TOWN OF MILLINGTON

2023 COMPREHENSIVE PLAN

MILLINGTON, MARYLAND

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INTRODUCTION

Location

Millington is located on Maryland's Eastern Shore in southeastern Kent County and northwestern Queen Anne's County. Kent and Queen Anne's Counties in Maryland border Kent County in Delaware. Millington is a small town on the Upper Chester River, a major tributary in Kent and Queen Anne's Counties, and part of the Chesapeake Bay estuary.

Major arterials accessing the region include U.S. Route 301 and Maryland Routes 313 and 291. Millington is primarily served by U.S. Route 301. State roads linking 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 include Philadelphia, Pennsylvania, and 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 Millington Comprehensive Plan (the Plan) aims to set goals, objectives, and recommendations to guide future growth and development. The Plan provides direction for preparing specific policies, programs, and legislation, such as zoning and subdivision regulations, intended to implement the recommendations outlined in the Plan. As a policy document, it is general, providing "big picture" and long-range 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. It 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 regulations, e.g., 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 expected to become part of the corporate area. Consequently, aspects of the Town's growth plan must be coordinated with neighboring Kent County and Queen Anne's County.

Maryland Planning Requirements

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 element;
- A transportation element;
- A community facilities element;
- A housing element;
- A mineral resources element if current geological information is available;
- A fisheries element;

- An element that contains recommendations for land development regulations to implement the Plan and
- The Planning Commission's recommendations for land development regulations to implement the Plan.
- Other optional elements include a community renewal section, conservation, natural resources, etc.

The Plan must be responsive to growth management policies established by the State of Maryland and generally expressed as "visions 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 are 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, 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 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 guarantees, or insurance unless the project is consistent with the State's Visions." This Plan has been prepared to meet the State's twelve visions.

The Land Use Article 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 required Plan to be updated every ten years. At least once every five years, municipalities must report on the status of plan implementation.

<u>HB 1045 (2020)</u>

Title 3, Subtitle 1 (Non-Charter Counties and Municipalities) of the Land Use Article lists the required comprehensive planning elements for Maryland jurisdictions. HB 1045 (2019) amended Sections 3-102 of the Land Use Article, adding a Section 3-114, which requires the Plan to include a housing element. Per this requirement, Millington must include a housing element that sets out goals, objectives, policies, plans, standards, and strategies that, among other things, address the need for affordable housing within the jurisdictions, including workforce housing and low-income housing.

HB 1045 (2019) requires that housing elements use the U.S. Department of Housing and Community Development's (HUD) Area Median Income (AMI) calculations when planning for workforce and low-income housing.

HB 90 (2021

In addition to addressing workforce and low-income housing needs, starting from January 1, 2023, HB 90 (2021) mandates that all housing plans for towns and non-charter counties must actively promote fairness in housing. HB 90 defines "affirmatively furthering fair housing" as taking concrete steps to achieve the following objectives:

- Eliminating patterns of housing segregation.
- Creating inclusive communities without barriers that limit housing access based on protected characteristics.
- Addressing significant disparities in housing needs and access to opportunities.
- Replacing segregated living patterns with genuinely integrated and balanced living arrangements.
- Ensuring compliance with civil rights and fair housing laws.

The law does not prescribe specific actions that local jurisdictions must take. Instead, it allows them to devise approaches for advancing fair housing in their communities, provided these approaches include meaningful actions to tackle the abovementioned issues.

Specifically, HB 90 adds the following provisions to § 3-114 of the Land Use Article, which apply exclusively to municipalities and non-charter counties:

1. Local jurisdictions must actively promote fair housing through their housing and urban development programs.
2. Any comprehensive housing plan enacted or amended on or after January 1, 2023, must include an evaluation of fair housing to ensure that the local jurisdiction is actively promoting fair housing.

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 legislation intends to marshal the State's financial resources to support growth in Maryland's communities and limit development in agricultural and other resource conservation areas. The Smart Growth concept's heart is the "Priority Funding Areas" (PFAs), representing local growth areas for targeted State funding. PFAs include municipalities, rural villages, communities, industrial areas, and planned growth areas served or planned for service with public water and sewerage.

The State "Visions" create 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. Such designation must also be deemed to promote efficient use of land and public infrastructure.

Maryland State Finance & Procurement Article

Maryland has procedures to ensure that public infrastructure improvements are consistent with growth policies outlined in the law. The Land Use Article stipulates that a local government "may not approve a local construction project involving State funds, grants, loans, loan guarantees, or insurance unless the project is consistent with the State's "Visions."

The *Maryland State Finance and Procurement Article* links 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."

Maryland Department of Planning data shows that Millington's corporate boundaries are considered a State "Certified" Priority Funding Area. 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."

House Bill 1141

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

HB 1141 established additional substantive and procedural requirements for municipalities preparing comprehensive plans, including inter-governmental coordination for land use and growth management planning. Information developed under the provisions of HB 1141 is

reviewed and evaluated by State agencies, including the Maryland Departments of the Environment, Natural Resources, and Planning. Substantive procedural requirements include the following:

- In its Comprehensive Plan, the Town must include a "Municipal Growth Element" that specifies where Millington intends to grow outside its existing corporate limits. It also must discuss how the Town intends to address the Growth Area's services, infrastructure, and environmental protection needs.

- The "Municipal Growth Element" must be developed with Kent and Queen Anne's Counties. Before 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 a "Water Resource Plan Element" that identifies drinking water and other water resources to meet current and future demands in their comprehensive plans. It also must identify suitable water and land areas to receive stormwater and wastewater derived from development.

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

- The Town must develop and share an "Annexation Plan" with other planning agencies consistent with its Growth Element in the Comprehensive Plan.

<u>Smart, Green, and Growing – Smart and Sustainable Growth Act Of 2009</u>

During the 2009 Maryland General Assembly legislative session, significant amendments were enacted to Article 66B of the Annotated Code of Maryland and 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) concerning public land, adequate public facilities, and transfer of development rights. Changes to State laws discuss restrictions, moratoriums, or other capacity limitations imposed on development due to a local ordinance or law. The local jurisdiction must report these restrictions to the Maryland Department of Planning (MDP) every two years. In turn, MDP must prepare a report regarding the statewide impacts of adequate public facilities every two years. Transfer of development rights language has been expanded to include transfers in PFA's. The purpose is to assist local governments in purchasing land for a public facility. Public facilities include recreation, transportation, and education. Proceeds from any sale must be used to purchase a public site or construct a public facility.

Reporting Requirements: The Smart and Sustainable Growth Act of 2009 establishes annual reporting criteria for local governments. In coordination with the National Center for Smart Growth, the data assist MDP in analyzing growth trends and impacts statewide over time. Measures and indicators for reporting include the following textual and mapping information, which MDP will determine:

- The amount and share of growth 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 three years or when a significant change occurs in land use/zoning);
- The number of acres 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 required.

Comprehensive Plan Clarification: The Smart and Sustainable Growth Act of 2009 seeks to clarify the role of the Plan and the adoption of ordinances and regulations with 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 State Visions.

The Smart and Sustainable Growth Act of 2009 requires all local jurisdictions to enact a land-use plan and educate the planning commission and board of zoning appeals members regarding the planning process. The education course developed by MDP highlights the vital role played by citizens 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 Millington, the Sustainable Growth and Agricultural Preservation Act of 2012 will likely further constrain development outside designated growth areas, thus creating additional incentives for land development in areas served with public water and sewer.

CHAPTER 2 - GOALS & OBJECTIVES

Introduction

This Plan takes the State's 12 visions as guideposts for this Plan and its implementation. The goals and objectives that follow address community aspirations. They constitute the physical development ends sought for Millington, what it will look like, and how it will function. Collectively, they might be characterized as a vision statement, but no pretense as expansive as the State's vision is claimed.

When asked about their thoughts on community planning for the future, people's concerns would likely center on immediate and fundamental concerns such as adequate food, shelter, health care, transportation, and the like. Their concerns might also include broader topics that are no less important to any community, such as a sustainable economy (jobs, income), financial solvency (affordable infrastructure), and a clean environment (clean water, wildlife, safety). They could touch on less quantifiable features such as a sense of community (acceptance, belonging, representation). They might even concede that collectively, these characteristics make the community desirable to conduct life's activities.

If we attempted to fashion a vision statement around these thoughts, the statements would be more about how the place and its systems will function going forward. It would not be some nostalgic view about how what came before should be the model for the future – that we should freeze the community in time and space like some butterfly species encased in glass. Any vision statement would include the effects of change on established development patterns and the neighborhoods. It would reflect a tacit understanding that every neighborhood has and will naturally evolve, gradually shifting and changing to accommodate the needs of the next generation of residents. This understanding would include an awareness of the challenge of finding the delicate balance between no neighborhood exempted from change and no neighborhood experiencing radical change.

More productively, it would envision a community that prospers because of the strength of its local economy, responsive governance, the efficiency of its infrastructure, and concern for the environment. The descriptions might include those features of the community most influenced by community planning and that historically supported a positive social framework, e.g., town center shops and services, civic gathering spaces, connecting streets, sidewalks, access to nature, and the Chester River, etc. These aspirations and concerns are the framework for setting the following goals and objectives.

Land Use

Goals

1. Ensure Millington's orderly growth and development through the wise allocation of land to various uses based on the anticipated needs of the current and expected population.
2. Ensure planning and plan implementation enhance community value, conserve natural resources, and provide adequate public facilities and services.
3. Ensure the Town's financial solvency.

Objectives

1. Encourage and facilitate infill and redevelopment within the Town to accommodate the future population.
2. Encourage and provide for mixed-use development with various housing types, densities, nonresidential uses, open spaces, and recreational amenities in annexed areas that blend appropriately with existing land uses.
3. Ensure that public lands are used to serve the population's needs best.

Growth Management

Goals

Ensure development is consistent with the Comprehensive Plan's overall growth goals and objectives.

Objectives

1. Grow the Town according to the recommendations of the Comprehensive Plan.
2. Encourage compatible reinvestment in existing properties.
3. Promote controlled and compact development patterns that reflect good design practices, efficiently use available land, and locate development where public facilities, services, and amenities can be efficiently provided.
4. Analyze the impacts of growth and development on Town services and facilities and ensure a positive return on public investment.
5. Develop coordinated, cooperative growth management strategies with Kent and Queen Anne's County.

6. Ensure new growth is consistent with the State's twelve visions.

Community Facilities

Goal

Provide adequate public facilities and services to ensure town residents' health, safety, and welfare.

Objective

1. Ensure that all current and future residences and businesses have adequate public services and facilities to protect public health, safety, and welfare and promote an attractive living and working environment.
2. Plan for the appropriate expansion of the Town's water and wastewater systems when and where financially feasible.

Water Resources

Goal

1. Maintain and protect an adequate and safe water supply.
2. Sustainable surface and sub-surface water quality capable of supporting life.

Objectives

1. Protect potable water sources needed to serve current and future populations.
2. Restore and protect surface water quality.
3. Work with counties and state authorities to achieve water quality objectives for the rivers and streams in the Upper Chester River Watershed.
4. Conserve the habitat value of existing forests, rivers, and streams.
5. Work with Kent County and Queen Anne's County to develop a plan to address failing septic systems.
6. Develop town-wide water conservation methods and policies and encourage effective and innovative technologies for stormwater management.

Resource Conservation

Goal

Preserve forest, aquatic, and sensitive natural resources in Millington and its surrounding environs.

Objectives

1. Require development design to conserve fish, wildlife, plant habitats, and natural features.
2. Encourage energy conservation and "green building" design and require low-impact development that follows LEED (Leadership in Energy and Environmental Design) guidelines.
3. Work with Kent County, Queen Anne's County, and the State of Maryland to develop appropriate strategies to enhance and protect green infrastructure.
4. Promote environmental stewardship.
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.
6. No net loss of wetlands, forests, and stream buffers.

Transportation

Goal

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

Objectives

1. Integrate land use and the street and highway networks to provide the logical continuation and improvement of existing streets and highways.
2. Minimize the adverse effects of vehicular traffic on local residential streets.
3. Maximize the existing street and highway system's capacity, safety, and efficiency.
4. Improve pedestrian safety by providing safe routes for pedestrians and non-motorized transport.

Housing

Goal

Safe, decent, and affordable housing that addresses the needs of all community segments.

Millington is an inclusive community without barriers that limit housing access based on race, color, religion, sex, familial status, national origin, or disability.

Objectives

1. Encourage investment in existing housing to improve quality.
2. Encourage and facilitate the replacement of substandard dwelling units with units meeting current building and housing code standards.
3. Stronger building and housing code standards enforcement for existing rental and other units.
4. Support private sector affordable housing opportunities accessible to the entire population.
5. Support the provision of dwelling units in various types, locations, and costs so that the housing supply matches projected housing needs.
6. Coordinate with neighboring jurisdictions on housing needs and issues.
7. Work with the County and State agencies and stakeholders to assess fair housing practices affecting Millington residents.
8. Evaluate Comprehensive Plan goals, objectives, policies, and development regulations to ensure compliance with civil rights and fair housing laws and modify them appropriately.

Community Design

Goal

Community design based on sound place-making principles.

Objectives

1. Adopt standards and guidelines that reflect the Town's expectations concerning development and development design.
2. Emphasize appropriate community design, environmental protection, and resource conservation to achieve a superior outcome.

3. Encourage a community-wide rehabilitation effort to upgrade all buildings' structural conditions and remove derelict structures.

Heritage Preservation

Goal

Preserve and promote Millington's heritage resources.

Objectives

1. Encourage the appropriate preservation of historical, cultural, archeological, natural, and scenic resources emblematic of the Town's beginnings and its role in the settlement in the region.
2. Designate special status for landmark historic structures and sites.
3. Update the inventory of historic sites, structures, heritage stories, and attractions with new information.
4. Coordinate strategies to achieve mutual heritage preservation goals and objectives between the Town and Kent and Queen Anne's Counties.
5. Encourage the adaptive reuse of historic properties, including integrating historically sensitive modern construction materials that achieve energy efficiency.

CHAPTER 3 - LAND USE

Introduction

The Land Use Plan element describes a geographic framework for policies and implementing strategies consistent with and supporting the Plan's goals and objectives. The Land Use Plan is a policy tool whose land-use planning areas allocate land to various uses to anticipate the needs of the current and expected population. It intends to direct growth and development to areas with existing or planned infrastructure to ensure current and future fiscal sufficiency and manage the impacts of growth on water quality, natural resources, and environmentally sensitive areas. The Land Use Plan has been developed considering land resources, existing and planned infrastructure, and community facilities' capacity.

Existing Land Use

Existing land use patterns and zoning district classifications are significant determinants of future land use. Existing land use indicates the type and value of the existing investment. Zoning defines the potential for expansion or intensification through infill and redevelopment of vacant or underutilized land or building on land that has never been developed, e.g., farmland (“greenfield” development).

The current corporate area of the town encompasses approximately 624 acres, up from the 473 acres reported in the 2018 Millington Comprehensive Plan. The increase results from the annexations of the Freeman Evans farm (2019), Mountaire Farms, and 172 Sassafras Street (2022).

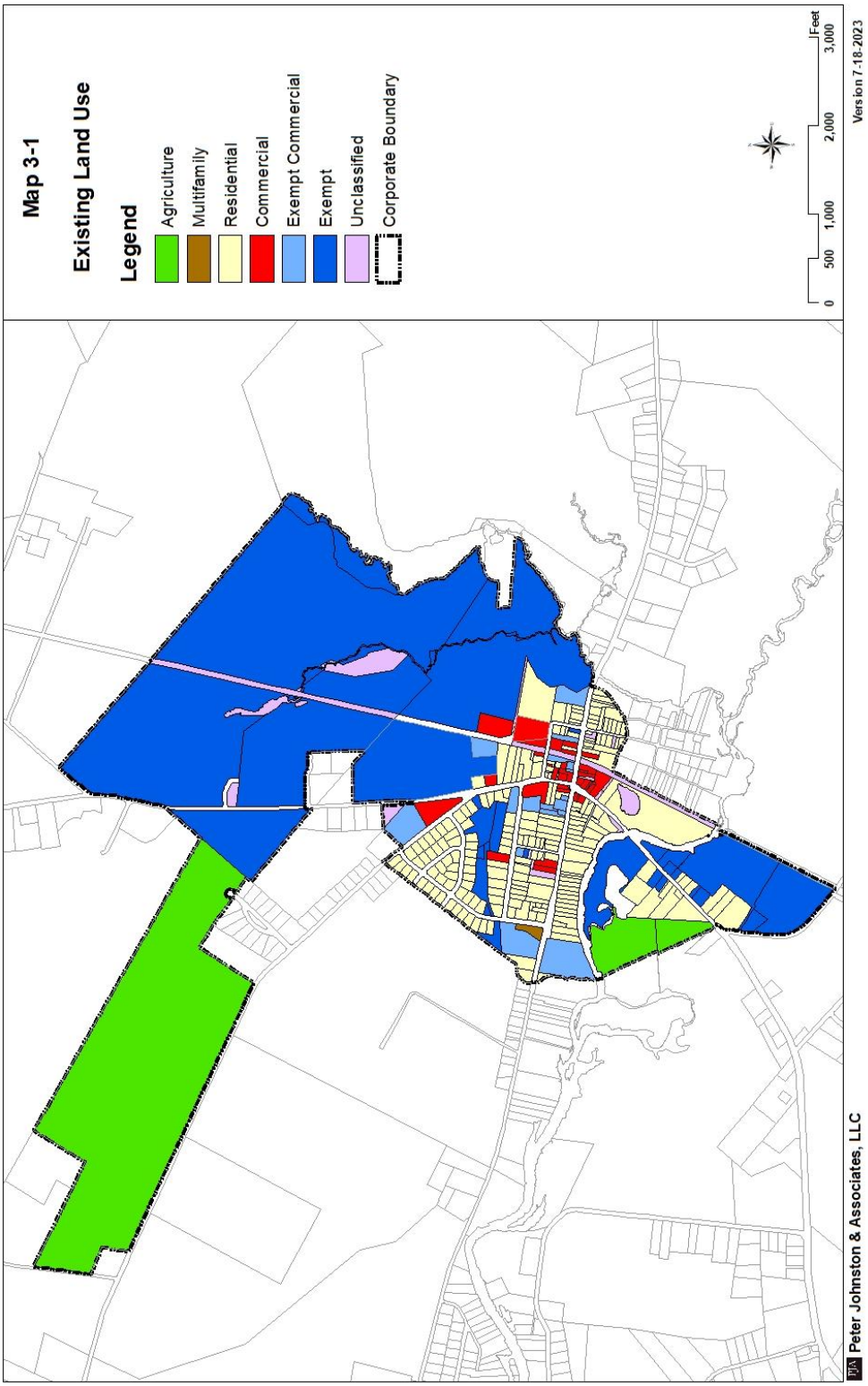
Classification of existing land use, shown on Map 3-1 and summarized in Table 3-1, utilizes the Department's categorization system. This classification system is the basis on which property taxes are calculated.

Table 3-1: Existing Land Use 2017

Land Use	Acres
Agriculture	137
Commercial	11
Exempt	321
Exempt Commercial	20
Multifamily	1
Residential	85
Other	49
Total	**624**

Source: MdProperty View, 2017

Map 3-1 Existing Land Use



Residential

As of 2017, 217 taxable properties were classified as "residential" by the Department of Assessment and Taxation. Lot sizes range between 0.02 acres to over eight acres. The average property size was slightly more than 0.39 acres or about 17,000 square feet. Over ten percent of the 217 properties were vacant, with no principal residential use. Vacant lot sizes ranged between 0.06 acres, about 2,600 square feet, to 4.233 acres. The average vacant lot size was 0.63 acres or about 27,450 square feet.

Multi-family

One property, the former elementary school, was classified as multi-family. However, four additional properties described as housing in the assessment records are apartments in the Town.

Commercial

Commercial land uses in Millington include the Town's historic central business district and other commercial establishments near the old railroad line. The Department of Assessment and Taxation classified 32 properties encompassing about 11.43 as commercial in 2017. The majority, 25 properties or 78 percent of commercial properties, are in the Town's center.

Lot sizes in this category ranged from approximately 0.026 to 1.98 acres, with an average lot size of about 0.36 acres. Five commercial properties had improvement values of zero. However, the largest single property, owned by C&P Telephone, is improved with a substantial structure. Two other properties that are part of parking lots are also classified as commercial, leaving only two with real development potential.

As is typical in older communities centered around a historic central business district, the commercial category is not solely in commercial uses. The building style description for three properties classified as commercial was housing, residence multiple. Another five buildings were described as housing, residential/retail mixed.

Exempt and Exempt Commercial

A significant portion of the corporate area, nearly three-quarters, is classified as Exempt, Exempt Commercial, and Agriculture. The 256 acres owned by the Department of Natural Resources dominate the exempt categories, and the recently annexed 125-acre Freeman Evans farm dominates the agriculture category. Government agencies, including the State, Counties, and Town of Millington, or nonprofit organizations, primarily churches, hold land in the Exempt and Exempt Commercial categories.

The common characteristic of Exempt and Exempt Commercial properties is that they are tax-exempt, and the Town derives no revenues from the land and improvements thereon. The exempt category includes 26 properties encompassing +/-321 acres, with lot sizes ranging from 0.14 to 161. On average, exempt properties were about 12 acres. The State of Maryland owned four properties in this category. The Town of Millington owned 20, and a church organization owned one property.

The 21 properties in the exempt commercial category encompass +/- 20 acres. A State agency owned three properties; the Town of Millington six; the Kent County Commissioners two, and ten were owned by nonprofit entities.

Agriculture

The +/-137 acres in the agriculture category included three parcels, the largest being the 125-acre Freeman Evans farm. The other two agriculture parcels, one +/- 8.4 acres and the other +/- 3.5 acres are classified as Resource Conservation Areas (RCA) in the Town's Chesapeake and Atlantic Coastal Bays Critical Area Program and have limited development capacity.

Zoning

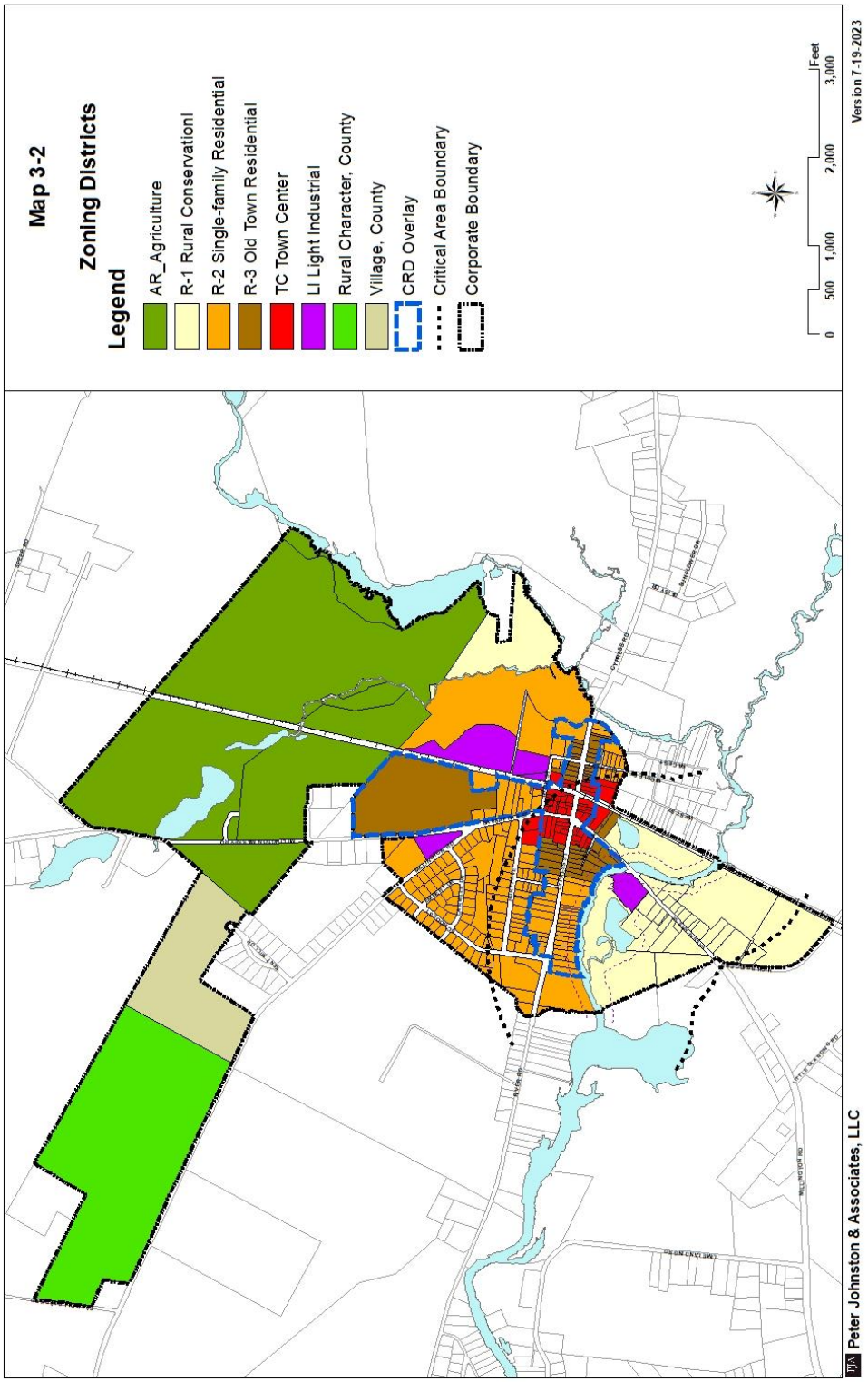
Millington's corporate area includes five original zoning districts, and two interim districts parallel the County Village and Rural Character zoning districts (see Map 3-2 and Table 3-2). At the end of a five-year wait from the date of annexation, the Town will assign a zoning classification consistent with the approved Annexation Plan in 2024.

Table 3-2: Zoning Districts

Zoning District	Acres	Percent
AR	214	36%
R-1	97	16%
R-2	105	18%
R-3	35	2%
TC	11	2%
LI	13	2%
Rural Character	91	15%
Village	34	6%
Other*	24	4%
Total	**624**	**100%**

* "Other" includes water bodies, streets, rail right-of-way, etc.

Map 3-2 Zoning Districts



AR Agriculture

The AR zoning district applied to annexed land but could not be developed for five years. The zoning district was created to permit the continuation of farm uses within the corporate limits until the properties could be developed with various urban uses. Since then, the Department of Natural Resources acquired property zoned AR, precluding any potential future development on this site.

R-1 Rural Conservation District

The purpose of the R-1 District regulations is to provide appropriate protection for the sensitive environmental features in this district. Most sensitive natural features are zoned R-1. Development standards emphasize protecting sensitive environmental areas and wildlife habitats of concern to the State. District standards are set to maintain low residential density consistent with the land use designation under the Town's Critical Area Overlay District and afford a high level of protection for water quality and existing plant and wildlife habitat. In addition, nearly three-quarters of the Exempt and Exempt category land uses are in this zoning classification. The R-1 zoning district provides little opportunity for infill or greenfield development.

R-2 Single-Family Residential

The R-2 Single Family Residential District regulations protect the single-family residential character in established neighborhoods and encourage appropriate infill and redevelopment consistent with the existing character of the surrounding neighborhoods.

Development standards are established to protect the area from incompatible land uses while permitting appropriate infill and redevelopment of vacant and underutilized properties. Because of the historical importance of portions of these neighborhoods, strict appearance and development standards apply to infill and redevelopment projects.

Very few vacant, developable R-2 zone properties remain. Accommodating future population growth in this zoning district will be through redevelopment that intensifies the use of existing structures, e.g., conversion or replacement of a single-family with a two-family structure or the addition of accessory dwelling units.

R-3 Old Town Residential District

The R-3 Old Town Residential zoning district abuts the Town Center on four sides and encompasses the preeminent historic structures in the Town. According to the 2010 Census, nearly 70 percent of the structures are two-story residences built before 1925. The purpose of the R-3 District regulations is to maintain the existing architectural character of this residential

neighborhood, allow appropriate infill and redevelopment that reflects the district's site development and architectural characteristics, and encourage the preservation of landmark structures.

District regulations limit permitted uses to detached single-family residential and customary accessory uses. Converting residential buildings not specifically designed and intended as multi-family is prohibited. Because of the historical importance of these neighborhoods, strict appearance and development standards apply to infill and redevelopment projects.

TC Town Center District

The TC Town Center District zoning district encompasses a mix of private and public uses, including retail, service, civic uses, detached single-family dwellings, and apartment buildings. Millington's objective is to maintain this area as the primary location of commercial activity in the Town. Standards for the TC District are designed to allow for a broad range of uses, including business, retail sales, services, and offices in existing buildings, and to encourage appropriate infill and redevelopment for new commercial, business, and service uses and redevelopment of existing single-family dwellings. Conversion of buildings into apartments is not permitted where it preempts first-floor non-residential use, but residential apartments are permitted above the first floor of existing businesses. Accommodations such as country inns or bed and breakfasts may be permitted as adaptive reuse of existing buildings.

Infill and redevelopment standards, including height, lot area, and yard requirements, are flexible for encouraging infill and redevelopment and respecting the existing land development pattern. Maintaining the existing architectural character of the district includes requiring buildings to face and come up to meet the street, with parking situated at the rear or side of buildings and connection to the existing sidewalk system. Because of the historical importance of this area, strict appearance and development standards apply to infill and redevelopment projects.

LI Light Industrial

The purpose of this LI zoning district is to provide land for a wide variety of light manufacturing, fabricating, processing, wholesale distributing, and warehousing uses appropriately located for access from major thoroughfares or railroads. Light industrial uses generally involve small to medium-scale industrial activities including, but not limited to, research and development, warehousing and storage activities, light manufacturing and assembly of products, and other similar uses. Commercial uses and open storage of materials are permitted, but new residential development is excluded.

Village, County

The Village zoning district is an interim classification. It limits the types and intensity of uses to those allowed in the Kent County Zoning Ordinance for five years following annexation. Unless Kent County waives the requirements of Subsection 4-416(b) the Local Governments Article of the Annotated Code, Millington is prevented from allowing substantially different uses than those authorized under county zoning. The development density of newly annexed property may not be more significant than 50% higher than permitted under county zoning. According to the Kent County Zoning Ordinance, the purpose of this district is to provide high-quality residential, neighborhood business, and office development. In those areas served by public water and sewer, it allows various housing types, densities, and uses and permits a gross residential density of four dwelling units per acre.

Rural Character, County

According to the Kent County Zoning Ordinance, the purpose of this district is to provide for the market demand for rural lots, including large estate lots, in a manner that maintains the rural character and in a location that minimizes conflicts with agriculture. Residential density is limited to one dwelling unit per 20 acres. The Rural Character district's purpose and development standards under the County ordinance conflict with Millington's objectives for this property. Unless Kent County waives, the applicable provisions of subsection 4-416(b) the Local Governments Article of the Annotated Code preclude development for five years.

CRD Community Infill and Redevelopment Overlay District.

The CRD district intends to encourage appropriate development of vacant and underutilized properties where the Planning Commission determines it will achieve efficient land use and improved site design. This district's design standards promote compatible infill and redevelopment by, among other things, allowing development on sites that may not meet the minimum land area and dimension requirements of the underlying zones.

The CRD district promotes Smart Growth principles by encouraging the efficient use of land, public facilities, and services in substantially or partially developed areas. Following approved plans, these regulations are intended to create community environments enhanced by a mix of residential, commercial, recreational, open space, employment, and institutional uses.

Chesapeake and Atlantic Coastal Bays Critical Area Program

Over 113 acres, or about 19 percent of the Town, is in the Chesapeake and Atlantic Coastal Bays Critical Area (see Map 3-2). Beginning in the mid-1980s, Millington was required to adopt a program to address the continued deterioration of the Chesapeake Bay estuary. The goals of the Millington Critical Area Program are to accomplish the following:

1. Minimize adverse impacts on water quality that result from pollutants that are discharged from structures or runoff from surrounding lands;
2. Conserve fish, wildlife, and plant habitat; and
3. Establish land-use policies for development in the Critical Area, which accommodate growth and address the environmental impacts that the number, movement, and activities of people may have on the area.

Millington's Chesapeake and Atlantic Coastal Bays Critical Area Program is embedded in Chapter 80 of the zoning code and, to a lesser extent, the Town's subdivision regulations. Zoning standards implementing Maryland's Critical Area regulations affect infill and redevelopment. Density limits applicable to properties classified Resource Conservation (RCA) and lot coverage limits applicable to properties classified Limited Development Area (LDA) preclude any substantial development, particularly on properties in the Queen Anne's County portion of the Town. Consequently, most of the Rural Conservation zoning districts cannot accommodate growth.

Land Use Plan

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 guide development regulations to implement the salient features of each area (See Chapter 11: Implementation). 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 to varying degrees. The fundamental land use policy framework outlined in this Chapter will help determine the Town's growth and development patterns and the quality of life for existing and future residents.

The Land Use Plan, shown on Map 3-3 and summarized in Table 3-3, divides the Town into 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 Planning Areas

Planning Area	Acres	Percent
Town Center	11	2%
Old Town Residential	41	7%
Suburban	34	5%
Rural Residential	22	4%
Planned Residential	104	17%
Employment	23	4%

Table 3-3: Land Use Planning Areas		
Planning Area	**Acres**	**Percent**
Public/Semi-Public	36	6%
Park and Open Space	174	28%
Conservation	143	23%
Other*	36	6%
Total	**624**	**100%**

*Note: "Other" land uses include water bodies, streets, rail right-of-way, etc.
Source: Peter Johnston & Associates, LLC

Town Center

The "Town Center Planning Area" encompasses 54 parcels totaling +/-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. Land use objectives for the Town Center Planning Area are to:

- Encourage commercial development.
- Allow "context-sensitive" infill and redevelopment.
- Focus on revitalization efforts.
- Create a pedestrian-friendly environment with adequate public parking to support local businesses and civic uses.

The Town Center will continue to be the primary location of commercial activity in Millington. The shops and service establishments serve residents, neighbors, and the surrounding area.

The Town Center is readily identifiable by traditional development patterns, including buildings fronting the street, on-street parking, and parking lots to the side and rear. Most buildings were built before 1950 and reflect the Victorian architectural characteristics common to 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 are proposed, it should be done to reflect 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.

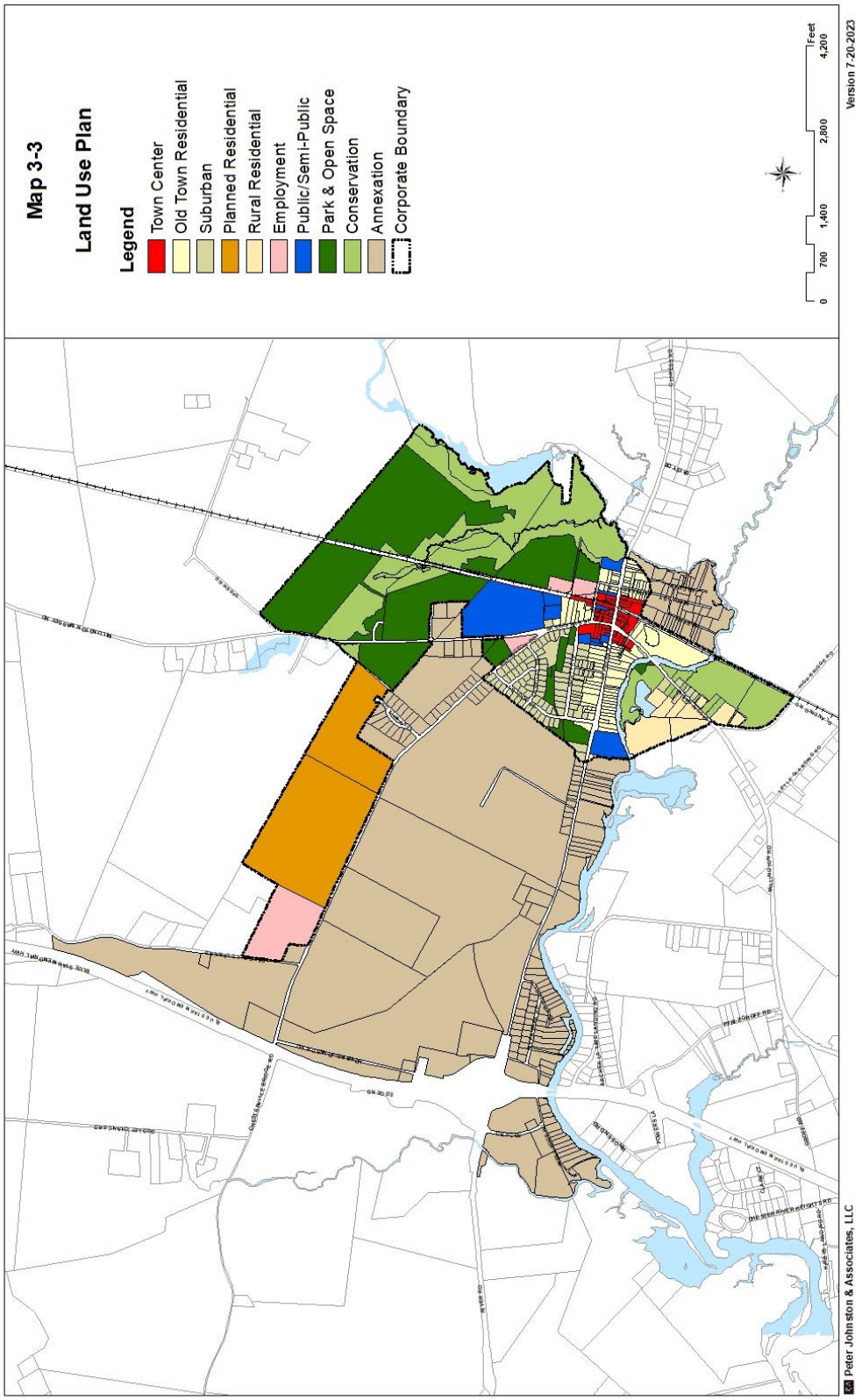
Development regulations for the Town Center should be designed to achieve several objectives. First, regulations should encourage and allow various uses, including business, retail sales, services, and offices in existing buildings. In this planning area, development standards for infill and redevelopment 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 the redevelopment of existing single-family dwellings.

Residential apartments should only be permitted on existing businesses' second and third floors. Conversion of buildings into apartments 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 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 must also consider nearby public parking and allow alternative parking solutions such as satellite and shared parking arrangements.

Map 3-3 Land Use Plan



Old Town Residential

The "Old Town Residential Planning Area" abuts the Town Center on four sides and encompasses the preeminent historic structures in the town. This planning area encompasses approximately 41 acres and 104 parcels, primarily for detached single-family use. Nearly 70 percent of the structures are two-story residences built before 1925 (Source: 2010 Census).

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 reflect the planning area's site development and architectural characteristics.
- Encourage the preservation of landmark structures located in the planning area.

Permitted uses in this planning area should include detached single-family residential, two-family dwellings, and customary accessory uses. Conversion of existing structures into multi-family units should be permitted where appropriate to the context. Because of the historical 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 34 acres and includes 107 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 comprises predominantly detached single-family dwellings built in the late 1940s through the 1980s. It also includes Mill Village, a more recent 53-lot residential subdivision built out. These are stable residential neighborhoods within a short distance of Robvanary Park and the Town Center. Development standards for this Planning Area should protect the area from incompatible land uses while permitting appropriate infill and redevelopment. 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 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 nine parcels totaling approximately 22 acres located on the Queen Anne's County side of the Chester River. This planning area has

minimal infill potential due to many 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 protecting 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 approve Critical Area Growth Allocation in the planning area.

Planned Residential

The Planned Residential Planning Area currently pertains to the Freeman Evans Farm, which was annexed in 2019. The Town's goal for this property is to foster a diverse development encompassing residential, commercial, and industrial components. Specifically, the residential portion of the property will be designated as a Planned Neighborhood Development (PND) under Chapter 80 of the Millington Code. The objective is to create a mixed-use development that incorporates a variety of housing options, different population densities, nonresidential establishments, green spaces, and recreational facilities, all in harmony with the existing land uses. The Employment Planning Area will encompass the property's more intense commercial and industrial aspects.

Employment

The "Employment Planning Area" consists of five parcels and approximately 22 acres. The largest employment area, +/- 21 acres, and the one presenting the best opportunity for uses that have potentially positive implications for the local economy is part of the 2019 annexation of the Freeman Evans Farm. Millington's objectives for the Employment Planning Area are:

- Expand local employment opportunities so Town residents can live and work in Millington.
- Increase the Town's business and industrial assessable base.
- Work with Kent and Queen Anne’s Counties to achieve economic development objectives by providing additional light industrial land.

Development regulations for the Employment Planning Area should permit light industrial, commercial, and business uses. In addition, the Town zoning code should include flexible development regulations that enable site development to adjust to changing regional and national economic conditions and markets.

Public/Semi-Public

The "Public/Semi-Public Planning Area" totals approximately 37 acres and 13 properties. Town-owned properties include the Town Hall, Water Treatment Plant, and Wastewater Treatment Plant. Public land includes the closed Millington Elementary School site, purchased, and annexed into Town in 2022-2023. The Town's objective for public land is to ensure it best serves residents' needs. Of particular importance is the future rehabilitation of the Millington Elementary School site.

Parks and Open Space

The "Parks and Open Space Planning Area" is approximately 174 acres. The most significant portion of this Planning Area is the former Wicks farm and now Department of Natural Resources (DNR) property. DNR opened Cypress Branch State Park in 2023.

The Planning Area also includes Robvanary Park and the Millington waterfront park located on the Queen Anne's County side of the Chester River. This Planning Area includes about four acres of open space in the Mill Village subdivision. The Town's objective for this planning area is to maintain public parkland for residents to enjoy.

Conservation

The "Conservation Planning Area" is approximately 143 acres of land, including streams, wetlands, hydric soils, floodplains, buffers, and sensitive species habitats. This Planning Area forms a green corridor running through the Town that incorporates primary drainage ways and buffers.

When considering the development potential of a site, conservation areas should not be treated the same way as other lands. Areas with little or no sensitive environmental features or habitat value and are not part of significant drainage corridors have a greater capacity to support development with less impact on 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 examples 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).

- Where necessary, enhance stream and wetland buffers for their value as water quality protection measures.

Annexation Area

The planned Annexation Area includes 223 properties and +/- 735 acres. Much of the development in the Annexation Area is anticipated to be large-scale planned unit developments. Millington intends 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 intent 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 other every day 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 to achieve an appropriate mix of residential and non-residential building uses.

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

CHAPTER 4 – COMMUNITY FACILITIES

Millington and other government agencies provide public services and facilities to ensure the health, safety, and welfare of existing and future populations. To ensure adequate community facilities and services are available when needed, the Town continually monitors demand and capacity to anticipate when and where facility expansion will be needed. Preparing a

Community Facilities element in the Comprehensive Plan is a preliminary step in addressing the supply and demand for community facilities and services the Town, Counties, and State provide. This element of the Comprehensive Plan examines existing community facilities and services. The Municipal Growth element recommends actions to address community facilities and services to meet the needs of future populations.

Town Government

Town government services are managed from the Town office at 402 Cypress Street (see Map 3-1). 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 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 a General Fund) in a July-June fiscal year. Annual budgets containing estimated revenues and proposed expenditures are prepared for both funds and serve as the Town's financial plans. The town provides 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. Children who live in the Queen Anne's County portion of the Town attend Queen Anne's County public schools.

Millington pre-kindergarten through 5th-grade students now attend Galena Elementary School. Galena Elementary School is now a combination of what used to be Galena Elementary School and Millington Elementary School. The latter closed at the end of the 2016-17 academic year.

According to the National Center for Education Statistics, 295 students attended Galena Elementary School in the 2022 -2023 school year. According to the 2022 student demographic data, 63 percent were White, 22 percent were Hispanic, 10 percent were Black, 5 percent were two or more races, and 1 percent were Asian. This data also reported that 53 percent of students were eligible for food assistance. The student-to-teacher ratio was 13 to 1 compared to the State average of 11 to 1. Sudlersville Elementary School had an enrollment in 2023 of 341. The student-to-teacher ratio was 13.43 to 1 compared to the State average of 14 to 1.

Middle school students (grades 6 through 8) attend Kent County Middle School (formerly Chestertown Middle School) located in Chestertown. In 2022-2023, enrollment was listed as

392 students. The student-to-teacher ratio was 10.35 to 1 compared to a State average of 14 to 1. Children who live in the Queen Anne's County portion of the Town attend Sudlersville Middle School. Sudlersville Middle School enrollment in the 2022 – 2023 school year was 411, with a student-to-teacher ratio of 12.09 to 1.

Millington's high school students (grades 9 – 12) attend Kent County High School in Worton, which had an enrollment of 558 students in the 2022-2023 school year and a student-to-teacher ratio of 12.29 to 1 compared to a State average of 14 to 1. Queen Anne's County High School (grades 9-12), located in Centreville, had 1,196 students in the 2022-2023 school year and a student-to-teacher ratio of 15.14 to 1.

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" from 1979 to 1987. The County anticipates that the combined slow population growth and low birth rate projected for Kent County by the Maryland Department of Planning will gradually decline the County's total public-school enrollment. All Kent County public schools are operating below or below capacity levels; consequently, there are no plans to expand public schools. This trend is expected to continue through 2027.

Fire, Rescue, & Emergency Medical Services

The Millington Community Volunteer Fire Company (Station 2 in Kent County) provides fire protection services for Millington and the surrounding area. The Company was established as a volunteer organization in 1923. It currently operates with a combination of about sixty active volunteers and associates. The station's first-due response area extends approximately 7 miles north to Golts, south to Upper Chester River Bridge, 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. It houses fire and rescue equipment, including three fire trucks, one tanker, one brush truck, one emergency medical services (EMS) vehicle, and one ambulance. The building also serves as a community hall for the residents of Millington.

The Town of Millington donates $3,000.00 annually to the Fire Company and provides free public water and sewer. 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 with the increasing number of medical calls and the decreasing number of volunteer responders. EMS paramedics are on duty 24 hours per day, seven days per week, to provide Kent County residents with Advanced Life Support (ALS).

Police

The Maryland State Police, Queen Anne's County Sheriff's Department, and the Kent County Sheriff's Department provide police protection for the Town. The State Police maintain a barracks in Centreville that serves Kent and Queen's counties. The Kent County Office of the Sheriff in Chestertown and Queen Anne's County Sheriff's Department in Centreville maintain a full-time staff of uniformed patrol officers and detectives. The Town reserves money in its General Fund Budget each year to provide overtime funds for the Kent County Sheriff's Office. 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 north of the Wastewater Treatment Plant, it is an area that has long been popular with anglers and 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, walking trails, and canoe/kayak launches. In 2015 and again in 2018, the Town purchased 24+ acres through the FEMA Hazard Mitigation Program on the east side of Sassafras Street just south of the Upper Chester River Bridge to High Bridge Road. Plans are underway to construct additional fishing piers, canoe/kayak launch, and walking trails through the property.

Robvanary Park

Robvanary Park is 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 as a community recreational area. In May 1976, the Town agreed 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 develop the park, enabling the purchase and installation of picnic tables, a parking lot, a ball field, a 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. In 2020, the Town removed the ball field, backstop, and side guard due to Youth League ball games played at the Lions Club Field, north of Millington and at Worton Park, Worton, MD. Plans are underway to construct soccer fields, a basketball court, and skateboard curbing at Robvanary Park in 2023.

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, pickleball/tennis courts, and a picnic area. The pool is open to the public from Memorial Day through Labor Day. Passes, fees, and hours are subject to approval and enforcement by Kent County Parks and Recreation. Kent County residents are admitted free of charge and are issued a Facility Access Pass through Kent County Parks and Recreation.

Freedom Trail Serenity Park

The Town of Millington has applied for a non-capital grant to begin research and design for a future park at 414 Cypress Street. The plans are to transform the historical Quaker burial grounds into a serenity park. This project will create a site for reflection on the Town's history during a time of great turmoil with interpretive signage, genealogical information, and a possible future part of a virtual or driving tour. The hope is this park will highlight the local heritage and increase appreciation for Town history.

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 Kent County library system branch housed in an 11,000-square-foot facility. The North County branch moved into larger quarters in 2006 and now occupies an 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-site collection of over 2000 resource items, including Digital Video Disks (DVDs), audiobooks, 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 its library facilities are needed, particularly additional and upgraded meeting facilities. Escalating costs associated with current library services, such as audio-visual technology and continuous computer upgrades, are also a continuing concern. Recommended strategies in the Plan include expanding the Central Branch facility and increasing library outreach services to serve other regions in the county.[1]

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

[1] 2006 Kent County Comprehensive Plan, Community Services & Public Facilities Element

Health Department is in Chestertown, and the Queen Anne's County Department of Health is in Centreville, Maryland. These facilities provide healthcare information and services to all residents of their respective counties. The services and programs offered are home healthcare, addiction 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). Urgent care services are provided at the University of Maryland Shore Medical Center at Chestertown.

Public Drainage Association

The Millington Public Drainage Association (PDA) was established in 1973 to maintain the Public Tax Drainage Ditch, approximately 3,433 feet long. The ditch is in the north part of the Town and runs from the railroad tracks under Sassafras Street to the stream behind Robvanary Park.

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 with the County Soil Conservation District and the Maryland Department of Agriculture, 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. Property owners can be charged with a misdemeanor and fined if an obstruction occurs.

Water and sewer Facilities

The Town of Millington owns municipal water and wastewater systems and is responsible for preparing and implementing a capital improvement program to maintain and/or upgrade the system. Susquehanna Operational Services (SOS), an independent agency contracted by the Town, operates, and maintains the system.

<u>Water Facilities & Services</u>

Millington's water system consists of three drilled wells in the Aquia Formation. Water pumped from these groundwater 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. Susquehanna Operational Services (SOS) operates the water treatment facility.

The Millington Water System serves properties in the Town and areas outside the Town, including Sandfield, a community adjacent to Millington's southeastern boundary. Also served are several homes located along MD Route 291 west of Town limits. In 2008, there were 404 connections to the system. The system's current average daily flow ranges from between the low 60,000s to the 70,000s, well below its maximum permitted flow of 137,000 gallons per day (gpd). The 2022 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 2005. It expires in November of 2029. 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, numerous system leaks have been recorded. While many have been identified and repaired, leakages remain an issue. 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 to construct 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 sewerage service area includes 571 connections (EDUs) and approximately 1,430 persons. The Millington wastewater treatment plant serves Millington, West Millington, Sandfield, the former Howard Johnson's Restaurant located on U.S. Rte. 301, and the development at Rte. 291 / 301, including Food Lion, River's Edge, and Stoltzfus. An extension of service was authorized by MDE to the Chesterville Forest development to address failing septic systems.

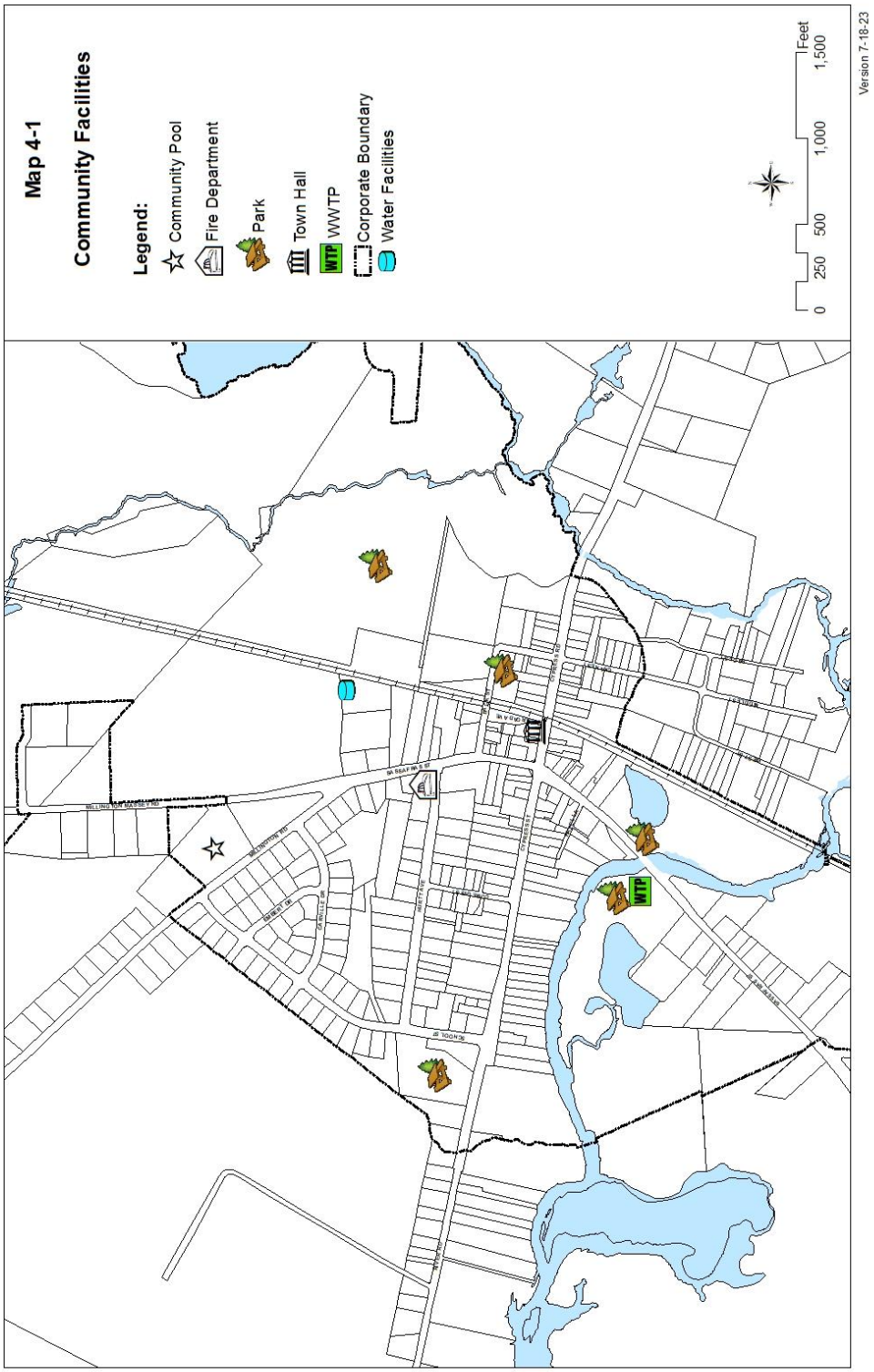
The county owns and operates the collection system in areas outside Town limits. The treatment facility is permitted for a flow of 105,000 gpd. The average flow for 2019-2021 was 69,200 gpd.

The Millington wastewater treatment plant discharges to the Chester River, designated as Use 1 water, and is protected for water contact recreation and aquatic life. It is located within the Upper Chester Watershed. Tributary Strategy nutrient limits for nitrogen and phosphorus are 5,744 lbs./year and 957 lbs/year, respectively.

The Town is currently working with KCI Technologies and Kent County Public Works to design and construct a regional wastewater treatment plant in the Millington area. The new plant will be located outside the floodplain and wetland boundaries. The new plant will be designed to meet the future ENR, TMDL, and nutrient requirements and allow for future growth along the

US Route 301 corridor. The existing plant located on Sassafras Street along the Upper Chester River will be decommissioned and demolished, with the property to become a part of the Millington Waterfront Park.

Map 4-1 Community Facilities



CHAPTER 5 – MUNICIPAL GROWTH

The purpose of the Municipal Growth element is to examine the interrelationships among land use, population and housing growth, and potential impacts on public facilities and services provision. This knowledge provides officials with a more substantial basis for setting future land use and growth management policies and a better understanding of the multi-dimensional implications of this type of change. In addition, because the potential impacts of municipal growth can be felt at the county and state levels, the element also addresses inter-jurisdictional coordination.

Growth Trends and Projections

Growth in Kent County, its towns, and eastern Queen Anne's County has been relatively slow from the 20th Century into the 21st Century. From 1980 to 2020, Millington's population increased very little. During the same period, Millington's population ranged from 2% to 3% of Kent County's population (see Table 5-1) and experienced moderate growth, an annualized growth rate of about 0.35 percent.

Table 5-1: Historic Population Growth 1980 – 2020: Millington & Kent County, Maryland

Jurisdiction	1980	1990	2000	2010	2020
Kent County	16,695	17,842	19,197	20,197	19,198
Millington	546	440	416	642	549
% of the County Population	3.00%	2.00%	2.00%	3.20%	2.86%

Source: U.S. Census Bureau

While Kent and Queen Anne’s Counties, Maryland, have remained predominantly rural, with small towns surrounding agricultural land, nearby 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. Population growth in Delaware counties indicates a healthy job market. Census Bureau estimates for 2018 indicate as much as 20 percent of the labor force in Millington worked in one of the Delaware counties.

Kent County, Delaware, is the closest and most accessible to Millington. From 2010 to 2020, Kent County, Delaware's population increased by nearly 12 percent, from 162,310 to 181,851, a 19,541 increase. New Castle County is the largest in Delaware, with a 2020 population of 570,719. Employment in New Castle County is within a relatively easy commuting distance of Millington (approximately 53 minutes). Sussex County, Delaware's population in 2020 was 239,061, a nearly 21 percent increase over the County's 2010 population. The County's population is projected to increase to over a quarter million by 2030.

Although not yet evident, it seems reasonable to assume that the steady population and employment growth in adjacent Delaware counties will affect Kent County, Queen Anne's County, and the small towns near the border. For example, Mill Village, a 52-lot subdivision in Millington approved in 2004, was built entirely out by 2008. A new residential development is proposed on the recently annexed Freeman Evans farm.

Population and Household Projections

Population projections are a vital component of the comprehensive plan. We derive estimates of future demand for public services and goods from these projections. Quantified estimates of demand provide the basis for assessing capacity and establishing strategies to meet that demand. For example, projected demand for water and sewer informs the assessment of existing and planned capacity. We use households as a surrogate to project dwelling units by dividing the projected population in any given period by the projected average household size.

Like a third of Eastern Shore municipalities, the 2020 Census reports Millington lost population. Of the 20 Shore municipalities that lost population, Millington ranked 6th in terms of percent loss (14.5 percent) and 17th in actual numbers (93). Depending on the quality of data collection, actual population loss may be less. An undercount is a possibility.

Millington's loss parallels that of Kent County, which was ranked 4th in 2020 among Maryland counties in population decrease (4.9 percent) and 5th in number (999). Kent County was second only to Somerset County in population loss, percent, and number among Eastern Shore counties.

The 2020 Census results have implications for the Comprehensive Plan update, particularly the assumptions in the Municipal Growth Element. The trend the 2020 data indicates may reflect Millington's limited growth capacity. This trend also may add some urgency to resolving long-term water and sewer capacity issues if the Town expects to reverse it.

The Census data also suggests a more conservative growth curve than previously assumed over the next decade, especially when considering the lead time required to increase capacity, including annexing land, upgrading water and sewer systems, and developing the land.

Accordingly, this version of the Municipal Growth element is based on two modest growth scenarios, summarized in Tables 5-2 and 5-3. Both scenarios postulate modest growth.

Table 5-2: Population Projections 2010 – 2040 Millington, Maryland

Scenarios	2020	2025	2030	2035	2040	Change	Percent Change	Average Annual Rate
1. Slow growth	549	549	563	570	577	28	5%	0.25%
2. Moderate growth	549	563	577	592	607	58	11%	0.50%

Source: Peter Johnston & Associates, LLC

Table 5-3: Housing Unit Projections 2010 – 2040 Millington, Maryland							
Scenarios	**2020**	**2025**	**2030**	**2035**	**2040**	**Change**	**Percent Change**
1. Slow growth	238	238	244	247	250	12	5%
2. Moderate growth	238	244	250	257	263	25	11%

Source: Peter Johnston & Associates, LLC

These two scenarios include population growth by 2040 between 28 and 58 and proportionate dwelling units increase between 12 and 15. The household increases in the two scenarios will be less than the number of dwelling units available, depending on the vacancy rate. For example, if the average household size over the planning period is 2.71 persons, a population increase of 28 implies needing an additional ten units. The conservative 12 housing units in Scenario 1 is a margin to account for unknowns concerning variations in vacancy rates and average household size in the planning period.

Development Capacity

Development capacity examines the vacant and underutilized land resources available in the Town to accommodate the projected dwelling units. Development capacity is the number of buildable vacant lots and underutilized acreage currently available for development, considering the property's current zoning classification.

Residential Capacity

Residential development capacity looks at the demand for and supply of land planned or zoned for residential use. For this analysis, demand assumes a future residential development population at a Smart Growth density of 3.5 dwelling units per acre.

The calculation's supply side is not based on the gross acres of vacant or underutilized properties. Instead, it is derived from net acres after subtracting the land for roads, open space, stormwater management facilities, and other site development requirements. When applying a density factor (permitted dwelling units per acre) to vacant acreage, 25 percent of the site was subtracted to account for land set aside.

Except for the recently annexed Freeman Evans property, Millington has no vacant residential zone property to accommodate future population growth (see Map 5-1). Residential land zoned R-1 Rural Conservation Residential is constrained by its Critical Area Designation, Resource Conservation Area. Few have any real development potential of the approximately five acres of residential land zoned R-2, Single Family Residential zone. Only about a third of an acre is vacant in the R-3, Old Town Residential zone.

While there is some capacity to accommodate population growth through infill and redevelopment, this situation implies any significant population increase cannot be accommodated until larger annexed properties are developed.

The 34 acres of the Evans property zoned Village under Kent County zoning that can be developed over the next five years has sufficient land area for the projected growth in both scenarios outlined for the MGE.

Non-residential Capacity

As with residentially zoned land, little developable commercial land exists. Most of the approximately 1.47 acres of vacant TC Town Commercial property is developed for parking.

Non-residential development capacity uses an estimated floor area ratio (FAR) to derive land capacity and project excess or deficit capacity. According to the Department of Assessment and Taxation records, the TC Town Center zoning district currently has 68,554 square feet of commercial floor area. In addition, these TC parcels encompass approximately 14.4 acres. Given these two factors, the current floor area to acres ratio (FAR) is about 0.11.

This evaluation uses the current population ratio to existing non-residential floor areas to estimate potential non-residential space demand. In this case, 68,554 square feet of commercial floor area divided by the estimated 2019 population of 695 results in approximately 98 square feet of non-residential use per capita floor area. Based on this current ratio, we assume each new person will generate demand for an additional 98 square feet of non-residential floor area and about 890 square feet of non-residential land area from these relationships within the corporate area. The non-residential floor area was also used to estimate water and sewer demand based on a rate of 0.05 gallons per day (gpd) per square foot. The estimates from the calculations are summarized in Table 5-4.

Table 5-4: Estimated demand and supply, non-residential floor area, and land

	Scenario 1	Scenario 2
Population growth	28	58
Demand		
Square feet of non-residential floor area	2,744	5,684
Acres of nonresidential land	3	6
Supply		
Acres of vacant Commercial	0	0
Acres excess/deficit	-3	-6

Source: Peter Johnston & Associates, LLC

Growth Impacts

Population and dwelling units are the primary basis for assessing the potential impacts of growth in the Municipal Growth Element (MGE). These impacts are potentially many, but the MGE focuses on local government's public service and facilities impacts, including water and sewer, public schools, library, police, fire and rescue, recreation land, and municipal administration.

Service measures based on demand averages are used to gauge potential impacts. These service measures are the multipliers applied to the population or housing count to estimate public services and facilities demand (see Table 5-5).

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

Growth Factor	Scenario 1	Scenario 2	Unit of Measure
New Dwelling Units	12	25	
Added Population	28	58	
Additional Water and Sewer Demand (GPD)	11,750	15,000	Gallons Per Day
- Percent of remaining sewer capacity	14%	18%	
- Percent of remaining water capacity	16%	20%	
SCHOOL (new students)			
- High School	1.848	3.85	Students
- Middle School	1.284	2.675	Students
- Elementary School	2.58	5.375	Students
SCHOOL (additional teachers)			
- High School	0	0	Teachers
- Middle School	0	0	Teachers
- Elementary School	0	0	Teachers
LIBRARY (GFA)	2.8	5.8	Gross Floor Area
POLICE (personnel)	0	0	Officers
RECREATION LAND (acres)	0.84	1.74	Acres
FIRE & RESCUE			
- Personnel	0	0	Firemen/EMTs
- Facilities (GFA)	22.4	46.4	Gross Floor Area
TOWN ADMINISTRATION			
- Personnel	0	0	Staff
- Building Space	0	0	Gross Floor Area

Source: Peter Johnston & Associates, LLC

Public Schools

Impacts on school enrollment and staffing are not an issue of concern as the estimated student increase is minimal at all levels. According to the Maryland Department of Planning, a decreasing enrollment trend is expected through 2029. Between 2019 and 2029, public school enrollment is expected to decrease from 1,810 in 2019 to 1,750 in 2029.

Library

Millington residents are within an easy drive of the Kent County Public Library branches: the Main Branch in Chestertown (about 13 miles away) and the North County Branch in Galena (about 8 miles away), which comprise 12,800 square feet. Thus, current library facilities will adequately serve the needs of the projected increase in Millington's population through 2040.

Recreation Land

Based on the State's ratio of 30 acres per 1,000 people, approximately one and two acres of additional recreation land will be needed to meet additional demand for recreation land depending on which growth scenario is closest to 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 throughout the County and oversees 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 moderately due to the projected increase in Millington's population by 2040. They most likely will be serviced with existing personnel and facilities.

Municipal Buildings and Staff

Neither of the two 2040 growth scenarios create the need for additional administrative space or personnel. The Town currently has an office/meeting space ratio of about 3.5 square feet per capita. In addition, large gatherings can be accommodated in the fire hall, an arrangement that will likely continue throughout the planning period.

Public Water and Sewer

There is adequate remaining capacity in Millington's existing water and sewer systems to service the two scenarios' projected growth. Public water and sewer demand are calculated using an Equivalent Dwelling Unit (EDU) of 250 gallons per day (gpd) per unit. A factor of 0.05 gpd per square foot was used to estimate non-residential demand.

Annexation Plan

This section outlines Millington's Annexation Plan, which only includes properties in Kent County; there are no planned annexations in Queen Anne's County. The Plan examines existing conditions in the annexation area and estimates the potential impacts of developing this area on town and county facilities and services. Estimates of development capacity and impacts are not intended to measure the feasibility or efficacy of the proposed annexation area, as the area is not likely to experience substantial development within the planning period. Instead, they are intended to influence strategic policies concerning growth management, land use, and infrastructure planning by Town, County, and State officials.

The proposed annexations extend the corporate limits west beyond the US 301 and MD 291 interchange (see Map 5-2). Altogether, these properties would increase the corporate area by over 730 acres. This figure does not include land in road rights-of-way. The land encompassing the US 301 and MD 291 interchange would be included in the annexation to reach parcels west of US 301. In addition, land under the Chester River may be included in an annexation.

Existing Land Use

As shown in Table 5-6, the predominant land use in the annexation area is agriculture (see Map 5-3). However, some crucial distinctions need to be made to estimate development impacts should the Town annex all land in the annexation area. Under an agreement with Kent County, some residential and commercial uses are already being served with water and sewer. These areas include the River's Edge subdivision, scattered residential and commercial units along MD 291 and south of West Edge Road. Sandfield, a residential enclave adjacent to the Town, and scattered residential units along Chesterville Forest Road are also served.

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

Land Use	Acres
Residential, Improved	131
Residential, Unimproved	42
Commercial, Improved	29
Commercial, Unimproved	16

Table 5-6: Existing Land Use, Annexation Area 2010	
Land Use	**Acres**
Agriculture	494
Exempt	23
Total	**735**

Source: Peter Johnston & Associates, LLC

Development Capacity

Table 5-7 summarizes the estimated development capacity of the annexation area. Assumptions underlying this capacity estimate are as follows:

- The entire area will be served with public water and sewer;
- Infill development potential for unimproved residential lots assumes one dwelling unit per lot;
- The redevelopment potential of improved residential is limited as most are in the Chesapeake and Atlantic Coastal Bays Critical Area, where redevelopment is constrained by density and lot coverage limitations. Calculation of redevelopment potential was limited to properties over two acres in size and based on 0.50 acres per unit and
- Development of agricultural land was calculated at the rate of 3.5 dwelling units net per acre after subtracting out a quarter of the site for street rights-of-way, stormwater management, open space, etc.

It is noted that adding sewer treatment capacity to support growth in the annexation area may require land for spray irrigation or rapid infiltration fields. If these alternative treatment facilities are located inside the annexation area, the land available for development could be substantially reduced. This analysis assumed that spray irrigation sewer treatment would not reduce the land available for development.

Table 5-7: Development Capacity, Annexation Area Land Use		
Residential	**Acres**	**Capacity**
Residential, Improved	131	76 units
Residential, Unimproved	42	49 units
Agriculture	494	1,297 units
Total	**667**	**1,422 units**
Commercial, Improved	29	32,171 sf
Commercial, Unimproved	16	77,145 sf
Exempt	23	0 sf
Total	**68**	**109,316 sf**

Source: Peter Johnston & Associates, LLC

Annexation Priorities

Town officials do not expect to add the entire planned annexation area simultaneously. 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 process. Staged annexations are consistent with the Town's ability to plan for and execute capacity increases in critical public facilities and services.

Map 5-4 depicts current annexation priorities. Priority area 01 is targeted for annexation within the next ten years and includes some properties subject to current negotiations between Town officials and the property owner. It also includes properties currently served by Town water and sewer. The ordering of subsequent priorities is subject to revision and is dependent on, among other considerations, changing market conditions and water and sewer capacity limits.

Impacts

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

- Developed properties in the existing county service area and Sandfield already receive county services and utilize county facilities, including schools. The estimates used for calculations were 147 existing dwellings and a population of 370 in the annexation area. Population and dwelling units in these categories were used to calculate municipal administration services only.

- Population estimates were based on an average of 2.70 persons per dwelling unit.

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

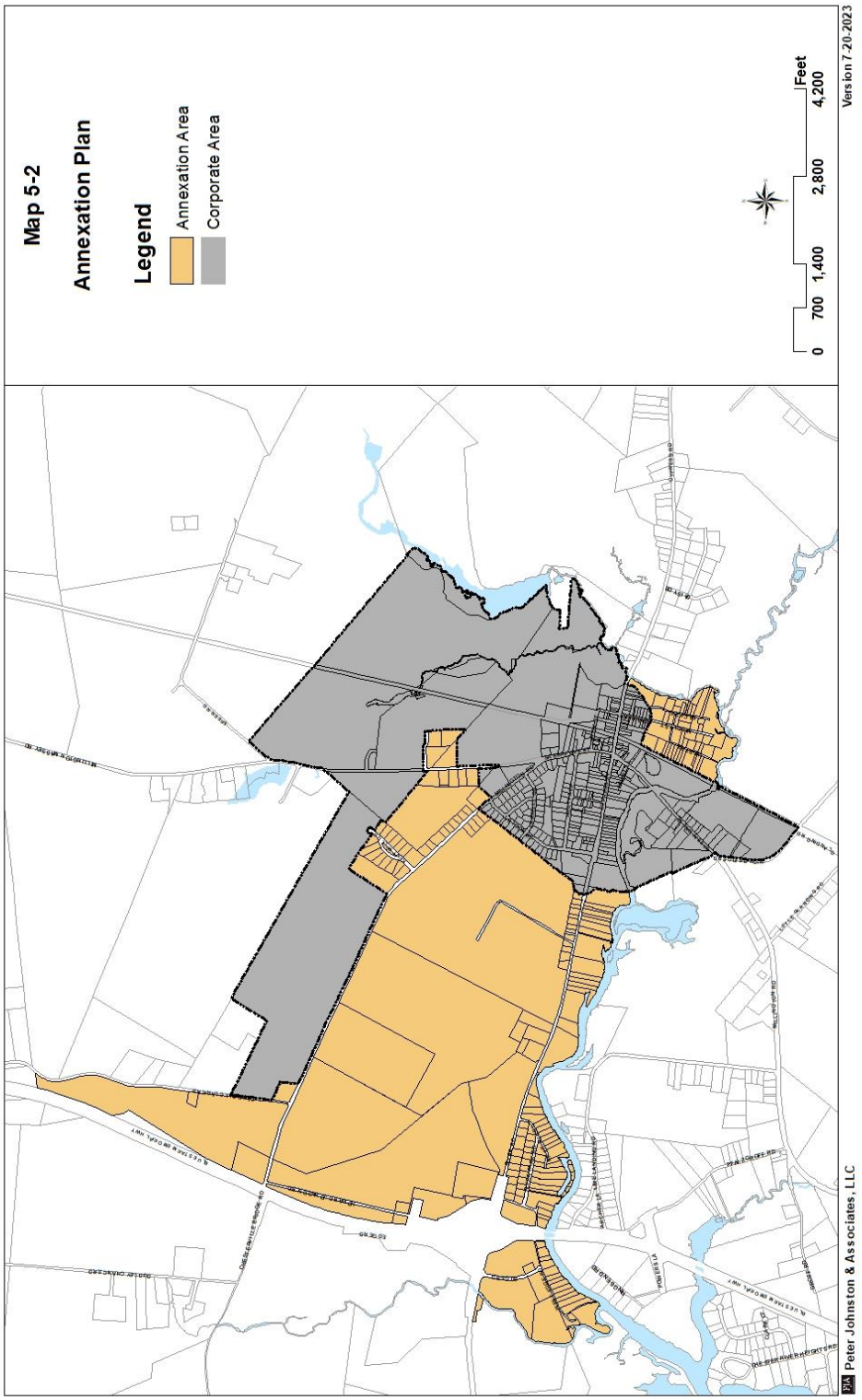
- The estimated build-out of vacant commercial property was based on a floor area ratio (FAR) of 0.10, the approximate FAR for the Food Lion site. Water usage and sewer generation were based on 0.05 gpd per square foot. The Howard Johnson site has a FAR of 0.02. It was assumed that with public water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

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

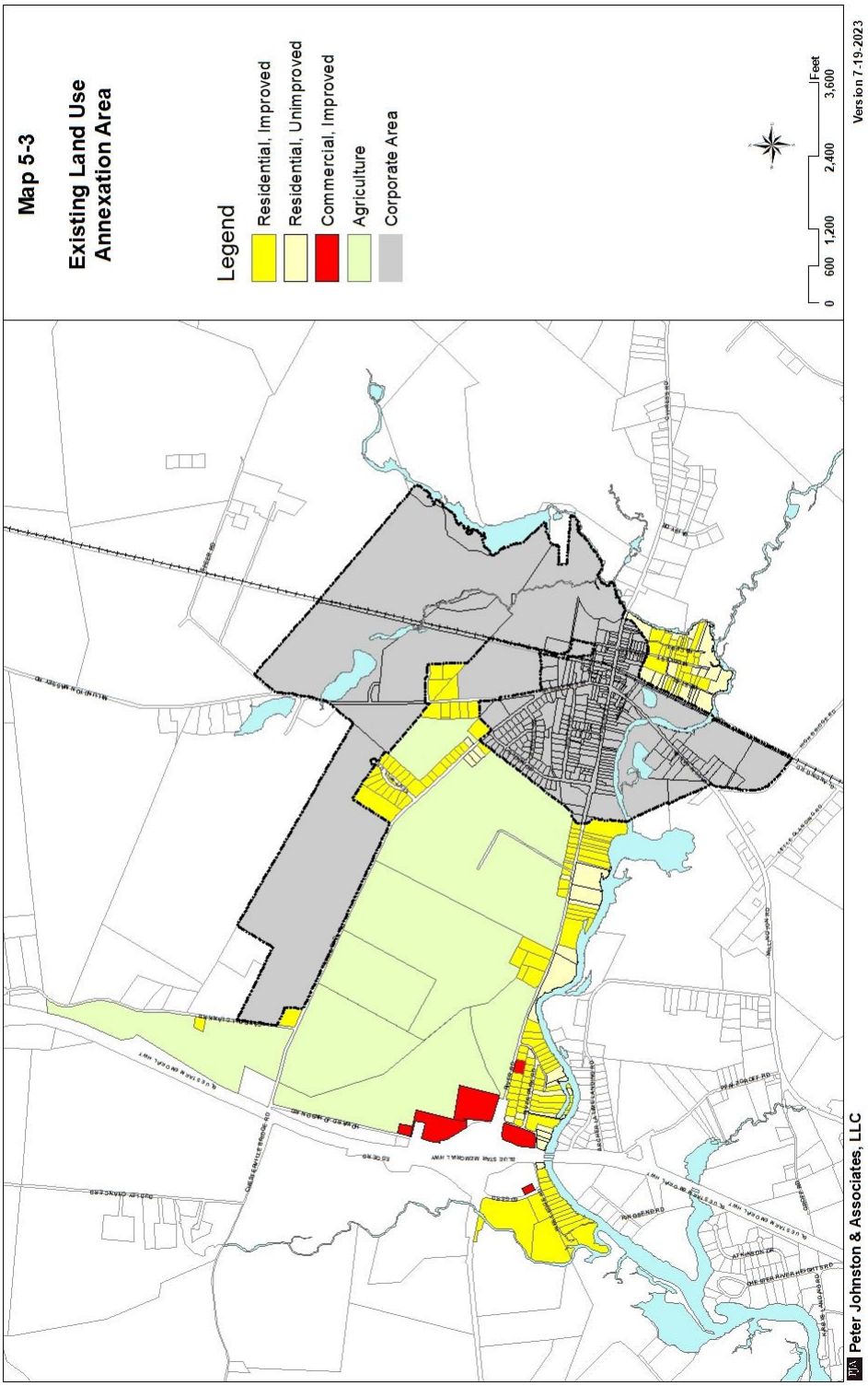
Growth Factors		Units
New Dwelling Units	1,422	
Added Population	3,839	
SCHOOL (new students)		
- High School	219	Students
- Middle School	152	Students
- Elementary School	306	Students
SCHOOL (additional teachers)		
- High School	17	Teachers
- Middle School	12	Teachers
- Elementary School	24	Teachers
LIBRARY (GFA)	384	Gross Floor Area
POLICE (personnel)	10	Officers
RECREATION LAND (acres)	115	Acres
FIRE & RESCUE		
- Personnel	6	Firefighters/EMTs
- Facilities (GFA)	3,071	Gross Floor Area
TOWN ADMINISTRATION		
- Personnel	0	Staff
- Facilities (GFA)	13,436	Gross Floor Area

Source: Peter Johnston & Associates, LLC

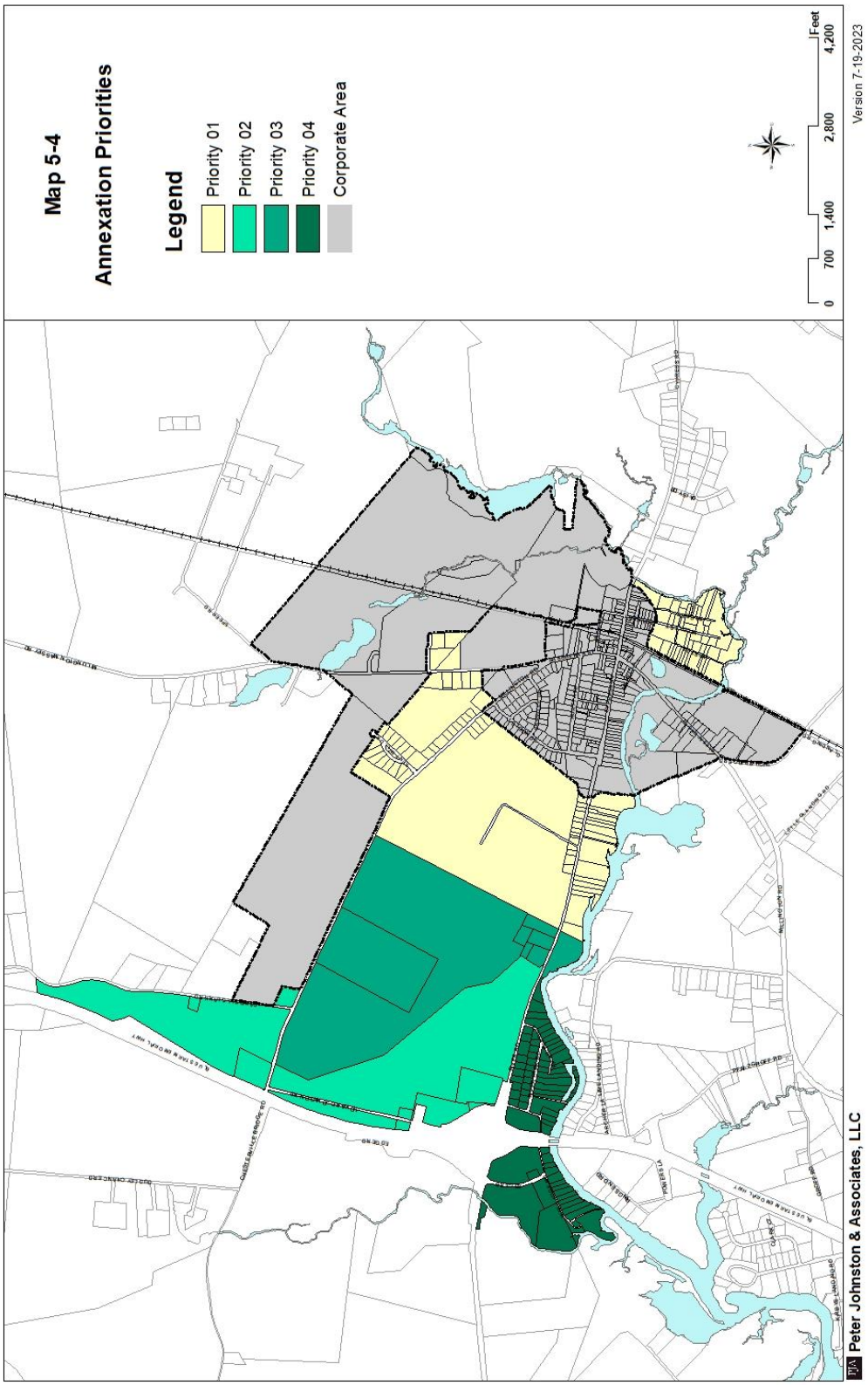
Map 5-2 Annexation Plan



Map 5-3 Existing Land Use Annexation Area



Map 5-4 Annexation Priorities



The build-out analysis outlined in Table 5-8 is based on conservative estimates for approximately 1,422 dwelling units and about 100,000 square feet of non-residential uses. The estimated population associated with these units is about 3,840. The actual build-out of the area may exceed any of these estimates.

Without considering the potential population and household growth elsewhere in the County that would necessitate increased facilities and services, this level of growth has substantial implications for providing public services and facilities affecting Kent County and Millington. These impacts are discussed below.

Public Schools: Student growth resulting from the build-out of the annexation area will likely exceed the current capacity of the schools and require investment in facilities and staffing.

Library: Library impacts associated with the 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 1,000 people, approximately 115 acres of recreation land will be needed. Along with the Town, Kent County, and the State share responsibility for ensuring adequate recreation land and facilities. For its part, the Town requires open space set-asides for all residential developments.

Public Safety: Ten additional police officers and six EMS staff will be required in the annexation growth scenario based on assumed service levels. It may well be that the Town will have to add a municipal police force once its population warrants.

Municipal Buildings and Staff: Assuming current service levels are maintained, with the 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 consider the potential need for a municipal police department and assume the Town will continue to contract with Susquehanna Operational Services to operate municipal water and sewer facilities.

Water and Sewer: Water and sewer demand exceeds the capacity to serve the annexation areas. An additional assumption is that annexation priority area 02 land will develop as a mix of residential and non-residential uses, the latter taking advantage of the interchange location. For planning purposes, the water and sewer demand for Priority Area 02 assumed 392,040 square feet of non-residential floor area and 236 residential units.

Servicing the annexation areas will require substantial investments in the water and wastewater treatment systems (see Table 5-9) as demand will significantly exceed the current capacity of the Town's facilities. Water system upgrades may include new wells, storage tanks, and distribution facilities. In addition, sewer treatment plant upgrades may necessitate spray irrigation or rapid infiltration treatment systems, given the current limits placed on discharge into the Upper Chester River by the State. They will require upgrades to an ENR program.

Table 5-9: Estimated Sewer and Water Capacity Demand by Annexation Priority		
Annexation Priority	**Acres**	**Water and sewer (gpd)**
Priority 01	280	114,966
Priority 02	180	78,665
Priority 03	199	130,594
Priority 04	76	14,000
Total	**735**	**338,225**

Source: Peter Johnston & Associates, LLC

Annexation Policies

Town officials know annexations have potential adverse fiscal impacts if not carefully considered. Specific annexation conditions will be legally binding in an executed annexation agreement to address identified impacts. 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 and/or the County. These preliminary agreements may be further revised in a Developers Rights and Responsibility Agreement (DRRA).

Contractual agreements will address the following annexation policies:

1. Proposed annexation areas will be economically self-sufficient. They will not result in more significant 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, and other community services will be borne by those people gaining the most value from such facilities through income, profits, or participation.
3. The Town Council and/or Planning Commission may require appropriate impact studies for annexations involving larger parcels of land. Studies may include fiscal and environmental impacts.
4. Applicants for annexation shall pay for completing all studies related to expanding capacity in existing public facilities and/or services.

Before annexing any land area not included in the Annexation Plan, the Town will consider appropriate amendments to this comprehensive plan. It will follow the procedural requirements for comprehensive plan amendments and annexation established in State law. This process will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan and that appropriate consideration has been given to the

adequacy of public facilities and services. County and state agencies will be allowed 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. In addition, Millington's annexation plan has policy implications for state and county planning, 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 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 Maryland must meet minimum density, water, sewer service, and other criteria outlined in the law (see Map 5-5).

Counties may designate areas as Priority Funding Areas that meet guidelines for intended use, plans for sewer and water systems, and permitted residential density. Areas eligible for county designation include existing communities and areas with desired industrial or other economic development. In addition, counties may designate areas for new residential communities served by water and sewer systems that meet minimum density standards.

According to the Maryland Department of Planning (MDP), county properties annexed into the Town with current PFA status do not retain such status or automatically become PFAs if annexed. However, as of October 1, 2006, when lands are annexed, the municipality may designate a Municipal PFA and submit it to the Maryland Department of Planning for review. Under the PFA law, a municipality may designate PFAs if the area, including any former County PFAs, meets the minimum requirements for PFAs and is consistent with the municipality's comprehensive plan.

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 the Town's tier classifications appropriate for the corporate and planned annexation areas. Areas shown as Tier 1 in the counties are currently served by public water and sewer, meeting Tier 1

area criteria. Tier 2 areas include land within the Town and the Town's annexation area planned for public water and sewer service.

Water and Sewer Service Areas

Ensuring that the Kent and Queen Anne's Counties' Comprehensive Water and Sewer Plan accurately documents the Town's priorities for expanding water and sewer service is an essential inter-jurisdictional issue. Water and sewer service areas shown in the County Comprehensive Water and Sewer Plans represent programmed priorities for service expansion. In addition, proposed improvements must appear in the appropriate service area category before the Maryland Department of the Environment (MDE) will issue a construction permit. Table 5-10 summarizes the delineation criteria required by state law.

The Town's water and sewer expansion priorities are shown in Map 5-7. The Kent County and Queen Anne's Counties' Comprehensive Water and Sewer Plan should be amended to incorporate the Town's water and sewer service expansion priorities consistent with COMAR.

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

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 the 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 a 10-year period
W-6 and S-6	Areas where there is no planned service

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, Kent, and Queen Anne's counties to coordinate their respective policies. Future growth will depend on sound strategies to address the increased demand for public facilities and services and related fiscal implications. From Millington's perspective, substantive policy issues to be resolved include:

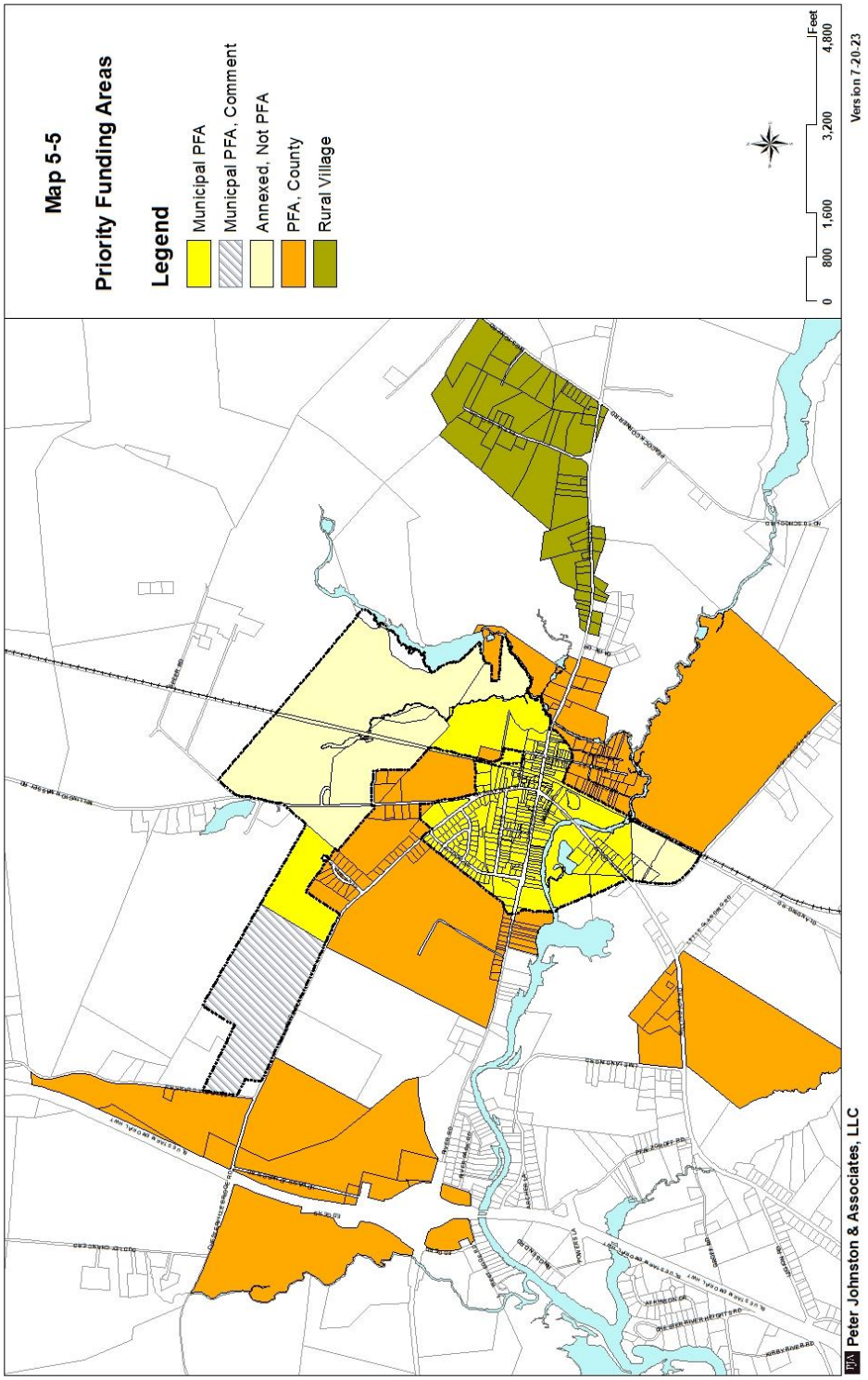
- Recognition of the Town's annexation plans in the Kent County Comprehensive Plan;
- Appropriate and supportive Priority Funding Areas (PFAs) designation;

- 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's Comprehensive Water and Sewer Plan.

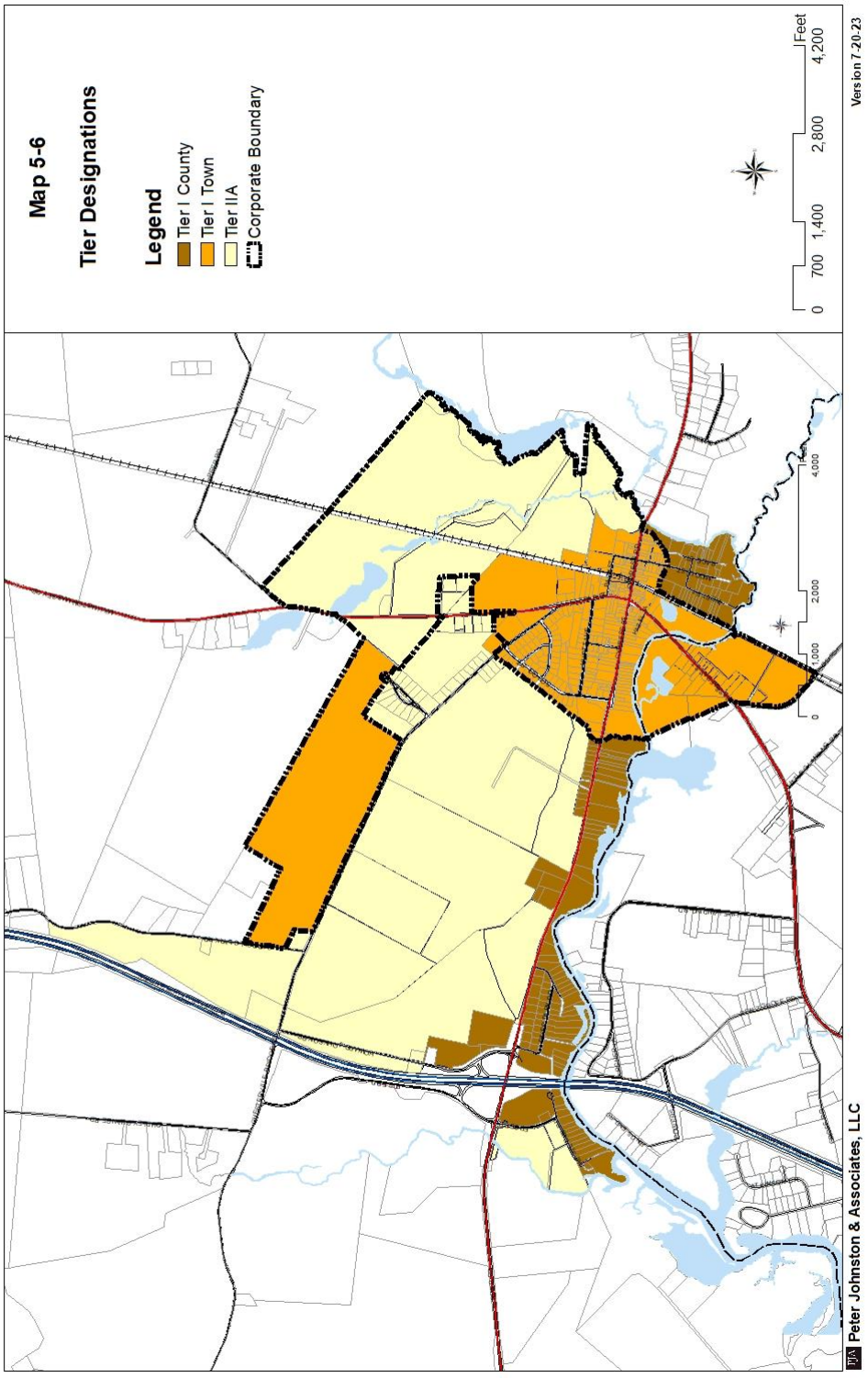
The planning requirements from Maryland House Bill 1141 direct Millington to meet with the planning commissions of the adjoining counties to discuss the Town's municipal growth element before adoption. At a minimum, an agenda for such a joint county/town meeting should include how best to achieve coordinated 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 the Town cannot address water quality and quantity issues alone, coordination with county and state programs is essential. Effective non-point source pollution management 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.

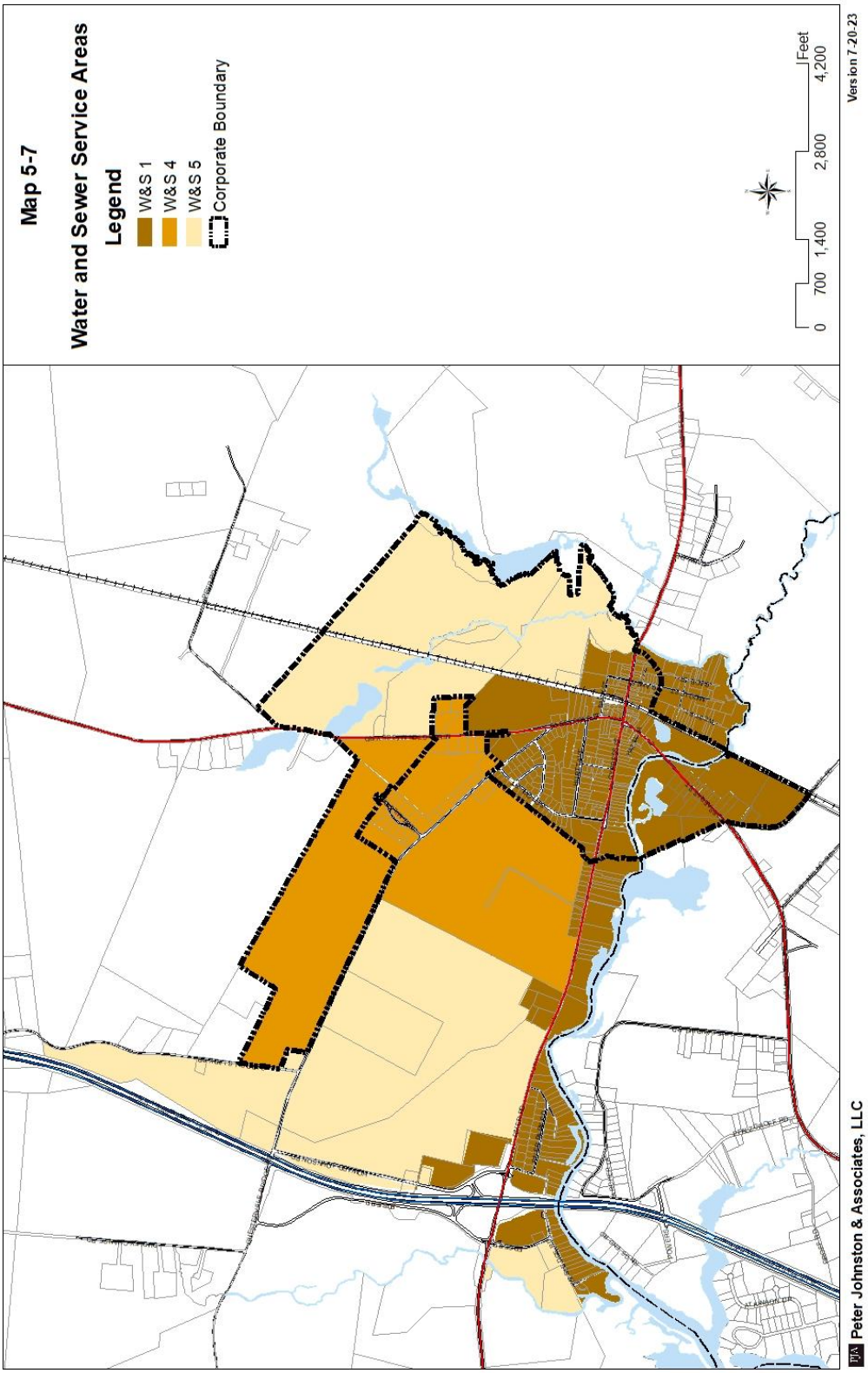
Map 5-5 Priority Funding Area



Map 5-6 Tier Designations



Map 5-7 Water and Sewer Service Areas



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 historical identity and present-day charm intertwine with its natural setting and roots as a rural waterfront community. Therefore, conservation and the protection of natural resources and sensitive areas will be crucial to preserving the character of Millington.

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

Topographic Features

Millington is in the Atlantic Coastal Plain, 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 that feed the Chester River. The Town occupies a relatively flat, clear site along the river. Most of the land in the planning area has been cleared for agricultural uses.

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 in Kent and Queen Anne's Counties, Maryland; its headwaters are in 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 has the least impervious surface, the lowest population density, the most wetland loss, and the highest soil erodibility.[2] A 2005 DNR report stated that the average percent of impervious surface in the Upper Chester River Watershed

[2] Upper Chester River Watershed Restoration Action Strategies, June 2006

sub-watersheds is less than 2 percent. This condition suggests significant impacts on habitat and water quality are limited to local areas rather than watershed wide.[3]

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 that comprehensive plans contain a Sensitive Areas Element, which describes how the jurisdiction will protect:

- 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 and agricultural and forest resources.

Sensitive areas comprise a significant portion of the Town and adjacent areas (see Map 6-1). The total acreage in each sensitive area component is summarized in Table 6-1.

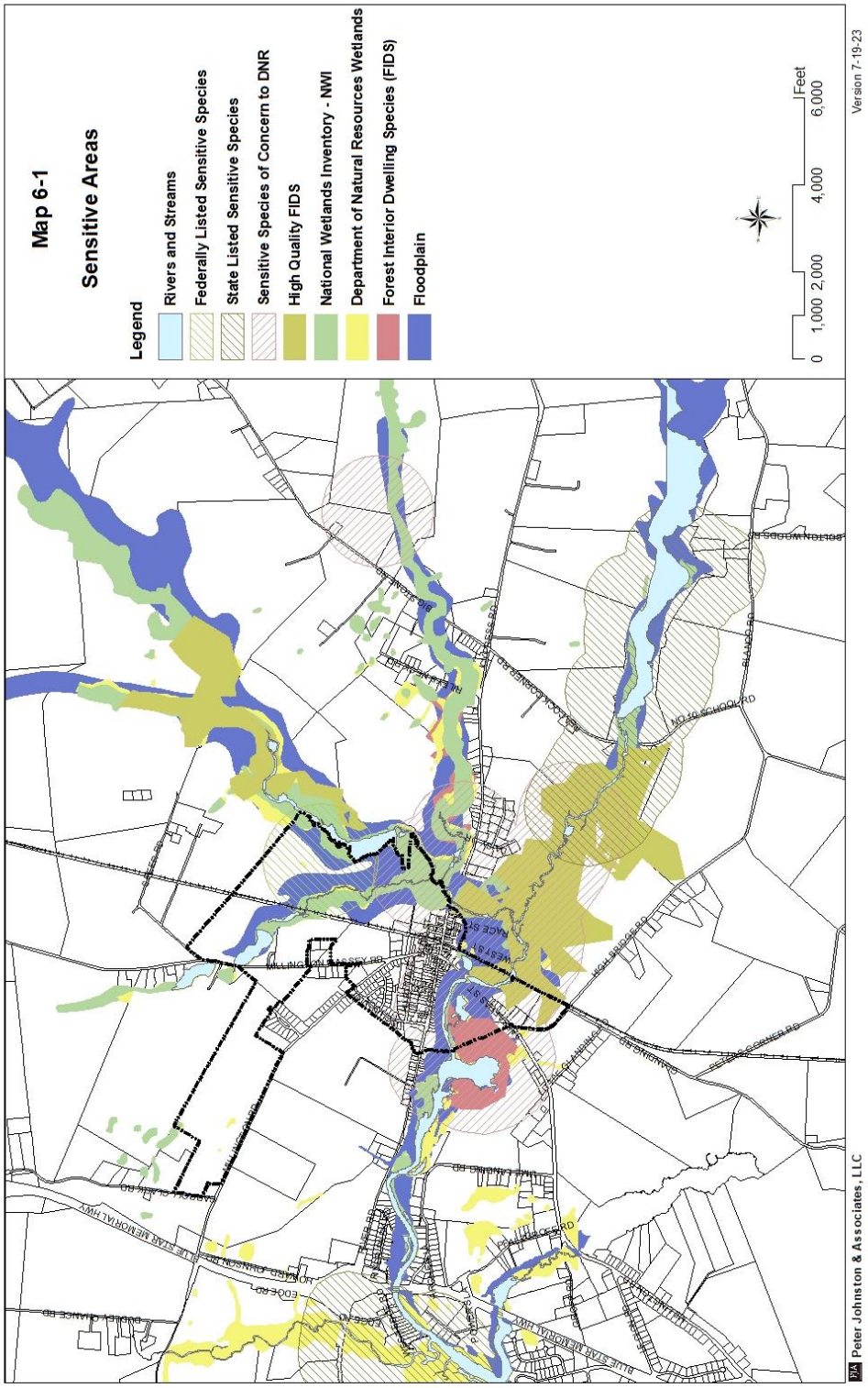
Table 6-1: Town of Millington Sensitive Areas

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%
Sensitive Species Habitats (SSPRA)	284	62%
Critical Area	235	25%

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

[3] Ibid

Map 5-1 Sensitive Areas



Streams & Stream Buffers

Millington's historic prosperity was due to the many streams flowing into the Chester River. Millington is 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 vital transportation routes for goods and people, and Millington's position at the head of a significant river benefited 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.

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, its tributaries, and 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 disturbances. Buffers are a "best management technique" that reduces sediment, nitrogen, phosphorus, and other runoff pollutants by acting as a filter, thus minimizing stream damage.

Stream buffers also improve fish and other stream life habitats and provide a habitat for wetlands and upland plants. In addition, a wide variety of animals use the natural vegetation alongside streams for food and cover. Finally, stream corridors are essential in areas with 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. In addition, the combined loss of open space and natural growth reduces the ability of the remaining land along streams to buffer the effects of more significant stormwater runoff, sedimentation, and higher levels of nutrient pollution.

The effectiveness of buffers in protecting stream water quality depends on several variables. These variables include width and factors such as contiguous or nearby slopes, soil erodibility, adjacent wetlands or floodplains, 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 the Chesapeake Bay Critical Area Overlay District streams and stream buffers. These standards require retaining or creating natural buffers along all perennial and intermittent streams. In addition, 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 protecting and restoring intact buffers and, where necessary, enhancing 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. It runs southwest from the railroad track, under Sassafras Street, to the stream behind Robvanary Park and into the stream to 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. Therefore, flows from the ditch have the potential to impact water quality in the Chester River significantly.

The Millington PDA was established in 1973 to maintain the ditch. The Association is regulated by Article 25 of the Maryland Drainage Law. Members meet 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 an Operation and Maintenance Plan for the upcoming year. The ditch is inspected annually and after severe storm events. The elected managers of the PDA determine maintenance and enforcement needs in conjunction with the Kent Soil Conservation Service, Maryland Department of Agriculture, and Department of Natural Resources.

Maintenance includes the removal of debris, sediment deposits, sand bars, and undesired woody or vegetative growth. Mowing ditch banks and berms control undesirable woody growth. New sediment traps are installed after extensive cleanouts. In addition, 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. Property owners are charged with a misdemeanor and fined if an obstruction occurs.

In 2000, in its report to the Chesapeake Bay Cabinet, the Maryland Public Drainage Taskforce issued recommendations for public drainage systems regarding development and watershed planning. The recommendations made in the 2000 report include developing site-specific plans to slow the water flow rate and improve habitat and retrofitting 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 upstream or downstream of development) to the property to be drained.[4]

Tidal and Nontidal Wetlands and Wetland Buffers

Public and private (tidal) wetlands are 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/nontidal interface of the Upper Chester River Watershed, although nontidal wetlands are predominant. Small Riverine (tidal) wetlands lie 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 southeastern 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, nontidal 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 of moderate to high significance for temporarily holding coastal surge floodwaters and temporarily storing water during storm events.

In its characterization of the Upper Chester River Watershed in 2005, the Maryland Department of Natural Resources (DNR) describes a large oxbow (abandoned stream channel or lakebed that is crescent-shaped) with "extensive tidal wetlands." The oxbow is 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 dam. Flooding and its damaging impacts result from high tides backing up the water flowing

[4] 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.

downstream from the headwaters and nontidal tributaries of the Chester River.[5]

DNR has reviewed wetland protection opportunities in the Upper Chester River Watershed and identified opportunities for protection, including the oxbow wetlands mentioned above and forested floodplain and wetland corridors around the Town.[6] The Town follows DNR and the Maryland Department of the Environment (MDE) policies and permits procedures governing activities that may affect tidal and nontidal wetlands.

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

Floodplain

Flood and flood-related losses are created by inappropriately located structures, which are inadequately elevated or otherwise unprotected and vulnerable to floods. Development can also create flood losses, increasing flood damage to other lands when natural landscape patterns are altered due to on-site grading. While protection of life and property provided the initial basis for the protection of floodplains, there has been a growing recognition that limiting disturbances within floodplains can serve various public purposes.

Floodplains moderate and store floodwaters, absorb wave energies and reduce erosion and sedimentation. In addition, floodplain wetlands 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. Therefore, floodplains' natural characteristics and associated wetlands and water bodies should be preserved and enhanced wherever possible.

Areas in Millington that are situated within the 100-year floodplain are 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 the Town, west of Big Mill Pond (see Sensitive Areas Map). MDE notes sites in and near Millington, including railroad bridges and embankments, with low elevations prone to flooding. MDE recommends additional efforts to manage floodwaters to protect structures in the Town and nearby railroad bridges.

[5] 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
[6] Ibid

Millington adopted a "Floodplain Ordinance" in 1992 to require appropriate construction practices within the floodplain. Protection is achieved by reviewing all new developments, new construction, and substantial improvements to existing structures in all floodplain zones and by issuing permits for those activities that comply with the objectives of the Floodplain Ordinance. The Ordinance requires development and new construction in the floodplain to meet specific flood protection measures, including the construction of the lowest floor one foot or above the base flood elevation and the 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 must be constructed to minimize damage during flooding or be elevated to the greatest extent possible. In addition, proposed floodplain subdivisions must submit plans to maintain forest cover, flood protection setbacks, re-vegetation, accommodation of stormwater runoff, and erosion prevention.

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 fuel tank anchoring, the 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 emphasizing economic, social, and environmental sustainability.

Sensitive Species & Habitats

<u>Sensitive Species Project Review Areas</u>

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 certain sensitive species' habitat proximity. DNR designates these areas to provide local governments with information for assessing habitat impacts associated with 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 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. Finally, 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 the spawning of anadromous fish, including white perch, yellow perch, and herring, documented along the Chester River main stem to about one mile upstream from Millington.[7]

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.

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 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. The interior forest habitat comprises at least 25% of the area. In addition, 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 five 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 over 500 acres is designated Class 1. Class 2 FIDS is a habitat with a high-quality contiguous interior forest of fewer 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 Class 2 high-quality FIDS habitat extends southeast along both sides of the Chester River from Sassafras Street to Peacock Corner Road. In addition, 61 acres of Class 3 FIDS are 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.

[7] Ibid

Forests & Green Infrastructure

Forests

Protecting forests and woodlands is considered essential to attaining the goals outlined 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 emphasizes urban vegetation in less than one-acre patches.

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

Forests and woodlands also provide a wide range of habitats for protection and nesting and various food sources for many animals and aquatic ecosystems. In addition, woodlands protect the aquatic ecosystem from harmful temperature fluctuations by decreasing the amount of light that 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. Thus, young, actively growing re-growth forests take in the most extensive amounts of carbon dioxide from the air. Mature forests are also an essential storehouse of carbon.

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 intends to maximize the benefits of forests and slow the loss of forest land while allowing development. During the most recent General Assembly Session, SB536 established new Forest Conservation regulations that supersede the existing regulations, effective July 1, 2024.

Millington adopted its 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 expanding existing forests. The use of native plant materials is encouraged but not required.

In addition, any parcel 10,000 square feet or larger 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

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 a 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 different land uses and highways or utility rights of way. The Town also requires that forested areas be established adjacent to existing forests (two tracts are considered noncontiguous if separated by at least 30 feet of non-forested habitats, such as roads, cropland, etc.).

Millington's objectives for forest conservation within the Town are to maintain existing forest cover and 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. In addition, the ordinance sets standards for the maintenance and replacement of trees aimed at diversifying the variety of trees in the Town. The Ordinance also mandates the preservation of natural forests within the Town boundaries. It requires a maximum (or optimum) number of trees to be retained or replaced when a commercial or residential property is improved, developed, or redeveloped.

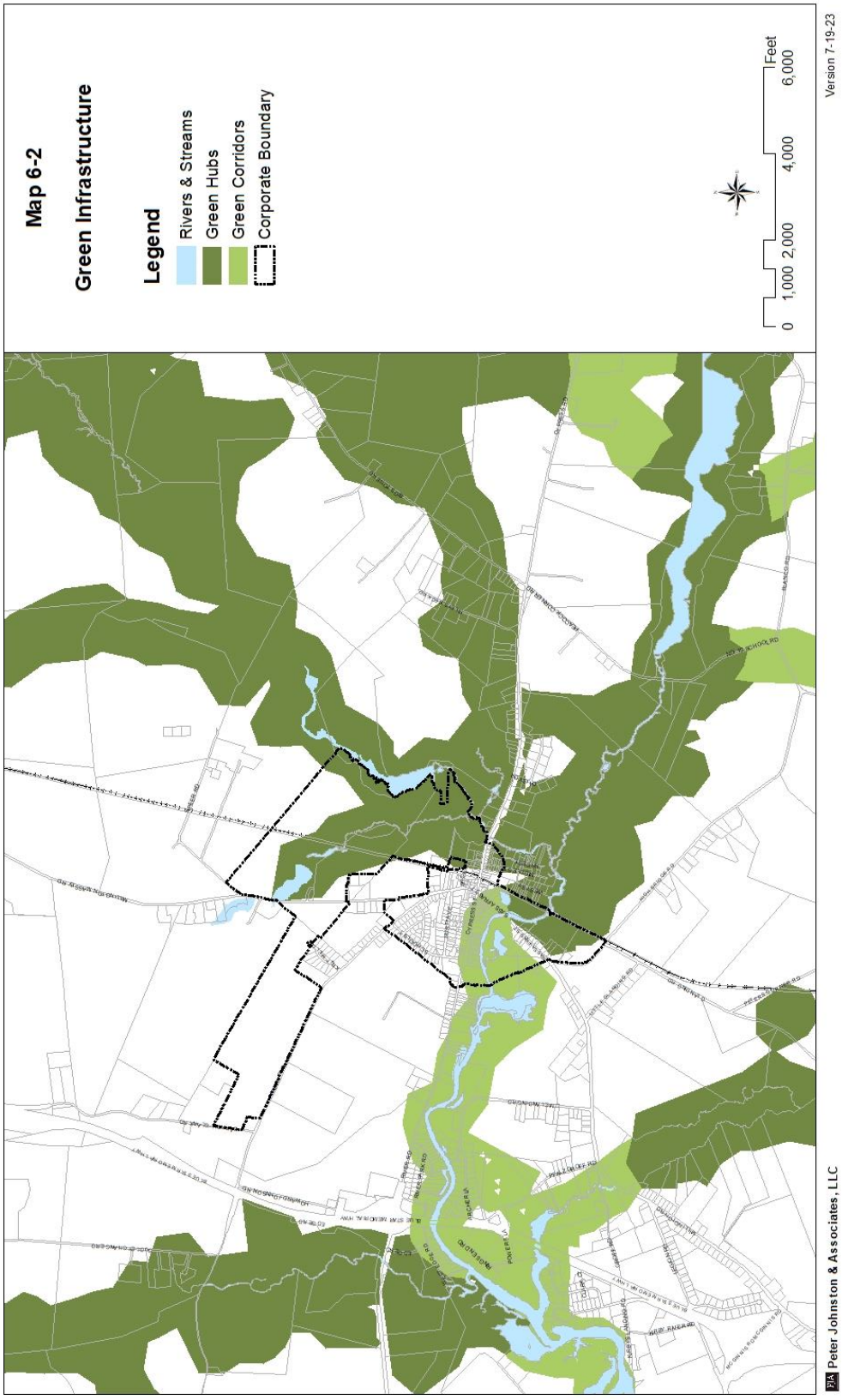
Green Infrastructure

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

The GIA identified two types of essential 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 that contain one or more of the above features (e.g., state parks and forests, National Wildlife Refuges, etc.).

Map 5-2 Green Infrastructure



Corridors are linear features connecting hubs to help animals and plant species to move between hubs. Corridors connect hubs of similar type (hubs containing forests are connected, 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 suitable wildlife corridors include ridgelines or forested valleys. Developed areas, major roads, and other unsuitable features are unsuitable 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 the 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 vital to consider the development location, particularly if it threatens critical green infrastructure.

In its 2018 Comprehensive Plan, Kent County recommends coordinating natural resource conservation, green infrastructure, and sensitive area policies with its incorporated towns.[8] Millington's green infrastructure objectives include protecting and restoring contiguous and interior forests and forest habitats. 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, and toxins and 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

[8] 2006 Kent County Comprehensive Plan

- 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.

The Critical Area law specified the creation of a Commission appointed by the Governor and representing the local jurisdictions, State agencies, and diverse interests to achieve these two purposes. 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

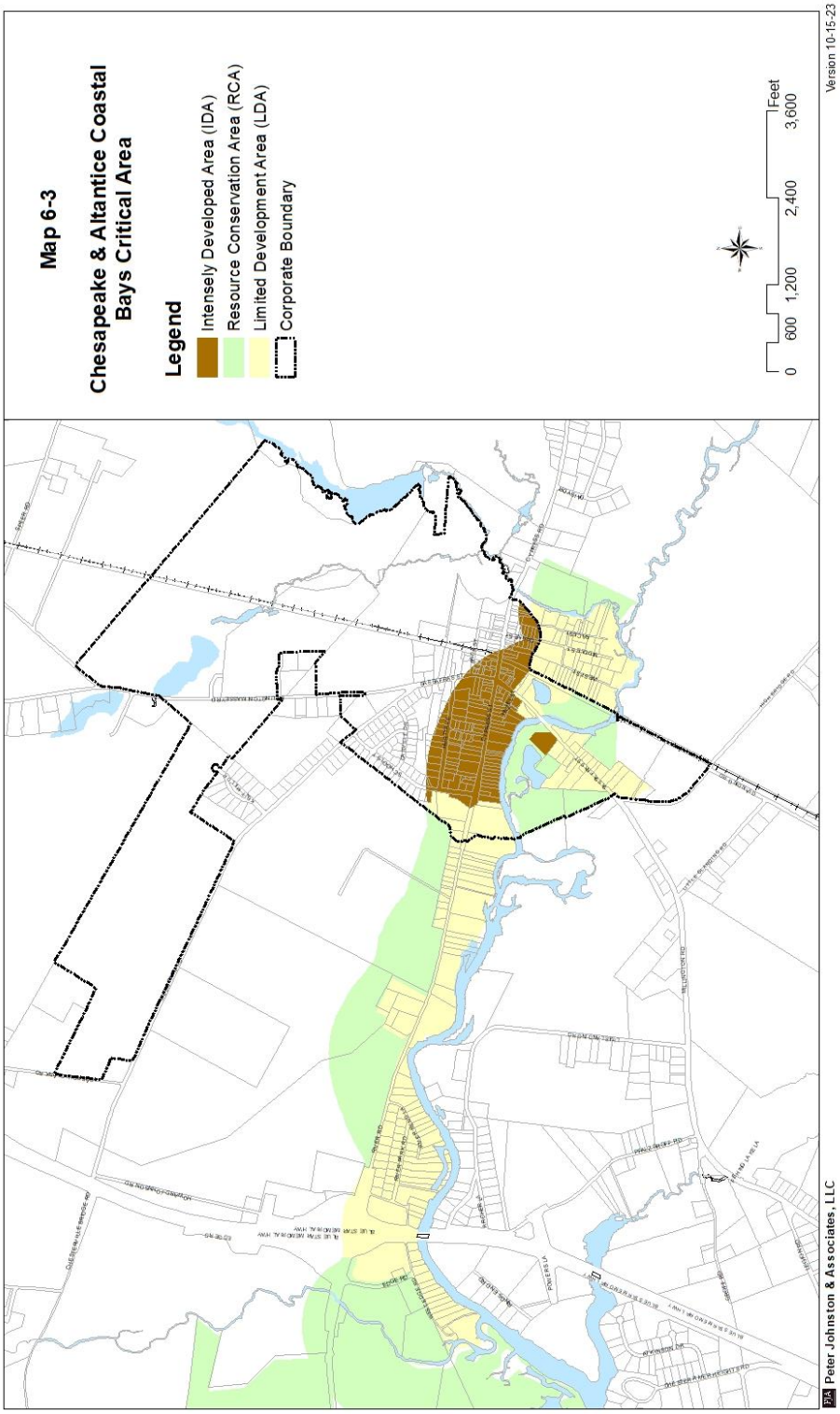
- To establish land-use policies for development in the Critical Area, which accommodate growth and address the fact that even if pollution is controlled, the number, movement, and activities of persons in that area can create adverse environmental impacts.

Millington Critical Area Program

The Town of Millington adopted a Critical Area Program and a series of implementing provisions 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 per 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 598 acres. Including tidal waters, approximately 135 acres are included in the Critical Area (see Map 6-3: Critical Areas). The Millington Critical Area Overlay District was created to implement regulations and measures to protect and enhance water quality and habitat resources within the Town's Critical Area. All development in the Town's Critical Area must be carefully designed to meet the regulations adopted in the Town's Zoning Ordinance and Subdivision Regulations.

Map 6-3 Chesapeake and Atlantic Coastal Bays Critical Area



The Critical Area District encompasses all lands 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 Critical Area's most intense land use classification. IDAs are areas where residential, commercial, institutional, and/or industrial development is predominant and relatively little natural habitat occurs. There are 68 IDA acres in Millington (see Map 6-3: Critical Areas).

Limited Development Area (LDA) - LDAs are those areas developed for low or moderate-intensity uses and contain natural plant and animal habitats. Therefore, the runoff quality from these areas has not been substantially altered or impaired. 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 east and west of the Town boundaries in Kent County, along the Chester River.

Resource Conservation Area (RCA) - RCAs are characterized by nature-dominated environments such as wetlands, forests, and abandoned fields and areas where resource utilization activities (agriculture, forestry, fisheries, and aquaculture) occur. In the RCA, residential density may not exceed one dwelling unit per 20 acres, regardless of the density regulations of the underlying base zone. Approximately 32 acres, located south of the Chester River in the Anne's County portion of the Town Queen, are in the RCA.

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.

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

Protected Lands

Protected lands encompass properties held out from development to serve a public purpose (see Map 6-4). Some can serve a dual purpose of active recreation and natural resource conservation, like parks and open space. The focus of others is resource conservation and fish and wildlife habitat protection.

Parks & Open Space

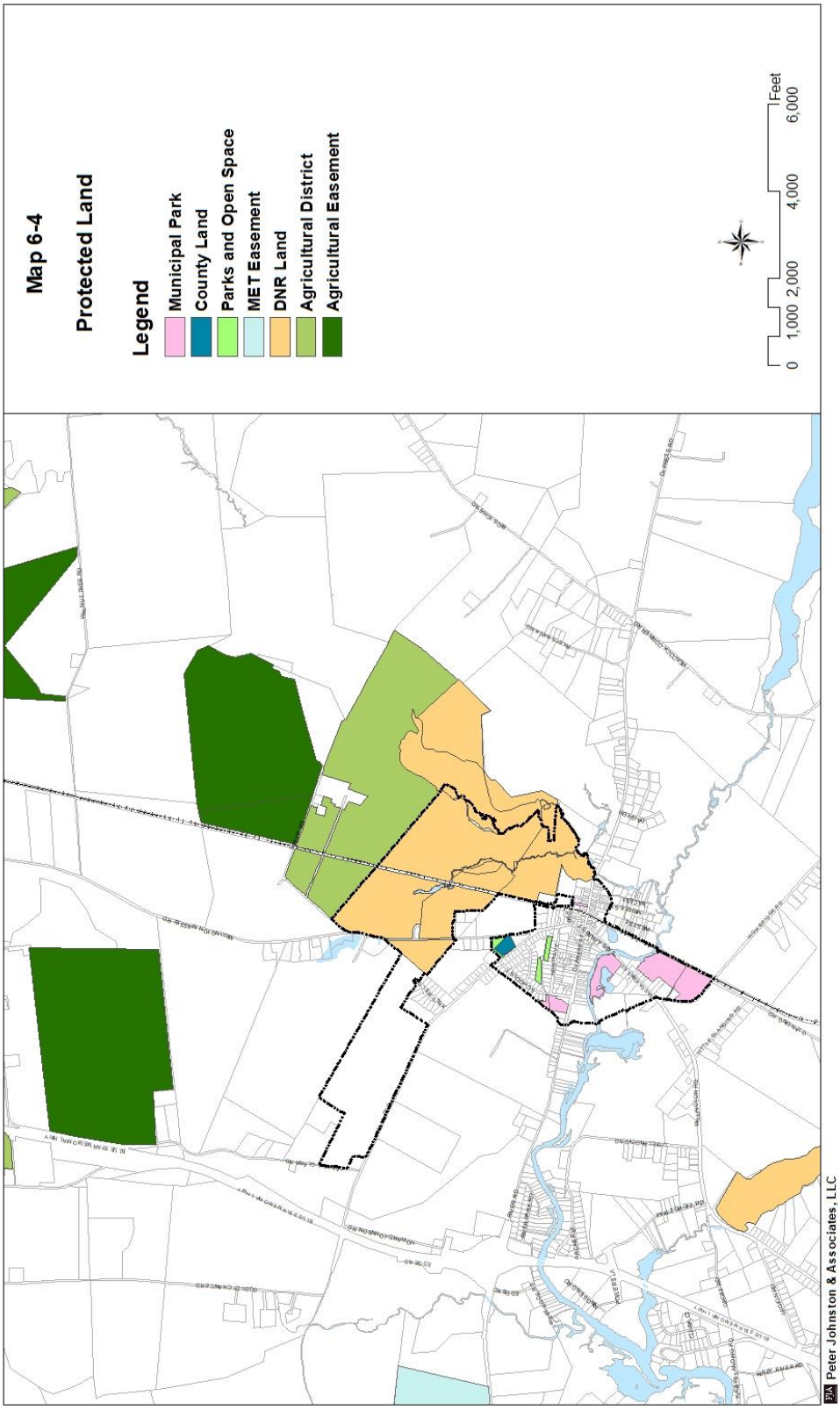
There are about 8.25 acres of parkland and open space in Millington. Some of the Town's park facilities have been built or refurbished with Program Open Space (POS) funds (see Chapter 4: Community Facilities). POS was established under the Maryland Department of Natural Resources in 1969 and is funded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

Maryland Department of Natural Resources (DNR) Land

Millington Wildlife Management Area - The Millington Wildlife Management Area (WMA) is a 4,000-acre tract owned by DNR and located approximately 5 miles northeast of Millington. The WMA comprises hardwood forests, pine stands, wetlands, meadow plantings, fallow-managed fields, and open agricultural fields. The WMA is open and accessible to the public year-round; hunting and fishing are allowed per permits and open seasons.

Blackbird Millington Conservation Corridor - The Blackbird-Millington Corridor is a landscape of forests, farm fields, streams, and tidal marshes extending from Blackbird Creek's mouth on the Delaware Bay, southern New Castle County, to the Town of Millington in neighboring Maryland. It is a pristine blue-green ribbon of water and woodland. Nonprofit organizations and government agencies have identified the Blackbird-Millington Corridor as a conservation priority. It is one of the few areas on the Delmarva Peninsula containing large swaths of open space and high-quality forest. In 2004, The Nature Conservancy and the Delaware Department of Natural Resources and Environmental Control (DNREC) Division of Fish and Wildlife entered 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.

Map 6-4 Protected Land



Soils

Soils in the northern half of the 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 the 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.

<u>Hydric Soils</u>

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 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. It 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 soil to erosion by water.

Hydrology

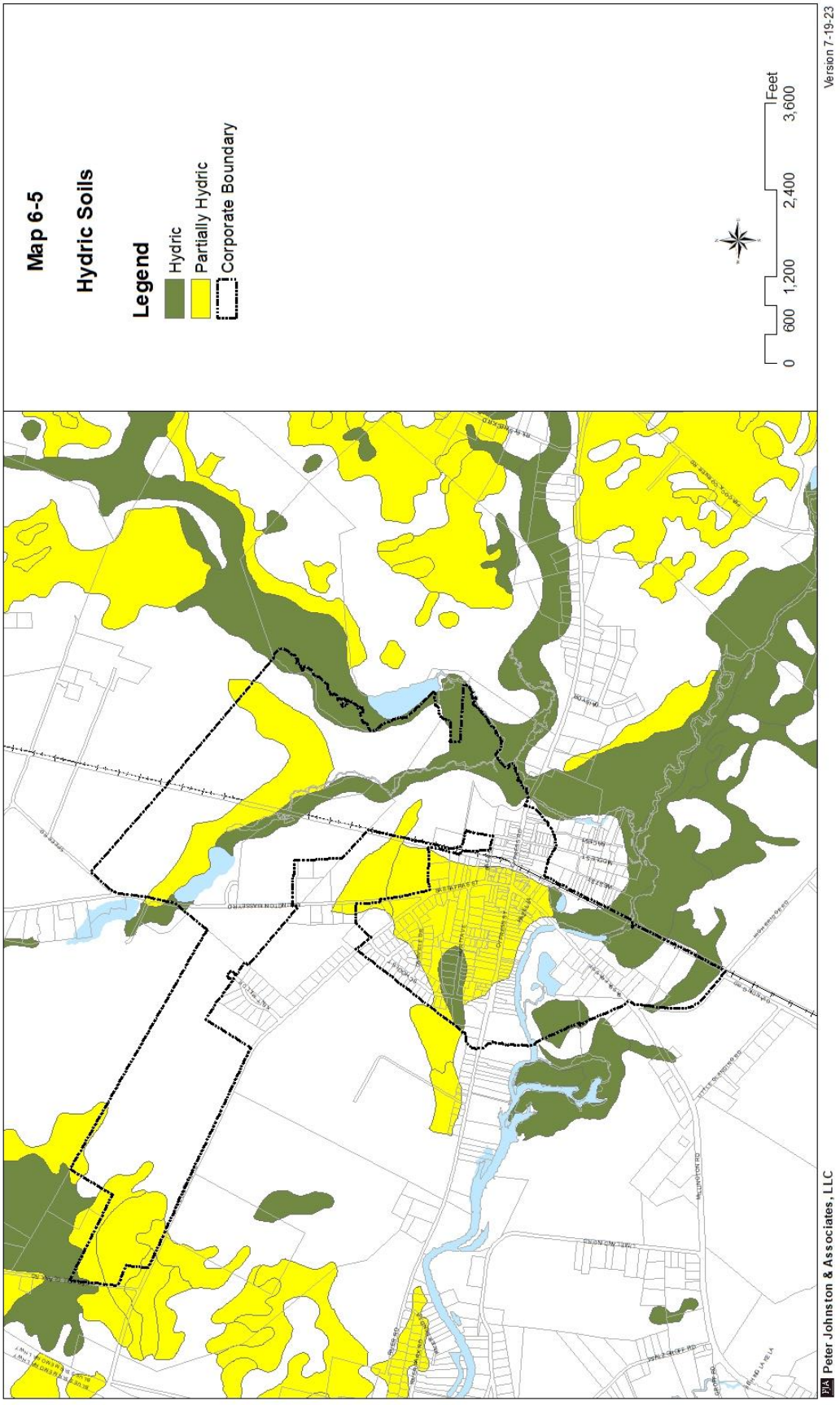
Hydrologic soil groups are based on estimates of runoff potential. Soils are assigned to one of the following groups according to the rate of water infiltration when the soils are not protected by vegetation, are thoroughly wet, and receive precipitation from long-duration storms.

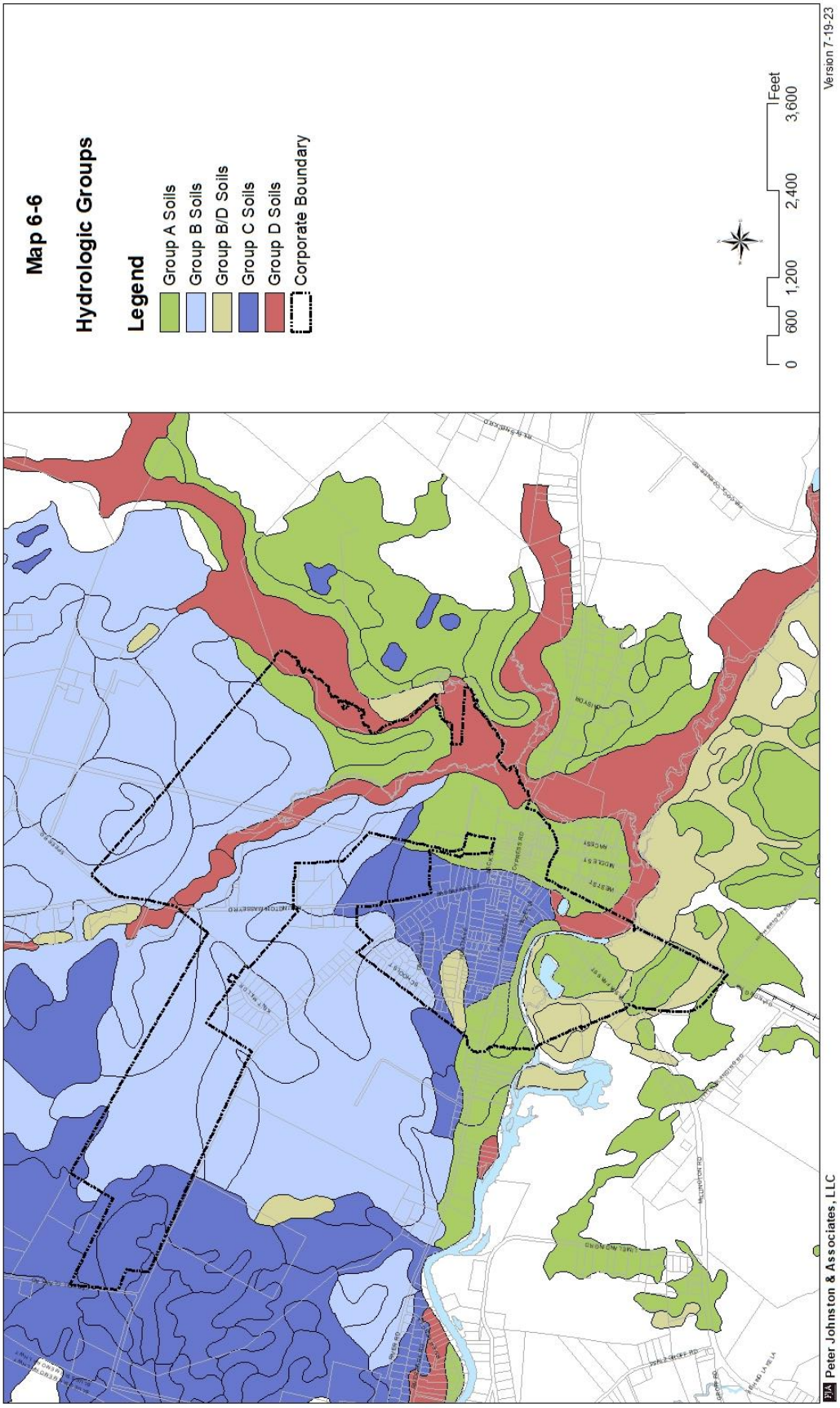
Group A: Soils having a high infiltration rate (low runoff potential) when thoroughly wet. These consist mainly of deep, well-drained, excessively drained sands or gravelly sands.

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

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

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


Map 6-5
Hydric Soils
Legend
Hydric
Partially Hydric
Corporate Boundary
0 600 1,200 2,400 3,600
Feet
Version 7-19-23
Peter Johnston & Associates, LLC


Map 6-6
Hydrologic Groups
Legend
Group A Soils
Group B Soils
Group B/D Soils
Group C Soils
Group D Soils
Corporate Boundary
0 600 1,200 2,400 3,600
Feet
Version 7-19-23
Peter Johnston & Associates, LLC

CHAPTER 7 – WATER RESOURCES

The Millington Comprehensive Plan's "Water Resources Element" (WRE) is a fundamental planning requirement mandated by Maryland House Bill 1141 (HB 1141). The WRE aims 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 plan's land use element.

- Identify suitable receiving waters and land areas to meet the stormwater management, wastewater treatment, and disposal needs of existing and future development proposed in the plan's land use element.

The WRE has implications for 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: water (supply and quality), wastewater treatment and discharge, and stormwater management. Among other things, 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 the development of management strategies.

Hydrogeological Setting

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

Most of the water used on the Eastern Shore of Maryland is drawn from aquifers in the Atlantic Coastal Plain. Maryland's Atlantic Coastal Plain aquifer system 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, Piney Point Formations, and the Chesapeake Group. The sediments that form the aquifers and confining units range in age from Cretaceous to Quaternary. Loose sediments cover much of the Eastern Shore in layers containing gravel, sand, silt, and clay deposited during the present post-glacial period (Tertiary).

Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snowmelt 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 water movement from adjacent aquifers. As a result, artesian aquifers are much less vulnerable to drought conditions.

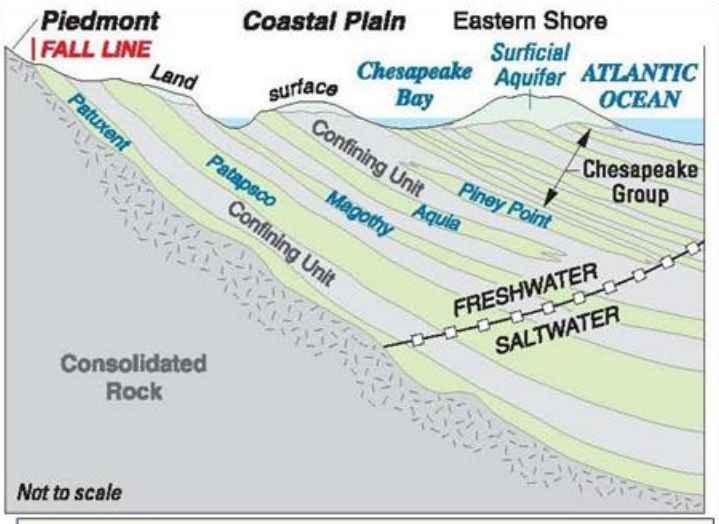


FIGURE 7-1: Describes the Northern Atlantic Coastal Plain Aquifer System, which separates the Piedmont from the Coastal Plain.
Source: *A Science Plan for a Comprehensive Regional Assessment of the Atlantic Coastal Plain Aquifer System in Maryland*, US Dept. of Interior and USGS

The natural water quality of Coastal Plain groundwater 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 saltwater. Water directly below the 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 freshwater entering the aquifer from recharge or leakage.

According to the Maryland Geological Survey (MSG), groundwater supply in Maryland may be severely constrained in some areas in the future due to overuse of the aquifers and poor water quality. MGS describes the issues as water levels exceeding management levels, well interferences, saltwater intrusion, arsenic, nitrates, and pesticides in the Central Eastern Shore region.

In cooperation with the US Geological Survey and the Maryland Department of the Environment, the MGS began a comprehensive investigation of Maryland's groundwater resources as part of the 2008 Governor's Advisory Committee on the Management and Protection of the State's Water Resources ("Wolman" report) recommendations. The report recommended a more robust water resources program based on sound, comprehensive data, adequate and reliable funding, programmatic and information needs, and implementation of specific legislative, regulatory, and programmatic changes. On the science side, the report recommended establishing a broader and more targeted network of monitoring wells, fully funding major hydrologic studies in both the Coastal Plain and Fractured Rock areas of the State and improving analytical tools (groundwater-flow models) for predicting the impacts of well withdrawals. The initiative has produced a digital aquifer information system that significantly improves access to critical information. The Maryland Department of the Environment (MDE) uses the system to assess water allocation permits.[9]

[9] http://www.mgs.md.gov/groundwater/gw-status.html

According to the Maryland Department of Natural Resources and the Resource Assessment Service of the Maryland Geological Survey Report of Investigations Number 6833, published in 1998, five major aquifers supply groundwater to users in Kent County and Queen Anne's County:

- 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 groundwater users.

- The Monmouth Aquifer underlies the Aquia Aquifer and is confined to 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 groundwater users but show minimal 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 ample community supplies elsewhere. Water levels in the Magothy aquifer respond to pumpage by large groundwater users.

- The Upper Patapsco Aquifer underlies the Magothy Aquifer and is connected to it in 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 significantly. In some areas of Maryland, the Aquia has reached its maximum allowable yield.

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 following observation:

> "One of the most vexing and complex water-resources issues in Maryland is the declining groundwater 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 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."

In 2007, the US Department of the Interior (USDI) and US Geological Survey (USGS) reported that "decades of increasing pumpage have caused groundwater 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 groundwater resources in Maryland's heavily populated Coastal Plain communities and the agricultural industry of the Eastern Shore."

Water and Sewer Demand

Future water and sewer demand are essential planning considerations for town officials, and accounting for existing demand and projecting future demand is fundamental to facilities planning. Millington has excess available water and sewer systems capacity to accommodate projected population growth and development through 2040 (See Table 7-1).

Table 7-1: Water and Sewer Demand Through 2040

	Scenario 1 Demand thru 2040	Scenario 2 Demand thru 2040
Additional Water and Sewer Demand (GPD)	11,750	15,000
- Percent of remaining sewer capacity	32%	41%
- Percent of remaining water capacity	38%	46%

Source: Peter Johnston and Associates, LLC

Water System

Millington's water system consists of three drilled wells in the Aquia Formation (see Table 7-2). Water pumped from these groundwater 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 Susquehanna Operational Services (SOS), an agency of the State, operates the water treatment facility. The Town of Millington 2020 Drinking Water Quality Report stated the water at the Town of Millington Drinking Water is tested for over 120 different compounds and meets all State and Federal requirements.

Table 7-2: 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.)

Table 7-2: Millington Wells

Classification	Well #1	Well #2	Well #3
Pumping Capacity	110 gpm	110 gpm	210 gpm

Susquehanna Operational Services (SOS) operates the water supply system that serves the Town and areas outside the town limits. The Town of Millington owns the facilities (plant, wells, distribution system, etc.) within the Millington town limits. The Kent County Department of Water and Wastewater Services owns and operates the distribution system outside the town limits. 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 Millington water system includes water sources, treatment, and storage facilities and serves approximately 950 residents through 417 connections (EDUs). 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, projected growth through 2040 will use less than 20 percent of the remaining capacity.

Water System Issues

According to a Preliminary Engineering Report prepared by KCI Technologies, Inc. in March 2020, "since the construction of the system less than 15 years ago, there has been a history of leaks."[10] KCI concluded that most of the leaks are attributed to poor workmanship during construction, resulting in faulty joining of pipe and fittings and water meter pits incorrectly installed. In addition to a no-construction option, KCI's report outlines three alternative strategies to address water system issues.

Alternative one involves proactive and reactive point repairs to the water main. Alternative 1 estimated capital cost, assuming 16 electrofusion joints will be replaced, 18 fire hydrants repaired, and 183-meter pits reinstalled correctly, is $725,367. Alternative two rehabilitates 12,605 linear feet of water mains using a cured-in-place liner. The estimated cost of Alternative 2 is $5,198,421. Alternative three replaces the 12,605 linear feet of the existing water main with PVC DR 18 pipe. Alternative three is estimated to cost $4,019,112.

Citing cost-effectiveness over 20 years, sustainability of the system, and reduced risks of contamination and health hazards, KCI recommends replacing the water mains (Alternative three) and associated services to reduce water loss and ensure future service life.

[10] Preliminary Engineer Report, KCI Technologies, Inc., March 2020, pg. 1

Millington Wastewater System

The Millington sewerage service area includes 571 connections (EDUs) and serves approximately 1,430 persons. The Millington wastewater treatment plant serves the incorporated area of Millington, and the unincorporated areas of West Millington, Sandfield, the former Howard Johnson's Restaurant site located adjacent to US 301, and development at Routes 291 / 301, including Food Lion, River's Edge, and the Sing Gurjit et al. property. In addition, the Maryland Department of the Environment (MDE) authorized an extension of service to the Chesterville Forest development to address failing septic systems.

The collection system in areas outside the town limits is owned and operated by Kent County. The treatment facility is permitted for a flow of 105,000 gpd. Millington requested a permit revision from MDE, which would allow flow up to 140,000 gpd. This request was denied by MDE. The average flow for 2099-2021 was 69,200 gpd.

The Millington wastewater treatment plant discharges to the Chester River, designated as Use 1 water, protected for water contact recreation and aquatic life. It is located within the Upper Chester Watershed. Tributary Strategy nutrient limits for nitrogen and phosphorus are 5,744 lb./year and 957 lb./year, respectively.

The Town is currently considering three alternative upgrades for the WWTP. The following descriptive material is taken from Millington Wastewater Treatment Improvements, Preliminary Engineering Report, prepared by KCI Technologies from the Town in April 2019.

Alternative 1 – Pump to Sudlersville: This alternative consists of constructing a new pump station at the existing treatment plant's location and demolishing and abandoning the existing treatment plant. The existing Sudlersville treatment plant meets the ENR requirements and can handle the additional flow. This proposal would require an amendment to the Queen Anne’s County Comprehensive Water and Sewer Plan.

Alternative 2 – New Treatment Plant: KCI Technologies recommended alternative two as the preferred alternative. This alternative is to construct a new wastewater treatment plant in the northern portion of the Town. The new plant would be located outside of the floodplain and wetland boundaries. The new plant would be designed to meet future ENR requirements.

Alternative 3 – Retrofit Existing Plant: Retrofit the existing WWTP to mitigate potential flooding issues and to meet future ENR requirements. The upgrades would be designed to meet the three mg/l total nitrogen and 0.3 mg/l total phosphorous targets. Estimated cost

More recently, Millington is exploring another alternative to have Kent County build a new sewer treatment plant outside the floodplain. This alternative would create an opportunity to address current problems with the location, including increased capacity and improved service delivery to residents and businesses in the Town and the County's unincorporated areas. Along with this alternative, the Town endorses a policy of extending sewer service to locations in Kent

and Queen Anne's Counties with potential for economic development activity, e.g., at the MD 291/US 301 and MD 544/US 301 intersections.

Facilities Planning

Water and sewer demand associated with the buildout of the annexation area will exceed the current capacity of the Town's facilities. As a result, it will require substantial investments in water and wastewater treatment systems. Water system upgrades may include new wells, storage tanks, and distribution facilities. Sewer treatment plant upgrades will include developing substantial additional treatment capacity.

Expanding capacity at the Millington WWTP will be limited by TMDL standards that cap maximum daily flow from the plant. Meeting the demand associated with the buildout of the annexation area will require planning for capacity well beyond this implied limit.

Watershed Characteristics

Millington is in the Upper Chester River Watershed (see Map 7-1 Upper Chester River Watershed). The Upper Chester River Watershed covers approximately 113,485 acres in Kent and Queen Anne's Counties in Maryland, New Castle County, and Kent County in Delaware. Its headwaters are in Delaware.

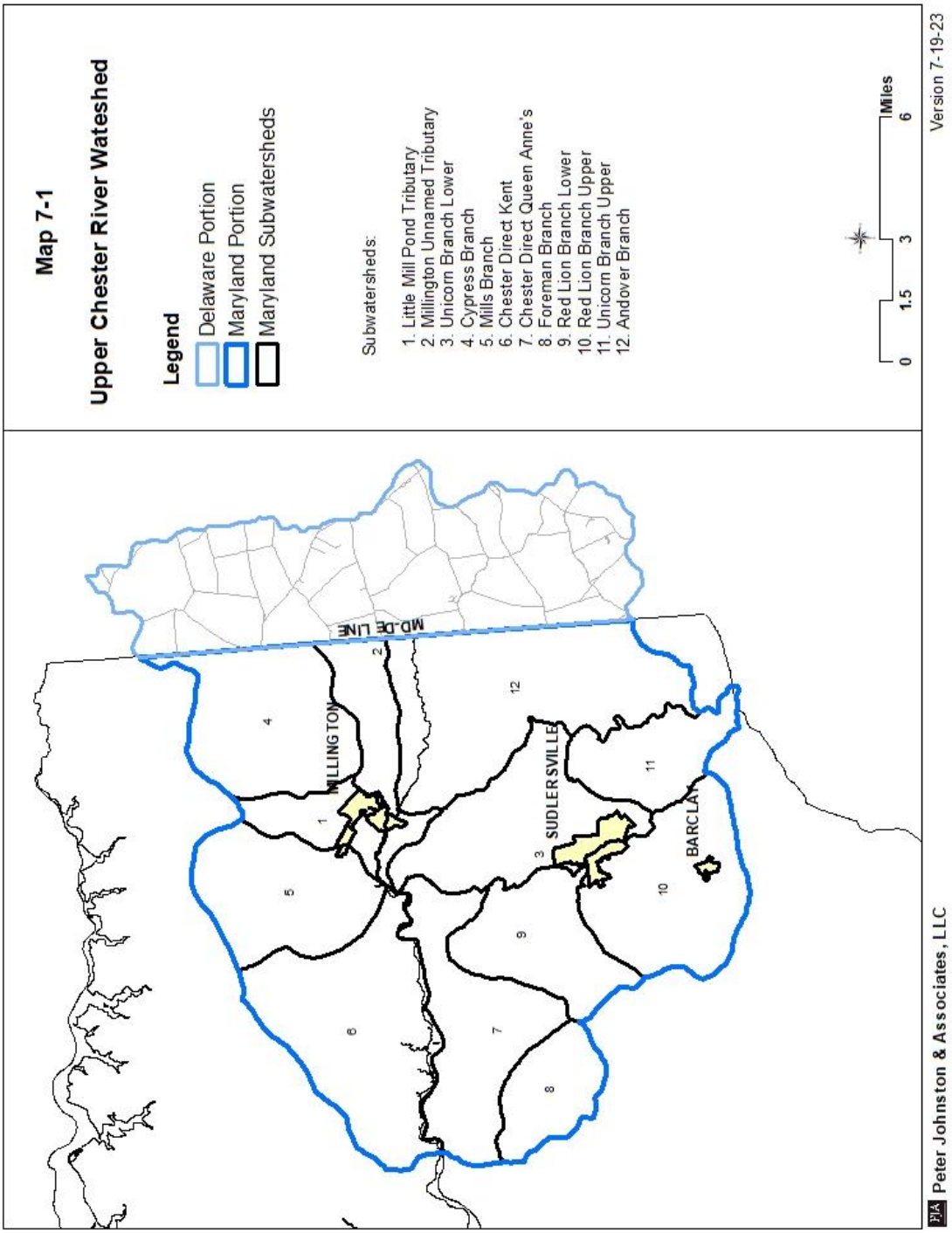
Agriculture (62,897 acres or 54.5%) in 2020 remains the predominant Land use. Forest (41,701 acres or 36.1%) is the second most prevalent land use.

The Upper Chester River Watershed in Maryland comprises 12 sub-watersheds. The land use within these sub-watersheds is like that of the watershed – predominantly agriculture with considerable forest and minimal urban or developed land. Millington is within the Little Mill Pond Tributary sub-watershed (see Map 7-1). A few acres within the Town's westernmost boundaries lie within an unnamed Millington Tributary sub-watershed.

Water Quality Issues

The Federal Water Pollution Control Act, commonly called the Clean Water Act (CWA), is the primary federal law governing water pollution. The objective of the CWA is to restore and maintain the chemical, physical, and biological integrity of the nation's waters by preventing point and nonpoint pollution sources and aiding the efforts of publicly owned treatment works to improve wastewater treatment. States must submit a list of impaired waterbodies every two years under the terms of the CWA.

Map 7-1 Upper Chester River Watershed



The Upper Chester River was first identified on 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 eutrophication signs and the over-enrichment of aquatic systems by excessive inputs of nutrients, especially nitrogen and phosphorus. Nutrients act as fertilizers, causing excessive growth of aquatic plants, which eventually die and decompose, leading to bacterial consumption of dissolved oxygen.

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

Total Maximum Daily Loads – TMDLs

Under the terms of the CWA (33 USC §§ 1251-1387), the US 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 water body 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 point and nonpoint 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.

A TMDL establishes limits or "caps" on the quantity 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 nonpoint sources. Point sources include wastewater treatment plants with direct discharge permits into waterways 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.

With approval from the EPA, the Maryland Department of the Environment (MDE) established total maximum daily loads (TMDLs) for nitrogen and phosphorus in the Upper Chester River in 2006. The water quality goal of TMDLs is to reduce high chlorophyll concentrations (a

surrogate for algal blooms) and maintain dissolved oxygen at a level supportive of the river's designated uses, water contact recreation, and protection of aquatic life.

Legal responsibilities for water quality management broadly fall to local government. This responsibility includes regulation of sediment and erosion runoff, stormwater, and land use with 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 are executed. In particular, local governments have an interest in the implementation of TMDLs. They are also best situated to address many implementation aspects due to their proximity to the impaired water bodies and their direct role in local water quality decisions."

Point and Nonpoint Source Loading

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

Nonpoint source pollution occurs when rainfall, snowmelt, or irrigation runs over land or through the ground and gathers pollutants. Pollutants are then deposited into streams, rivers, lakes, coastal waters, or groundwater. Stormwater runoff is a significant contributor to nonpoint 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, streams, coastal bays, and estuaries. Urban runoff can be a significant source of water pollution, including flows from urban land into stormwater conveyance systems to receiving waters.

In the past, efforts to control stormwater discharge 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. As a result, Federal, State, and local programs have been established to reduce pollutants in stormwater discharges. These programs promote the concept and practice of managing pollution at the source before it can cause environmental problems.

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

Upper Chester River TMDLs

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

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

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

TO ACHIEVE THIS OBJECTIVE, the MDE has established average annual TMDLs for the Upper Chester River for Total Nitrogen (TN) and Total Phosphorus (TP). These TMDLs are summarized in Table 7-3.

Table 7-3: 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 Environment, Final Report, April 2006

These TMDLs represent a substantial reduction from the baseline estimates of average annual loading used for modeling purposes (see Tables 7-4 and 7-5). As can be seen, significant reductions in overall nonpoint sources (NPS) will be required to meet the TMDL caps. Further, the TMDLs establish a cap of no more than 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 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 1 to October 31). During the growing season, there is typically less streamflow 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."[11]

[11] 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

Table 7-4: 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 7-5: 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 states that implementing several targeted programs will address much of this difference. According to MDE, "it is reasonable to expect that NPS loads can be reduced during growing season conditions. During the growing season, the nutrient loads sources include dissolved forms of the impairing substances from groundwater, the effects of agricultural ditching and animals in the stream, and the 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."[12]

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 more significant 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.

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 requires nutrient management plans for nitrogen to 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 committed to reducing nutrient loads to the Chesapeake Bay. 1992, the Bay Agreement was amended to develop and implement 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, including the Upper Chester River Watersheds. In addition, Chesapeake 2000 updated the Chesapeake Bay agreement among the original signatory states of Maryland, Pennsylvania, and Virginia, including 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. Under this strategy, the State is divided into five regions, and management activities will cycle through those regions over five years. 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 intensive follow-up monitoring will be performed every five years. 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

[12] 44 Page 39, Total Maximum Daily Loads of Nitrogen and Phosphorus for the Upper and Middle Chester River, Kent and Queen Anne's Counties,

Watershed WRAS. The Watershed Characterization Report summarizes readily available natural resources and other data for the watershed, including information on water quality, land use, 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.

In a cooperative effort with the Maryland DNR, the Upper Chester River Watershed WRAS was completed in June 2006 by a workgroup composed of representatives from Kent and Queen Anne's counties. The purpose of WRAS is to present a strategy to reduce NPS pollution that contributes to impairments in the watershed while at the same time conserving unique, high-quality natural resources. Strategies are developed through the combined efforts of the 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 to improve conditions and conserve resources in the watershed. The strategies focus on water quality, wildlife habitat, agriculture, and small-town communities. In addition, 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, and 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 changes in the runoff.
- Reexamine Millington's wastewater treatment facility and include upgrades to ENR/BNR.
- Reexamine sewer allocation policy/process to prioritize projects that meet and/or exceed the WRAS Vision.
- Improve sediment conservation.
- 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 Millington undertake a reexamination of Millington's wastewater treatment facility, including the

potential for plant upgrades. This recommendation is a WRAS Year One project initiative with a performance goal of upgrading to the WWTP to meet 3.0 mg/l or fewer concentrations 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 to prioritize projects that meet and/or exceed the WRAS Vision for nutrient and phosphorous loadings reductions. 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 a significant reduction in airborne nutrient loading on a nationwide basis by reducing atmospheric emissions."

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 with Maryland sources 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."

TMDL Implications

Point Sources: Millington WWTP - A fundamental 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 concentrations at current or future permitting goals.

The effluent concentrations were assumed to be set at no more than 18.00 mg/l TN and 3.0mg/l TP for the Millington WWTP on a maximum flow of 0.105 mgd (Millington WWTP permit limits under NPDES MD0020435). TMDL modeling assumed a maximum flow for the Millington WWTP of approximately 105,000 gpd. The current average daily flow is about 69,200 gpd. After subtracting out committed sewer allocations and estimated infiltration and inflows, the maximum additional flow to the Millington WWTP is capped at 75,800 gallons per day based on the plant's design capacity of 0.145 mgd.

Four loading scenarios were evaluated for point and nonpoint source loading estimates (see Appendix A). Each compares future loading against the 2010 loading estimates based on Land Use Land Cover (LULC) data. The evaluations included projected land-use change associated with the two 2040 growth scenarios outlined in Chapter 5. In addition, the land use change due to the buildout of the recently annexed Evans property was evaluated. One evaluation held nitrogen and phosphorus loading at current levels. The other assumed ENR level nitrogen and phosphorus loading, i.e., 3.0 mg/l or fewer concentrations for total nitrogen and 0.3 mg/l or

less for total phosphorus. The analysis concludes that to realize its long-range growth plans within the current TMDL limits, the Town will need a WWTP using ENR technology.

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 fundamental assumption in MDE's TMDL analysis is that TN and TP load from urban sources will remain constant. Millington and the surrounding sub-watersheds are a small part of the overall watershed (land area) and contribute minimal loading to receiving water.

However, MDE states, "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." 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."

If completed, infill development through 2040 in the Town will increase urban land use within the watershed with a corresponding decrease in agricultural land use. Therefore, the net change in TN or TP loading will be minimal, considering the slight change in land use within the watershed. Any increases may be offset by the decreases in agricultural land use and the decrease in pollutant loadings from agricultural uses.

Climate Change

Climate change encompasses a wide range of policy considerations. According to the Environmental Protection Agency (EPA) and the Maryland Department of the Environment (MDE), climate change challenges infrastructure planning and management. It may necessitate adjustments, as infrastructure and systems designed for past climate conditions could be overwhelmed or damaged.

Environment Article §2-1301 through 1306 mandates state agencies evaluate their planning, regulatory, and fiscal programs to identify and propose actions for better incorporating Maryland's greenhouse gas reduction objective and the impacts of climate change. Specifically, the law addresses sea level rise, storm surges, flooding, increased temperatures, precipitation,

and extreme weather events. State agencies are also directed to assist local governments in conducting climate vulnerability assessments at the community level and in developing and integrating climate strategies into local plans and ordinances.

Additionally, the Comprehensive Plan's Water Resource Element (WRE) must now address the effects of climate change to meet the Land Use Article requirements fully. The WRE assesses the quantity and quality of water needed to ensure that drinking water, wastewater, and stormwater management programs can support planned growth while safeguarding public health and safety from known or reasonably foreseeable climate-related hazards, among other considerations.

Assessment

Millington identified property and infrastructure potentially vulnerable to climate change's effects, including storm surge, sea level rise, and nuisance flooding. Utilizing data from the Maryland Department of Transportation, State Highway Administration's Climate Change Vulnerability, and the Maryland Department of the Environment's Maryland Coastal Smart – Climate Ready Action (CRAB) Inundated Zones data product[13] the Town defined an immediate assessment area (see Map 7-1) wherein to address the impacts of climate change on land, structures, and infrastructure. The Maryland Coast Smart - Climate Ready Action Boundary (CRAB) Inundated Zones is a Maryland Department of the Environment website that includes polygon geometric features that represent the geographic areas impacted by CRAB inundation (0 to 1ft, 1 to 2ft, and 2ft or more).

A more extensive potential emergency response scenario area was identified using the National Weather Service data (See Map 7-2). The data on this map reflects areas with a risk of storm tide flooding from hurricanes based on potential storm tide heights calculated by the National Weather Service's SLOSH (Sea, Lake, and Overland Surge from Hurricanes) Model. It does not reflect the expected storm tide flooding for every hurricane or any particular type of hurricane. This map shows the overall footprint areas with some risk of storm tide flooding from hurricanes. The purpose of the data is to support emergency management planning related to hurricanes.

From this data, the Town can identify critical infrastructure components, including water, sewer, stormwater components, street segments, and land and structures at risk due to climate change or during a catastrophic event and over time. This information will be used to assess emergency response protocols and facilities planning and management processes.

An objective of the WRE is to maintain water quality in receiving waters from the impacts of stormwater runoff and wastewater discharge. The WRE should be used to plan for more frequent floods caused by climate change and reduce flood-induced pollutants to local waters

[13] https://www.arcgis.com/apps/webappviewer/index.html?id=86b5933d2d3e45ee8b9d8a5f03a7030c

and the Chesapeake Bay. In this context, the following checklist outlines potential climate change adaptation needs Millington should consider:

Water supply availability – Based on current data, climate change will have minimal effect on source potable water supply, treatment, and delivery. Wells and treatment facilities are outside areas potentially vulnerable to inundation. However, studies performed by state and/or federal agencies on aquifer recharge under climate change conditions may be required.

Water demand projection – Projected water demand under buildout conditions is addressed in the WRE chapter.

Wastewater flow projection – The existing WWTP is well within the CRAB boundary and at risk for climate-induced changes, including sea level rise and flooding associated with storm events. Planning for replacing the WWTP outside these at-risk areas is underway.

Stormwater quantity (local flooding impacts) – MD 313 (Sassafras Street) in Queen Anne's County is the most at-risk for nuisance flooding road segment. Frequency and flood levels will likely increase in the future.

Stormwater quality (pollutant impacts) – Stormwater quality is addressed through the planning period and buildout. Meeting the plan objectives depends on implementing state and local Watershed Implementation Plans (WIPs). WIP strategies may have to be revised in response to climate change conditions.

Sensitive Areas Element – Climate change can potentially affect sensitive environmental areas. For example, approximately 100 acres of wetlands would be inundated, and 260 acres of Forest Interior Species habitat would be affected by the projected 2100 sea level rise.

Wellhead protection – Wellheads, storage, and treatment facilities will not be impacted by sea level rise and storm surge events.

Flood Management Process - The WRE should identify recurrent urban flooding areas and evaluate whether climate change and planned development exacerbate those conditions. Urban flooding areas should be identified in a Nuisance Flooding Plan that addresses responses to flood events, including infrastructure, properties, and structures potentially impacted. The Town adopted a Nuisance Flooding Plan in September 2020; this plan was accepted by Maryland Department of Planning December 22, 2020.

Sea Level Rise Impacts

Maryland's Sea Level Rise (SLR) Projection (2018 Report) states a 66% chance of a 0.8-1.6 ft SLR in MD between 2000 and 2050, roughly equivalent to the comprehensive plan time horizons. Fortunately, the potential impacts of moderate sea-level rise should result in minimal property loss and damage to infrastructure. The report states that the likely range of sea-level rise

experienced in Maryland is 2.0 to 4.2 feet over the century.[14] The following discusses the potential effects of sea level on Millington's flood-prone areas.

100-Year Floodplain - The 100-year floodplain includes land predicted to flood during a 100-year storm, a storm event with a one percent chance of occurring in any given year. Floodplain properties are subject to this periodic flooding, which poses risks to public health and safety and potential property loss. To adhere to the minimum federal requirements, the Town requires development and new structures in the floodplain to meet specific flood protection measures, including elevating the first floor of structures a minimum of one foot above 100-year flood elevations and utilizing specified flood-proof construction techniques.

While protecting life and property is the legislative basis for protecting floodplains, limiting disturbances within floodplains can serve various additional functions with critical public purposes and benefits. For example, floodplains moderate and store floodwaters, absorb wave energies and reduce erosion and sedimentation, critical to protecting water quality in receiving waters. In addition, floodplain wetlands help maintain water quality, recharge groundwater supplies, protect fisheries, and provide habitat and natural corridors for wildlife.

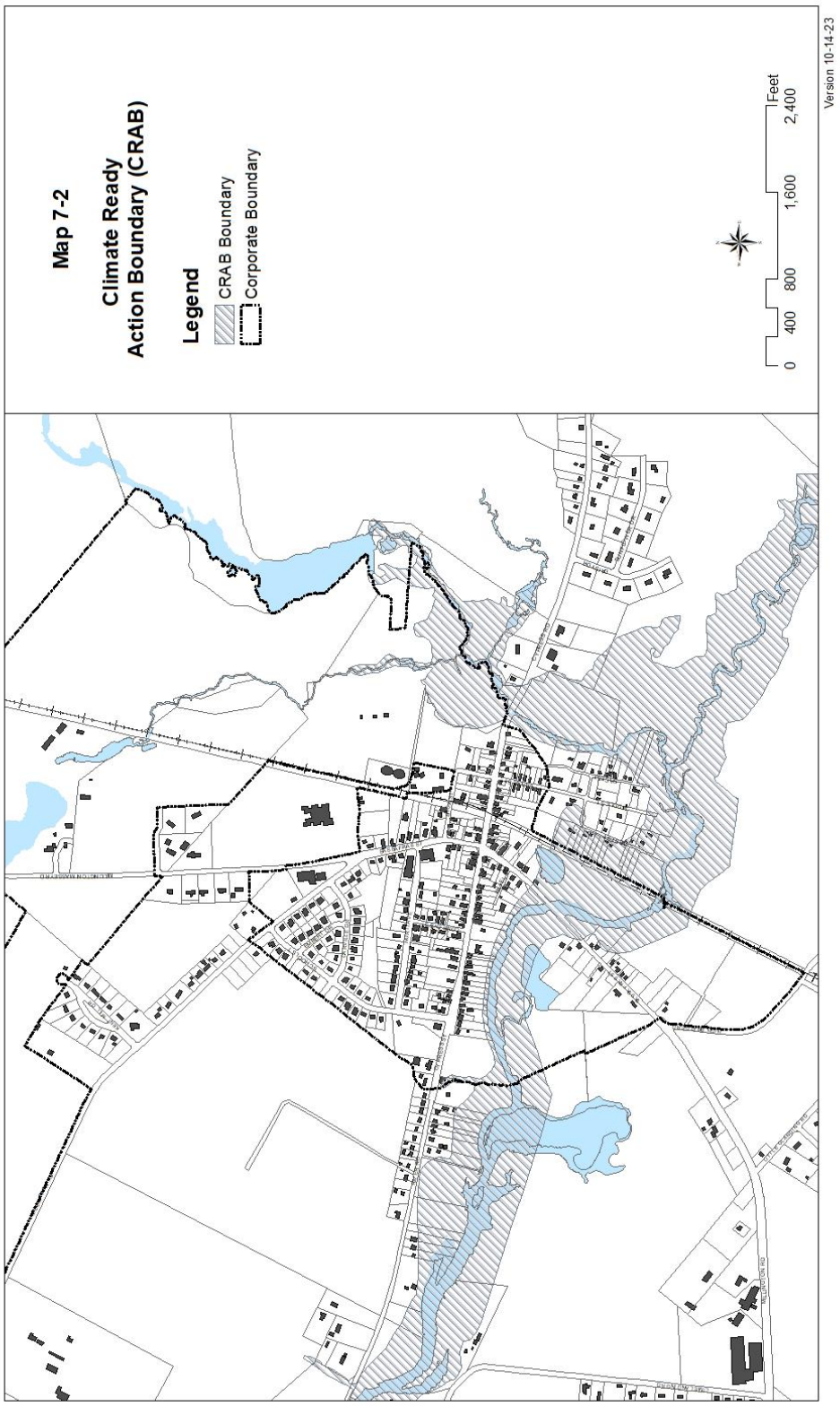
The 100-year floodplain is collocated with sensitive environmental areas. Preserving floodplains for their multiple roles in maintaining water quality, protecting fisheries, and providing habitat and natural corridors for wildlife is an objective of the Natural Resources elements of the comprehensive plan.

Sea Level Rise - Rising sea levels extend the reach of impacts associated with flooding and extreme storm events in the 100-year floodplain. Sea-level rise as projected for 2100 would increase the area of the Town's potential impact by approximately 36 acres. Three structures would be affected—all located in the Queen Anne's County portion of the Town.

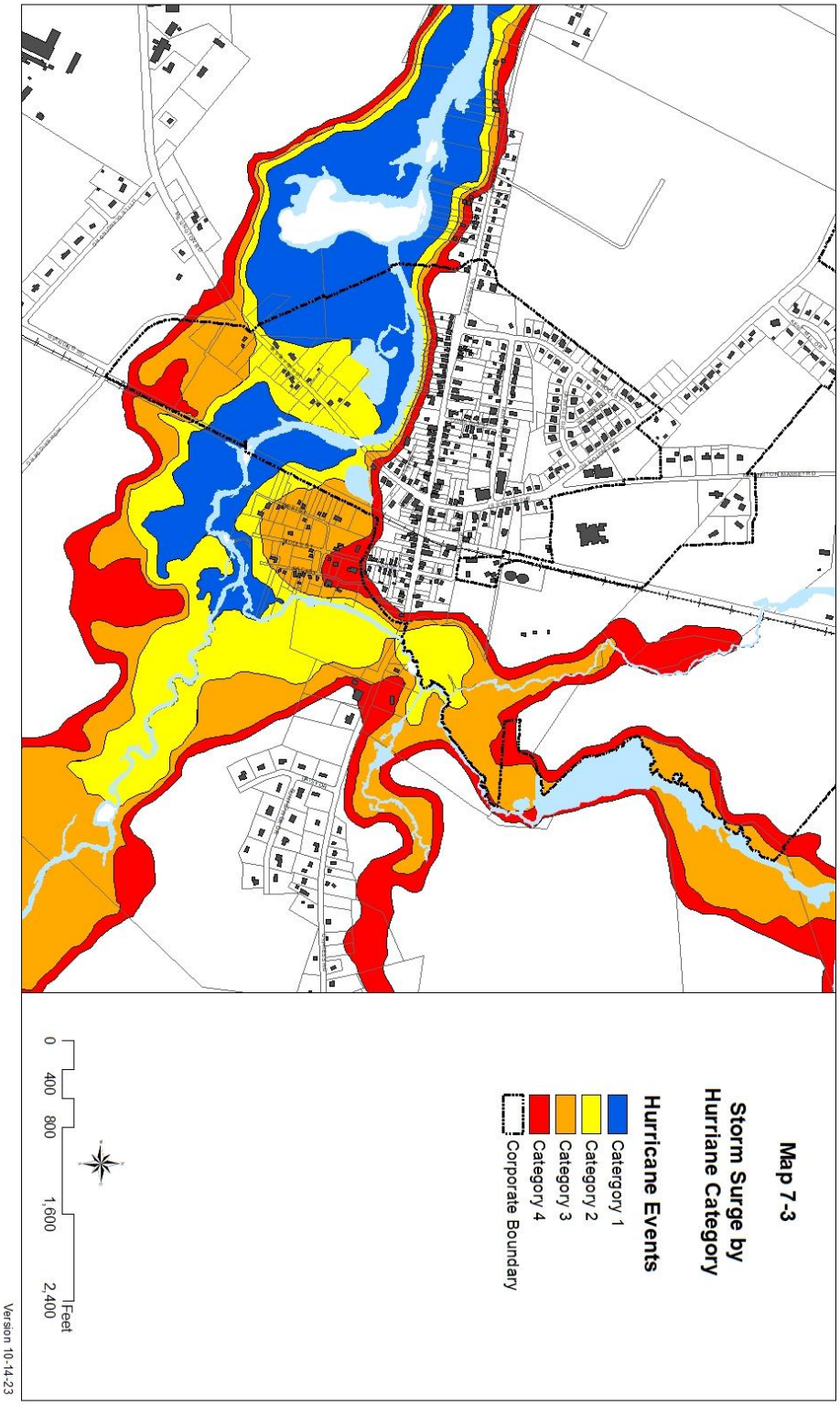
Nuisance Flooding - Nuisance flooding is currently limited to the Queen Anne's County portion of the Town. Millington has already acquired several properties affected by flooding.

[14] Boesch, D.F., W.C. Boicourt, R.I. Cullather, T. Ezer, G.E. Galloway, Jr., Z.P. Johnson, K.H. Kilbourne, M.L. Kirwan, R.E. Kopp, S. Land, M. Li, W. Nardin, C.K. Sommerfield, W.V. Sweet. 2018. Sea-level Rise: Projections for Maryland 2018, 27 pp. University of Maryland Center for Environmental Science, Cambridge, MD.,

Map 7-2 Climate Ready Action Boundary (CRAB)



Map 7-3 Storm Surge by Hurricane Category



CHAPTER 8 - HOUSING

Introduction

Providing safe, decent, and affordable housing for town residents includes addressing the condition of the existing housing stock, as housing conditions are a significant determinant of neighborhood stability and, by extension, the quality of life for residents. Ensuring everyone has a decent place to live is an essential general priority. Challenges facing town officials include the average age of existing units and infrastructure capacity limits. Meeting future residents' needs, primarily through producing new housing, is a fundamental housing objective. Much of the demand will be met with market-rate housing units developed in the recent annexation area. These opportunities and challenges are discussed in Chapter 5, Municipal Growth, and Chapter 7, Water Resources.

This Chapter focuses on affordable housing for residents burdened by housing costs. HUD defines cost-burdened families as those "who pay more than 30 percent of their income for housing" and "may have difficulty affording necessities such as food, clothing, transportation, and medical care." In addition, a severe rent burden is defined as paying more than 50 percent of one's income on rent. The topic of affordable housing relates to economic diversity within the community, specifically low-income housing. Housing concerns also are for workforce housing public employees – teachers, police officers, firefighters, and others who are integral to a community.

House Bill 1045, adopted by the Maryland Legislature in 2019, requires a housing element in comprehensive plans. The statute describes what must be included and permits flexibility to solve affordable housing issues. Specifically, a housing element must address the need for affordable housing within the jurisdictions, including workforce and low-income housing.

In addition to a housing element, HB 1045 (2019) requires that housing elements use the U.S. Department of Housing and Community Development's (HUD) Area Median Income (AMI) calculations when planning for workforce and low-income housing. AMI is the commonly used housing industry term reflecting annual Median Family Income (MFI) calculations for each metropolitan area and non-metropolitan county, called Income Limit Areas. It is the methodology used to help quantify the needs in the community.

Housing Profile

The discussion of housing begins with an assessment of the existing housing stock. The following housing profile includes adjustments and assumptions based on the best available data. For example, early release 2020 Census data reported the number of housing units in Millington at 238, a decrease of 18 units, slightly more than seven percent, over the 2010 count of 256. By contrast, the American Community Survey 2019 5-year estimate reported 274 units

in Millington. The most recent Department of Assessment and Taxation database lists 197 residential and four apartment units. The Department of Assessment and Taxation data shows that the current total housing stock is likely in the 215-to-220-unit range, assuming the apartment building averages four units.

The percentage of occupied versus vacant housing units provides a measure of the viability of the local housing market and may infer the condition of housing units. For example, a limited vacancy could mean a lower available housing supply, increased asking prices where demand is high, and/or insufficient housing supply. Conversely, high vacancy percentages may indicate a lack of buyers or undesirable units, e.g., substandard housing.

According to the 2020 Census data, over ninety percent of Millington's housing units were occupied (see Table 8-1), and the vacancy rate was around nine percent. In contrast, the 2019 ACS reported an over twelve percent vacancy rate.

Table 8-1: Occupancy – 2020		
Total Housing Units	238	Percent
Occupied	209	87%
Vacant	12	5%

Source: U.S. Census Bureau, Census 2020

Slightly less than a third of Millington's housing units were rented in 2020, a percent on par with the comparable municipalities and the State in 2020 (see Table 8-2).

Table 8-2: Tenure Occupied Housing Units – Comparable Municipalities 2020

Jurisdiction	Total	Owner-occupied	Renter-occupied
Maryland	2,321,708	65.0%	35.0%
Kent County	8,075	70.5%	29.5%
Queen Anne’s Cty.	19,249	82.6%	17.4%
Barclay	58	72.4%	27.6%
Betterton	130	77.7%	22.3%
Galena	245	78.5%	21.6%
Millington	209	70.8%	29.3%
Rock Hall	601	71.2%	28.8%
Sudlersville	198	50.5%	49.5%

Source: U.S. Census Bureau, Census 2020

Of the 12 vacant units recorded in 2020, only two were available for rent, and another four were for sale (see Table 8-3). This apparent lack of available rental units may explain the relatively high contract rents in Table 8-9. The lack of rental units can be found in the other

small towns, Galena, and Betterton, where there has been little or no new housing development in the last decade (see Table 8-4).

Table 8-3: Comparison of housing unit vacancy status select Kent municipalities – 2020

Classification	Millington	Betterton	Galena
Total Vacant Units	12	11	3
Percent for rent	0.8%	3.0%	1.6%
Units for rent	2	9	0
Percent for sale	1.7%	1.3%	0%
Units for sale	4	4	0

SOURCE: U.S. Census Bureau, Census 2020

Table 8-4: 2020 and 2010 Housing Units select Kent municipalities

Census Incorporated Places	2020	2010	Change	Percent Change
Millington	238	256	-18	-7.0%
Betterton	298	317	-19	-6.0%
Galena	258	284	-26	-9.2%

Source: U.S. Census Bureau's 2020 and 2010 Census Data
Prepared by the Maryland Department of Planning from
U.S. Census Bureau's P.L. 94-171 data. Released August 12, 2021

The lack of transactions (rent or sale) implied in the 2010 data may reflect the high percentage of older housing units. Because older units lack many amenities and energy-efficient features buyers seek, they are more challenging to market. Over half of Millington's housing units were over forty years old in 2010, and a third was built in 1939 or earlier (see Table 8-5). The age of housing may explain the Department of Assessment and Taxation mass appraisal data grade of below average for over half of the units.

Table 8-5: Year Structure Built – 2010

Year Structure Built	Number	Percent
Total housing units	192	100%
Built 2000 or later	19	10%
Built 1990 to 1999	18	9%
Built 1980 to 1989	21	11%
Built 1970 to 1979	2	1%
Built 1960 to 1969	18	9%
Built 1950 to 1959	18	9%
Built 1940 to 1949	23	12%
Built 1939 or earlier	73	38%

Source: U.S. Census Bureau, Census 2010

The detached single-family dwelling unit dominates the housing stock in Millington. Millington's housing stock (about 82 percent) comprises single-family units. Multi-unit structures comprise about nine percent of the Town's housing – most with limited units. Mobile homes account for the remaining homes in Millington (4 percent). Lacking unit diversity may indicate more affordable housing units, e.g., apartment or townhouse units, or units appealing to residents wishing to downsize their accommodations (e.g., seniors and empty nesters, pre-retires) are unavailable. (NOTE: In 2023, the Town's Mobile home structure decreased to 0)

Table 8-6: Units in Structure – 2010

Units in Structure	Number	Percent
Total housing units	192	
1-unit, detached	158	82%
1-unit, attached	9	5%
2 units	0	0%
3 or 4 units	0	0%
5 to 9 units	18	9%
10 to 19 units	0	0%
20 or more units	0	0%
Mobile home	7	4%
Boat, R.V., van, etc.	0	0%

Source: U.S. Census Bureau, Census 2010

According to the Census Bureau, the three-bedroom housing unit has become the most prevalent form in Millington over the last nine years. This trend fits the average household size trend and the recent frequency of extended family living arrangements.

Table 8-7: Number of Bedrooms – 2010 and 2019

	2010	Percent	2019	Percent
Total housing units	192	100%	274	100%
No bedroom	10	5%	2	1%
1 bedroom	8	4%	25	9%
2 bedrooms	53	28%	44	16%
3 bedrooms	80	42%	135	49%
4 bedrooms	32	17%	57	21%
5 or more bedrooms	9	5%	11	4%

Source: U.S. Census Bureau, Census 2010

Source: U.S. Census Bureau, American Community Survey (ACS) 2019 5-year Estimate

2019 American Community Survey 5-year estimates of the median value of owner-occupied units in Kent County show Millington among the lowest (see Table 8-8). The lower value is most likely due to the age and grade of most of Millington's homes. The median home value in Betterton, which also has a large percentage of aged housing stock, is closest to Millington.

Table 8-8: Comparison of Median Housing Value - 2019

	Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
Median Value	$177,700	$175,000	$242,700	$223,900	$185,100	$249,900

Source: U.S. Census Bureau, American Community Survey (ACS) 2019 5-year Estimate

While housing values in Millington are lower than most places in Kent County, contract rent in Millington is higher (see Table 8-9). Among towns, only the County has a higher reported median contract rent.

Table 8-9: Comparison of Median Contract Rent - 2019

Millington	Betterton	Chestertown	Galena	Rock Hall	Kent County
$917	$758	$708	$520	$548	$796

Source: U.S. Census Bureau, American Community Survey (ACS) 2019 5-year Estimate

One measure of housing affordability is the HUD cost-burdened definition, which is households, families, and individuals paying more than 30 percent of their income for housing. Census data and estimates from 2010 to 2019 indicated that a significant percentage of households owning units, 51 percent in 2010 and 22 percent in 2019, are burdened by housing costs (see Table 8-10). In 2010, 19 percent of households had gross rent exceeding thirty percent of household income. The 2019 estimates increased to over fifty percent of households (see Table 8-11).

Table 8-10: Selected Monthly Owner Costs as a Percentage of Household Income – 2010 and 2019

	2010	Percent	2019	Percent
Housing units with a mortgage	111		119	
Less than 20.0 percent	41	37%	47	39%
20.0 to 24.9 percent	19	17%	15	13%
25.0 to 29.9 percent	0	0%	30	25%
30.0 to 34.9 percent	18	16%	11	9%
35.0 percent or more	33	30%	16	13%
Not computed	0	0%	2	2%

Source: U.S. Census Bureau, Census 2010

Table 8-10: Selected Monthly Owner Costs as a Percentage of Household Income – 2010 and 2019	2010	Percent	2019	Percent

Source: U.S. Census Bureau, American Community Survey (ACS) 2019 5-year Estimate

Table 8-11: Gross Rent as a Percentage of Household Income	2010	Percent	2019	Percent
Occupied units paying rent	22		79	
Less than 15.0 percent	0	0%	3	4%
15.0 to 19.9 percent	1	5%	4	5%
20.0 to 24.9 percent	2	9%	31	39%
25.0 to 29.9 percent	0	0%	0	0%
30.0 to 34.9 percent	0	0%	16	20%
35.0 percent or more	19	86%	25	32%
Not computed	10	45%	2	3%

Source: U.S. Census Bureau, Census 2010

Source: U.S. Census Bureau, American Community Survey (ACS) 2019 5-year Estimate

Workforce and Low-income Housing

As previously stated, HB 1045 (2019) requires that housing elements use the U.S. Department of Housing and Community Development's (HUD) Area Median Income (AMI) to identify the needs of workforce and low-income households in the local context. Table 8-12 outlines the housing mortgage and rental affordability range for the workforce and low-income households.

Table 8-12: Millington Median Income – Workforce and Low-Income Housing Affordability Ranges based on 2019 AMI		
2019 AMI	**$50,417**	
Household Income Level/Ranges	**Low**	**High**
Workforce ownerships range (60% - 120% AMI)	$30,250	$60,500
Workforce rental range (50% - 120% AMI)	$25,209	$60,500
Low income (< 60%)	$30,250	
Affordable homeowner/monthly rental payments (based on 30% of household income)	**Low**	**High**
Workforce ownership range	$731	$1,462
Workforce rental range	$609	$1,462
Low income	$731	

Source: Millington AMI data applied to the Maryland Department of Planning HB 1045 Dashboard Table

Using the 2019 American Community Survey's 5-year estimate of median contract rent ($917) in Millington as a threshold for workforce household rental, housing is affordable as incomes approach the high end. Still, those at the low end will be burdened. For example, low-income households would have to pay over sixty percent of household income to afford the median contract rent.

Using the 2019 American Community Survey's 5-year estimate of the median value of owner-occupied housing ($177,000), monthly mortgage payments would be approximately $866. This assumption includes a ten percent down payment and a 30-year fixed rate of 2.5 percent. At this cost level, ownership is within the grasp of many but not all workforce households but not for low-income households. This circumstance, of course, assumes $177,000 is the average asking price. More realistically, the asking price of units will be higher. For example, according to data reported by Long and Foster, the median sale price of units in the Kent County housing market in June 2021 was $245,500.[15]

Producing new affordable ownership and rental housing units under current financing conditions indicates a different situation. Ownership units, purchase based on a 30-year fixed mortgage at three percent interest and construction based on a 10-year variable rate construction loan at seven percent interest, the affordability ranges in Table 8-12 would support new units with square footages between 600 and 1,500 for workforce market-rate units and 733 square feet of low-income rental units. These calculations do not consider the investors' rate of return on investment and consequently overstate what can reasonably be expected. Other variables affecting price include interest rates, land costs, loan terms, construction costs, etc. Producing an affordable workforce and low-income housing units will require adjusting production components, including building, interest, land costs, etc., to address the need effectively.

Summary

- The condition of housing units in Millington may be driving down home values and asking prices.

- While Millington's median housing value and price are among 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.

- 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.

[15] https://www.longandfostermarketinfo.com/market-minute/MD/Kent-County.htm

- Absentee landlords may be part of the poor housing condition problem. Without attentive landlords, the Town must increase its oversight and enforcement efforts to ensure that housing conditions remain uniformly satisfactory.

Strategies

Affecting Cost

Unprecedented shifts in demographics occurring throughout the nation and the demonstrated needs of the workforce and low-income households in Millington are redefining housing needs in communities. They include:

- An aging population;
- Increased single-person households;
- Increased single-parent households with children and
- A shrinking middle class and stagnating middle-class incomes.

These shifts indicate that building more detached single-family units alone is not the answer to addressing the community's housing needs. The construction cost of these units results in rent or mortgage costs beyond the reach of many residents. For its part, Millington can become more proactive and grow supply by expanding the range of housing types allowed throughout the Town. Providing a broader menu of housing types can help people — especially the underserved — find affordable housing.

The following are strategies Millington will consider to affect production costs and increase the housing unit type mix:

1. Review ordinances, codes, regulations, and permitting to eliminate or modify conflicting and excessive requirements and streamline the regulatory process. Where appropriate, streamline review and approval procedures that allow for quicker decisions and reduced development costs, which is particularly crucial to the objective of affordable housing.
2. Consider land use and zoning modifications that encourage infill housing development. For example, permitted residential unit types in the residential districts should expand to include duplex units, cottage courts, accessory dwelling units, small multifamily units, townhouses, live/work units, and courtyard apartments. In established neighborhoods, development standards should ensure units never exceed a single-family house's size (in height, width, and depth) and mix well with other nearby building types. Among others, expanding the range of permitted residential unit types can result in the following:

- Units with less square footage are less expensive to build.
- Units that can be shared to allow people to combine their incomes.
- Units that can be divided into two or more units can generate income for a household.
- Accessory or secondary units — such as basement or garage apartments — are likely more affordable than a standard apartment.

3. Support a land-use pattern and designations that provide housing opportunities at varying densities and appropriate locations consistent with the Land Use Plan Element. The Planned Neighborhood Development is a floating zone that sets development criteria for large tracts of newly annexed land. Relief from provisions of the floating zone that set the minimum density and unit mix standards, e.g., townhouses, duplexes, and multifamily units in addition to detached units, should not be allowed.

Fair Housing

Following the federal Civil Rights Act of 1968 (as amended), the federal Housing and Community Development Act of 1974 (as amended), and the Fair Housing Act of 1988, the Town of Millington will promote through fair, orderly, and lawful procedures, the opportunity for each person to obtain Housing of such person's choice in this community without regard to race, color, national origin, ethnicity, gender, disability, familial status, marital status, age, or religion.

To the best of our ability, the Town of Millington will promote and encourage fair housing choices for all its residents. The Town's administrative practices, policies, and laws will be continuously reviewed to ensure they do not:

- Discrimination in the Sale or Rental of Housing
- Discrimination in Housing Financing
- Discrimination in Providing Brokerage Services
- Unlawful Intimidation

The Town will accept complaints from any citizen who feels that they have been discriminated against concerning their housing choice, make an initial investigation, and refer the complaint to the appropriate State or federal housing authorities as applicable. In addition, the Town will work with agencies whose mission is to assist people experiencing homelessness.

CHAPTER 9 - HERITAGE PRESERVATION

A 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 essential legacy for the Town and Kent County, Maryland. Heritage resources include sites, structures, and natural areas of significant historical value and cultural elements that define Millington's character, heritage resources spanning the 17th, 18th, 19th, and early 20th centuries.

Many of the Town's early historical structures have been lost to fire, demolition, decay, neglect, and new development. As a result, the remaining heritage resources are precious. The preservation of heritage resources 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.

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 centers on transportation and commerce, including river, road, and railroad. Inns, taverns, local milling, and agricultural industries were vital to the Town's evolution. According to the Maryland Historical Trust's (MHT) description of Millington's history, "transportation, with attendant hostelries, plus tanning, and commerce, was important for the town's success."

Millington did not exist in Kent County until Feb. 14, 1818. The 1798 legislation is ambiguous and seems more relative to establishing a market than a town. Still, it references the formation or maintenance of a town commission for Bridge-Town, the village on the Kent County side of the Chester River that preceded the establishment of Millington. Other legislation relative to Bridge-Town followed in 1804 and 1817. A separate village, called Sand-Town on the Queen Anne’s County side of the river, is also referenced in the 1798 legislation. The two weren’t merged until the 1818 legislation establishing Millington.

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 owned and operated a ferry at the Head of the Chester River, which the village was then called."

Records show that in 1754, Daniel and Mary Massey secured a land grant near a good 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, including a mill.

Millington's documented history begins in the latter part of the 17th Century during the colonial period of America. In 1696, Kent County records indicated that Daniel Toas (Jr.) operated a ferry on the Chester River. “Old Toas Mill Branch” was initially called Goosehaven Creek. It is the present-day Mill Branch just west of MD 301. In 1704, there were enough residents to petition for a road. As a result, 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 the "old Toas Mill Branch" in the area, probably Cypress Branch, indicating that a mill existed during this period.

Thomas Gilpin acquired much of the land that makes up modern Millington. After his untimely death in 1778, the planning of a town (in some records referred to as Gilpinton) was carried on by his widow and sons. As an "American Philosophical Society member," Gilpin planned a waterway shortcut for shipping from the Chesapeake Bay to the City of Philadelphia. Eventually, a canal was constructed across the Delmarva Peninsula at the Elk River in Cecil County (C&D Canal).

"Millington was undoubtedly a busy seat of commerce and agriculture before 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."

The Town continued to grow and prosper through the 18th and 19th Centuries. By the 1890s, Millington was a busy center of commerce aided by the railroad, which was completed in August 1869. This technological innovation created a direct, rapid travel route to 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."

A series of tragic fires 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, hotel, the Episcopal Chapel, the railroad depot, warehouses, and many dwellings." 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, coupled with a ready-made transportation route on the Chester River. Initially, there were six mills within a three-mile radius of the Town. Early mills included grist mills, a sawmill, and a bark mill. One of the buildings constructed as a mill in 1763 remains. It is situated on the Chester River along Sassafras Street, though it is no longer a mill.

Later transportation improvements, such as stagecoach roads and the railroad, furthered Millington's success as a stopping point along a major travel route. During the railroad age in the 19th Century, the Town's success was coupled with the rise of Eastern Shore agricultural

products, which were shipped to urban areas in the north, such as Wilmington and Philadelphia.

Heritage Resource Inventory

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

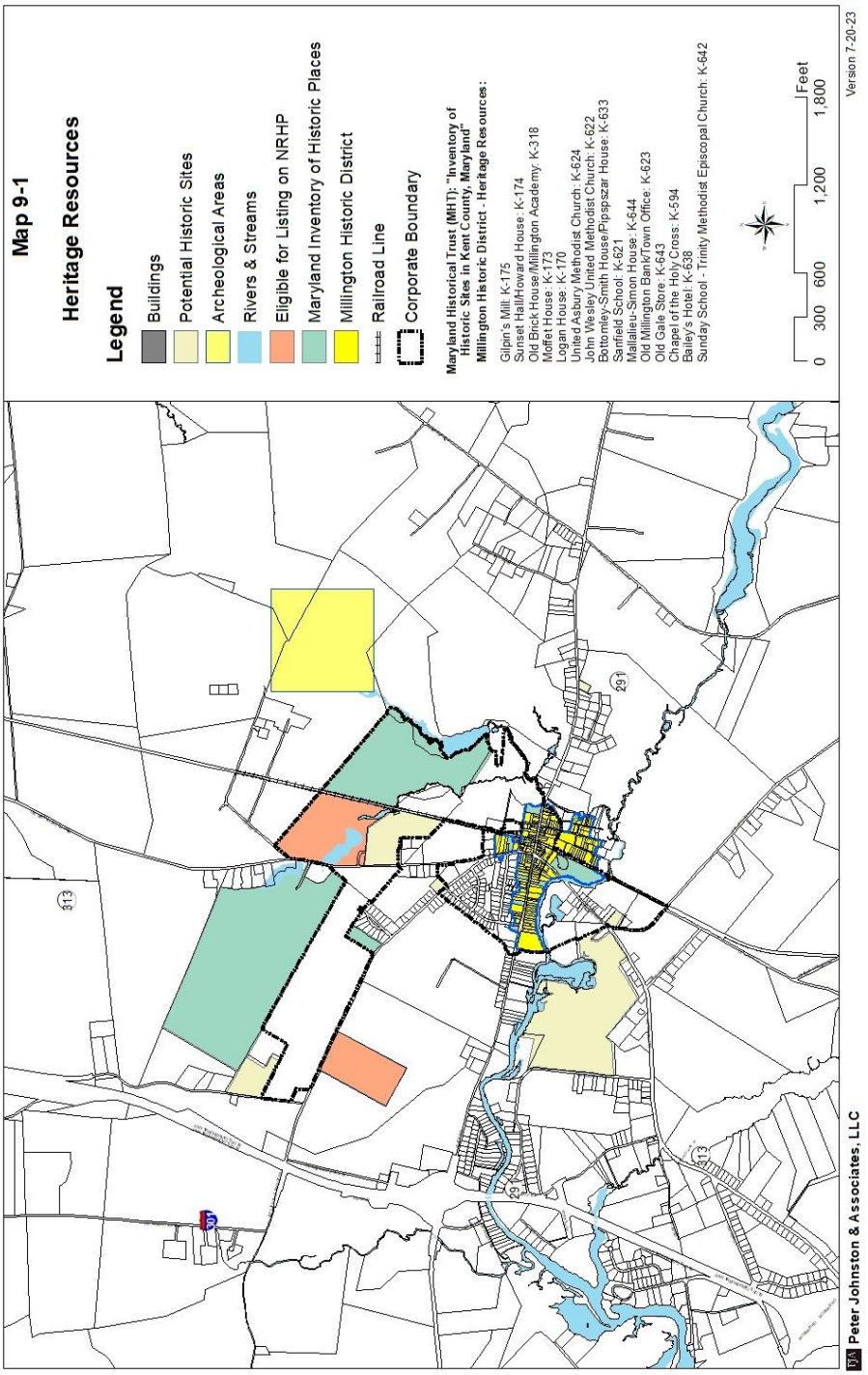
Town of Millington Historic District - 1754 to 1920 (K-684)

According to the Maryland Historical Trust's (MHT) database, the "Millington Historical Survey District" (K- 684), finalized in 1998, is significant for its architecture and heritage related to rural commerce and transportation. Although fires have destroyed many significant historical structures from the Town's early period, significant resources remain. Millington has many sites and structures of historical importance to Kent County and the State of 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, is located within the District but not within Millington's corporate boundaries.

There are approximately fifteen (15) historic structures 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 1920s, 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 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.

Map 9-1 Heritage Resources



Millington Historic Structures: Resource Summary

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

Gilpin's Mill has a steep gable roof, and two main entrances remain. One is located on the west wall facing Sassafras Street and has a Dutch batten door set in a heavy wooden pegged frame. A second entrance is centered on the north gable. Windows are irregularly placed and consist of tiny 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-story 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, and much of the old mill machinery, including the millstones.

Sunset Hall/Howard House: 1787 (K-174): Sunset Hall is an 18th-century building 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-and-one-half-story building three bays wide and two bays deep. It has a Flemish bond front façade with no belt or water table. Sunset Hall is one of the oldest structures remaining in the Town.

Sunset Hall has a three-pane transom light and several period windows, 9/9 on the first and 9/6 on the second floors. The structure was remodeled in the 19th Century but boasted handsome and finely crafted interior features, including the staircase. However, some 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 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 original structure was built soon after the property was purchased since classes were being offered there in 1814. (An ad in the April 16, 1816 edition of the Easton Republican Star states that Daniel Bodurtha replaced Mr. Fuller as the schoolmaster.) This comp plan entry also erroneously states that the original building “burned in the fire of 1876,” perhaps referencing the 1872 fire that burned a portion of downtown Millington. The original two-story academy building burned to the foundation in a fire on May 16, 1893. It was rebuilt that same year as a single-story structure by contractor Robert K. Pippin. The school became overcrowded, and 1915, construction began on a new school on School Street. It’s now the Old Schoolhouse

apartments. The old academy served as the town school until the spring of 1918. That fall, the new school was occupied by its first students. The old academy building was sold for private use in 1919.

According to MHT records 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, dating 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—the date of construction. Originally painted on a recess near the apex of the east gable, it has been removed. 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. A gable roof with two gabled dormers was added in the 19th Century. A modern porch was added in the late 20th Century. A double kitchen building is in the rear, initially detached from the house. Handsome interior trim and moldings are noted in the MHT architectural survey.

Logan House: 1830 (K-170): The Logan House, a two-and-a-half-story brick building on Cypress Street, is one of Millington's most significant historic resources. The house was named for Robert Logan, whose family occupied the dwelling from 1925 to Robert Logan's death in 1979. While the date of construction is suggested as 1830, the house was likely built about 1819, after the 1818 fire burned a part of the house next door. Land records show that Samuel G. Osborn Jr. and his family were the first inhabitants. He was the son of the owner of the so-called Comegys house.

The front façade is a uniform Flemish bond with 9/6 windows on the first floor and 6/6 windows on the second floor. In addition, the house has a fanlight transom, a rare architectural feature in Kent County for the period.

The Logan House is considered a "colonial carry-over" and is architecturally significant because it reflects Millington's conservative construction style. 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 a later period when the conservative, straightforward 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-story 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. The church's cornerstone was laid on October 16, 1871, and H.M. Stuart immediately began construction of the brick walls.

The church was dedicated in June 1872, but services were only possible in the basement. Construction continued intermittently for another seven years as funding became available – the audience room wasn't completed until November 1879.

Mainly 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 Cypress Street at the eastern edge of Millington. It is a one-story frame with a short vestibule tower projecting from the gable end at the southeast corner. The small belfry is enclosed under a pyramidal roof. A cemetery abuts the east and north sides of the church. While the MHT database suggests the church was built in 1880, it was likely built about 1863. The original church was burned in 1865 and was quickly replaced. The church is shown on the 1877 map of Millington. This church is important as a religious and educational institution. The John Wesley Church is one of the county's oldest African American congregations and housed the first school in Millington for African American children.

Bottomley Smith House/Piposzar House: Circa 1887 (K-633): Henry S. Cook bought the property in 1887 from John A. and Julia Benson, who lived next door. Cook, a prominent merchant and later an early member of the Town Commission, had the house constructed in the spring and summer of 1887 on one of Millington's deep infill lots between Cypress Street and the Chester River.

The house exhibits local vernacular "Victorian Gothic Revival" architecture, often used on rural farmhouses in the area during the last quarter of the 19th Century. It is a frame two-and-a-half story structure five bays wide with a central gable. The building is noted as having fine architectural details. Recent MHT data indicate that sympathetic restoration has been performed.

Sandfield Public School: Circa 1893 (K-621): The Sandfield Public School was burned and destroyed in 2007. The school's site is adjacent to Millington, though not within the incorporated Town. It was a simple one-room, one-story 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 into 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-a-half story five-bay-wide building 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 before the fire of 1904 that essentially gutted the building. It was rebuilt, using the original foundation and bricks, and re-opened before the end of 1904. This fire destroyed much of the Town's existing commercial center, located at the crossroads of Cypress and Sassafras Streets and near the railroad line. This structure is a two-story building notable for its arched stained-glass windows on the front façade and east façade, still visible from the inside, that was bricked over. MHT data contends it is "…the most handsome 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 their attractive architectural character or historical value.

The corporate name of the bank changed to the Millington Bank of Maryland in 1908. It was bought out by the Farmer's Bank of Maryland in 1976, and that organization built a new building on the corner lot next to this one. After that, the building was used as a town hall.

Old Gale Store: Circa 1905 (K-643): The Old Gale Store is a vernacular late Victorian-style two-story frame and weatherboard structure. It is "T-shaped" in its construction plan with a rare two-story front porch, much like the neighboring Bailey Hotel across the street. The building is located on the original site of the Golden Swan Inn, built in 1838, ultimately being used for various commercial purposes. That building burned in the 1904 fire, and the lot remained empty until 1909. Rose Walls purchased the lot that year and commissioned Benjamin Duling to build the structure that remains today with its distinct two-story front porch. Once completed, it is assumed the building included a shop and residence for Walls.

Additionally, she was the first woman ever to be postmaster in Millington, having taken over the post after her husband, Postmaster Frederick Walls, died in 1907. A portion of the first floor at Rose Walls' new building housed the town's post office until 1913 when she declined the position. After that, the building was rented out for various purposes. It wasn't until 1937 that Leo Gale and his wife Mamie purchased the property and opened the general store.

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-story "Stick-Style" structure. William Draper Brinckle, an architect of the Diocese of Delaware, provided the plans for the Chapel after the previous chapel was destroyed in the fire of 1904. A vestibule tower has 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 called the "cruciform plan." The MHT further notes the Chapel of the Holy Cross "…is one the most handsome churches in Kent County and the only one built in the Stick-Style." The building was demolished in September 2017 to accommodate the drainage area for the Dollar General Store.

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-story tall building with a mansard roof and a bracketed two-story 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 is officially named the Central Hotel. It was a significant building during the railroad age, serving passengers traveling along this route. The Bailey Hotel is significant because it combines a mansard roof, typical of the French Second Empire Style, with common Victorian elements, a late style for Kent County.

Construction on this iconic Millington building began almost immediately after the former hotel burned in the July 12, 1904 fire. It was completed by Christmas 1904 when hotel owner Bailey moved in with his family. It was never called the Central Hotel, an error taken straight from the K file. The Central Hotel was located diagonally across the street from the former Truist Bank building.

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 1870s following the Civil War. The structure was extensively altered and remodeled in the 1950s and is now a private residence.

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 laid in Flemish bond on the front façade and common bond on the sides and rear. It is a two-story, 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 1950s. These alterations have changed the essential character of the structure. For example, MHT documentation notes that one room has period-raised and beveled paneling on the fireplace wall. However, the house is now a modern dwelling with only some antique elements.

The John Duling House (353 Cypress) 1875: This house was built and occupied by carpenter John Duling and was one of the first houses built in this section of town (west of Sunset Hall).

The Clark House (379 Cypress) c. 1872: The Clark house was constructed earlier than the Bottomley-Smith House.

The Benson House (381 Cypress) 1886: Another Victorian vernacular structure between the Clark House and Bottomley-Smith House.

The Turbit House (385 Cypress) 1858: Perhaps H.M. Stuart's first home construction project, this house is one of the town's most historic houses.

Hurtt House (378 Cypress) 1870/1885: This house was the former rectory of St. Dennis Church, located initially at Lambson Station, built there in 1870. When the St. Dennis Church was

removed to Galena, this building was sold in a lottery in 1885 to help fund the new church. A Millington man paid $1 for a lottery ticket and won. The house was then disassembled, moved, and reassembled at its present location in Millington.

The Green House (209 Sassafras) 1893: Built by brothers John and Sam Duling for Susan Green following the odd death of her husband, Civil War veteran William Green.

Todd Drug Store (211 Sassafras) 1884: Once a shed on a local farm, the building was moved to its present location as a drug store for Dr. Alonzo Todd and was used as a doctor's office or drug store for many years. Doctors using the building included Dr. Nathaniel Comegys and Dr. Garvey Leonard. The building avoided being burned in two severe fires. It's now an insurance office.

Regional Historic Structures: Resource Summary

Several significant historic resources are located outside Millington but within the broader study area. The resources described below contribute to the character of Millington.

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 railing 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 story. 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-story, 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 mainly in the Greek-Revival style. At one time, a two-story kitchen wing existed but was demolished and replaced with a new kitchen located in the northeast room of the house.

QA-539: The Maryland Historic Inventory of Properties describes this as a vernacular-style single dwelling at 248 Sassafras Street constructed between 1890 and 1910.

Historic Sites: Resource Summary

Several significant historic resources in the Town of Millington and the Millington area have been lost, 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 historical value. In addition, 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.

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 a common bond on the sides and rear. The structure was two stories high and five bays long, with a gable roof and no dormers. Two chimneys enclosed it. The taller portion of the house, being more elegant, retained much of its original character, including 9/6 windows on the first floor and 6/6 windows on the second floor. A fire in 2000 burned the kitchen annex but not the entirety of the house. Due to continued deterioration, the owner was compelled to demolish the house in 2001.

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 where 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. The building remained until the spring of 1874 when the Cecil Meeting of the Society of Friends (the Quakers) commissioned Thomas Numbers, James Edwards, and Elijah Quimby to demolish the building, according to the minutes of the Cecil Meeting. The existence of the building in the 1850-1860s, when the property manager was a Quaker abolitionist, may indicate its association with the Underground Railroad. Research is ongoing in that regard. However, the Quaker Meeting House site is an essential 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 initially constructed in the early part of the 19th Century and was modified several times during that Century. The structure was a two-bay brick house, 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 1980s.

The Willie Gale Building 1941: Formerly a town hall, this was a telephone building on Back Street. It was demolished by the town in 2015.

The Tannery Site 18th-century: Located at the end of the town’s east side, on the south side of Cypress Street next to the Cypress Branch bridge, this was the site of an 18th-century tannery. Later, it was the location of former slave Moses Caulk’s blacksmith shop.

Comegys Hall 1912 (196 Sassafras): Built for Paul Comegys as an implement store and hall, it was the site of the town's first movie theater and stage events. Because it had deteriorated to such a degree, the owner was compelled to demolish the building in 2005.

Allan Durham House, ruin (QA 287): This vernacular-style, wood single dwelling was built between 1830 and 1840 and no longer stood after 1980. The ruins are in the Queen Anne's County portion of Millington.

Heritage Preservation and Tourism Initiatives

The 2006 Kent County, Maryland Comprehensive Plan states, "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."[16] As a result, 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. As a result, 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* promotes 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 "Stories of the Chesapeake Heritage Area certification status," comprising heritage sites and places in Kent, Caroline, Queen Anne's, and Talbot Counties.

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

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

Several 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. In addition, historic and cultural resource preservation and enhancement through sensitive land use planning and other administrative means would provide Millington with many benefits, including:

- Promotion of a strong sense of community pride for Town residents.
- 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 from various historic preservation organizations such as the Maryland Historical Trust.

<u>Maryland Historical Trust</u>

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 constantly expands 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 determined 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.
- The listing does not interfere with a private property owner's right to alter, manage, or dispose of the property.

Local Historic District Overlay Zone

Another type of designation is the locally zoned Historic District, which overlays 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 historical significance. The primary purpose of such zoning is to:

- Safeguard Millington's heritage by preserving the Town's areas 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 residents' education, welfare, and pleasure.
- 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." In addition, these entities can assist residents and jurisdictions in pursuing heritage Preservation and potentially assist 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. These plans and the management entities formed to guide planning efforts primarily focused on heritage preservation and tourism.

Heritage tourism offers Kent County and its municipalities 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 to increase interest in heritage tourism.

Queen Anne’s County

The 2022 Queen Anne’s County Comprehensive Plan recommends the County “identify, preserve, protect and promote the County’s historic and cultural heritage by working collaboratively with State, County, Town and historic and cultural preservation organizations,” as well as many other details outlined in the Historic & Cultural Resources chapter.

Heritage Preservation Planning

Preserving Millington's significant heritage resources enhances the Town. In this regard, the setting for such resources is also essential. 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 context for historic sites and structures. These resources combine and contribute to one's experience of the region.

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

Local Heritage Preservation Initiatives

Acquire Grant Funding

The Maryland Historical Trust (MHT) provides grant funding for non-capital projects, including planning and outreach for historic preservation. In addition, a host of federal and non-profit foundation funds are also 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 may also be available from the Eastern Shore Heritage Incorporated (ESHI) and, by extension, the Maryland Heritage Areas Authority (MHA A). In addition, 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 essential steps exist in developing an effective program for protecting and promoting heritage resources. The first is to thoroughly inventory the Town's current heritage resources and update the existing Inventory, such as what structures may have been destroyed or demolished since the last survey. Second, locations should be mapped and digitized in the Town's GIS system with modern aerial imagery. Finally, 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, and building structural conditions and is an essential 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, including "…all eligible historical 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 website.

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." The Heritage Preservation Advisory Committee will provide assistance and guidance. For example, map 9-1 shows 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, critical areas for future preservation because they represent the Town's most valuable assets. Finally, 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 its 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 preserving historic sites and structures. Preparing such a plan can assist in the inventorying, mapping, and documenting critical and 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.

Develop Heritage Preservation Regulations

Updating regulatory mechanisms to promote heritage preservation is encouraged, such as the adoption of building maintenance codes, more vigorous 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.

Adopting zoning provisions that promote the adaptive reuse of historic structures for public and private uses is essential. 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 vital to balance historic preservation with energy conservation. Not all historic structures require "museum-like restoration." Many historic structures serve practical functions, being places for business or worship. Providing a flexible range of use is appropriate. Historic preservation for non-landmark sites and structures should be tempered by integrating modern and compatible construction methods. This includes integrating energy-saving "green" materials and replicating historical materials. The Town should review the current Zoning Ordinance related to historic preservation and develop general guidelines for acceptable "green" construction materials and practices for non-landmark historic structures.

Develop Design Guidelines

Following planning and regulatory preparation, "Design Guidelines" development can meet 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 maintain a historical "look and feel."

Enterprise Fund and Tax Incentives

Heritage preservation in Millington is important because historic sites and structures are valuable resources. Millington should continue to build heritage tourism attractions at the municipal level, building the local economy and enhancing existing resources. The architecture of Millington is a commodity and of 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 encouraging the protection and rehabilitation of historic homes and buildings by evaluating the use of "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 in accessing funding assistance for heritage preservation. Funding initiatives 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 streetlights, sidewalks, street trees, etc. These could include improvements to the Town's Historic Core. The Town can also use an Enterprise Fund to provide low-interest loans to homeowners and business owners for necessary property and infrastructure improvements, such as restoration, adaptive reuse, sidewalks, etc. Combined 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 infrastructure includes street trees, sidewalks, period street lighting, greenways, and open spaces/parks. Although much has been done by Town

officials and 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 and Queen Anne's Counties, 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 "economies of scale" and allow for enhanced assistance. A partnership is vital for property owners who 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. In addition, 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."

Access Regional Heritage Initiatives

Regional heritage initiatives will assist Millington and the region in maximizing 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 *Chesapeake "Certified" Heritage Area,* administered by the Eastern Shore Heritage Incorporated (ESHI). The MHAA provides annual funding.

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. For example, branch links can be made from Galena, a Town along the Chesapeake Country Byway, to Massey and 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 makes this area so special." Interpretation includes encouraging local historic preservation groups to explore alternatives for promoting regional heritage tourism and the history and culture of Kent County. In addition, cross-promotion for heritage tourism could be an essential tool for the Town's economic development.

CHAPTER 10 - TRANSPORTATION

Efficient and effective movement of people and goods is essential in any community's growth plan. However, providing a safe and efficient transportation network with minimal area disruption can sometimes be challenging. Transportation planning must be closely coordinated with other Comprehensive Plan elements to ensure that transportation plans and policies complement and support other sections. As the control of transportation systems is divided among the State, the Counties, 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. Two State highways serve Millington. Direct 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, the principal route from Chestertown to Dover, Delaware. It intersects with US Route 301, a few miles west of the Town.

In 2018, the Maryland Department of Transportation, State Highway Administration (MDOT SHA) reported an average daily traffic count of approximately 11,800 on US 301 just north of the Chesterville-Millington Road intersection. MD SHA also reported an average daily traffic of 3,200 vehicles on MD 291 at points immediately west and east of the MD 291/US 301 interchange. In addition, SHA reported an average daily traffic count of 2,794 on MD 313 south of the Chester River Bridge during the same period.

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 the east of Crane Street. This project includes pedestrian improvements, which was completed in 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 Town-maintained Street system includes School Street, Carville Street, Embert Street, Comegys Street, Back Street, Hazel Lane,

Railroad Avenue, Hurtt Avenue, and Crane Street. Most have a 50-foot right-of-way, two lanes, parking on both sides and unrestricted access from driveways. Streets in nearby Sandfield include Middle, West, and Race Streets, all county-owned and maintained.

Public and Private Transportation Services

According to their website, MUST is a collaborative public transportation effort between Delmarva Community Transit and Queen Anne's County Ride. It provides fixed-route and deviated fixed-route services to the public throughout Maryland's Mid-and-Upper Eastern Shore. Special services are available for persons with disabilities or who cannot use the regional fixed routes. Contact your local transportation provider for trip availability.

These providers offer fixed-route service with special services for people unable to use the regional fixed routes. Fares range from $2.00 for the public to $1.00 for seniors and people with disabilities. Millington is not currently well served by transit. Several public and private companies also provide transportation services in the County.

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 all minor streets (Railroad Avenue, Mill Village, Crane Street, Comegys Street, School Street, and west Back Street) except Hurtt Avenue and east Back Street.

In addition, 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. Town officials want to minimize the adverse effects of vehicular traffic on local residential streets in existing neighborhoods, particularly truck traffic. Considering the Town has limited funds for street and sidewalk improvements, they want to maximize the existing street and highway system's capacity, safety, and efficiency. Enhancing the quality of life for existing and new residents depends on safe and efficient streets and 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 10-1. 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 to major collectors should be strictly limited to the intersections of other major streets, roads, and local streets. Design features like street lighting, signage, and tree plantings should distinguish collector and lower-order streets. In addition, pedestrian and separate bicycle routes should be provided along these routes where feasible.

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, pedestrian safety, pedestrian-scaled design (e.g., street lighting, signage), and appearance.

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 providing an alternative location for utilities and trash pick-up.

The Transportation Plan also includes a primary stem of a trail system. In addition, the overall pedestrian system will provide access from neighborhoods to activity centers when connected to existing and new sidewalks and pedestrian and separated bicycle routes.

Transportation Policies

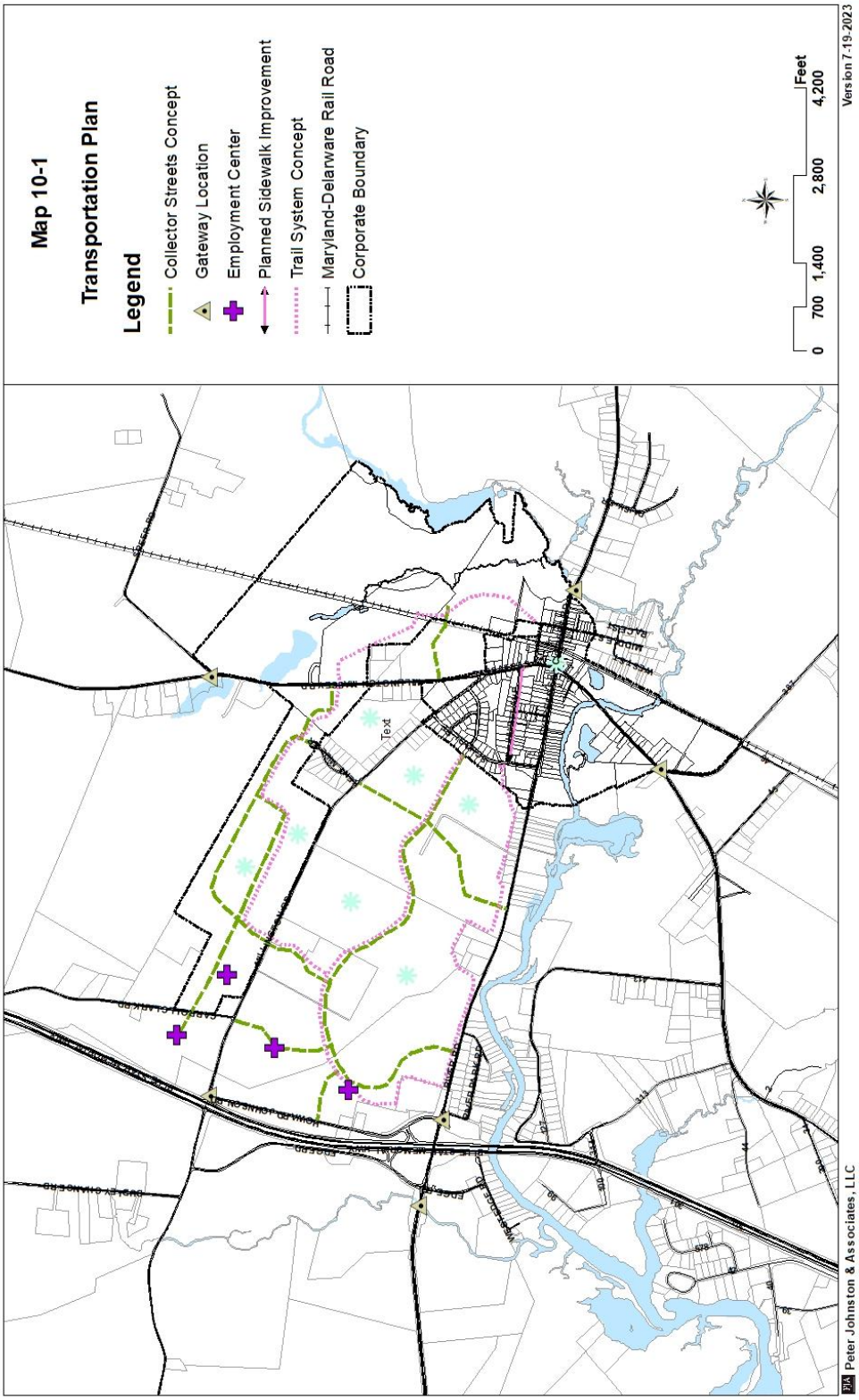
A small community like Millington has difficulty accommodating all the users' needs on its roads. Since Millington is a central connecting area for busy State highways and a residential area, conflicts are inevitable. These conflicts will increase as growth occurs in the region if substantial development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

Improvements are needed to the circulation system to protect pedestrians and property and prepare for the increased use of local roads. The Town must work with Kent and Queen Anne's Counties, the State Highway Administration, and the Mass Transit Administration to ensure 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 future developments and discourage dead-end arrangements.

Map 10-1 Transportation Plan



- Identify the opportunities to expand and extend the internal walkways and bikeways throughout the Town. 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 in important activity areas, e.g., benches, flower gardens, or fountains.

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

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

1. Millington endorses alternatives to driving alone and encourages the Counties and State to inform the public and private entities of continued automobile dependence's monetary and environmental costs.
2. Millington encourages the Counties to establish a program for commuters, including park-and-ride facilities at appropriate locations.
3. The Town will support 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 to reach the area's transportation and land use goals, provide safe and efficient mobility for all people, and contribute to the area's quality of life and civic identity.
6. The Town will work with the State and the Counties to coordinate the Comprehensive Plan's land use and transportation elements with adjacent jurisdictions to reduce drive-alone rates.
7. Developers will build new collector and local streets according to the Town's standards and specifications and following the Town's Transportation Plan concepts.
8. The layout of new street connections in undeveloped areas will ensure connectivity to the overall Town street system.
9. Adequate rights-of-way will be required for new and planned streets, considering existing and future development.

10. All developments will have adequate access and circulation for public service vehicles, but paved sections should be as narrow as feasible to maintain a human scale. Instead of road design, streets will be based on desired speed instead of anticipated volume.

Summary

The Town should require any development on the annexed property to adhere to the concepts illustrated on Map 10-1.

Access to Employment Area

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

Traffic Calming

MD 313, MD 291, and Millington-Chesterville Road will function as town streets in the future. Motorists must be 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 miles per hour. Intersections at the primary access points will be critical locations for installing 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. Ensuring a loop backlink west of MD 313 through the "growth area" will be necessary.

Pedestrians and Bicyclists

Like the street system, pedestrians and bikeways must be included along all collector routes. In addition, sidewalk and bike lanes should be supplemented 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 public and private actions and development-related decisions by public officials and private landowners. In addition, it provides general guidelines to the local community so that piecemeal improvements or day-to-day decisions can be appropriately evaluated against their long-range impact on the community and their relationship to existing settlement patterns.

The Millington Comprehensive Plan, particularly the Land Use and Transportation elements, outlines general or conceptual development patterns expected through build-out and beyond. It is not a detailed blueprint. It is; however, it is a guide delineating patterns of development that permit orderly growth of the community in a manner that can be more efficiently served with various government 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. Therefore, the Town should revise the zoning code and subdivision regulations as indicated in this Plan to achieve this end. Zoning and subdivision standards reflect the current expectation for how development should be sited and designed. However, the proposed Annexation Plan brings significant business and commercial development potential with close access from MD 301.

When these areas are annexed, the Town will add a mixed-employment district that permits a broad range of light industrial, business, and service use with limited commercial permitted where the district adjoins residential areas. District standards will include design requirements for access and safety, signage, lighting, and landscaping. Large parcels designated for residential use will be encouraged to develop planned neighborhoods that include the following characteristics:

- an 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 that are 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. Successfully designing access, circulation, and parking systems in new developments requires considerable effort.

Streets may be the most important public spaces in neighborhoods and must be considered 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.

Street systems in new development should be based on a modified grid system consisting of a logical and straightforward 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. No direct driveway access from a residential lot should be allowed to 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 traffic flow on abutting or surrounding streets. Alleys providing parking in the rear should be considered for all residential neighborhoods and commercial and office areas.

The layout should present attractive streetscapes throughout the development. A streetscape that is interesting to pedestrians encourages more people to walk. Buildings should front on the street. Whether residential, commercial, or office, structures should form a continuous street edge, a vertical wall containing the street, and enclosing space. Street rights-of-way should be adequate to serve all functions, including carrying motor vehicles, bicycle, and pedestrian traffic, and allowing on-street parking.

Streets should connect with surrounding streets to permit convenient traffic movement between neighborhoods or facilitate access to neighborhoods by emergency service vehicles. In residential settings, the street layout should serve the neighborhood and discourage 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. New streets should provide the appropriate extension of existing streets and critical links to planned collector roads. The street layout should respect natural features, relate appropriately to the topography, and be designed to facilitate drainage and stormwater runoff.

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 in residential neighborhoods using traffic calming methods that restrict speeds to 25 mph or less.

Parking lots should consist of unobtrusive, landscaped small lot segments when required. In commercial areas, parking should consist of ample on-street parking and small lots to the side or rear of buildings. Parking should be screened from the main commercial street. Access to parking should be provided from the rear driveways where possible. All parking lots should buffer adjacent residential use. Minimum standards that address this design guidance should be included in the Zoning Ordinance.

Appropriate bicycle facilities should be provided at commercial, civic, and recreational locations. 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

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. However, managing land use to benefit water resources requires assessing development regulations, policies, and guidelines from a new perspective 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.

Consistent with the Kent County Total Maximum Daily Load Committee (TMDL Committee) strategies, Millington has proceeded with studies to upgrade treatment capacity and quality at its WWTP. Potential outcomes are the development of an increased regional capacity to improve discharge quality, eliminate private septic systems, and support the Town and County's growth objectives while improving water quality in receiving waters.

In addition, Millington will continue to cooperate with adjoining counties to implement strategies outlined in the Phase II WIP, including:

- Continue cooperating 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 educational material available to town residents regarding nutrient management to reduce fertilizer applications in Millington grassed areas and lawns.
- Establish, maintain, or expand forest buffers in 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.
- Work with developers, homeowners' associations, and individual homeowners to reduce the amount of impervious cover.
- Require new development, infill, and redevelopment projects to treat stormwater using nonstructural and micro-scale practices to the maximum feasible extent.
- Encourage development design that maintains or enhances green infrastructure and incorporates low-impact design through stormwater management techniques for water quality and quantity management.

Millington can achieve the Town's water resource conservation objectives and positively contribute to improving water quality in the watershed by implementing urban BMPs such as those described above. In addition, the Town should require environmental site design (ESD) techniques that optimize the 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 conserving groundwater resources and meeting 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. They include:

- Consider ways to ensure that Millington's historic buildings and structures are maintained and preserved as valuable economic assets and significant heritage resources, including establishing a local historic district, historic district ordinance, and historic district commission.
- Develop planning policies and regulatory mechanisms, including Design Objectives or Guidelines, to assist in preserving heritage resources in Millington.
- Continue to build heritage tourism infrastructure in Millington, including improved

walkable spaces.

- Partner with local and State entities such as the Eastern Shore Heritage Incorporated (ESHI), Kent and Queen Anne's County Governments, 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 on scenic byways in Kent County. Partner with Kent and Queen Anne's County, Maryland Tourism, and the Maryland State Department of Transportation (MDOT) – State Highway Administration (SHA) to include Millington (MD Rt. 313 from Galena to Millington) as a branch on the Chesapeake Country Scenic Byway.

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 and Enforcement

Parks & Open Space

As deemed appropriate, parks will range from small, vest-pocket parks within the neighborhoods to larger community parks serving all town residents. Parks and open spaces 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 see park activities and
- Respond to changing user needs.

The Town has adopted minimum open space standards in the zoning code and requires that parks and open space designs and locations 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 parks or open space land is already in the neighborhood, contribute a fee instead of participation.

Growth Management

Annexation

Millington's long-range growth plan identifies land outside of the corporate boundaries planned for annexation in the future. Future annexations must address State laws in Article 23A and the additional Maryland House Bill 1141 requirements. However, these properties are unnecessary to meet the Town's projected growth-related land demand by 2040.

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 designed following 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. In addition, this development will be planned to make efficient use of the land. As a result, runoff and other adverse 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 the landowner(s) and the Town that addresses the following.

- Identifying potential impacts to community facilities and services, including water, sewer, and 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);

- Identification of development funding responsibilities (i.e., the costs of providing roads, utilities, parks, and other community services) between identified parties;

- Outline of issues and specific conditions to be addressed in a Developers Rights and Responsibility Agreement (DRRA); and

- 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 facilities plans), and reviewing impact fee structure is critical to

ensuring that the Town has adequate public services and facilities to meet future demand. In addition, these updates are essential before 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) to develop the Town's CIP to coordinate long-term infrastructure needs and facilities planning.

Adequate Public Facilities Ordinance (APFO)

The Municipal Growth Element indicates that build-out within the Town and planned annexations will use a significant percentage of the existing capacity of town water and sewer facilities and will impact other services and facilities, including public schools, parks, recreation facilities, and emergency services. Therefore, Millington must 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 the minimum level of service criteria for services and facilities the Town provides. When a proposed development diminishes the level of service provided or exceeds a particular facility's capacity, the Town will not approve until the facility's service is improved to maintain the service standard. Therefore, adopting an APFO requires setting the level of service standards for each facility or service.

Inter-Jurisdictional Coordination

The *Millington Comprehensive Plan*, Municipal Growth element, indicates the need for inter-jurisdictional coordination with Kent and Queen Anne's Counties. Ensuring adequate public facilities and services at both levels of government and 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 directed the Town and County Planning Commissions to meet and discuss this Comprehensive Plan before 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 use adjacent to the Town;
- Coordinated policies concerning the 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. For ongoing coordination and cooperation, forums for the Council of Governments (COG) for Kent and Queen Anne's Counties, sanitary districts, joint steering committees (watershed planning initiatives), etc. 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

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 in good condition and show signs of restoration or renovation, several homes show neglect. They need repair and maintenance, particularly some of the rental properties located in the downtown area. In some cases, overcrowding also may be an issue.

The Town's high rent costs (relative to the area) and the lack of quality housing units result in a potential lack of housing options, particularly rental housing. Rental housing is often unavailable to young families and low-income residents.

<u>Housing Programs and Resources</u>

Many Federal and State programs are designed to address various components of the housing issue. In addition, profit and nonprofit organizations may be underutilized resources in the community and/or offer partnership opportunities.

<u>Maryland Homeownership and Renting Programs</u>

The Maryland Department of Housing and Community Development's homeownership and rental housing programs help families find, maintain, and keep affordable and livable housing. Homebuyer assistance programs offer mortgage loans, down payments, and closing cost assistance to eligible homebuyers with low to moderate income. In addition, programs are offered to improve and rehabilitate single-family housing to improve basic livability and meet unique housing needs,

including lead paint reduction and weatherization assistance. In addition, they offer housing financing programs for persons with special needs.

Maryland Mortgage Program - The Maryland Mortgage Program is a safe and secure home loan program that provides fixed-rate mortgages to eligible homebuyers, down payment assistance, and federal tax credits.

Maryland WholeHome Grants - Maryland WholeHome offers grants and loans that can be used to upgrade to energy-efficient appliances, repair or replace heating and cooling systems, replace insulation, add accessibility features for seniors or those with special needs, remove lead paint, upgrade plumbing, and address structural and maintenance issues.

Community Development Block Grants - The Community Development Block Grant Program funds help strengthen Maryland's communities by expanding affordable housing opportunities, creating jobs, stabilizing neighborhoods, and improving the overall quality of life.

Multi-Family Bond Program - This program aims to increase the construction and rehabilitation of multi-family rental housing for families with limited incomes. Tax-exempt and taxable bonds and notes provide below-market and market-rate construction and permanent financing. Taxable bonds provide market-rate construction and permanent financing to leverage federal Low-Income Housing Tax Creditsand finance projects and activities ineligible for tax-exempt bonds.

Low-Income Housing Tax Credits – Under this program, tax credits are awarded competitively to nonprofit and for-profit sponsors of eligible housing projects. Awards are based on the criteria outlined in the State's Allocation Plan. In addition, projects financed with tax-exempt bonds may be eligible for Tax Credits outside of the competitive process. Project sponsors, or in the case of syndication, investors claim the Tax Credit on their federal income tax return.

Rental Housing Fund - Rental Housing Funds comprise several programs that aim to rehabilitate or create rental housing. Although there are specific programs for housing rehabilitation, nonprofit sponsors, and elderly housing, the department allocates these funds collectively to provide rental housing in the State. In addition, a portion of the federal HOME moneys administered by the State also is included in Rental Housing Funds. The programs are generally designed to be compatible with tax-exempt or taxable bond financing, low-income housing tax credits, and other private or public funds.

Rental Housing Works - Rental Housing Works aims to create jobs and strengthen the Maryland economy by providing gap financing to create and preserve affordable rental housing financed through the Maryland Department of Housing and Community Development's Multifamily Bond and Low-Income Housing Tax Credit Program.

Partnership Rental Housing Program - The purpose of the Partnership Rental Housing Program is to expand the supply of affordable housing for low-income households. Projects financed through the Partnership Rental Housing Program typically involve a partnership between State and local governments.

Group Home Program- The purpose of the Group Home Program is to help individuals, qualified limited partnerships, and nonprofit organizations to construct or acquire or acquire and modify existing housing to serve as a group home or assisted living unit for eligible persons and households with special housing needs or to refinance mortgages on existing group homes.

Maryland Affordable Housing Trust - The Maryland General Assembly created the Maryland Affordable Housing Trust in 1992 to make affordable housing more available throughout Maryland. The Trust is governed by a Board of Trustees and staffed by the Maryland Department of Housing and Community Development. A portion of the interest from title company escrow provides the Maryland Affordable Housing Trust funding.

Local Housing Programs

Kent County Housing Improvement Program - The mission statement of the Kent County Department of Planning, Housing, and Zoning includes implementing programs to improve substandard housing and developing new programs to address the need for workforce housing. Kent's housing planner is responsible for applying for Community Development Block Grants and implementing the Kent County Housing Improvement Program.

Rebuilding Together Kent County - According to their webpage, Rebuilding Together Kent County, MD, brings neighbors together to improve homes and lives. They put together donated building materials, gifts of money, and countless hours of skilled and unskilled volunteer time to repair and rehabilitate the houses of low-income homeowners who are elderly, disabled, and/or families with children. All work is done at no cost to the homeowner. Since September 2004, RTKCMD has completed projects at over 20 homes in Edesville, Golts, Butlertown, Galena, Rock Hall, Chestertown, Chesterville, and Worton.

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 ensure they will support and not conflict with efforts to provide suitable housing choices for older adults, 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 to be reserved for affordable housing for low-income families and seniors. As appropriate, coordinate this program with Kent and Queen Anne's Counties.
- 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.

- Allow garage apartments and other secondary or accessory apartment units to increase the supply of affordable rental housing. In addition, include Zoning Code provisions that permit the creation of smaller units, such as tiny homes and cottage court developments.

Fair Housing

Addressing HB 90's requirement to actively promote fair housing through their housing and urban development programs and evaluate fair housing needs is beyond the scope of activities typically undertaken by the Planning Commission. However, to ensure that the Town does what it can to promote fair housing the Town will actively:

- Work with Kent and Queen Anne's Counties to identify local data and knowledge sources and collect metrics, statistics, and other quantified information relevant to Millington gathered through the community participation processes and by consulting agencies, academics, and others with knowledge of the Millington housing situations or whose work impacts Housing.

- Evaluate strategies to address identified fair housing issues and make recommendations to elected officials.

Code Enforcement

Several homes in the Town, particularly rental housing units, reveal evidence of neglect and overcrowding. Recommend the Town undertake a program to improve multifamily rental housing maintenance standards through solid code enforcement and stress the Town's responsibility for regular oversight and stringent enforcement policies.