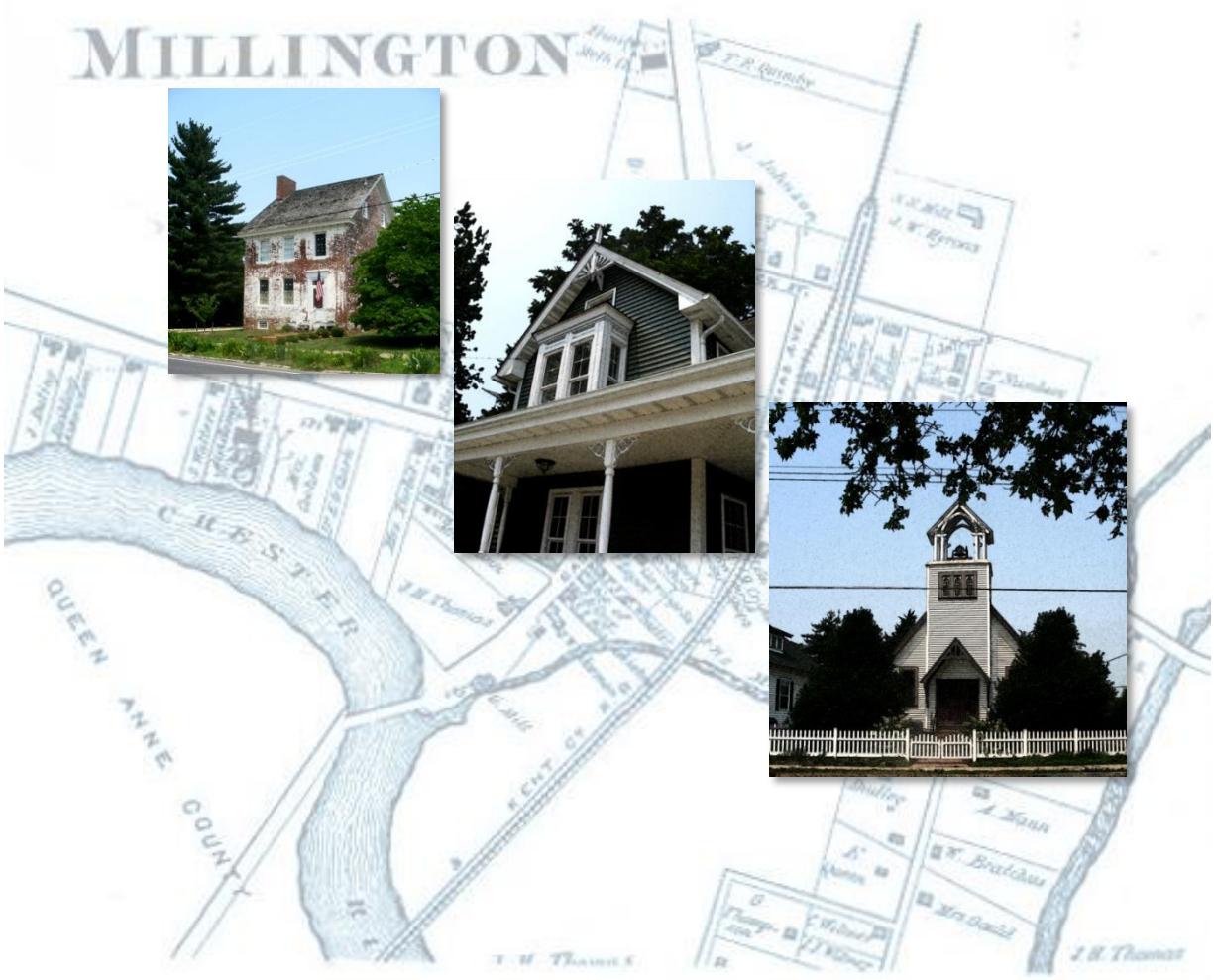
THE TOWN OF MILLINGTON
2018 COMPREHENSIVE PLAN

Millington, Maryland



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Geographic Information Systems (GIS) data provided by the Kent County Office of Emergency Management and the Kent County Department of Planning, Housing, and Zoning

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INTRODUCTION

Location

Millington is located on Maryland's Eastern Shore in the southeastern portion of Kent County and a small portion of northwestern Queen Anne's County. Kent and Queen Anne's Counties in Maryland both border Kent County in Delaware. Millington is a small town in an ideal rural setting with picturesque farms and plentiful natural and heritage resources. Millington is located on the Upper Chester River, a major tributary in Kent County and the region. The Chester River is part of the Chesapeake Bay estuary.

Major arterials for the region include U.S. Route 301 and Maryland Routes 313 and 291. Millington is primarily served by U.S. Route 301. State roads, which link to this primary arterial, include Maryland Routes 313 and 291. Urban areas near Millington include Dover and Wilmington Delaware; Annapolis, Maryland; Baltimore City, Maryland; and the District of Columbia (Washington DC). Other nearby metropolitan areas includes Philadelphia, Pennsylvania and New York, New York. The nearest metropolitan areas are Dover and Wilmington Delaware. These urban areas represent potential places of employment for town residents. Approximate travel times and distances to these metropolitan centers are as follows:

Dover, Delaware is 38 minutes and 23 miles;
Annapolis, Maryland is 1 hour and 52 miles;
Baltimore City, Maryland is 1 hour and 30 minutes and 78 miles;
Washington DC is 1 hour and 39 minutes and 81 miles;
Wilmington, Delaware is 53 minutes and 44 miles;
Philadelphia, Pennsylvania is 1 hour and 29 minutes and 73 miles; and
New York, New York is 2 hours and 56 minutes and 158 miles.

Source: MapQuest

Purpose

The purpose of the Millington Comprehensive Plan (the Plan) is to provide a series of goals, objectives, and recommendations to guide future growth and development. The Plan provides direction for the preparation of specific policies, programs and legislation, such as zoning and subdivision regulations, intended to implement the recommendations set forth in the Plan. As a policy document, it is general in nature, providing "big picture" guidance.

The Plan provides the basic framework and direction for all components of what may be considered the town's planning program. It addresses functional elements that bear upon its physical development such as transportation, land use, and community facilities. The Plan is not a "stand-alone" document but is supported and, in turn, supports related elements such as the following:

- Millington Zoning Ordinance;
- Millington Subdivision Regulations;
- Millington Capital Improvements Program and Budget;
- Millington Water and Sewer Facilities Plans; and
- Other important town ordinances such as Sediment and Erosion Control, Floodplain Management, Chesapeake Bay Critical Areas, Stormwater Management, and Forest Conservation.

The Plan encompasses the entire geographic area of the town and surrounding areas that are expected to become part of the corporate area at some point in the future. Consequently there are aspects of the town's growth plan that must be coordinated with neighboring Kent County and Queen Anne's County.

Maryland Planning Laws and Policies

Land Use Article

The *Land Use Article of the Annotated Code of Maryland* is the Planning and Zoning enabling legislation from which the Town of Millington derives its powers to regulate land use. Section 3.05 of the 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 mineral resources plan element, if current geological information is available;
- An element that contains recommendations for land development regulations to implement the plan.
- An element, which shall contain the planning commission's recommendations for land development regulations to implement the plan; and
- Other elements, such as a community renewal section, housing, conservation, natural resources, etc. at the discretion of the commission.

The context for planning in Millington is responsive to growth management policies established by the State of Maryland and generally expressed as "visions". In 2009, the Eight Visions espoused in Article 66B of the Annotated Code of Maryland were expanded and also included in the State Finance and Procurement Article (State Economic Growth, Resource Protection, and Planning Policy). The State's twelve visions are as follows:

1. 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. Citizens are active partners in the planning and implementation of community initiatives and are sensitive to their responsibilities in achieving community goals.

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

4. 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. Growth Areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.

6. A well-maintained, multi-modal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.

7. A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes.

8. 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. 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. Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.

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

12. 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 a comprehensive plan must contain a "Sensitive Areas Element," which describes how the jurisdiction will protect the following:

- Streams and stream buffers;

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

Maryland has procedures to ensure that public infrastructure improvements are consistent with growth policies, as defined in the law. The Land Use Article stipulates that a local government "may not approve a local construction project involving the use of State funds, grants, loans, loan guaranties, or insurance, unless the project is consistent with the State's Visions." This plan has been prepared to meet the State's twelve visions.

As the State's pre-eminent growth management law, Land Use 66B requires that county and municipal plans be coordinated. In 2013, the General Assembly passed SB 671 and HB 409 (see §1-416), which amended the timeframe to for required plan updated to every ten years, providing that at least once, in a five year period, the municipality report on the status of plan implementation.

Neighborhood Conservation & Smart Growth Areas Act of 1997

In 1997, the Maryland General Assembly enacted the *Neighborhood Conservation and Smart Growth Areas Act* (Smart Growth). The intent of the legislation is to marshal the State's financial resources to support growth in Maryland's communities and limit development in agricultural and other resource conservation areas. At the heart of the Smart Growth concept are the "Priority Funding Areas" (PFAs), which represent local growth areas for targeted State funding. PFAs include municipalities, rural villages, communities, industrial areas, and planned growth areas to be served by public water and sewerage.

The "Vision" of Article 66B creates consistency between the Planning and Zoning Enabling Act and Smart Growth by requiring adequate public infrastructure for State funding. Plans must show designated "Growth Areas" including areas planned for annexation by municipalities. Land within local growth boundaries may be designated as a Priority Funding Area (PFA) provided sewer service is planned in a 10-Year Water and Sewerage Plan and provided such designation is a long-term and planned development policy that promotes efficient land use and public infrastructure. Plans must include areas considered as PFAs, such as planned water and sewerage service areas, residential development areas, industrial development areas, economic development areas, and parks.

Maryland State Finance & Procurement Article

Maryland has procedures to ensure that public infrastructure improvements are consistent with growth policies, as defined in the law. The Planning and Zoning Enabling Act stipulates that a local government "may not approve a local construction project involving the use of State funds, grants, loans, loan guaranties, or insurance, unless the project is consistent with the State's "Visions."

The *Maryland State Finance and Procurement Article* links the concept of Priority Funding Areas to State financial assistance funding for infrastructure and other related projects. The Finance and Procurement

Article states that funding for growth-related projects will be provided by the State "…if an existing community receives a public or community sewer system, an area beyond the periphery of the developed portion of the existing community may be designated as a priority funding area, if the development has a permitted average density of at least 3.5 units per acre and is served by a public or community sewer system."

Millington's corporate boundaries as of 1997 are considered a State "Certified" Priority Funding Area, according to Maryland Department of Planning data. Under Title 5; Subtitle 7B-03, "An area, other than an existing community (town etc.), may be designated as a priority funding area if the area is within a locally designated growth area of the local government and is planned to be served under the approved 10-year water and sewer plan." PFA applications are submitted to the Maryland Department of Planning (MDP).

House Bill 1141

In 2006, the Maryland State Legislature passed House Bill 1141 (HB 1141), which provides for Amendments to Article 66B: "Planning & Zoning Enabling Act" and Article 23A: "Municipal Annexation Act" of the Annotated Code of Maryland. Amendments include provisions for the inclusion of a "Water Resources Element" and "Municipal Growth Element" in local comprehensive plans.

HB 1141 establishes additional substantive and procedural requirements for municipalities preparing comprehensive plans. This includes inter-governmental coordination for land use and growth management planning.

Information developed under the provisions of HB 1141 will be reviewed and evaluated by State agencies including the Maryland Departments of the Environment, Natural Resources, and Planning. Some provisions of the Bill are not effective until October 2009. Substantive procedural requirements include the following:

The town must include in its Comprehensive Plan a "Municipal Growth Element" that specifies where Millington intends to grow, if at all, outside its existing corporate limits. It also must discuss how the Town intends to address services, infrastructure, and environmental protection needs for the Growth Area.

The town must develop the "Municipal Growth Element" in coordination with Kent and Queen Anne's Counties. Prior to approving a Growth Element, the Town must provide a copy to the Counties, accept comments from the Counties, meet and confer with the Counties, and, on request from either entity, engage in mediation to facilitate the Growth Element.

The town and counties must include in their respective comprehensive plans a "Water Resource Plan Element" that identifies drinking water and other water resources to meet current and future demands. It also must identify suitable water and land areas to receive stormwater and wastewater derived from development.

In order for land annexed after September 2006 to qualify for State assistance as a Priority Funding Area-PFA, the town must complete an analysis of land capacity available for development. This includes infill and redevelopment. It also includes an analysis of land as needed to satisfy demand for development. An evaluation of the capacity analysis is required every three years or when there has been a substantive growth related changes.

House Bill 1141 gives affected local governments until October 1, 2009 to update their comprehensive plans to include the Water Resources Element, now required by existing law. There is 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 Plan.

HB 1141 requires the Maryland Department of the Environment-MDE to provide technical assistance to local governments regarding the development of a Water Resources Element. The Maryland Department of Planning-MDP also is required to provide technical assistance to a municipality regarding the "Municipal Growth Element." MDP encourages municipalities and counties to participate in joint planning processes and agreements.

HB 1141 changes the current "5-Year Rule." In the past, the "5-Year Rule" would allow a County to delay municipal zoning on a newly annexed area. Under HB 1141, if land uses under a proposed municipal zoning for an annexed area are substantially different from the land uses specified for the area in a county comprehensive plan. The new standard under HB 1141 will be to determine whether a substantial difference exists between the land uses and densities permitted under proposed town zoning and the land uses for an annexed area, including densities, permitted under the current county zoning. The mandates of HB 1141 indicate a strong need to coordinate new growth closely with the County and State. Since 2006, HB 1141 changes have been codified in Maryland laws (Land Use Article, Article 23A, State Finance and Procurement Article - Annotated Code of Maryland).

Smart, Green, and Growing – Smart and Sustainable Growth Act Of 2009

During the 2009 legislative session of the Maryland General Assembly, major amendments were enacted to Article 66B of the Annotated Code of Maryland as well as the State Finance and Procurement Article. These combined amendments, known as the *Smart and Sustainable Growth Act of 2009*, represent substantive changes to the State's planning and zoning enabling laws:

Priority Funding Areas: The Smart and Sustainable Growth Act of 2009 affects Priority Funding Areas (PFA's) in regards to public land, adequate public facilities, and transfer of development rights. Changes to State laws discuss restrictions, moratoriums, or other capacity limitations imposed on development as a result of a local ordinance or law. These restrictions must be reported to the Maryland Department of Planning (MDP) every 2 years by the local jurisdiction, based on specific criteria. In turn, MDP must prepare a report regarding the statewide impacts of adequate public facilities every 2 years. Transfer of development rights language has been expanded to include transfers in PFA's. The purpose is to assist

local governments in the purchase of land for a public facility. Public facilities include recreational, transportation, and educational. Proceeds from any sale must be used to assist in purchasing a public site or constructing a public facility.

Reporting Requirements: The Smart and Sustainable Growth Act of 2009 establishes annual reporting criteria for local governments so the State Department of Planning in coordination with the national Center for Smart Growth can build the necessary data to analyze growth trends and impacts statewide over time. Measures and indicators for reporting include the following textual and mapped information, which will be determined by MDP:

- The amount and share of growth being located inside and outside PFA's;
- The net density of growth in these areas;
- The creation of new lots and the issuance of residential and commercial building permits in these areas;
- The development capacity analysis (updated every 3 years or when significant change occurs in land use/zoning);
- The number of acre preserved with local agricultural land preservation funding (if applicable); and
- Other information on achieving statewide goals under revised state laws.

County and municipal corporations that issue less than 50 building permits per year for new residential units are exempt from the stipulated measures and indicators. However, annual reporting is still expected by a local jurisdiction, whereby the jurisdiction must prove that less than 50 building permits were issued on any given year. Jurisdictions are required to submit their respective reports by July 1, 2010.

Comprehensive Plan Clarification: The Smart and Sustainable Growth Act of 2009 seeks to clarify the role of the comprehensive plan and the adoption of ordinances and regulations in relation to said comprehensive planning. Declaring the intent of the Maryland General Assembly, the purpose is to create consistency with comprehensive plans, which "…should be followed as closely as possible while not being elevated to the status of an ordinance and that deviations from the plan should be rare." Legislative intent also seeks to encourage the development of ordinances and regulations that apply to locally designated PFA's, promoting mixed uses, sustainable design and development, and incentive based processes consistent with the new visions of the Act enumerated above.

The Smart and Sustainable Growth Act of 2009 requires all local jurisdictions to enact a land use plan and educate planning commission and board of zoning appeals members regarding the planning process. The education course is to be developed by MDP. It also highlights the important role played by citizens that assist in the comprehensive planning process for their respective communities. According to the amendment, "citizens invest countless hours in determining the future direction of their

jurisdiction through local comprehensive plans…and…the people of Maryland are best served if land use decisions are consistent with locally adopted comprehensive plans."

Sustainable Growth and Agricultural Preservation Act Of 2012

The Maryland General Assembly approved the Sustainable Growth and Agricultural Preservation Act of 2012 (Senate Bill 236), also known as the septic bill, during the 2012 General Assembly session. "The goal of the law is to limit the disproportionate impacts of large subdivisions on septic systems on…farm and forest land, streams, rivers, and the Chesapeake and Coastal Bays. The act provides a moderate and reasonable approach for planned development using on-site sewage disposal systems."[1] Although not directly affecting the city, the Sustainable Growth and Agricultural Preservation Act of 2012 will likely further constrain development outside of designated growth areas thus creating additional incentive for development to locate in areas served by public water and sewer.

[1] Implementation Guidance for The Sustainable Growth and Agricultural Preservation Act of 2012, Senate Bill 236, Maryland Department of Planning, August 1, 2012, p. 1

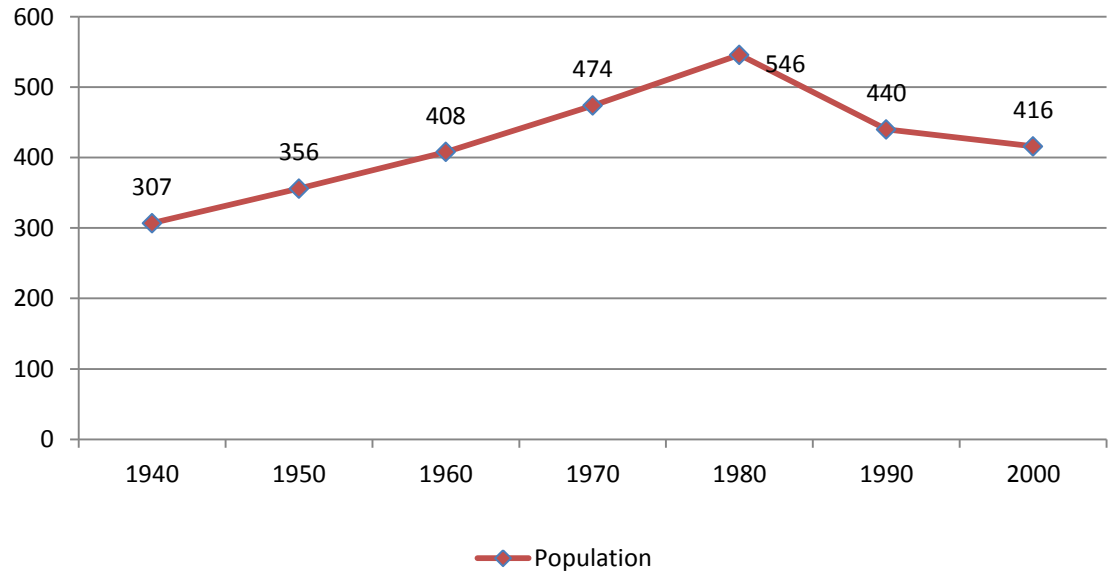
CHAPTER 1 - EXISTING CONDITIONS

Population

Millington is located in Kent County and Queen Anne's County. Nearly all of the land within the town's municipal boundary is located in Kent County. Therefore, municipal comparisons in this section are made with towns in Kent County.

Of the five municipalities in Kent County, the Town of Millington has the third largest population and accounts for 2% of the County's total population. A review of the town's population trends in the mid-20th century indicates a steady increase in town residents from 1940 to 1980, when the population peaked at 546 (see Figure 1). However, between 1980 and 1990, the town lost 106 residents – almost a quarter of its population (20%).

FIGURE 1-1: Millington Population Trends 1940 - 2000



Source: U.S. Census

Only one other municipality, Galena, experienced a decline in population during this period. Galena's decrease was much smaller (13%) and was overcome in the 1990s, when its population increased by 32%. While one or two of the smaller towns in the county have lost residents or grown only slightly over the past two decades, Chestertown, the County Seat, has experienced a significant increase in population – over 40% between 1980 and 2000.

In the decade between 1990 and 2000, Millington lost about 5% more of its population, decreasing from 440 to 416 people (see Table 1-1). This was an improvement over the previous decade, however Millington was again ranked as one of only two towns in the County to lose population in the 1990s – this time the other town was Rock Hall, which lost 188 people, or 12% of its population.

Table 1-1: Comparison of Population 1990 – 2000

Classification	1980	1990	1980-1990 % Change	2000	1990-2000 % Change
Kent County	16,695	17,842	7%	19,197	8%
Betterton	356	360	1%	376	4%
Chestertown	3,300	4,005	21%	4,746	19%
Galena	374	324	-13%	428	32%
Millington	546	440	-20%	416	-5%
Rock Hall	1,511	1,584	5%	1,396	-12%

Source: U.S. Census

Population Estimates

In 2007, the Maryland Department of Planning (MDP), using U.S. Census data, estimated that Millington's population declined annually between 2000 and 2006 (with the exception of an increase of 2 persons in 2002) at an average annual rate of slightly over 1% per year and with an overall decrease during the period of 4.3% (see Table 1-2). Millington and Betterton are the only municipalities in the County for which MDP estimated a decline in population.

Table 1-2: Comparison of Population Estimates 2000 – 2006

Classification	2000	2001	2002	2003	2004	2005	2006	% Change
Kent County	19,275	19,426	19,585	19,678	19,747	19,908	19,983	4%
Millington	416	412	414	407	400	396	389	-7%
Betterton	383	380	378	371	368	365	361	-6%
Chestertown	4,762	4,804	4,871	4,932	4,918	4,929	4,914	3%
Galena	433	449	453	457	491	508	511	19%
Rock Hall	1,401	1,395	1,404	1,389	1,402	1,413	1,422	2%

Source: 2000 U.S. Census

Population Age & Sex Characteristics

Population distribution among age groups in Millington remained nearly unchanged between 1990 and 2000. Persons aged between 25 and 44 years old (prime working age) comprise the largest percentage of the town's population, 30% (in 1990 this figure was 31%). Children under 18 years old comprise the next largest percentage of the population, 26% (24% in 1990). The middle-aged population (ages 45 to 64) accounts for just over 20% of the total population (unchanged from 1990), and senior citizens represent 16% of the population (unchanged from 1990). Young adults aged 18 to 24 comprise only 8% of the town's population, as they did in 1990.

In the 2006 Kent County Comprehensive Plan, the County noted that: "Analysis of natural increases in population (births, minus deaths) and the distribution of population by age groups in Kent County

indicate that there is an out-migration of young adults and an in-migration of older age groups, especially those of retirement age."[2]

These two trends would seem to offset each other, however, although Millington's young adult population is likely out-migrating in pursuit of higher education or employment opportunities, there is no evidence of any compensatory in-migration of senior citizens to Millington. The numbers of seniors and young adults as percentages of the total population remained low and unchanged from 1990 to 2000.

Millington has a higher ratio of males to females than any other town in Kent County and the county itself. For every 100 females there are 93 males (see Table 1-3).

Table 1-3: Comparison of Population Age Characteristics – 2000

		Percent of total population						
Jurisdiction	**Total pop.**	**Under 18 years**	**18 to24 years**	**25 to 44 years**	**45 to 64 years**	**65 years and over**	**Median age (years)**	**Males per 100 females**
Kent County	19,197	21%	11%	24%	25%	19%	41	92
Betterton	376	26%	9%	26%	26%	14%	39	89
Chestertown	4,746	13%	26%	19%	18%	24%	38	75
Galena	428	24%	2%	28%	25%	22%	43	84
Millington	**416**	**26%**	**8%**	**30%**	**21%**	**16%**	**37**	**93**
Rock Hall	1,396	20%	6%	21%	30%	24%	47	87

Source: 2000 U.S. Census

Interestingly, Millington has a high percentage of disabled persons. Of the civilian population over five years old, 28% are disabled. Among persons aged 21 to 64, Millington has the highest percentage of disabled civilians in the County, and the second highest percentage of disabled civilians aged 65 and older (see Table 1-4). Of the town's disabled population, one quarter (25%) has physical disabilities, slightly more than 14% are mentally disabled, and 5% have sensory disabilities (blindness, deafness, etc.). Nearly one third (28%) of the members of the disabled population between the ages of 16 and 64 has an employment disability[3].

Table 1-4: Comparison of Disability Status of Civilian Non-Institutionalized Population - 2000

Classification	**Millington**	**Betterton**	**Chestertown**	**Galena**	**Rock Hall**
Disabled population 5 to 20 years	7%	18%	6%	2%	10%
Disabled population 21 to 64 years	32%	21%	16%	12%	20%
Disabled population 65 years and over	49%	50%	41%	34%	36%

Source: 2000 U.S. Census

[2] *2006 Kent County Comprehensive Plan Background Document*, page 9.

[3] Source: 2000 U.S. Census Bureau, Maryland Department of Planning Services, August 2002

Population Race Characteristics

In 1990, whites and African Americans were the only two racial groups represented in Millington's population. Approximately 92% of the town's residents were white, and the remaining 8% were African American. Between 1990 and 2000 both these races declined as percentages of the total population, the white (alone) population by 7% and the black population by 1%, bringing the percentage of whites (alone) to 85% and the percentage of African Americans to 7% in 2000. Hispanics, not present in the town in 1990, comprised nearly 10% of the population in 2000. While only two towns in the County – Rock Hall and Chestertown – had Hispanic populations in 1990, all towns had Hispanic populations in 2000.

Table 1-5: Comparison of Population Race Characteristics – 2000

	One race								
Jurisdiction	**White**	**Black or African American**	**American Indian and Alaska native**	**Asian**	**Native Hawaiian and other Pacific Islander**	**Some other race**	**Two or more races**	**Hispanic or Latino (of any race)**	**White alone, not Hispanic**
Kent County	80%	17%	1%	1%	0%	1%	1%	3%	78%
Betterton	92%	2%	0%	0%	0%	5%	1%	8%	89%
Chestertown	75%	22%	0.10%	2%	0.10%	0.40%	1%	2%	74%
Galena	96%	4%	0%	0%	0%	0%	0.70%	0.70%	95%
Millington	87%	7%	0%	0%	0%	4%	2%	8%	85%
Rock Hall	93%	6%	0.10%	0.10%	0.10%	0.10%	1%	0.90%	92%

Source: 2000 U.S. Census

Population Household & Family Characteristics

In 2000, two-thirds (66%) of Millington's households were families. This is the second lowest percentage of families in the County, exceeded only by Chestertown, where nearly a quarter of the population lives in group quarters due the presence of Washington College in the town (see Table 1-6). While Millington had fewer families, it had more people per family on average than any other town in Kent County and the County itself in 2000. Conversely, Millington had less people per household on average than any other town in Kent County and the County itself.

Table 1-6: Comparison of Household and Family Characteristics – 2000

	Percent of total population				
	In households				
Jurisdiction	In families	Nonfamily householders and non-relatives of householder	In group quarters	Average number of persons per family	Average number of persons per household
Kent County	75%	18%	7%	2.33	2.81
Betterton	80%	20%	0%	2.29	2.94
Chestertown	52%	26%	22%	1.96	2.61
Galena	81%	18%	1%	2.23	2.85
Millington	66%	34%	0%	3.07	2.55
Rock Hall	78%	22%	0%	2.13	2.67

Source: 2000 U.S. Census

Between 1990 and 2000, the number of family households in Millington decreased by 5% (see Table 1-7). Non-family households increased by the same amount. The number of householders living alone also increased, including single householders over age 65.

Table 1-7: Millington Household Characteristics – 1990 and 2000

Classification	1990	2000
Family Household	71%	66%
Married Couple Family Household	55%	50%
Female Household	11%	10%
Non-family Household	29%	34%
Householder Living Alone	26%	28%
Householder Living Alone over 65	11%	13%
Average Household Size	N/A	2.55

Source: 2000 U.S. Census

The 2000 U.S. Census reported that nearly half (47%) of Millington's population was married. With the exception of Chestertown (which has a large student population), Millington has a lower percentage of married people than all the other towns in Kent County and the county itself (see Table 1-8). Correspondingly, Millington also has one of the highest percentages of people, who have never been married in the county, second only to Chestertown (again, attributable to the large student population). About 50% of Millington's family households contain married couples.

Table 1-8: Comparison of Marital Status Population Aged 15 and Older - 2000

Classification	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Now married	47%	55%	36%	66%	54%	55%
Never married	32%	26%	42%	17%	21%	26%
Separated	4%	2%	2%	1%	3%	2%
Widowed	10%	12%	11%	8%	10%	9%
Divorced	8%	5%	9%	8%	12%	6%

Source: 2000 U.S. Census

Population Education Characteristics

Elementary school students make up the largest percentage of children enrolled in school in Millington (see Table 1-9). Millington has the highest percentage of elementary school students in the County. In 2000, compared to other towns in Kent County, Millington had a slightly higher percentage of adults, who have less than a ninth grade education, and a fairly significant lower percentage of adults with high school degrees or higher. Only 3% of those enrolled in school in Millington are enrolled in college or graduate school, by far the lowest percentage in the County. This corresponds to the very low percentage of young adults between 18 and 24 living in the town.

Table 1-9: Comparison of School Enrollment & Educational Attainment – 2000

	Population aged 3 and over and enrolled in school				Population aged 25 and over		
Jurisdiction	Enrolled in nursery, pre-school, or kindergarten	Enrolled in elementary school	Enrolled in high school	Enrolled in college or graduate school	Percent with less than 9th grade education	Percent high school graduate or higher	Percent with bachelor's degree or higher
Kent County	9%	41%	18%	32%	6%	79%	22%
Betterton	6%	6.10%	41%	16%	4%	79%	15%
Chestertown	5%	17%	8%	82%	7%	78%	29%
Galena	6%	49%	34%	13%	7%	79%	19%
Millington	3%	59%	34%	3%	8%	67%	9%
Rock Hall	7%	54%	24%	16%	6%	78%	15%

Source: 2000 U.S. Census

Employment & Income

About 50% of the employed population in Millington works in jobs in Kent or Queen Anne's County. About 12% of that group works in Millington. An estimated 24 business establishments in the town

provide full and part-time jobs, mostly in the service industry. The remaining half of the workforce is evenly divided between people who work outside of Kent or Queen Anne's County but still in Maryland and people who work outside of Maryland.

The average commute time for Millington's employed residents is 24 minutes; a few minutes shorter than the average commute of employed residents in all but one of the other towns in the County (see Table 1-10). Of those residents, who work outside of the home, the highest percentage spend from 5 to 9 minutes traveling to work, followed by equal percentages of people making 20 to 24-minute commutes and 30 to 34-minute commutes (see Table 1-11). Equal percentages of workers travel 15 to 19 minutes to work and 45 to 59 minutes to work.

Table 1-10: Comparison of Work Commutes - 2000

Jurisdiction	Mean Travel Time to Work (minutes)
Kent County	25
Betterton	27
Chestertown	17
Galena	29
Millington	24
Rock Hall	27

Source: 2000 U.S. Census

Table 1-11: Millington Workers Commute Times - 2000

Minutes	Percent of Workers
Worked at home	4%
Worked outside of home	96%
Less than 5 minutes	9%
5-9 minutes	17%
10-14 minutes	7%
15-19 minutes	12%
20-24 minutes	13%
25-29 minutes	7%
30-34 minutes	13%
35-39 minutes	2%
40-44 minutes	2%
45-59 minutes	12%
60-89 minutes	4%
90 minutes or more	1%

Source: U.S. Census, Maryland Department of Planning

One quarter of Millington's workforce is employed in sales and office occupations; more than in any other occupation category (see Tables 1-12). With the exception of Betterton, all other towns in the County have the largest percentage of their workforces employed in management, professional and

related occupations, traditionally the highest paying jobs in the State[4]. This category employs 18% of Millington's workforce.
Production, transportation and material moving occupations employed the second largest number of workers, 19%. Construction, maintenance and extraction occupations employ the fourth largest percentage of the population, followed by service occupations and finally, farming, fishing and forestry occupations.

Within industries, retail trade was the largest employer in the town, followed by manufacturing and construction, which was similarly the case with other towns in the county (see Table 1-13). Retail and manufacturing led employment within industries in Millington in 1990 as well. Jobs in the construction industry doubled between 1990 and 2000, employing 6% of Millington's work force in 1990 and 12% in 2000. Employment in the business and related services and public administration industries also increased significantly between 1990 and 2000. Employment in the transportation industry had the highest decline, falling from 8% of all jobs in 1990 to slightly over 1% in 2000.

Table 1-12: Employed Population Aged 16 and Older by Occupation - 2000

Jurisdiction	Management, professional, administrative	Services	Sales and office	Farming, fishing,	Construction, extraction, maintenance	Production, transportation,
Kent County	32%	18%	23%	4%	11%	13%
Betterton	26%	19%	30%	3%	11%	11%
Chestertown	36%	18%	27%	1%	8%	10%
Galena	35%	16%	29%	0%	12%	9%
Millington	18%	13%	25%	8%	16%	19%
Rock Hall	28%	18%	22%	6%	13%	15%

Source: 2000 U.S. Census

Table 1-13: Employed Population Aged 16 and Older by industry - 2000

Jurisdiction	Retail Trade	Manufacturing	Construction	Gov't workers (local, state or federal)(local state, or federal)
Kent County	10%	12%	10%	15%
Betterton	11%	10%	10%	24%
Chestertown	8%	11%	6%	16%
Galena	13%	11%	10%	18%
Millington	16%	15%	14%	13%
Rock Hall	10%	9%	13%	14%

[4] Maryland Department of Planning, U.S. Census Center for Economic Studies, 2007

Source: 2000 U.S. Census

In 2000, 70% of the population aged 16 and older in Millington was in the labor force (see Table 1-13). This was a higher number of workers as a percentage of the employable population than any other town in the County and the County itself. All but 1% of the labor force is employed in civilian occupations (i.e., not in any of the Armed Forces). Millington also has a larger percentage of unemployed members of the labor force; in some cases nearly double that of other towns in the county (see Table 1-14).

Table 1-14: Comparison of Employment Status - 2000

Population 16 years and over	Betterton	Chestertown	Galena	Rock Hall	Kent County
In labor force	65%	56%	66%	65%	62%
Civilian labor force	65%	56%	66%	65%	62%
Employed	65%	53%	65%	62%	59%
Unemployed	0.3%	2%	1%	3%	3%
% of civilian labor force	0.5%	4%	2%	4%	4%
Armed Forces	0	0	0	0.2%	0.1%
Not in labor force	35%	44%	34%	35%	38%

Source: 2000 U.S. Census

In 2000, Millington ranked second among Kent County towns in median household and median family incomes, and was higher than the county itself in both categories (see Table 1-15). These are interesting statistics, given that the largest percentage of working residents of Millington are employed in occupations that traditionally pay less than those employing most of the residents of other towns (see Table 1-12). This could be attributable to the higher number of people per family (i.e., potentially more wage earners per family) or to the fact that more than one-third of Millington's workers have a commute of 30 minutes or more, which would place them in metropolitan employment centers where pay scales tend to be higher than in rural areas.

Per capita income in Millington ranks in the middle of Kent County towns (see Table 1-15). On average, male workers earn about 5% more than female workers.

Table 1-15: Comparison of Income and Earnings - 2000

Classification	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Median household income	$45,893	$36,477	$31,530	$47,813	$32,833	$39,869
Median family income	$48,750	$38,750	$40,960	$53,068	$38,672	$46,708
Per capita income	$20,240	$24,848	$18,769	$18,858	$20,521	$21,573
Median earnings*						
Male workers	$29,917	$31,250	$27,283	$35,096	$29,375	$31,899
Female workers	$28,500	$27,188	$25,513	$22,500	$21,429	$24,513

* For full-time, year-round workers
Source: 2000 U.S. Census

In 2000, about 10% of Millington's families and more than 10% of its individuals were living below poverty level (see Table 1-16). Nearly one quarter of the individuals living in poverty were children under 18 years old. Millington is the only town in the County with no one aged 65 or older living in poverty.

Table 1-15: Comparison of Poverty Status (Below Poverty Level) - 1999

Percent of:	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Families below poverty level	9%	6%	13%	2%	11%	9%
Individuals below poverty level:	13%	7%	19%	5%	13%	13%
- Under 18 years old*	23%	10%	26%	0%	22%	17%
- 18 year olds and older	8%	6%	17%	7%	11%	12%
- 65 year olds and older	0	10%	14%	7%	10%	9%

* Related children in family or household
Source: 1999 U.S. Census Poverty Thresholds (individual-$8,501; 2 people-$10,690; 3 people-$13,290; 4 people-$17,029; 5 people-$20,127; 6 people-$22,727)

CHAPTER 2 - VISION, GOALS & OBJECTIVES

The Millington Vision

The Town of Millington's "Vision" is, *"To preserve the historic small town atmosphere of Millington and enhance the qualities which make the town a desirable place to live and work*." The Plan reflects this future "vision" of Millington offering practical and realistic recommendations for bringing the town's vision into reality.

Central to the current appearance and quality of life benefits is the concept of the "Village of Millington", that historic core of the town that forms its initial development in the 18th, 19th, and early 20th centuries. The "village" includes most of the downtown area along the Chester River. A belief in the village atmosphere and the value of living in a small rural community were identified by residents as important values.

What Millington will look like in the future depends, in part, on the community's vision as expressed in its plans. It also depends on how effective that vision is translated into the regulatory process (implementation). It is the goal of this planning process to provide recommendations that address the town's implementation objectives. This includes effective regulations, processes, and procedures. It also includes strategies related to staffing and funding, infrastructure, administration, and resource management.

In order to fulfill this mission, a set of goals, objectives, and recommendations have been developed to guide and manage Millington in a manner appropriate to the vision for the future. Goals are based on the desire to maintain the community and promote orderly growth. They also are based on the concept of growth management as developed by the State of Maryland, which encourages the revitalization of traditional communities such as Millington, while encouraging appropriate new development.

The Comprehensive Plan is not intended to be a static document. It should be reviewed and updated periodically to reflect new development trends, shifts in the economy, or changes in the community's goals and objectives.

The following goals and objectives build on the Vision of Millington as it is articulated in this Comprehensive Plan. Goals are broad and represent clearer statements of the town's Vision. Goals also are statements of the policy direction for Millington and the overarching guidelines for choosing tasks to achieve effective implementation. Objectives are specific steps required to achieve goals. Implementation strategies are the measurable tasks as actions, which are developed to achieve objectives.

Land Use

GOAL: Retain the unique character of Millington even as growth occurs.

- Objective #1: Encourage compatible growth and reinvestment in existing properties.
- Objective #2: Protect existing residential neighborhoods from incompatible uses
- Objective #3: Preserve significant historic structures and maintain the historic character and cultural heritage of Millington.
- Objective #4: Encourage and facilitate infill and redevelopment within the town to accommodate future population.
- Objective #5: Ensure that public lands are used in a manner that best serve the needs of the population.

Growth Management

GOAL: Ensure development is consistent with the overall growth goals and objectives of the 2014 *Millington Comprehensive Plan*.

- Objective #1: Ensure that new growth is consistent with the State's twelve visions, as described in the Planning Act and "Smart Growth" principles.
- Objective #2: 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.
- Objective #3: Establish a rational town growth plan and address associated impacts on facilities, services, and infrastructure.
- Objective #4: Analyze the impacts of new growth and development on town services, facilities, and infrastructure.
- Objective #5: Address potential impacts of growth and development in the town's 5-year Capital Improvements Program (CIP) and annual capital budgets.
- Objective #6: Improve inter-jurisdictional coordination and cooperation with Kent County and Queen Anne's County.
- Objective #7: Update town development regulations to implement recommendations of this Plan.

- Objective #8: Adopt standards and guidelines that reflect the town's expectations concerning development and development design.

Community Facilities

GOAL: Provide adequate public facilities and services to ensure the health, safety and welfare of town residents.

- Objective #1: Ensure that all current and future residences and businesses have adequate public services and facilities necessary to protect the public health, safety, and welfare to promote an attractive environment in which to live and work.

- Objective #2: Plan for the appropriate expansion of the town's water and wastewater systems.

Water Resources

GOAL: Maintain and protect an adequate and safe water supply to serve current and future residents of Millington.

- Objective #1: Protect an adequate water supply to serve the residents of Millington and collaborate with Kent County and Queen Anne's County to serve current and future populations through 2030.

- Objective #2: Take steps to restore and protect water quality and contribute toward meeting water quality regulatory requirements in rivers and streams in the Upper Chester River Watershed. This will require addressing current water quality impacts as well as future impacts from land development and population growth.

- Objective #3: Protect the habitat value of rivers and streams.

- Objective #4: Work with Kent County, Queen Anne's County, and the Towns of Sudlersville and Barclay, which also are located in the Upper Chester River Watershed, to develop watershed planning and management guidelines that relate land use and development to their impacts on water resources.

- Objective #5: Work with Kent County and Queen Anne's County to develop a plan for addressing the needs of property owners with failing septic systems, identified by County agencies, who live near Millington.

- Objective #6: Develop town-wide water conservation methods and policies and encourage innovative technologies for stormwater management such as bio-roofs, rain gardens, rain barrels, and street-side buffer areas for home and business owners.

Resource Conservation

GOAL: Preserve and protect the natural resources and features of Millington and its surrounding environs to ensure a balance between development and the need to protect indigenous resources and/or features.

- Objective #1: Require development design be done in a manner that will preserve significant natural features and other resources.

- Objective #2: Encourage energy conservation, "green building" design, and low-impact development that follows LEED (Leadership in Energy and Environmental Design) guidelines.

- Objective #3: Work with Kent County, Queen Anne's County, and the State of Maryland to develop appropriate strategies for the enhancement and protection of green infrastructure and the town's greenbelt.

- Objective #4: Promote environmental stewardship.

- Objective #5: Minimize adverse impacts on water quality by ensuring no net increases in impairing substances, identifying techniques to reduce surface water discharges and reducing impervious surfaces.

- Objective #6: Conserve fish, wildlife, and plant habitats.

- Objective #7: No net loss of wetlands, forests, and stream buffers.

Transportation

GOAL: Ensure the safe and efficient movement of people and goods.

- Objective #1: Integrate land use and the street and highway networks to provide for the logical continuation and improvement of existing streets and highways in proper coordination with the State, County, and municipal facilities in existence.

- Objective #2: Minimize the adverse effects of vehicular traffic on local residential streets.

- Objective #3: Maximize the capacity, safety, and efficiency of the existing street and highway system.

- Objective #4: Improve pedestrian safety by providing safe routes for pedestrians and non-motorized transport.

Housing

GOAL: Safe, decent, and affordable housing for town residents.

- Objective #1: Encourage investment in existing housing where needed to improve quality.

- Objective #2: Encourage and facilitate replacement of substandard dwelling units with units meeting current building and housing code standards.

- Objective #3: Provide for stronger enforcement of building and housing code standards for existing rental and other units.

Community Design

GOAL: Community design based on sound place-making principles.

- Objective #1: Articulate community design aspirations through design guidelines.

- Objective #2: Find a balance in community design, environmental protection and resource conservation which results in a superior outcome.

- Objective #3: Encourage a community wide rehabilitation effort to upgrade the structural condition of all buildings and to remove derelict structures.

Heritage Preservation

GOAL: Preserve and promote Millington's heritage resources.

- Objective #1: Encourage the appropriate preservation of historical, cultural, archeological, natural, and scenic resources and designate special status for the most important landmark historic structures and sites

- Objective #2: Improve the inventory of historic sites, structures, and heritage attractions.

- Objective #3: Encourage and support heritage preservation through mapping, planning, and regulatory mechanisms.

- Objective #4: Coordinate strategies to achieve mutual heritage preservation goals and objectives between the town and Kent and Queen Anne's Counties.

- Objective #5: Encourage industries that support heritage preservation and promote heritage tourism initiatives to improve the economic climate of the downtown.

- Objective #6: Encourage the adaptive reuse of historic properties including the integration of historically sensitive modern construction materials that achieve energy efficiency.

CHAPTER 3 - LAND USE

The "Land Use Plan" is a primary component of the Plan, describing the preferred land use characteristics for various areas of the town that are deemed to be consistent with the town's vision and support land use goals and objectives. The Comprehensive Plan defines land use planning areas as the basis for decisions concerning land use regulations, transportation improvements and public facilities programming.

Background

The Town of Millington is partially located in Kent and Queen Anne's Counties on Maryland's Eastern Shore. A majority of the town is located in Kent County. Both counties border Kent County in Delaware. Millington is located on the Upper Chester River. The Chester River is part of the Chesapeake Bay estuary. As depicted on the "Location Map" below, major arterials for the region include U.S. Route 301 and Maryland Routes 313 and 291. Millington is primarily served by U.S. Route 301.

The Land Use Plan Element begins with a discussion of existing land use, a major determinant of future land use patterns. Following is a description of the land use "Planning Areas," which generally describes the desired character and mix of land use types by geographic location in the town. The planning areas provide guidance for development regulations to implement the salient features of each area (See Chapter 11: Implementation). To varying degrees the town's objectives for economic development, natural resource protection, mobility, community facilities, housing, and community character are all reflected in the Land Use Plan. The fundamental land use policy framework outlined in this Chapter will help determine the town's growth and development patterns as well as the quality of life for existing and future residents.

The Land Use Plan is a policy tool for sound fiscal and environmental planning. It directs growth and development to areas with existing or planned infrastructure and accounts for the need to manage the impacts of growth and development on water quality, natural resources, and environmentally sensitive areas. The Land Use Plan has been developed with consideration of a number of critical growth and development factors. These factors included existing and planned infrastructure and the capacity for growth associated with community facilities. Land and natural resources consumption were considered as indicators of progress toward sustainability of the town's growth patterns as were fiscal impacts related to provision of adequate public facilities.

Existing Land Use

As shown on Map 3-1, the 2005 Maryland Property View (MPV) for Kent County and Queen Anne's County, as prepared by the Maryland Department of Planning (MDP) and Maryland Taxation & Assessments, provides several land use categories for State data in the Millington Study Area.[5] The Study Area encompasses approximately 2,546 total acres. Two (2) land use categories, "Residential and Agriculture," account for 91% of the existing land use in the defined area. "Exempt and Exempt Commercial" uses are the third and fourth largest land use categories at 129 acres total or 5% of the Study Area. These land uses are typically public or public/private entities, such as non-profits and government institutions etc. that have

[5] Land use at the time of this plan update had not changed significantly from the 2005 land use.

a unique tax status in the State. Commercial uses account for 94 acres of the Study Area, approximately 4% of the total land area.

Table 3-1: Existing Land Use – Millington Study Area (MPV 2005)

Land Use Category	Acres	Percent of Total
Residential	409	16%
Commercial	94	4%
Exempt	75	3%
Exempt/Commercial	54	2%
Agriculture	1,914	75%
TOTAL	2,546	100%

Source: Peter Johnston & Associates, LLC

The current corporate area of the town encompasses approximately 473 acres. Two (2) land use categories, "Residential and Agriculture," account for 405 acres or 86% of the existing land use in the town. "Exempt and Exempt Commercial" uses account for 27 acres or 6% of Millington. Commercial uses account for 14 acres, approximately 3% of the town's total land area. "Other Land Uses" include roads, sidewalks, and other infrastructure as well as existing waterways. These land uses total approximately 26 acres or 5% of the town.

Table 3-2: Existing Land Use – Town of Millington (MPV 2015)

Land Use Category	Acres	Percent of total
Agriculture	274	57.8%
Residential	131	27.7%
Commercial	14	2.9%
Exempt	1	0.2%
Exempt Commercial	26	5.5%
Industrial	2	0.4%
Other	26	5.4%
Total	**473**	**100.0%**

Source: Peter Johnston & Associates, LLC

Residential Uses

As of 2008, most of Millington's residential units are located in the "Old Town" portion of the municipality. Old Town Millington evolved as a traditional crossroads village at the intersection of Cypress (MD Rt. 291) and Sassafras Streets (MD Rt. 313). Millington is bounded on the west side of town by School Street and on the north end by the Chesterville/Millington Road. On the east side of town, it is bounded by Pippin's Marsh. The corporate boundaries of Millington end just short of High Bridge Road to the south in Queen Anne's County.

The average lot size in Millington is approximately 18,000 square feet, or about a half of an acre. As a measure of efficiency, most of the town's residential units have been accommodated on approximately

27% of the municipality's total land area. Newer residential development in the town such as Mill Village, have an average lot size of approximately 16,048 square feet. Millington has "Multi-Family Residential" uses in the Old town, which are not indicated on the MPV. This includes apartments.

Commercial

Commercial land uses total approximately 14 acres or 3% of Millington. Commercial land uses in Millington include the town's historic Central Business District and other commercial establishments located near the old railroad line. In addition, concentrated commercial land uses are located in both Kent and Queen Anne's Counties near Millington.

Kent County commercial land uses are located west and east of Millington at the intersection of MD Rt. 291 and U.S. Route 301 to the west as well as along MD Rt. 291 to the east, just outside the town's corporate boundaries. In the south, commercial land uses are indicated in Queen Anne's County along MD Rt. 313 (Sudlersville/Millington Road). Commercial uses in the described areas include industrial warehousing, agriculture related processing facilities, a bank, and a large-scale grocery store (Food Lion).

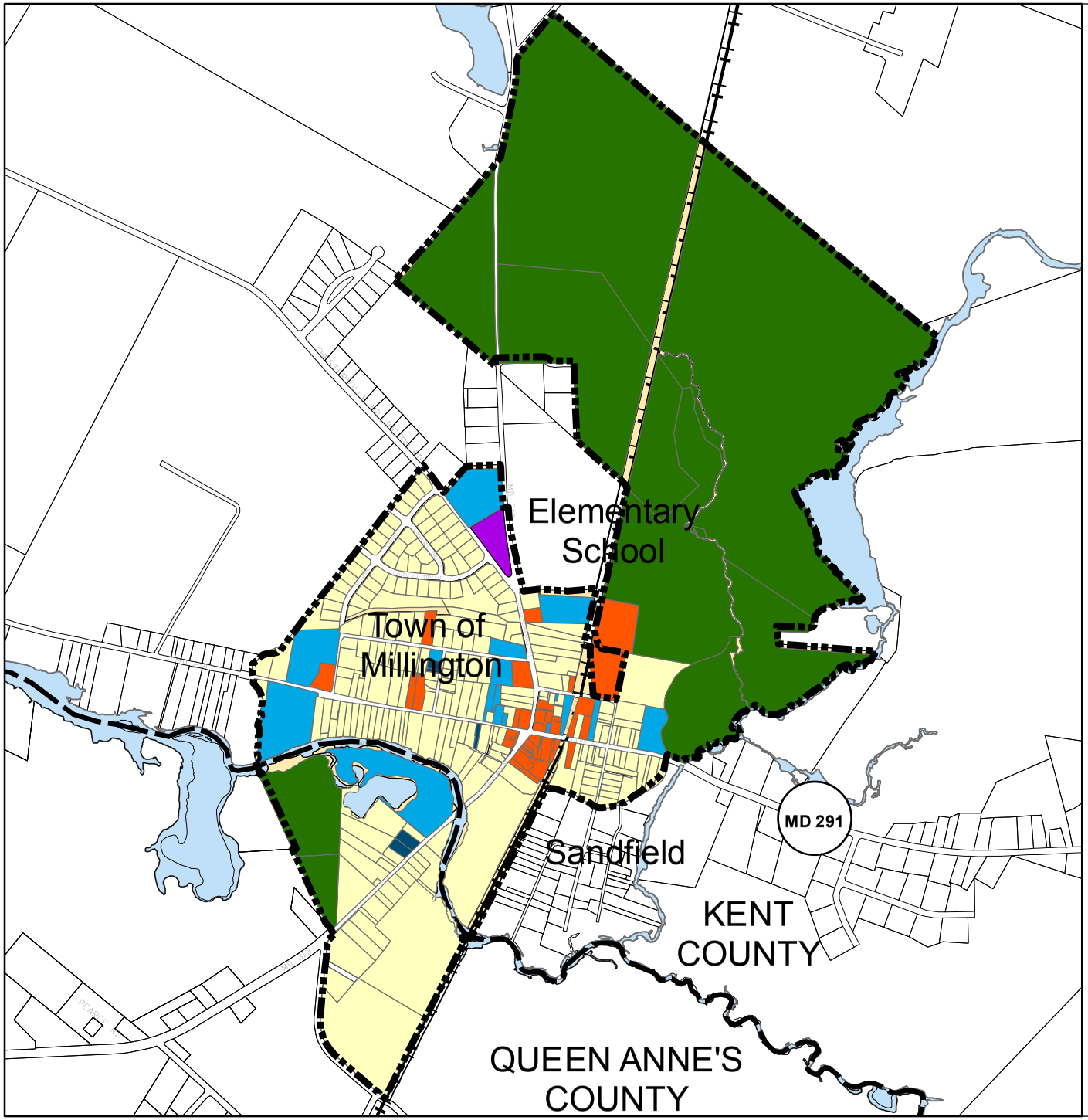
Public Uses

Public institutions (exempt and exempt/commercial land uses) include the Millington Town Hall, the Fire Department, government owned lands, and many local churches (see Map 4-1: Community Facilities). In addition, other lands are utilized for public use in Millington including parks, streets, roads, right-of-ways, rail road lines, collection systems, pump stations, and the wastewater treatment plant site.

The largest institutional use is the Millington Elementary School, a Kent County Board of Education property. It is located on 26 acres, 2 of which are located in the town. Currently, there are several parks located in the town; the Millington Waterfront Park located along the Chester River near the wastewater treatment plant, Robvanary Park, the Millington Skateboard Park, and the Millington Community Pool.

Agricultural Uses

Many large agricultural parcels are located in the Millington Study Area. According to the 2015 MPV for Kent County and Queen Anne's County, agricultural land uses total 75% of the Millington Study Area (1,914 acres). Approximately, 274 acres of agricultural land are currently located within Millington's corporate boundaries. This land is owned by the Maryland Department of the Environment and will not be available for development.



MAP 3-1

COMPREHENSIVE PLAN
Millington, Maryland

Existing Land Use - 2015

- Agriculture
- Residential
- Commercial
- Exempt
- Exempt Commercial
- Industrial
- Corporate Boundary

Existing Land Use Categories

Land Use	Acres	% of total
Agriculture	274	57.8%
Residential	131	27.7%
Commercial	14	2.9%
Exempt	1	0.2%
Exempt Commercial	26	5.5%
Industrial	2	0.4%
Other	26	5.4%
Corporate Area	473	100.0%

0 600 1,200 2,400 Feet

PJA Peter Johnston & Associates, LLC
Easton, Maryland

Version 6-20-18

Future Land Use

The Land Use Plan (Map 3-2) Millington divides the town into ten separate planning areas, each of which reflects the town's objectives concerning the most appropriate and desirable pattern for the general location, character, extent and interrelationship of the uses of public and private land.

Table 3-3: Land Use Plan

Land Use Category	Acres	Percent of Total
Town Center	10	2%
Old Town Residential	41	9%
Suburban	37	8%
Rural Residential	22	5%
Employment	2	1%
Public/Semi-Public	19	4%
Parks & Open Space	174	37%
*Other Land Uses	37	8%
Conservation Areas	131	28%
TOTAL	**473**	**100%**

*Note: "Other" land uses include streams, water bodies, roads, sidewalks, the railroad line etc.
Source: Peter Johnston & Associates

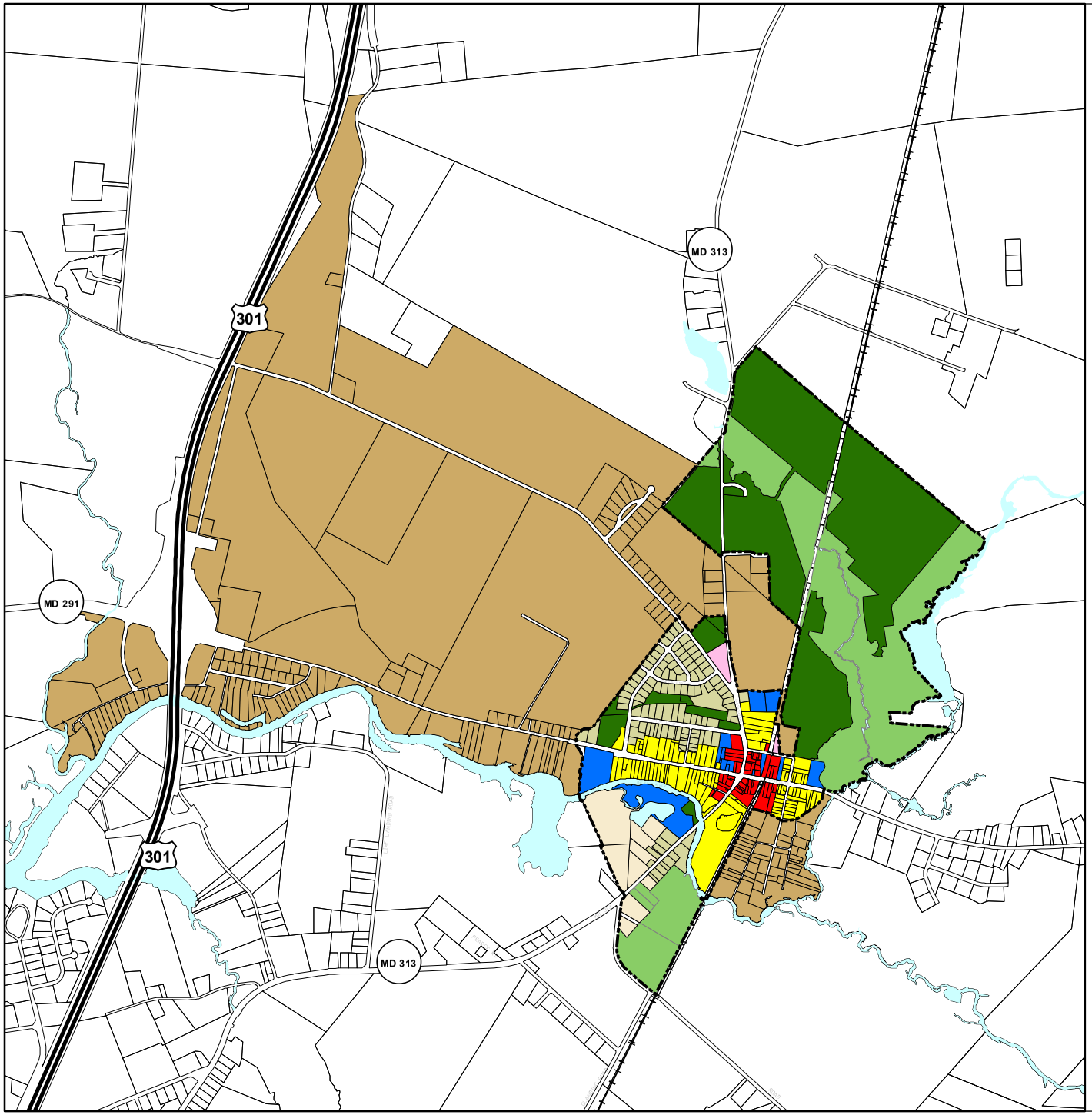
Land Use Planning Areas

Town Center

The "Town Center Planning Area" encompasses 62 parcels totaling approximately 11 acres. This planning area contains a mix of private and public uses including a relatively equal mix of retail, service, and civic uses interspersed with residential uses, including detached single family and apartment units.

Millington's land use objectives for the Town Center Planning Area are to:

- Focus business development in the centralized downtown area.
- Require "context sensitive" infill and redevelopment.
- Focus revitalization efforts.
- Create a pedestrian friendly environment with adequate public parking to support local businesses and civic uses.



MAP 3-2

COMPREHENSIVE PLAN
Millington, Maryland

Land Use Plan

- Town Center
- Old Town Residential
- Suburban
- Employment
- Park & Open Space
- Conservation
- Annexation Area
- Rivers and Streams

0 1,000 2,000 4,000 Feet

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Easton, Maryland

Version6-20-18

The Town Center is and will continue to be the primary location of commercial activity in Millington. The shops and service establishments located here serve residents and nearby neighbors as well as the surrounding area.

The Town Center is readily identifiable by traditional development patterns that include buildings fronting on the street, on-street parking and parking lots located to the side and rear. Most of the buildings were built prior to 1950 and reflect the Victorian architectural characteristics common to the period 1900 through 1925. The prevailing architectural features of these buildings are characteristics that define the unique character of the town.

Maintaining the Town Center as a viable commercial area will be a challenge. There is little vacant land for expansion. Where there is vacant land it seems better suited for parking than for building sites. If infill and redevelopment is proposed, it should be done in a way that reflects the existing land development pattern and the architectural character of its surroundings. Site design should ensure new buildings face on and come up to meet the street, parking should be situated at the rear or side of buildings and the site should be connected to the existing sidewalk system.

Development regulations for the Town Center should be designed to achieve several objectives. First, regulations should encourage and allow for a broad range of uses including business, retail sales, services and office in existing buildings. Development standards for infill and redevelopment in this planning area should be flexible for new commercial, business retail, and service uses. New single family uses should not be allowed but at the same time regulations should not unduly impede redevelopment of existing single family dwellings. Residential apartments should only be permitted on the second and third floors of existing businesses. Conversion of buildings into apartment should not be allowed where it preempts first floor non-residential use. New multi-family residential structures should not be allowed.

Accommodations such as country inns or bed and breakfasts may be permitted as an adaptive reuse of existing buildings. Infill and redevelopment standards, including height, lot area and yard requirements should be flexible to encourage appropriate infill and redevelopment. Parking standards also must take into account nearby public parking and allow for alternative parking solution such a satellite and shared parking arrangements.

Old Town Residential

The “Old Town Residential Planning Area” abuts the Town Center on four sides. This planning area encompasses approximately 43 acres and 101 parcels, primarily in detached single family use. The planning area encompasses the preeminent historic structures in the town. Nearly 70 percent of the structures are two-story residences built prior to 1925.

Millington's land use objectives for the Old Town Residential Planning Area are to:

- Maintain the existing character of this residential neighborhood.
- Allow appropriate infill and redevelopment that reflects the site development and architectural characteristics of the planning area.
- Encourage preservation of landmark structures located in the planning area.

Permitted uses in this planning area should be limited to detached single family residential and customary accessory uses. Conversion to multi-family use of residential buildings, not specifically designed and intended as multi-family structures, should not be allowed. Because of the historic importance of these neighborhoods the town should consider adopting a local historic district for this Planning Area. At a minimum, strict appearance and development standards should apply to infill and redevelopment.

Suburban

The "Suburban Planning Area" encompasses about 39 acres and includes 117 individual parcels. Building lots in the planning area range in size from slightly less than 5,000 square feet to one acre, with the average lot being about one third of an acre. This planning area is composed of predominantly detached single family dwellings built in the late 1940s through the late 1980s. It also includes Mill Village, a recently approved 53-lot residential subdivision that is nearly built-out.

These are stable residential neighborhoods located within a short walking distance of Robvanary Park and the Town Center. Development standards for this Planning Area should protect the area from incompatible land use uses, while permitting appropriate infill and redevelopment. This is particularly important for vacant and underutilized properties in the Queen Anne's County portion of the town, which occupy the town's southern gateway. This area of the town is currently zoned R-1 Residential.

Public improvements to enable safe pedestrian and bicycle travel and calm traffic should be considered where appropriate.
Millington's objectives for the Suburban Planning Area are to:

- Protect the single family residential character in these established neighborhoods.
- Encourage appropriate infill and redevelopment consistent with the existing character of the surrounding neighborhood.

Rural Residential

The "Rural Residential Planning Area" encompasses eleven parcels totaling approximately 25 acres located on the Queen Anne's County side of the Chester River. There is very limited infill potential in this planning area due to a number of constraining factors, including the Chesapeake Bay Critical Area, floodplain, hydric soils, and sensitive forest habitat.

Millington's objectives for the Rural Residential Planning Area are to:

- Maintain low density residential uses.
- Improve the appearance of this gateway to the town.
- Conserve sensitive environmental features.

Development standards for this planning area should emphasize the protection of sensitive environmental areas and wildlife habitats of concern to the State. The town should continue the Resource Conservation Area classification for these properties and not permit use of Critical Area Growth Allocation in the planning area.

Employment

The "Employment Planning Area" consists of approximately 2 acres. Currently the truck traffic to the grain facility must traverse streets in the Town Center. Alternative access routes that eliminate the need for truck traffic in the Town Center will likely require State approval of a rail crossing.

Millington's objectives for the Employment Planning Area are:

- Expand local employment opportunities so that town residents may live and work in Millington;
- Increase the town's business and industrial assessable base; and
- Work with Kent County to achieve economic development objectives by providing additional light industrial land.

Development regulations for the Employment Planning Area should permit a broad range of light industrial and business uses. Incentives should encourage development as a planned business park. The town, along with the county should support development of alternative access routes to the area east of the rail line.

Public/Semi-Public

The "Public/Semi-Public Planning Area" totals approximately 18 acres. Other public land that is not included in this acreage is street rights-of-way, the rail road right-of-way and the portions of the Chester River located in Millington. Town-owned properties include the Town Hall and the Waste Water Treatment Plant. Public land also includes a small portion of the Millington Elementary School site, which is partially located within the town. The town's objective for Public land is to ensure it is used in a manner that best serves the needs of residents.

Parks and Open Space

The "Parks and Open Space Planning Area" is approximately 11 acres. It includes Robvanary Park and the recently dedicated Millington waterfront park located on the Queen Anne's County side of the Chester River. This Planning Area also includes about four acres of open space in the Mill Village subdivision. The town's objective for this planning area is to maintain public park land for the enjoyment of town residents.

More recently the Wick farm, previously planned for mixed use residential development was acquired by the Maryland Department of Natural Resources. This change of ownership significantly changed Millington's growth plans. The most sensitive portions of this site have been included on the "Conservation" land use category.

Conservation

The "Conservation Planning Area" is approximately 140 acres of land that includes streams, wetlands, hydric soils, floodplain, buffers and sensitive species habitats. This Planning Area forms a green corridor running through the town that incorporates primary drainage ways and their buffers.

When considering the development potential of a site, conservation areas should not be treated in the same way as other land. Areas with little or no sensitive environmental features or habitat value, and that are not part of significant drainage corridors, have a greater capacity to support development with less impacts to the local environment. The development process should reflect the notion of "carrying capacity", which is the level of development a site can support given natural resource limits. Total Maximum Daily Loads (TMDLs), discussed in the Water Resources Element, are an example of measuring "carrying capacity" for the Upper Chester River. Conservation Planning Areas are indicators of the carrying capacity of the upland portions of the town.

Millington's objectives for the Conservation Planning Area are to:

- Protect and restore sensitive and natural resource areas such as contiguous and interior forests, environmentally sensitive areas, and intact stream buffers.
- Maintain existing forest cover (no net loss policy for forest.
- Where necessary, enhance stream and wetland buffers for their value as water quality protection measures.

Annexation Area

Much of the development anticipated in the Annexation Area will be in the form of large scale planned unit development.

It is the Millington's intent that new large-scale developments become linked and integral parts of the existing town area and reflect the scale and character of the existing community. This can be best accomplished by establishing a flexible design process based on traditional place making principles. These include:

- Neighborhoods accommodate and promote pedestrian travel equally as much as motor vehicle trips;
- Design results in residentially scaled buildings fronting on, and generally aligned with, streets;

- Neighborhoods contain a diversity of household types, age groups, and income levels;
- Building and site development patterns reflect the traditional patterns found in the town, including an interconnected and rectilinear pattern of streets and blocks, which balance the needs of pedestrians and automobiles alike;
- Neighborhoods are functionally diverse, but visually unified, and focused on central squares;
- Social interaction is promoted through the use of neighborhood greens, landscaped streets, boulevards, and "single-loaded" parkways (with homes located on one side of the street only) woven into street and block patterns to provide space for civic activity, parks, and visual enjoyment;
- Buildings for civic or religious assembly or for other common or institutional purposes that act as visual landmarks and symbols of identity are provided;
- Open space, sensitive environmental systems, scenic vistas, and natural areas are preserved; and
- Design flexibility is permitted in order to achieve an appropriate mix of residential and non-residential building uses.

Development standards for this planning area should provide for a master planned development. Some specification includes the following:

1. Allow density of up to 3.5 dwelling units per net acre for a Planned Neighborhood Development (PND).

2. Require a minimum of 20 percent open space.

3. Development standards should reflect development capacity limitations where present.

4. Require the "Conservation" Planning Area, as shown on Map 3-2 be permanently protected.

More details concerning Millington's planned annexation area are outlined in Chapter 5, Municipal Growth.

CHAPTER 4 – COMMUNITY FACILITIES

Public services and facilities provided by Millington and other government agencies ensure the health, safety and welfare of existing and future populations. To insure that adequate community facilities and services are available when needed, the town continually monitors demand and capacity in order to anticipate when and where facility expansion will be needed. Preparation of a Community Facilities element in the Comprehensive Plan is a preliminary step in addressing supply and demand for community facilities and services provided by the town, county and state. This element of the Comprehensive Plan examines existing community facilities and services. The Municipal Growth element recommends actions the town will take to address community facilities and services to meet the needs of future populations.

Town Government

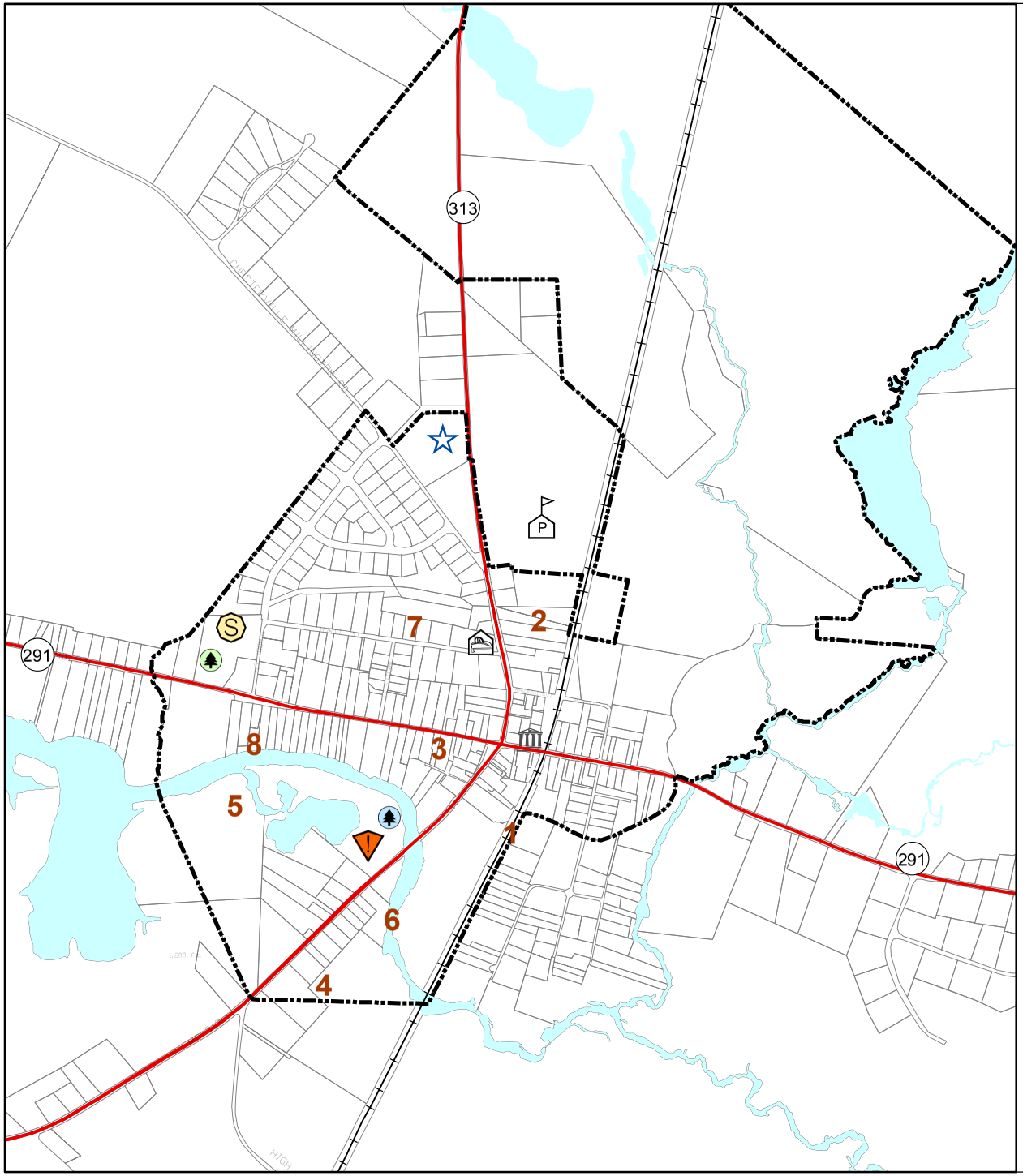
The Town of Millington functions under a Mayor and Council form of government. Residents elect a Mayor and council members who each serve three-year staggered terms. Mayor and Council members are elected at an annual election held on the first Tuesday in March. Council meetings are held on the second Tuesday of each month in the Town Hall (located on Cypress Street in the old historic bank building) and are open to the public as required by the "Maryland Open Meetings Act."

The town operates with two funds (a Utility Fund and General Fund) on a July-June fiscal year. Annual budgets containing estimates of anticipated revenues and proposed expenditures are prepared for both funds and serve as the town's financial plans.

The town is responsible for the provision of water and sewer services, street lighting, traffic signs, sidewalks, curbing and guttering, trash and garbage collection, town street maintenance and park/playground maintenance.

Public Schools

Students in Millington attend Kent County or Queen Anne's County public schools. Most of the town's population lives in the Kent County portion of the town consequently most of Millington's students attend Kent County public schools. Millington Elementary School, located on Sassafras Street just beyond the town limits, is part of the Kent County Public Schools system.



MAP 4-1

COMPREHENSIVE PLAN
Millington, Maryland

Community Facilities:

- Corporate Boundary
- U.S. Highway
- State Highways
- Railroad Line
- Town Hall
- Public School
- Fire Department
- Community Pool
- Robvanary Park
- Waterfront Park
- Wastewater Treatment Plant
- Skateboard Park
- Rivers and Streams

MILLINGTON
COMMUNITY FACILITIES LOCATIONS

1) Town Hall
2) Millington Elementary School
3) Millington Volunteer Fire Station
4) Wastewater Treatment Plant
5) Robvanary Park
6) Waterfront Park
7) Community Pool and Park
8) Skatepark

0 500 1,000 2,000 Feet

PJA Peter Johnston & Associates, LLC - Easton, Maryland

Millington Elementary School Elementary School belongs to Kent County and is managed by Kent County Public Schools school district. It serves students from grade PK to grade 05.During school year 2010-2011 (the most recent data year available). Millington Elementary School Elementary School had 187 students and 14 full time teachers. The student/teacher ratio was 13.[6]

Middle school students (grades 5 through 8) attend Kent County Middle School (formerly Chestertown Middle School). In 2011-2012 enrollment was listed as 445 students. The student/teacher ratio was 12.3.[7]

Millington's high school students (grades 9 – 12) attend Kent County High School in Worton, which had an enrollment of 648 students in 2011-2012 and a student/teacher ratio of 12.[8]

Children who live in the Queen Anne's County portion of the town attend Sudlersville Elementary School, which serves kindergarten through 5th grade students, Sudlersville Middle School (grades 6 – 8) and Queen Anne's County High School (grades 9-12) in Centreville. Sudlersville Elementary School had an enrollment in 2011-2012 of 398. The student/teacher ratio was 16. Sudlersville Middle School enrollment in 2011-2012 was 324 with a student/teacher ratio of 14. Queen Anne's County High School, located in Centreville, has a 2011-2012 enrollment of 1,202 and a student/teacher ratio of 16.

The *Kent County 2006 Comprehensive Plan* notes that public school enrollment in the County has declined in the last decade, following a "mini baby boom" that lasted from 1987 to 1997[9]. The County anticipates that the combined slow population growth and low birth rate projected for Kent County by Maryland Department of Planning will result in a gradual decline in the County's total public school enrollment through 2014. All Kent County public schools currently are operating below or well below capacity levels; consequently there are no plans for expansion of public schools in the near future.

Fire, Rescue, & Emergency Medical Services

Fire protection services for Millington and the surrounding area are provided by the Millington Community Volunteer Fire Company (Station 2 in Kent County). The Company was established as a volunteer organization in 1923 and today is operated by a combination of about sixty active volunteers and associates. The station's first-due response area extends approximately 7 miles north to Golts, approximately 2 miles south to Hacketts Comer, approximately 4 miles east to the Delaware line and approximately 5 miles west to Cherry Lane Road (Route 298).

The fire station is located on Sassafras Street at Hurtt Avenue and houses fire and rescue equipment including three fire trucks, one tanker, one brush truck, one emergency medical services (EMS) vehicle, one ambulance, and one outboard rescue boat. The building also serves as a community hall for the residents of Millington.

[6] Data source: Institute of Education Sciences (IES), United States Department of Education
[7] Data Source: National Center for Education Statistics, U.S. Department of Education.
[8] Ibid
[9] Kent County May 2006 Comprehensive Plan

The Town of Millington donates $3,000.00 annually to the Fire Company. The Fire Company also receives assistance from Kent County in providing emergency medical services to its first-due area. Kent County started its Emergency Medical Services (EMS) system in 1996 to assist volunteer ambulance companies in the County with the increasing number of medical calls and the decreasing number of volunteer responders. EMS paramedics are on duty 24 hours per day, 7 days per week to provide Advanced Life Support (ALS) to residents of Kent County.

Police Protection

Police protection is provided by the Maryland State Police, Queen Anne's County Sheriff's Department and the Kent County Sheriff's Department. The State Police maintain a barracks in Centreville that serves Kent and Queen's counties. Both the Kent County Office of the Sheriff, located in Chestertown, and Queen Anne's County Sheriff's Department located in Centreville, Maryland maintain a full-time staff of uniformed patrol officers and detectives. The town reserves money in its General Fund Budget each year to fund the Kent County Sheriff's Office. In FY 2008-2009, the donation was $15,000. The small numbers of residents who live in southern Millington are protected by the Queen Anne's County Office of the Sheriff, headquartered in Centreville.

Parks and Recreation

Millington Waterfront Park

Millington's Mayor and Council approved the concept of this municipal park in 2005. Located on the Chester River on town property just south of the Chester River Bridge and east of the Wastewater Treatment Plant, it is an area that has long been popular with fishermen and local residents. Construction of the park began in late 2007 and was completed in spring 2008. The park was dedicated in July 2008. Facilities include fishing piers, a walking trail, and a canoe/kayak launch.

Millington's Waterfront Park, located near the Wastewater Treatment Plant on the Queen Anne's County side of the Town, provide scenic view of the Chester River and access for small boats and kayaks

Robvanary Park

Robvanary Park is located on 3.024 acres on the west edge of Millington along Cypress Street. The town purchased the property from the Kent County Commissioners in 1975 for use as a community recreational area. In May, 1976 the town entered into an agreement with the Millington Lions Club to develop the land as a park, including a children's play area and athletic field. In April, 1977 the Department of Natural Resources of Maryland approved a grant to assist in the development of the Park, enabling the purchase and installation of picnic tables, a parking lot, a ball field, backstop and side guard, bleachers, playground equipment, and a picnic pavilion. Since then, Maryland Program Open

Space (POS) grants have been used to fund improvements and upgrades to the Park, including new playground equipment, a trail, and additional pavilion space.

Millington Community Pool

The Millington Pool is maintained and operated by Kent County Parks and Recreation. The facility is located on North Sassafras Street/Millington Road and includes a public pool, bathhouse and picnic area. The pool is open to the public from Memorial Day through Labor Day, Tuesday through Sunday, 12:00 p.m. to 7:00 p.m. Kent County Parks and Recreation offers swimming lessons at the pool to County residents Monday through Thursday. Monday and evening group rentals are available. The pool can be rented for private group parties. Daily admission to the pool is $2.00 for residents of Kent County or $3.00 for out-of-County residents. A season pass is available for $50 for in-County residents and $60 for out-of-County residents.

Millington Skateboard Park

The Town of Millington has the only skateboard park in Kent County. The concept of a skateboard park was brought to the Mayor and Council in May 2000 by a representative from the Asbury Methodist Church, who proposed constructing a small ramp behind the church in an effort to keep skateboarders off of the streets and sidewalks. The concept was supported by the younger citizens of the town, and in late 2000, the town agreed to provide a site for a dedicated skateboard park if funding sources could be found to construct one. Using a combination of Maryland Program Open Space (POS) funds, local donations raised and gathered by young town residents, and matching funds provided by the town, the town constructed the Park in 2001 in Robvanary Park. As of 2008, 189 area youths are registered to use the Skateboard Park.

Library

Millington is located about 13 miles from the Chestertown (Central) Branch of the Kent County Public Library and about 8 miles from the North County Branch in Galena. The Chestertown Branch is located on High Street. It is the largest branch of the Kent County library system and is housed in an 11,000 square-foot facility. The North County branch moved into larger quarters in 2006 and occupies a 1,800 square-foot building on Main Street in Galena. Services at this branch include preschool programs, high speed wireless internet access via Personal Computers and Macintosh Computers, an on-sight collection of over 2000 resource items, including Digital Video Disks (DVD's), audio books, children's books, large print items, and magazines, and online access to other collections in the Kent County Public Library System.

In its 2006 Comprehensive Plan, Kent County noted that expansion of its library facilities are needed, particularly additional and upgraded meeting facilities. Escalating costs associated with contemporary library services such as audio-visual technology and continuous computer upgrades also are a continuing concern. Recommended strategies in the Plan include expansion of the Central Branch facility and increasing library outreach services to serve other regions in the County.[10]

[10] 2006 Kent County Comprehensive Plan, Community Services & Public Facilities Element

Healthcare and Medical Services

Medical and health-related services are available to Millington residents from local physicians, the two County Health Departments, and hospitals located in nearby towns. The Kent County Health Department, located in Chestertown, and the Queen Anne's County Department of Health, located in Centreville, are local offices of the Maryland Department of Health and Mental Hygiene. These facilities provide healthcare information and services to all residents of their respective counties. Among the services and programs offered are home healthcare, addictions treatment, mental health services, family and children's healthcare, adult daycare, disease prevention, and medical transportation.

Nearby hospitals include the Chester River Hospital Center in Chestertown (15 miles), Union Hospital in Elkton (30 miles), and several facilities in Wilmington, Delaware (40 miles) and Dover, Delaware (21 miles).

Public Drainage Association

The Millington Public Drainage Association (PDA) was established in 1973 to maintain the Public Tax Drainage Ditch, which is approximately 3,433 feet in length. The ditch is located in the north part of the town and runs from the railroad track, under Sassafras Street, to the stream located behind Robvanary Park where it discharges.

The PDA is regulated by Article 25 of the Maryland Drainage Law. It meets annually to elect managers, review tax income and maintenance liability, review plan activity from the previous year, determine plan activity for the upcoming year, and prepare for approval of an "Operation and Maintenance Plan" for the upcoming year. The ditch is inspected annually and after severe storm events. The PDA works in conjunction with Kent Soil Conservation, Maryland Department of Agriculture, Department of Natural Resources, and Critical Areas Commission.

Property owners along the ditch are responsible for keeping the ditch and drainage to the ditch from being obstructed. If obstruction occurs property owners are charged with a misdemeanor and fined.

Water and sewer

The Town of Millington owns a municipal water and wastewater system and is responsible for preparing and implementing a capital improvement program to maintain and/or upgrade the system. The system is operated and maintained by Maryland Environmental Services (MES), an independent State agency contracted by the town in 2008.

Water Facilities & Services

Millington's water system consists of three drilled wells in the Aquia formation. Water pumped from these ground water sources goes through a water softener filter to decrease hardness and reduce iron. Before entering the distribution network chlorine is added to protect against microbial contaminants.

The Maryland Environmental Service (MES), an agency of the State, operates the water treatment facility.

The Millington Water System serves properties in the town and in areas outside of the town limits in Kent County, which include Sandfield, a community located adjacent to Millington's southeastern boundary and a number of homes located along MD Route 291 west of the town limits. In 2008, there are 404 connections to the system. The system's current average daily flow of ranges from between the low 60,000s to the low 70,000s which is well below its maximum permitted flow of 137,000 gpd. The 2012 Water Quality Report stated that the town's drinking water met all State and Federal quality requirements.

A "Water Appropriation and Use Permit" for the new facility was issued by the Maryland Department of the Environment (MDE) in November of 2005. It expires in November of 2017. The permitted capacities of the system are 137,000 gallons per day (gpd) average daily flow and 205,500 gpd maximum daily flow. Groundwater is drawn from three wells. Since its construction, a number of system leaks have been recorded and while some have been identified and repaired, leakages continue to be an issue. In the period from the 2nd quarter of 2011 to the 3rd quarter 2013 the average quarterly loss averaged 27 percent of total production from wells. The town is systematically identifying leak sources and correcting them.

In 2004, the Maryland Board of Public Works approved a water system grant of $625,000 to the town for construction of a new water distribution system, storage tanks, production wells and treatment facility. Construction of the system, including a new 250,000 gallon water tower, was completed in 2005 for a total cost of approximately $2.3 million.

Sewer Facilities & Services

The Millington Wastewater Treatment Plant (WWTP) is located on the Queen Anne's County side of Millington on Sassafras Street, on the Chester River.

Figures vary according to the source, but as of 2012 there were approximately 418 sewage connections, 248 of which are in the town and 170 of which in Kent County, including Millington Elementary School, Sandfield, properties located along 291 to the west of town and Chesterville Forest.

The collection system consists of 4-, 6-, 8-, and 10-inch lines and three pumping stations. The facility, designed and built in 1966, is a package sewerage treatment plant that utilizes a contact stabilization process. The plant consists of a reinforced concrete tank with a diameter of 29 feet and contains prefabricated units to complete the contact stabilization process. The plant has been upgraded in the past to include flow equalization, chlorination, and dechlorination.

In 2004, the Maryland Board of Public Works approved a grant to Millington to expand and improve the WWTP. The facility was inundated during Hurricane Floyd and was offline for five days, while it was being repaired. The Board of Works funding enabled the planning, design and construction of a new WWTP. As part of the project, the plant's collection system was improved, and advanced treatment

components were added, including biological nutrient removal, sand filters, and UV disinfection. Sludge drying beds and an influent pumping station also were added as part of the project.

The improvements expanded the plant's permitted flow to 105,000 gpd (0.105 mgd); the design capacity of the plant is 145,000 gpd (0.145 million gallons per day - mgd). The total cost of project was approximately $2.6 million. The average daily flows for the WWTP in 2012 were 40,353 gpd.

CHAPTER 5 – MUNICIPAL GROWTH

This version of the Municipal Growth element of Millington's Comprehensive Plan updates the first municipal growth element included in the 2009 Comprehensive Plan. The purpose of the Municipal Growth element is to examine the interrelationships among land use, population and housing growth, and potential impacts on provision of public facilities and services. This knowledge provides officials with a stronger basis for setting future land use and growth management policies through a better understanding of the multi-dimensional implications of this type of change. Because the potential impacts of municipal growth can be felt at the county and state levels as wells, the element also addresses inter-jurisdictional coordination.

Growth Trends and Projections

Trends

Growth in Kent County, its towns, and in eastern Queen Anne's County has been relatively slow from the 20th Century into the 21st Century. In the period 1970 to 2010 Millington's population increased by 168, an approximately 35 percent increase and a moderate annualized growth rate of approximately 0.76 percent. During the same period, Millington's population ranged from 2% to 3% of Kent County's population (see Table 5-1) which also experienced moderate growth, an annualized growth rate of about 0.56 percent.

Table 5-1: Historic Population Growth 1970 – 2010: Millington & Kent County, Maryland

Jurisdiction	1970	1980	1990	2000	2010
Kent County	16,146	16,695	17,842	19,197	20,197
Millington	474	546	440	416	642
- % of County Population	3.0%	3.0%	2.0%	2.0%	3.2%

Source: Peter Johnston & Associates, LLC

While Kent County, Maryland has remained predominantly rural, with small towns surrounded by agriculture land, the surrounding Delaware counties have experienced dramatic population growth. Despite recent economic ups and downs, population and housing growth in the neighboring Kent, New Castle, and Sussex Counties in Delaware has steadily increased. Kent County, Delaware is the closest and most accessible to Millington, an approximate 30 minute drive time. In the period 2000 to 2010, Kent County Delaware's population increased by nearly 28 percent, from 126,697 to 162,947. Projections for 2030 have the county's population at over 200,000. [11] Along with steady population growth, the Delaware Department of Labor projects an annual 1.36 percent increase in employment in Kent County Delaware through 2020.[12]

[11] Source: County population projections for Delaware - Delaware Population Consortium, Population Projection Series, October 2013

[12] Delaware Department of Labor@ http://www.delawareworks.com/oolmi/Information/LMIData/Projections.aspx

New Castle County is the largest county in the State of Delaware, with a 2010 population of 538,952. Employment in New Castle County is within relatively easy commuting distance of Millington (approximately 53 minutes). Historically New Castle County has been a significant employment center for Kent County, Maryland residents. Employment in New Castle County is expected to increase by about one percent per year, about 2,800 jobs per year, through 2020.[13]

Sussex County Delaware's population in 2010 was 197,877, a nearly 25 percent increase over the county's 2000 population. The county's population is projected to increase to over a quarter million by 2030. Employment growth in Sussex County is projected to grow at an annual rate of over 1.6 percent or approximately 1,200 jobs per year.[14]

Although not yet evident, it seems reasonable to assume that the steady population and employment growth in adjacent Delaware counties will affect Kent County and Queen Anne's County and the small towns near the border. As an example, Mill Village a 52-lot subdivision located in Millington and approved in 2004, was built-out by 2013.

Projections

Population projections for Millington are based on two potential and relatively conservative growth scenarios. Scenario one assumes Millington's population growth will parallel that of the Kent County, and that the town's population will be continue to be approximately three percent of that of the county. Scenario two projects the annualized growth rate of 0.76 percent experienced in the period 1970 through 2010 through the planning period (2030). In Scenario 1 the town's population would increase by about 12 percent over the next twenty years. Scenario 2 increases the population by slightly more than 16 percent, a total of 105 new residents. These two scenarios are summarized in Table 5-2.

Table 5-2: Population Projections 2010 – 2030 Millington, Maryland

						Change	
	2010	**2015**	**2020**	**2025**	**2030**	**Number**	**Percent**
Scenario 1	642	655	680	702	718	76	11.9%
Scenario 2	642	667	692	719	747	105	16.3%

Source: Peter Johnston & Associates, LLC

For purposes of the Municipal Growth element household projections along with population are used to estimate the impacts of growth in demand for facilities and services. In this analysis household projections are used as a surrogate for occupied dwelling units.

According to the 2010 Census Millington there were a total 234 households in Millington and zero population in group quarters. At the same time, there were 256 housing units, 234 of which were occupied and 22 of which were vacant. [15]

[13] Ibid
[14] Ibid
[15] Source: U.S. Census Bureau, 2010 Census.

The average household size in 2010 was 2.74 persons per household, up from 2.55 in 2000.[16] This trend in average household size differs dramatically from that of the county, which decreased from 2.33 in 2000 to 2.29 in 2010. Maryland Department of Planning (MDP) projections for Kent County have the average household size steadily decreasing to 2.1 by 2030. In fact, the Maryland Department of Planning projects decreasing average household sizes in every region of the state over the next 20 years.[17] For purposes of this analysis the assumption was that average household size would follow the statewide trend, but not at the same rate as that of the county which was an annualized rate of 0.22 percent. Instead it was assumed that the average household size trend in Millington would be more akin to that of the State, decreasing size at an annual rate of 0.11.

Following these assumptions, under Scenario 1 the town would add 34 households/occupied dwelling units by 2030. Under Scenario 2 the town would add 44 households/occupied dwelling units (see Table 5-3) by 2030. It is important to note that some or all of projected population and household increases in the town could be as a result of annexations as opposed to absolute population growth in the county.

Table 5-3: Households/Occupied Dwelling Units Projections 2010 – 2030 Town of Millington, Maryland

						Change	
	2010	**2015**	**2020**	**2025**	**2030**	**Number**	**Percent**
Average HHLD Size	2.74	2.72	2.71	2.70	2.68	-0.06	-2.2%
HHLDS/Dwellings							
Scenario 1	234	240	251	260	268	34	14.3%
Scenario 2	234	245	255	267	279	44	18.9%

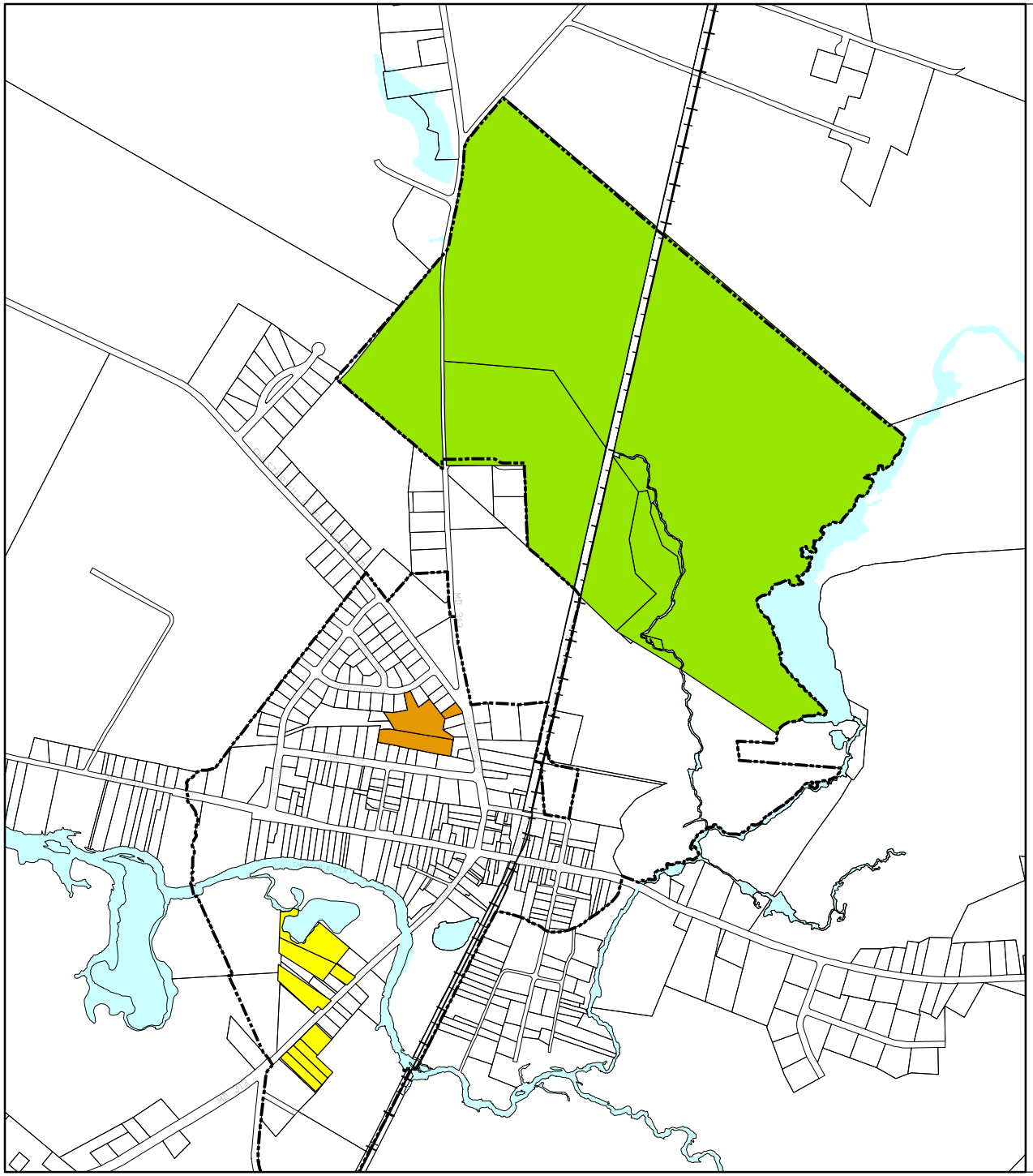
Source: Peter Johnston & Associates, LLC

Development Capacity

Development capacity examines the potential number of dwelling units that could be built on vacant and underutilized land in the town (see Map 5-1). Development capacity is based on the number of buildable vacant lots and underutilized acreage currently available for development taking into account the current zoning classification for the property. When applying a density factor (permitted dwelling units per acre under current zoning) to vacant acreage, 25 percent of the site was subtracted to account for land set aside for roads, open space, stormwater management facilities and other site development requirements.

An average household size for the planning period, 2.71 persons per household, was used to estimate population associated with the build out of vacant and underutilized land within the town. The potential number of dwelling units that could be built on vacant lots and underutilized acreage within the town is summarized in Table 5-4.

[16] Source: U.S. Census Bureau, Census 2000 Summary File 1
[17] Source: Maryland Department of Planning, Planning Data Services, January 2014



MAP 5-1

COMPREHENSIVE PLAN
Millington, Maryland

Vacant and Underutilized Land

- Vacant R-1
- Vacant R-2
- Vacant AR

0 600 1,200 2,400 Feet

Version 6-20-18

Table 5-4: Development Capacity – Corporate Area

Zoning Classification	Acres	Lots	Acreage	Permitted Dwelling Units Per Acre	Potential Dwelling Units	Population
R-1 – Rural Conservation	7	8	217	4.36	710	1,923
R-2 – Single Family Residential	55	0	55	5	224	607
Total	279	8	272		934	2,530

Source: Peter Johnston & Associates, LLC

Growth Impacts

Table 5-5 summarizes estimated impacts of projected 2030 population and household growth on public facilities and services provided by the Town and Kent County. Considering Millington's limited development capacity as shown in Table 5-4, these scenarios assume that some development will occur on annexed land.

As can be seen the impacts of growth on public facilities and services in the planning period (2010-2030) under either growth scenario are fairly minimal, and for the most part can be serviced within existing capacities. As discussed below, Millington's projected population and housing growth through 2030 should not result in the need for significant investment in public facilities and services by the town or county to accommodate. This is especially the case if the growth factors driving estimated demand occur as a result of annexation as opposed to real population and housing growth. The impacts summarized in Table 5-5 are based on the following sources and assumptions:

- Future population and dwelling unit projections from 2010 to 2030, as described in this chapter;
- Maryland Department of the Environment (MDE) multipliers for water and wastewater "Water & Wastewater Capacity Management Plans" (250 gallons per day of water and sewer per DU). Nonresidential daily water and sewer demand is calculated based on a factor of 0.1575 gallons per foot of gross floor area;
- Maryland Department of Planning (MDP) multipliers for school enrollment and 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).

Table 5-5: Impacts of Growth Scenarios on Selected Public Facilities and Services thru 2030

Growth Factor	Scenario 1	Scenario 2	
New Dwelling Units	34	44	
Added Population	76	105	
Facility/Service	Impact	Impact	Units
Additional Water and Sewer Demand (GPD)	17,142	19,847	Gallons Per Day
- Percent of remaining sewer capacity	21%	24%	

Table 5-5: Impacts of Growth Scenarios on Selected Public Facilities and Services thru 2030

Growth Factor	Scenario 1	Scenario 2	
- Percent of remaining water capacity	23%	26%	
SCHOOL (new students)			
- High School	5	7	Students
- Middle School	4	5	Students
- Elementary School	7	10	Students
SCHOOL (additional teachers)			
- High School	0.40	0.40	Teachers
- Middle School	0.28	0.28	Teachers
- Elementary School	0.56	0.73	Teachers
LIBRARY (GFA)	8	11	Gross Floor Area
POLICE (personnel)	0.2	0.3	Officers
RECREATION LAND (acres)	2.3	3.2	Acres
FIRE & RESCUE			
- Personnel	0.1	0.2	Firemen/EMTs
- Facilities (GFA)	61	84	Gross Floor Area
MUNICIPAL			
- Personnel	0.35	0.49	Staff
- Building Space	266	368	Gross Floor Area

Source: Peter Johnston & Associates, LLC

Public Schools: The majority of new students resulting from household growth in Millington will attend Kent County schools, including Millington Elementary, Kent County Middle School and Kent County High School. Public schools in Kent County are currently operating at well below capacity. Enrollment in the Millington Elementary School in the 2011 to 2012 school year was slightly more than one quarter of the State Rated Capacity. Kent County Middle School was operating at about a third of capacity and Kent County High School was operating at about 44 percent of State Rated Capacity. The Maryland Department of Planning's school enrollment projections for Kent County schools through 2022 are for less than six percent increases in students in the middle and high schools and slightly less than three percent decreased enrollment in elementary schools. Queen Anne's County schools including Sudlersville Elementary and Middle Schools and Queen Anne's County High School all have excess capacity at this time.

Library: Residents of Millington are located within an easy drive of two branches of the Kent County Public Library: the Main Branch in Chestertown (about 13 miles away) and the North County Branch in Galena (about 8 miles away), which occupy a total of 12,800 square feet. Current library facilities will adequately serve the needs of the projected increase in Millington's population through 2030. However, the County's most recent comprehensive plan discusses the need for expansion of its public library facilities to serve population increases projected for the county and all of its municipalities. According the county plan, officials will work with the Foundation for the Kent County Public Library to explore alternative funding sources to expand the library's computer, digital and video technology services.

Another factor in library demand, at least as affects physical space, is the internet as a vehicle for servicing library demand.

Recreation Land: Based on the State's ratio of 30 acres per every 1,000 people, approximately two to three acres of additional recreation land will be needed to meet additional demand for recreation land depending on which growth scenario is closest to actual experience.

Public Safety: Fire and emergency medical services are provided to Millington residents through the Kent County Department of Emergency Management/Medical Services (EMS), which supplies emergency services to throughout the county and oversees the operations of municipal volunteer fire departments (including the Millington Volunteer Fire Department). Police protection in Millington is provided by the Kent County Sheriff's Department and the Maryland State Police.

Police and emergency services will be impacted to a moderate degree as a result of the projected increase in Millington's population by 2030 and most likely could be serviced with existing personnel and facilities.

Municipal Buildings and Staff: The town currently has an office/meeting space ratio of about 3.5 square feet per capita. For large gatherings they use space in the fire hall, an arrangement that will likely continue throughout the planning period. Under the two 2030 growth scenarios impacts office and meeting space would not likely trigger the need for additional space. Staffing impacts are minimal under either 2030 growth scenario. The town can expect the need for additional staff at build out.

Public Water and Sewer

Excess capacity in Millington's municipal water and sewer systems is somewhat of a moving target. As concerns water, the town is permitted to withdraw 137,000 gallons per day (gpd) average daily flow and a maximum of 205,500 gpd. Recorded water production in 2012 averaged about 61,500 gpd.

Millington's WWTP is permitted for average daily flows of 145,000 gpd. Although recorded average daily flows in 2012 were 40,350 gpd, for planning purposes, it was felt safer to assume water production and WWTP inflows match.

Under this assumption, the town has approximately 75,500 gpd of remaining water capacity and 83,350 gpd of sewer capacity. Remaining capacity is adequate to support population and housing growth in 2030 scenario.

Annexation Plan

This section outlines Millington's Annexation Plan, examines existing conditions in the annexation area and estimates the potential impacts development of this area on town and county facilities and services. Estimates of development capacity and impacts are not intended to measure the efficacy of the proposed annexation area, as the area is not likely to experience substantial development within the planning period. They are intended to influence strategic policies concerning growth management, land

use and infrastructure planning by town, county and State official.

Millington's Annexation Plan has been significantly revised since the adoption of the 2009 Comprehensive Plan. In addition to annexation areas included in the 2009 Comprehensive Plan, Millington's annexation plan adds land south of MD 291 along the Chester River and west of town, properties to the north of MD 291 and south of the Chesterville-Millington Road including the Food Lion and Howard Johnson properties, and the area known as Sandfield located to the east of town (see Map 5-2). The proposed annexation area also includes the Mountaire grain facility located adjacent to the corporate area along the rail road.

The proposed annexation area extends the corporate limits west beyond the interchange at US 301 and MD 291, linking the town to a potentially important highway corridor. US 301 enters Delaware to the north where plans exist to replace U.S. Route 301 in Delaware with a toll road that will link the divided US 301 in Maryland with Delaware Route 1, thus providing a multi-lane alternative to Interstate 95 between Northern Delaware and Washington, D.C.

Altogether these properties would increase the corporate area by over 677 acres. This figure does not include land in road right-of-ways, land encompassing the US 301 and MD 291 interchange that would have to be included in an annexation in order to reach parcels located west of US 301 and land under the Chester River that may be included in an annexation.

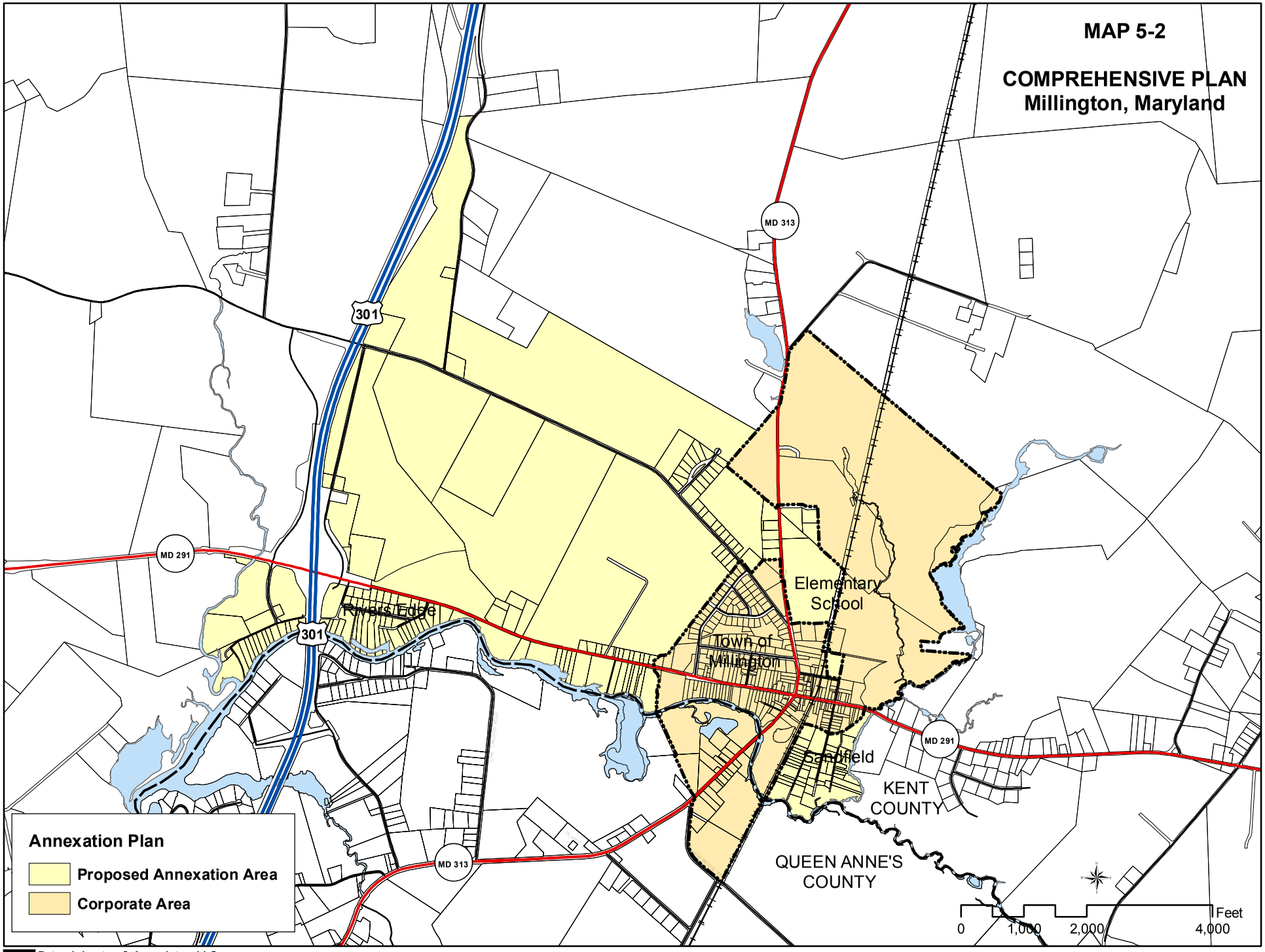
Existing Land Use

As can be seen from Table 5-6 the predominantly land use in the annexation area is agriculture (see Map 5-3). Some important distinctions need to be made for purposes of estimating the impacts of development should the town annex all land in the annexation area. Some of the residential and commercial uses are already being served with water and sewer from the town under an agreement with the county. These areas include River's Edge subdivision, scattered residential and commercial units located along MD 291 and south of West Edge Road. Sandfield, a residential enclave adjacent to the town, and the Millington Elementary School also are served.

Table 5-6: Existing Land Use, Annexation Area 2010

Land Use	Acres	Percent
Improved Residential	87	10.09%
Vacant Residential	47	5.45%
Improved Commercial	26	3.02%
Vacant Commercial	166	19.26%
Agriculture	512	59.40%
Exempt	24	2.78%
Total	862	100.00%

Source: Peter Johnston & Associates, LLC



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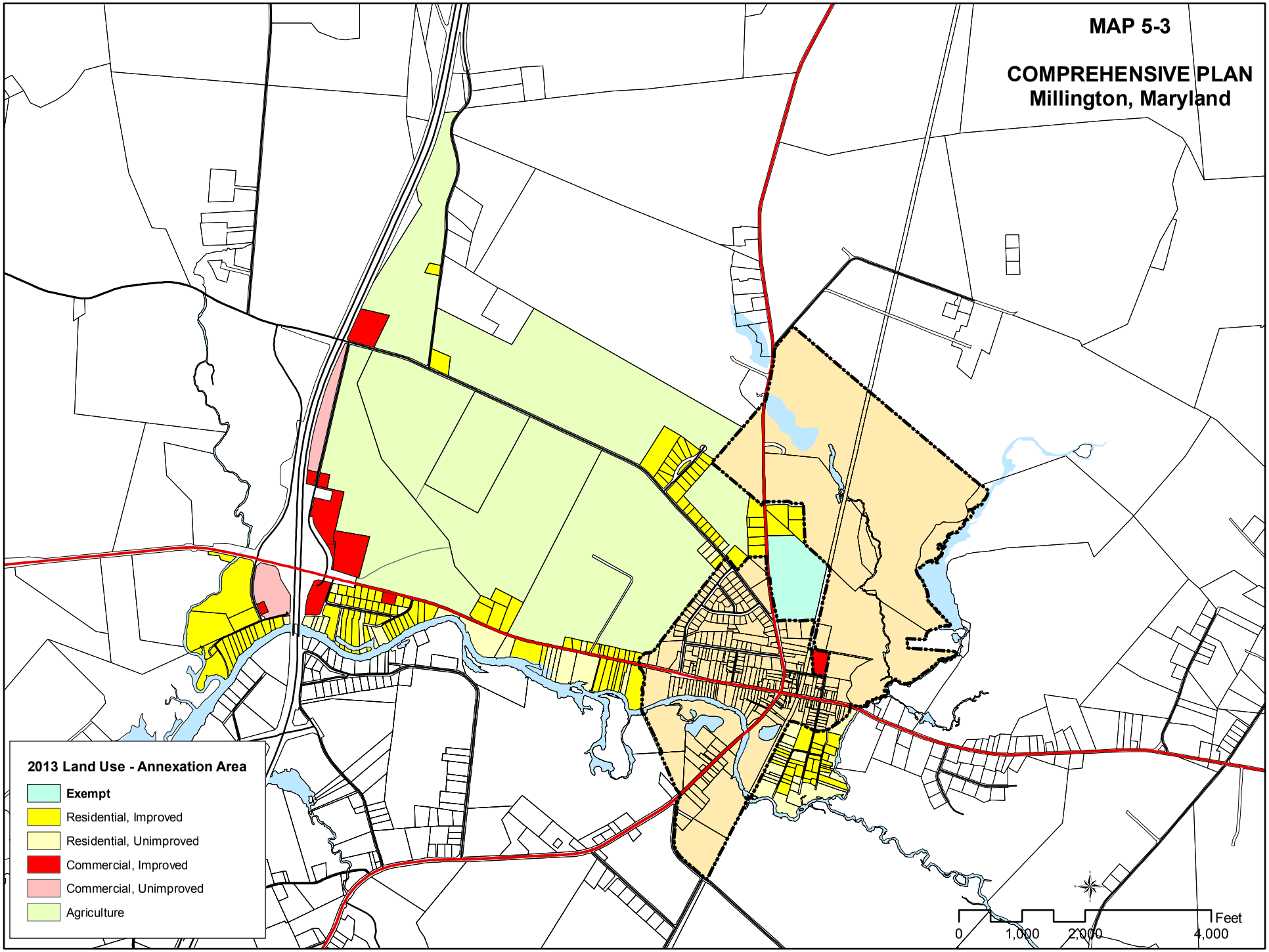

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Development Capacity

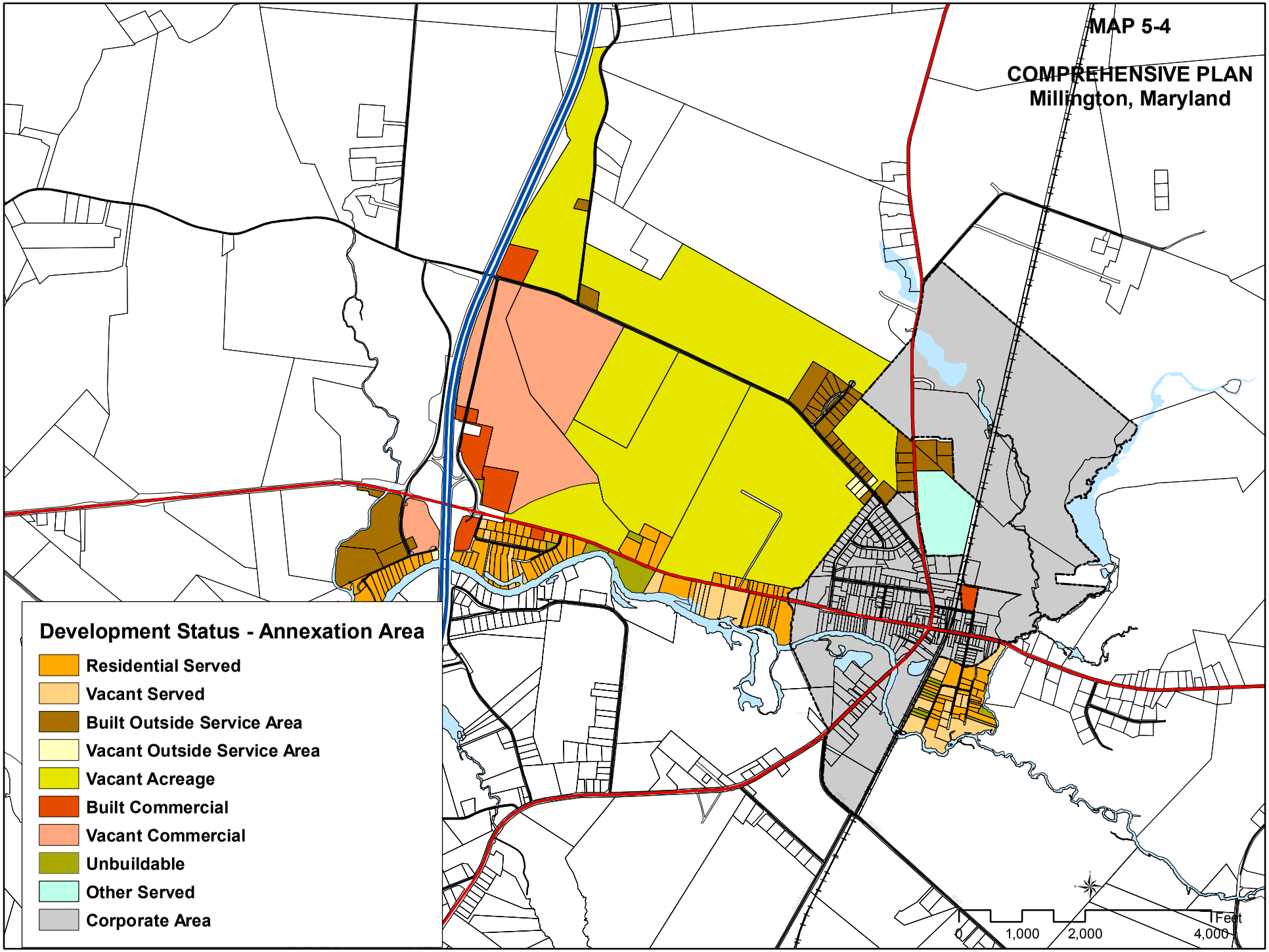
Table 5-7 summarizes the estimated development capacity of the annexation area. The table breaks down residential into several distinct categories for purposes of calculating impacts. The category, "residential served' includes developed residential properties currently being served with town water and sewer. "Built outside of service area' are residential units that, although are not served with public water and sewer, are already accounted for in the existing capacity of county facilities and services. "Unbuildable" includes lots that are too small to be developed or have severe environmental limitations that would preclude construction of a residential unit (see Map 5-4).

It is noted that adding sewer treatment capacity to support growth in the annexation area may well require land for spray irrigation or rapid infiltration fields. If these alternative treatment facilities are located inside the annexation area the amount of land available for development could be substantially reduced. If agriculture land in the annexation area is not needed for land application of sewer effluent, the potential yield from this category is estimated based on 3.5 dwelling units per net acre. A quarter of the land area was subtracted for road right-of-ways, stormwater management, open space and other development requirements. For purposes of this analysis it was assumed that sewer treatment would not reduce the land available for development.

Table 5-7: Development Capacity, Annexation Area Land Use

Land Use	**Acres**	**Dwelling Units**
Agriculture	512	1,792
Residential		
- Improved	87	95
- Vacant	47	29
Subtotal	134	124
Non Residential	Acres	Floor Area (sq. ft.)
- Developed Commercial	26	63,657
- Vacant Commercial	166	721,113
Exempt	25	NA
Sub-total	216	NA
Total	862	784,770

Source: Peter Johnston & Associates, LLC



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Annexation Priorities

Town official do not expect to add the entire planned annexation area at one time. A more likely scenario is that targeted properties will be annexed when conditions indicate it would be advantageous for the respective parties to enter into an annexation agreement and complete the annexation process. Staged annexations also are consistent with the Town's ability to plan for and execute capacity increases in critical public facilities and services.

Map 5-5 depicts current annexation priorities. Priority area 01 is targeted for annexation within the next ten years and includes property which is the subject of current negotiations between Town officials and the property owner. It also includes properties located adjacent to the US 301 corridor that are planned for mixed commercial and industrial development. The ordering of subsequent priorities is subject to revision and is dependent on changing market conditions and achievable upper water and sewer capacity limits.

Impacts

Estimates of the potential impacts of the build out of the annexation area (see Table 5-8) takes into account the following:

- Developed properties in the existing county service area and in Sandfield already receive county services and utilize county facilities, including schools. For purposes of estimating impacts, population and dwelling units in these categories were used to calculate municipal administration services only.

- Population estimates were based on an average household size of 2.71 persons per dwelling unit.

- Approximately 123 acres of agriculture land are zoned for commercial use under the county zoning scheme. It was assumed that the town would continue this planned land use.

- There are 25 active sewer and water accounts in Sandfield. There are also 16 vacant lots that have water and sewer allocations.

- Estimated build out of vacant commercial property was based on a floor area ratio (FAR) of 0.10, which is the approximate FAR for the Food Lion site. Water usage and sewer generation was based on a factor of 0.05 gpd per square foot. The Howard Johnson site currently has a FAR of 0.02 and is underutilized. It was assumed that with public water and sewer service this property could be redeveloped to a FAR of 0.10.

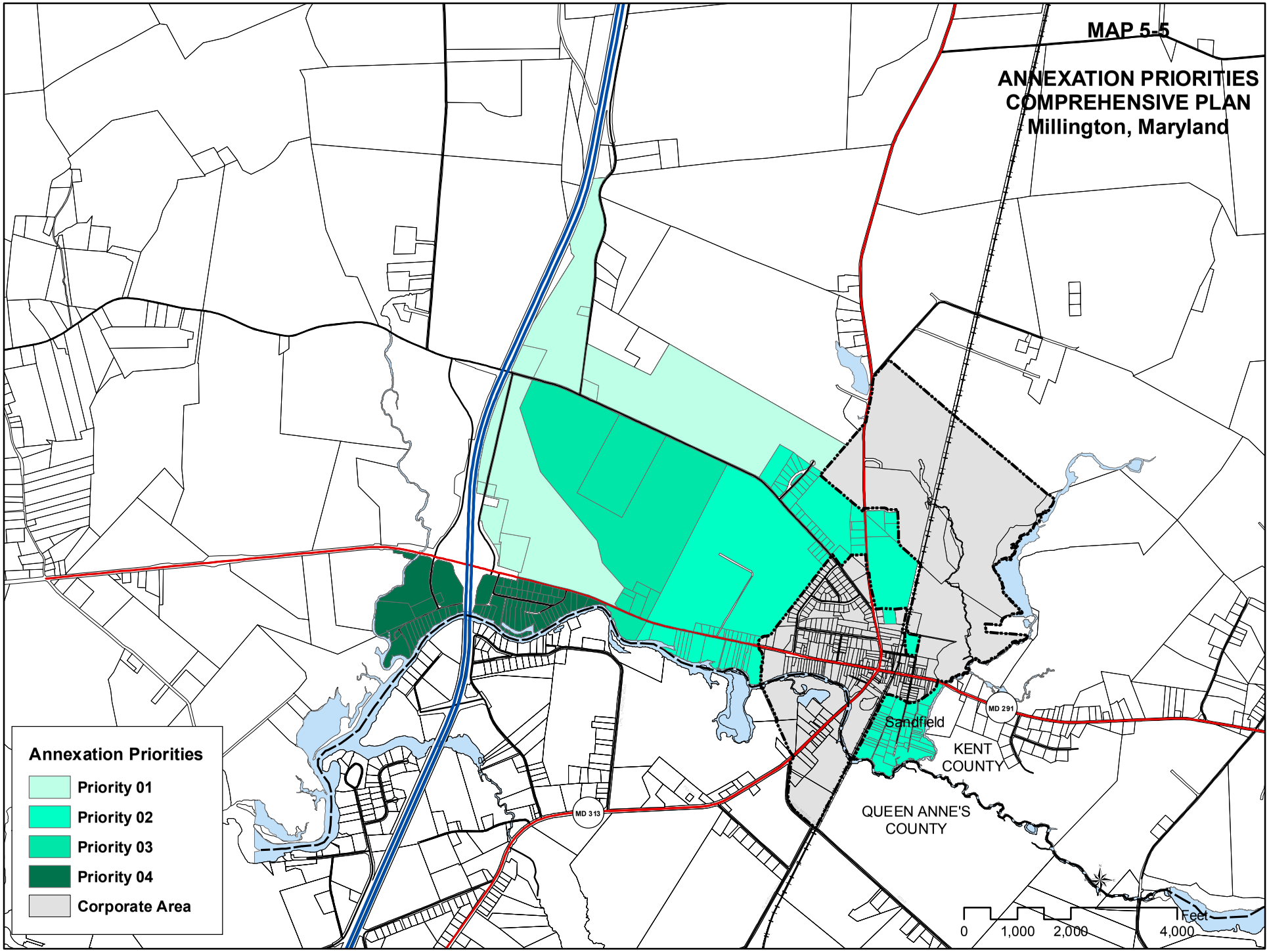

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Table 5-8: Impacts of Build Out of Annexation Area on Selected Public Facilities and Services

Growth Factors		Units
New Dwelling Units	1,434	
Added Population	3,887	
Additional Water and Sewer Demand (GPD)	470,697	Gallons Per Day
- Percent of remaining sewer capacity	567%	
- Percent of remaining water capacity	628%	
SCHOOL (new students)		
- High School	221	Students
- Middle School	153	Students
- Elementary School	308	Students
SCHOOL (additional teachers)		
- High School	17	Teachers
- Middle School	12	Teachers
- Elementary School	24	Teachers
LIBRARY (GFA)	389	Gross Floor Area
POLICE (personnel)	10	Officers
RECREATION LAND (acres)	117	Acres
FIRE & RESCUE		
- Personnel	6	Firemen/EMTs
- Facilities (GFA)	3,110	Gross Floor Area
TOWN ADMINISTRATION		
- Personnel	18	Staff
- Facilities (GFA)	13,606	Gross Floor Area

Source: Peter Johnston & Associates, LLC]

Millington's Annexation Area has the potential for approximately 1,434 dwelling units. The estimated population associated with these units is about 3,887 the majority of which would place additional demand on county facilities and services.

Without considering potential population and household growth elsewhere in the county that would necessitate increased capacity in county facilities and services, this level of growth has substantial implication for provision of public services and facilities affecting both the county and town. These impacts are discussed below.

Public Schools: Student growth as a result of the build out of the annexation area will likely exceed the current capacity of the schools and require significant investment in facilities and staffing.

Library: Library impacts associated with build out of the annexation can be accommodated within the capacity of the existing county library system.

Recreation Land: Based on the State's ratio of 30 acres per every 1,000 people approximately 117 acres of additional recreation land will be needed. Along with the town, Kent County and the State share

responsibility for insuring adequate recreation land and facilities. For its part, the town requires open space set asides for all major residential developments.

Public Safety: Ten police officers and six EMS staff will be required with build out of the annexation area under assumed service levels. It may well be that the town will have to add a municipal police force once its population warrants and these added expenses will be wholly or partially borne by town residents.

Municipal Buildings and Staff: Assuming current service levels are maintained, with full development of the annexation area, 18 additional staff and over 13,600 square feet of administrative office and meeting space will be required to maintain current service levels. These impacts do not take into account the potential need for a municipal police department and assumes the town will continue to contract with Maryland Environmental Services to operate municipal water and sewer facilities.

Water and Sewer: Water and sewer demand associated with the build out of the annexation will exceed the current capacity of the town's facilities and will require substantial investments in the water and wastewater treatment systems (see Table 5-9). Water system upgrades may include new wells, storage tanks, and distribution facilities. Sewer treatment plant upgrades may include a development of additional treatment capacity that includes spray irrigation or rapid infiltration as part of the treatment systems.

Table 5 -9 Estimated Sewer and Water Capacity Demand by Annexation Priority

	Estimated	% Existing Capacity	
Annexation	**Sewer and Water Demand**	**Sewer**	**Water**
Priority 01	195,351	235%	260%
Priority 02	137,032	165%	183%
Priority 03	130,078	157%	173%
Priority 04	8,237	10%	11%
Total	470,697	567%	628%

Source: Peter Johnston & Associates, LLC

Annexation Policies

Town officials are aware that annexations include the potential for adverse fiscal impacts if not carefully consider. 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 *Millington Comprehensive Plan*, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the town. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA). Contractual agreements will address following annexation policies:

1. Proposed annexation areas will be economically self-sufficient and will not result in larger municipal

and county expenditures than anticipated revenues, which would indirectly burden existing town or county residents with the costs of services or facilities to support the area annexed. Impact fees or other offsets may be required.

2. 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.

3. 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 and planned development on the environment of the site and surrounding area.

4. 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 Annexation Plan, the town will first consider appropriate amendments to this comprehensive plan and will follow the procedural requirements for comprehensive plan amendments and annexation established in State law. This will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that county and state agencies are afforded an opportunity to comment on the proceedings.

Inter-jurisdictional Coordination

Policy Implications

Among other considerations, the scope of the town's annexation plan underscores the need for effective inter-jurisdictional coordination between the town and Kent and Queen Anne's Counties and the State of Maryland. Millington's annexation plan has policy implications for state and county planning policies, including county land use and growth management plans, Priority Funding Areas (PFAs) designations, Tier mapping, and master water and sewer facilities plan.

Priority Fund Areas (PFAs)

The intent of the State's "Smart Growth" legislation, as well as other recent changes to Maryland laws affecting PFAs, is to marshal the State's financial resources to support growth in existing communities and limit development in agricultural and other resource conservation areas. The designation of new PFAs in the State of Maryland must meet minimum density, water and sewer service and other criteria outlined in the law.

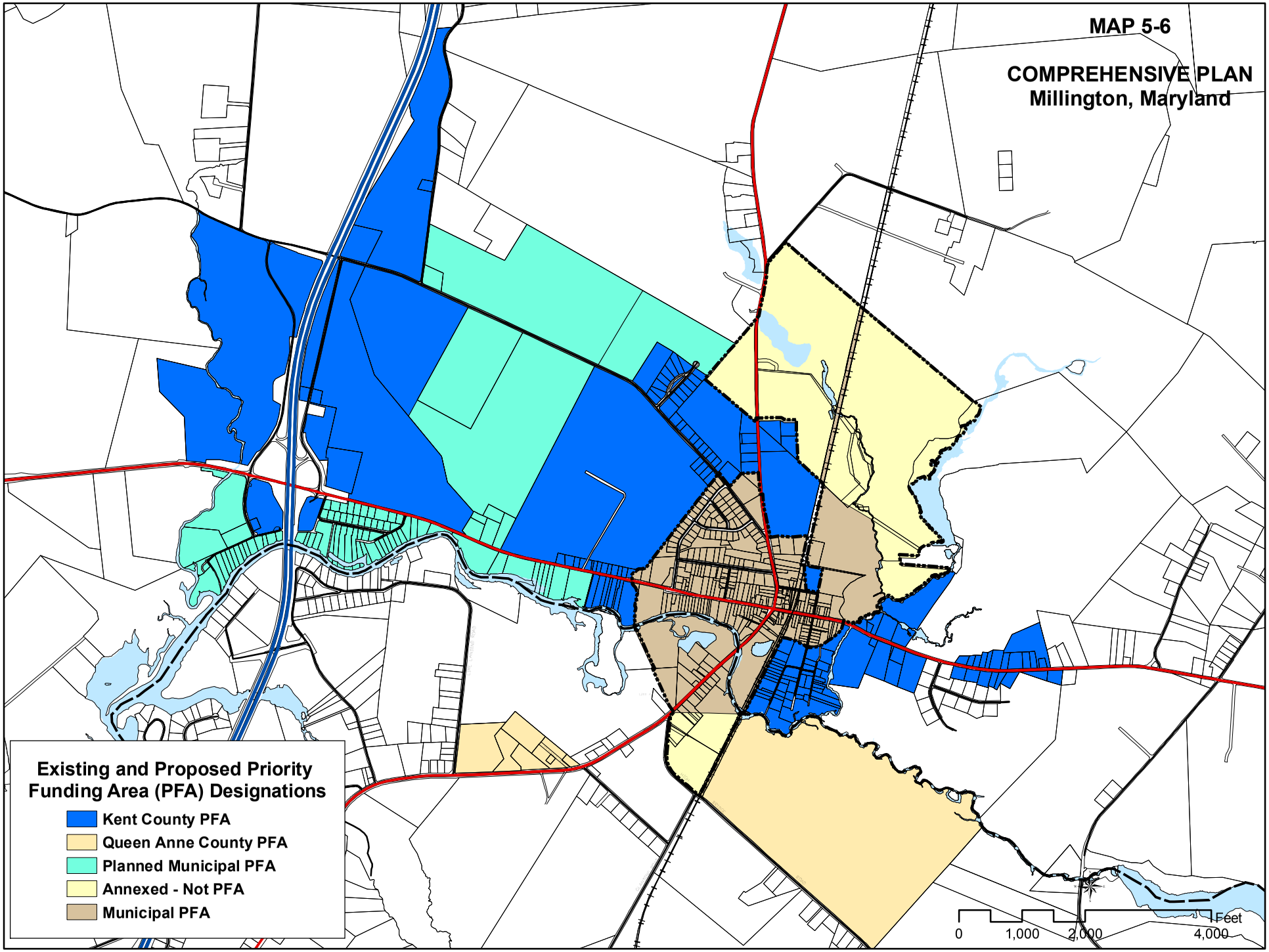
Millington's annexation plan sets up potential conflicts with current state policies concerning PFA "certification". According to the Maryland Department Planning (MDP) county properties annexed into the town that currently have PFA status do not retain such status, and do not automatically become PFAs if annexed. As of October 1, 2006, when lands are annexed, the municipality may locally designate

a PFA and then submit this locally-designated PFA to the Maryland Department of Planning for review. Under the PFA law, a municipality may locally-designate PFAs, if the area; including any former County PFAs, continues to meet the minimum requirements for PFAs and the analysis of the capacity of land area available for development and infill at densities consistent with comprehensive plan.[18] At such time as the town's annexation plan is implemented Millington officials expect PFA designations as shown on Map 5-5.

TIER Map

Millington's annexation plan modifies the town's policies concerning the tier designations under the Sustainable Growth & Agricultural Preservation Act of 2012. Map 5-6 depicts what the town believes are the appropriate tier classifications for the corporate area and the planned annexation area. Areas shown as Tier 1 in the county are currently served by public water and sewer and thereby meet the definition of a Tier 1 area. Tier 2 areas include land within the town and the town's annexation area planned for public water and sewer service.

[18] Information and procedures for revising and updating PFA's can be found at: http://planning.maryland.gov/PDF/OurProducts/Publications/OtherPublications/PFA_Update_Revise_09.pdf



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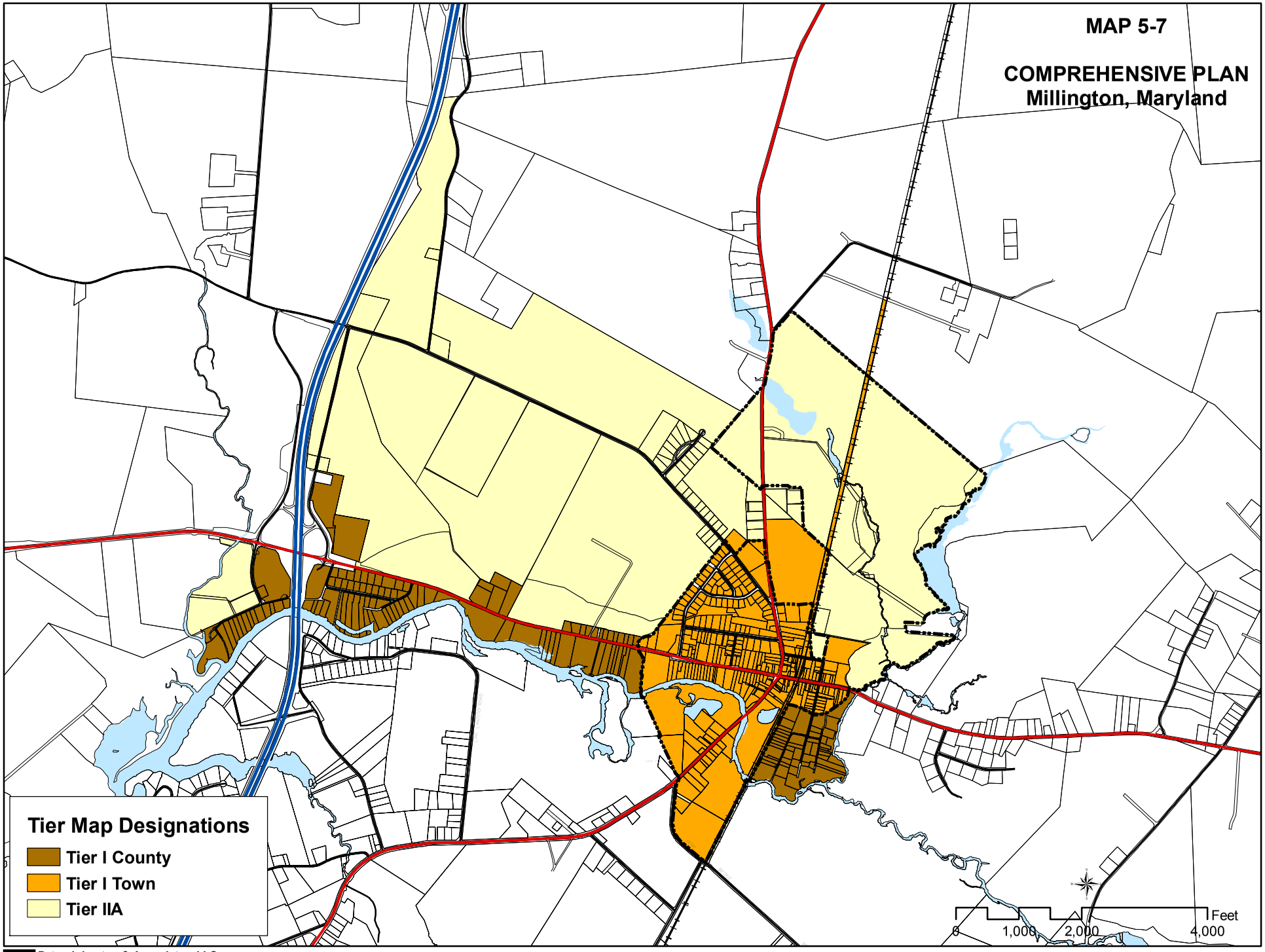

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Service Areas - Master Water and Sewer Plan

Insuring that the county's Comprehensive Water and Sewer Plan accurately documents the town's priorities for expansion of water and sewer service is an important inter-jurisdictional issue. Water and sewer service areas as shown in the Kent County Comprehensive Water and Sewer Plan represent programmed priorities for service expansion. Proposed improvements must appear in the appropriate service area category in this plan before MDE will consider issuing a construction permit. Table 5-10 summarizes the delineation criteria required by state law[19]. Proposed Water and Sewer Service Areas are proposed categories and not approved categories. Further, sewer and water improvements are not yet programmed in the Kent or Queen Anne's County's master water and sewer Plans.

Kent County Comprehensive Water and Sewer Plan, updated in 2012, should be amended to incorporate the town's priorities for water and sewer service expansion consistent with COMAR. The town's priorities for water and sewer expansion are shown in Map 5-7.

Table 5-10: Service Area Categories Water and Sewer Plan

Delineation	Description
W-1 and S-1	Areas served by community and multi-use water and sewerage systems that 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 that 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

Coordination

It is apparent from the preceding discussions of potential growth-related impacts associated with Millington's annexation plan that there is a critical need for the town and counties to coordinate their respective policies. Future growth will depend on sound strategies to address increased demand for public facilities and services and related fiscal implications. The 2014 *Millington Comprehensive Plan* underscores the need for effective coordination with Kent and Queen Anne's Counties and the State of Maryland. From Millington's perspective, substantive policy issues to be resolved include:

- Recognition of the town's annexation plans in the Kent County Comprehensive Plan;

[19] COMAR 26.03.01.04

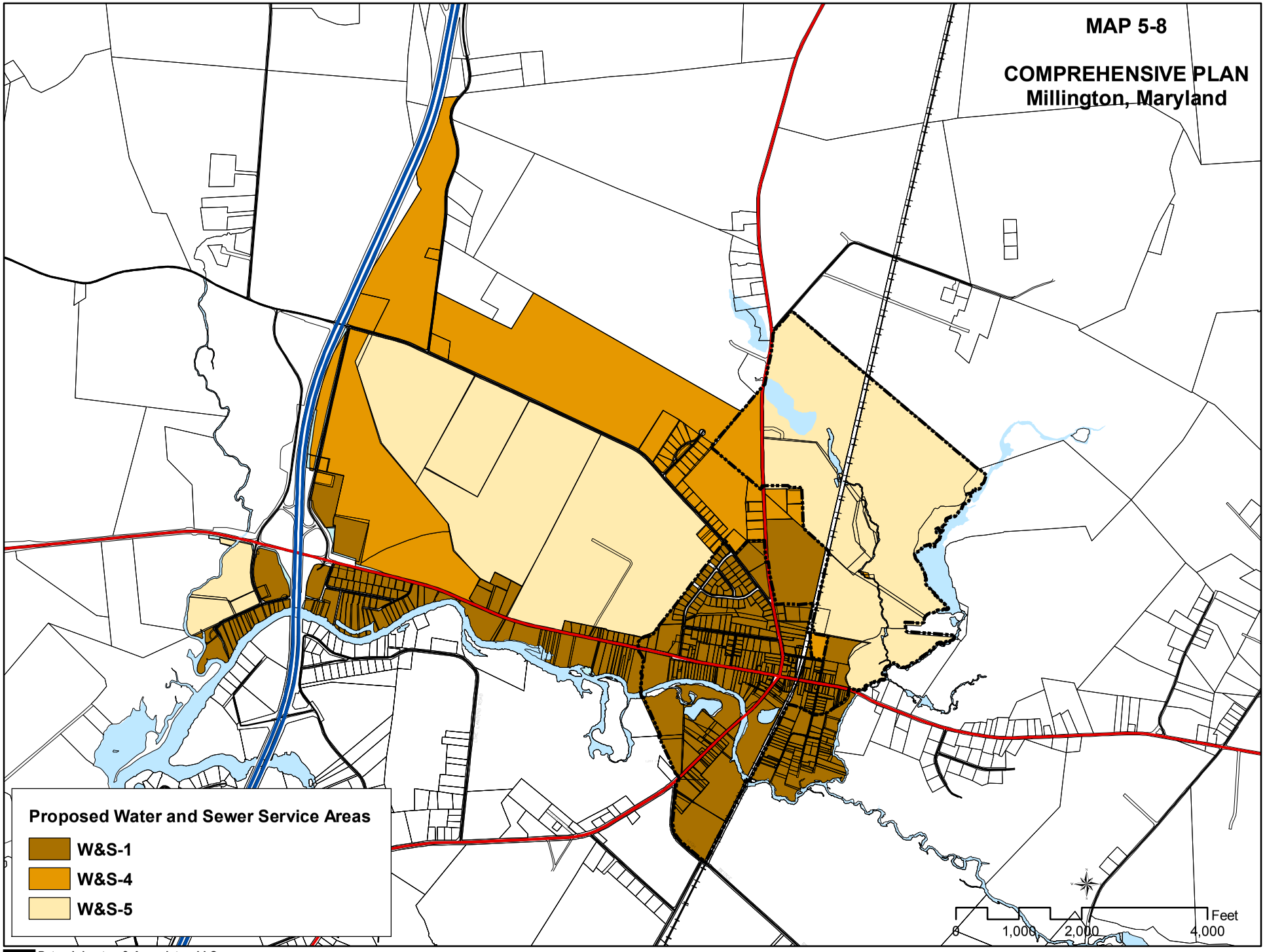
- Appropriate and supportive Priority Funding Areas (PFAs) designation;

- Coordinated Tier maps required by the Sustainable Growth & Agricultural Preservation Act of 2012; and

- Inclusion of the town's planned water and sewer service areas in the county Comprehensive Water and Sewer Plan.

The planning requirements from Maryland House Bill 1141 direct the town and county Planning Commissions to meet and discuss the town's municipal growth element as well the comprehensive plan prior to adoption. At a minimum, an agenda for such a joint county/town meeting should include how best to achieve coordinated policies concerning land use and growth management, PFA and Tier designations and water and sewer planning for areas included in the town's annexation plan.

Because water quality and quantity issues cannot be addressed by the town alone, coordination with county and state programs is important. Going forward, effective management of non-point 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. Inter-jurisdictional coordination should include cooperative watershed planning initiatives including discussions of failing septic system areas in the county that can be addressed through annexation and connection to the town's water and sewer systems.



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CHAPTER 6 – RESOURCE CONSERVATION

Background

Managing growth and development in Millington must be balanced with consideration for the natural resources an essential component of the Town's quality of life. Millington's historic identity and present day charm are intertwined with its natural setting and its roots as a rural waterfront community. Conservation and the protection of key natural resources and sensitive areas will be crucial to preserving the character of Millington.

The Town is situated on the banks of the Chester River, a tributary of the Chesapeake Bay. Throughout the Town there are areas that are susceptible to environmental degradation due to the presence or proximity of sensitive natural features such as the Chesapeake Bay Critical Area, floodplain, wetlands, as well as sensitive wild plant and animal species and their habitats.

Topographic Features

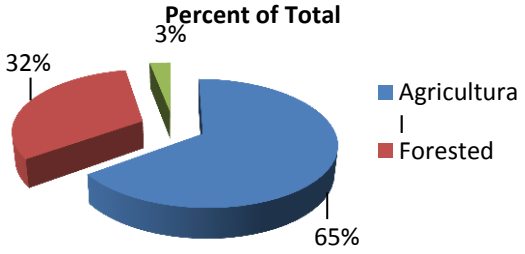
Millington is located in the Atlantic Coastal Plain, which is characterized by comparatively low-lying topography with relief seldom exceeding eighty feet above sea level. The countryside around the Town is a broad, gently rolling plain, broken only by the small streams and lakes which feed the Chester River. The Town occupies a relatively flat cleared site along the river. Most of the land in the planning area has been cleared for agricultural uses. Primary drainage patterns are shown in the illustration to the right. Darker shading denotes lowest elevations while white denotes higher elevations.

Watershed

Millington is situated within the Upper Chester River Watershed, within the following sub watersheds: the Little Mill Pond Tributary (01) and (02) an unnamed Millington Tributary (02) (see Map 7-1). The Upper Chester River Watershed is approximately 113,485 acres and is located in Kent and Queen Anne's Counties, Maryland; its headwaters are in the State of Delaware. The watershed's northern region, which includes Millington, consists of uninhabited forests and wetlands some of which are part of the Millington Wildlife Management Area. The watershed lies within the larger Upper Eastern Shore Tributary Basin.

Approximately 65% (56,176 acres) of the land in the watershed is categorized as agricultural land, 31% (26,958 acres) of land is forested, and 3% (2,932 acres) is designated as urban. The towns of Barclay, Millington, and Sudlersville are all located within the watershed. Of the 138 watersheds in Maryland, the Upper Chester is among those with the least impervious surface, the lowest

FIGURE 6-1: Land Use in Watershed
Percent of Total



population density, the most wetland loss, and the highest soil erodibility.[20]

In its 2005 study of the Upper Chester River Watershed, the Maryland Department of Natural Resources (DNR) reported the average percent of impervious surface in sub watersheds of the Upper Chester River Watershed is less than 2 percent, which suggest that significant impacts on habitat and water quality are limited to local areas rather than watershed-wide.[21]

For a detailed discussion of the Upper Chester River Watershed, including water quality total maximum daily loads (TMDLs) and watershed restoration strategies, refer to Chapter 7: Water Resources Element of this Plan.

Sensitive Areas

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

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

In addition, during the 2006 legislative session, the Maryland General Assembly passed Maryland House Bill 1141 (HB 1141), which included expanding sensitive areas elements of comprehensive plans to include wetlands as well as agricultural and forest resource protection.

Sensitive areas make up a significant portion of the Town. Millington's sensitive areas and their total acreage are illustrated on Map 6-1: Sensitive Areas and listed in Table 6-1.

Table 6-1: Town of Millington Sensitive Areas

Sensitive Area	Acreage	Percentage of Town
Floodplain	214	47%
DNR Wetlands	69	15%
NWI Wetlands	76	17%
Forest Interior Habitat (FIDS)	16	4%
High Quality FIDS	10	2%

[20] *Upper Chester River Watershed Restoration Action Strategies*, June 2006
[21] Ibid

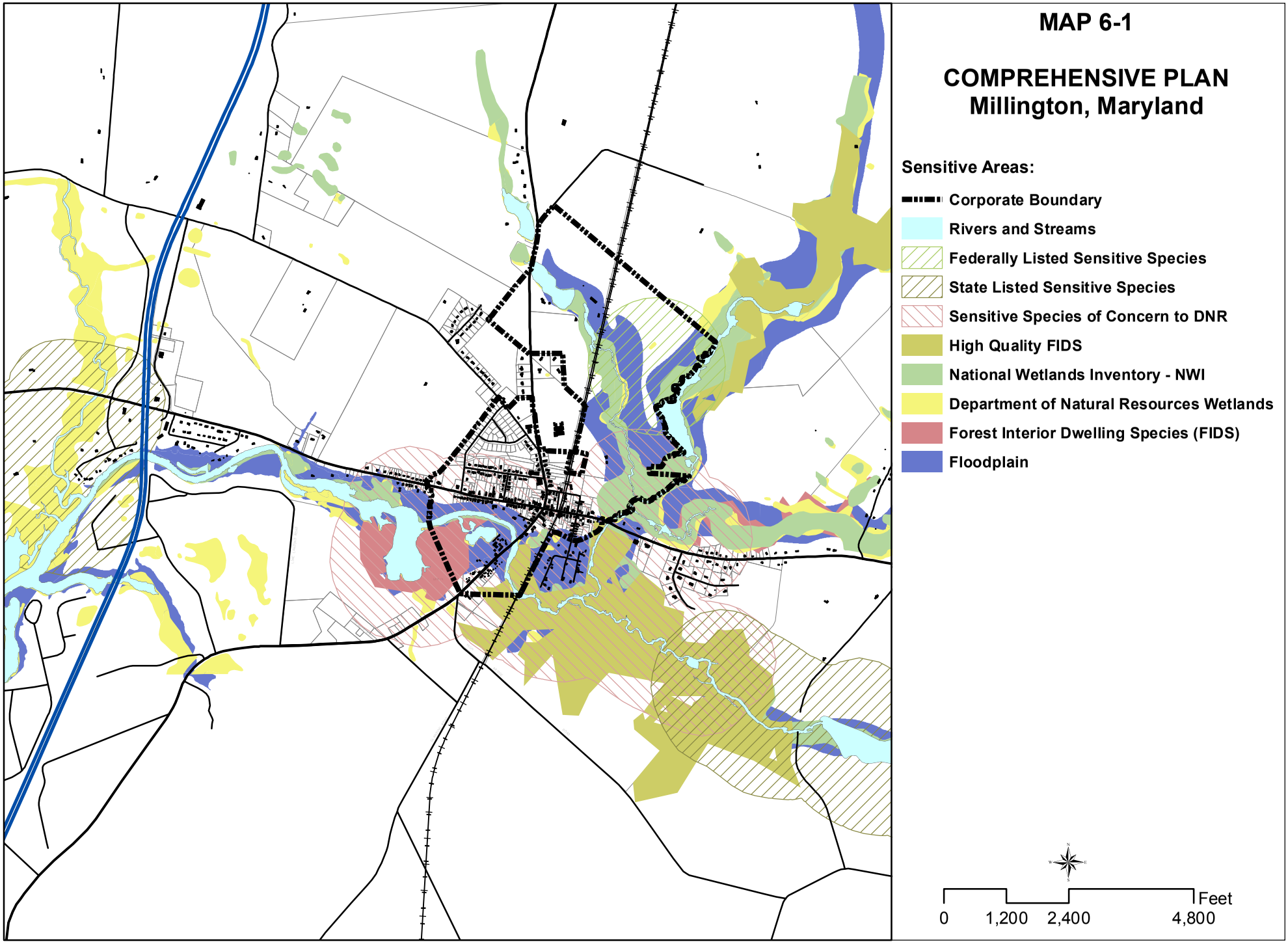
Sensitive Species Habitats (SSPRA)	284	62%
Critical Area	114	25%

Source: MD Department of Natural Resources, FEMA, U.S. Fish and Wildlife Service

Streams & Stream Buffers

Millington's prosperity is due in large part to the many streams that flow into the Chester River. Millington has the distinction of being located at the headwaters of the Chester River, which begins near the southeastern edge of the Town at the confluence of two streams: 1) the Cypress and 2) Andover Branches. Rivers in the 18th and 19th centuries were key transportation routes for goods and people, and Millington's position at the head of a major river was a significant benefit to the merchants and residents of the Town. Power provided by streams also helped fuel the success of the milling industry, which was linked to the Town's earliest growth and prosperity.[22]

[22] Millington Comprehensive Plan 2007



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Streams located in and around Millington are illustrated on the Sensitive Areas Map. They are home to various species of animals and plants. They also transport valuable nutrients, minerals, and vitamins to the Chester River and its tributaries and, in turn, the Chesapeake Bay. The streams around Millington also support recreational fishing and serve as spawning areas for commercial fish stock. In a "Stream Condition Survey" of the Upper Chester River Watershed conducted by the DNR as part of the *Upper Chester River Watershed Restoration Action Strategy* in 2007, the most common environmental concern reported was inadequate stream buffers.

Stream buffers are areas along the lengths of stream banks established to protect streams from man-made disturbances. Buffers are a "best management technique" that reduces sediment, nitrogen, phosphorus, and other runoff pollutants by acting as a filter, thus minimizing damage to streams. Stream buffers also improve habitat for fish and other stream life and provide habitat for wetland and upland plants. A wide variety of animals use the natural vegetation alongside streams as corridors for food and cover. These corridors are particularly important in areas where development has fragmented forests; a natural buffer system provides connections between remaining patches of forest that support wildlife movement.

Development and agricultural activity that consumes streamside forests and natural vegetation diminishes water quality in streams. The combined loss of open space and natural growth reduces the ability of remaining land along streams to buffer the effects of greater stormwater runoff, sedimentation, and higher levels of nutrient pollution.

The effectiveness of buffers to protect stream water quality depends on their width, which should take into account such factors as contiguous or nearby slopes, soil erodibility, and adjacent wetlands or floodplains as well as the type of vegetation within the buffer (some plants are more effective at nutrient uptake than others), and the maintenance of the buffer.

Millington has established development standards to protect streams and stream buffers in its Chesapeake Bay Critical Area Overlay District. These standards require retention or creation of natural buffers along all perennial and intermittent streams. The minimum perennial stream buffers must be expanded to include contiguous one-hundred-year floodplain and nontidal wetlands, hydric soils, highly erodible soils and soils on slopes greater than 15 percent to a maximum distance of 300 feet.

Millington's objectives for streams and stream buffers include protection and restoration of intact buffers and where necessary, enhancement of stream buffers to improve water quality. These objectives are discussed within the context of the Conservation Planning Area, in the Future Land Use section of the Land Use element of this Plan.

Public Drainage Systems

The Millington Public Tax Drainage Ditch (PDA) is located in the north part of the Town and runs southwest from the railroad track, under Sassafras Street, to the stream located behind Robvanary Park, into which it flows. It provides drainage and flood control for the properties of one quarter of the Town's total population. The ditch system is approximately 3,433 feet in length. Flows from the ditch have the potential to significantly impact water quality in the Chester River.

The Millington PDA was established in 1973 to maintain the ditch. The Association is regulated by Article 25 of the Maryland Drainage Law and meets on an annual basis to elect managers, review tax income and maintenance liability, review plan activity from the previous year, determine plan activity for the upcoming year, and prepare an Operation and Maintenance Plan for the upcoming year. The ditch is inspected annually and after severe storm events. Maintenance and enforcement needs are determined by the elected managers of the PDA in conjunction with Kent Soil Conservation Service, Maryland Department of Agriculture and Department of Natural Resources.

The Operation and Maintenance Plan for the ditch notes that the extent of maintenance and repairs to the ditch are limited by the amount of tax monies collected annually by the Association. Inspection reports are used to schedule required maintenance; however the 2007 Plan notes that scheduled maintenance and repairs in the past may have been delayed due to circumstances beyond the control of the Association.

Maintenance includes the removal of debris, sediment deposits, sand bars, and undesired woody or vegetative growth. Undesirable woody growth is controlled by mowing ditch banks and berms. New sediment traps are installed after extensive cleanouts. The PDA maintains a minimum 10-foot filter strip on both sides of the ditch's main channel and lateral channels (access areas). Property owners along the ditch are responsible for keeping the ditch and drainage to the ditch from being obstructed. If obstruction occurs property owners are charged with a misdemeanor and fined.

In 2000, the Maryland Public Drainage Taskforce, in its report to the Chesapeake Bay Cabinet, issued recommendations for public drainage systems as they pertain to development and watershed planning. The recommendations made in the 2000 report include developing site-specific plans to slow the rate of water flow and improve habitat and the application of best management practices (BMPs) that incorporate the best achievable methods to reduce nutrient export and increase habitat quality. Recommendations also include the development of regulatory policies that direct the burden of costs required for altering public drainage (e.g., structural and non-structural stormwater features located up-stream or downstream of development) to the developers of property to be drained.[23]

[23] *Moving Water,* A Report to the Chesapeake Bay Cabinet by the Public Drainage Task Force, Washington College and the Institute for Governmental Service at University of Maryland College Park, October 2000.

Tidal and Nontidal Wetlands and Wetland Buffers

Public and private (tidal) wetlands are important natural areas protected by State law (Title 9, Sections 9-101/9-301 of the Natural Resources Volume, Maryland Annotated Code) which sets forth strict licensing procedures for any alteration of wetlands. They are also within the protective jurisdiction of the federal government through the U.S. Army Corps of Engineers.

Millington is located near the tidal/non-tidal boundary of the Upper Chester River Watershed although non-tidal wetlands are predominant. A small system of Riverine (tidal) wetlands lies along the Chester River in the Queen Anne's County portion of the Town. A more extensive system of Palustrine wetlands can be found within and surrounding the Town, most notably in the south eastern end of the Town on the east side of Sassafras Avenue near Hazel Lane, and in the newly annexed portion of the Town, to the north. Palustrine system wetlands are shallow, non-tidal wetlands dominated by trees, shrubs, plants and undergrowth. Palustrine wetlands that border tidal wetlands (as they do in the areas of the Town along the Chester River) are considered to be of moderate to high significance for serving to temporarily hold coastal surge flood waters and to temporarily store water during storm events.

In its characterization of the Upper Chester River Watershed in 2005, the Maryland Department of Natural Resources (DNR) describe a large oxbow (abandoned stream channel or lakebed that is crescent-shaped) with "extensive tidal wetlands" that appeared to be forming west of Millington, possibly the site of the old Little Mill Pond. DNR also noted that parts of Millington near the headwaters of the Chester River have a history of flooding during high tides, as does the nearby railroad bridge and its embankment. Flooding, and its damaging impacts, is the result of high tides backing up the water flowing downstream from the headwaters and non-tidal tributaries of the Chester River. [24]

DNR has reviewed wetland protection opportunities in the Upper Chester River Watershed and identified opportunities for protection in the Millington area, including the oxbow wetlands mentioned above and forested floodplain and wetland corridors around the Town.[25] The Town follows DNR and the Maryland Department of the Environment (MDE) policies and permit procedures governing activities that may affect tidal and non-tidal wetlands.

A twenty-five-foot setback from all non-tidal wetlands is required for all development around the extent of the delineated non-tidal wetland except as may be permitted by the U.S. Army Corp of Engineers and the State of Maryland, Department of Natural Resources, Non-tidal Wetland Division.

[24] "*Characterization of the Upper Chester River Watershed in Kent County and Queen Anne's County*", Maryland Department of Natural Resources Watershed Services In Partnership With Queen Anne's County and Kent County, March 2005
[25] Ibid

Floodplain

Flood and flood-related losses are created by inappropriately located structures, which are inadequately elevated or otherwise unprotected and vulnerable to floods. Flood losses also can be created by development, which can increase flood damage to other lands when natural landscape patterns are altered as the result of on-site grading. While protection of life and property provided the initial basis for protection of floodplains, there has been a growing recognition in recent years that limiting disturbances within floodplains can serve a variety of additional functions with important public purposes and benefits.

Floodplains moderate and store floodwaters, absorb wave energies, and reduce erosion and sedimentation. Wetlands found within floodplains, as is the case in Millington, help maintain water quality, recharge groundwater supplies, protect fisheries, and provide habitat and natural corridors for wildlife. All these functions are best served if floodplains are kept in their natural state. Wherever possible, the natural characteristics of floodplains and their associated wetlands and water bodies should be preserved and enhanced.

Areas in Millington that are situated within the 100-year floodplain and therefore subject to periodic flooding include properties located along the Town's waterfront on the north side of the Chester River and a large section of the newly annexed northern portion of Town, west of Big Mill Pond (see Sensitive Areas Map). MDE notes sites in and near Millington, including railroad bridges and their embankments, with low elevations that are prone to flooding. MDE recommends additional efforts be made to reduce flood waters to protect structures in the Town in addition to nearby railroad bridges and embankments

Millington adopted a "Floodplain Ordinance" in 1992 to require appropriate construction practices within the floodplain. This protection is achieved through the review of all new development, new construction, and substantial improvements to existing structures in all floodplain zones and by the issuance of permits for those activities that comply with the objectives of the Floodplain Ordinance. Millington's Floodplain Ordinance states that "The purposes of this Ordinance are to protect human life and health, minimize property damage, encourage appropriate construction practices to minimize future damage, protect individuals from unwittingly buying land subject to flood hazards, and to protect water supply, sanitary sewage disposal, and natural drainage. The prevention of unwise development in areas subject to flooding will reduce financial burdens to the community and the State, and will prevent future displacement and suffering of its residents. This protection is achieved through the review of all activities proposed within identified floodplains and by the issuance of permits for those activities that comply with the objectives of this Ordinance.

The Ordinance requires development and new construction in the floodplain to meet certain flood protection measures including construction of the lowest floor one foot or above the base flood elevation and utilization of certified flood-proof construction techniques. Construction in the floodplain is prohibited unless an applicant can prove hardship (other than economic). Improvements that are not substantial are required to be constructed to minimize damage during flooding or be elevated to the greatest extent possible. Proposed floodplain subdivisions must submit plans for maintenance of forest

cover, flood protection setbacks, re-vegetation, accommodation of stormwater runoff, and prevention of erosion.

The Millington Zoning Ordinance also establishes a Floodway Zone for all areas in the town subject to flooding during a 100-year flooding event. Within this zone no modification, alteration, repair or new construction of buildings, structures or fill (or any combination of them) is allowed that would impair its ability to carry and discharge floodwaters or increase the water surface elevation of the 100-year flood by more than one foot.

In addition to floodplain regulations, the town recently completed (in cooperation with Kent County) a "Hazard Mitigation Plan" that identifies strategies to reduce damage caused by flooding. It covers such actions as fuel tank anchoring, elevation of structures, structural retrofits, prevention methods, and public education. As part of this project, the town agrees to work with future developers to mitigate flood hazards through planning practices that emphasize economic, social, and environmental sustainability.

Sensitive Species & Habitats

Sensitive Species Project Review Areas

DNR's Wildlife and Heritage Division has identified Sensitive Species Project Review Areas (SSPRAs) in all Maryland jurisdictions. These areas are delineated to indicate potential threats from environmental impacts due to the proximity of certain sensitive species habitat. DNR designates these areas to provide local governments with information for assessing environmental impacts and reviewing potential development projects or land use changes within these areas.

DNR lists three SSPRAs totaling 1,900 acres in and around Millington. To the east of Town is a 313-acre area SSPRA that contains State-listed sensitive species. In the Town's newly annexed northern portion, on the west side of Big Mill Pond, is an SSPRA containing federally-listed sensitive species. The southern half of town lies within a 768-acre tract of SSPRA that contains sensitive species not State or federally listed but are of concern to the DNR.

In its characterization of the Upper Chester River Watershed, DNR notes spawning of anadromous fish including white perch, yellow perch and herring documented along the Chester River main stem to about one mile upstream of Millington.[26]

Forest Interior Dwelling Species (FIDS)

Healthy forests are crucial to soil, air and water quality. In addition to the functions they perform for humans, such as filtering the air, providing shade to cool streams, and holding soil in place, they also provide habitat to species that rely on the interior of forests to survive and reproduce.

[26] Ibid

DNR identifies potential Forest Interior Dwelling Species (FIDS) habitat areas for all jurisdictions in Maryland. A potential FIDS habitat is defined as a forest tract that is either greater than 50 acres with at least 10 acres of forest interior habitat (forest greater than 300 feet from the nearest forest edge), or riparian forests that are at least 300 feet in total width and greater than 50 acres in total forest area (the stream must be perennial).

Large blocks of high quality forest interior habitat tend to be along tributary stream corridors or in headwater areas for those streams. High quality FIDS habitat is defined as a predominantly mature hardwood or mixed hardwood-pine forest tract at least 100 acres in size, of which forest interior habitat comprises at least 25% of the total forest area. High quality FIDS habitats must contain one or more: a) highly area-sensitive species, b) riparian forest at least 600 feet in width, c) mature river terrace, ravine, or cove hardwoods, located at least 300 feet from the nearest forest edge, d) at least 5 contiguous acres of old growth forest located at least 300 feet from the nearest forest edge, or e) contiguous forest acreage of greater than 500 acres. A FIDS habitat with high quality contiguous interior forest greater than 500 acres is designated as Class 1. Class 2 FIDS is habitat with high quality contiguous interior forest less than 500 acres.

The forests in and around Millington contain habitat areas for FIDS. Within the Town there are 113 acres of FIDS habitat. A 301-acre tract of Class 2 high quality FIDS habitat extends southeast along both sides of the Chester River from the end of Sassafras Street to the Peacock Corner Road. There are 61 acres of Class 3 FIDS located just south of the far southwestern end of Millington, in Queen Anne's County. A 51-acre tract of Class 3 FIDS runs along the north side of Route 291 between Pippin Marsh and Peacock Corner. Both these tracks follow small tributaries.

The majority of land containing forest interior habitat in the Upper Chester River Watershed is vulnerable to conversion to other land uses. DNR's Millington Wildlife Management Area (WMA) encompasses some large areas of high quality forest interior habitat.

Forests & Green Infrastructure

<u>Forests</u>

The protection of forests and woodlands is considered to be an essential element to attaining the goals set forth in the Town's Critical Area Program. The State criteria refer to two types of woodland areas: (1) forests, which are defined as "biological communities dominated by trees and other woody plants covering a land area of 1 or more acres;" and (2) developed woodlands, which are defined as "those areas of 1 acre or more in size which predominately contain trees and natural vegetation and which also include residential, commercial, or industrial structures and uses." In addition to the areas described above the Town places equal importance on urban vegetation found in patches of less than one acre. Even though Millington is predominately developed, there are opportunities for the preservation and enhancement of wooded areas throughout the Town.

Woodland areas provide an array of benefits to the environment. Among them are the protection of water quality, including sediment and erosion control, stream bank stabilization, absorption of stormwater runoff, and reduction of nutrients and pollutants entering local waterbodies.

Forests and woodlands also provide a wide range of habitats used for protection and nesting, as well as a variety of food sources for many animals and aquatic ecosystems. Woodlands protect the aquatic ecosystem from harmful temperature fluctuations by decreasing the amount of light which reaches the water's surface. The ability of woodlands to decrease the amounts of sediments reaching surface water, and the amount of erosion of banks, shorelines and other areas also helps preserve the quality of aquatic habitats.

Forests also play a significant role in helping to reduce the levels of carbon dioxide (also known as a "greenhouse gas") in the atmosphere. As trees grow, they absorb carbon dioxide from the air and replace it with oxygen. The carbon is stored in tree trunks, branches and leaves. While young, actively-growing re-growth forests take in the largest amounts of carbon dioxide from the air, older and mature forests are an important storehouse of carbon, too.

In 1991, the State of Maryland enacted the *Forest Conservation Act* 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 law's intent is to maximize the benefits of forests and slow the loss of forest land, while allowing development to take place.

Millington adopted its own Forest Conservation Ordinance in August, 2006. It requires anyone making applications for subdivision, grading permit, or sediment control plan for a tract of 20,000 square feet or more to include a forest stand delineation and forest conservation plan for the lot or parcel on which the development is located (unless the activity is exempted). It also establishes forest conservation thresholds for all land use categories. Priority planting areas include buffers for streams, corridors to connect existing forests, buffers between differing land uses and expansion of existing forests. The use of native plant materials is encouraged but not required.

In addition, any parcel 10,000 square feet or larger in size must provide for reforestation (unless otherwise exempt). Forest conservation thresholds are listed in Table 6-2.

Table 6-2: Forest Conservation Threshold Requirements

Category of Use	10,000+ sq. ft. Lot	20,000+ sq. ft. Lot
Agricultural and Resource Areas	50%	20%
Low Density Residential Areas	25%	15%
Medium Density Residential Areas	25%	20%
High Density Residential Areas	20%	20%

Institutional Development Areas	20%	15%
Commercial and industrial use area	15%	15%

Source: Millington Forest Conservation Ordinance, 2006

A forest retention credit is offered to property owners as an added incentive to retain forest cover. Each acre of forest retained above the threshold is credited against the total number of acres required for mitigation plantings. A break-even point exists, where clearing up to that point will not require mitigation.

Maintaining flexibility in design is the primary goal of Millington's Forest Conservation regulations. The ordinance establishes a logical, preferred sequence from retention to restoration to replacement when disturbance of forest lands is unavoidable:

1. Selective clearing and supplemental planting;
2. On-site afforestation or reforestation;
3. Landscaping with an approved plan;
4. Off-site afforestation or reforestation; and
5. Natural regeneration on or off-site.

Within a development site, forested stream buffers must be established or expanded to a width of at least 50 feet, and forested corridors must be established or expanded to at least 300 feet to facilitate wildlife movement. Forest buffers adjacent to critical habitats must also be established or enhanced. Forest buffers are also required adjacent to differing land uses and to highways or utility rights of way. To increase the overall area of contiguous forest, the Town also requires that forested areas be established adjacent to existing forests (two tracts are considered noncontiguous if they are separated by at least 30 feet of non-forested habitat, such as a road, cropland, etc.).

Millington's objectives for forest conservation within the Town are to maintain existing forest cover and to adopt a "no net loss" policy for forest land. These objectives are discussed within the context of the Conservation Planning Area (see Chapter 1: Land Use).

Tree Plan Ordinance

In March, 1990 the Town adopted a "Tree Plan Ordinance" that increases the stock of trees through tree planting programs. The Ordinance was created to encourage the planting of trees by both private citizens and public organizations. The ordinance sets high standards of maintenance and replacement of trees and increases efforts to diversify the variety of new trees planted in the Town. The Ordinance also mandates the preservation of natural forests within the Town boundaries, and requires that a maximum (or optimum) number of trees be retained or replaced when commercial or residential property is improved, developed, or redeveloped.

Green Infrastructure

The Maryland 2000 *Green Infrastructure Assessment* (GIA) identifies green infrastructure as a network of waterways, wetlands, woodlands, wildlife habitats and other natural areas of State and countywide significance that supports native species, maintains natural ecological processes, sustains air and water resources, and contributes to health and quality of life. As an interconnected system, green infrastructure provides greater environmental viability, value, and function than the sum of the individual resources.

The GIA identified two types of important resource lands as "hubs" and "corridors" (see Map 6-2: Green Infrastructure). Hubs are typically large contiguous areas, separated by major roads and/or human land uses, that contain one or more of the following:

- Large blocks of contiguous interior forest containing at least 250 acres plus a transition zone of 300 feet;
- Large wetland complexes, with at least 250 acres of unmodified wetlands;
- Important animal and plant habitats of at least 100 acres, including rare, threatened, and endangered species locations, unique ecological communities, and migratory bird habitats;
- Relatively pristine stream and river segments (which, with adjacent forests and wetlands, are at least 100 acres) that support trout, mussels, and other sensitive aquatic organisms;
- Existing protected natural resource lands which contain one or more of the above features (e.g., state parks and forests, National Wildlife Refuges, etc.).

Corridors are linear features connecting hubs together to help animals and plant species to move between hubs. Generally speaking, corridors connect hubs of similar type (hubs containing forests are connected to one another; while those consisting primarily of wetlands are connected to others containing wetlands). Corridors generally follow the best ecological or "most natural" routes between hubs. Typically these are streams with wide riparian buffers and healthy fish communities. Other good wildlife corridors include ridge lines or forested valleys. Developed areas, major roads, and other unsuitable features are not suitable corridors.

There are 192 acres of green infrastructure hub in Millington; they are part of a hub that starts in the Town and extends northeast into Delaware, covering 19,000 acres. In the southeast section of Town are 17 acres of another hub that extends south and east into Queen Anne's County and covers about 8,000 acres.

When extensive forests are fragmented by development, the habitats of forest birds and other wildlife species are threatened. Therefore, it is important to consider the location of development, particularly if it threatens important green infrastructure. Forests also play a significant role in helping to reduce the levels of carbon dioxide in the atmosphere. As trees grow, they absorb carbon dioxide from the air and replace it with oxygen. The carbon is stored in tree trunks, branches and leaves. While young, actively-growing re-growth forests take in the largest amounts of carbon dioxide from the air, older and mature forests are an important storehouse of carbon, too.

In its 2006 Comprehensive Plan, Kent County recommends a strategy of coordination of natural resource conservation, green infrastructure, and sensitive area policies with its incorporated towns.[27] Millington's objectives for green infrastructure include protection and restoration of contiguous and interior forests and forest habitat. These objectives are discussed within the context of the Conservation Planning Area (see Chapter 1: Land Use).

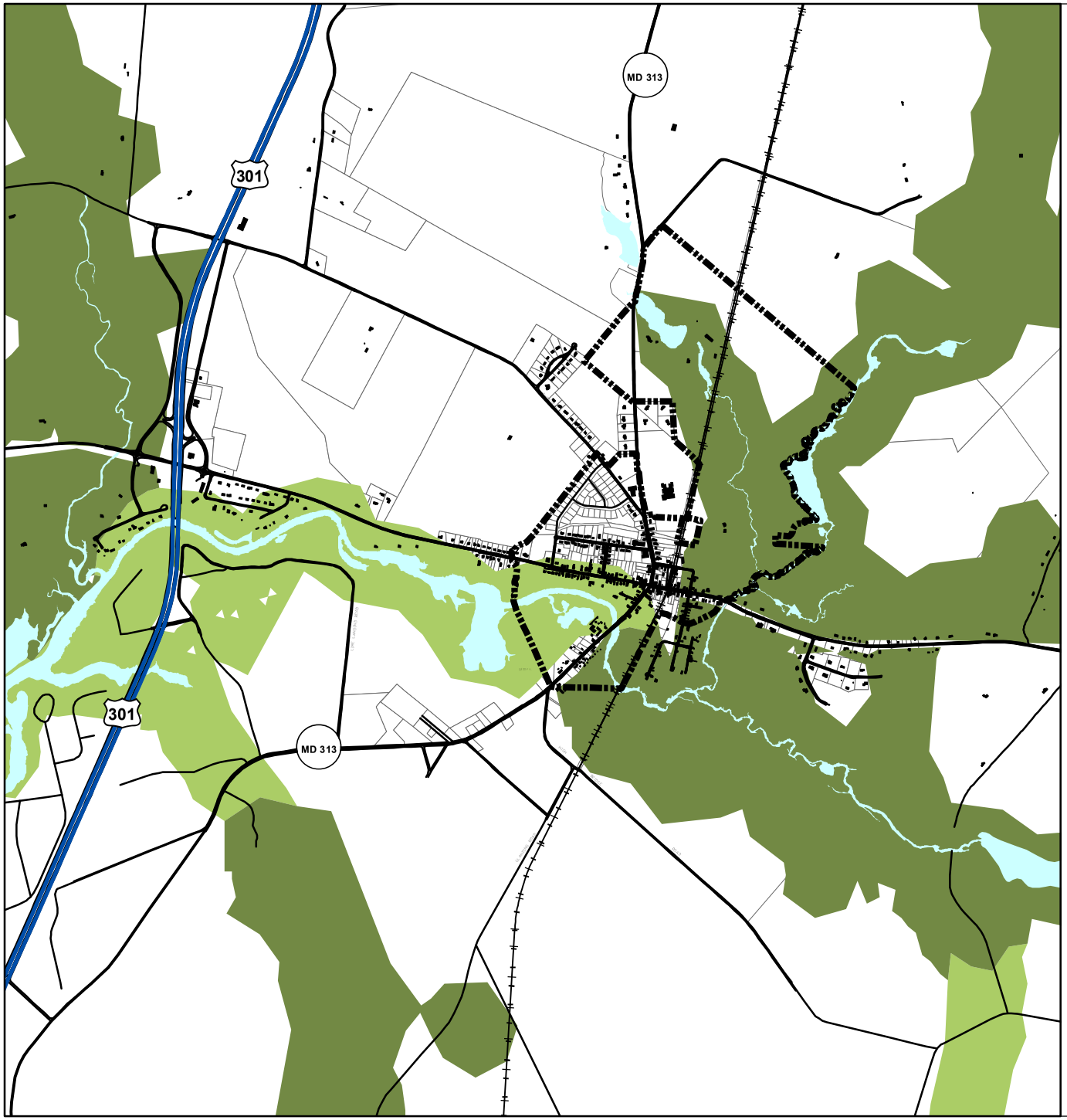
Chesapeake Bay Critical Area

The Chesapeake Bay Critical Area Protection Program (Natural Resources Article 8-181-8-1816) was passed by the Maryland General Assembly in 1984 because of concern for the decline of the quality and productivity of the waters of the Chesapeake Bay and its tributaries. The decline was found to have resulted, in part, from the cumulative effects of human activity that caused increased levels of pollutants, nutrients, toxins, and also from the decline in more protective land uses such as forest land and agricultural land in the Bay region. The Critical Area includes the Chesapeake Bay, its tributaries to the head of tide, tidal wetlands, plus all land and water within 1,000 feet beyond the landward boundary of these waters and wetlands. The General Assembly enacted the Critical Area law for the following purposes:

- To establish a Resource Protection Program for the Chesapeake Bay and its tributaries by fostering more sensitive development activity for certain shoreline areas so as to minimize damage to water quality and natural habitats; and

- To implement the Resource Protection Program on a cooperative basis between the State and affected local governments, with local governments establishing and implementing their programs in a consistent and uniform manner subject to State criteria and review.

[27] *2006 Kent County Comprehensive Plan*



MAP 6-2

COMPREHENSIVE PLAN
Millington, Maryland

Green Infrastructure

- Green Hubs
- Green Corridors
- Rivers and Streams
- Corporate Boundary
- Maryland-Delarware Rail Road
- Arterial Highway
- State Highways
- Local Roads

0 1,200 2,400 4,800 Feet

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To achieve these two purposes, the law specified the creation of a Commission appointed by the Governor and representing the local jurisdictions, State agencies, and diverse interests. The Commission was charged with developing a specific set of criteria to regulate land use in the Critical Area, and the General Assembly approved these criteria during the 1986 legislative session (COMAR 27.01.01 -27.01.11). Subsequently, the Criteria were used by each of the affected local jurisdictions to prepare their own local Critical Area programs, ordinances, and regulations to manage and regulate land use within the Critical Area. The goals of the Critical Area program are to accomplish the following:

- To conserve fish, wildlife, and plant habitats; and

- To establish land use policies for development in the Critical Area which accommodate growth and address the fact that even if pollution is controlled, the number, movement, and activities of persons in that area can create adverse environmental impacts.

Millington Critical Area Program

The Town of Millington adopted a Critical Area Program along with a series of implementing provisions contained in the Millington Zoning Ordinance and Subdivision Regulations in June, 1988. The policies and goals included in the Millington Critical Area Program and the specific requirements and standards included in the Millington Zoning Ordinance and Subdivision Regulations were developed in accordance with the Critical Area Act and Criteria to accommodate future growth of the Town while addressing the associated environmental impacts.

The Town of Millington occupies about 450 acres. Of this total, approximately 120 acres or one quarter of the land area is included in the Critical Area (see Map 6-3: Critical Areas). Within the Critical Area, all development must be carefully designed to meet the regulatory requirements adopted in the Town's Zoning Ordinance and Subdivision Regulations. The Millington Critical Area Overlay District was created to implement regulations and measures designed to protect and enhance water quality and habitat resources located within the Town's Critical Area. The District provides special regulatory protection for the resources located within the Town Critical Area, minimizes negative impacts to water quality and natural habitats, and fosters more sensitive development along shoreline areas.

The Critical Area District encompasses all lands within and waters located within 1,000 feet of the landward boundaries of all tidal waters, tidal wetlands and tributary streams in the Millington Critical Area (see Map 6-3: Critical Areas). The District uses three different land use classifications to effectively implement different performance standards for development and redevelopment in those areas:

Intensely Developed Area (IDA) - IDAs are the most intense land use classification in the Critical Area. In accordance with the Criteria, IDAs are areas where residential, commercial, institutional and/or industrial development is predominant and relatively little natural habitat occurs. In the Millington IDA, density and minimum lot sizes are determined by the density regulations of the underlying base zoning districts. There are 68 acres of land in the Millington IDA (see Map 6-3: Critical Areas). The IDA is bounded on one side by the Chester River and the Town has enacted a buffer

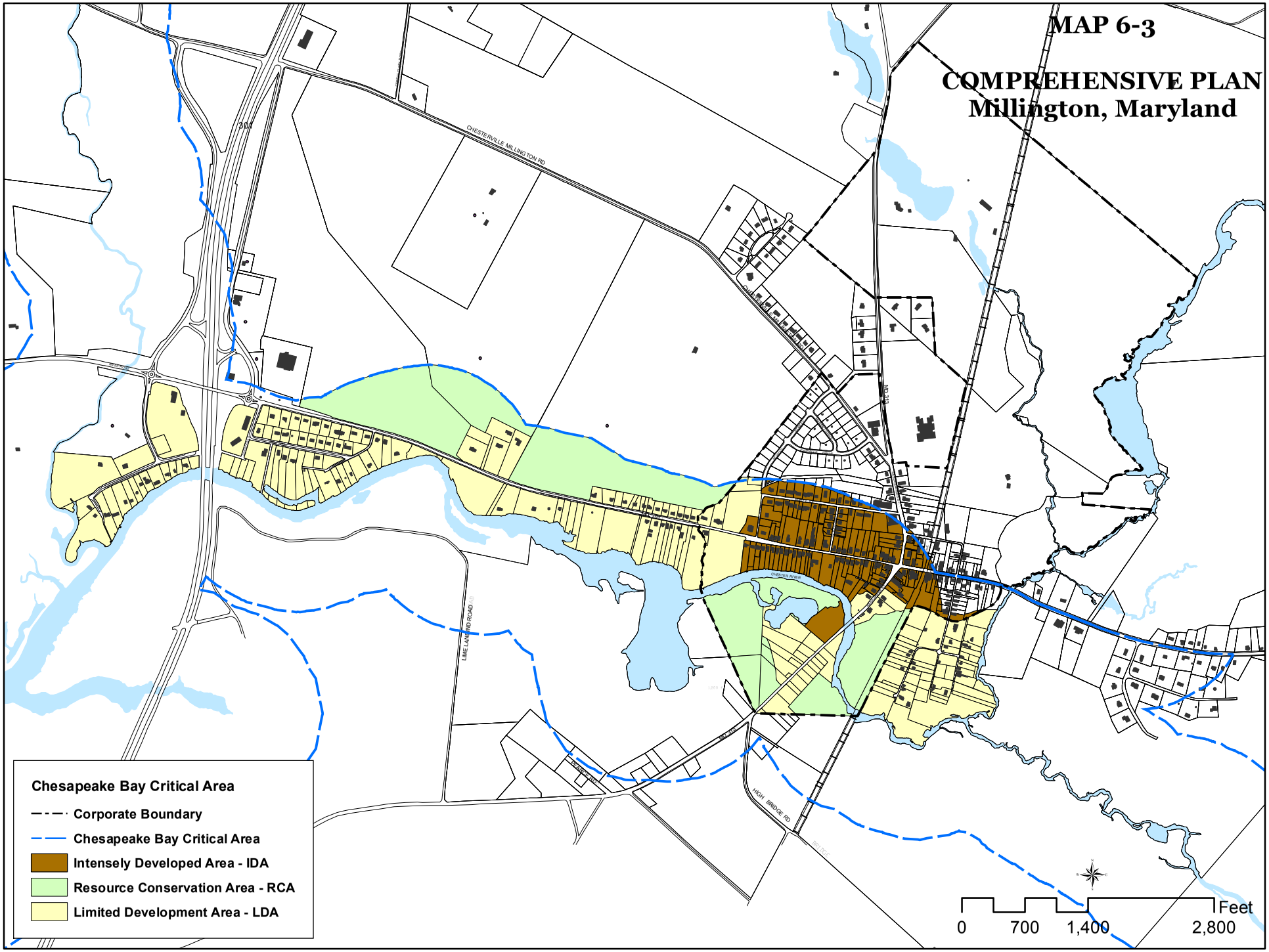
Limited Development Area (LDA) - LDAs are those areas developed in low or moderate intensity uses and contain areas of natural plant and animal habitats. The quality of runoff from these areas has not been substantially altered or impaired. As in the IDA, in the LDA, density and minimum lot sizes are determined by the density regulations of the underlying base zoning districts; however, in zoning districts that permit residential use, density may not exceed 3.99 dwelling units per acre. There are approximately 21 acres of LDA in Millington, located in the center of the Queen Anne's County portion of the Town, south of the Chester River. Additional LDA is located to the east and west of the Town boundaries in Kent County, along the Chester River.

Resource Conservation Area (RCA) - RCAs are areas characterized by nature-dominated environments such as wetlands, forests, and abandoned fields and areas where resource utilization activities (agriculture, forestry, fisheries activities, and aquaculture) take place. In the RCA, residential density may not exceed 1 one dwelling unit per 20 acres, regardless of the density regulations of the underlying base zone. Approximately 32 acres of land in Millington are located in the RCA. Within Town boundaries the RCA is located south of the Chester River in the Queen Anne's County portion of the Town. The RCA extends past the Town's east and west boundaries into Queen Anne's County, on the land bordering the Chester River.

The Critical Area Overlay District ordinance establishes development standards for all three land use areas. Development on grandfathered lots must comply with the development standards as much as possible. Development standards include requirements for identifying and protecting environmental and sensitive features located within the Critical Area, including but not limited to plant and wildlife habitat, forests and woodlands, hydric and highly erodible soils, steep slopes, streams, wetlands and shorelines.

MAP 6-3

COMPREHENSIVE PLAN
Millington, Maryland



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The ordinance also establishes a Buffer Management Area within the IDA, LDA and RCA districts of the Critical Area. The Buffer Management Area is a 100-foot wide strip that extends landward from the shoreline boundary of the Critical Area. Because the Town's Critical Area land is entirely within the IDA, the Buffer Management Area is also entirely within the IDA. Development and redevelopment standards for the Buffer Management Area include regulations on existing and new structures, and planting offsets for impervious surfaces.

In its 2007 Comprehensive Plan, the Town recommended extending the review process of the Critical Area Program to include all land within Town boundaries to insure that sensitive areas are discovered through development review and established protections provided. While this Plan does not recommend an extension of the Critical Area to include all land within Town boundaries, it does recommend the enforcement of Resource Conservation Area-type standards in the proposed Conservation Area Overlay District, which will accomplish the same level of protection without requiring Critical Area Commission oversight.

Millington's Critical Area District ordinance establishes development standards for all three land use areas. Development standards include requirements for identifying and protecting environmental and sensitive features located within the Critical Area, including but not limited to plant and wildlife habitat, forests and woodlands, hydric and highly erodible soils, steep slopes, streams, wetlands and shorelines.

The ordinance also establishes a buffer management area within the IDA, LDA and RCA districts of the Critical Area. The buffer management area is a 100-foot wide strip that extends landward from the shoreline boundary of the Critical Area. No development, including septic systems, impervious surfaces, parking areas, roads or structures, is permitted in the buffer. Approved development or expansion of a water-dependent facility, as defined in the Town of Millington Zoning Ordinance, is exempt from the buffer provisions.

The buffer is expanded to include contiguous sensitive areas on parcels whose development or disturbance may impact streams, wetlands or other aquatic environments. Sensitive areas also include hydric soils, soils with hydric properties (as designated by the Soil Conservation Service), and highly erodible soils.

Within the LDA and the RCA impervious surfaces are limited to 15 percent of the gross site area proposed for development. For lots less than one acre, impervious surface may be up to 25 percent of the lot area.

The Town's objectives for Intensely Developed Areas include:

- Prevent the expansion of Intensely Developed areas (IDAs) into areas not designated Intensely Developed.
- Target Town (Intensely Developed Areas) stormwater management problem areas for public improvements to reduce runoff volumes and improve runoff water quality.

- Prevent expansion of development into buffer portions of the Intensely Developed Area or other Intensely Developed Areas designated as 'Habitat Protection Areas'.
- Encourage public access to the Town's shoreline.
- Establish programs for the creation and preservation of woodland resources and enhancement in Intensely Developed Areas in the form of urban forestry, street tree plantings, landscaping, and open land buffer plantings.
- Utilize programs which assist the Town in enhancing biological resources in IDAs which are protective of water quality and contribute to urban wildlife habitat.

Objectives for Limited Development Areas include:

- Maintain or improve the quality of runoff and groundwater entering streams and the Chester River.
- Protect existing areas of natural habitat.

Protected Lands

Parks & Open Space

Parks and open space are protected lands. Program Open Space (POS) was established under the Maryland Department of Natural Resources in 1969 and is funded by the State's real estate transfer taxes. Revenue from the transfer tax is deposited in a special fund for the Program. POS funds are used by counties and municipalities to purchase and/or make improvements to parks and recreation lands. There are about 8.25 acres of park land and open space in Millington. Some of the Town's park facilities have been built or refurbished with POS funds. (see Chapter 4: Community Facilities).

Maryland Department of Natural Resources (DNR) Land

Millington Wildlife Management Area - The Millington Wildlife Management Area (WMA) is a 4,000-acre parcel owned by DNR and located approximately 20 miles northeast of Millington. The WMA is comprised of hardwood forests, pine stands, various types of wetlands, meadow plantings, and both fallow managed fields and open agricultural fields. The WMA is open and accessible to the public year round; hunting and fishing are allowed in accordance with permits and open seasons.

Blackbird Millington Conservation Corridor - The Blackbird-Millington Corridor is a landscape of forests, farm fields, streams and tidal marshes that extends from the mouth of Blackbird Creek on the Delaware Bay in southern New Castle County to the town of Millington in neighboring Maryland. The Blackbird-Millington Conservation Corridor is a pristine blue-green ribbon of water and woodland The Blackbird-Millington Corridor has been identified by nonprofit organizations and government agencies as a conservation priority. It is one of the few areas left on the Delmarva Peninsula containing large swaths of open space and high quality forest. Shallow freshwater wetlands known as coastal plain ponds nestle in the forests. In 2004, The Nature Conservancy and

the Delaware Department of Natural Resources and Environmental Control (DNREC) Division of Fish and Wildlife entered into a partnership to develop a plan for the Blackbird-Millington Corridor that, if successfully followed, would preserve and enhance its most important natural resources and habitats. Over 60 experts from 30 organizations and agencies and 150 local residents and landowners participated in this effort.

Soils

Soils in the northern half of Town (recently annexed portion) include:

- Sassafras sandy loam 5-10% slopes;
- Sassafras sandy loam 2-5% slopes;
- Sassafras loam 2-5% slopes;
- Fort Mott loamy sand 0-5% slopes;
- Fort Mott loamy sand, 5-10% slopes; and
- Bibb silt loam.

Soils in areas of the Town lying slightly north of but not adjacent to the Chester River include:

- Galestown loamy sand 0-5% slopes;
- Galestown loamy sand 5-15% slopes;
- Mattapex fine sandy loam 0-2% slopes; and
- Matapeake silt loam 2-5% slopes.

In areas lying adjacent to the Chester River in Kent County portion of the Town, soils include:

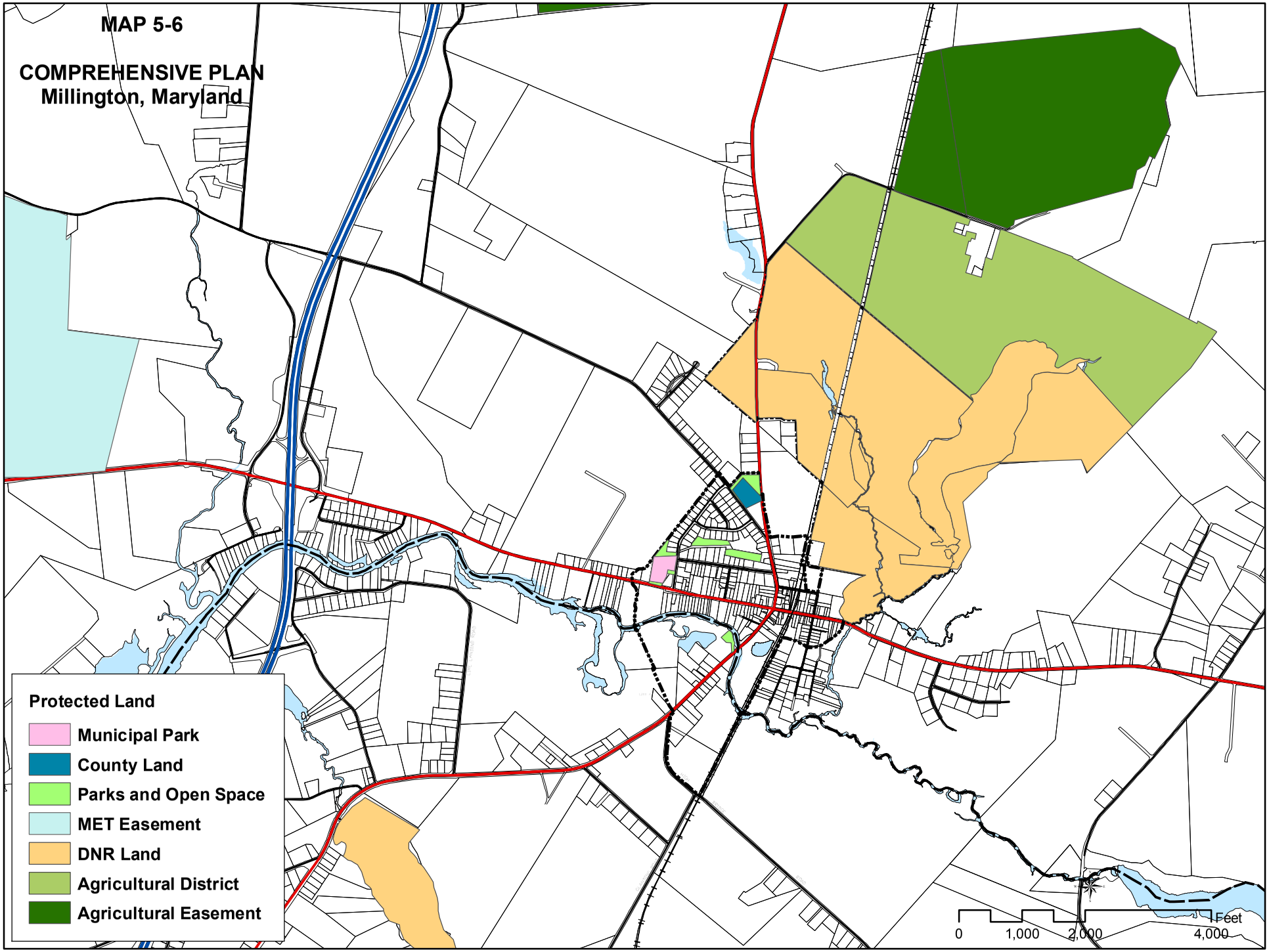
- Bibb silt loam; and
- Galestown loamy 5-15% slopes.

In areas lying adjacent to the Chester River in the Queen Anne's County portion of the Town, soils include:

- Longmarsh and Zekiah; and
- Longmarsh mucky loam.

Soils in the southernmost end of Town include:

- Fort Mott loamy 0-5 % slopes;
- Corsica mucky loam; and
- Longmarsh and Zekiah.



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Hydric Soils

Hydric soils are defined in the "General Provisions" of the Chesapeake Bay Critical Area Protection Program (Natural Resources Article 8-181-8-1816) as soils that "are wet frequently enough to periodically produce anaerobic (oxygen-free) conditions, thereby influencing the species composition or growth, or both, of plants on those soils.

Hydric soils, located in and around Millington, are shown on Map 6-5. Concentrated areas of partially hydric soils can be found in the center of Town in a large area that extends from the Chester River to Millington Elementary School. A second, smaller area of partially hydric soils is located in the center of the northern portion of Town on the Wickes property, and extends almost entirely from the Town's western boundary to its eastern boundary. Soils designated "All Hydric" can be found along streams in and around Millington and in an area just south of the Mill Village subdivision.

Erodible & Highly Erodible Soils

Highly erodible soils are defined by the Natural Resources Conservation Service (NRCS) as having a "K" value (inherent erodibility) greater than 0.37 or higher. Erosion factor K indicates the susceptibility of a soil to erosion by water. Soils in and around Millington are illustrated by K factor value in Figure 6-2. The K factor normally varies from approximately zero to about 0.6. A K value of 0.17 (shown in yellow) denotes a very low erosion potential; a value of 0.32 (shown in green) indicates a moderate erosion potential; a value of 0.37 (shown in blue) suggests a high and a value of 0.43 or higher (shown in purple) a very high erosion potential.

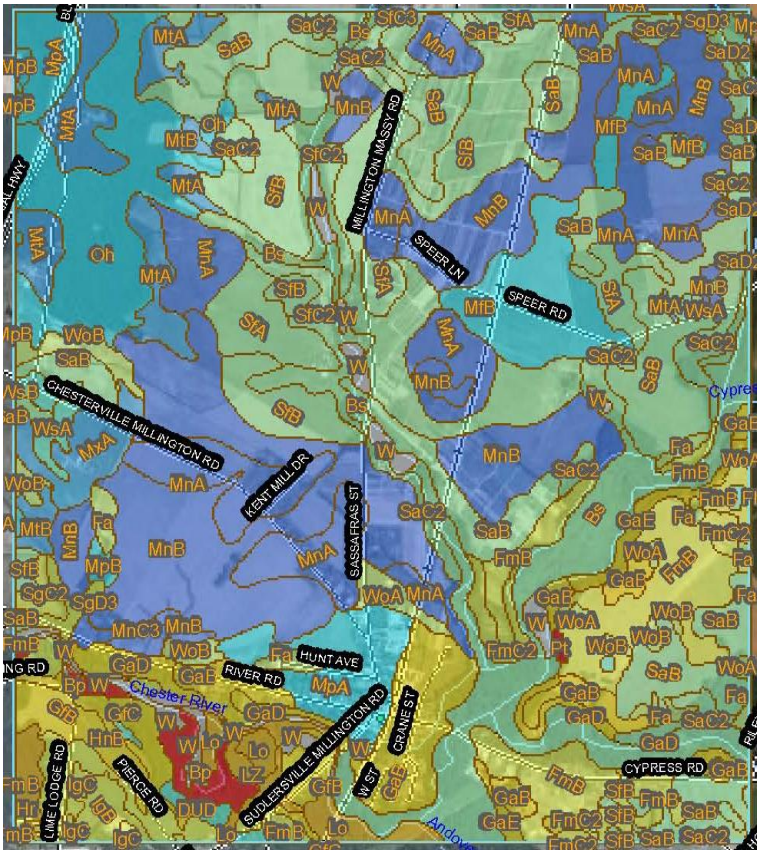
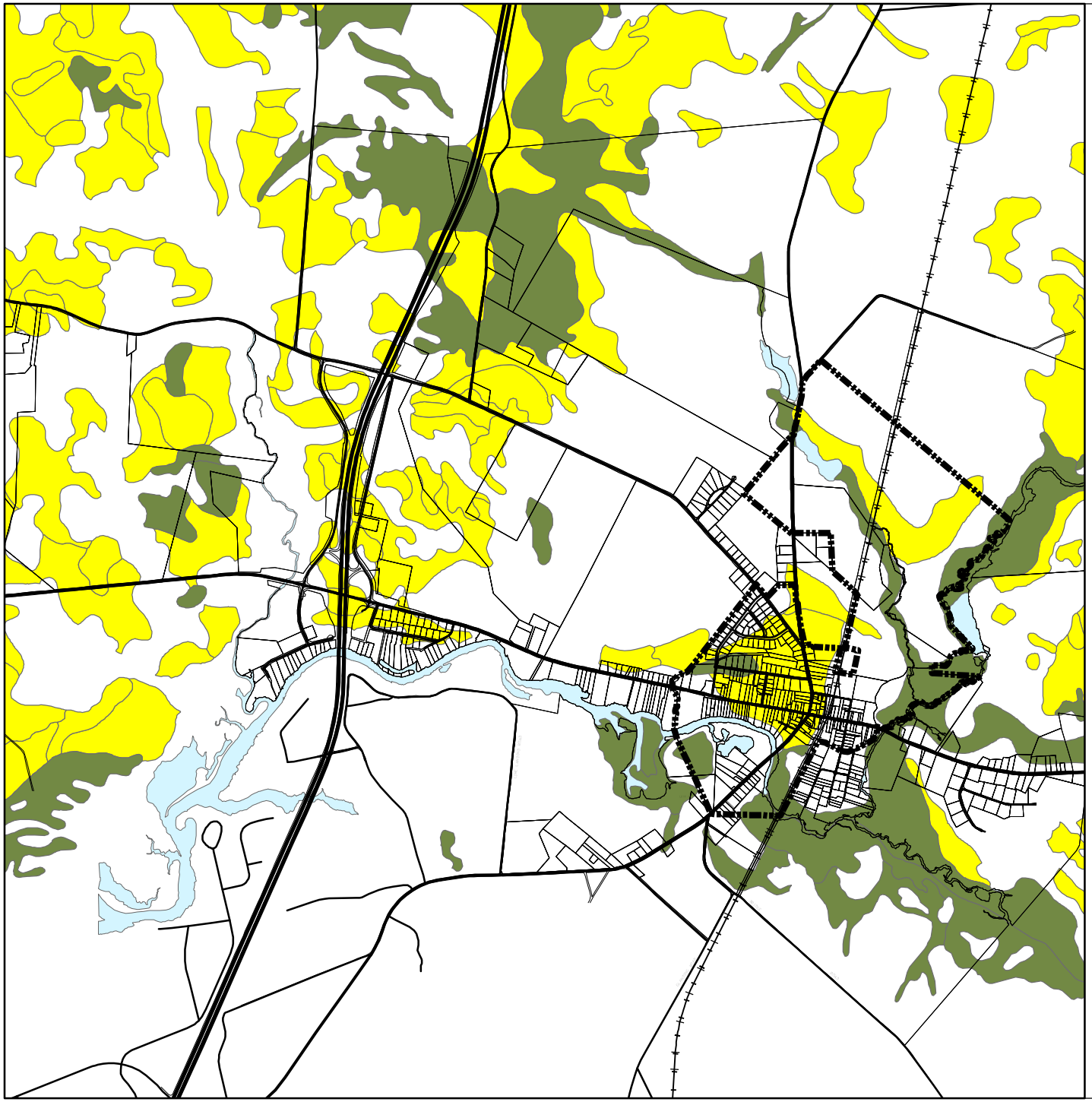


FIGURE 6-2: Erodibility Factor of Soils – Millington Vicinity



MAP 6-5

COMPREHENSIVE PLAN
Millington, Maryland

Hydric Soils

- Hydric
- Partially Hydric

0 1,200 2,400 4,800 Feet

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The K factor value of soils is useful when combined with additional information about cropland, slope steepness, and distance to streams, as this would indicate areas where one best management practice--retirement of highly erodible land--would be most useful. High K factor values also raise warning flags about other, more urban activities near streams, such as road construction or utility placements.

Reforestation and afforestation should be encouraged on areas of highly erodible soils. Areas with highly and very highly erodible soils also offer the greatest potential for interventions addressing soil conservation such as the DNR's Conservation Reserve Enhancement Program (CREP) and riparian buffer forestation. Best management practices concerned with keeping topsoil in place would be ideal for implementation in these areas as well.

Hydrology

Hydrologic soil groups are based on estimates of runoff potential. Soils are assigned to one of the following groups according to the rate of water infiltration when the soils are not protected by vegetation, are thoroughly wet, and receive precipitation from long-duration storms

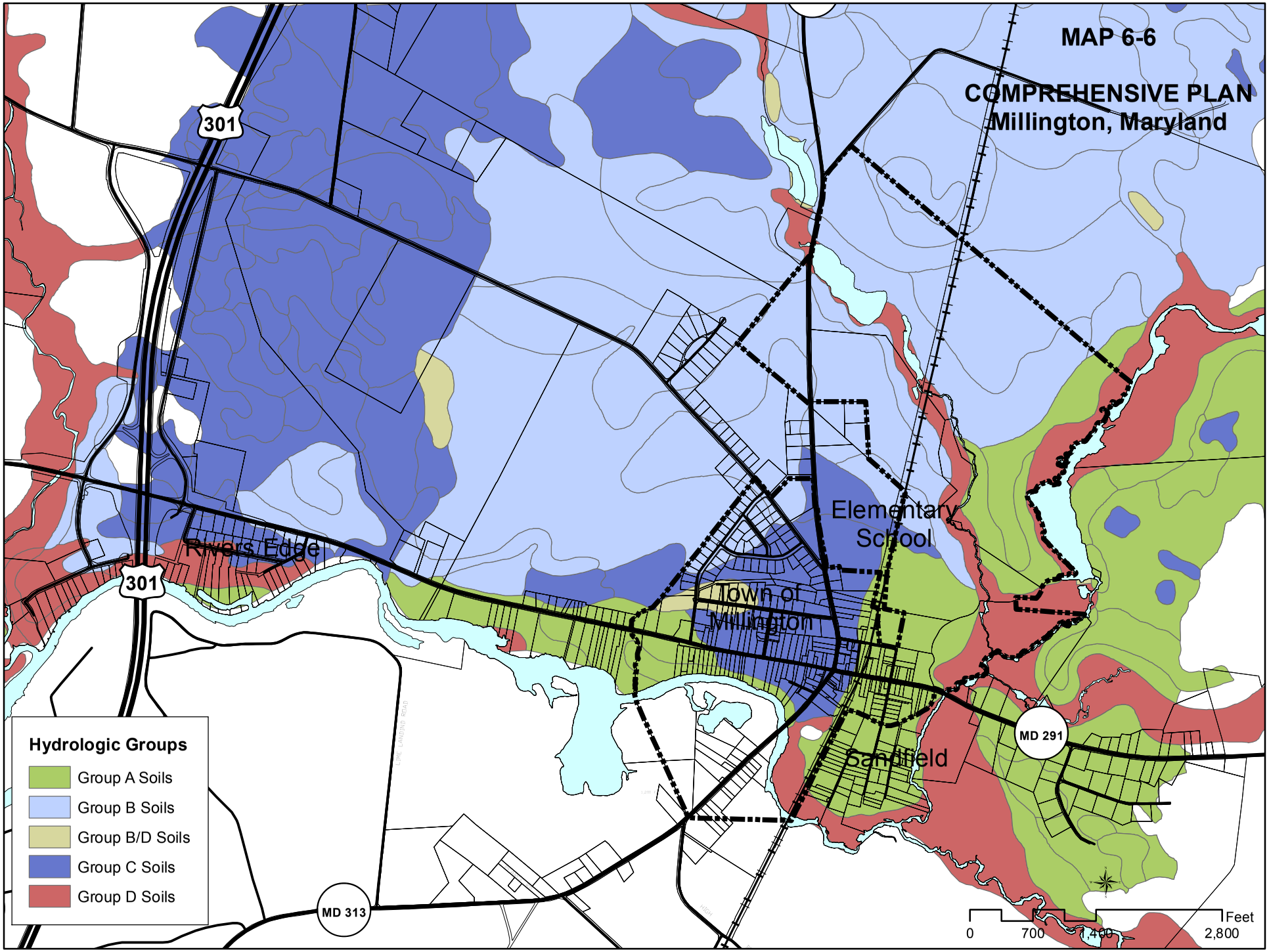
Group A: Soils having a high infiltration rate (low runoff potential) when thoroughly wet. These consist mainly of deep, well drained to excessively drained sands or gravelly sands.

Group B: Soils having a moderate infiltration rate when thoroughly wet. These consist chiefly of moderately deep or deep, moderately well drained or well drained soils that have moderately fine texture to moderately coarse texture.

Group C: Soils having a slow infiltration rate when thoroughly wet. These consist chiefly of soils having a layer that impedes the downward movement of water or soils of moderately fine texture or fine texture.

Group D: Soils having a very slow infiltration rate (high runoff potential) when thoroughly wet. These consist chiefly of clays that have a high shrink-swell potential, soils that have a high water table, soils that have a clay pan or clay layer at or near the surface, and soils that are shallow over nearly impervious material.

If a soil is assigned to a dual hydrologic group (A/D, B/D, or C/D), the first letter is for drained areas and the second is for un-drained areas. Only the soils that in their natural condition are in group D are assigned to dual classes.



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The best drained soils in and around Millington are located on the eastern end of the town (Group A soils, shown in green on Map 6-6). Areas in and around Millington that contain soils which are not well drained (shown in dark blue) or poorly drained (shown in red) include the central areas of the town and land adjoining streams. These soils have severe limitations for development. Soil hydrology may also be a limiting factor for land application of sewer effluent.

Mineral Resources

Article 66B, Annotated Code of Maryland, requires that each Comprehensive Plan contain a mineral resources element. If current geological information is available, the plan must show how mineral resources will be extracted or reserved for future use. Millington has no commercial quality mineral resources. The Town is of such a size and character that reservation of land for mineral extraction is not appropriate in any event.

CHAPTER 7 – WATER RESOURCES

The Millington Comprehensive Plan's "Water Resources Element" (WRE) is a basic planning requirement 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. Specifically, the statutory requirements are to:

- Identify drinking water and other water resources that will be adequate for the needs of existing and future development proposed in the land use 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 storm water 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 extensions are granted by Maryland Department of Planning (MDP) pursuant to law.

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.

The WRE is directly linked to the following Plan elements: 1) the 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 an exercise intended to test water resource capacity limits, determine the potential implications of water resource issues for future growth, and facilitate development of management strategies.

Hydrogeological Setting

Millington is located above the Northern Atlantic Coastal Plain aquifer system (NACP). The NACP system encompasses approximately 50,000 square miles that extend from the North Carolina and South Caroline border to Long Island, New York. In Maryland the aquifer system is bounded in the west by the Fall Line (see Figure 7-1), which separates the Piedmont from the Coastal Plain physiographic province. It is

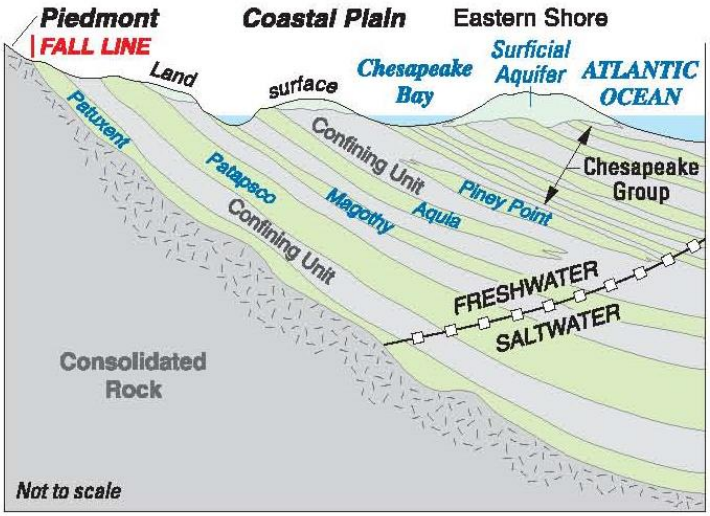


FIGURE 7-1: Describes the Northern Atlantic Coastal Plain Aquifer System, which separates the Piedmont from the Coastal Plain.
Source: *A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland*, US Dept. of Interior and USGS

bounded in the east by the Atlantic Ocean. [28]

Regional Water Resources

Most of the water used on the Eastern Shore of Maryland is drawn from aquifers located in the Atlantic Coastal Plain. 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 (see Figure 7-1). The major aquifers in the Coastal Plain system 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.[29] 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 percent of the total water use.[30]

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.[31]

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 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.[32]

[28] *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.

[29] *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

[30] Ibid.

[31] Ibid.

[32] Ibid.

According to the Maryland Department of Natural Resources and the Resource Assessment Service of the Maryland Geological Survey Report of Investigations Number 68[33], published in 1998, five major aquifers supply ground water to users in Kent County and the Queen Anne's County portion of Millington:

- The Columbia Aquifer: the shallowest aquifer used for small domestic supplies. Its water levels vary seasonally.

- The Aquia Aquifer: underlies the Columbia aquifer in most of the southeastern part of Kent County. Because it is semi-confined in most of that area, its water levels vary seasonally and in response to pumpage by large ground-water users.

- The Monmouth Aquifer: underlies the Aquia aquifer and is confined in most of Kent County. It is used for domestic and small commercial supplies in the central part of the county. Water levels in the Monmouth aquifer respond to pumpage by nearby large ground-water users, but show very little seasonal variance.

- The Magothy Aquifer: underlies the Monmouth aquifer and is used for small commercial and domestic supplies in the northwestern part of Kent County where the Aquia is absent, and for large community supplies elsewhere in the county. Water levels in the Magothy aquifer respond to pumpage by large ground-water users.

- The Upper Patapsco Aquifer: underlies the Magothy aquifer and is connected to it in parts of Kent County. The two aquifers act as a single unit.

Millington draws its water from the Aquia Aquifer. Scientific studies published in recent years indicate that water levels in the Aquia are dropping at a significant rate and that in some areas of Maryland the Aquia has reached its maximum allowable yield.[34]

In 2004, in its report to the Governor, the Maryland Advisory Committee on the Management and Protection of the State's Water Resources made the follow observation:

> "One of the most vexing and complex water-resources issues in the State of Maryland is the declining ground water levels in the seven major confined Coastal Plain aquifers in the Southern and Eastern Shore areas of Maryland. These seven aquifers (Chesapeake, Piney Point, Aquia, Magothy, Upper Patapsco, Lower Patapsco, and Patuxent) are heavily used for water supply – about 80 million gallons per day of ground water is being withdrawn for various uses. Ground water levels are declining by an average of about 2 feet per year in these aquifers. As noted in the

[33] *Hydrogeology, Simulation of Ground-Water Flow, and Ground-Water Quality of the Upper Coastal Plain Aquifers in Kent County, Maryland*, by David D. Drummond, Report of Investigations Number 68, Department of Natural Resources and the Resource Assessment Service of the Maryland Geological Survey, prepared in cooperation with the United States Department of the Interior Geological Survey, 1998.
[34] *Future of Water Supply from the Aquia and Magothy Aquifers in Southern Anne Arundel County, Maryland*, by David C. Andreasen 2002; *Effects of Withdrawals on Ground-Water Levels in Southern Maryland and the Adjacent Eastern Shore, 1980–2005*, by Daniel J. Soeder, Jeff P. Raffensperger, and Mark R. Nardi,
Scientific Investigations Report 2007–5249, U.S. Department of the Interior U.S. Geological Survey

> Southern Maryland pilot study, a comprehensive approach that assesses all the aquifers of the Maryland Coastal Plain and that includes the entire extent of each aquifer from the Fall Line to the Atlantic Coast is needed to adequately plan for future water withdrawals and to manage water level declines."[35]

In 2007, the U.S. Department of the Interior (USDI) 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."[36]

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 U.S. Geological Survey, 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. The project is currently in Phase I, which was begun 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.

Water and Sewer Demand

Future water and sewer demand are important planning considerations for town officials and accounting for existing demand and projecting future demand is basic to facilities planning. Millington currently has excess available capacity in both the water and sewer system.

Water System

The Millington Water System serves properties in the town and in two areas outside of the town limits include: 1) Sandfield, a community located adjacent to Millington's southeastern boundary; and 2) a small number of homes located along MD Route 291 west of the town limits. According to Kent County, the system includes 381 connections (EDUs) serving 950 people in 2009.[37] The 2007 *Kent County Department of Water and Wastewater Annual Drinking Water Quality Report* indicated that Millington's water system meets all Federal and State requirements for safe drinking water.

Groundwater for the town is drawn from three wells, located on Sassafras Street, which are part of a new water system completed in 2005 (see Table 7-1). The system includes a treatment facility and a 250,000 gallon water storage tower.

[35] Advisory Committee on the Management and Protection of the State's Water Resources, Final Report, May 28, 2004
[36] 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.
[37] Pg. 3-8, Kent County Comprehensive Water & Sewerage Plan, October 2009

Table 7-1 Millington Wells

Classification	Well #1	Well #2	Well #3
Well Permit No.	KE-94-1585	KE-94-1584	KE-94-1680
Year Drilled	2005	2005	2005
Well Diameter	10" x 6"	10" x 6"	10" x 6"
Total Depth	170 feet (est.)	170 feet (est.)	170 feet (est.)
Pumping Capacity	110 gpm	110 gpm	210 gpm

Source: Town of Millington; Maryland Department of the Environment

The Maryland Department of the Environment (MDE) issues ground water appropriation permits (GAPs) that specify allowable average and maximum daily flow for municipal water systems. Annual average daily flow is the total volume of water flowing into a water facility during any consecutive 365 days, divided by 365 expressed in terms of million gallons per day (mgd) or gallons per day (gpd). Maximum daily flow capacity is the maximum quantity permitted to flow within a single 24-hour period.

The current Groundwater Appropriation Permit (GAP) (KE2003G001/01) for Millington authorizes the annual average withdrawal of 137,000 gallons per day (gpd) and 205,000 gpd during the month of maximum use. The current permit is set to expire in 2017. [A new Water Appropriation Permit (KE2003G001(02)) for the Town was issued on 1/31/2018.]

Average daily production from the town wells in 2012 was approximately 61,500 gpd. Average daily flows through the WWTP during the same period were approximately 40,350 gpd indicating substantial water loss through leaks in the system.

Assuming future drinking water demand for each new dwelling at the rate of 250 gpd per unit and holding non-residential demand constant through the planning period, Millington has adequate water capacity to support its projected growth through 2030 (under either growth scenario). Projected growth through 2030 is only expected to use something less than 60 percent of the system's permitted average daily flow of 137,000 gpd (see Table 7-2).

Table 7-2: Projected Water Demand

Classification	2010	2015	2020	2025	2030
Total EDUs (in town)*	234	245	255	267	279
Total EDUs (county)	147	147	147	147	147
Average EDU (gpd)	161	161	161	161	161
Average Daily Demand	61,500	63,076	64,778	66,618	68,537
Non-residential Demand**		8,750	8,750	8,750	8,750
Total Water Demand	61,500	71,826	73,528	75,368	77,287

Notes:

* Represents to most aggressive growth scenario

** Included in average daily demand for 2010

Millington Wastewater System

The Millington Wastewater Treatment Plant (WWTP) is located on the Queen Anne's County portion of Millington and discharges into the Chester River. The WWTP serves the town and the outside areas under a utilities agreement with the Kent County. Kent County has a total of 221 EDUs allocated, 151 of which were active in 2014. An additional 48 EDUs were assigned to vacant properties and 22 EDU were unassigned.

Millington's WWTP was upgraded in 2006, has a design capacity of 145,000 gpd (0.145 mgd) and has a permitted average daily flow of 105,000 gpd (0.105 mgd). The Millington WWTP revised approved discharge permit (15-0P-0166)- shows a Capacity of 0.10 MGD. Recent system improvements include Biological Nutrient Removal (BNR) and Ultra-Violet (UV) treatment. Average daily annual flow at the WWTP in 2011 thru 2012, although variable were approximately 61,500 gpd. Projected growth through 2030 is expected to use somewhat less than 25 percent of the remaining design capacity of the WWTP and would bring the plant to about 75 percent capacity.

Sewer service associated with the build out of the incorporated area of the town is projected to increase total demand to approximately 233,235 gallons per day. As pointed out in the Municipal Growth element and summarized in Table 7-3 the town has adequate water and sewer capacity to meet demand through 2030 but not the build out of the current corporate areas. Millington has a pending request with the Maryland Department of Environment to increase the town's permitted daily flow from 0.105 mgd to 0.140 mdg. In addition, according to town officials, a design consideration in the existing WWTP makes it feasible to double the capacity of the plant at the existing location.

Millington's Annexation Area encompasses over 862 acres and has the potential for approximately 1,434 dwelling units and over 700,000 square feet of commercial and light industrial uses which will require public water and sewer service. In addition, the area could support up to 600,000 square feet of non-residential development requiring an addition 30,000 gpd of water and generating an equal amount of sewer. Added to sewer demand associated with the build out of existing properties within the town, servicing the planned annexation area would greatly exceed the remaining capacity of the WWTP.

Facilities Planning

Water and sewer demand associated with the build out of the annexation area will exceed the current capacity of the town's facilities and will require substantial investments in the water and wastewater treatment systems. Water system upgrades may include new wells, storage tanks, and distribution facilities. Sewer treatment plant upgrades may include a development of additional treatment capacity that includes spray irrigation or rapid infiltration as part of the treatment systems.

Expanding capacity at the Millington WWTP will be limited by TMDL standards that cap maximum daily flow from the plant to 105,000 gpd. Meeting the demand associated with build out of the annexation area will require planning for capacity well beyond this limit. Among other strategies that may be considered and if eligible is through the connection of septic tanks under the state's point source trading policy.

Feasibility planning for additional water supply as well as any additional, treatment, storage and distribution systems will be needed to serve the annexation area as projected demand greatly exceeds current capacity (see Table 5-9, Chapter 5 Municipal Growth). Studies related to water supply, distribution and treatment capacity should be conducted at the time the system reaches 75 percent of capacity. In addition to planning system expansion, a critical review of existing facilities may be needed to determine if repairs or improvements can be made to conserve or increase the current capacities. Adding sewer treatment capacity to support growth in the annexation area may well require land for spray irrigation or rapid infiltration fields. The town will need to coordinate with MDE to address future WWTP expansion capabilities and limitations, such as, the future TN/TP limits for WWTP effluent discharge or use of spray irrigation.

Furthermore, when the town considers expansion of its water system, it also should explore the implications of drawing water from an aquifer other than the Aquia, which could include the necessity of drilling wells to increased depths, additional water treatment requirements, etc. Current available information indicates that the capacity of the Aquia aquifer is adequate to meet Millington's water needs during the planning period. At the same time, a number of federal and State studies indicate that the State's groundwater supply, particularly in aquifers that serve southern Maryland and the Eastern Shore, may be inadequate to meet demand in the future. The town should regularly monitor available studies of water supply in the region and work with Kent County, Queen Anne's County and the State to assess the implications of new information for the town's water management strategies. Of particular note is the Assessment of the Coastal Plain Aquifer System in Maryland. This study, which was anticipated to be completed by 2014 but is not on hold due to funding issues, could provide new data that potentially impacts projections made for the planning purposes. While current information from MDE, DNR and federal studies indicate no immediate shortage of the water from the Aquia aquifer the town should review the final assessment of the Coastal Plain aquifer system when it is made available and if necessary, reassess its strategies for insuring that Millington has an adequate supply of water to meet current and future needs.

Table 7-3: Projected Water and Sewer Demand

	2030 Scenario 1	2030 Scenario 2	Annexation Plan
Additional Water and Sewer Demand (GPD)	8,392	11,097	471,619
- Percent of remaining sewer capacity	10%	13%	567%
- Percent of remaining water capacity	11%	15%	628%

Source: Peter Johnston & Associates, LLC

Water and Sewer Allocation Policy

Given the limited number of available connections remaining, without requiring a major expansion of the water and sewer systems, the town adopted a water and sewer allocation policy in May 2006. The town's policy for allocating sewer and water connections (Resolution 2006-2) gives existing citizens and

businesses in the town precedence in the allocation of sewer and water connections. Sewer and water allocations are then made in the following order of priority:

- First priority is given to infill lots and properties of record within the town limits which are not presently developed or connected to the water and sewer systems and connections shall be reserved for such properties at all times;

- Second Priority is for expansion of existing uses and/or subdivisions of properties presently within the town limits;

- Third priority is for connections outside of town limits which provide for the creation of jobs and which are not in conflict or competition with existing businesses with the town limits;

- Fourth Priority is for such other properties and uses as the Mayor and Council may elect to annex; and

- Fifth Priority is for connections under contract with other governmental corporations, counties or municipalities.

Except for connections reserved for "First Priority" properties, no connections are reserved or awarded until connection fees have been paid in full. Award of these connections are at the sole discretion of the Mayor and Town Council.

Watershed Characteristics

Millington is located in the Upper Chester River Watershed (see Map 7-1 Upper Chester River Watershed). The Upper Chester River Watershed covers approximately 113,485 acres and is located in Kent and Queen Anne's Counties, Maryland and New Castle County and Kent County, Delaware. Its headwaters are located in Delaware. Agriculture (62,897 acres or 54.5%) was the predominant Land use in 2002. Forest (41,701 acres or 36.1%) was the second most prevalent land use.[38]

The Upper Chester River Watershed in Maryland is comprised of 12 sub watersheds; land use within these sub watersheds is similar to that of the watershed – predominantly agriculture with a considerable amount of forest and a very small amount of urban, or developed land.[39] Millington is located almost entirely within, the Little Mill Pond Tributary sub watershed. A few acres within the town's westernmost boundaries lie within an unnamed Millington Tributary sub watershed.

Water Quality Issues

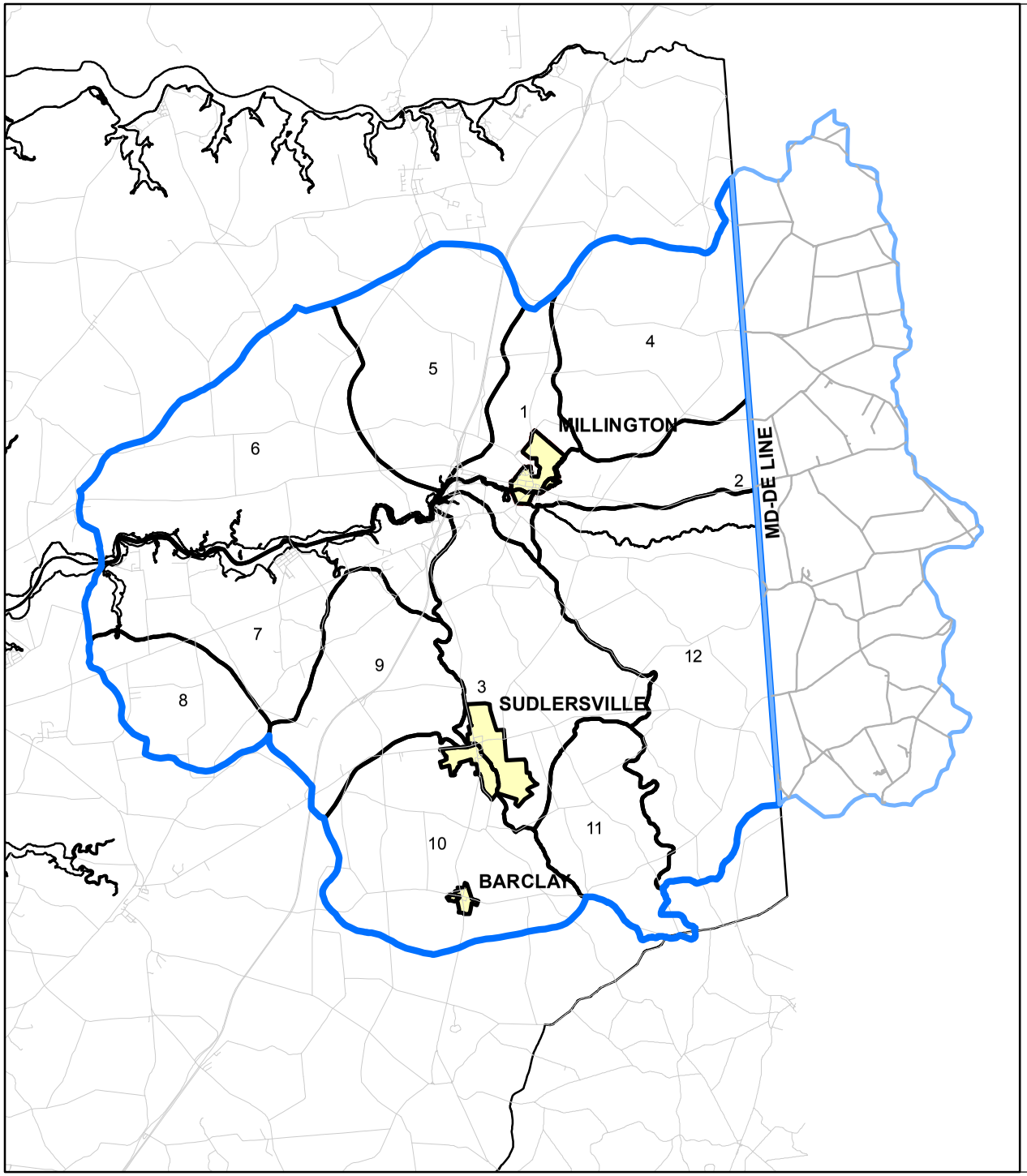
The Clean Water Act (CWA) is the primary federal law in the United States governing water pollution. Passed in 1972, the objective of the Federal Water Pollution Control Act, commonly referred to as the

[38] "*Characterization of the Upper Chester River Watershed in Kent County and Queen Anne's County*",
Maryland Department of Natural Resources Watershed Services In Partnership With Queen Anne's County and Kent County, March 2005
[39] Ibid.

Clean Water Act (CWA), is to restore and maintain the chemical, physical, and biological integrity of the nation's waters by preventing point and nonpoint pollution sources, providing assistance to publicly owned treatment works for the improvement of wastewater treatment, and maintaining the integrity of wetlands.[40] Impaired water bodies for each jurisdiction are included in the 303(d) list under the terms of the Clean Water Act. States are required to submit a list of impaired water bodies for EPA approval every two years

The Upper Chester River was first identified on the Maryland's 1996 303(d) list as impaired by nutrients, sediments, and bacteria, with listings added in 2002 for evidence of biological impacts. The listing for nutrient impairment was made due to signs of eutrophication that is the over-enrichment of aquatic systems by excessive inputs of nutrients, especially nitrogen and phosphorus. Nutrients act as a fertilizer, causing excessive growth of aquatic plants which eventually die and decompose, leading to bacterial consumption of dissolved oxygen.

[40] http://en.wikipedia.org/wiki/Clean_Water_Act



Map 7-1

COMPREHENSIVE PLAN
Millington, Maryland

Upper Chester River Watershed

- Delaware Portion
- Maryland Portion
- Maryland Subwatersheds

Subwatersheds:

1. Little Mill Pond Tributary
2. Millington Unnamed Tributary
3. Unicorn Branch Lower
4. Cypress Branch
5. Mills Branch
6. Chester Direct Kent
7. Chester Direct Queen Anne's
8. Foreman Branch
9. Red Lion Branch Lower
10. Red Lion Branch Upper
11. Unicorn Branch Upper
12. Andover Branch

0 1.5 3 6 Miles

PJA Peter Johnston & Associates, LLC - Easton, Maryland

The Clean Water Act's water quality standards set by the State identify the intended uses for each water body, for example, drinking water supply, contact recreation (swimming), and/or aquatic life support (fishing). In Maryland's portion of the Upper Chester River watershed all streams and other surface waters are designated Use 1 for water contact recreation and protection of aquatic life.

Total Maximum Daily Loads – TMDLs

Under the terms of the *Federal Clean Water Act* (33 U.S.C. §§ 1251-1387) the U.S. Environmental Protection Agency (EPA) delegated authority to Maryland to implement a systematic technical and administrative framework for managing water quality. Delegated responsibilities include setting water quality standards, assessing water quality, identifying waters that do not meet standards, establishing limits on impairing substances, and issuing permits to ensure consistency with those pollutant limits.

The State must conduct scientific studies for waters that do not meet water quality standards due to an excessive pollutant load and determine the maximum amount of the pollutant that can be introduced to a waterbody and still meet standards. That maximum amount of pollutant is called a Total Maximum Daily Load (TMDL), and the studies are called "TMDL Analyses," or simply TMDLs. TMDLs are a regulatory mechanism to identify and implement additional controls on both point and non-point sources that discharge into water bodies that are impaired from one or more pollutants and are not expected to be restored through normal source controls.

Total Maximum Daily Loads (TMDLs) is a calculation of the maximum amount of point sources and non-point source pollutants a water-body can receive and still meet water quality standards.
A TMDL establishes limits or "caps" on the amount of pollutants permitted from sources through an allocation system and TMDL analysis defines a quantified framework for TMDL implementation. TMDLs are expressed as allowable loads of a specified pollutant by point and non-point sources. Point sources include wastewater treatment plants with direct discharge permits into waterways (National Pollutant Discharge Elimination System Permits-NPDES) and urban storm sewer systems. The Upper Chester River Watershed has two minor municipal point sources: Millington WWTP and Sudlersville WWTP. Nonpoint sources are all discharges other than point sources.

MDE, with approval from the EPA, established total maximum daily loads (TMDLs) for nitrogen and phosphorus in the Upper Chester River in 2006. [41] The water quality goal of TMDLs is to reduce high chlorophyll concentrations (a surrogate for algal blooms) and to maintain dissolved oxygen at a level supportive of the river's designated uses.

Legal responsibilities for water quality management largely fall to local government. This responsibility includes regulation of such things as sediment and erosion control, stormwater and land use that have a strong bearing on water quality. "To maintain control over decisions that affect their communities, local jurisdictions have a stake in how the State's legal responsibilities for maintaining water quality standards

[41] "Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties, Maryland", Final Report, Maryland Department of the Environment, April 2006

are executed. In particular, local governments have an interest in the implementation of TMDLs. They are also best situated to address many aspects of implementation, due to their geographic proximity to the impaired waterbodies, and their direct role in decisions that affect local water quality."[42]

Point and Nonpoint Source Loading

Point sources are identifiable inputs of waste that are discharged via pipes or drains primarily from industrial facilities and municipal treatments plants into streams, rivers, lakes, or oceans. There are two permitted point sources that discharge nutrients to the Upper Chester River Watershed: the Millington waste water treatment plant (Millington WWTP), and the Sudlersville waste water treatment plant (Sudlersville WWTP).

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

Stormwater runoff is part of the natural hydrologic process. Human activities such as urbanization and agriculture can alter natural drainage patterns and add pollutants to rivers, lakes, and streams as well as coastal bays and estuaries. Urban runoff can be a significant source of water pollution, including flows discharged from urban land uses into stormwater conveyance systems to receiving waters.

In the past, efforts to control the discharge of stormwater focused on quantity (e.g. drainage, flood control etc.) and only to a limited extent on quality. More recently, awareness of the need to improve water quality through better management of stormwater flows has increased. Federal, State and, local programs have been established to reduce pollutants contained in stormwater discharges. These programs promote the concept and practice of managing pollution at the source, before it can cause environmental problems.

A significant consideration when managing for future growth is the assimilative capacity of receiving waters for stormwater runoff associated with urban land use. Among other descriptors, assimilative capacity can be expressed as TMDLs for the receiving waters.

Upper Chester River TMDLs

According the MDE, "the objective of the nutrient TMDLs that have been established for the Upper Chester River Watershed are to:

- Ensure that minimum Dissolve Oxygen (DO) concentrations specified for each designated use are maintained; and

[42] MD's *2006 TMDL Implementation Guidance for Local Governments*, Maryland Department of the Environment, Document version: May 24, 2006

- Resolve violations of narrative criteria associated with excess nutrient enrichment.

In order to achieve this objective, the MDE has established average annual nutrient TMDLs for the Upper Chester River for Total Nitrogen (TN) and Total Phosphorus (TP). These TMDLs are summarized in Table 7-4.

Table 7-4: Average Annual Allocations Upper Chester River

Classification	Total Nitrogen (TN) lbs/yr	Total Phosphorus (TP) lbs/yr
Non Point Source[1]	561,653	29,078
Point Source[2]	26,451	3,810
Margin of Safety[3]	26,507	1,466
Total	614,612	34,354

1. Excluding urban stormwater loads.
2. Including urban stormwater loads.
3. Representing 5% of agricultural loads.

Source: Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties, Maryland, Maryland Department of the , Final Report, April 2006

These TMDLs represent a substantial reduction from the baseline estimates of average annual loading used for modeling purposes (see Tables 7-5 and 7-6). As can be seen, significant reductions in overall nonpoint sources (NPS) will be required in order to meet the TMDL caps. Further, the TMDLs establish a cap of no more than a total 40 percent of total nitrogen (TN) load and 25 percent of total phosphorous (TP) load during the growing season (May 1 through October 31) because of the particular water quality problems being addressed, i.e., low DO concentration and eutrophication. "Problems associated with eutrophication are most likely to occur during the growing season (May 1st to October 31st)… During the growing season, there is typically less stream flow available to flush the system, more sunlight to grow aquatic plants, and warmer temperatures, which are favorable conditions for biological processes of both plant growth and dead plant matter decay."[43]

MDE states that much of this difference will be addressed through implementation of a number of targeted programs. According to MDE, "it is reasonable to expect that NPS loads can be reduced during growing season conditions. The nutrient loads sources during growing season include dissolved forms of the impairing substances from groundwater, the effects of agricultural ditching and animals in the stream, and deposition of nutrients and organic matter to the stream bed from higher flow events. When these sources are controlled in combination, it is reasonable to achieve NPS reductions of the magnitude identified by this TMDL allocation."[44]

[43] Page 11, *Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties, Maryland*, Maryland Department of the Environment, Final Report, April 2006
[44] Page 39, *Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties, Maryland*, Maryland Department of the Environment, Final Report, April 2006

Table 7-5: TN Loading Estimates Upper Chester River Watershed - Average Annual Versus TMDLs

Source	Average Annual Loading TN (lbs/yr)	Future Scenario TN (lbs/yr)	Change TN (lbs/yr)
Urban (Stormwater)	16,197	16,197	0
Point Source (WWTP)	12,144	10,254	-1,890
Agriculture NPS	1,095,347	503,640	-591,708
Forest NPS	47,106	47,106	0
Atmospheric Deposition	13,947	10,908	0
Total	1,184,741	588,105	-596,637
Margin of Safety		26,507	
TMDL		614,612	

Sources: Peter Johnston & Associates, Center for Watershed Protection -Pollution Loading Model 2002 Maryland Property View – MPV Land Use (Upper Chester River)

Table 7-6: TP Loading Estimates Upper Chester River Watershed - Average Annual Versus TMDLs

Source	Average Annual Loading TP (lbs/yr)	Future Scenario TP (lbs/yr)	Change TP (lbs/yr)
Urban (Stormwater)	2,101	2,101	0
Point Source (WWTP)	2,024	1,709	-315
Agriculture NPS	54,475	27,858	-26,617
Forest NPS	412	412	0
Atmospheric Deposition	807	807	0
Total	59,819	32,887	-26,932
Margin of Safety		1,466	
TMDL		34,353	

Sources: Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties, Maryland, Maryland Department of the Environments, Final Report, April 2006

MDE cites several established programs as the basis for reasonable assurances that the nitrogen and phosphorus TMDLs will be achieved and maintained. These programs as described by MDE include the following:

Bay Restoration Fund Enhanced Nutrient Reduction (ENR) - The Bay Restoration Fund ENR program provides up to 100 percent state grant funds to local governments to retrofit or upgrade wastewater treatment plants (WWTP) to remove a greater portion of nutrients from discharges. ENR technologies allow sewage treatment plants to provide a highly advanced level of nutrient removal. The ENR strategy builds on the success of the biochemical nutrient removal (BNR) program already in place.

The Maryland Water Quality Improvement Act - The Maryland Water Quality Improvement Act "requires that comprehensive and enforceable nutrient management plans be developed, approved and implemented for all agricultural lands throughout Maryland. This act specifically requires that nutrient management plans for nitrogen be developed and implemented by 2002, and plans for phosphorus management to be done by 2005.

Chesapeake Bay Agreement - In the 1987 Chesapeake Bay Agreement Maryland made a commitment to reduce nutrient loads to the Chesapeake Bay. In 1992, the Bay Agreement was amended to include the development and implementation of plans to achieve these nutrient reduction goals. Maryland's resultant Tributary Strategies for Nutrient Reduction provides a framework supporting the implementation of NPS controls in the Upper Eastern Shore Tributary Strategy Basin which includes the Upper Chester River Watersheds. *Chesapeake 2000* updated the Chesapeake Bay agreement among the original signatory states of Maryland, Pennsylvania and Virginia and includes the headwater states of Delaware, New York and West Virginia.

Five-Year Watershed Cycling Strategy - Maryland uses a five-year watershed cycling strategy to manage its waters. Pursuant to this strategy, the State is divided into five regions, and management activities will cycle through those regions over a five- year period. The cycle begins with intensive monitoring, followed by computer modeling, TMDL development, implementation activities, and follow-up evaluation. The choice of a five-year cycle is motivated by the five-year federal NPDES permit cycle. This continuing cycle ensures that every five years intensive follow-up monitoring will be performed. Thus, the watershed cycling strategy establishes a TMDL evaluation process that assures accountability.

Watershed Restoration Action Strategy (WRAS) - A Watershed Characterization Report and Stream Corridor Assessment (SCA) for the Upper Chester River completed by the Department of Natural Resources in 2005 provided the background development of the Upper Chester River Watershed WRAS. The Watershed Characterization Report summarizes readily available, natural resources and other data for the watershed including information on water quality, land use and cover, living resources, and habitat. The Stream Corridor Assessment is a survey designed to provide an overview of the condition of the stream system so that future restoration efforts can be better targeted. The most common environmental concern seen during the SCA survey of the Upper Chester River streams was inadequate buffers.

The Upper Chester River Watershed WRAS was completed in June 2006 by a workgroup composed of representatives from Kent and Queen Anne's counties, in a cooperative effort with the Maryland DNR. The purpose of WRAS is to present a strategy to reduce NPS pollution that contribute to impairments in the watershed, while at the same time conserving the unique, high quality natural resources. Strategies are developed through the combined efforts of the general public, watershed stakeholders, local and county governments, non-profit organizations and State and Federal agencies.

The goals of the WRAS are:

1. Goal One: Improve Water Quality;

2. Goal Two: Protect and restore wildlife habitat; and
3. Goal Three: Sustain viable agriculture and retain small town community

About 20 strategies were developed to guide local and regional initiatives aimed at improving conditions and conserving resources in the watershed. The strategies focus on water quality, wildlife habitat, agriculture, and small town communities. Strategies include initiatives recommended for jurisdictions and municipalities in the watershed in general and Millington specifically, including:

- Develop a no net loss policy for wetlands, forests, stream buffers.
- Encourage local governments to be role models in restoring wetlands and planting buffers on public properties.
- Develop a no net increase policy for stormwater runoff.
- Have a community/neighborhood collectively install rain barrels and monitor change in runoff.
- Reexamine Millington's wastewater treatment facility and include upgrades to ENR/BNR.
- Reexamine sewer allocation policy/process so that projects that meet and/or exceed the WRAS Vision are given priority.
- Improve sediment conservation (public ditch maintenance, tax ditches, new construction and development sites, reforestation and afforestation, enforcement, enhance and expand buffers, investigate canopy loss from gypsy moths).
- Promote Public Ditch Association (PDA) Task Force recommendations.
- Expand sediment control regulations to make them applicable to smaller areas of disturbance.

Pertaining specifically to Millington, the WRAS recommends that Kent County and the Millington undertake a reexamination of Millington's wastewater treatment facility, including the potential for plant upgrades. This is a WRAS Year One project/initiative with a performance goal of upgrading to meet concentrations of 3.0 mg/l or less for total nitrogen and 0.3 mg/l or less for total phosphorus.

The WRAS also recommends that Millington reexamine its current sewer allocation policy and process so that projects that meet and/or exceed the WRAS Vision for reductions in nutrient and phosphorous loadings are given priority. This is a WRAS Year Two project/initiative.

Atmospheric Deposition - MDE reported that, "EPA Region 4 and EPA Region 6 have indicated that reductions in atmospheric contributions will be accomplished over time through existing and proposed Clean Air Act regulatory controls that will ensure significant reduction in airborne nutrient loading on a nationwide basis by reducing atmospheric emissions."

Federal Nonpoint Source Management Program - The Federal Nonpoint Source Management Program (§ 319 of the Clean Water Act) also provides funding for nonpoint source implementation.

Delaware Portion of the Upper Chester River Watershed - Concerning the Delaware portion of the Upper Chester River Watershed, MDE's stated position is, "a portion of the drainage basin of the Upper Chester River (also referred to as "Upstream") lies in Delaware, beyond the jurisdictional and regulatory authority of Maryland. Load allocations to Delaware sources are consistent with and equitable to allocations given to sources in Maryland, and are reasonable and achievable with existing technology

and practices. It will be incumbent upon the state of Delaware, and failing that the EPA, to ensure that this TMDL is implemented in Delaware."

Implication of the TMDLs

Point Sources: Millington WWTP - A basic assumption in MDE's TMDL analysis is that point source loading of TN and TP will be reduced over baseline conditions with flows at maximum design values and the concentrations at current or future permitting goals.

For the Millington WWTP the effluent concentrations were assumed to be set at no more than 18.00 mg/l TN and 3.0mg/l TP on a maximum flow of 0.105 mdg (Millington WWTP permit limits under NPDES MD0020435). This means TMDL modeling assumed a maximum flow for the Millington WWTP of approximately 105,000 gpd. Current average daily flow is about 61,500 gpd. After subtracting out committed sewer allocations and estimated infiltration and inflows, the maximum additional flow to the Millington WWTP is capped at 83,000 based on the plant's design capacity of 0.145 mgd.

Urban NPS - The current reported water quality in the Upper Chester River indicates that the receiving waters do not have the assimilative capacity for additional loadings. Further, a basic assumption in MDE's TMDL analysis is that TN and TP load from urban sources will remain constant. As can be seen in Table 7-7, Millington and the sub-watersheds surrounding it are a small part of the overall watershed (land area) and contributes minimal loading to receiving waters.

However, according to MDE, "for development where TMDL standards are not attained, post-development water quality should be improved over predevelopment levels….where this is not possible on-site, it might be necessary to consider off-site mitigation."[45] MDE further stresses the point that:

> "Many existing local programs and activities already deserve credit for contributing to the goals of TMDL implementation. Local governments are encouraged to think about integrating the tracking of these program activities in order to begin accounting for quantified credits toward TMDL implementation. Taking credit for existing programs can be done both qualitatively and quantitatively. Local governments are encouraged to begin developing a qualitative inventory of activities for which credit should be acknowledged. Guidance also stresses a recognition that the efficient protection of water quality begins with a well-conceived comprehensive land use plan. This is particularly important for local jurisdictions that are presently engaged in the process of updating their comprehensive plans."[46]

Infill development through 2030 in the town, if completed, will increase urban land use within the watershed with a corresponding decrease in agriculture land use. As can be seen in Table 7-8, the net change in TN or TP loading will be minimal considering the small change in land use within the watershed and that any increases may be offset by the decreases in agriculture land use and the resultant decrease in pollutant loadings from agriculture uses.

[45] *Maryland's 2006 TMDL Implementation Guidance for Local Governments*. Prepared by the Maryland Department of the Environment (MDE), pg. 3-2. 2006.
[46] Ibid. pg. 3-6.

Table 7-7: Estimated Pollution Loading Comparison - Sub-watersheds 01 & 02
Primary Sources 2002 Land Use

Classification	Area (Acres)	Impervious Cover %	Annual Load TN lbs/year	TP lbs/year	TSS lbs/year	FC# billion/year
Watershed*	87,958	3.18%	371,881	49,026	9,326,196	3,889,939
Sub-watershed 01	2,884	5.33%	13,828	1,927	317,750	182,795
Sub-watershed 02	3,784	3.60%	15,266	1,920	405,486	177,338
TOTAL	6,668		29,121	3,863	724,629	360,740
Percent of Total	7.58%		7.82%	7.85%	7.75%	9.27%

* Maryland portion only

Sources: Peter Johnston & Associates, Center for Watershed Protection - Pollution Loading Model, 2002 Maryland Property View – MPV Land Use (Upper Chester River)

Table 7-8: Change In Pollution Loading – Sub-watershed 01 (HUA 02060002150) Primary Sources - Projected Land Use –2030

Land Use	Area (Acres)	Impervious Cover	Annual Load TN lbs/year	TP lbs/year	TSS lbs/year	FC# billion/year
2002	2,884	5.33%	13,828	1,927	317,750	182,795
2030	2,884	7.91%	14,142	1,958	338,882	213,127
Change		2.58%	314	31	21,132	30,332

Sources: Peter Johnston & Associates, Center for Watershed Protection -Pollution Loading Model,2002 Maryland Property View – MPV Land Use (Upper Chester River)

TMDL caps for non-point loading do not appear to be a significant constraint for future growth of the town provided the town's management strategies can hold nonpoint source loading at or below current levels.

CHAPETER 8

Housing conditions are a major determinant of the quality of Millington's neighborhoods. The focus of community planning is to improve the quality of life for residents and to promote the availability and affordability of decent, safe, and sanitary housing for all Town residents. Consequently housing and conservation of existing residential neighborhoods rank as an important local concern.

Housing and Homeownership

The 2010 U.S. Census recorded 256 housing units in Millington, up from the 173 recorded in the 2000 Census. In 2000, about half of the housing units were built in 1939 or earlier; another 29 percent were built between 1939 and 1960 (see Table 8-1). Only 2 percent of the town's housing stock was built after 1990. This age distribution has changed somewhat with the additional units added since the 2000 Census when had more houses that predate 1960 than any other town in Kent County and the County itself.

Table 8-1: Comparison of Years Structures Built -2000

Classification	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Built 1999 to March 2000	0%	0%	11%	4%	0%	5%
Built 1995 to 1998	2%	6%	3%	6%	5%	6%
Built 1990 to 1994	0%	3%	6%	21%	7%	8%
Built 1980 to 1989	9%	13%	13%	6%	15%	14%
Built 1970 to 1979	5%	6%	13%	11%	9%	15%
Built 1960 to 1969	6%	5%	14%	15%	5%	11%
Built 1950 to 1959	15%	7%	7%	8%	16%	18%
Built 1940 to 1949	13%	9%	2%	3%	10%	
Built 1939 or earlier	50%	51%	29%	29%	32%	25%
Median Year Structure Built	1940	1940	1968	1967	1955	1967

Source: 2000 U.S. Census

Most of Millington's housing stock (about 84 percent) is comprised of single family homes. The same is true, although to a slightly lesser degree, in all other towns in the County (see Table 8-2). Multi-unit structures make up about 14 percent of the town's housing – most of these are 3-4 unit buildings. Mobile homes account for the remainder of homes in Millington (4 percent).

Table 8-2: Comparison of Housing Units per Structure - 2000

Number of Units	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Total:	163	276	2,174	199	827	9,410
1, detached	82%	71%	44%	76%	79%	78%
1, attached	2%	3%	6%	1%	5%	3%
2 units	2%	1%	4%	8%	2%	2%
3 or 4 units	7%	4%	10%	2%	1%	35
5 to 9 units	2%	21%	10%	0%	5%	4%
10 to 19 units	1%	0%	15%	0%	3%	4%
20 to 49 units	0%	0%	5%	13%	2%	2%
50 units or more	0%	0%	1%	0%	0%	
Mobile home	4%	1%	4%	0%	3%	4%
Boat, RV, van, etc.	0%	0%	0%	0%	0%	0.3%

Source: 2000 U.S. Census

Slightly over 60 percent of the town's occupied homes were occupied by the homeowner in 2010 (see Table 8-3). This is the lowest percentage of homes occupied by owners in the County, with the exception of Chestertown, where the high percentage of renters is attributable to the town's large student population.

Table 8-3: Comparison of Home Owner and Renter Household Characteristics – 2010

	Occupied housing units			
Jurisdiction	**Total**	**Owner**	**Renter**	**Average household size**
Kent County	8,165	71%	29%	2.29
Betterton	156	65%	35%	2.21
Chestertown	1,971	48%	52%	2.00
Galena	188	69%	31%	2.26
Millington	234	65%	35%	2.74
Rock Hall	630	72%	28%	2.05

Source: U.S. Census Bureau, Census 2010

The average home in Millington has six rooms; all homes have plumbing and kitchen facilities. Half of all homes in the town are heated with fuel oil or kerosene, the remainder use gas and electric heating systems.

In 2000, the median value[47] of owner-occupied homes in Millington was lower than any other town in the County and the County itself. This is most likely due to the age and grade of most of Millington's homes. Median home value in Betterton, which also has a large percentage of aged housing stock, is closest in comparison to Millington.

[47] Median value and price asked are the Census respondent's estimate of how much the property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale.

Median price asked for vacant homes in Millington was significantly lower than all other towns, including Betterton, although it has probably increased since the decennial Census was taken due to the number of new homes that have been built in Mill Village beginning in 2005.

Table 8-4: Comparison of Median Housing Value and Price Asked – 2000

	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Median Value*	$86,500	$91,400	$131,600	$111,700	$95,700	$115,500
Median Price Asked**	$50,000	$91,700	$194,600	$90,000	$85,000	$93,600

* Median value of owner-occupied units
**Median price asked of vacant units
Source: U.S. Bureau of Census, Census 2000

While housing values and prices in Millington are lower than most places in the County, rent in Millington is higher. Among towns, only Chestertown has a higher median rent and the County's median rent is only a few dollars more than Millington's (see Table 8-5).

Table 8-5: Comparison of Median Rent - 2000

	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Median Contract Rent	$432	$323	$465	$350	$308	$439

Source: U.S. Bureau of Census, Census 2000

Only ten of Millington's 163 housing units, approximately four percent of the town's housing stock, were vacant in 2000 (see Table 8-6). Of these, only one was vacant and available for rent. Most of the town's vacant housing stock is rented or sold but unoccupied and apparently unavailable for rent. This circumstance is not evident in any other town in the County. The lack of available rental units may be driving up the cost of rental housing in Millington.

Table 8-6: Comparison of Housing Unit Vacancy Status – 2010

Classification	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Total Vacant Units	22	161	390	13	300	2,384
For rent	14%	5%	39%	8%	9%	12%
Rented, not occupied	0%	0%	2%	8%	1%	1%
For sale only	9%	2%	21%	38%	8%	10%
Sold, not occupied	0%	0%	3%	8%	1%	2%
For seasonal, recreational, or occasional use	9%	91%	24%	23%	76%	59%
For migrant workers	0%	0%	0%	0%	0%	0%
Other vacant	68%	2%	11%	15%	6%	16%

SOURCE: U.S. Census Bureau, Census 2010

A number of homes in the Town, particularly rental housing units, reveal evidence of neglect and overcrowding. The 2007 Comprehensive Plan recommended that the Town undertake a program to improve the maintenance standards of multi-family rental housing through strong code enforcement, and stressed the Town's responsibility for regular oversight and stringent enforcement policies. Currently the Town has a Code Enforcement Officer who inspects the Town for code violations on a weekly basis. Millington also has enacted a Rental Inspection/Permit Program which is enforced by the Code Enforcement Officer.

Kent County Housing Improvement Program

In 2006, the Department of Housing and Community Development was combined with the Department of Planning and Zoning. A new Housing Planner is responsible for applying for Community Development Block Grants and implementing the Kent County Housing Improvement Program. Over the years, the county has used this program to rehabilitate substandard housing units for qualified homeowners.

Summary

- While Millington's median housing value and price are almost the lowest among municipalities in the County, its median rent is almost the highest.
- The apparent lack of available rental housing may be driving up the cost of rental housing.
- The condition of housing units in Millington may be driving down home values and asking prices.
- Owners of older homes would benefit from access to State and federal renovation programs.
- Housing strategies in Millington should address overall housing conditions, including affordability, availability, accessibility and quality.
- Absentee landlords may be part of the poor housing condition problem. In the absence of attentive landlords, the town must increase its oversight and enforcement efforts to ensure that housing conditions remain at uniformly satisfactory levels.
- State and federal programs may be able to assist homeowners with rehabilitation of older homes in poor condition.
- The relatively large percentage of housing units that have been bought or rented but remain vacant (for at least part of each year) may be housing for transient or migrant workers.
- Housing strategies in Millington should address the needs of the elderly, including affordability, accessibility, and special needs.
- Revisions to the town's regulations and policies can positively impact housing conditions and affordability.

- Any long-term strategy addressing adequate housing must, by necessity, address household income.

CHAPTER 9 HERITAGE PRESERVATION

An important community objective is to preserve the features that define the town and its unique sense of place. Character defining resources include valuable historic sites and structures; archeological areas; and key scenic, natural, and cultural landscapes found only in Millington.

Background

Heritage resources within Millington are an important legacy for the town and Kent County, Maryland. Heritage resources include sites and structures of significant historic value as well as cultural elements that define Millington's character. These resources span the 18th, 19th and early 20th centuries. Heritage resources include the town's historic architecture, scenic settings, and the many natural resources that make this setting attractive.

Much of the town's early historical structures have been lost over the years to fire, demolition, decay, neglect, and new development. Heritage resources that remain are extremely valuable. The preservation of heritage resource is vital, not only because these sites and structures define a unique character and highlight the town's cultural roots, but they also provide economic benefits. Heritage resources are one of Millington's primary attractions, providing significant and tangible value.

Historical Significance

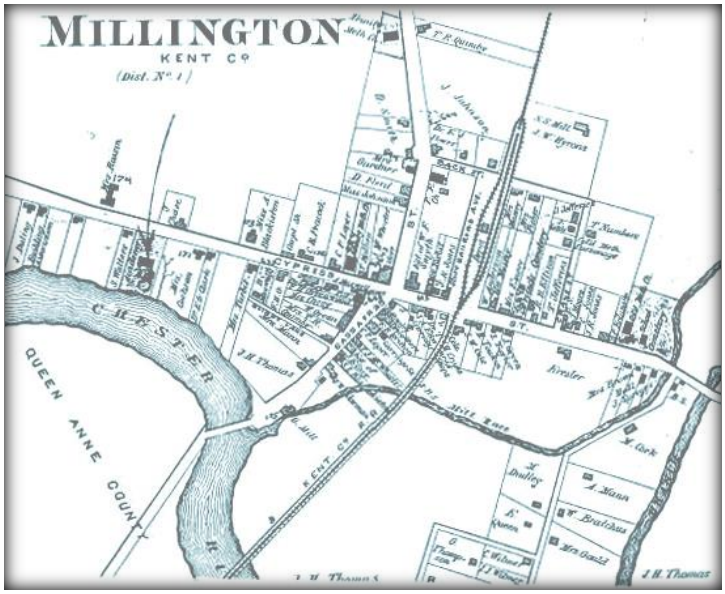
The Town of Millington, Maryland evolved over two centuries, initially from a ferry crossing in the late 17th Century to a crossroads village. Originally called "Head of Chester," much of Millington's historical significance is centered on transportation and commerce. This includes travel by river, road, and later railroad. Inns and taverns as well as local milling and agricultural industries were a vital part of the town's evolution. According to the Maryland Historical Trust's (MHT) description of Millington's history, "transportation, with attendant hostelries, plus horse racing, tanning, and commerce, were important for the success of the town." (Sheet 7.4 – Millington Survey District)

FIGURE 9-1: Sunset Hall is one Millington's most important 18th Century historic resources.

Millington was chartered by the Maryland General Assembly in 1798 and was officially incorporated in 1890. According to local historian Kevin Hemstock, "Millington grew up as a small village on the Chester River. The land on which it is located was settled in the late 17th century, even before the establishment of Chestertown. One of the earliest landowners was Daniel Toas, who held the patent on the London Bridge land tract, and who owned and operated a ferry at the Head of the Chester River, which the village was then called."

FIGURE 9-2: The Logan House was built in 1830 and is termed as a "colonial-carryover," making it a very special architectural treasure for Kent County and the Millington.

Millington's documented history begins in the later part of the 17th Century during the colonial period of America. In 1696, Kent County records indicated that a Daniel Jacob operated a ferry service on the Chester River near the present-day town center. In 1704, there were enough residents to petition for a road. Kent County officials ordered William Comegys to clear a road between the plantations of John Ellis and John Toas from Prickle Pear Mill to the Forest. Documents also refer to "old Toas Mill Branch" in the area, which was probably Cypress Branch, indicating that a mill existed during this time period.



Records show that in 1754, Daniel and Mary Massey secured a land grant near an advantageous river crossing, where a ferry service was operated. It was from this land grant that the town originated. In 1764, Thomas Gilpin, Sr., a Quaker from Philadelphia, Pennsylvania, purchased 39 acres of land, which included a mill.

Much of this land is located in and around present-day Millington. Gilpin is mentioned in the *1923 Evening Bulletin* as the founder of Millington. As a member of the "American Philosophical Society," Gilpin was involved with planning a waterway that would be a shortcut for shipping from the Chesapeake Bay to the City of Philadelphia. A canal was eventually constructed across the Delmarva Peninsula at the Elk River in Cecil County (C&D Canal).

"Millington was no doubt a busy seat of commerce and agriculture in the period prior to the Civil War. It was the center of a large corn, wheat, and fruit growing area, and business was conducted downtown where hardware, clothing, and supply shops could be found along with a bank, hotels, and other businesses."

FIGURE 9-3: Many finely detailed Victorian homes line Cypress Street in Millington along MD Route 291. These structures and their gardens provide an attractive setting for residents and tourists alike.

The town continued to grow and prosper through the 18th and 19th Centuries. By the 1890's, Millington was a busy center of commerce aided by the railroad, which was constructed in the late 1860's. This technological innovation created a direct rapid travel route to the cities of Wilmington and Philadelphia from Millington and points south. For a time, the Kent and Queen Anne's Railroad enabled Millington to become one of the largest shippers of peaches in the County, "…often winning an informal contest with the county seat for the number of bushels shipped."

FIGURE 9-4: One of the Town's most significant historic resources, Gilpin's Mill was built in 1766 and is the oldest structure in Millington. The mill stayed in operation for almost 200 years, ceasing its functions in late 1950s.

A series of tragic fires in the past have destroyed many of Millington's historic structures. The first fire occurred in 1818. The second fire, in 1879, destroyed a large portion of the town. The final fire in 1904 destroyed "…all but the westernmost part of the town." According to the Maryland Historical Trust, the fire "…destroyed four acres of Millington including every store both hotels the Episcopal Chapel, the railroad depot, warehouses, and many dwellings." (Old Gale Store notes) From 1905 to 1920, Millington was rebuilt using more modern construction methods and architectural practices.

In conclusion, the town that would become Millington evolved around its milling industry, which was coupled with a ready-made transportation route on the Chester River. Originally, there were six mills within a three-mile radius of the town. Early mills included grist mills, a saw mill, and a bark mill. One of the buildings constructed as a mill in 1766 still remains. It is situated on the Chester River along Sassafras Street, though it is no longer a mill. As shown in the image to the right, historic mill stone markers are on display, indicating the date the mill was constructed and when its use ceased.

Later transportation improvements, such as stage coach roads and the railroad, furthered Millington's success as a stopping point along a major travel route. The success of the town during the railroad age in the 19th Century was coupled with the rise of Eastern Shore agricultural products, which were shipped to urban areas in the north such as the cities of Wilmington and Philadelphia.

Heritage Resource Inventory

Resource inventories assist public and private entities to catalogue valuable historic sites and structures and other heritage resources. For the purpose of this Plan, resource inventories are based on information contained in the Maryland Historical Trust's (MHT) database and the Maryland Historical Trust's *Survey/Inventory of Historic Sites for Kent County, Maryland*.

Town of Millington Historic District - 1754 to 1920 (K-684)

According to the Maryland Historical Trust's (MHT) inventory, the "Millington Historical Survey District" (K-684) is significant for its architecture and heritage related to rural commerce and transportation. Although, many significant historical structures from the town's early period have been destroyed by fires, significant resources still remain. Millington has many sites and structures of historic importance to Kent County as well as the State Maryland. The MHT asserts that the Millington Historic District is still cohesive with structures and sites from the 18th Century to the early 20th Century.

As shown on Map 9-1, the Millington Historic District encompasses almost the entirety of two streets within the corporate limits of Millington, Sassafras and Cypress Streets. These streets intersect the town where MD Route 313 (north/south) crosses MD Route 291 (east/west). Portions of Sassafras and Cypress Streets cross Railroad Avenue, Back Street, and Crane Street. A small minority residential community, Sandfield, also is located within the District but not within Millington's corporate boundaries.

There are approximately fifteen (15) key historic structures located within the Millington Historic District, although one site, Gilpin's Mill, is located just outside the District on its boundary. There are approximately 100 more contributing structures with a "fairly narrow range of architectural styles." These mostly date from the 1920's, when the town was rebuilt after the fire of 1904. Approximately 20 structures in the District do not contribute to its historical significance. In addition, several historic structures, located within the broader Millington Study Area but not in the District, contribute to the town's character and identity. These structures are located on farms surrounding the town.

Millington Historic Structures: Resource Summary

Gilpin's Mill: 1766 (K-175): Located on the Chester River, Gilpin's Mill is the most significant historic resource located within Millington. The grist mill was constructed in 1766 by Daniel Massey and remained in use for 200 years. Dates of usage are displayed on an old mill stone in the side yard of the house along Sassafras Street. The English bond brick structure is two and one-half stories high, now painted barn red. According to MHT records "…the river bank drops off on the south gable making this elevation a full storey taller."

Gilpin's Mill has a steep gable roof and two main entrances remain. One is located on the center of the west wall facing Sassafras Street and has a batten Dutch door set in a heavy wooden pegged frame. A second entrance is centered on the north gable. Windows are irregularly placed and consist of small square openings with an occasional 6/6 window. Two of these windows provide a view of the wheel and mill race. The wrought iron mill wheel, installed in 1923, is located on the east side of the mill. A two storey hip roof

addition was added in the late 19th Century. The interior has one room for each of the four floors. Original wood beams and flooring remain as well as much of the old mill machinery. This includes the mill stones.

Sunset Hall/Howard House: 1787 (K-174): Sunset Hall is an 18th Century building remaining in Millington. The other was the Comegys House, which recently burned. This townhouse style structure was built on a 10 acre lot purchased by Dr. John Thomas in 1787. Located on Cypress Street, the brick house is a two story high building, three bays wide, and two-bays deep. It has a Flemish bond front façade with no belt or water table. It is the most significant architectural structure still standing in the town today. It also is the oldest within the incorporated portion of town.

Sunset Hall has a three pane transom light and several period windows, 9/9 on the first floor and 9/6 on the second floor. The structure was remodeled in the 19th Century but boasts handsome and finely crafted interior features including the staircase. However, some of the interior features have been altered or removed over the years. MHT records note that the house stands on a portion of the second 1702 grant for London Bridge. Sunset Hall has been compared to neighboring brick houses in Chestertown, such as the historic Geddes-Piper House, which exhibits some similar features.

Old Brick House/Millington Academy: Circa 1813 (K-318): In 1813, the Trustees of the Academy at Bridgetown (now Millington) purchased a lot on Cypress Street from Thomas Gilpin. The deed was completed in 1836. By that time, a small brick schoolhouse had been constructed on the site. The original Millington Academy, built after 1836, was two stories tall and possessed traits of vernacular Eastern Shore domestic architecture of the late Federal period. It was enlarged from the period 1840 to 1850 but burned in the fire of 1876. The present-day Millington School was constructed on the site around 1915-1916.

According to MHT records contained in the original architectural survey, fragments of a much older brick structure make up part of the building. The present brick structure is seven bays long and one room deep. The four west bays have walls laid in Flemish bond on the façade and common bond at the sides and rear, which may date from the late 18th Century. Architecturally the building is significant because of the incorporation of an earlier building. It also is important as an early educational site for Kent County and Millington.

Moffet House: 1830 (K-173): The Moffet House was constructed as a duplex in 1830. A date of construction is painted on a recess near the apex of the east gable. It is a brick structure laid in Flemish bond, whereas bricks have been painted red. The building is a four bay wide, two and one-half story double house, two rooms deep. There is a gable roof with two gabled dormers that were added in the 19th Century. A modern porch was added in the late 20th Century. A double kitchen building is located in the rear, which was originally detached from the house. This has been connected by modern hyphens. Handsome interior trim and moldings are noted in the MHT architectural survey.

Logan House: 1830 (K-170): The Logan House is one of Millington's most significant historic resources. Located on Cypress Street, it is a two and one-half storey brick building. The front façade is uniform Flemish bond with 9/6 windows on the first floor and 6/6 windows on the second floor. The house has a fanlight transom, which is a rare architectural feature in Kent County for the time period.

The Logan House is considered a "colonial carry-over" and is architecturally important because it reflects a conservative style of construction in Millington. The MHT notes that while new architectural styles were taking hold in Kent County during the mid-19th Century, the Logan House "…exemplifies the survival of an older house form into the a later period, where conservative, straight forward building was favored" over "flamboyance." According to the MHT, the Logan House is one of the best examples of late Federal dwellings in Kent County.

United Asbury Methodist Church: 1871 (K-624): The United Asbury Methodist Church is located near the crossroads of Cypress and Sassafras Streets. It is a two storey Italianate-Style structure, which is built of brick. According to MHT records, the church "…is quite unlike that of most other Kent County churches built or remodeled during the same period." It strongly resembles the Presbyterian Church in Middletown, Delaware. Especially notable interior elements include a pressed metal ceiling and cornice, which were installed in 1906. These ceilings were rare for Kent County.

John Wesley United Methodist Church: 1880 (K-622): The John Wesley Methodist Church is located on the north side of MD Route 291 at the eastern edge of Millington. It is a frame one storey structure with a short vestibule tower projecting from the gable end at the southeast corner. The small belfry is enclosed under a pyramidal roof. According to MHT records, the church was likely constructed in 1880 although, it is claimed to be built in 1865. Major remodeling in 1923 and 1964 has made it difficult to determine an exact date of construction. This church is important as a religious and educational institution. The John Wesley Church is one of the County's oldest black congregations and also housed the first school for black children in the area.

Bottomley Smith House/Pipsoszar House: Circa 1880 to 1885 (K-633): The Bottomley Smith House was constructed in the period from 1880 to 1885 on one of Millington's deep infill lots between Cypress Street and the Chester River. The house exhibits local vernacular "Victorian Gothic Revival" architecture, which was often used on rural farmhouses in the area during the last quarter of the 19th Century. It is a frame two and one-half storey structure that is five bays wide with a central gable. The building is noted as having fine architectural details. Recent MHT data indicates that sympathetic restoration has been performed.

Sandfield Public School: Circa 1893 (K-621): The Sandfield Public School was burned and destroyed in 2008. The site of the school is located adjacent to Millington, though not within the incorporated town. It was a simple one room one storey frame schoolhouse structure with a gable roof. Historically, this area has been a small black community located at the fringes of town. The Sandfield school building was constructed in the late 19th Century and according to MHT records "…strongly resembles the black school erected at Church Land near Pomona in Kent County." It was converted to a community center and modernized in 1958.

Mallalieu/Simon House: Circa 1900 to 1905 (K-644): According to MHT documentation, the Mallalieu/Simon House is "…one of the most attractive Victorian houses in Millington." The structure is a two and one-half storey five bay wide building located on the east side of Sassafras Street, in the "Queen Anne" style. The roof is hipped with a flat deck and four cross gables. Dormers flank the building's south side central gable.

Old Millington Bank/Town Office: Circa 1905 (K-623): The Old Millington Bank Building, now used as the Town Hall, was built after the fire of 1904 ravaged the east-side of Cypress Street. This fire destroyed much of the town's existing commercial center, which was located at the crossroads of Cypress and Sassafras Streets and near the railroad line. It is a tall rectangular one storey brick building with two bays. The most notable architectural element of the building is its arched stained glass windows on the front façade. MHT data contends that it is "…the handsomest of all the turn-of-the century bank buildings in the upper county." Additions have been made to the building over the course of the 20th Century to promote practical use by the town. However, these additions have not diminished its attractive architectural character or historical value.

Old Gale Store: Circa 1905 (K-643): The Old Gale Store is a vernacular late Victorian style two storey frame and weatherboard structure. It is "T-shaped" in its construction plan with a rare two storey front porch, much like the neighboring Bailey Hotel across the street. The store was constructed in 1905 after a fire destroyed most of the town's commercial center. It was used by Leo Gale as a general store and meat market in the early part of the 20th Century.

Chapel of the Holy Cross North Kent Parrish: Circa 1905 to 1906 (K-594): The Chapel of the Holy Cross is located on Sassafras Street. It is a frame one storey "Stick-Style" structure. The plans for the Chapel were provided by W.D. Brinkle, an architect of the Diocese of Delaware, after the previous chapel was destroyed in the fire of 1904. There is a vestibule tower with a steep gabled roof over the entry doors. The nave roof, which is also steeped, intersects with cross gables near the rear corners. The MHT notes that this church's architecture is known as the "cruciform plan." The MHT further notes the Chapel of the Holy Cross "…is one the handsomest churches in Kent County and the only one built in the Stick-Style."

Bailey's Hotel: 1905 to 1906 (K-638): The Bailey Hotel is located at the crossroads of Cypress and Sassafras Streets. It is a frame three storey tall building with a mansard roof and a bracketed two-storey porch that wraps slightly around the north side. The structure is two bays wide and two bays deep. The north side is four bays deep on all stories.

The hotel is named for its long-time proprietor John E. Bailey and officially named the Central Hotel. It was an especially important building during the railroad age, serving rail passengers traveling along this route. Architecturally, the Bailey Hotel is important because it combines a mansard roof, typical of the French Second Empire Style, with common Victorian elements. This is a late style for Kent County, having been constructed around 1906.

Sunday School of the Trinity Methodist Episcopal Church: Circa 1918 to 1920 (K-642): The Sunday School of the Trinity Methodist Episcopal Church is located on the west-side of Sassafras Street, near the northern edge of Millington. This gable-roofed building was part of the Southern Trinity Methodist Episcopal Church, which was a group that broke away from the main body of the Church in 1845 over slavery issues. The original structure was likely built in the 1870's following the Civil War. The structure was extensively altered and remodeled in the 1950's and is now a private residence.

Regional Historic Structures: Resource Summary

Several significant historic resources are located outside Millington but within the broader study area. These resources contribute to the character of Millington and include the following:

London Bridge Farm: Late 18th Century (K-169): The London Bridge Farm is located just north of Millington on the Millington-Massey Road (MD Route 313). The house is a brick laid in Flemish bond on the front façade and common bond on the sides and rear. It is a two storey three bay structure dating from the last quarter of the 18th Century.

London Bridge Farm is one of the older homes in the Millington area but significant alterations were made to the building in the 1950's. These alterations have changed the essential character of the structure. MHT documentation notes that one room in the house has period raised and beveled paneling on the fireplace wall. However, the house is now a modern dwelling with only some antique elements.

Fellowship Farm: 1860 (K-177): Fellowship Farm, located just outside the municipal boundary of Millington, is a grand Greek Revival and Italianate structure built in 1860 by James R. Jones. It is a significant historical resource. It is a brick building three stories high and five bays wide. It has a low hipped roof surrounded by a balustrade in the central portion. According to MHT records, there is "…handsome bracketed cornice on a deep frieze" with tall windows on the first two stories and shorter windows on the third storey. The building has a central hall plan with one room on each side. The MHT contends that this house "…is the only one of its type in upper Kent County" and "…the only one of brick" that has survived.

Coleman/Thompson Farm: Circa 1860 (K-626): The Coleman Thompson Farmhouse is a two storey five bay frame structure with a low pitched hip roof. The house was constructed in a vernacular Greek-Revival and Italianate-Style. The front porch, one of the building's distinct Italianate features, has been removed and replaced with aluminum or vinyl. Interior trim is largely in the Greek-Revival Style. At one time, a two storey kitchen wing existed but was demolished and replaced with a new kitchen located in the northeast room of the house.

Historic Sites: Resource Summary

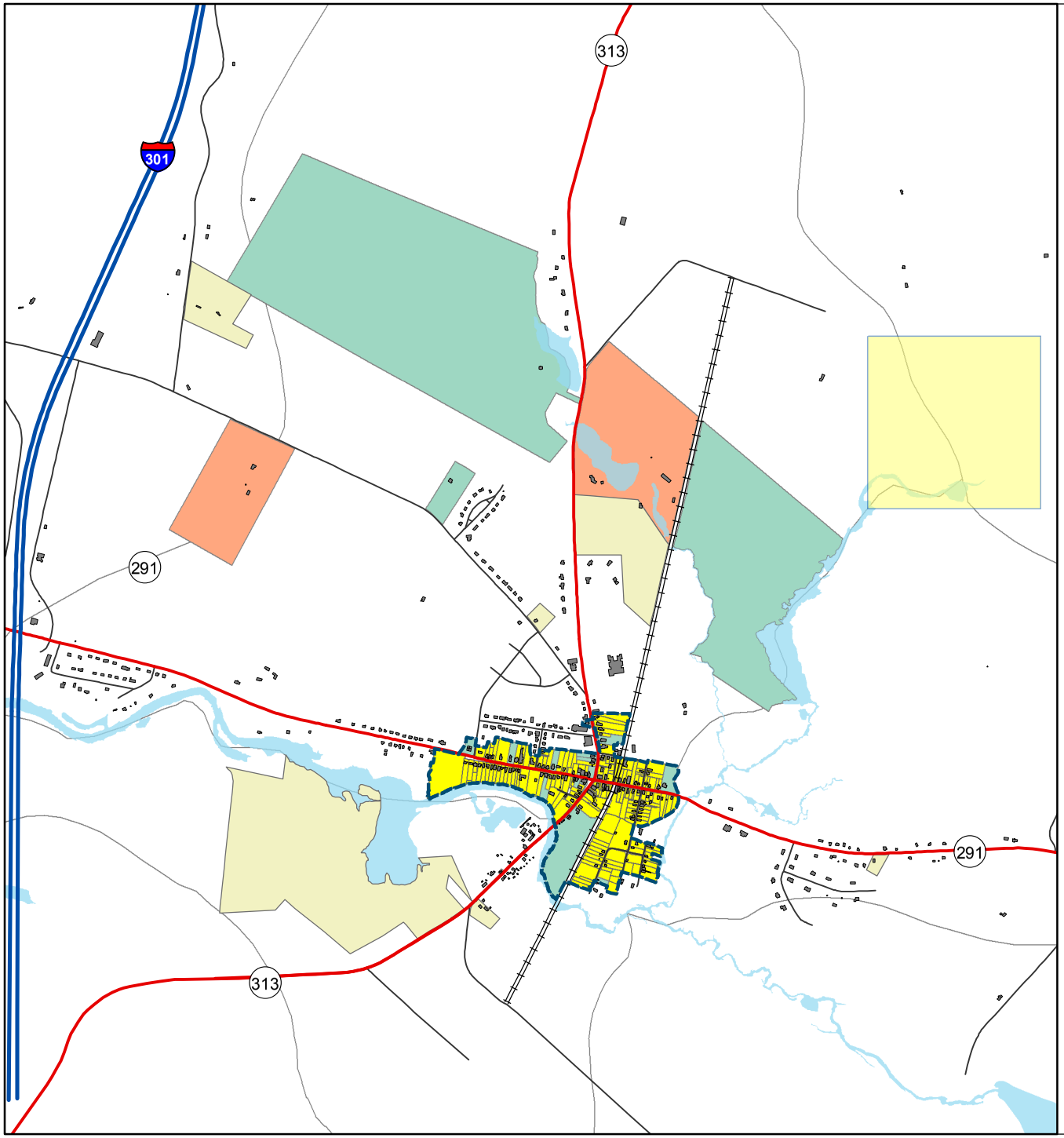
Several significant historic resources in the Town of Millington and the Millington area have been lost, being demolished or destroyed by fire. However, these sites are still important from an archeological perspective. These include the following:

Site of the Knock Farmhouse: 18th Century (K-168): The Knock Farmhouse was one of the most architecturally significant structures in the Millington area. It was a three part frame dwelling with a three bay gambrel roof section and a hall-parlor plan. The structure had 9/6 windows on the first floor and 6/6 windows on the second floor. According to MHT records, the house was listed in H. Chandlee Forman's book, *Early Manor Houses of Maryland* (1939) as an architecturally significant building in Kent County of historic value. The structure was the only known example of a gambrel-roof house with a corner chimney in the County. The Knock Farmhouse was torn down in 1956 and a new brick house was constructed on the property.

Site of the Comegys House: 1790 (K-171): The Comegys House was one of Millington's most significant historic resources. It was a two part brick building with a Flemish bond front façade and common bond on the sides and rear. The structure was two stories high and five bays long with a gable roof and no dormers. It was enclosed by two chimneys. The taller portion of the house, being more elegant, retained much of its original character. This was marked by 9/6 windows on the first floor and 6/6 windows on the second floor. The house burned in 2002.

Site of the Quaker Meeting House: 1787 (K-648): A lot on Cypress Street in Millington, then known as the Head of Chester, was one of four sites within Kent County on which a Quaker Meeting House was erected. In 1840, the structure was removed due to dwindling membership and religious competition from other sects such as Methodism. Today a modern metal commercial building, constructed in the 1970's, exists on the historic lot. However, the site of the Quaker Meeting House is an important archeological resource from the town's early history.

Sites of the Peacock House/Grumpelt House: Circa 1830 to 1890 (K-172): The Peacock House was located on Cypress Street. It was originally constructed in the early part of the 19th Century and was modified several times during the course of that Century. The structure was a two-bay brick house, which was later extended to three bays. Its original roof was replaced with a gambrel roof. Brick walls were stuccoed over to provide a masonry effect. According to MHT records, the house burned in the 1980's.



MAP 9-1

COMPREHENSIVE PLAN
Millington, Maryland

Heritage Resources

- Millington Historic District Boundary
- Buildings
- U.S. Highway
- State Highways
- Local Roads & Streets
- Potential Historic Sites
- Railroad Line
- Archeological Areas
- Rivers & Streams
- Eligible for Listing on NRHP
- Maryland Inventory of Historic Places
- Millington Historic District

Millington Historic District - Heritage Resources:

Gilpin's Mill: K-175
Sunset Hall/Howard House: K-174
Old Brick House/Millington Academy: K-318
Moffet House: K-173
Logan House: K-170
United Asbury Methodist Church: K-624
John Wesley United Methodist Church: K-622
Bottomley-Smith House/Pipspszar House: K-633
Sanfield School: K-621
Mallalieu-Simon House: K-644
Old Millington Bank/Town Office: K-623
Old Gale Store: K-643
Chapel of the Holy Cross: K-594
Bailey's Hotel: K-638
Sunday School - Trinity Methodist Episcopal Church: K-642

0 1,000 2,000 4,000 Feet

PJA Peter Johnston & Associates, LLC - Easton, Maryland

Heritage Preservation and Tourism Initiatives

According to the 2006 *Kent County, Maryland Comprehensive Plan*, "the Upper Eastern Shore is one of the oldest working landscapes in North America and one of the last intact colonial and early American landscapes anywhere."[48] Many heritage preservation initiatives are currently occurring in Kent County and the Millington region. These initiatives present opportunities to capitalize on the history of the town to promote heritage tourism. More importantly, they represent opportunities to seek public and private investment to restore and rehabilitate heritage structures.

Stories of the Chesapeake Heritage Area

Under the Maryland Heritage Areas Program administered by the Maryland Heritage Areas Authority (MHAA), the Counties of Caroline, Kent, Queen Anne's, and Talbot have partnered with the Eastern Shore Heritage Incorporated (ESHI – a public private partnership) to create the "Stories of the Chesapeake Heritage Area." Partners in the Heritage Area also include 21 municipalities within the region. The "Stories of the Chesapeake Heritage Area" is one of the largest in the State.

ESHI is a non-profit organization tasked to manage the Heritage Area and implement a Heritage Area Management Plan. As a guiding policy, the *Stories of the Chesapeake Heritage Area Management Plan* seeks to promote heritage preservation and tourism for economic development. In 2005, the Stories of the Chesapeake Heritage Area became "Certified" by the Maryland Heritage Areas Authority. Certified Heritage Area Status confers many benefits, including grant funding for local projects and historic rehabilitation tax credits for property owners. Millington is part of the Heritage Area

This Plan recognizes the importance of the certification status of the "Stories of the Chesapeake Heritage Area," comprising heritage sites and places in Kent, Caroline, Queen Anne's, and Talbot Counties. This status recognizes Millington's unique heritage and offers the Town the opportunity for coordinated and enhanced tourism activity. Consequently, the *Stories of the Chesapeake Heritage Area Management Plan* is hereby incorporated in the *Millington Comprehensive Plan*, and may be amended from time to time. As adopted on April 4, 2005, "Resolution 2005-06; the Millington Council and Millington Planning Commission" officially adopted "The Stories of the Chesapeake Heritage Area Management Plan".

Historic Preservation Programs

A number of programs exist to help individuals and groups temporarily or permanently protect sites and structures considered significant. Historic preservation programs include the inventorying, researching, restoration, and ongoing protection of sites and structures having a significant local or national historic interest. Historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Millington with a number of benefits including:

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

[48] *Kent County Comprehensive Plan*. Prepared by the Kent County Department of Planning & Zoning, Kent County Planning Commission, and Kent County citizens. May 2006. 69

- Community and economic revitalization through the renovation or adaptive reuse of older structures.
- Increased property values and tax revenues as a result of renovation and restoration.
- Increased revenues generated from heritage tourism.

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.

Maryland Historical Trust

The Maryland Historical Trust (MHT) is a state agency dedicated to preserving and interpreting the legacy of Maryland's past. The Trust maintains the "Maryland Inventory of Historic properties," a broad-based catalog of historic resources throughout the State. The Inventory consists of written, photographic, cartographic, and other graphic documentation of over 14,000 historic districts, buildings, structures and sites that serve as a physical reminder of Maryland's history. The Inventory is constantly expanding through contributions from the Trust's Statewide Architectural Survey Program, which works with county and local governments and other institutions to identify and document historic resources. Listing in the Inventory does not limit or regulate the property owner in what can or cannot be done with the property.

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. Such easements "run with the land" and transfer to future owners. The benefits for a property owner to donate his land to the MHT include income, estate, inheritance, gifts and property tax benefits. In exchange, the owner gives the MHT the right to review and approve proposed alterations on the property. The MHT will only accept easements on properties it determined to be eligible for listing on the National Register.

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.

Local Historic District Overlay Zone

Another type of designation is the locally-zoned historic district which is an overlay on the existing zoning ordinance of a specified area. This district, legally allowed by Section 8.01 of Article 66B in the Annotated Code of Maryland, is designed to maintain the visual character of the community. It may 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 of Millington by preserving the areas of the town that reflect elements of its cultural, social, economic, political or architectural history.
- Stabilize or improve property values in such a District.
- Foster civic beauty.
- Strengthen the local economy.
- Utilize Historic Districts for the education, welfare, and pleasure of the residents of the county or municipal corporation.
- Prevent demolitions and incompatible alterations in a Historic Zone.

Kent County Historic Preservation and Heritage Tourism Initiatives

The *Kent County Comprehensive Plan* states that the "Kent County Historical Society, the Kent County Historical Trust, and Preservation Incorporated all play a major role in the preservation of the County's resources." These entities can assist local residents and jurisdictions in the pursuit of heritage preservation. This includes potentially providing assistance to homeowners, who wish to restore historic structures and sites.

The United States National Park Service (NPS) has created the "Chesapeake Bay Gateways Program." Many sites in Kent County participate in this program. In addition, the *Chesapeake Country National Scenic Byway Corridor Management Plan* and the *Stories of the Chesapeake Heritage Area Management Plan* also promote the preservation and enhancement of Kent County's heritage resources. Primarily, these plans, and the management entities that have been formed to guide planning efforts, focus on both heritage preservation and tourism.

Heritage tourism offers Kent County and its jurisdictions a way to capitalize on the Eastern Shore's unique culture and history. According to the *Kent County Comprehensive Plan*, the County is developing new attractions and improving existing sites as a response to increasing interest in heritage tourism.

Heritage Preservation Planning

Preserving Millington's significant heritage resources enhances the town. In this regard, the setting for such resources also is important. Historic and architecturally significant structures form only one component of the broader character of the Millington area. Working farms, pristine natural areas, Town gateways, and even transportation routes provide the overall context for historic sites and structures. All of these resources combine and contribute to one's experience of the region.

Most importantly, heritage preservation assists in the promotion of compatible economic development initiatives, which benefit the downtown and the Town's tax base. The ultimate purpose of heritage planning, from a local government perspective, is to provide enhanced access to federal, State, and local funds to promote heritage preservation and boosts tourism. This includes the general improvement of the town's overall aesthetic appearance. Several conceptual and prioritized planning strategies are discussed below for heritage preservation.

FIGURE 9-5: Specialty shops, including this historic building near the Chester River, as well as restaurants and inns provide vital economic stimulus to the Town.

Local Heritage Preservation Initiatives

Acquire Grant Funding

The Maryland Historical Trust (MHT) provides grant funding for non-capital projects that include planning and outreach for historic preservation. In addition, a host of federal and non-profit foundation funds also are available for planning projects as noted on the MHT website. Millington should consider accessing such grant funding to assist with heritage planning initiatives.

Grant funding also may be available from the Eastern Shore Heritage Incorporated (ESHI) and by extension the Maryland Heritage Areas Authority (MHA A). Kent County and Millington are part of a "Certified Heritage Area" (CHA), the *Stories of the Chesapeake Heritage Area*. CHA status under the MHAA provides increased access to State funding for heritage preservation and tourism projects.

Inventory Heritage Resources

Several important steps exist in the development of an effective program for the protection and promotion of heritage resources. First is to fully inventory the town's current heritage resources. This includes updating the existing inventory, such as what structures may have been destroyed or demolished since the last survey. Locations should be mapped and digitized with modern aerial imagery in the Town's GIS system.

The MHT digital inventory for heritage sites and structures should be integrated with the Maryland Property View (MPV) system. The MPV was developed by the Maryland Department of Planning and Maryland Taxation and Assessments. It provides land use, zoning, property owner and tax information, as well as structural conditions for buildings and is an important tool for heritage planning.

Kent County government, in coordination with heritage preservation partners, is seeking funding to review and update the existing inventory of heritage resources in the County. This includes "…all eligible historic and cultural sites, buildings, communities, land and under-water archeology, landscapes,

shorelines, and historic transportation corridors within the County." This inventory will be posted on the County's web site.

In addition, the County "…will survey and evaluate all heritage resources including archeological sites and districts; history museums and collections of objects; monuments, structures, buildings and districts; cultural landscapes; and living traditions." Assistance and guidance will be provided by the Heritage Preservation Advisory Committee. As shown on Map 9-1, several properties, not identified in earlier inventories, have been shown as potential historic sites. The Plan is intended to "…address the current state of heritage resource preservation in Kent County by summarizing past survey and evaluation efforts and identifying known gaps or outdated information." It also will "…identify known threats for each resource type and contain goals, objectives and a prioritized list of activities for each resource."

In this regard, Millington should ensure that town heritage resources are reviewed in this process and inventories are updated.

Designate Landmark Heritage Sites & Structures

The second step involves the designation of the most significant sites and structures, which are critical areas for future preservation because they represent the town's most valuable assets. Millington should determine which historic structures in town should receive local landmark status. These structures are integral parts of the Town's identity and should be preserved in a state consistent with their historic character.

Develop Heritage Preservation Policies

The third step involves specific policy and regulatory actions to protect heritage resources and build tourism infrastructure in Millington, thus promoting the town's economic revitalization. This includes the development of a local Historic Preservation Plan, Historic Preservation Ordinance, and designation of a Historic Preservation Committee to oversee heritage related activities.

A Historic Preservation Plan for Millington provides specific goals, objectives, and recommendations for the preservation of historic sites and structures. The preparation of such a Plan can assist in the inventorying, mapping, and documenting of key resources as well as secondary contributing resources. It also will provide detailed recommendations for innovative ways to protect these resources, thus establishing the town's policies for historic preservation.

According to *Article 66B of the Annotated Code of Maryland* (Planning & Zoning Enabling Act), Sections 8.01 to 8.17, "Historic Area Zoning," local jurisdictions may designate "…boundaries for sites, structures, or districts, which are deemed to be of historic, archeological, or architectural significance." Local heritage preservation planning allows property owners in designated historic preservation districts to access significant tax credits, low-interest loans, and grants to repair, restore, and/or renovate important historic properties. In accordance with the provisions of Section 8, local jurisdictions may

form a Historic District Commission or Historic Preservation Commission to oversee development within the historic district to ensure compatibility.

FIGURE 9-6: This building is an example of adaptive reuse in the Town's downtown historic area. Modern construction materials and methods were used for the renovated historic structure, providing a pleasing street presence.

The role of historic districts in local development and planning matters is often misunderstood. The ultimate purpose of any "Historic District Ordinance" is to preserve the historic character of a community, promoting compatible development and redevelopment as well as the restoration and/or adaptive reuse of historic structures.

The powers of any historic district and hence any historic district commission are established through a public process and the development of a local Historic Preservation Plan. Therefore the degree of flexibility is established in the initial policies and regulations developed under the Plan. Regulations need not be mandatory and can provide a mix of voluntary regulations.

In Millington a local Historic District can be a voluntary endeavor, whereby each individual property owner can choose whether he or she wishes to be part of a larger officially organized and recognized Historic District. District status can bring numerous benefits to property owners including tax breaks and low interest loans to name a few. For business owners in historic districts, commerce benefits from peripheral marketing by public and private entities involved in heritage tourism promotion.

Develop Heritage Preservation Regulations

Updating regulatory mechanisms to include the promotion of heritage preservation is encouraged such as the adoption of building maintenance codes, stronger enforcement, and an assessment of the role of the Planning Commission in the town's regulatory processes. Administrative enhancements also may be required to provide flexibility, innovation, and incentives.

The adoption of zoning provisions that promote the adaptive reuse of historic structures for public and private uses is important. These include, but are not limited to, bed and breakfast establishments, craft/gift shops, small retail operations, cafes and restaurants, museums, and studio space for artisans, when such uses minimize exterior structural alterations.

It is important to balance historic preservation with energy conservation. Not all historic structures require "museum-like restoration." In fact, many historic structures serve utilitarian functions, being places for business or worship. Providing a flexible range for use is appropriate. Historic preservation for non-landmark sites and structures should be tempered with the integration of modern and compatible construction methods. Particularly, this includes the integration of energy-saving "green" materials that replicate historic materials. The town should review the present Zoning Ordinance, as it relates to historic preservation, and develop public guidelines of acceptable "green" construction materials and

practices for non-landmark historic structures.

Develop Design Guidelines

Following planning and regulatory preparation, the development of "Design Guidelines" can assist with appearance standards for new development, infill, and redevelopment. Heritage preservation should be balanced with energy conservation, allowing secondary contributing structures to integrate energy efficient building materials that still maintain a historic "look and feel."

Enterprise Fund and Tax Incentives

Heritage preservation in Millington is important because historic sites and structures are valuable resources. At the municipal level, Millington should continue to build heritage tourism attractions thereby building the local economy and assisting in the enhancement of existing resources. The architecture of Millington is a commodity and of particular importance. The Town should seek ways to ensure that the architecture found along Millington's streets is maintained and preserved as a valuable economic asset. An example of enhancing heritage resources is to encourage the protection and rehabilitation of historic homes and buildings by evaluating the use of a "Rehabilitation Tax Incentives" and an "Enterprise Fund."

One strategy in the *Kent County Comprehensive Plan* is to "…identify the existing tax credit programs available from the State and federal governments, review the requirements of these programs, and explore policies that will enable county residents to take advantage of these programs." In addition, the County plans to develop education and outreach programs to improve citizen awareness of "…tax credit, grant and loan programs for restoring historic buildings and provide information on the proper maintenance and repair of historic buildings." A clearinghouse of available resources will be provided.

In this regard, Kent County can assist Millington residents to access funding assistance for heritage preservation. Funding initiatives also include working with the Maryland Department of Housing and Community Development, the Maryland Historical Trust, the Maryland Heritage Areas Authority, and the National Trust for Historic Preservation to obtain financial support for heritage preservation and planning.

An Enterprise Fund can be established and paid for by new development or public/private partnerships. Enterprise funds promote improvements to the Town, such as new street lights, sidewalks, street trees etc. These could include improvements to the Town's Historic Core. An Enterprise Fund also can be used by the Town to provide low interest loans to homeowners and business owners for necessary property and infrastructure improvements, such as restoration, renovation for adaptive reuse, or sidewalks etc. In combination with Historic Tax Credits, available from the MHT, an Enterprise Fund can provide an effective mechanism for revitalization.

Infrastructure Enhancements

Millington should continue improving the Town's infrastructure in the Historic Core to promote a walkable and compact community. This includes street trees, sidewalks, period street lighting, greenways, and open space/parks. Although, much has been done by Town officials and local residents already, the continuing goal is to improve the overall aesthetic appearance of Millington and enhance tourism to revitalize the town.

Regional Heritage Preservation Initiatives

Work with Neighboring Jurisdictions

Millington should work with neighboring municipalities, Kent County, and the State of Maryland to explore ways to assist heritage preservation, neighborhood revitalization, and tourism efforts in the Town and the region. Partnerships create an "economies of scale" and allow for enhanced assistance. This is particularly important for property owners that may require assistance accessing State grants, loans, and tax credits for historic restoration/rehabilitation. A "go-to person" is needed for technical and professional assistance regarding heritage resources, including assistance to property owners.

Other partners include private and quasi-public entities such as local and regional businesses, the Kent County Historical Society, Washington College, and the Eastern Shore Heritage Incorporated. The Kent County Comprehensive Plan states that "…preserving landscapes can be as important as preserving structures" and the "…National Register of Historic Places allows for the designation of rural historic districts. "These rural historic districts include large tracts of agricultural land "…surrounding small crossroads communities that are important to preserving the cultural heritage of Kent County."

Millington should work closely with Kent County to ensure that Town interests in regards to heritage preservation are protected. This includes the coordination of Town Growth Areas and proposed new development.

Access Regional Heritage Initiatives

Regional heritage initiatives will assist Millington and the region to maximize access to State funds for heritage related initiatives, including funding through the MHAA. A Heritage Area Management Plan has been prepared for Kent County. It unites resources, linkages, and the potential for heritage tourism and economic development. Millington is part of the *Stories of the Chesapeake "Certified" Heritage Area*, which is administered by the Eastern Shore Heritage Incorporated (ESHI). Annual funding is provided by the MHAA.

In addition, Millington should work with regional entities to establish potential routes for a "Scenic Byway" in the region or a byway branch that can link to the existing Chesapeake Country Scenic Byway, along MD Route 213. Branch links can be made from Galena, a Town along the Chesapeake Country Byway, to Massey and then Millington along MD Route 313. Scenic byways are funded through the Maryland State Highway Administration with assistance from Maryland Tourism.

Kent County has indicated that "…interpreting the county's history through guided tours and demonstrations would allow residents and visitors to truly experience what make this area so special." This includes encouraging local historic preservation groups to explore alternatives for promoting regional heritage tourism and the history and culture of Kent County. Cross promotion for heritage tourism could be an important tool for the town's economic development and enhancement.

CHAPTER 10 TRANSPORTATION

Efficient and effective movement of people and goods is an important concern in any community's growth plan. Providing a safe and efficient transportation network with minimal disruption of the area can sometimes be difficult to achieve. It requires that transportation planning be closely coordinated with other elements of the Comprehensive Plan to assure that transportation plans and policies complement and support those of other sections. As the control of transportation systems is divided among the State, the County, and the Town of Millington, managing transportation facilities to ensure adequate capacity will require coordination and cooperation among the various levels of government.

Existing Transportation Facilities

Highways

The 3.19 miles of Town street systems include State highways, County roads, and Town streets. Millington is served by two State highways. Primary highway access to Millington is provided by MD Route 291, MD Route 313, and (to a lesser extent) the Chesterville Millington Road. MD 313 and 291 are both State-maintained. They are two-lane highways that intersect in the approximate center of Millington. MD 313 is a north-south route and connects Millington to Sudlersville in Queen Anne's County, to the south, and Massey in Kent County, to the north. MD 291 travels west to east and is the principal route used to travel from Chestertown to Dover, Delaware. It intersects with US Route 301 a few miles west of the Town.

In 2015, the [Maryland Department of Transportation, State Highway Administration (MDOT SHA)] posted an average daily traffic count of 2,955 vehicles on MD 291 at a point four-tenths of a mile west of the 291/313 intersection in Millington (down slightly from the count in 2004), and 2,231 vehicles on MD 291 at a point one-tenth of a mile west of Peacock Corner Road (up slightly from the 2004 count). SHA posted a 2015 average daily traffic count of 1,371 vehicles on MD 313 at a point two-tenths of a mile north of its intersection with MD 291, down slightly from the 2007 count, and 1,742 vehicles.

These average daily traffic counts indicate that local roads are currently operating at an acceptable level of service (LOS). Average daily traffic volumes at this level indicate these roads are currently operating at LOS C or better.

A new overpass with roundabouts at the intersection of MD 291 and US 301 was completed in 1999. This improvement will ease access to Millington from the north and is anticipated to increase current truck traffic along US 301 by providing an alternate route to 1-95. The average daily traffic just north of the MD 291/MD 301 interchange was reported to be 10,151 in 2015.

The FY 2018-2022 Consolidated Transportation Program, the State's fiscally constrained six-year transportation plan, contains a Maryland Department of Transportation State Highway Administration (MOOT SHA) project for an urban reconstruction along MD 291 from west of School Street to east of Crane Street. This project includes pedestrian improvements and is also included in the Transportation

Priority Letter for Kent County. Construction is anticipated to begin in the winter of 2019 and be complete by the winter of 2020.

Local Streets

Local residential traffic is handled by Town-maintained streets, which form grids off MD 313 and 291. In Town, MD 313 becomes Sassafras Street and MD 291 becomes Cypress Street. Both streets are two-lane, feature parking at one or both curbs, and allow unrestricted access from driveways and private entrances. The remainder of the municipal street system includes School Street, Hurtt Avenue, Comegys Street, Back Street, Hazel Lane, Railroad Avenue, and Crane Street. All are maintained by the Town and feature 50-foot right-of-ways, two lanes, parking on both sides, and unrestricted access from driveways. Streets in nearby Sandfield include Middle, West and Race Streets, all of which are County-owned and maintained.

Public and Private Transportation Services

Maryland Upper Shore Transit (MUST) provides coordination efforts between Delmarva Community Transit and Queen Anne's County, County Ride. These providers offer fixed route service with special services for persons unable to use the regional fixed routes. Fares range from $2.00 for the general public to $1.00 for seniors and persons with disabilities. Millington is not currently well served by transit. Several public and private companies also provide transportation service in the county. These include special needs transportation, cab service, shuttle service to nearby airports and train stations, and van service to large regional employers and locations west of the Chesapeake Bay.

Pedestrian Systems

Millington has nearly 2 miles of sidewalks throughout the Town. Sidewalks have been installed along the main streets within the Town (Cypress and Sassafras Streets) and along some minor streets (Rail Road Avenue and Sharp Street). The Town plans to add sidewalks along Hurtt Street.

Transportation Plan

Millington's primary objectives for the local transportation system are to integrate land use and the street and highway networks to provide for the logical continuation and improvement of existing streets and highways in proper coordination with the State, County, and municipal facilities in existence.
In existing neighborhoods, Town officials want to minimize the adverse effects of vehicular traffic on local residential streets, particularly truck traffic. Considering the Town has limited funds for street and sidewalk improvements they want to maximize the capacity, safety, and efficiency of the existing street and highway system. Enhancing quality of life for existing and new residents is dependent not only on safe and efficient streets but also on appropriate pedestrian and bicycle routes that link residences with activity centers, including shopping, recreation and civic space. The Town wants to improve pedestrian safety by providing safe routes for pedestrians and non-motorized transport.

The Town's "Transportation Plan" concept is illustrated on the Transportation Plan Map 10-2. The Millington Transportation Plan consists of a local street hierarchy (in addition to the State and County systems). It is made-up of three (3) street types that include:

Collector Streets – The Town envisions a collector street system that will connect to the existing Town street system, link neighborhoods and serve as the primary circulation routes throughout the community. Direct access on major collectors should be strictly limited to the intersections of other major streets, roads and local streets. Design features, such as street lighting, signage and street tree plantings should distinguish the collector streets from lower order streets. Pedestrian and separated bicycle routes should be provided along these routes.

Local Streets – Local streets, primarily serving residential properties, will make up the bulk of the Town street system. Local street standards may vary, depending on the number of units served, but the essential characteristics of these streets will be the same. Local street design should emphasize low vehicle speeds and pedestrian safety, pedestrian scaled design (e.g., street lighting, signage), and appearance. All local streets should be identifiable by distinct street trees.

Alleys – Alleys provide access to the rear of properties where off-street parking and/or garages are located. Alleys present an opportunity for a more positive front yard streetscape by eliminating the need for curb cuts and by providing an alternative location for utilities and trash pick-up.

The Transportation Plan also includes a primary stem of a trail system. When connected to existing and new sidewalks as well as pedestrian and separated bicycle routes along the collector street systems the overall pedestrian system will provide access from neighborhoods to activity centers.

Transportation Policies

A small community like Millington has difficulty accommodating all the needs of the users on its roads. Since Millington serves as a major connecting area for busy State highways and also as a residential area, conflicts are inevitable. These conflicts will increase as growth occurs in the region, and certainly if substantial development occurs within the Town or nearby.

Improvements are needed to the circulation system to protect pedestrians and property as well as prepare for the increased use of our roads by others. The Town must work with Kent and Queen Anne's Counties, the State Highway Administration, and the Mass Transit Administration to make sure its needs are understood, all proposals are coordinated, and service providers such as Maryland Upper Shore Transit are supported

Action strategies outlined in the 2007 Millington Comprehensive Plan remain valid in this update. They include:

- Continue the grid pattern of town streets in any future developments and discourage any dead-end arrangements. Ensure that any modifications to existing streets are

carried out in a grid or network that produces alternate routes to every destination.

- Identify the opportunities to expand and extend the internal system of walkways and bikeways throughout the town and design a program to reserve land for future walkways and bikeways in new developments and ensure their connection with planned overall circulation systems.

- Identify and establish resting areas for pedestrians and bicyclists, e.g. benches, flower gardens, or fountains, in important activity areas.

- Develop a multi-year plan to repair, replace, and construct sidewalks in areas of identified need.

To achieve their transportation objectives the Town has established the following policies for transportation facilities and services:

1. Millington endorses alternatives to driving alone and encourages the County and State to inform the public and private entities of the monetary and environmental costs of continued dependence on automobiles.

2. Millington encourages the County to establish a program for commuters including park and ride facilities at appropriate locations.

3. The Town will supports bicyclists and pedestrians by providing safe, convenient, and inviting routes and walkways between activity centers.

4. The Town will strive to develop a pedestrian friendly street system within the corporate limits.

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

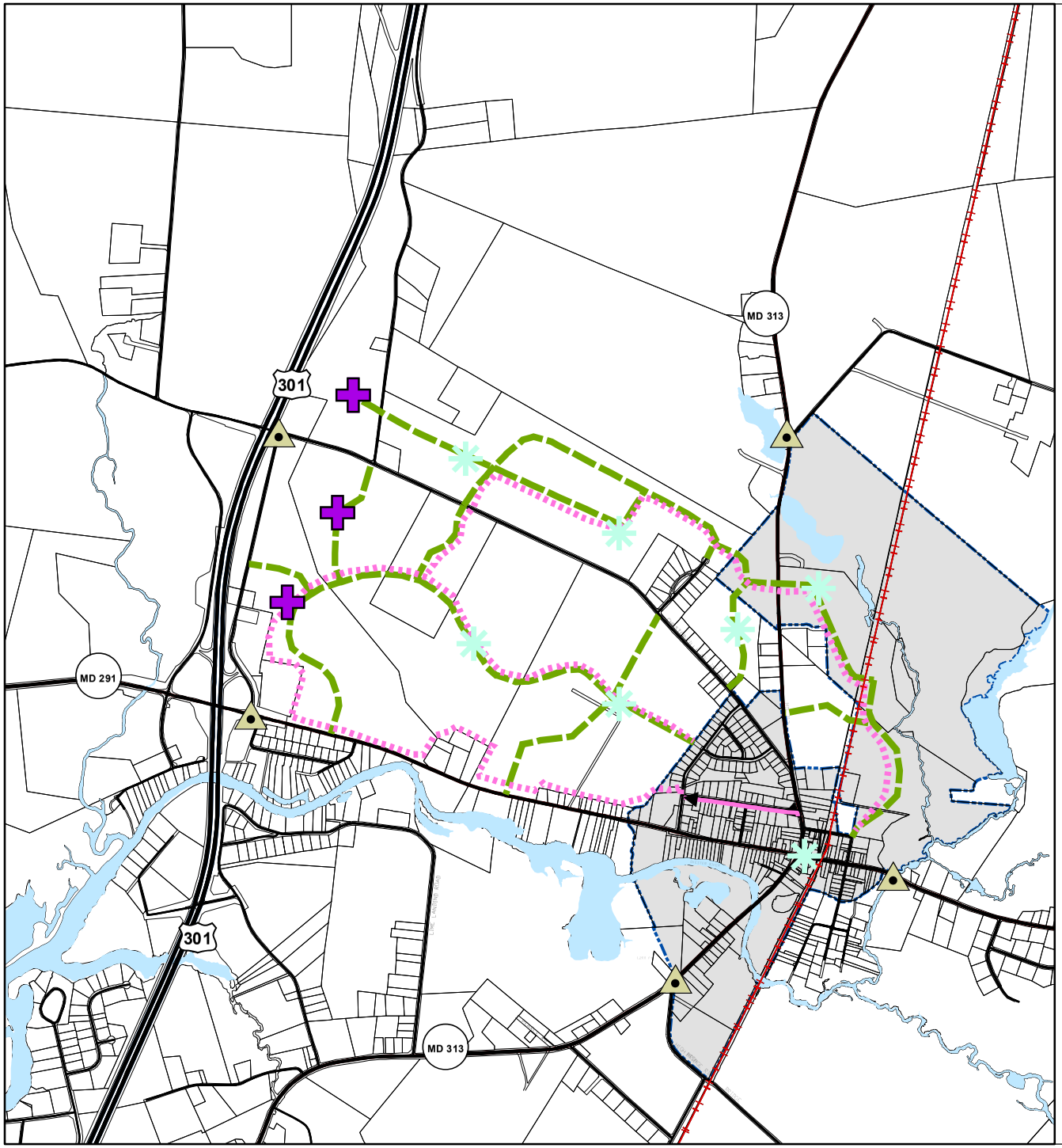
6. The Town will work with the State and County to coordinate the land use and transportation elements of the Comprehensive Plan with adjacent jurisdictions in order to achieve a reduction in drive alone rates.

7. New collector and local streets will be built by developers according to the Town standards and specifications and in accordance with concepts shown in the Town's Transportation Plan.

8. The layout of new street connections in undeveloped areas will assure connectivity to the overall Town street system.

9. Adequate rights-of-way will be required for new and planned streets taking into account existing and future development.

10. All developments will have adequate access and circulation for public service vehicles but actual paved street sections should be as narrow as feasible to maintain a human scale.



MAP 10-1

COMPREHENSIVE PLAN
Millington, Maryland

Transportation Plan

- Neighborhood Center
- Gateway Location
- Employment Center
- Maryland-Delarware Rail Road
- Corporate Area

0 1,000 2,000 4,000 Feet

PJA Peter Johnston & Associates, LLC
Easton, Maryland

Version 6-20-18

Summary

The Town should require the design for any development on the annexed property to adhere to the concepts illustrated on Map 10-1. This includes:

Access to Employment Area

Of particular importance to the Town is reducing the impact of local and through truck traffic on local streets. Providing an alternative route to the planned employment areas should be a priority that is addressed when development proposed at any of these areas.

Traffic Calming

MD 313 along the Wickes property, MD 291 and the Millington-Chesterville Road will function as town streets in the future. It is important that motorists are alerted to the change in road function at the town gateways. Traffic calming measures should be applied to reduce vehicular speeds to at least 25 mile per hour. Intersections at the major access points will be key locations of installation of traffic calming measures.

Connectivity

The overall design of the street system for the planned annexation areas should create a loop system that allows for multiple links back to the existing Town street system. Of particular importance is ensuring a loop back link west of MD 313 though the “growth area”.

Pedestrians and Bicyclists

Like the street system, pedestrian and bike ways need to be included along all collector routes. Sidewalk and bike lanes should be supplement with an extensive recreational trail system.

CHAPTER 11 - IMPLEMENTATION

The Millington Comprehensive Plan is intended to help the town achieve its vision for the future. It provides a policy basis for a wide variety of public and private actions and development related decisions by both public officials and private landowners. It provides general guidelines to the local community in order that piecemeal improvements or day-to-day decisions can be properly evaluated against their long-range impact upon the community and their relationship to existing settlement patterns.

The Millington Comprehensive Plan, and in particular the Land Use and Transportation elements, indicate proposed general or conceptual development patterns of the community expected through build out and beyond. It is not a detailed blueprint. It is, however, a guide delineating patterns of development which permit orderly growth of the community in a manner that can be more efficiently served with a variety of governmental services and facilities.

The following sections outline strategies the town can follow to implement the recommendations of this Comprehensive Plan.

Development Standards

Development codes and regulations should be consistent with the recommendations of this Comprehensive Plan. The town completed a major overhaul of the zoning code and subdivision regulations following adoption of the 2009 Comprehensive Plan in order to achieve this end. These growth management tools currently reflect the town's expectation for how development should be sited and designed. However, the proposed Annexation Plan in this version of the comprehensive plan brings into play the potential for development of significant business and commercial development with close access from MD 301. In addition to be being potential employment centers for the town and region, these properties are located at what will become the gateways to the town when annexed.

When these areas are annexed the town will add a mixed-employment district that permits a broad range of light industrial, business and service uses with some limited commercial permitted where the district adjoins a neighborhood center. District standards will include design requirements to address access and safety, signage, lighting and landscaping as well as incentives for development as a planned business park.

Large parcels designated for residential use will be encouraged to develop planned neighborhoods that include 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 and implement the recommendations of the transportation element of the Comprehensive Plan; and
- Open spaces integral to the community.

Transportation

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.

Streets systems in new development should be based on a modified grid system consisting of a simple and logical hierarchy 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 from a residential lot should be allowed to existing or planned major collector streets. Vehicles should be able to enter and exit without posing any substantial danger to themselves, pedestrians, or vehicles traveling on abutting streets, or interfering 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 permeability 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 create pleasing frontages. 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, and allowing on-street parking.

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 residential neighborhood and discourage use by through traffic. At the same time, the layout should provide appropriate vehicular and pedestrian connections between residential neighborhoods and 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 to planned collector roads. The street layout should respect natural features, should relate appropriately to the topography and should be designed to facilitate drainage and storm water runoff.

The design of residential streets should reflect their function in the system hierarchy and discourage motorists from traveling above the intended speed. 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 25 mph or less. Lower order streets should be less than 1/3 mile in length, so that motorists will have no room to speed.

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. Minimum standards that address this design guidance should be included in the Millington Zoning Ordinance.

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

Water Resource Protection

Millington's objective for water resources are to:

1. Maintain and protect an adequate water supply to serve the residents of Millington;
2. Protect water supply from pollution and encroachment; and
3. Take steps to restore and protect water quality and contribute to meeting water quality regulatory requirements in rivers and streams in the Upper Chester River Watershed. This will require addressing current water quality impacts as well as future impacts from land development and population growth.

TMDLs for point and non-point loading should not 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 to standards consistent with TMDL caps, 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.

Millington has participated with the county developing strategies to improve water quality in the Bay and its tributaries. Among other things, the town is represented on the Kent County Total Maximum Daily Load Committee (TMDL Committee). The TMDL Committee was formed in November 2006 by appointment of the County Commissioners. The purpose of the committee was to develop a tributary basin plan that included an estimate of specific best management practices to be included in the State's Chesapeake Bay Tributary Strategies Implementation Plan. The TMDL Committee completed a Draft Basin Tributary Strategy Implementation Plan in March 2008. The Commissioners reconstituted that committee in 2011 in order to draft Phase II Watershed Implementation Plan (WIP) Strategies and all corresponding documents including a Capacity Analysis, Tracking Mechanisms, Two-Year Milestones, and MAST Scenarios. The TMDL Committee has met monthly since March 2011 in order to develop local implementation strategies and discuss their cost to the county.

A number of the strategies included in Kent County's the Phase II WIP involve Millington. They are described as follows:

<u>Point Source Strategies</u>

- 2013 Programmatic Milestones: An engineering study and permit application for increased capacity will be undertaken when the plant reaches 75 percent capacity; in the meantime, the town will undertake a feasibility study to explore operational or mechanical solutions to come into compliance with the annual loading rate.

  The county has recently completed a collection system expansion project which provides wastewater collection service to 37 properties with failing septic systems in the Chesterville Forest area. The sewage collected from these properties is treated at the Millington ENR capable WWTP through wastewater treatment service agreement. Approximately 3 failing systems have been connected to date.

- 2017 Implementation Milestones: The County will continue to hook the remaining 34 failing systems in the Chesterville Forest Area. In addition, once the feasibility study is completed, the Town of Millington will proceed with necessary upgrade to their facility.

- 2020 Implementation Milestone: It is anticipated that all 37 properties with failing septic systems in the Chesterville Forest area will be hooked up to the Millington WWTP at this time. No further septic system connections to the plant are anticipated or planned.

Nonpoint Source Strategies - Stormwater Management Retrofits

- The town participated in a Chesapeake Bay Foundation grant program which will result in the construction of 10 rain barrels at a workshop (in addition to the 17 already constructed) and the installation of 3 rain gardens in 2012. Potential sites are at the town hall, fire hall, elementary school, and Methodist church adjacent to existing public ditch (pda).

- Urban Canopy and street tree implementation funding to be sought through the Chesapeake Bay Trust Community Greening Grant Program.

In addition to the strategies outlined in the Phase II WIP, the town should:

- Continue to cooperate with Kent and Queen Anne's County on watershed planning and management initiatives.

- Develop water conservation methods and policies and encourage innovative technologies for stormwater management such as bio-roofs ("green" roofs), bio-infiltration parking and traffic islands, and bio-retention gardens.

- Make education material available to town residents regarding nutrient management to reduce fertilizer applications to grassed areas and lawns in Millington.

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

- Work with the Upper Chester River Tributary Team, Maryland Department of Natural Resources (DNR), Chester River-Keeper, and the Counties to improve habitat and water quality in degraded streams in the town with a stream restoration program. This effort should be undertaken in cooperation with the Upper Chester River Tributary Team and the Chester RIVERKEEPER Program. An on-the-ground review of streams and other waterways located within town limits should be conducted to determine where stream quality is diminished or threatened. Streams in need of restoration typically are characterized by destabilized stream channels and eroded stream banks. A stream walk should be conducted as an annual event to ensure that restoration efforts are effective and to evaluate if additional measures may be required. This program would provide an excellent opportunity for public involvement in the town's conservation efforts. Residents, groups, and students can participate in stream restoration projects by "adopting" a stream or waterway and learning, then implementing, best management practices to protect streams and reduce pollutant loading in the Chesapeake Bay.

- Work with developers, homeowners associations and individual homeowners to reduce the amount of impervious cover in the town by implementing techniques such as clustered houses, narrow streets, reduced pervious 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.

Specific actions the town can take include the following:

- Limit impervious surface areas to 10% in the Conservation Area and other sensitive areas.

- Permit open section roadways in new developments.

- 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 in the Conservation Area and the Critical Area Buffer.

- Amend road standards to allow narrower, shorter streets, rights-of-way, and sidewalks. Streets may be as narrow as 22 feet in neighborhoods serving low traffic volumes; open space designs and clustering will reduce street lengths; 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 as low as 33 feet; 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 feet and stall length less than 18 feet.

- Require parking lots be landscaped. Relax setbacks to allow for bioretention islands or other stormwater practices in landscaped areas.

- Adopt flexible design criteria to allow developers to use clustered development/open space designs.

- Reduce minimum lots 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 education programs that encourage the reduction of fertilizer applications to grassed areas lawns in urban areas.

Millington 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 meet TMDL caps in the Upper Chester River watershed.

Heritage Preservation

Implementation recommendations for heritage resources are designed to assist Millington in preserving its significant resources and developing broad strategies to enhance resources and promote compatible economic development initiatives that benefit the town's tax base.

Preserve Historic Resources

Consider ways to ensure that the Millington's historic buildings and structures are maintained and preserved as valuable economic assets and important heritage resources. Develop planning policies and regulatory mechanisms, including Design Objectives or Guidelines, to assist in the preservation of heritage resources in Millington. This includes mapping, documenting, and inventorying of all current heritage resources as well as scenic and cultural landscapes and preparation of a "Millington Historic Preservation Plan". The planning process should emphasize public awareness and education concerning Millington's historic resources. Planning should be followed by establishment of a local historic district, historic district ordinance and historic district commission.

The town can assist owners of historic properties by establishing mechanisms through partnerships to supply technical and professional assistance regarding heritage resources, including assistance to property owners for the rehabilitation and/or restoration of heritage structures in Millington. The Town also may encourage the protection and rehabilitation of historic homes and buildings by evaluating the use of an "Enterprise Fund" and "Rehabilitation Tax Incentives," working with the Maryland Department of Housing and Community Development, the Maryland Historical Trust, and the National Trust for Historic Preservation to obtain financial support for rehabilitation.

Promote Heritage Tourism

Continue to build heritage tourism infrastructure in Millington. This includes improved walkable spaces in the downtown, wayfinding signage that includes historic sites and structures, a kiosk for information regarding historic Millington, parks and open spaces to accent the public realm, and linkages to key sites and areas such as greenways and trails etc. Increased heritage tourism will assist in the revitalization of the Town's central business district. Specialty shops and a vibrant downtown with businesses, restaurants, inns etc. will improve Millington's local economy and assist in the preservation of its valuable historic resources.

Partner with local and State entities such as the Eastern Shore Heritage Incorporated (ESHI), Kent County Government, the Kent County Historical Society, the Queen Anne's County Historical Society, the Maryland Historical Trust, and the Maryland Heritage Areas Authority to promote and enhance heritage preservation and tourism initiatives in Millington.

Promote Millington as an important scenic byway in Kent County. This includes partnering with Kent County, Maryland Tourism, and the Maryland State Department of Transportation (MDOT) – State Highway Administration (SHA) to review the possibility of including Millington (MD Rt. 313 from Galena to Millington) as a branch on the Chesapeake Country Scenic Byway.

Adaptive Reuse of Historic Structures

Adopt flexible zoning provisions that promote the adaptive reuse of historic structures for public and private uses including, but not limited to, bed and breakfast establishments, craft/gift shops, small retail operations, cafes and restaurants, museums, and studio space for artisans, when such uses minimize exterior structural alterations.

Mineral Resource Extraction

The town has no known mineral resource deposits within the corporate limits. In addition, the town does not permit mineral extraction.

Administration & Enforcement

Parks & Open Space

Parks will range from small, vest-pocket parks located within the neighborhoods to larger community parks serving all town residents, as deemed appropriate. Parks and open space meeting the following guidelines should be provided for enjoyment by people of all ages.

- Serve the active and passive recreation needs of all Town residents;
- Be located within easy walking distance (500 feet to 800 feet) of every residence;
- Be linked together by walking paths to the maximum extent possible;
- Be highly visible; ideally, fronted on at least two sides by residential units so that residents can clearly see park activities; and
- Respond to changing user needs.

The town has adopted minimum open space and improvement standards in the zoning code and requires that the design and location of park and open space adhere to these guidelines. New developments will be required to provide a variety of park and open space facilities to address the needs of the new neighborhoods, or, in cases where park or open space land is already in the neighborhood, contribute a fee in lieu of participation. It is important to note that the town has achieved the State recognized goal of 30 acres of open space and recreation land per 1,000 people.

Growth Management

Annexation

Millington's long range growth plan identifies land outside of the corporate boundaries that is planned for annexation in the future. Future annexations must address State laws contained in Article 23A and the additional requirements from Maryland House Bill 1141. Although these properties are not needed to meet the town's projected growth-related land demand to 2030 neither does the town want them inefficiently developed as low density, rural subdivisions on well and septic under county zoning.

The long-term development policy for Millington embraces the "Twelve Visions" that comprise the State's Economic Growth, Resource Protection, and Planning Policy. Future development will be in accordance with the principles of Smart Growth. Consequently, the substantial residential development expected in the future should be consistent with the density requirements of the State's Priority Funding Areas and the principles of Smart Growth in general. This development will be planned in a manner that makes efficient use of the land. Runoff and other negative impacts will be minimized.

As of October 1, 2009, all annexations must be consistent with the town's municipal growth element. In addition to meeting all State legal requirements, future annexation will include a detailed "Annexation Agreement" between landowner(s) and the town that addresses the following;

1. Identification of potential impacts to community facilities and services including water and sewer as well as environmentally sensitive areas. Appropriate impact studies may be required to quantify these impacts, including a fiscal impact study and an environmental impact assessment that addresses the potential impact of the proposed annexation and planned development on the environment of the site and surrounding area (if necessary, applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services);

2. Identification of development funding responsibilities (i.e., the costs of providing roads, utilities, parks, other community services) between identified parties;

3. Outline of issues and specific conditions to be addressed in a Developers Rights and Responsibility Agreement (DRRA); and

4. Requirement of development form to be consistent with the recommendations of the Comprehensive Plan, i.e., compact development meeting smart growth density targets.

Capital Improvement Program

Preparing a Capital Improvement Program-CIP, conducting regular infrastructure studies (including water and sewer plan updates) and reviewing impact fee structure are critical to ensuring that the Town has adequate public services and facilities in place to meet future demand. These updates are particularly important prior to the annexation of any new land outside current corporate boundaries.

Millington should prepare a Capital Improvement Program (CIP) that establishes a timeline for expanding or enhancing infrastructure and public services. The CIP should identify capital projects, the timeframe for construction, and funding strategies. The CIP should be updated every five years and be flexible enough to allow for changing needs as circumstances dictate.

Millington should work with Kent County (and Queen Anne's County, where appropriate) in developing the town's CIP to insure coordination of long term infrastructure needs and facilities planning. The 2006 Kent County Comprehensive Plan identifies the development of a proactive County Capital Improvement Program as a key implementation strategy for the county to coordinate future development with the

provision of infrastructure. This will be particularly important to Millington when the county considers expansion of public schools, emergency services, library facilities, and park and recreation land and programs, as Millington's population increase will impact all of these systems to some degree.

Adequate Public Facilities Ordinance (APFO)

The Municipal Growth Element indicates that build out within the town along with planned annexations will use a significant percentage the existing capacity of town water and sewer facilities and will impact other services and facilities including public schools, park and recreation facilities, and emergency services. Millington will need to ensure that new or expanded facilities are in place when needed. To ensure appropriate timing between the demand for facilities and/or services and supply, the town should consider adopting an APFO.

An APFO establishes minimum level of service criteria for services and facilities provided by the town. When a proposed development will diminish the level of service provided, or exceed the capacity of a particular facility, the town will not grant approval unless and until the service of facility is improved so as to maintain the level of service standard. Adopting an APFO requires setting level of service standards for each facility or service.

Inter-Jurisdictional Coordination

The *Millington Comprehensive Plan*, Municipal Growth element, indicates the need for strong inter-jurisdictional coordination with Kent and Queen Anne's Counties. Ensuring adequate public facilities and services at both levels of government, as well as implementing water and natural resource conservation strategies will require cooperation between the town and Kent and Queen Anne's County.

The planning requirements from Maryland House Bill 1141 direct the town and both 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:

- Mutual support for the town's annexation plan;
- Cooperative watershed planning initiatives for the watershed;
- Coordinated policies concerning county land uses adjacent to the town;
- Coordinated policies concerning conservation of green infrastructure; and
- Funding for public facilities and services, i.e., adequate public facilities, impact fees, excise taxes.

Effective mechanisms for county/town dialogue, coordination, and agreement are needed. Acceptable coordinated strategies should be formalized in ways that bind each participant. Forums for on-going coordination and cooperation include the Council of Governments (COG) for Kent and Queen Anne's Counties, sanitary districts, joint steering committees (for example for watershed planning initiatives) and others. Examples of potential formal mechanisms for recording joint policies include a Memorandum of Understanding (MOU) and/or an Inter-Governmental Agreement (IGA). Millington officials should be fully engaged with the existing COG for each County and ensure that the following topics are addressed:

- Placement and location of Priority Funding Areas (PFAs) around the town;
- Coordinated watershed and environmental planning initiatives; and
- Coordinated growth and development strategies.

Housing

While median housing values in Millington are encouragingly affordable, the condition of the town's housing stock may be a deterrent to potential buyers and renters. As discussed in the Housing element of this plan, half of the town's housing units were built in 1939 or earlier; three-quarters of the town's homes are over 45 years old. While many of the town's older residences appear to be in good condition and show signs of restoration or renovation, there are also a number of homes that show signs of neglect and that are in need of repair and maintenance. This is apparent in some of the rental properties located in the downtown area. In some cases overcrowding also may be an issue, which can lead to greater wear and tear on housing units.

The town's high rent costs (relative to the area), combined with the lack of quality housing units result in a potential lack of housing options in the town, particularly in rental housing. Rental housing is often the only housing option available to young families and low-income residents.

While there is new housing development taking place in Millington, special consideration needs to be given to how to maintain existing homes so that they do not fall into decline. This includes not only the condition of the homes themselves, but also the yards and neighborhoods around them.

In addition to the condition of the existing housing stock, attention should be paid to the types of houses available in the Town both now and in the future. The 2006 Kent County Comprehensive Plan predicts that by the year 2020, one out of five Kent County residents will be over 65 years old. As Millington's population continues to age, this segment of the population will need to be considered in any planning for new residential development to insure that new housing is suitable to the needs of the elderly. In addition to smaller houses on smaller lots, options such as condominiums, senior citizen apartments and assisted living facilities should be made available. Millington needs to address these issues if it wants to keep residents and attract new ones.

Housing Programs and Resources

There are many Federal and State programs designed to address a variety of components of the housing issue. In addition, profit and non-profit organization may be underutilized resources in the community and/or offer opportunities for partnerships. Some actions the town can consider include:

- Coordinate with the *Kent County Housing Improvement Program*, which has repaired several houses in Millington. Combined Kent County and Millington efforts can greatly assist efforts to address affordable housing and quality rehabilitation.

- Form a Housing Roundtable, a coalition of community organizations, local government representatives, private business owners (including builders and developers), and individuals who assess and recommend housing policies for the town.

- Explore avenues to significantly address better housing options, including:

  - developing zoning and design standards that increase the mix of uses and housing types;
  - employer-assisted housing;
  - creating housing trust funds solely to build affordable homes in low, moderate and middle income brackets;
  - forging partnerships with nonprofit, semi-public developers and other financers of affordable housing.

- Contact the Maryland Department of Housing and Community Development (DHCD) to investigate opportunities for Millington to participate in affordable housing program partnerships with the State. The Governor's Affordable Housing Subcommittee, working with the DHCD, made primary recommendations for State affordable housing programs in 2004, including:

  - Link workforce housing needs with local job creation/economic development strategies and projects;
  - Maintain and increase resources for affordable housing (multi-family and single-family) through a dedicated revenue stream (Federal, State, local, private, foundations);
  - Consider a pilot program of funding for housing units targeted to households between 60% and 100% of Area Median Income;
  - Encourage, develop and fund educations programs including financial literacy, credit counseling and homeownership counseling.

General Recommendations

- Work with owners of older or dilapidated buildings to explore options for rehabilitation or redevelopment projects.

- In cases where cooperation from a property owner is not given, consider using town authority to clean up a property and assess the costs to the property owner.

- Review the town's regulatory policies to insure they will support and not conflict with efforts to provide suitable housing choices for the elderly. This should include updating the Zoning Ordinance to accommodate special needs housing, including continuing care and assisted living facilities.

- Consider adopting a town inclusionary zoning ordinance that requires a portion of housing units in a new development be reserved for affordable housing for low income families and seniors. As appropriate coordinate this program with Kent and Queen Anne's Counties.

- Maximize density in development or redevelopment projects where appropriate. This means permitting townhouse and multi-family units in the mix of residential units in a project.

- 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 through Planned Unit Development provisions.

- Work with property owners of vacant lots to have them cleaned up or prepared for development. Seek out the assistance of local business groups, individuals and community organizations, schools and youth to help reduce the cost to the property owner when appropriate or in strategic areas.

- Allow for garage apartments and other kinds of secondary or accessory apartment units to increase the supply of affordable rental housing. Accessory apartments, in-law apartments and "granny flats" offer Millington an opportunity to make adaptations to some single-family neighborhoods to accommodate changing housing needs. With the trend toward larger numbers of one- and two-person households, accessory apartments provide opportunities for town residents to make their housing available to the community at-large, including young couples, individuals, and senior citizens. Although likely dependent on the availability of public wastewater treatment facilities, this particular housing option offers a number of benefits including the following:

  - Create new living units without the expense of new infrastructure,

  - Generate a flow of new dollars within the community from home equity,

  - Reduce the costs of medical care for the elderly who can receive less-expensive, in-home care services while living in an accessory apartment rather than being forced to move to a more costly nursing home or long-term health care facility,

  - Provides older homeowners with an opportunity to generate some additional income,

  - Increases the supply of low- and modest-cost rental housing,

  - Provides young singles, couples and single parents with another source of income. This option may allow them to buy into the housing market; maintain ownership of their present home; or make available modest-priced rental housing in neighborhoods which provide a wholesome environment for children,

  - Modestly increases economic activity in the private sector, which benefits commercial lenders, real estate agents, builders and retail businesses

  - Results in small increases in property appraisals, which generate modest amounts of additional tax revenues,

- For older homeowners, the addition of a tenant creates an opportunity to continue to live in one's own home and maintain contact with the neighborhood,
- Tenants may add a measure of security and alleviate the fear of break-ins,
- Tenants may provide companionship, particularly for the elderly, and
- Tenants may be willing to provide personal services in lieu of rent. This could include the performance of routine maintenance work around the house; maintaining the yard; shoveling snow; performing light housekeeping tasks; providing modest, personal in-home health services; and providing occasional transportation.

- To prevent the occurrence of inappropriate or unsafe conversions to accessory apartments, the town should consider incorporating refinements and safeguards into any code provisions permitting conversion to accessory apartments. Such refinements may include any of the following:

  - Restricting the conversion option to senior citizens over a specified age.
  - Requiring the homeowner to reside in one of the living units within the house.
  - Restricting the conversion to homes which were constructed prior to a given date.
  - Requiring a minimum square footage as a prerequisite for a house to be considered eligible for a conversion.
  - Specifying the particular zoning classifications where conversions may be considered eligible.
  - Permitting conversions only by homeowners who have resided in the home for a designated number of years prior to making an application for a conversion.
  - Prohibiting exterior modifications to the house.
  - Specifying minimum or maximum floor sizes for accessory apartments requiring that a conversion not exceed a designated percentage of the total floor space of the house. Typically such floor areas required in ordinances establish a minimum of 400 to 500 square feet in size to a maximum of 900 to 1,100 square feet.
  - Placing a limit on the number of people who can occupy the accessory apartment or designating the aggregate number of people who can occupy the entire house.
  - Encouraging barrier-free design considerations for persons with handicaps or limited mobility.

From a public policy perspective, accessory apartments provide an alternative to the popular "add-on" strategy of continually relying upon new construction (houses, streets, sewers, utilities and public services) to satisfy the needs of a growing community. They concentrate on preserving, refurbishing and making more efficient use of existing housing and the expensive community infrastructure, which is not maximized.