TOWN OF CAMDEN

2013 Amendment
to the
2007 Comprehensive Plan

Adopted

January 6, 2014
Ordinance #2014-O-01

ORDINANCE #2014-O-01

Amendment to the 2007 Comprehensive Plan

WHEREAS, Title 22 of the Delaware Code empowers municipalities to develop comprehensive plans to guide their futures; and,

WHEREAS, the Town of Camden adopted the 2007 Comprehensive Plan on May 5, 2008 and it was certified by Delaware Governor Ruth Ann Minner effective that same date, per Delaware Code Title 22, Section 702; and

WHEREAS, the Town desires to update the 2007 Comprehensive Plan pursuant to Title 22, Section 702(e) which requires that:

> At least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas.

WHEREAS, this Plan Amendment was prepared by the Town of Camden Planning Commission with assistance from employees of the Town of Camden Staff and the Institute for Public Administration (IPA), a unit within the University of Delaware's School of Public Policy & Administration; and

WHEREAS, on August 14, 2013, the Town of Camden Planning Commission held a public workshop to present a draft of this Plan Amendment to the public and solicit comments on it; and

WHEREAS, the Town of Camden Staff presented the Plan Amendment at a Preliminary Land Use Service (PLUS) review on September 25, 2013; and

WHEREAS, in a letter dated October 23, 2013, the Office of State Planning Coordination registered no objection to the Plan Amendment, and several State Agencies provided comments and suggestions for consideration; and

WHEREAS, the Town of Camden Planning Commission held a public hearing on November 20, 2013 to review the PLUS comments, solicit additional public comment, and make a recommendation to the Mayor and Town Council; and

WHEREAS, the Town of Camden Planning Commission transmitted a recommended Plan Amendment document to the Mayor and Town Council soon after the public hearing held on November 20, 2013; and

WHEREAS, the Town of Camden Mayor and Council held first and second readings of this ordinance at their regularly monthly meetings on December 2, 2013, and January 6, 2014 respectively.

NOW, THEREFORE BE IT ENACTED AND ORDAINED by the Mayor and Town Council of the Town of Camden on this 6th day of January, 2014, that this public body hereby adopts the "Town of Camden 2014 Amendment to the 2007 Comprehensive Plan," a copy of which is attached to and made a part of this ordinance.

THE MAYOR AND COUNCIL FURTHER ORDAINS that a copy of the "Town of Camden 2014 Amendment to the 2007 Comprehensive Plan" shall be submitted to the Office of State Planning Coordination.

THE MAYOR AND COUNCIL FURTHER ORDAINS that, pursuant to Title 10, Section 8126 of the Delaware Code, notice of the action taken by this ordinance shall be published in a newspaper of general circulation in the Town; and finally,

THE MAYOR AND COUNCIL FURTHER ORDAINS that this ordinance shall take effect upon adoption.

APPROVED AS TO FORM:

Town Solicitor

Mayor W.G. Edmanson II

Vice Mayor Justin T. King

ATTEST:

Town Manager

Councilman Kevin Casquarelli

Councilman John Green

Councilman Larry Dougherty

1st Reading: DECEMBER 2, 2013

2nd Reading: JANUARY 6, 2013

Public Hearing: JANUARY 6, 2013

Adopted: JANUARY 6, 2013

TABLE OF CONTENTS

Town, County, and State Officials i

Institute for Public Administration ii

Introduction 1

Plan Amendment Process 1
- Planning Commission Recommendation 1
- State Review 2
- Town Council Adoption 2

2013 Amendment 4
- 6.1. Streets 4
- 7.0 Land Use, Zoning, and Growth Management 7
- 7.1 Existing Land Use 7
- 7.2 Future Land Use 8
- 7.3 Land Use and Zoning 9
- 7.4 Growth and Annexation 12

Implementation 13

Maps 13
- Existing Land Use 2013
- Future Land Use 2013
- Existing Zoning 2013
- Proposed Annexation Areas 2013

LIST OF TABLES

Table 2013- 1. Camden Existing Land Use Designations, July 2013 7

Table 2013- 2. Camden Future Land Use Descriptions 8

Table 2013- 3. Camden Existing Zoning Districts, July 2013 10

Table 2013- 4. Camden Land Use and Zoning Link 11

LIST OF FIGURES

Figure 2013- 1. Camden Transportation Issues (DelDOT) 5

Figure 2013- 2. Camden Bypass Concept, Option B (DelDOT) 6

Figure 2013- 3. Camden Land Use Distribution, July 2013 8

Figure 2013- 4. Transfer of Development Rights 9

TOWN, COUNTY, AND STATE OFFICIALS

Town of Camden

Town Council	W.G. Edmanson II, Mayor Justin T. King, Vice Mayor Kevin R. Casquarelli, Councilman Larry L. Dougherty, Sr., Councilman John W. Green, Jr., Councilman
Planning Commission	Mary Ellen Gray, AICP, Chairperson Michael Schock, Vice-Chairperson Sherri Goldsmith, Commissioner Michael Johnson, Commissioner Vacant, Commissioner
Town Attorney	Craig T. Eliassen, Esq.
Town Staff	L. Aaron Chaffinch, Town Manager Amanda Wooleyhand, Account Specialist Jamie Fenske, Town Clerk Harold Scott, Jr., Code Enforcement Officer

Kent County

Levy Court Commission	P. Brooks Banta, District 1 Bradley S. Eaby, District 2 Alan F. Angel, District 3 Eric L. Buckson, District 4 G. Jody Sweeney, District 5 Glen M. Howell, District 6 Terry L. Pepper, At-Large
County Administrator	Michael J. Petit de Mange, AICP
Planning Services Department	Sarah Keifer, AICP, Director

State of Delaware

Governor	Jack Markell
Senate	Brian J. Bushweller, District 17
House of Representatives	Donald A. Blakely, District 34
Office of State Planning Coordination	Constance C. Holland, AICP, Director

INSTITUTE FOR PUBLIC ADMINISTRATION

This Plan Amendment was prepared by the Town of Camden Planning Commission with assistance from the Institute for Public Administration (IPA), a unit within the University of Delaware's School of Public Policy & Administration. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance to agencies and local governments through direct staff assistance and research projects as well as training programs and policy forums.

Institute Director

Jerome R. Lewis, Ph.D.

Camden Plan Amendment Team

Linda P. Raab, AICP, Senior Land Use Planner
BJ DeCoursey, AICP, Assistant Policy Scientist–Planning
Nicole Minni, GISP, Associate Policy Scientist–GIS and Graphics

IPA extends a special thanks to the Camden Town staff for their help with, interest in, and commitment to this Plan Amendment effort.

INTRODUCTION

Title 22, Section 702(e) of the *Delaware Code* requires that:

> *At least every 5 years a municipality shall review its adopted comprehensive plan to determine if its provisions are still relevant given changing conditions in the municipality or in the surrounding areas.*

Camden last adopted a full-blown comprehensive plan in 2007. Since this is the five-year review, the Town has the option of completely rewriting the plan or making amendments to it. The Town has determined that the 2007 plan still is serving the Town well, but the portions of the plan dealing with land use, annexation, and transportation should be amended to reflect development with Town and the annexations that have occurred since 2007. This document presents these amendments.

PLAN–AMENDMENT PROCESS

This section describes the Plan Amendment's adoption process. It includes plan preparation by the Camden Planning Commission, state review under the PLUS process, public outreach, and Town Council adoption.

Planning Commission Recommendation

Title 22, Section 702(a) of the *Delaware Code* assigns responsibility for comprehensive plan preparation to municipal planning commissions. On June 19, 2013, the Camden Planning Commission met with planners from the Institute for Public Administration (IPA) and the office of State Planning Coordination (OSPC) to initiate preparation of this Plan Amendment. At that meeting, the Commission reviewed the 2007 plan and concluded that:

- Much of the 2007 plan is adequate and will guide Camden for the next five years.
- The sections of the plan dealing with land use should be amended to reflect development within Town and the annexations that occurred since 2007.
- The transportation section should be amended to include a Delaware Department of Transportation (DelDOT) capital improvement project. The "Concept B" bypass plan was developed in 2009 and approved by Town Council. Early in 2010, it was submitted for PLUS review. Subsequently, OSPC asked that the proposal be included in the Town's next plan update or amendment in order for the Town's comprehensive plan to officially endorse the proposed bypass.

On August 14, 2013, the Commission held a public workshop to present a draft of this Plan Amendment to the public and solicit comments on it. No members of the public attended this meeting.

Following state review of the Plan Amendment, the Planning Commission held a public hearing on November 20, 2013. The purpose of this hearing was to review the PLUS comments, solicit additional public comment, and make a recommendation to the Town Council.

On November 8, 2013, notice of the Planning Commission's hearing was posted as follows:

- On the electronic sign;
- On the official bulletin boards;
- On the official Town of Camden Web Site.
- In the Delaware State News; and
- In the Dover Post

Approximately 8 persons attended this hearing. The public comments centered on questions and answers about the Plan–Amendment document.

After considering the PLUS comments and public input, the Planning Commission transmitted a recommended Plan–Amendment document to the Town Council.

State Review

Title 29, Section 9103 of the *Delaware Code* requires review of and comment on county and municipal comprehensive plans, including plan amendments, prior to adoption. The Office of State Planning Coordination (OSPC) organizes the comment process and works with each jurisdiction on items recommended for inclusion in the adopted document.

The state review is based on statewide land development goals, policies and criteria established by the Governor, the Cabinet Committee on State Planning Issues, state laws or regulations, or the State's most recent capital budget. It is not intended to preempt, replace, or override local planning efforts. Its primary focus is the "… potential fiscal impacts of the proposed county or municipal comprehensive plan as they relate to State-funded infrastructure and services, including but not limited to transportation, water and sewer systems, public schools, affordable housing, and public safety."

On September 25, 2013, OSPC and the state agencies involved in the PLUS process reviewed the draft Plan Amendment. In a letter dated October 23, 2013, OSPC registered no objection to the Plan Amendment and provided a number of suggestions for the Town to consider in the final Plan–Amendment document.

Town Council Adoption

This section outlines the Town Council's adoption process.

First Reading

Ordinance #2014-O-01 was introduced and read for the first time at the Town Council's regular meeting of December 2, 2013. Notice of this meeting was given by posting the agenda on November 25, 2013, in the following manner:

- On the electronic sign;
- On the official bulletin boards;
- On the official Town of Camden Web Site.

Second Reading and Vote to Adopt

On January 6, 2014, Ordinance #2014-O-01 was read for the second time, and the Town Council held a public hearing. The purpose of this hearing was to receive the Planning Commission's recommendation and to solicit comments from the public. Notice of the meeting, at which this hearing took place, was given by posting the agenda on December 20, 2013 in the following manner:

- On the electronic sign;
- On the official bulletin boards;
- On the official Town of Camden Web Site
- In the Dover Post;
- In the Delaware State News.

Approximately 20 people attended the town council meeting. Of these, six persons asked questions about, or made comments on, the plan.

After considering the Planning Commission's recommendation and public testimony, the Town Council adopted this Plan Amendment by unanimous vote.

2013 AMENDMENT

This Plan Amendment:

1. Adds information about the Camden Bypass to the last paragraph in "Section 6.1 Streets."
2. Replaces "Section 7.0 General Land Uses," "Section 7.1 Land Use," "Section 7.2 Land Use Plan" pages 57- 61, Section 7.4 Redevelopment" on page 66, and "Section 8.2.7 Annexation & Plan of Services" on pages 80-84 with the following.
3. Moves "Section 7.3 Survey Results" on pages 62-66 to the beginning of Appendix A.

6.1. Streets

Add the following to the last paragraph in "Section 6.1 Streets."

In 2009, DelDOT, in collaboration with the Town, completed a planning study of the area in and around Camden to address transportation needs that had been identified by the Town. The study primarily focused on U.S. 13, U.S. 13A (designated as Main Street/Upper King Road), State Route (SR) 10 (designated as Camden-Wyoming Avenue in Town), and South Street.

The Town had identified several issues of concern with regards to traffic in Town, as noted below:

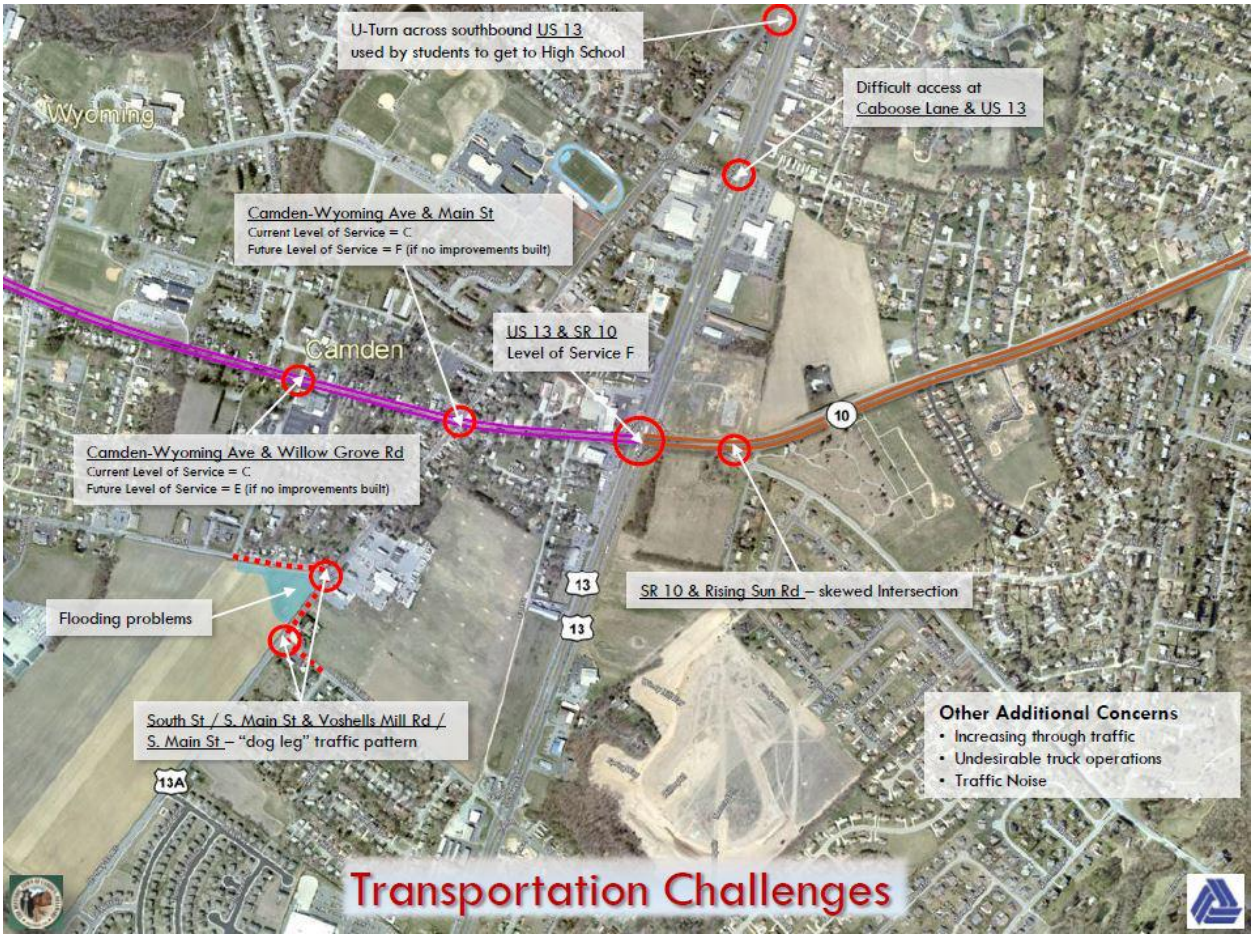
- Increased through traffic on Camden-Wyoming Avenue
- Undesirable truck operations on Camden-Wyoming Avenue and Main Street (possible adverse impacts on the Historic District)
- Increased traffic noise in downtown

Based on projected traffic volumes, the DelDOT planning study identified three intersections that would experience a very poor or failing level of service:

- U.S. 13/SR 10
- Camden-Wyoming Avenue/Main Street
- Camden-Wyoming Avenue/Willow Grove Road (SR 10)

Further transportation challenges identified by the Department (see Figure 2013-1) included geometric deficiencies created by the dog-leg traffic pattern at South Street/Main Street/Voshells Mill Road, the intersection skew at SR 10/Rising Sun Road, and delays encountered at the U.S. 13/Caboose Road intersection.

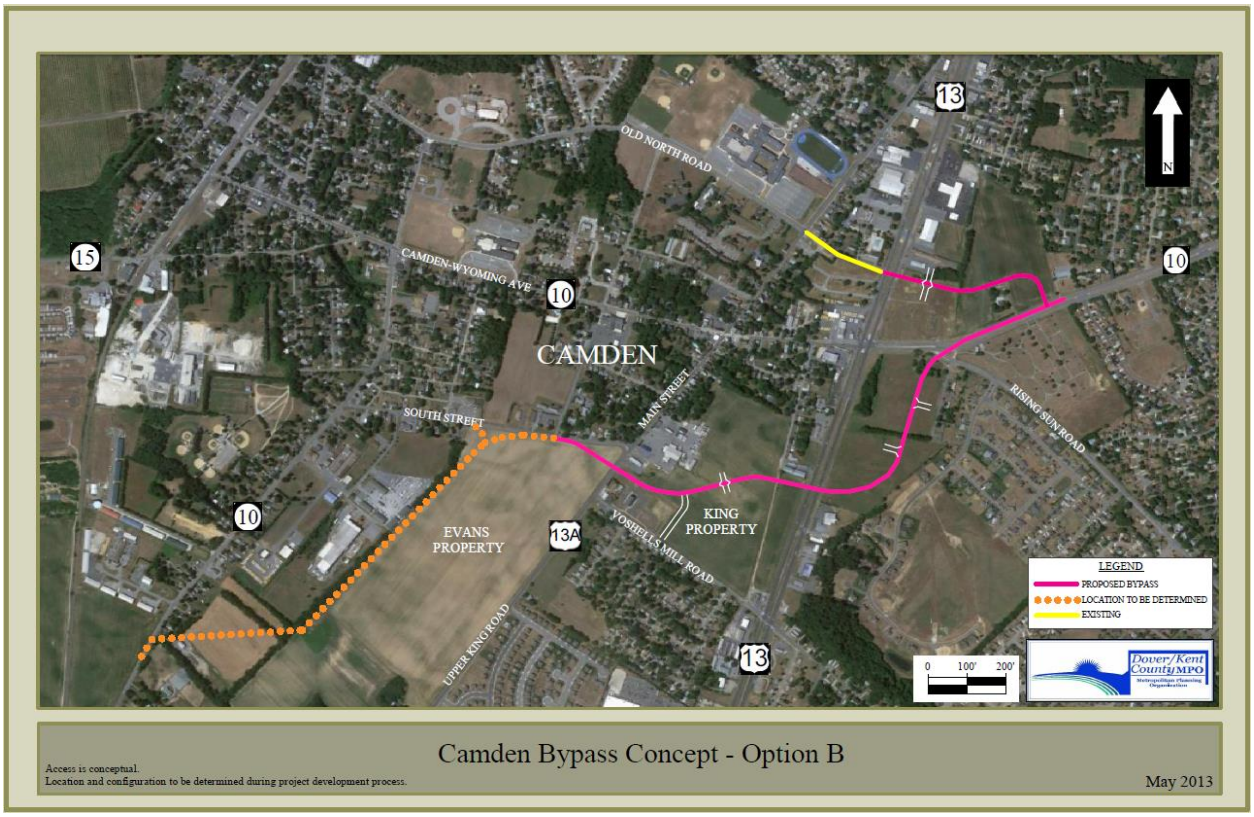
Figure 2013- 1. Camden Transportation Issues (DelDOT)



The Department developed two conceptual improvement options in order to address the identified transportation needs. While there were differences between the two alternatives, both options extended Old North Road and South Street to the east of U.S. 13, to essentially provide an east-west bypass of SR 10.

Both options were presented to the Camden Town Council in October 2009. Following a public workshop in November 2009, the Town Council voted to approve Concept B as the recommended alternative in December 2009. Concept B is shown in Figure 2013-2, below.

Figure 2013- 2. Camden Bypass Concept, Option B (DelDOT)



Following the Town's vote to approve Concept B, Camden submitted its favored proposal to the OSPC for review via its preliminary land use survey (PLUS) review process. OSPC's review noted that employees at the Department of Agriculture offices on U.S. 13 welcomed any traffic mitigation on the highway, as they reported difficulty exiting their parking lot. Also, the State Historic Preservation Office (SHPO) approved of the planned diversion of truck traffic away from historic Camden. It did note that the bypass could potentially threaten other (possibly unrecorded) archeological sites in its vicinity, but pledged to work with DelDOT throughout the process to mitigate any impacts.

OSPC advised the Town to include a description and map(s) of the project in its next comprehensive plan update or amendment, in order for it to become part of its official and certified comprehensive plan. That is the intent of this amendment.

7.0. Land Use, Zoning, and Growth Management

1. Replaces "Section 7.0 General Land Uses," "Section 7.1 Land Use," "Section 7.2 Land Use Plan" pages 57- 61, Section 7.4 Redevelopment" on page 66, and "Section 8.2.7 Annexation & Plan of Services" on pages 80-84 with the following.
2. Moves "Section 7.3 Survey Results" on pages 62-66 to the beginning of Appendix A.

7.1 Existing Land Use

Existing land use is a snapshot of a municipality's current development pattern. The "Existing Land Use" map depicts Camden's current development pattern. This map identifies the land use for each parcel as of July 2013.

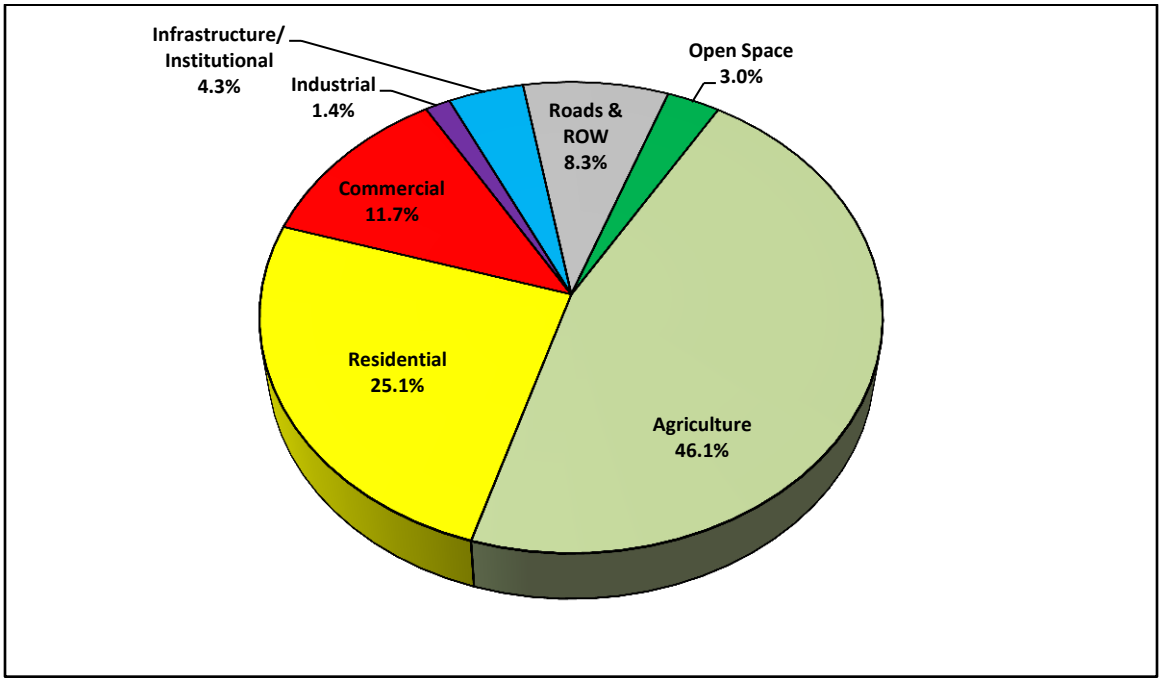
Table 2013-1 below explains how land was classified into the uses shown on the "Existing Land Use" map.

Table 2013- 1. Camden Existing Land Use Designations, July 2013

Land Use	Description
Agriculture	Land actively being farmed
Open Space	Public open space
Residential	Areas developed with any type of dwelling unit or similar use
Commercial	Areas developed with retail, office, service and similar uses
Industrial	Areas developed with manufacturing, processing, and similar uses
Infrastructure /Institutional	Federal, state, and local facilities, public safety (police and fire) facilities, public and private schools; places of worship; public works buildings or similar uses and uses associated with infrastructure such as electricity, gas, water supply and wastewater treatment or similar uses
Other	Public (but not private) rights-of way, roadbeds, railroads, reserved rights-of-way, roads, streets, other unzoned land

Figure 2013-3 below summarizes the distribution of land uses with the Town. As the chart shows, 46 percent of Camden is Agriculture. Most of this land is located in the south and west parts of the Town and in the center of Town on the west side of Upper King Road just south of South Street where 137 acres remain in agriculture. Slightly more than 25 percent of Camden's land is residential. Highway-oriented commercial areas, located primarily along U.S. Route 13 and clusters of small-scale retail, service, and office uses comprise nearly 12 percent of Camden's land uses, and are found along Camden-Wyoming Avenue, South Street, Upper King Road, and Willow Grove Road. Institutional uses and infrastructure are located throughout the town and account for 4.3 percent of land uses.

Figure 2013- 3. Camden Existing Land Use Distribution, July 2013



7.2 Future Land Use

The "Future Land Use" map depicts Camden's desired development pattern within the Town boundary. Table 2013-2 describes how the land uses depicted on the map were developed.

Table 2013- 2. Camden Future Land Use Descriptions

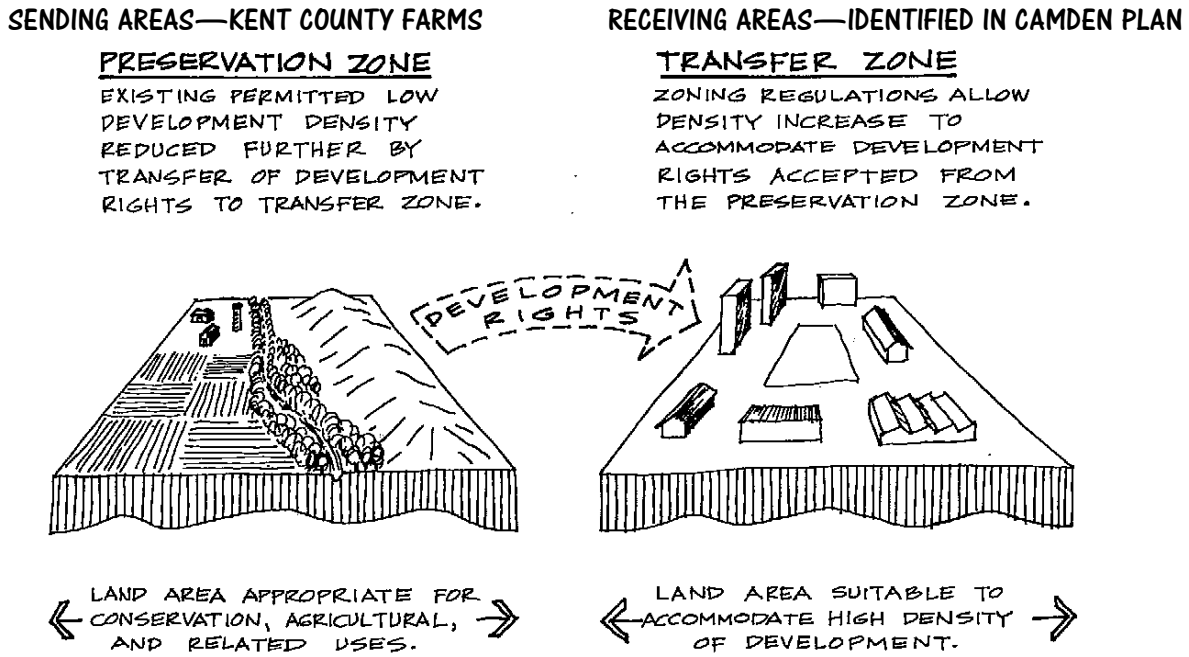
Land Use	Description
Parks/Open Space	Areas intended for public open space
Residential TDR Receiving Area	Areas suitable for receiving areas under Camden's transfer of development rights (TDR) program with applications for rezoning evaluated on a case-by-case basis
Residential	Areas intended for development with dwellings or similar uses
Commercial	Areas intended for development with retail, office, service, or similar uses
Mixed Use	Areas suitable for mixed use developments; intended that this designation will enable the adoption of land use regulations that encourage the development of communities with mixes of residential and commercial uses.
Infrastructure/ Institutional	Areas suitable for, or depicting current locations of, institutional uses, infrastructure, or other compatible uses

Residential communities are recommended for most of the areas already so developed. Commercial areas are recommended along U.S. 13, Upper King Road/Main Street, and Willow Grove Road south of South Street and on Camden-Wyoming Avenue between Main and West Streets. No areas within Camden are proposed to be developed with industrial uses. Mixed Use is proposed for a number of properties, most of which are undeveloped.

The future land use map identifies about 590 acres as "Residential TDR Receiving Areas." Figure 2013-4 illustrates how a TDR (Transfer of Development Rights) program works. As the graphic shows, the system consists of sending and receiving areas. Sending areas are those suitable for preservation, farming, or conservation, and they are often located in rural areas where urban services are not intended to be provided. Receiving areas generally are those that can accommodate increased density and are most often located in more areas where infrastructure and urban services are in place or can easily be provided.

The Camden Town Council adopted a TDR program on September 10, 2007 (Ordinance 2007-102). It includes regulations governing density credits, uses, site layout, architectural design, open space and recreation facilities. Each project proposed for rezoning under this program will be reviewed on a case-by-case basis.

Figure 2013- 4. Transfer of Development Rights



Source: Moskowitz & Lindbloom, *The Latest Book of Development Definitions*, New Brunswick: Center for Urban Policy Research, Rutgers–The State University of New Jersey, 2004, page 411.

7.3 Land Use and Zoning

Zoning is the chief means for implementing the comprehensive plan, consisting of a written document and a map. The map shows a number of districts or zones into which the municipality is divided in order to regulate the use of land. The document specifies the types of activities (uses) that can occur in each district either as a matter of right (in all circumstances) or under certain conditions (conditional uses). It also regulates building height, lot sizes, setbacks, yards and green space, the number and sizes of signs, and space for off-street parking.

Zoning works with subdivision regulations. Subdivision refers to the process of splitting up or assembling land for development. The regulations governing this process designate utility

locations, street rights-of-way, open space, and common areas. They also outline the services, such as water, sewer, gas, and electricity, and amenities that a developer must supply prior to sale of subdivided (or assembled) land.

Some municipalities incorporate environmental-protection or design standards in zoning ordinances and/or subdivision regulations, while others have stand-alone ordinances with cross-references to zoning, subdivision, and other applicable ordinances. Camden has adopted a number of stand-alone ordinances including:

- Land Use and Subdivision Regulations—Ordinance 82
- Title Subdivision Plans—Ordinance 87
- Transfer of Development Rights—Ordinance 2007-101
- Source Water Protection Area Ordinances—Ordinance 2008-O-02
- Flood Damage Protection Ordinance—2008-O-12.

7.3.1 Zoning Districts

The "Existing Zoning" map depicts Camden's zoning districts as of August 2013, and Table 2013-3 below summarizes the uses allowed in each district.

Table 2013- 3. Camden Existing Zoning Districts, July 2013

Zoning District	Permitted Use Summary
P	Single-family detached homes on minimum one-acre lots as conditional uses; private recreational uses
AG	Agricultural activities; single-family detached homes on minimum one-acre lots as conditional uses; increased density applicable if development rights acquired under Transfer of Development Rights (TDR) program
R-1	Single-family, detached dwellings with minimum 5,000 square-foot lots; variety of institutional and accessory uses
R-2,	Single-family, detached dwellings with minimum 12,000 square-foot lots; 2-family dwellings; variety of institutional and accessory uses; mixed uses and densities allowed as conditional uses
R-3	Single-family, detached dwellings with minimum 12,000 square-foot lots; 2-family dwellings, townhouses, apartments; variety of institutional and accessory uses; mixed uses and densities allowed as conditional uses
R-4	Manufactured Homes only
R-5	Zone to be written that provides for mixes of residential or residential and commercial incorporating Traditional Neighborhood Design (TND) principles
C-1	Retail, service, and offices uses; variety of institutional and accessory uses
C-2	Retail, service, and offices uses; food processing, heavy and light manufacturing; variety of institutional and accessory uses
Heritage Overlay	Same as underlying zone
Historic Overlay	Same as underlying zone

Sources: Town of Camden Zoning Code, Ordinance 96, adopted February 7, 2011 updated by Town of Camden staff review; Transfer of Development Rights Ordinance 2007-102, adopted September 10, 2007.

7.3.2 Relationship Between Land Use and Zoning

The link between land use and zoning is important because Title 22, Section 702(c) of the *Delaware Code* requires that Camden must:

> *…within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan.*

Table 2013-4 shows the relationship between the future land use designations depicted on the future land use map and the zoning districts summarized in Table 2013-3. This table describes how Camden's zoning districts might match up with the land uses recommended on the future land use map. These match ups are intended as guidance for the Town Council to consider during the rezoning process. They are not intended to preclude the development of new zoning districts or revisions to the zoning ordinance, the subdivision ordinance, or any other land use regulations.

Table 2013- 4. Camden Land Use and Zoning Link

Land Use Designation	Corresponding Zoning District(s)
Parks/Open Space	P
Residential	R-1, R-2, R-3, R-4, R-5
Commercial	C-1, C-2
Residential TDR Receiving Area	AG
Mixed Use	R-5, or any combination of R-1, R-2, R-3, R-4, C-1, or C-2 that creates a mix of dwelling types and/or a mix of dwelling types and commercial uses
Infrastructure/Institutional	All Zoning Districts
All Land Uses	Heritage Overlay
All Land Uses	Historic Overlay

7.3.3 Zoning Text and Map Recommendations

This section identifies changes to the zoning map for consideration in the comprehensive rezoning that must occur following adoption of this Plan Amendment and revisions to the text of the zoning ordinance for consideration.

Zoning Ordinance Text

The following are changes to the zoning text identified during preparation of this Plan Amendment that should be considered.

- Form a committee to work with the Planning Commission to review the entire zoning ordinance for errors, omissions, and consistency.
- Change the current provision where rezoning applications are reviewed by the Board of Adjustment before Town Council action to a provision charging the Planning Commission with this responsibility.

- In conjunction with revisions to the zoning map during the comprehensive rezoning following adoption of this Plan Amendment, use GIS to analyze the sizes of all existing residential lots.
  - Place lots that meet the minimum lot size for R-1 in the R-1 Zone.
  - Consider consolidating entire in-town neighborhoods in the R-1 Zone regardless of size.
  - Consider placing larger lots meeting the minimum R-2 lot size in the R-2 Zone, except where classified as an "in town neighborhood."
- Research and write text for the R-5 Zone, Traditional Neighborhood Development.

Zoning Map

The following are changes to the zoning map to be considered during the comprehensive rezoning following adoption of this Plan Amendment.

- Change businesses on east side of North Main Street from R-1 to C-1 so that they are conforming uses rather than conditional uses.
- In conjunction with revisions to the zoning ordinance, use GIS to analyze the sizes of all existing residential lots.
  - Place lots that meet the minimum lot size for R-1 in the R-1 Zone.
  - Consider consolidating entire in-town neighborhoods in the R-1 Zone regardless of size.
  - Consider placing larger lots meeting the minimum R-2 lot size in the R-2 Zone, except where classified as an "in town neighborhood."

7.4 Growth and Annexation

Section 3 of Camden's charter authorizes the Town "… to annex any additional contiguous territory adjoining the corporate limits of the Town" and goes on to outline the initiation of and procedures for annexation. Title 22, Section 101(2) of the *Delaware Code* clarifies that "contiguous" means that some part of a parcel proposed for annexation must be coterminous with the boundaries of the annexing municipality and roads or rights-of-way cannot be used to create "corridor" annexations.

7.4.1 Annexations Since 2007

Between 2007 and 2013, Camden annexed more than 850 acres. Most of this acreage is located in the south and west parts of the Town including Savannah Farms, Farmlands, and Fifer-Dundee. Several small parcels along U.S. Route 13 also have been annexed. Nearly all of the annexed properties remain undeveloped.

7.4.2 Annexation Areas

An important factor to consider when identifying properties for annexation is the economic feasibility of providing public services. Camden should give high priority to areas where town services can be extended easily and economically. When considering annexation of a

developed area, Camden also must evaluate the condition of the area's existing infrastructure. In some cases, the costs of bringing roads, street lighting, and stormwater-management facilities into compliance with Camden's standards may exceed the revenues and other benefits of annexation.

Another factor is plans and policies of other governmental entities. High priority must be given to the state investment strategies, because they indicate where the state is most likely to allocate its resources. Applicable Kent County policies should be taken into account. Consideration must also be given to Delaware's and Kent County's farmland-preservation programs.

Drawing on the criteria outlined above, the "Proposed Annexation Areas" map identifies properties to be considered for annexation in this Plan Amendment and their land use designations. As the map shows, the proposed land use for each property is compatible with existing development on, and proposed development for, adjacent properties. With the exception of a few, small, Level 4 parcels between Tuxedo Lane and Steeles Ridge Road north of the Woodside town boundary, Camden's annexation areas are in Levels 1, 2, or 3.

IMPLEMENTATION

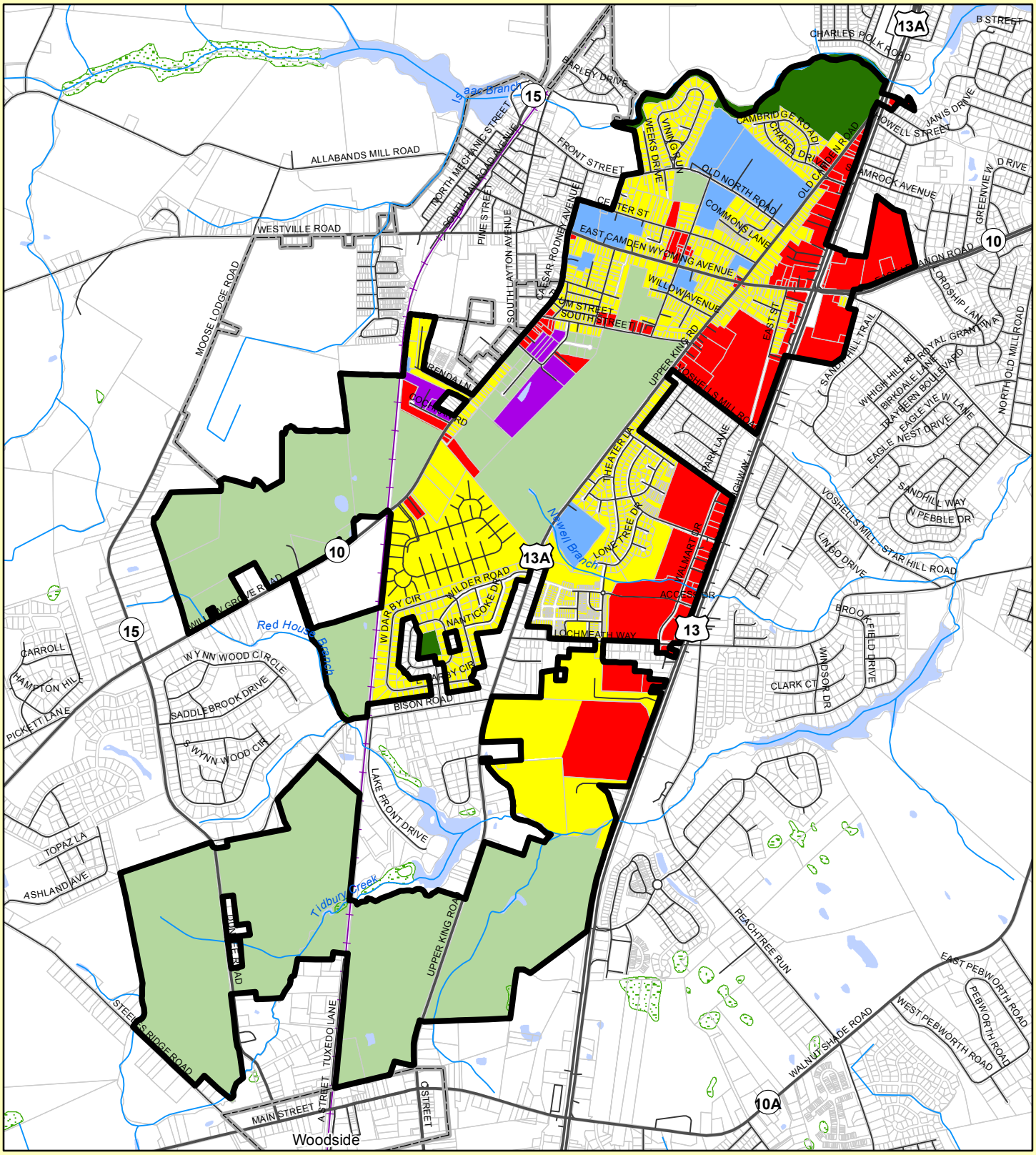
This section summarizes the provisions of the *Delaware Code* that must be complied with following adoption of this Plan Amendment.

- Section 702(c)—Adopt comprehensive rezoning within 18 months after adopting this Plan Amendment.
- Section 702(e)—Fully update entire comprehensive plan by May 5, 2018.
- Section 702(f)—Submit annual reports to OSPC each July 1.

MAPS

This Plan Amendment hereby replaces the following maps in Appendix B of the 2007 Plan.

2007 Plan Map Title	**2013 Plan Amendment Map Title**
Existing Land Use	Existing Land Use 2013
Future Land Use	Future Land Use 2013
Current Zoning	Existing Zoning 2013
Annexation Plan	Proposed Annexation Areas 2013



Canden Boundary

Existing Land Use

- Agriculture
- Commercial
- Residential
- Industrial
- Infrastructure/Institutional
- Open Space
- Other Municipal Boundaries

- Kent County Parcels
- Major Routes
- Centerline Roads
- Railroads
- Stream or River
- Water Bodies
- Swamp/Marsh

Town of Camden

Kent County, Delaware

Existing Land Use 2013

Adopted 01/06/2013

Ordinance #2014-O-01

0 600 1,200 2,400 3,600 4,800 Feet

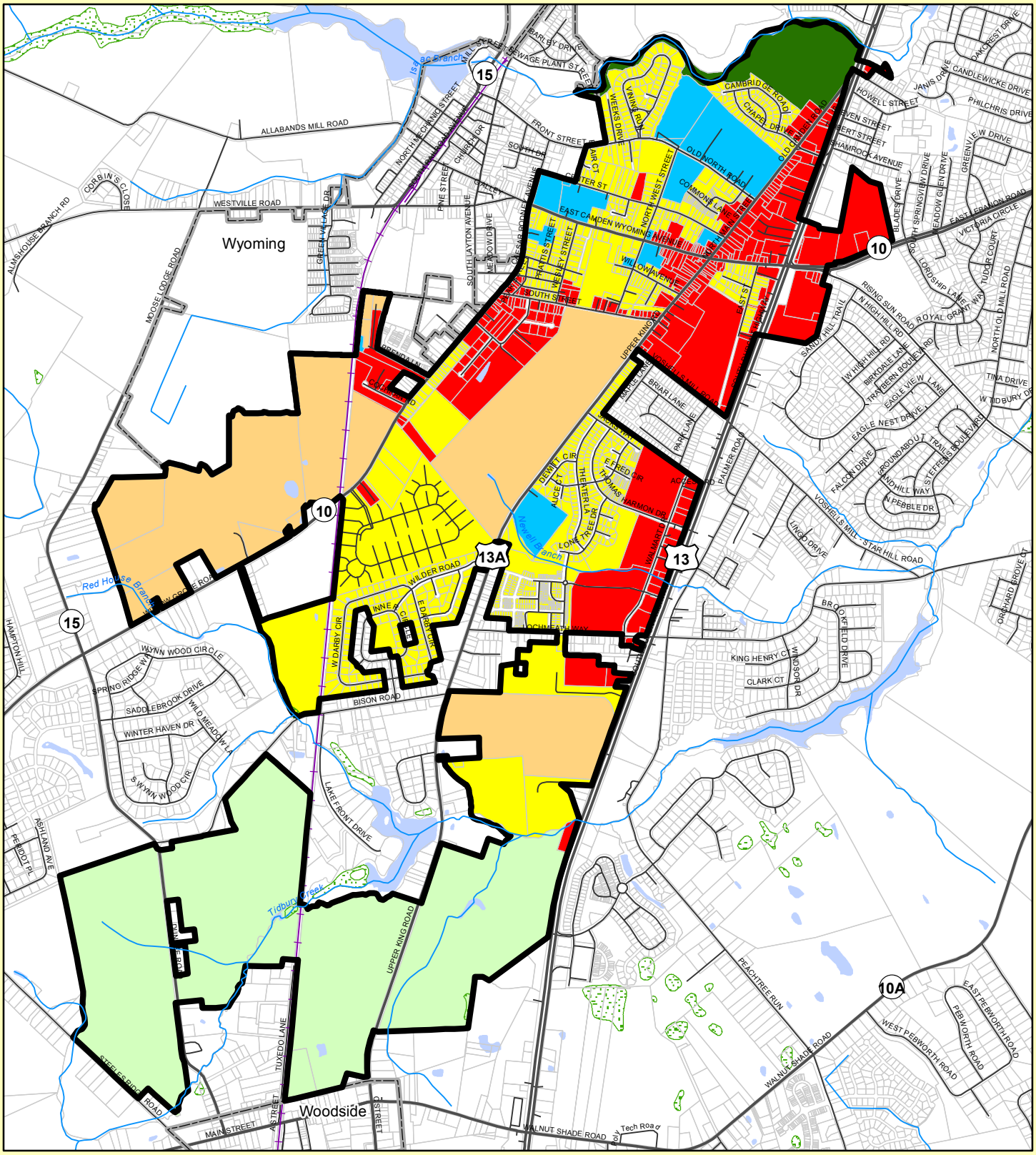
Sources:
Existing Land Use Designations - Town of Camden 2007 Comprehensive Plan, May 5, 2008, updated by Camden town staff and IPA, 11/13.
Parcels and Municipal Boundaries - Kent County GIS and Mapping, 07/19/2013.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.

Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

UNIVERSITY OF DELAWARE

www.ipa.udel.edu

institute for Public Administration



Future Land Use

- Residential
- Residential TDR Receiving Area
- Mixed Use
- Commercial
- Parks/Open Space
- Infrastructure/Institutional
- Canden Boundary
- Other Municipal Boundaries

- Major Routes
- Centerline Roads
- Railroads
- Stream or River
- Water Bodies
- Swamp/Marsh

Town of Camden

Kent County, Delaware

Future Land Use 2013

Adopted 01/06/2013

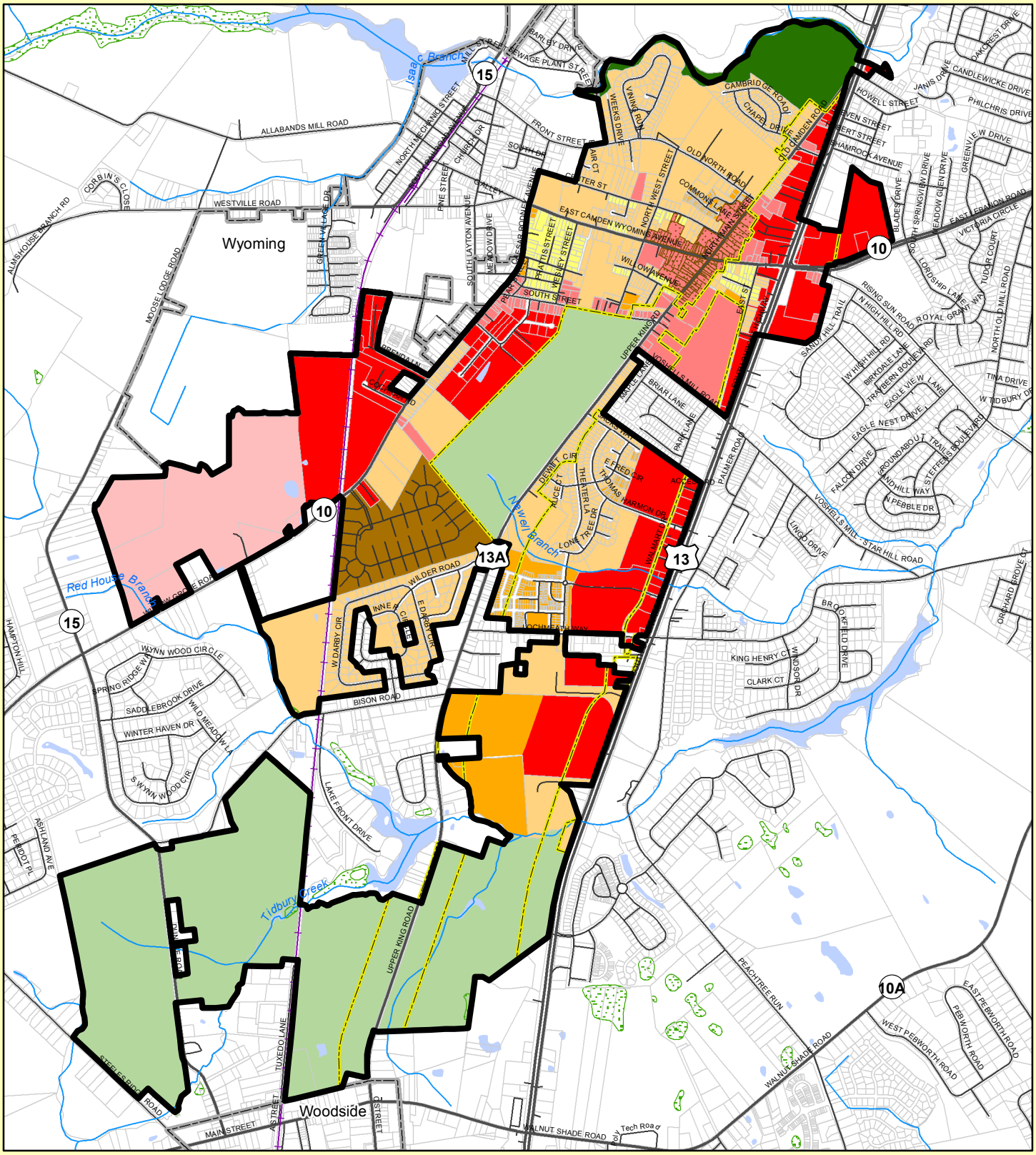
Ordinance #2014-O-01

0 550 1,100 2,200 3,300 4,400 Feet

Sources:
Future Land Use Designations - Town of Camden 2007 Comprehensive Plan, May 5, 2008, updated by Camden town staff and IPA, 11/13.
Parcels and Municipal Boundaries - Kent County GIS and Mapping, 07/19/2013.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.

Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

UNIVERSITY OF DELAWARE
www.ipa.udel.edu
institute for Public Administration



Canden Boundary
2013 Zoning
AG
P
R-1
R-2
R-3
R-4
R-5
C-1
C-2
Other Municipal Boundaries
Historic District
Heritage Zone Overlay
Stream or River
Railroads
Major Routes
Centerline Roads
Kent County Parcels
Water Bodies
Swamp/Marsh

Town of Camden
Kent County, Delaware

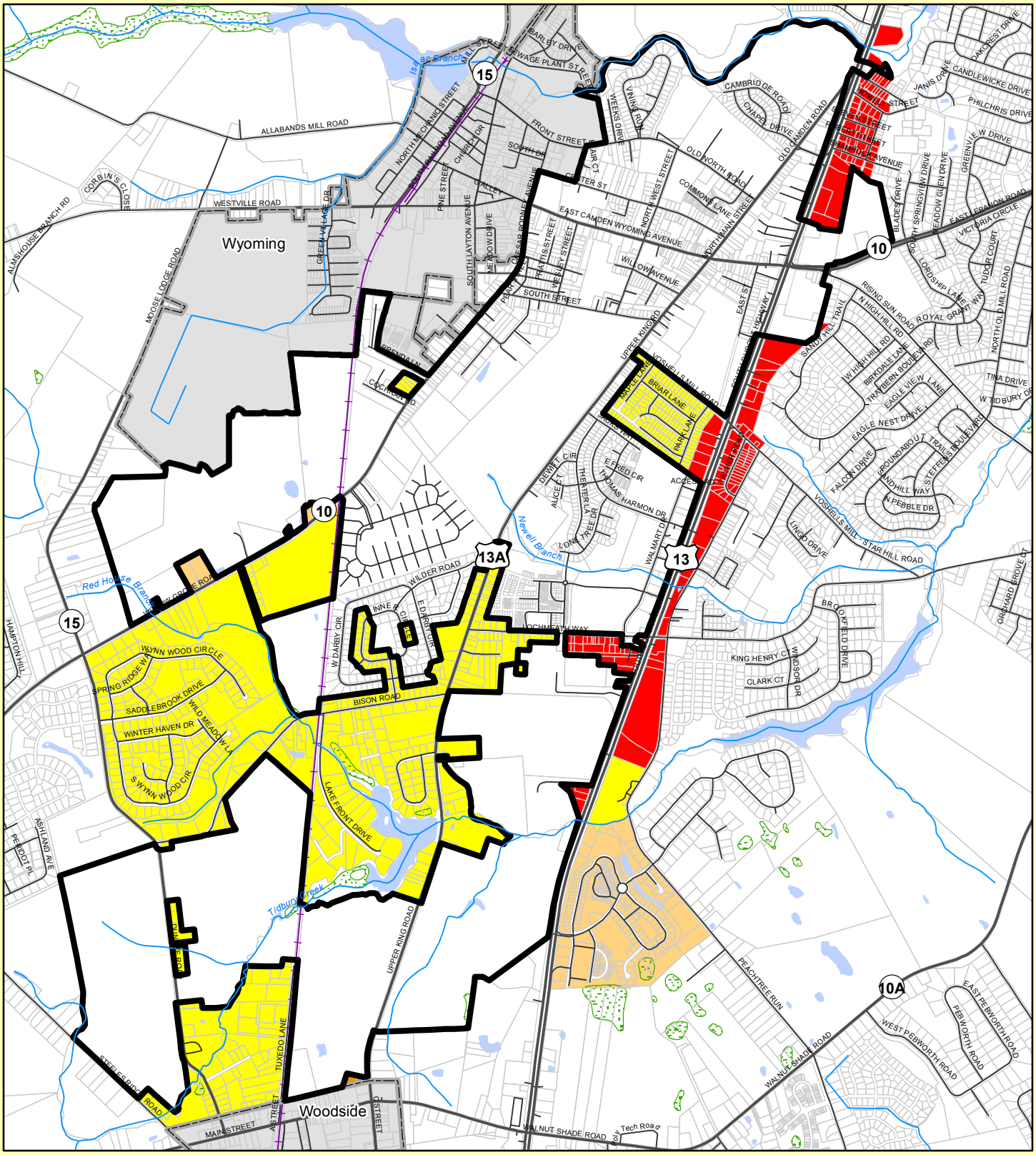
Existing Zoning 2013
Adopted 01/06/2013
Ordinance #2014-O-01

0 550 1,100 2,200 3,300 4,400 Feet

Sources:
Zoning Districts - "Town of Camden Zoning District Map, revised 01/11/2011" posted on Camden Town website, updated by Camden town staff and IPA, 11/13.
Parcels and Municipal Boundaries - Kent County GIS and Mapping, 07/19/2013.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.

Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

University of Delaware
www.ipa.udel.edu
institute *for* Public Administration



Proposed Annexation Areas

- Residential
- Residential TDR Receiving Area
- Mixed Use
- Commercial
- Canden Boundary
- Other Municipal Boundaries
- Major Routes
- Centerline Roads
- Railroads
- Stream or River
- Water Bodies
- Swamp/Marsh

Town of Camden

Kent County, Delaware

Proposed Annexation Areas 2013

Adopted 01/06/2013

Ordinance #2014-O-01

0 550 1,100 2,200 3,300 4,400 Feet

Sources:
Proposed Annexation Areas and Future Land Use data - Originated fromTown of Camden 2007 Comprehensive Plan, May 5, 2008, updated by Camden town staff and IPA, 11/13.
Parcels and Municipal Boundaries - Kent County GIS and Mapping, 07/19/2013.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.

Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

UNIVERSITY OF DELAWARE

www.ipa.udel.edu

institute *for* Public Administration

APPENDIX A
Preliminary Land Use
Service (PLUS) Review

STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF STATE PLANNING COORDINATION

October 23, 2013

Mr. Aaron Chaffinch
Town Manager
Town of Camden
1783 Friends Way
Camden, DE 19934

RE: PLUS review 2013-09-02, Town of Camden Comp Plan Amendment

Dear Mr. Chaffinch,

Thank you for meeting with State agency planners on September 25, 2013 to discuss the proposed Comprehensive Plan Amendment for the Town of Camden. According to the information received, the plan amendment incorporates DelDOT's "Camden By-Pass Option B" plan and also seeks to coordinate and harmonize the Town's future land use maps and land use regulations to reflect current conditions and recent development.

Please note that changes to the plan, other than those suggested in this letter, could result in additional comments from the State. Additionally, these comments reflect only issues that are the responsibility of the agencies represented at the meeting.

Office of State Planning Coordination – Contact David Edgell 739-3090
Our office has no objections to the proposed Plan Amendment. The amendment incorporates numerous corrections intended to coordinate the Land Use Plan with the Town's Zoning Ordinance and other ordinances. The Delaware Code intends for a local government's comprehensive plan to guide the preparation and adoption of land use regulations intended to implement the plan. Any effort to ensure the plan and ordinances are in harmony is supported by our office. In addition, we note that this amendment will formally adopt the "Camden By-Pass Option B" into the plan. This will provide predictability to both DelDOT and the development community as these areas of town continue to grow and the need for transportation improvements increases.

Recommendations: Our office strongly recommends that the Town consider these recommendations from the various State agencies as you review your plan for final approval. This office has received the following comments from State agencies:

State Historic Preservation Office – Contact Terrence Burns 736-7404

- This comprehensive amendment makes no substantial changes to the plan's sections on historic resources. SHPO applauds Camden's participation in the Transfer of Development Rights program, which can assist in the protection of our farming heritage and archaeological sites that may be on those protected farms. SHPO appreciates Camden's participation in the consultations with DelDOT on changes to the transportation patterns that ultimately will improve noise and vibration issues that Camden's historic properties face now. The Town may be aware that this office has been working [with the Camden Historical Society] over the last year on an update to the Camden Historic District National Register nomination, to better describe and define the properties contributing to the district and to make some changes to the boundary. This will fulfill an effort begun in the 1990s by this office and the then Kent County Preservation Planner, in which an updated district nomination was drafted but never submitted to the Keeper of the National Register. If you have any questions or concerns, please contact Alice Guerrant at 302-736-7412.

Department of Natural Resources and Environmental Control – Contact Kevin Coyle 735-3495

- The language contained on page 9 of the 2013 Amendment to the 2007 Camden Comprehensive Plan, Planning Commission Review Draft 08/14/2013, discusses environmental protection stand-alone ordinances adopted by the Town. The bullets include "Source Water Protection Areas - Ordinance 77" and "Source Water Protection Area Ordinances - Ordinance 2008-O-02." Source Water Protection Areas - Ordinance 77 was submitted to the Department and it was determined that the ordinance was not protective of the resource. It contradicts Source Water Protection Area Ordinances - Ordinance 2008-O-02, which was found to be protective. References to Source Water Protection Areas - Ordinance 77 should be deleted from this plan amendment, the Town Code, and the Town's webpage. Source Water Protection Area Ordinances - Ordinance 2008-O-02 should be the only ordinance referenced.

Department of Transportation – Contact Bill Brockenbrough 760-2109

- In the list of Town, County and State Officials on page i, Michael Petit de Mange and Constance Holland are recognized for their membership in the American Institute of Certified Planners (AICP). It should be recognized that Mary Ellen Gray and Sarah Keifer have the same credential.

- What comments were received at the August 14 public workshop mentioned on page 1? How many people attended? A brief summary should be included in the text. Depending on the number and nature of the comments, it may be appropriate to include a table of comments and responses as an appendix.

- DelDOT is pleased that the Town has included the Option B Bypass Concept, shown and discussed on page 5, in the Plan. Doing so recognizes the work that the Town and DelDOT have done in planning for the Bypass and establishes it as something that the Town wants to have happen.

DelDOT recommends that text be added saying what the Town intends do to get the Bypass built. What will the Town do to advocate for its construction? When properties along the path of the Bypass are proposed for development or redevelopment, what will the Town require their owners to do? As appropriate, DelDOT recommends that the Town contact Director of Planning, Mr. Drew Boyce, to discuss these matters. Mr. Boyce can be reached at (302) 760-2111.

- As proposed, the existing and future land use designations and descriptions, on pages 6 and 7, are similar but different. As the current effort is a limited one, DelDOT does not suggest that the Town change them now, but in the next Plan, we recommend that the Town consider adjusting them to better enable comparison between existing and future conditions. For example, the existing land uses include industrial and utility uses. DelDOT understands that no new industrial lands are proposed and we would not expect a large increase in land used for utilities, but is it proposed that the existing uses would disappear? Certainly utilities would seem to be a necessity.

- Related to the above comment, Table 2013-4 on page 10 does not indicate what zoning districts accommodate, or would accommodate, industrial and utility uses. If the intention is to make existing industrial uses legal non-conforming and to allow utilities in all districts, that should be made clear.

Once the amendment is adopted by the Planning Commission and Town Council, please forward a copy of the decision regarding the amendment to this office for our files. Thank you for the opportunity to review this amendment. If you have any questions, please contact me at 302-739-3090.

Sincerely,

Constance C. Holland, AICP
Director, Office of State Planning Coordination

cc: Jamie Fenske
Linda Raab

APPENDIX B
Camden Response to
Preliminary Land Use
Service (PLUS) Review

Mayor & Council
W.G. Edmanson II, Mayor
Justin T. King, Vice Mayor
Kevin R. Casquarelli, Councilman
Larry L. Dougherty, Councilman
John W. Green, Jr., Councilman

November 21, 2013

Mrs. Constance C. Holland, AICP
Director, Office of State Planning Coordination
Haslet Armory
122 William Penn Street
Dover, DE 19901

RE: Responses to PLUS Review Comments, Comprehensive Plan Amendment

Dear Mrs. ~~Holland~~ Connie,

The reason for this correspondence is to provide the Office of State Planning Coordination with the Town of Camden's responses to the comments and/or recommendations made by the various state agencies who attended our PLUS Hearing on September 25, 2013. Attached, please find those aforementioned responses.

If you have any questions, don't hesitate to contact me by email or telephone. Additionally, I want to thank you most sincerely for all the assistance your office has provided during this process.

Very truly yours,

L. Aaron Chaffinch

L. Aaron Chaffinch
Town Manager

1783 Friends Way, Camden, DE 19934 (Tel) 302.697.2299 (Fax) 302.697.9115 www.camden.delaware.gov

State Historic Preservation Office – Contact Terrence Burns 736-7404

Comment

This comprehensive amendment makes no substantial changes to the plan's sections on historic resources. SHPO applauds Camden's participation in the Transfer of Development Rights program, which can assist in the protection of our farming heritage and archaeological sites that may be on those protected farms. SHPO appreciates Camden's participation in the consultations with DelDOT on changes to the transportation patterns that ultimately will improve noise and vibration issues that Camden's historic properties face now. The Town may be aware that this office has been working [with the Camden Historical Society] over the last year on an update to the Camden Historic District National Register nomination, to better describe and define the properties contributing to the district and to make some changes to the boundary. This will fulfill an effort begun in the 1990s by this office and the then Kent County Preservation Planner, in which an updated district nomination was drafted but never submitted to the Keeper of the National Register. If you have any questions or concerns, please contact Alice Guerrant at 302-736-7412.

Response

The town enjoys a continuing relationship with the Friends of Historic Camden. This organization is a standing agenda item at each regular meeting of the town council.

Department of Natural Resources and Environmental Control – Contact Kevin Coyle 735-3495

Comment

The language contained on page 9 of the 2013 Amendment to the 2007 Camden Comprehensive Plan, Planning Commission Review Draft 08/14/2013, discusses environmental protection stand-alone ordinances adopted by the Town. The bullets include "Source Water Protection Areas - Ordinance 77" and "Source Water Protection Area Ordinances - Ordinance 2008-O-02." Source Water Protection Areas - Ordinance 77 was submitted to the Department and it was determined that the ordinance was not protective of the resource. It contradicts Source Water Protection Area Ordinances -Ordinance 2008-O-02, which was found to be protective. References to Source Water Protection Areas - Ordinance 77 should be deleted from this plan amendment, the Town Code, and the Town's webpage. Source Water Protection Area Ordinances - Ordinance 2008-O-02 should be the only ordinance referenced.

Response

The reference to Ordinance 77 will be deleted from the plan amendment document.

Department of Transportation – Contact Bill Brockenbrough 760-2109

Comment 1.

In the list of Town, County and State Officials on page i, Michael Petit de Mange and Constance Holland are recognized for their membership in the American Institute of Certified Planners (AICP). It should be recognized that Mary Ellen Gray and Sarah Keifer have the same credential.

Response

The plan amendment document will include the AICP credential for Mary Ellen Gray and Sarah Keifer.

Comment 2.

What comments were received at the August 14 public workshop mentioned on page 1? How many people attended? A brief summary should be included in the text. Depending on the number and nature of the comments, it may be appropriate to include a table of comments and responses as an appendix.

Response
No members of the public attended the Planning Commission's August 14 public workshop.

The plan amendment document will include information on comments received at the planning commission's public hearing and the town council's public hearing.

Comment 3.
DelDOT is pleased that the Town has included the Option B Bypass Concept, shown and discussed on page 5, in the Plan. Doing so recognizes the work that the Town and DelDOT have done in planning for the Bypass and establishes it as something that the Town wants to have happen.

DelDOT recommends that text be added saying what the Town intends do to get the Bypass built. What will the Town do to advocate for its construction? When properties along the path of the Bypass are proposed for development or redevelopment, what will the Town require their owners to do? As appropriate, DelDOT recommends that the Town contact Director of Planning, Mr. Drew Boyce, to discuss these matters. Mr. Boyce can be reached at (302) 760-2111.

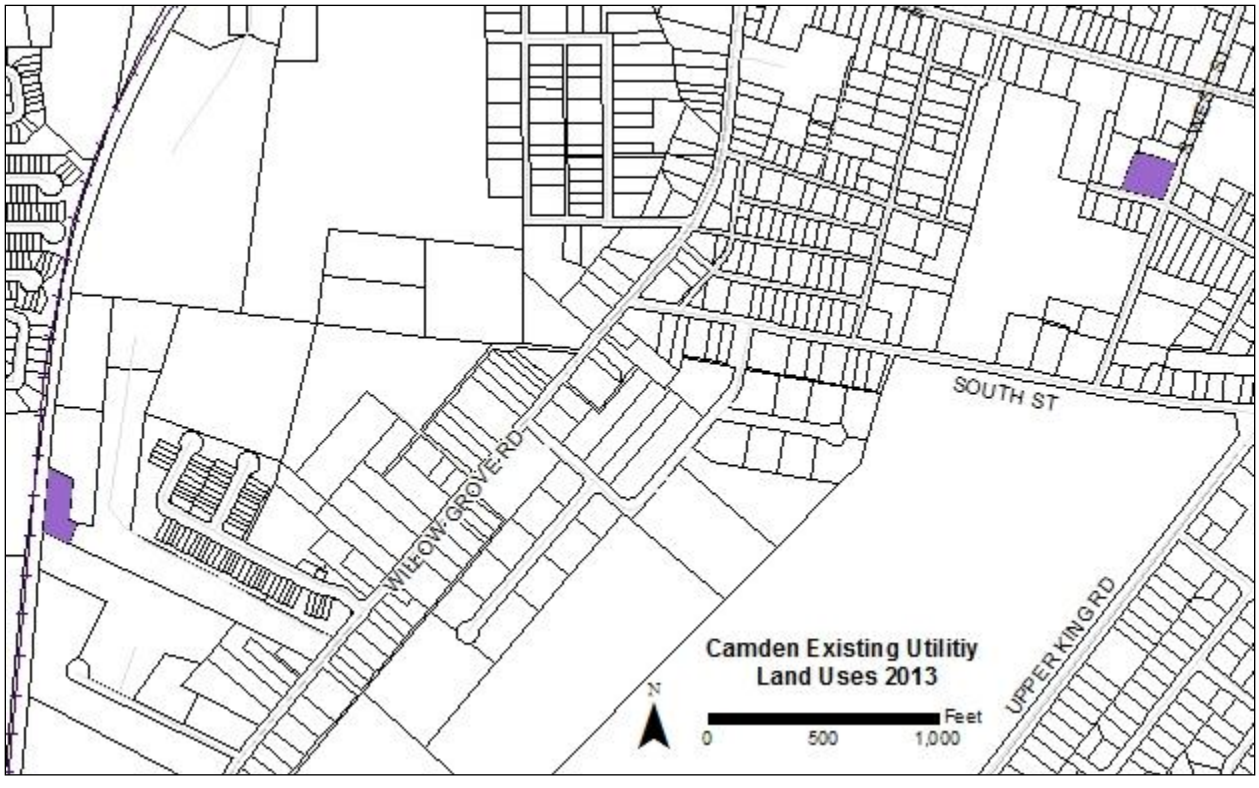
Response
As the Office of State Planning noted, Camden's Plan Amendment, once adopted, formally endorses the Camden Bypass Concept, Option B as the preferred alternative for this roadway. Accordingly, the Town supports inclusion of the Option B into both the Dover/Kent MPO's Transportation Improvement Program (TIP) and the State's Capital Transportation Program (CTP). The town intends to keep DelDOT informed about development plans proposed for properties that might be affected by the Concept B.

Comment 4.
As proposed, the existing and future land use designations and descriptions, on pages 6 and 7, are similar but different. As the current effort is a limited one, DelDOT does not suggest that the Town change them now, but in the next Plan, we recommend that the Town consider adjusting them to better enable comparison between existing and future conditions. For example, the existing land uses include industrial and utility uses. DelDOT understands that no new industrial lands are proposed and we would not expect a large increase in land used for utilities, but is it proposed that the existing uses would disappear? Certainly utilities would seem to be a necessity.

Response
Existing and future use classifications need not be parallel. In fact, Camden's proposed future land use map includes a "Mixed Use" land use designation not found on the existing land use map.

Comment 5.
Related to the above comment, Table 2013-4 on page 10 does not indicate what zoning districts accommodate, or would accommodate, industrial and utility uses. If the intention is to make existing industrial uses legal non-conforming and to allow utilities in all districts, that should be made clear.

Response
The existing land use map in the draft plan amendment designates the two parcels shown in purple on the map below as "Utility." Water storage towers are on both parcels. It is not proposed that utility uses, such as these, would disappear. The Town will consider combining the "Utility" and "Institutional" parcels in a new land use designation titled "Infrastructure/Institutional" or "Community Service and Institutional." These uses would be allowed in all zones.



The Town has reviewed each of the 10 parcels designated "Industrial" on the existing land use map and has verified that their current uses are allowed in the C-2 Zone and therefore conforming. Accordingly, we maintain that the future land use for these parcels should be "Commercial" so that they can remain in the C-2 Zone. However, the Town will include further study of the regulations governing the C-2 Zone during the review of the zoning and subdivision codes that will follow adoption of this Plan amendment.

Institute for Public Administration
School of Public Policy & Administration
College of Arts & Sciences
University of Delaware

180 Graham Hall University of Delaware Newark, DE 19716-7380

phone: ***302-831-8971*** *e-mail:* ***ipa@udel.edu*** *fax:* ***302-831-3488***

www.ipa.udel.edu

The University of Delaware's Institute for Public Administration (IPA) addresses the policy, planning, and management needs of its partners through the integration of applied research, professional development, and the education of tomorrow's leaders.

The University of Delaware is a non-discriminatory, equal opportunity, and affirmative action institution.
See *www.udel.edu/aboutus/legalnotices.html* for detailed policy information.