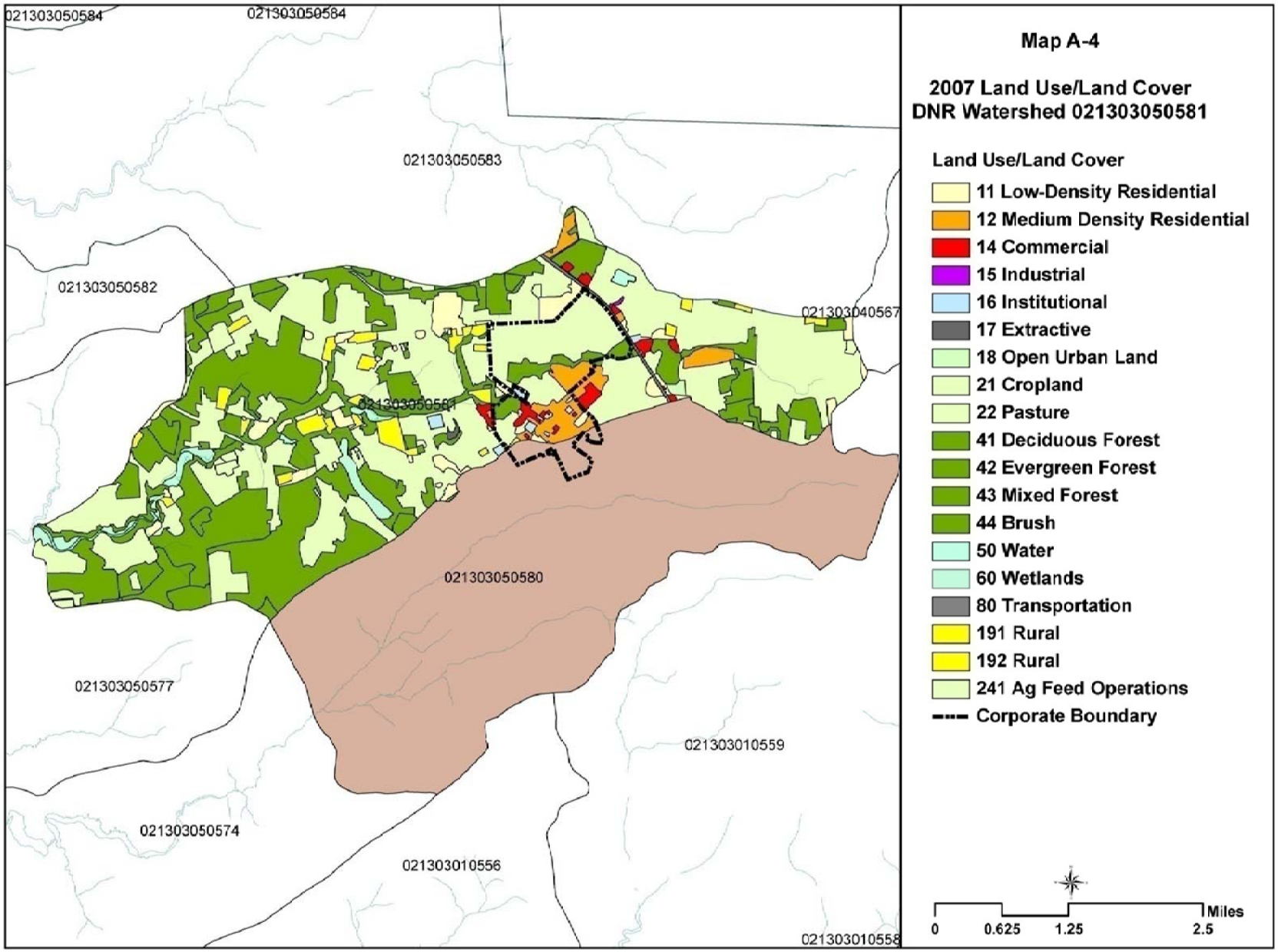
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021303010556
021303010558
Map A-4
2007 Land Use/Land Cover
DNR Watershed 021303050581
Land Use/Land Cover
11 Low-Density Residential
12 Medium Density Residential
14 Commercial
15 Industrial
16 Institutional
17 Extractive
18 Open Urban Land
21 Cropland
22 Pasture
41 Deciduous Forest
42 Evergreen Forest
43 Mixed Forest
44 Brush
50 Water
60 Wetlands
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operations
Corporate Boundary
0
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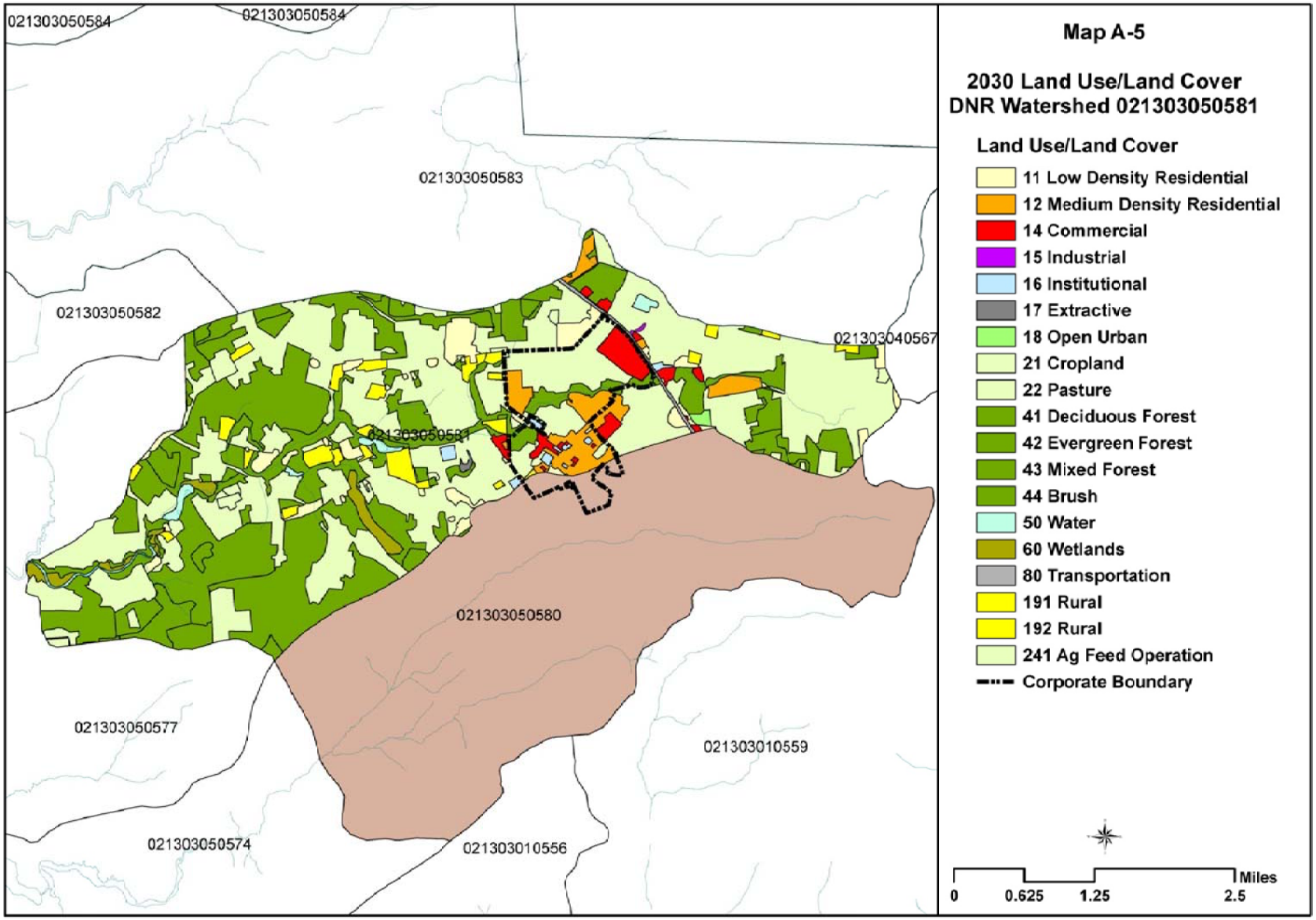
Miles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021303050581
021303050580
021303050577
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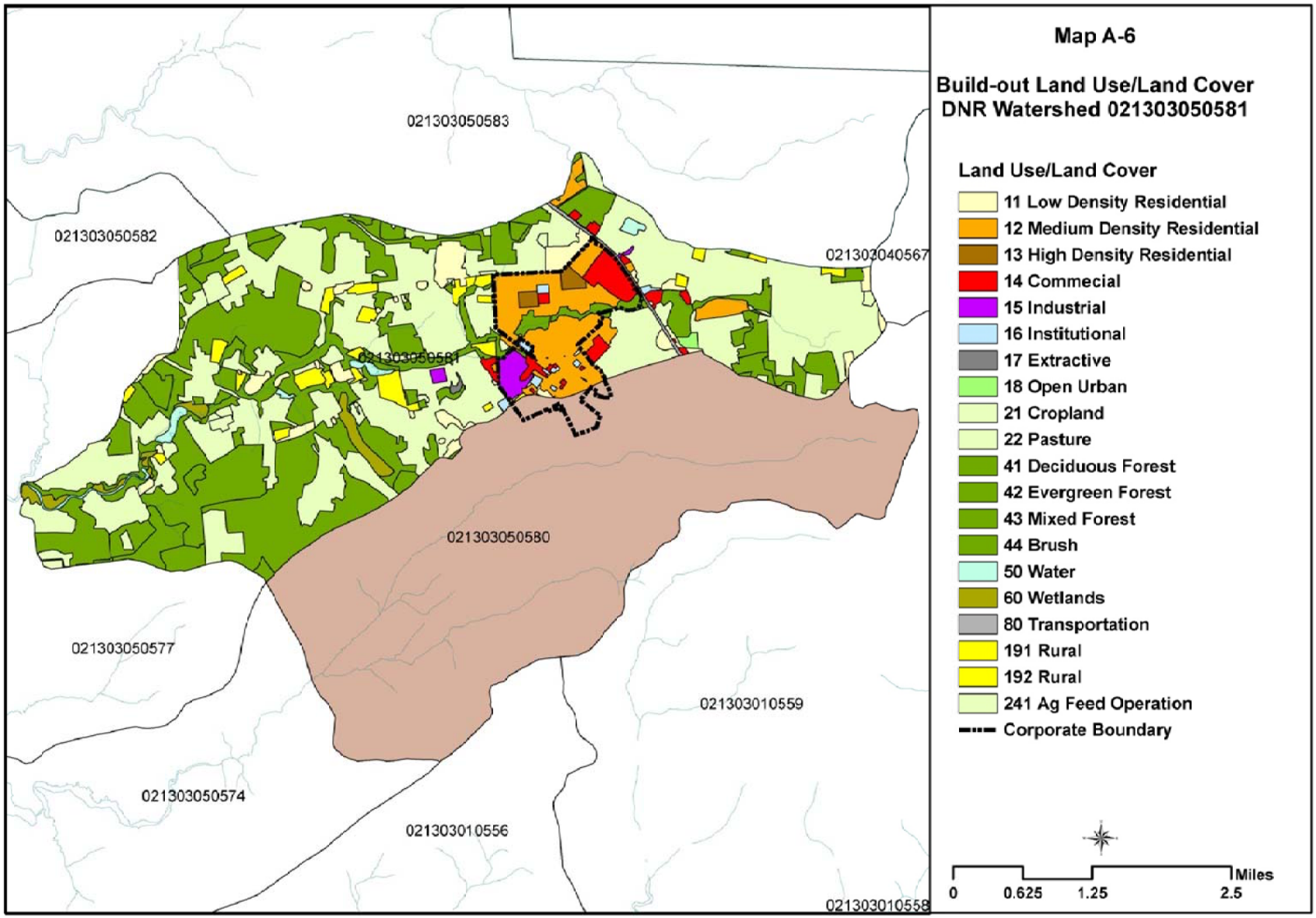
021303050574
021303010556
Map A-5
2030 Land Use/Land Cover
DNR Watershed 021303050581
Land Use/Land Cover
11 Low Density Residential
12 Medium Density Residential
14 Commercial
15 Industrial
16 Institutional
17 Extractive
18 Open Urban
21 Cropland
22 Pasture
41 Deciduous Forest
42 Evergreen Forest
43 Mixed Forest
44 Brush
50 Water
60 Wetlands
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operation
Corporate Boundary
Miles
0
0.625
1.25
2.5


Map A-6
Build-out Land Use/Land Cover
DNR Watershed 021303050581
Land Use/Land Cover
11 Low Density Residential
12 Medium Density Residential
13 High Density Residential
14 Commecial
15 Industrial
16 Institutional
17 Extractive
18 Open Urban
21 Cropland
22 Pasture
41 Deciduous Forest
42 Evergreen Forest
43 Mixed Forest
44 Brush
50 Water
60 Wetlands
80 Transportation
191 Rural
192 Rural
241 Ag Feed Operation
Corporate Boundary
0
0.625
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