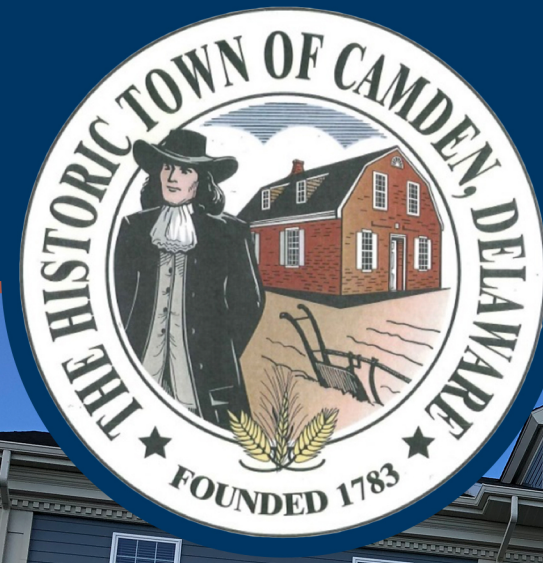


# 2019 Comprehensive Plan Update

# TOWN OF CAMDEN

*Adopted by the Mayor and Council May 6, 2019, Ordinance 2019-0-01*

*Certified by the Governor [DATE]*



Prepared by the *Institute for Public Administration*  
[www.ipa.udel.edu](http://www.ipa.udel.edu)



UNIVERSITY OF DELAWARE  
**BIDEN SCHOOL OF PUBLIC  
POLICY & ADMINISTRATION**



# 2019 Comprehensive Plan Update

## TOWN OF CAMDEN

*Kent County, Delaware*



Adopted by the Mayor & Council

May 6, 2019; Ordinance 2019-O-01

Certified by the Governor [DATE]

***Prepared by***

Institute for Public Administration

Joseph R. Biden, Jr. School of Public Policy & Administration

College of Arts & Sciences

University of Delaware



UNIVERSITY OF DELAWARE

**BIDEN SCHOOL OF PUBLIC  
POLICY & ADMINISTRATION**



Placeholder for Governor's Certification



**ORDINANCE # 2019-O-01****2019 Update to the 2007 Camden Comprehensive Plan**

---

WHEREAS, Title 22, Section 702 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, pursuant to Title 22, Section 702(e), which requires that municipalities review their comprehensive plans at least every 5 years, the Mayor and Council adopted the 2013 Amendment to the 2007 Camden Comprehensive Plan on January 6, 2014, Ordinance # 2014-O-01; and

WHEREAS, the Mayor and Town Council wish to make updates to the 2007 Comprehensive Plan, 2013 and 2015 Plan Amendments; and

WHEREAS, this 2019 Plan Update was prepared by the Town of Camden Planning Commission, pursuant to Title 22, Section 702(a) of the *Delaware Code*, 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, pursuant to Title 22, Section 702(a) of the *Delaware Code*, the Town of Camden Planning Commission prepared this 2019 Plan Update; and

WHEREAS, the Town of Camden Planning Commission held public comment on November 14, 2018 at which time all interested parties were given a chance to be heard; and

WHEREAS, the Town of Camden Planning Commission transmitted a recommended 2019 Plan Update document to the Mayor and Town Council following the November 14, 2018 meeting; and

WHEREAS, the Town Council authorized submission of the 2019 Plan Update for state review under the Plan Amendment at a Preliminary Land Use Service (PLUS) on December 3, 2018; and

WHEREAS, the Town of Camden Staff presented the PLUS review on January 23, 2019; and

WHEREAS, in a letter dated February 20, 2019, the Office of State Planning Coordination stated the revisions necessary for State certification and revised the update accordingly; and

WHEREAS, the Mayor and Town Council held first and second readings of this Ordinance at the regular monthly meetings on April 1, and May 6, 2019 respectively; and

WHEREAS, the Mayor and Town Council held a public hearing on the 2019 Plan Update on May 6, 2019 at which all interested parties were given a chance to be heard.

WHEREAS, notice of this public hearing was published in the *Delaware State News* and the *Dover Post* on April 19, 2019 which is more than the 15-day notice required in Title 22, Section 304 of the *Delaware Code* and Section 240-46B of the *Camden Zoning Ordinance*; and

---

1783 Friends Way, Camden, DE 19934 (Tel) 302.697.2299 (Fax) 302.697.9115



## ORDINANCE # 2019-O-01

### 2019 Update to the 2007 Camden Comprehensive Plan

NOW, THEREFORE BE IT ENACTED AND ORDAINED by the Mayor and Town Council of the Town of Camden May 6, 2019, that this public body hereby adopts the "Town of Camden 2019 Update to the 2007 Comprehensive Plan," a copy of which is attached to and made a part of this Ordinance.

THE MAYOR AND TOWN COUNCIL FURTHER ORDAINS that a copy of the "Town of Camden 2019 Update to the 2007 Camden Comprehensive Plan" shall be submitted to the Office of State Planning Coordination.

AND BE IT FURTHER ORDAINED that minor editing to correct mistakes, incorrect information, or typing errors is authorized.

AND BE IT FURTHER ORDAINED that the 2019 Town of Camden Comprehensive Plan Update be forwarded to the Office of State Planning Coordination for certification by the Governor.

AND BE IT FURTHER ORDAINED 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 TOWN COUNCIL FURTHER ORDAINS that this Ordinance shall take effect upon adoption.

APPROVED AS TO FORM:

Town Solicitor

Mayor Justin T. King

*ABSENT*  
Vice Mayor Tracy Torres

ATTEST:

Town Manager

*ABSENT*  
Councilman Larry L. Dougherty, Sr.

Councilman Michael Schock

Councilwoman Vicki Rhodes

1<sup>st</sup> Reading: 04/01/2019

2<sup>nd</sup> Reading: 05/06/2019

Public Hearing: 05/06/2019

Adopted: 05/06/2019





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## Town, County, and State Officials

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### Town of Camden

#### Town Council

Justin T. King, Mayor  
Tracy Torres, Vice-Mayor  
Michael Schock, Councilman  
Larry L. Dougherty, Sr., Councilman  
Vicki Rhodes, Councilwoman

#### Planning Commission

Mary Ellen Gray, AICP, Chairperson  
Michael Johnson, Commissioner  
Mark Girty, Commissioner  
Judi Schock, Commissioner  
Thomas Wanstall, Commissioner

#### Town Attorney

Craig T. Eliassen, Esq.

#### Town Staff

L. Aaron Chaffinch, Town Manager  
Amanda Marlow, Accountant Specialist  
Jamie Fenske, Town Clerk  
Harold Scott, Jr., Code Enforcement Officer

### Kent County

#### Levy Court Commission

P. Brooks Banta, President, District 1  
Jeffrey Hall, District 2  
Allan F. Angel, District 3  
Eric L. Buckson, District 4  
George Jody Sweeney, District 5  
Glen M. Howell, District 6  
Terry L. Pepper, Vice President, At-Large

#### County Administrator

Michael J. Petit de Mange, AICP

#### Planning Services Department

Sarah Keifer, AICP, Director

### State of Delaware

#### Governor

John Carney

#### Senate

Trey Charles Paradee III, District 17

#### House of Representatives

Lyndon Yearick, District 34

#### Office of State Planning Coordination

Constance C. Holland, AICP, Director



## Institute for Public Administration

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The *Town of Camden 2019 Comprehensive Plan Update* 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 Joseph R. Biden, Jr. 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.

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Jerome R. Lewis, Ph.D.

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Troy Mix, AICP, Planning Services Manager

Chris Czepiel, IPA Public Administration Fellow

David Braun, IPA Public Administration Fellow



## Chapter 1. Background and Overview

---

### Overview

The Town of Camden has changed dramatically over the past 20 years. Much of the land annexed during this time has been developed or is in the process of being developed. Camden's population has grown substantially from 2,100 in 2000 to almost 4,000 today by some estimates, making it the 14th largest of Delaware's 57 municipalities. It is expected that Camden will continue to grow, as new homes and businesses are built using development plans that are well underway. Since the adoption of the town's 2008 Comprehensive Plan, the Town of Camden adopted significant amendments to the Comprehensive Plan in 2013 and 2014 but is due for a full update of the 2008 Plan. This Comprehensive Plan Update incorporates information and actions from these prior planning efforts while providing a focused vision for the town over the coming decade.



*A historic home on North Main Street*

As a community with many scenic and historic resources, a strong local employment base, good local commercial destinations, and a central location within Delaware, Camden will continue to be a place that attracts growth, particularly with regard to families. In addition to zoning ordinance changes and amendments to its prior Comprehensive Plan, Kent County, adjacent municipalities, and Camden have all implemented new

policies and guidelines that must be considered in this Comprehensive Plan Update. Planning for an appropriate level of development where it can be accommodated well, while simultaneously protecting sensitive resources and the town's community character, will help meet the challenges of the coming decade.

The purpose of this Comprehensive Plan is to guide future decisions by delineating the policies—recommendations for consideration—on which those decisions will be based. These policies are developed through the comprehensive planning process and informed by factors



affecting the community. These factors include existing land uses, the transportation system, natural resources, economic development, historic resources, and both utilities and community facilities. An assessment of existing conditions and the creation of a guiding vision and goals for the town have informed the development of recommendations for the town to consider after the adoption of this Plan.

## Vision for the Town's Future

"Camden seeks to remain a small town that is centrally located to everything in Delaware, while recognizing the need for strategic growth opportunities to continue to provide a great environment to both live and work."

## Goals of the Plan

1. Maintain the character of the town's built environment while allowing for growth and change in clearly identified appropriate locations.
2. Improve the transportation system of the community to limit high-speed traffic and provide opportunities for transportation alternatives such as walking, bicycling, or riding transit.
3. Strive to become "The most walkable town in Delaware" by ensuring that neighborhoods and commercial areas throughout town are well connected by sidewalks and that roads are safe to cross in key locations.
4. Maintain and enhance the existing "small town" commercial entities and neighborhoods.
5. Preserve and enhance areas with historic, cultural, scenic, open space, environmental, and recreational value.

## Planning Process

The comprehensive planning process involves establishing goals for the future of a municipal government, analyzing current and projected conditions, and laying out steps that can be taken to help a municipality reach its goals. Important town information and data have been updated to summarize the existing and projected conditions that Camden faces and will likely face in the areas of demographic, infrastructure, environmental, economic, and land-use conditions.

The input and advice of various agencies was also considered during the development of the Camden Comprehensive Plan Update. Prior to beginning work on this Plan Update, a Pre-Plan-Update review was conducted with the Office of State Planning Coordination (OSPC), the Delaware Department of Transportation (DelDOT), Delaware Department of Natural Resources and Environmental Control (DNREC), Delaware Historic Preservation Office, and Delaware State Housing Authority (DSHA). The purpose of this review is to provide suggestions for revisions

and improvements to the Plan Update and to notify the municipality of any code changes since certification that should be included in the Plan Update.

## Public Participation

IPA staff started meeting with Camden town staff in March of 2018. At subsequent meetings various plan components were discussed.

### Questionnaire

Town staff developed a short questionnaire to solicit ideas about Camden. A copy of the questionnaire can be found in Appendix E.

### Website Invitation to Comment

Shortly after the March 2018 meeting between Camden staff and IPA, the following message and a link to the questionnaire was posted on the town website:

*Camden is currently in the process of updating our comprehensive plan.*

*A comprehensive plan is a document and a series of maps that:*

*Outlines development goals and objectives,*

*Maps the desired locations for homes, shops, and offices in town and the areas that Camden might want to annex into the town, and*

*Serves as the basis for zoning and subdivision laws.*

*Please take a few minutes to share your thoughts about the Town of Camden.*

*You may bring them to Town Hall, fax them to (302) 697-9115, mail them to 1783 Friends Way, Camden DE 19934, or e-mail them to [Jamie.fenske@townofcamden.com](mailto:Jamie.fenske@townofcamden.com).*

### Rider Pride Day

On October 28, 2017, the Town of Camden participated in Rider Pride Day to solicit comments, ideas, and recommendations for this Plan Update. Featured were land-use-related maps and a copy of the questionnaire. Rider Pride Day is an annual event held at Caesar Rodney High School in conjunction with the school's homecoming. The event drew nearly 6,000 visitors in 2017 and featured musical performances, school and PTO displays, children's activities, petting zoo, health and wellness displays, and community displays.

### Public Feedback Summary

On the whole, there was consistent feedback that residents like the small-town atmosphere in Camden, and they would like it to remain that way in the near future. Respondents were also generally supportive of the proposed Camden Bypass and continued commercial development along Route 13.

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## Chapter 2. Community Profile

### Population Trends

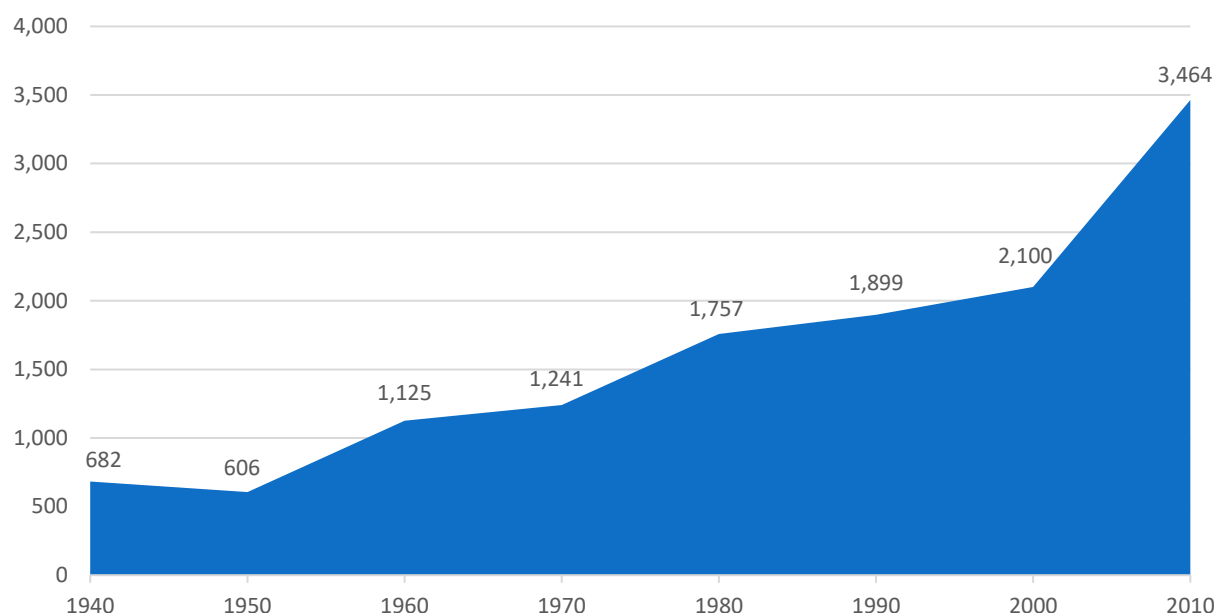
Camden appears to have survived and subsequently recovered from the economic recession in 2008. This is evidenced in Camden's relatively high income levels and low poverty statistics. Camden's population saw a strong increase between 2000 and 2010. It has been 50 years since its population increased in a similar magnitude. This growth is also reflected in the number of additional housing units created during this time. Camden now ranks fourteenth in population among municipalities in Delaware. However, the town population is older than average and is continuing along this trend. This means that many of the town's current residents are likely to "age in place," and the town will need to ensure it is prepared for potential changes in service needs and facilities accompanying these changes. Table 1 displays changes in population and housing units in Camden, Kent County, and the state of Delaware from 1940 to 2010. Figure 1 displays this trend graphically.

Table 1. Population and Housing Units, 1940 to 2010

	Population			Housing Units		
	Camden	Kent County	Delaware	Camden	Kent County	Delaware
1940	682	34,441	266,505	NO DATA	10,362	75,567
1950	606	37,870	318,085	NO DATA	12,242	97,013
1960	1,125	65,651	446,292	370	19,915	143,725
1970	1,241	81,892	548,104	421	25,242	180,233
1980	1,757	98,219	594,338	714	35,354	238,611
1990	1,899	110,993	666,168	748	42,106	289,919
2000	2,100	126,697	783,600	886	50,481	343,072
2010	3,464	162,310	897,934	1,463	65,338	405,885

Source: U.S. Census, 1940–2010.

Figure 1. Camden Population Trend 1940–2010



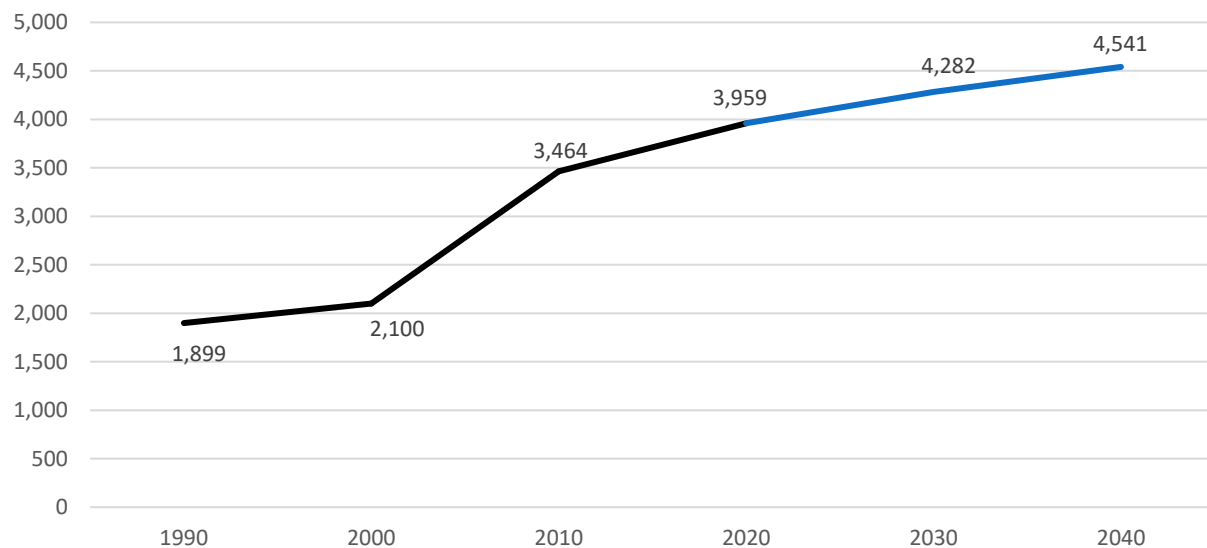
Source: U.S. Census, 1940–2010.

Table 2 summarizes the town's population between 1990 and 2010 as well as the projected growth in Camden's population from 2020 to 2040 and Figure 2 portrays this data graphically. These projections are based on methodology formulated by the Delaware Population Consortium (DPC). After having grown steadily, but slowly, from 1940 to 2000, Camden's population has nearly doubled in the past 20 years since 2000. The U.S. Census recorded 1,899 residents in 1990, 2,100 in 2000, and almost 4,000 now. This historic growth rate compares to the more modest town growth of just 19.5 percent in the 20 years between 1980 and 2000.

Table 2. Population Trend 1990–2010, Projection to 2040

	Camden	Kent County	Delaware
1990	1,899	110,993	666,168
2000	2,100	126,697	783,600
2010	3,464	162,310	897,934
2020	3,959	184,920	989,665
2030	4,282	196,219	1,045,587
2040	4,541	206,861	1,078,927

Sources: Actual population data, 1990–2010, were obtained from the U.S. Census. Projections, 2020–2040 were obtained from the University of Delaware's Center for Applied Demography and Survey Research ([www.cadsr.udel.edu](http://www.cadsr.udel.edu)) based on Delaware Population Consortium methodology.

**Figure 2. Camden Population Trend 1990–2010, Projection to 2040**

Sources: Actual population data, 1990–2010, were obtained from the U.S. Census. Projections, 2020–2040 were obtained from the University of Delaware’s Center for Applied Demography and Survey Research ([www.cadsr.udel.edu](http://www.cadsr.udel.edu)) based on Delaware Population Consortium methodology.

Population projections are difficult to make with a significant degree of accuracy, particularly for areas with relatively small populations and population density like Camden. With that said, currently approved and anticipated residential developments are likely to continue the pattern of growth in and around Camden into the future.

Development in the rest of the Dover area, including areas adjacent to Camden, is also continuing. For example, the nearby master-planned Eden Hill development to the north of town connects to the POW/MIA Parkway near Camden and will eventually include nearly 658 residential units as well as additional office and medical uses. This nearby development, along with additional development likely to occur near the POW/MIA Parkway, will lead to a large amount of additional growth in the Camden area overall.

### Position on Population Growth

Camden’s population will continue to grow over the next two decades through planned and recorded new developments, infill development, redevelopment of existing properties, and new development in appropriate locations.

### Demographic Characteristics

According to data from the U.S. Census 2010 and estimates from the American Community Survey 2012–2016, Camden’s population became more diverse between 1990 and 2010, going from a town with a white population making up almost 80 percent in 1990 to just 66 percent in 2010. Camden is older than the rest of Kent County and Delaware, with a larger percentage of



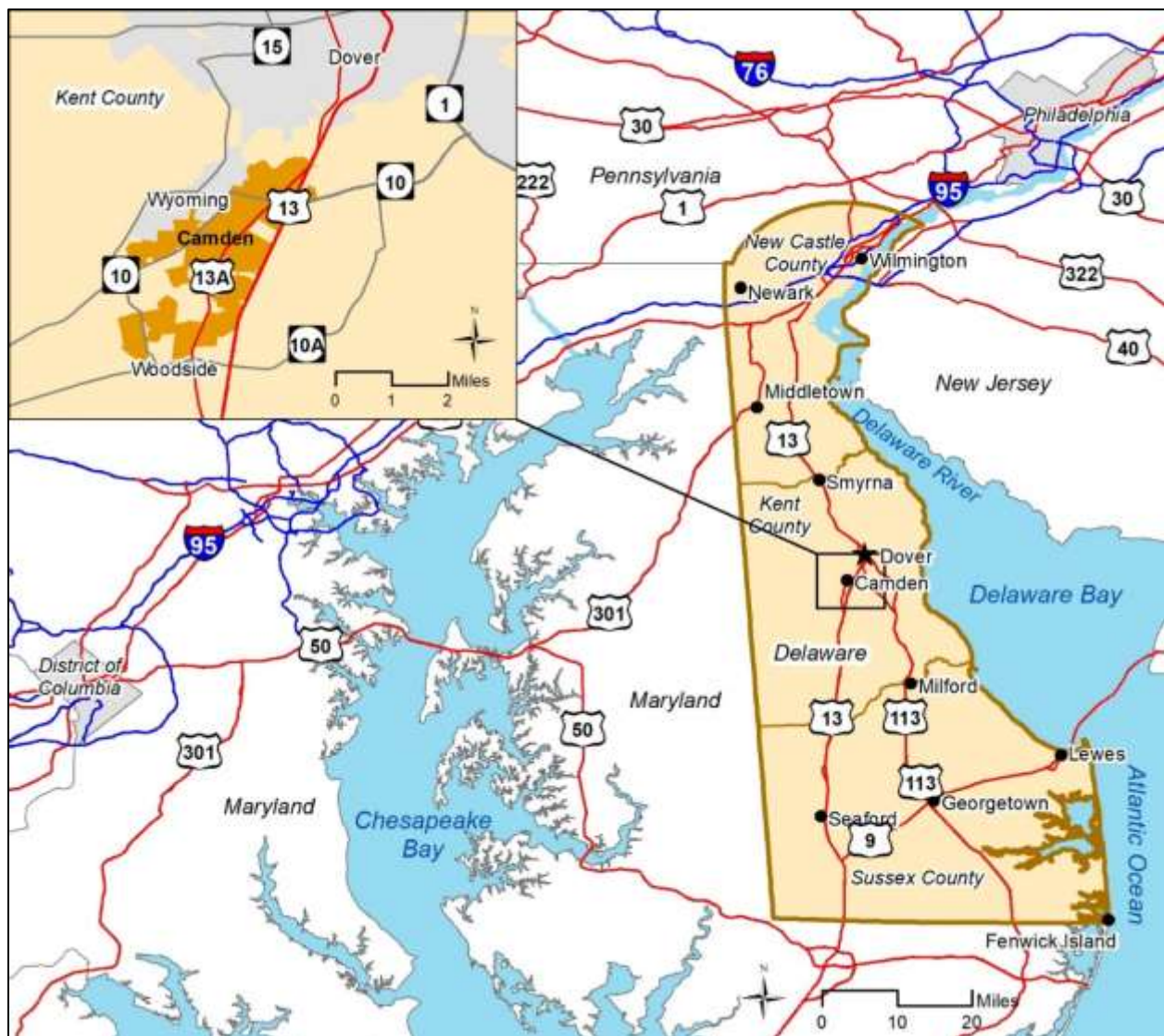
its population over the age of 60. The town's residents are much better educated than those in the rest of the county and slightly better than those across the state, and they also have a higher median income than the rest of Kent County.

A detailed description and analysis of the town's demographics can be found in Appendix D.

## Community Character

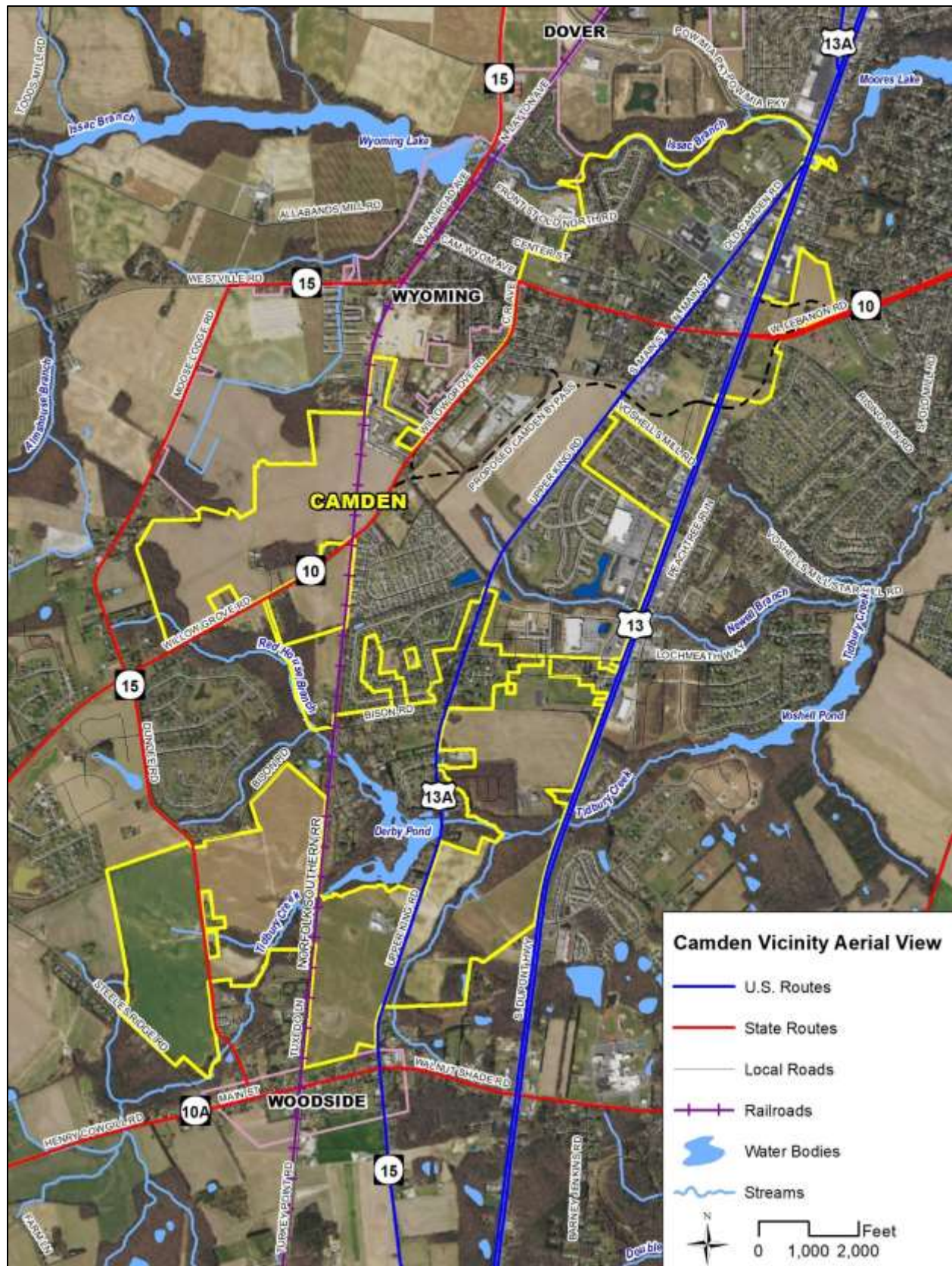
Map 1 depicts Camden's regional location. The town is located three miles south of Delaware's capital city of Dover in central Kent County. It is roughly 55 miles from Wilmington, Delaware, 85 miles south of Philadelphia, and 90 miles east of the District of Columbia.

Map 1. Camden Regional Location





Map 2. Camden Vicinity Aerial View



## Town History

The history of Camden can be traced to the 1780s, when members of the Mifflin family began dividing their lands into lots. Much of the land was originally part of the tract known as Brecknock, which was granted to Alexander Humphreys in 1680.

Located at the intersection of two important thoroughfares, a number of homes and businesses were soon constructed in Camden. First known as Mifflin's Crossroads, and also Piccadilly, the village of Camden was firmly established by the 1790s.

The town became a commercial center, sending most of its products to market by way of Port of Lebanon and later by rail with the coming of the railroad in the 1850s. Camden was first incorporated in 1852 and again in 1969. Camden has at least 23 historic homes and a well-maintained historic district that gives it a unique identity and character.

See Appendix C for additional details about Camden's history.

## Community Design Overview

Camden's main areas are accessed through the two historic roads, with Main Street (US 13 Alternate), also known as Upper King Road, further south and Old Camden Road north of the historical areas running north to south and East Camden-Wyoming Avenue, historically referred to as Commerce Street, running east to west. The intersection of these two streets is the historic crossroads within Camden and is still a major juncture in the town. It is in these areas where most of the historical structures are located.



*Historic homes on South Main Street*

Camden experienced distinct periods of growth. Most of the historic structures are located along Main Street. The larger historic homes are generally located north of its intersection with Camden-Wyoming Avenue. This is where the original Mifflin house is located. The Manor House in Brecknock Park



is also a reflection of the original historic architectural design in the town. The areas immediately adjacent to the intersection of Main Street and East Camden-Wyoming Avenue are home to historic structures. There appears to be a mixture of designs and eras in these buildings. Some were built during the late eighteenth and early nineteenth centuries, with others in the mid-eighteenth century.

Camden's industrial center formed on the western side of the town along Willow Grove Road (SR 10) in the mid- to late 1800s. This was the natural location for industry as it is the closest area of the town to the railroad running through the bordering Town of Wyoming.

The center of town features four streets running in an east-west direction, with three others traveling north to south, in addition to some smaller side streets. There is undeveloped open space limiting the overall completeness of this network. However, the areas of town developed more recently favor modern layouts. These newer areas are on the edges of the town. The Pharsalia development in the north, between W.B. Simpson Elementary School and Caesar



*Homes in the Pharsalia neighborhood*

Rodney High School, features a primary street creating a loop through the neighborhood. A major area of recent development is in the southeastern section of town. It is the location for the modern commercial growth with the additions of two grocery stores, numerous restaurants, a hardware store, and various other commercial stores. Attached to this commercial center is a residential development. Other recent development activity is located in the south, where the 55

and Over Barclay Farm community was created. The street style consists of a main loop with other smaller loops attached as well as side streets that join the main loop. The Town Hall was recently built along Voshells Mill Road. This is a prime area for more growth with development and transportation projects currently in the works.

Camden offers diverse housing availability. Most housing options are detached single-family homes located on small lots with front and backyard space. Almost all of these are one or two storied homes, with the occasional three-story structure. However, there are also some attached duplexes behind the Walmart in the southeastern section of the town. In the same

area, there are newly constructed townhomes behind the Lowe's. There are additional townhomes located across from Caesar Rodney High School.

## Design Strategies

The following resources are important tools that can guide Camden to develop in a sustainable manner.

1. Complete Communities Toolbox
2. Better Models for Development in Delaware
3. Delaware by Design
4. DelDOT's Complete Streets Policy

### Complete Communities Toolbox

The *Complete Communities Toolbox* is a product of the Institute for Public Administration (IPA) at the University of Delaware with support from the Delaware Department of Transportation. Its aim is to help local governments build capacity to develop complete communities planning approaches, community design tools, and public engagement strategies. Additional information can be accessed at <https://www.completecommunitiesde.org/>.

### Better Models for Development in Delaware

The *Better Models for Development in Delaware* handbook was jointly produced by the Conservation Fund and the Office of State Planning Coordination (OSPC). It proposes that the following six principles are necessary to achieve better development in a community:

1. Conserve farmland, open space, and scenic resources.
2. Maintain a clear edge between town and countryside.
3. Build livable communities.
4. Preserve historic resources.
5. Respect local character in new construction.
6. Reduce the impact of the car.

The handbook provides visual examples of good development models to serve as a reference for Camden development and design in the future. It encourages towns to focus on the concepts of infill, redevelopment, design, and the fostering of a flexible regulatory environment that encourages mixed-use, compact development in the downtown.

Camden's historic downtown maintains many of the key elements that have made and continue to make it a vibrant, walkable community. It is the aim of this plan to encourage the continued viability of Camden's downtown, increase walking and bicycling within the entire town, and ensure that development throughout the town places a premium on pedestrian-friendly design. Mobility should be increased by encouraging sidewalk development,

multimodal paths that connect neighborhoods where practical, and gridded street patterns that allow for interconnectivity.

This plan recommends that Camden consider utilizing the “Better Models” principles in the administration of its land-use regulations and give them strong consideration as new land-use and zoning standards are developed.

#### Complete Streets

The purpose of DelDOT’s Complete Streets policy is to integrate multiple modes of transportation such as walking and bicycling into one interconnected transportation network. Motorized transportation modes should complement walking, bicycling, and other non-motorized modes to provide citizens with optimal transportation system performance. The Camden transportation network should allow for maximum vehicle, pedestrian, and bicycle interconnections both within new developments and among existing developments.



*Examples of complete streets*

Source: University of Delaware Institute for Public Administration Complete Communities Toolbox



### Complete Communities Toolbox

The Delaware Complete Communities Planning Toolbox is an online tool developed by DelDOT in partnership with the University of Delaware's Institute for Public Administration to help build local government capacity to develop planning approaches, community design tools, and public engagement strategies. The five elements of a complete community are complete streets, efficient land use, and encouragement and design for healthy and livable communities, inclusive and active communities, and sustainable and resilient communities.

### Position on Community Character

Camden will continue to value and protect its unique history and character while also identifying opportunities to grow and improve properties where it is deemed appropriate.

### Community Character and Design Recommendations for Consideration

1. Encourage the redevelopment of underutilized locations.
2. Ensure that newly developed land is designed in such a way that it complements the surrounding neighborhoods, commercial areas, and the environment.
3. Make investments in the construction of bicycle and pedestrian pathways and improve bicycle and pedestrian connectivity throughout the town.
4. Encourage more attractive, pedestrian-friendly placement of commercial and institutional buildings.

## Chapter 3. Planning Environment

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Camden's planning environment consists of more than its own plans and policies. It encompasses the plans and policies of the state, Kent County, and adjacent municipalities. Together with Camden's planning issues, state, county, and other relevant plans form the backdrop for the development of Camden's future land use and its growth and annexation strategy.

### Strategies for State Policies and Spending

In 1999 the Cabinet Committee on State Planning Issues adopted the Strategies for State Policies and Spending, outlining needs and concerns for future state planning and growth and identifying geographic areas where the state was most prepared for growth. This document was updated in 2004, 2010, and 2015.

The State Strategies are important because municipal and county comprehensive plans must consider them in the development of future land use within their boundaries and, for municipalities, the identification of annexation areas. The Strategies document classifies the entire state into four investment levels based on the predominant type of development. Shown on Map 3, these levels form the basis for identifying locations where state-supported growth should occur and establish guidelines for state investment in those areas. The state is most prepared for growth to occur in Levels 1 and 2 and plans to channel investments, such as new schools, roads, state service centers, and public safety facilities, in these areas. In Level 3 areas, development, and therefore state investment, is not anticipated in the immediate future. These areas are adjacent to, and sometimes within, built-up areas in Levels 1 or 2. In Level 4 areas, state investment will be made only when necessary to preserve the rural character of these lands.

Out of play areas are not available for development or redevelopment. In these areas, the state intends to expend funds primarily on land maintenance and management, environmental protection, and mitigation with some development of public facilities that further health, safety, and welfare goals. Other out of play areas include floodplains in Kent County.

Camden's corporate limits are mostly within Investment Level 1. Level 1 areas comprise the portion of town along U.S. Route 13 and in the older sections of the town. There are Levels 1 and 2 in the western and southern parts of the town. The area immediately surrounding Camden is also in Levels 2 and 3.

## Kent County

Kent County's plans and policies are important for Camden's planning efforts. Kent County's land-use actions have underscored a commitment to agricultural preservation and growth management. Responding to the 1995 Cabinet Committee on State Planning Issues Report, the Levy Court enacted a 1996 ordinance establishing a Growth Zone Overlay aimed at strengthening the county's ability to conserve farmland and direct growth to areas where infrastructure was either in place or planned. This ordinance continues as the foundation of the county's development strategy guiding decisions on where investments in public infrastructure and services should be made.

Regarding unincorporated areas surrounding towns like Camden, the 2018 Kent County Comprehensive Plan, which was recently adopted and certified (September 2018), proposes the following:

"Medium to high densities would be considered appropriate for properties near cities and towns provided the development density and design are in keeping with the character of the surrounding area.

The approach in these [town] areas is to recognize and protect the essential land use and aesthetic character of the cities and towns and the values they foster."

## Town of Wyoming

Wyoming's plans and policies are important because the town shares a border with Camden along Willow Grove Road. Wyoming estimated 2017 population is approximately 1,500 persons. The town is a little more than one square mile in area.

Wyoming adopted its last ten-year Comprehensive Plan Update in 2011 and established Willow Grove Road as its eastern annexation area boundary. Since then, the town has adopted three small plan amendments and has maintained its eastern annexation area boundary at Willow Grove Road.

## Town of Woodside

Woodside's plans and policies are important because part of its border adjoins Camden's southern boundary between Upper King Road and the Norfolk Southern rail line.



*Woodside Town Hall*

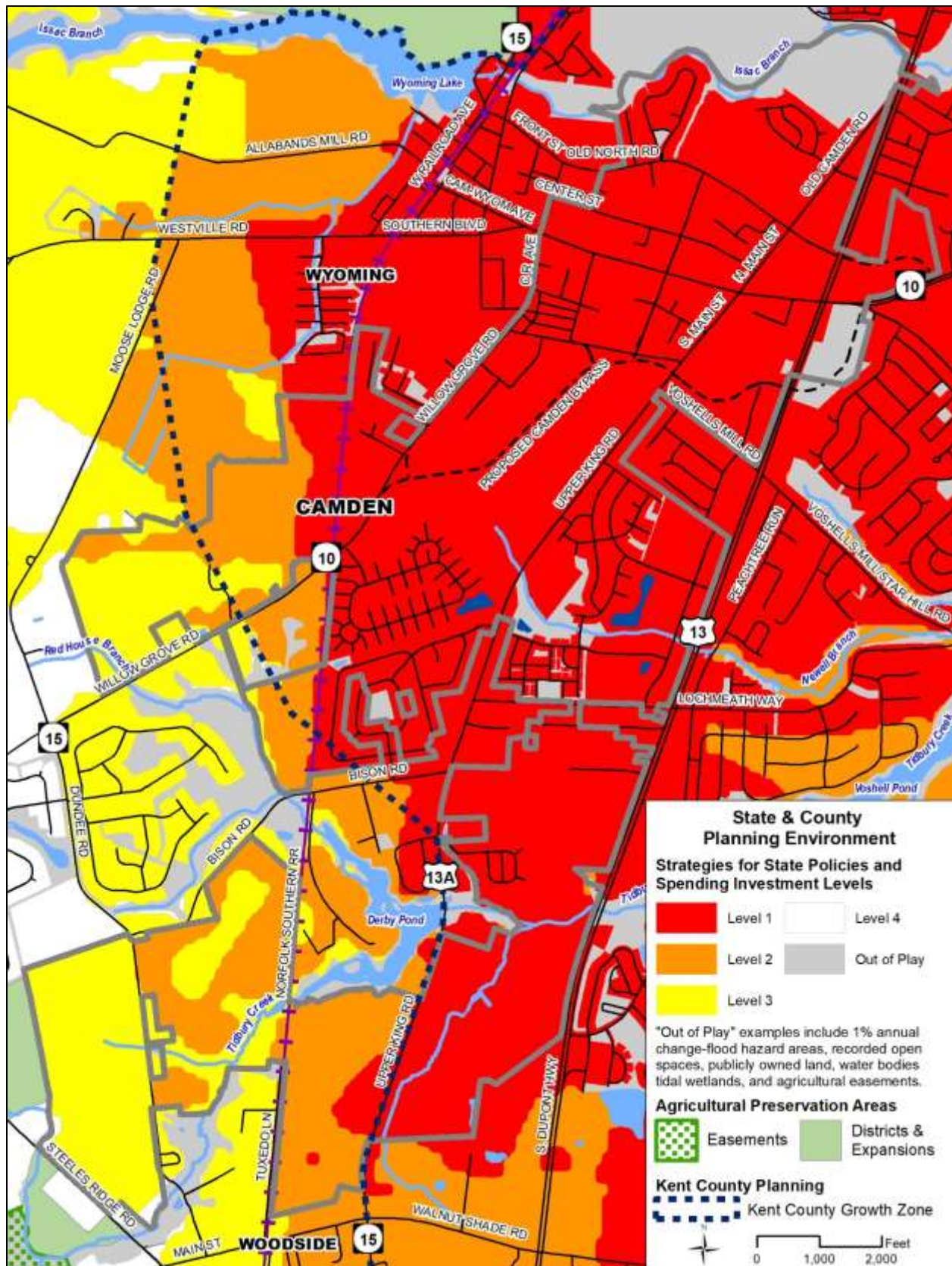
Woodside's area is about 110 acres, and its 2017 estimated population is around 187 persons. In May 2018, the Town of Woodside completed a draft of its first Comprehensive Plan. This plan placed approximately 45 acres of land north of the town's corporate limits located roughly between Tuxedo Lane and Tidbury Creek in its annexation area. This acreage is also included in Camden's annexation area. While preparing its comprehensive plan, Woodside town officials met with Camden town staff, and a working relationship developed between the jurisdictions. On a letter dated August 27, 2018, Camden town staff documented its intent to continue working with Woodside as the Camden plan is developed. The two towns have since reached agreement on the conflicting annexation areas, and there are now no conflicting areas.

## City of Dover

Dover's plans and policies are very important to the Town of Camden given its close proximity to the town and its relationship as a major commercial and job center in the area. Dover is the state's capital and second-largest city, and many of Camden's residents work in Dover. It is also the most accessible and available provider of services, retail, and recreation outside of Camden's town limits. At present, the two municipalities do not share a border, but are separated only by the Rodney Village neighborhood to the north of Brecknock Park. It is likely a matter of time until the borders meet or a permanent gateway/open space is established between them. To this end, Dover's future land-use plan, its growth ambitions, and its support for state agricultural preservation policies will be paramount in how it interacts with its southern neighbor. At present, the City of Dover is in the process of updating its 2008 Plan, and some of the proposed annexation areas will likely extend to Camden's border. A key issue identified in the process of updating Camden's annexation map was determining where the future boundary for each town should be distinguished. At a meeting between each town's staff on February 13, 2019, it was agreed that Camden may include a parcel that is located north of the Isaac Branch to the east of Route 13 in its future annexation areas map. It was agreed that whichever municipality could most reasonably provide services to the property in question first would have the ability to annex the property.



Map 3. State and County Planning Environment

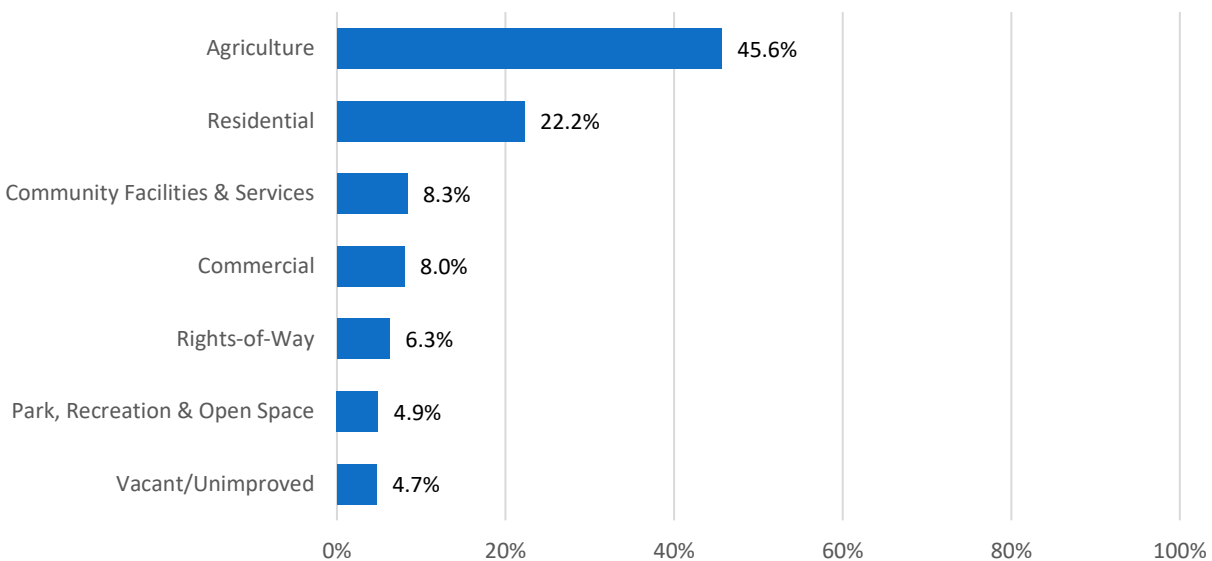


## Chapter 4. Land Use and Annexation

### Current Land Use

Current land use is a snapshot of a jurisdiction's existing development pattern. In this section, Camden's current land-use classifications are described. The distribution of these land uses is shown in Figure 3. Map 4 depicts Camden's current land uses.

Figure 3. Land-Use Distribution, 2018



Source: Existing Land Use Map, Town of Camden staff, compiled by IPA, March 2018

### Agriculture

Areas being actively farmed are classified Agriculture. There is one large and two small agricultural parcels that are surrounded by developed parcels. Camden's other agricultural parcels are on the southern and western edges of town.

### Park, Recreation & Open Space

Park, Recreation & Open Space areas are those used for public recreation, such as Brecknock Park; open space and recreation areas recorded in Kent County land records; and stormwater management facilities in residential subdivisions.

### Residential

Land improved with any type of dwelling unit is classified as Residential. Residential communities are found throughout the town. There are residential areas north of South Street



in the historic areas of the town. The recent residential developments include Tidbury Crossing behind the Camden Town Center near U.S. 13 and Barclay Farms in the southwest.

### Commercial

Land improved with retail, wholesale, sales and service establishments, offices, restaurants, and land improved with establishments where items are made, assembled, processed, stored, or handled are classified Commercial. Most of Camden's commercial areas front on U.S. Route 13. These uses are primarily highway-oriented retail sales and restaurants. Another concentration of commercial uses is in the Vepco Road area—many of which are more intense commercial than found along U.S. 13. A third commercial concentration is situated on the west side of Willow Grove Road between Brenda Lane and Cochran Road. Smaller commercial areas are found along Camden-Wyoming Avenue, South Street, and Upper King Road.

### Community Facilities & Services

Community Facilities & Services are located on land used for social, cultural, educational, institutional, or infrastructure-related activities including nonprofit, social, religious, and public uses such as governmental and public safety facilities, healthcare facilities, libraries, senior centers, places of worship, and schools. Infrastructure uses required for land-use activities such as natural gas, electric, water, sewer, and telecommunications systems are also included in this category.

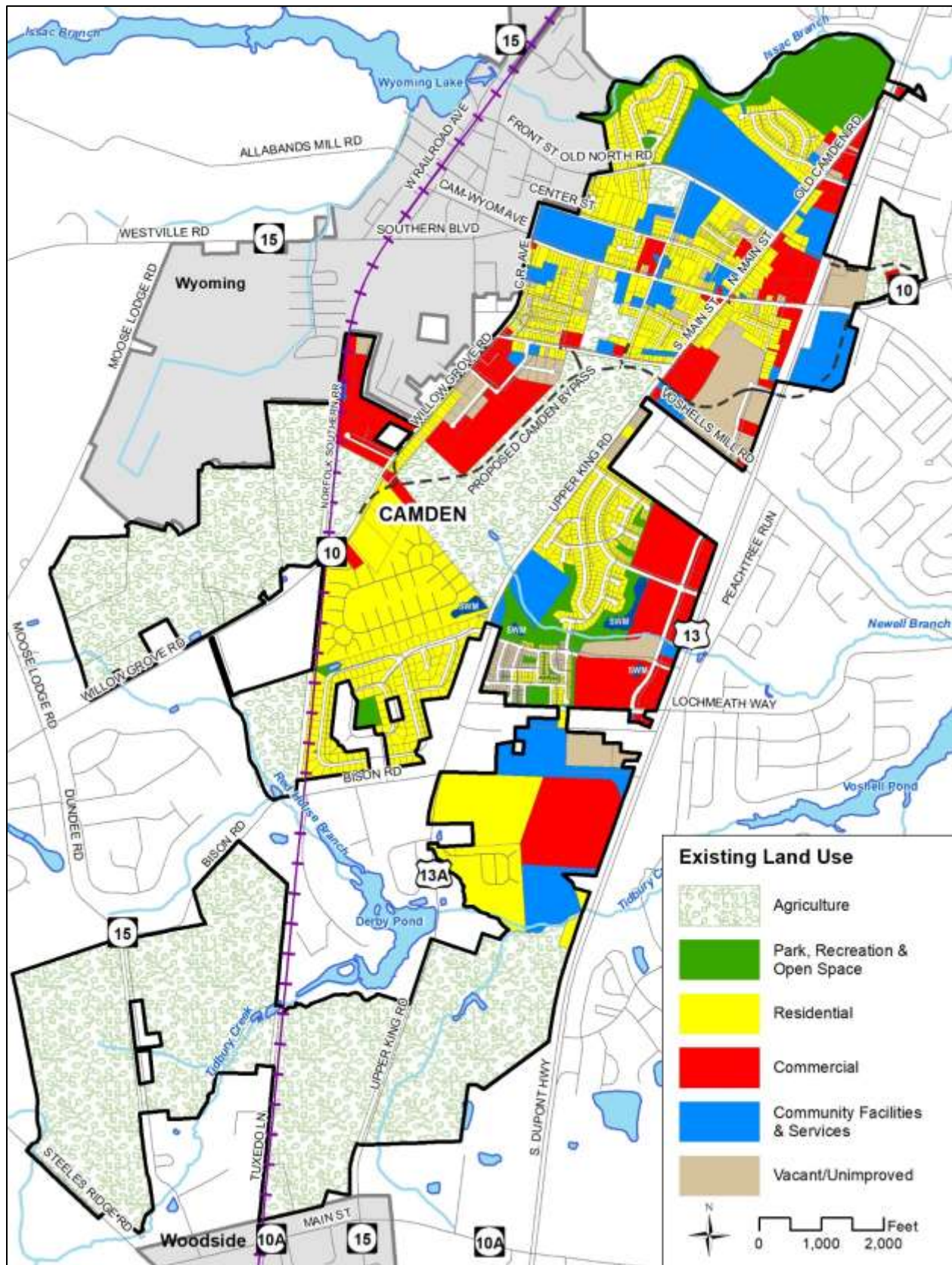
### Vacant/Unimproved

Areas that have no land-use activity, including undeveloped or unimproved lots that did not appear to be farmed, are designated as Vacant/Unimproved. These areas include recorded lots in developing subdivisions like Tidbury Crossing. It also includes small vacant lots in older and established areas of town along Camden-Wyoming Avenue, the east side of Willow Grove Road south of main Street, and on the east side of Upper King Road south of Voshells Mill Road. A third group of vacant land are several large parcels located along U.S. 13 between Camden Wyoming Avenue/Rising Sun Road and just south of Lochmeath Way.

### Rights-of-Way

Streets, railroads, water bodies, and streams are classified as rights-of-way.

Map 4. Existing Land Use



## New Development and Development Applications

Based on Camden's annual reports to OSPC since 2011, there have been at least eight commercial developments completed including Redner's, Cheddars, Walgreens, Wawa, Aldi,



*Newly opened Grotto Pizza on Route 13*

and the newly opened Grotto Pizza fronting Route 13 near the Town Hall. As far as residential development is concerned, construction is ongoing in Tidbury Crossing. The Tidbury Crossing PLUS review occurred in 2005 (application 2005-07-12). Between 2008 and 2017, 94 building permits were issued for Tidbury homes. In 2008, 35 building permits were issued. Activity did not pick up until 2013.

According to annual reports sent to the State Cabinet Committee, there have been 20 commercial building permits issued by the Town of Camden since 2008. Four of those commercial permits were for buildings over 10,000 square feet. On the residential side, there have been over 90 building permits issued for Tidbury Crossing during that same period of time.

In terms of future development in town, there is a plan for a new multifamily development to be built on a plot of land between Town Hall and U.S. 13 that is awaiting approval from the state to move forward.

## Future Land Use

Map 5 depicts Camden's desired development pattern within the town boundary. Table 3 describes how the land uses depicted on the map were developed.

Table 3. Camden Future Land Use Descriptions

Land Use	Description
Park, Recreation & Open Space	Areas intended for public open space
Residential	Areas intended for development with dwellings or similar uses
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
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
Commercial	Areas intended for development with retail, office, service, or similar uses
Community Facilities & Services	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, Willow Grove Road south of South Street, and 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 several properties, most of which are undeveloped or being farmed.

The Planning Commission has expressed interest in developing design guidelines for some undeveloped areas of town, particularly those adjacent to or near the proposed route for the Route 10/Camden Bypass. As of October 2018, the Town of Camden has been able to confirm that the bypass will travel from Route 13 to South Main Street to the north of Town Hall. The Planning Commission would like to see this new bypass promote connectivity in the community, which would include a focus on bicycle and pedestrian connectivity. The Planning Commission would like to see the area around this route developed as a “mixed-use corridor” that would tie in well with the nearby historic downtown. The overall intent would be to better connect the town’s historic downtown to the newly developed areas along the bypass as well as the U.S. Route 13 corridor.

The future land use map identifies about 590 acres as “Residential TDR Receiving Areas.” Figure 4 illustrates how a Transfer of Development Rights (TDR) 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 be easily 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 4. Transfer of Development Rights

#### SENDING AREAS FROM KENT COUNTY FARMS

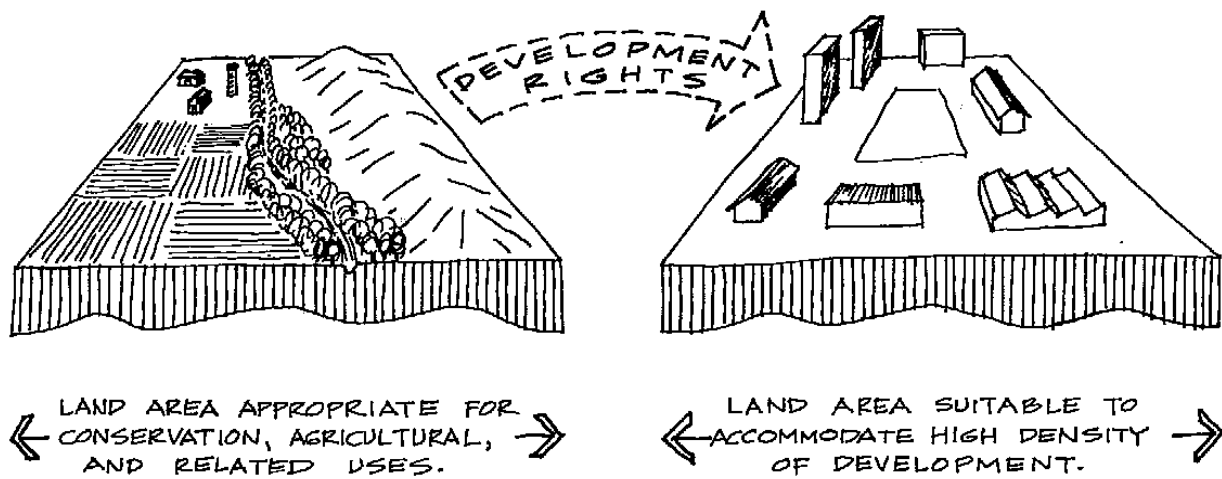
##### PRESERVATION ZONE

EXISTING PERMITTED LOW  
DEVELOPMENT DENSITY  
REDUCED FURTHER BY  
TRANSFER OF DEVELOPMENT  
RIGHTS TO TRANSFER ZONE.

#### RECEIVING AREAS IN CAMDEN PLAN

##### TRANSFER ZONE

ZONING REGULATIONS ALLOW  
DENSITY INCREASE TO  
ACCOMMODATE DEVELOPMENT  
RIGHTS ACCEPTED FROM  
THE PRESERVATION ZONE.

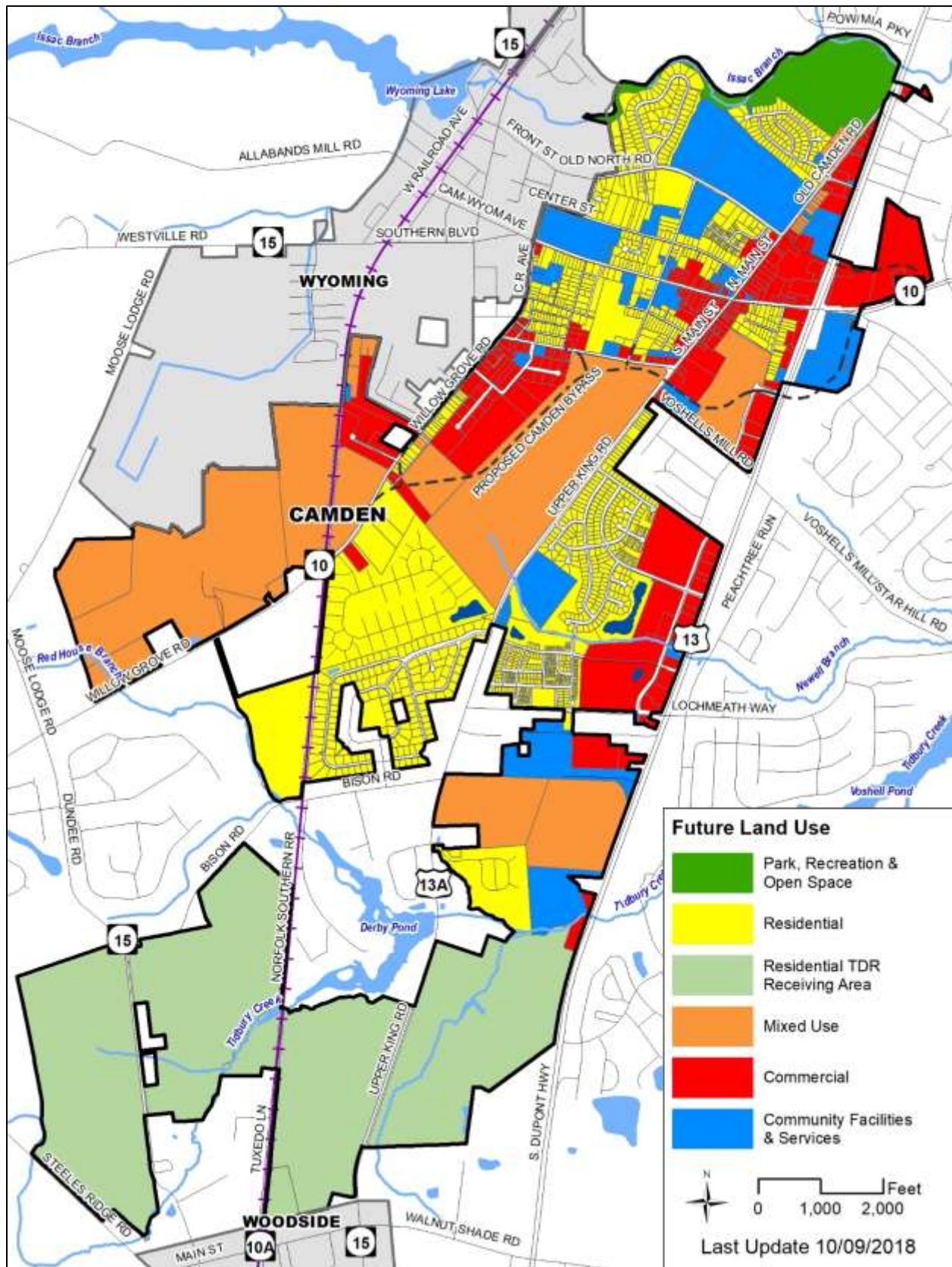


Source: Moskowitz & Lindbloom, *The Latest Book of Development Definitions*, New Brunswick: Center for Urban Policy Research, Rutgers–The State University of New Jersey, 2004, page 411.

### Position on Redevelopment

Camden will seek opportunities to maximize the use of existing developed properties by allowing for redevelopment of those properties, with the understanding that this usually requires allowances for greater density and more flexibility in zoning and land uses at those locations.

Map 5. Future Land Use



## Land Use and Zoning

Zoning is the chief means for implementing the comprehensive plan, consisting of a written document and a map. The zoning map delineates districts or zones into which the municipality is divided 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 the following stand-alone ordinances that are related to zoning:

- Land Use and Subdivision Regulations—Ordinance 83
- 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 2014-O-05

## Zoning Districts

Map 6 depicts Camden's current zoning. This map reflects zoning through the annexation of 4912 South Dupont Highway on April 3, 2017. Table 4 summarizes the uses allowed in each zoning district.



Map 6. Existing Zoning, 2017

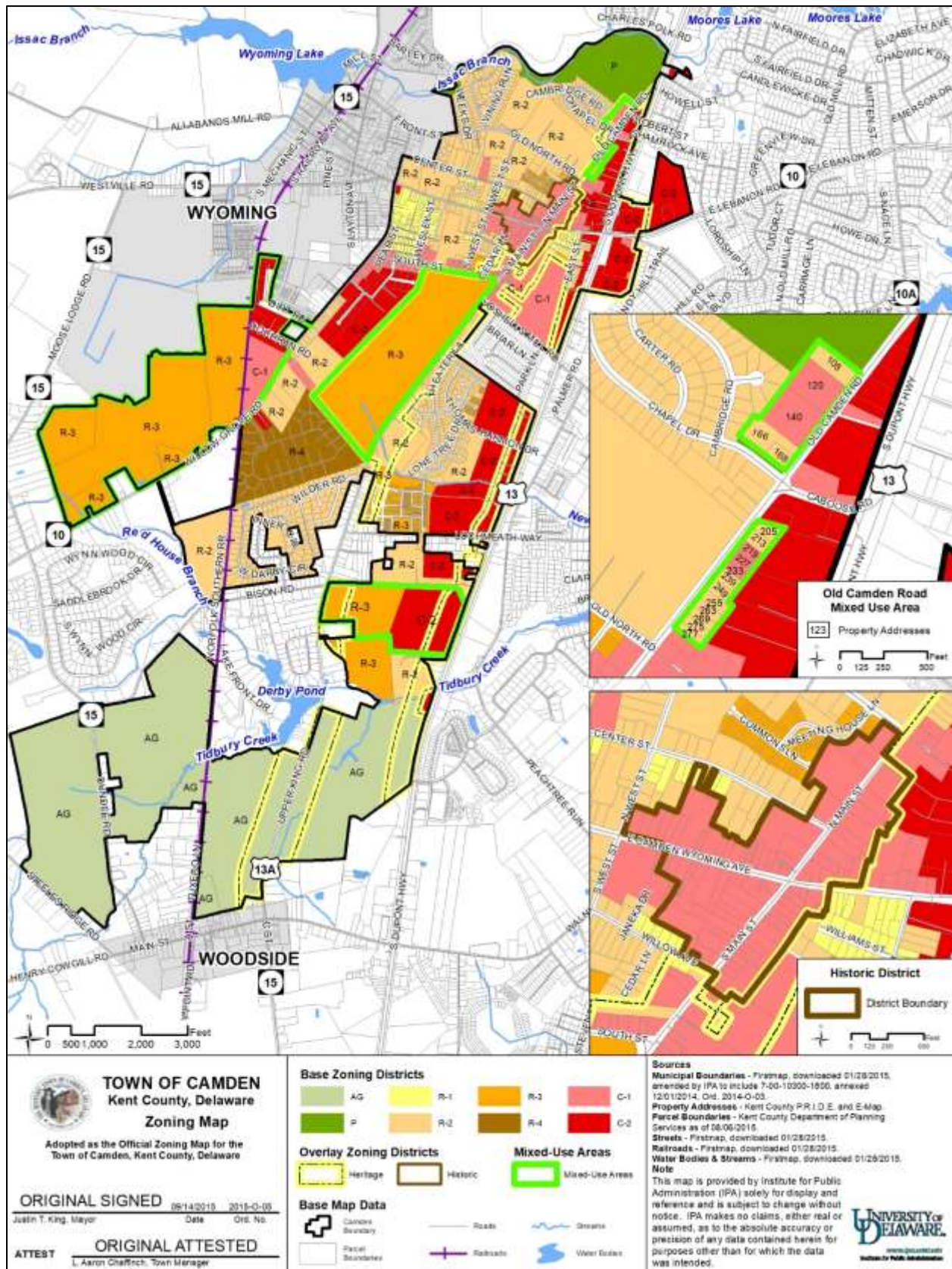


Table 4. Zoning Districts, 2014

Zoning District	Permitted Use Summary
P Preservation	Single-family detached homes on minimum one-acre lots as conditional uses; private recreational uses
AG Agriculture	Agricultural activities; single-family detached homes on a minimum one-acre lots as conditional uses; increased density applicable if development rights acquired under Transfer of Development Rights (TDR) program
R-1 Town Residential	Single-family, detached dwellings with minimum 5,000-square-foot lots; variety of institutional and accessory
R-2 Single-Family Residential	Single-family, detached dwellings with minimum 12,000-square-foot lots; tow-family dwellings; variety of institutional and accessory uses; mixed uses and densities allowed as conditional uses
R-3 Multi-Family Residential	Single-family, detached dwellings with minimum 12,000-square-foot lots; two-family dwellings, townhouses, apartments; variety of institutional and accessory uses; mixed uses and densities allowed as conditional uses
R-4 Manufactured Housing	Manufactured homes only
C-1 Community Commercial	Retail, service, and office uses; variety of institutional and accessory uses
C-2 Highway Commercial	Retail, service, and office 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

### 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 5 shows the relationship between the future land use designations depicted on the future land use map and zoning districts. 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 5. 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 mix of dwelling types and commercial uses
Infrastructure/Institutional	All Zoning Districts
All Land Uses	Heritage Overlay
All Land Uses	Historic Overlay

## Annexation Areas

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 right-of-way cannot be used to create “corridor” annexations.

## 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.

## Annexation Area Considerations

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.

Other factors include the 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. In addition, Camden's annexation boundary should demonstrate consideration of the boundaries of neighboring municipalities. Applicable Kent County policies also should be taken into account. Finally, consideration must be given to Delaware's and Kent County's farmland preservation programs.

### Position on Development of Adjacent Areas

Camden supports new development in adjacent areas of town, as long as they are in accordance with the goals and policies of the Town of Camden, Kent County, Town of Wyoming, Town of Woodside, City of Dover, and the State of Delaware.

### Position on Expansion of Boundaries

At present, Camden has no immediate interest in expanding its boundaries but has identified areas adjacent to town that may be of interest in the near future.

### Annexation Plan

Drawing on the criteria outlined above, Map 7 identifies properties to be considered for annexation in the Comprehensive Plan and their land-use designations. As the map shows, the proposed land use for each property is compatible with existing development on, and proposed for, adjacent properties. Except for a few small Level 4 parcels between Tuxedo Land and Steeles Ridge Road north of the Woodside town boundary, Camden's annexation areas are in Levels 1, 2, or 3.

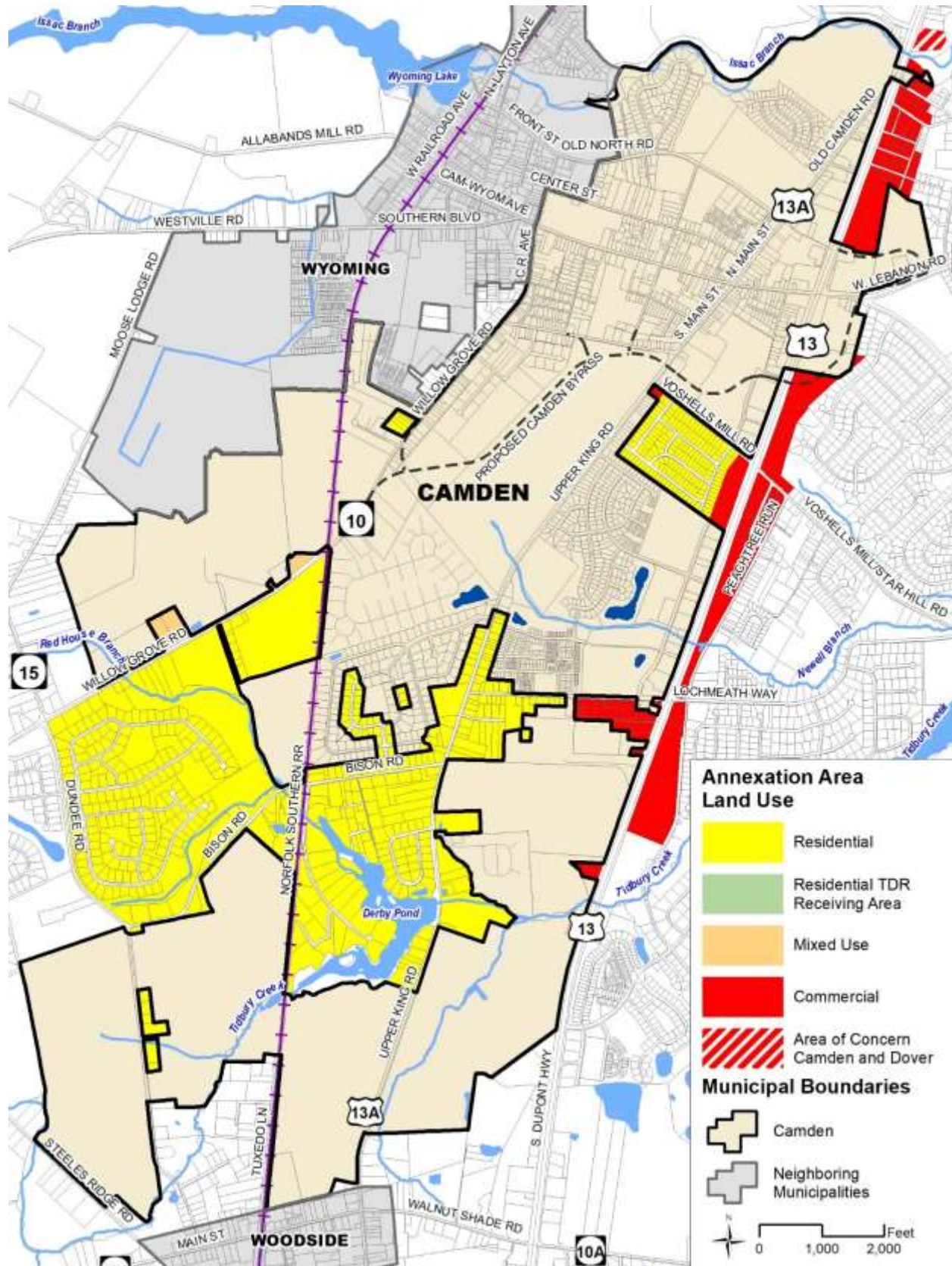
### Recommendations for Considerations

1. Update the town's zoning ordinance and ensure that it is in compliance with all goals and recommendations in this Plan.
2. Allow for mixed-use development (including residential or office uses located above ground floor commercial uses) in areas of town where growth is deemed appropriate and ensure that that pedestrian and bicycle connectivity is promoted in these areas.
3. Preserve historic properties that have been identified by the Planning Commission and/or Town Council, particularly in Camden's historic downtown area and keep accurate records of each historic property.
4. Encourage cluster development in newly developed residential communities that maximizes the effectiveness of required open space and creates large areas of connected green space that helps to preserve natural resources.



5. Ensure that the Town of Camden is providing infrastructure and resources that are necessary for residents to maintain a good quality of life and allows businesses to thrive, including safe walkable neighborhoods and commercial areas.
6. Continue to enforce a program of code enforcement that ensures all parcels and operations conform to acceptable property maintenance standards along with other standards required by code.
7. Consider locating large parking lots behind buildings or street walls while working with businesses to allow for a small amount of the overall required parking in the front of buildings.
8. Consider removing the Heritage Overlay district from the town's zoning code.
9. 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.
  - a. Place lots that meet the minimum lot size for R-1 in the R-1 Zone.
  - b. Consider consolidating entire in-town neighborhoods in the R-1 Zone regardless of size.
  - c. Consider placing larger lots meeting the minimum R-2 lot size in the R-2 Zone, except where classified as an "in-town neighborhood."

Map 7. Annexation Area, 2019



## Chapter 5. Transportation

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This chapter provides an inventory of the transportation system in Camden, identifies issues that need to be addressed, notes planned improvements to the transportation network, and recommends actions to ensure maximum mobility for all transportation modes.

### Transportation Trends

Since Camden's most recent plan update, the State of Delaware has shifted some of the goals of its statewide transportation agenda. While motor-vehicle-related projects do, and will continue to, receive the overwhelming majority of investment, there has been an increasing focus on non-motorized modes, mainly biking and walking.

In 2009 Governor Jack Markell signed Executive Order Number Six—Creating a Complete Streets Policy. This order compels DelDOT to ensure that the needs of bicyclists and pedestrians are considered whenever the state builds or does significant maintenance work to existing state-maintained roadways. Effectively, the order strengthens the standard concerning the presence of bike and pedestrian amenities to the level where their exclusion must be demonstrated to be wholly infeasible or impractical

Similarly, in 2011 the 146th General Assembly passed Senate Concurrent Resolution #13. The Bond Bill Committee voted to fund the measure with \$7.5 million, a figure the state hopes to leverage into the tens of millions via various grants. This measure requests that DelDOT explore and plan how “to create contiguous systems or networks of walkways and bikeways within and between cities and towns in Delaware in order to provide travelers with the opportunity for safe, convenient, cost-effective and healthy transportation via walking and bicycling.”

Finally, in October 2011, an MOU was initiated between DNREC and DelDOT to implement the resolution and, among other things, “link Delaware communities internally to support more sustainable local economies and externally expand the linkages between the state's neighborhoods, towns, and cities.”

### Roads and Traffic

The transportation system in the Town of Camden consists of roadways, sidewalks, and public transit through DART First State buses. Map 8 depicts roads, routes, and a railroad in the Camden vicinity. On average, the traffic in Camden has grown modestly over recent years, especially following the development boom in town from 2000 to 2009. The primary points of this congestion are along Camden Wyoming Avenue (SR 10), Willow Grove Road (SR 10) Main Street/Upper King Road/Old Camden Road (U.S. 13 Alternate), and Old North Road.

Traffic counts indicate a steady growth in and around Camden. DelDOT routinely conducts traffic counts for roadways across the state, including Camden. The roads measured by DelDOT in Camden are Main Street, Camden-Wyoming Avenue, and Willow Grove Road. DelDOT's counts for U.S. Route 13 suggest a slight increase in traffic since the last Comprehensive Plan.



*A truck travels along Camden-Wyoming Avenue*

The growth in and around the Camden area has created the perception of increased traffic congestion. The most significant problem has been the increase in traffic from heavy trucks both through the historic district and along U.S. Route 13. The main intersection between Main Street and Camden-Wyoming Avenue is located at the heart of the historic district. Before the construction of the POW/MIA Parkway, many trucks used this route to reach U.S. Route 13 and SR 1 from West Dover. The volume of traffic, along with high tractor-trailer usage of Camden-Wyoming Avenue, resulted in increased damage to the streets and buildings in this important area of town. Eventually, this should be alleviated by the newly built POW/MIA Parkway, the planned Camden Bypass, which is likely to travel through the middle of town, and the planned expansion of U.S. Route 13.

The POW/MIA Parkway opened in September of 2017 and should take a considerable amount of heavy truck traffic off the roads through Camden. This new road connects West Dover to U.S. 13 on the northern edge of Camden's town limits. Now trucks coming from the industrial sites in West Dover and the vehicles that needed to travel through Camden and Wyoming on Camden-Wyoming Avenue to reach U.S. 13 can accomplish this by utilizing the POW/MIA Parkway.

Another project that would reduce traffic through the historic parts of Camden is the Route 10 Camden Bypass. This project would create a new road connecting from South Street to U.S. 13 through the open property next to the Town Hall. It would continue, connecting with Rising Sun Road and West Lebanon Road. Additionally, Old North Road would be extended past its current end point at U.S. 13 and also intersect West Lebanon Road. Another part of the proposal is a new road directly connecting Willow Grove Road and South Street that would run to the east of the industrial park. Camden will need to balance the desire to preserve its historic small-town



atmosphere with the growth opportunities available due to its central location and these new roadways.

There also is a plan to expand U.S. 13 from a four- to six-lane highway to relieve some of the traffic congestion, which tends to be higher than most of the surrounding area, and DelDOT is planning to make improvements to the highway to improve pedestrian and bicycle safety.

## Non-Automotive Travel

### Pedestrian Mobility

Moving forward, the Town of Camden should focus on improvements to pedestrian safety by better connecting its neighborhoods and commercial areas alike through sidewalks. Sidewalks run throughout Camden in both the central downtown area and within individual

neighborhoods. In most areas of town, there are well-maintained and pedestrian-friendly sidewalks. There are gaps in the network, however. One reason this is important is because children walk to Camden's schools. Sidewalk conditions along sections of Camden-Wyoming Avenue suffer from high traffic volumes and heavy truck use of



*Typical pedestrian infrastructure on South Main Street*

the historic downtown area and, as a result, some downtown residents perceive it to be unsafe to walk in this area. The POW/MIA Parkway is a first step toward improving pedestrian safety by providing an alternate route to local roads for high-speed traffic and trucks.

The volume of sidewalks in Camden is encouraging. Sidewalks can be found on almost every primary route through the town and on many of the side streets, as well. They connect some residential neighborhoods to commercial areas of the town and Camden's schools. Most of Camden, however, is not well connected or particularly safe for pedestrians, and not all

neighborhoods or smaller side streets have sidewalks. Camden should look to improve upon its pedestrian network as it has the potential to be a very strong asset for the town in the future.

### Bicycle Traffic

DelDOT has created a map of bicycle suitability for all major roads in the state. DelDOT suggests utilizing its framework, which is called the “Bicycle Level of Traffic Stress,” for understanding the ability of residents to safely bike. The definitions for how this is calculated can be found on page 108 of DelDOT’s new statewide bicycle plan, “Blueprint for Bicycle Delaware,” which is available at <https://www.deldot.gov/publications/plans/bikeandped/pdfs/DelDOTBikePlan043018FINAL.pdf>. It should be noted that, typically, the League of American Bicyclists and other similar national cycling organizations don’t look favorably upon unmarked, wide lanes—particularly on trafficked roadways. Wide lanes tend to have the effect of increasing vehicular travel speeds. The Town of Camden may want to look into conducting its own assessment of the adequacy of its cycling network.

There is room for improvement in Camden’s cycling network. There is a lack of marked bicycle paths on Camden roadways. While there are shoulders on Willow Grove Road and Upper King Road that lead into the central portions of town, vehicle speeds along these roads can be fairly rapid, increasing the danger for cyclists. A good location of a shoulder is on Old Camden Road north of Old North Road. There are no bike lanes on the main roads of Camden-Wyoming Avenue or on Main Street between its intersection with South Street and Old North Road. Old North Road does not have a designated bike lane or shoulder, but it is wide enough to accommodate cycling and automotive traffic.

The addition of dedicated bike lanes on streets and dedicated bike paths would improve safe bicycle travel in Camden. The Town of Camden should work with DelDOT to ensure it has input into the process. Camden could also consider entering into a Memorandum of Understanding (MOU) with DelDOT or passing its own Complete Streets ordinance.

### Railroads

The main north-south railroad line in Delaware runs through Camden’s neighboring town of Wyoming. While the railroad does not run through Camden, it played a critical role in the development of the town during the mid-nineteenth century. The primary road of Camden-Wyoming Avenue crosses the tracks in Wyoming, in addition to Front Street, which turns into Old North Road in Camden. The path of the railroad crosses into Camden territory south of the old Wyoming Train Station. It crosses Willow Grove Road next to the Barclay Farm community and Bison Road just outside the southern edge of the town. The tracks are only used for freight purposes now. Although the railroad was important for Camden’s development, it currently provides very little economic benefit to the town as there are no rail-freight-oriented businesses.

## Public Transportation

The public transportation provided to Camden is operated by DART First State. DART First State operates fixed-route service in Kent County. Map 9 shows bus routes and park & ride locations in the Camden vicinity.

The Camden bus route connects with the Route 303/Dover-Georgetown/Intercounty route, connecting Dover, Magnolia, Milford, Milton, and Georgetown. It also joins with Intercounty routes 301 and 302 at the Dover Transit Center that service Newark and Wilmington. Route 104 is the main DART bus service in Camden with stops including Rodney Village, the intersections of Camden-Wyoming Avenue and Main Street, Camden-Wyoming Avenue, and Caesar Rodney Avenue. Route 104 ends at the Camden Walmart, giving users access to the commercial businesses there. Also at this location Route 104 links with Route 117, enabling access to and from Harrington. There is also a new Route 307 intercounty bus that travels between Dover and Lewes.

Park-and-Ride lots in the Camden area are located at Faith Community Church in Dover on U.S. Route 13 in Camden, Dover Transit Center, Delaware Agricultural Museum on U.S. Route 13, Scarborough Road in Dover, and Saint Andrews Church along U.S. Route 13 in Dover.

DART Paratransit service provides a door-to-door transportation service for elderly and disabled riders. Paratransit rides need to be arranged at least one day in advance. The Senior Citizens Affordable Taxi (SCAT) service, which provides elderly or disabled persons with a 50 percent discount on taxi fares from participating companies, is also available.

## Aviation

Jenkins Airport is closest to Camden. It is located approximately two miles away from town on Westville Road to the west of Wyoming. Jenkins Airport serves small, single-engine propeller craft and consists of a 3,000-foot turf runway. Dover Air Force Base, with its 13,000-foot paved runway, is located about three miles away. The nearest regular passenger air service is provided at the Philadelphia International Airport, roughly 75 miles to the north of Camden. In addition to Philadelphia, the Baltimore-Washington International Thurgood Marshall Airport is 85 miles to the west of town. The Delaware Airpark in Cheswold, located approximately ten miles due north, is home to 45 aircraft and Delaware State University's flight-training program. It serves both corporate and recreational flyers year-round.

## Commuting Patterns

The four tables below describe commuting patterns in Camden and Kent County. Commuting patterns in Camden vary somewhat when compared to Kent County. More residents of Camden carpool and fewer work from home. Camden has zero residents using public transportation as a means of travel to work, while 82 percent drive alone to work.

In terms of commuting time, Camden residents generally have shorter commutes than residents of the rest of Kent County. Approximately 26 percent of Camden commuters drive 30 minutes or more to work, while 34.7 percent of Kent County commuters drive that long to get to work.

The vast majority of Camden residents commute to locations within Kent County, which is not surprising given its central location and proximity to Dover, the county's largest job center. Commuters who work in Camden are largely from Kent County, although a surprising 21 percent commute every day from New Castle County to work in Camden.

**Table 6. Means of Travel to Work, by Percent of Workers**

	Drove Alone	Carpooled	Public Transit	Walked	Other Means	Work at Home
Camden	82.0%	14.8%	0%	1.3%	0.9%	1.0%
Kent County	82.9%	9.3%	1.2%	1.8%	1.1%	3.8%

Source: U.S. Census Bureau, American Community Survey 2012–2016 Averages.

**Table 7. Travel Time to Work, by Percent of Commuters**

	Fewer than 15 minutes	15-29 Minutes	30-44 minutes	45-59 minutes	60 or more minutes
Camden	31.2%	42.8%	9.7%	4.4%	11.9%
Kent County	30.2%	35.1%	15.3%	8.4%	11.0%

Source: U.S. Census Bureau, American Community Survey 2012–2016 Averages.

**Table 8. Place of Employment for Camden Residents**

	Percent of Camden Residents
Kent County	64.9%
Sussex County	13.6%
New Castle County	11.2%
Other	10.3%

Source: U.S. Census Bureau, Center for Economic Studies, 2015 via On The Map.

Table 9. Place of Residence for Camden Workers

	Percent of Camden Workers
Kent County	61.9%
New Castle County	21.0%
Sussex County	8.5%
Other	8.6%

Source: U.S. Census Bureau, Center for Economic Studies, 2015 via On The Map.

Figure 5 shows the employment pattern of people either commuting into Camden or from Camden to another location. Over twice as many commuters drive to Camden to work every day (3,521) when compared to the number of Camden residents who drive elsewhere for work (1,425). A somewhat surprisingly low number of Camden residents both live and work in Camden (133).

Figure 5. Jobs Inflow/Outflow



Source: U.S. Census Bureau, Center for Economic Studies; <https://onthemap.ces.census.gov/>

## Transportation Improvements

Camden continues to make improvements to its transportation network, especially since the large growth period from 2000 to 2009. Over the last decade, Old North Road was extended from its original stopping point at the intersection with Main Street adjacent to Caesar Rodney



High School to U.S. Route 13. At this juncture, it services the new Caesar Rodney Plaza, which features a Redner's Market with an attached gas station and a Walgreens. Although not within the town's limits, the new POW/MIA Parkway addresses several transportation issues. It reduces the congestion in the town, decreases the volume of heavy trucks travelling through town, and cuts down the noise from traffic. The following are transportation improvement initiatives in the town.

### Camden Bypass

In 2009, Camden's Town Council approved plans to create a Camden Bypass to the south of the current SR 10. The Council reinforced its support for the bypass by including it in an amendment to the 2007 Comprehensive Plan adopted in 2013. The bypass would connect the two existing parts of SR 10 south of Camden-Wyoming Road through mostly vacant property. It



*Newly constructed traffic signals at the future intersection of Route 13 and the Camden Bypass*

is expected to intersect U.S. Route 13 to the south of the highway's juncture with SR 10. The bypass is expected to continue west through the King property, which is currently under development. From the King property, it is expected to bypass the Town Hall before crossing Main Street. At a point not yet determined, the bypass is expected to connect to Willow

Grove Road (SR 10). Although the exact location has not been confirmed, the bypass is planned to travel behind the VEPCO Park industrial center.

As part of the bypass, Old North Road is expected to extend further across U.S. Route 13 and join SR 10 from the north. It intersects SR 10 slightly more to the east than the connection with the southern section of the bypass. New development should take place along this new juncture.

An important part of this project is to shift heavy truck traffic from the historic areas of Camden and Wyoming. Although the POW/MIA Parkway and the widening of Route 13 should help, the Camden Bypass will add an additional new route for truck traffic to use. According to the State Historic Preservation Office (SHPO), the bypass accomplishes the goal of taking truck traffic off Camden-Wyoming Road. However, it potentially affects other historic areas within the town. To ease any potential impacts, SHPO pledged to work with DelDOT throughout the process. The bypass reduces noise and environmental concerns stemming from this traffic in the historic area of town, but may create new noise along the new route. Additional development is anticipated along the new route, which DelDOT still needs to determine. It is important for the plans for the exact route to be finalized soon so the town can move forward with the necessary zoning and other reviews for this anticipated new development.

As of October 2018, Camden has confirmed that at least the beginning portion of the Camden Bypass will travel from Route 13 and connect with South Main Street to the north of Town Hall. The Town of Camden Planning Commission has expressed its interest that the route promotes a safe environment for pedestrians and bicycles as it is constructed and land adjacent to it is developed. DelDOT's current Capital Transportation Program for Fiscal Years 2020 through 2025 shows the Bypass being built in Fiscal Years 2021 through 2023. As the road moves closer to completion, Camden may want to consider conducting a corridor study to specify designs and uses along a "complete street," which is the expectation. A "complete street" is defined by Smart Growth America as a road that is "designed and operated to enable safe access for all users, including pedestrians, bicyclists, motorists and transit riders of all ages and abilities."

## U.S. Route 13 Widening

DelDOT is also planning to expand U.S. Route 13 from a four- to six-lane highway with the goal of reducing congestion in the area. U.S. Route 13 will gain an additional lane in both directions of travel. This section of U.S. Route 13 currently experiences heavier congestion than most of the rest of the Camden area.

DelDOT is also planning to make improvements that would improve pedestrian and bicycle safety along the highway. Currently, the highway is extremely unsafe for pedestrians to walk along or cross in certain portions and does not include bicycle lanes for bicycling safety. DelDOT wants to find ways to promote transit use within the town, increase usage of all modes of



*U.S. Route 13 in Camden*

transportation, and increase safety. It will be very important for the future of Camden to ensure that any expansion to this stretch of U.S. Route 13 includes improvements that ensure pedestrian and bicycle safety are a priority and are taken very seriously by DelDOT.

## Additional Transportation Issues

### Public Health Considerations

In conjunction with the state's new policies focused on non-automotive transportation, many policymaker and advocates in Delaware and nationwide are promoting the link between bicycling and pedestrian mobility and public health goals. Promoting bicycle and pedestrian improvements and connectivity not only provide an alternative to driving and additional recreation opportunities, they also help to promote healthy communities in Delaware. Given the obesity crisis facing the country as well as the state, it is important for all local governments to promote policies that help to make our population healthier and more mobile.

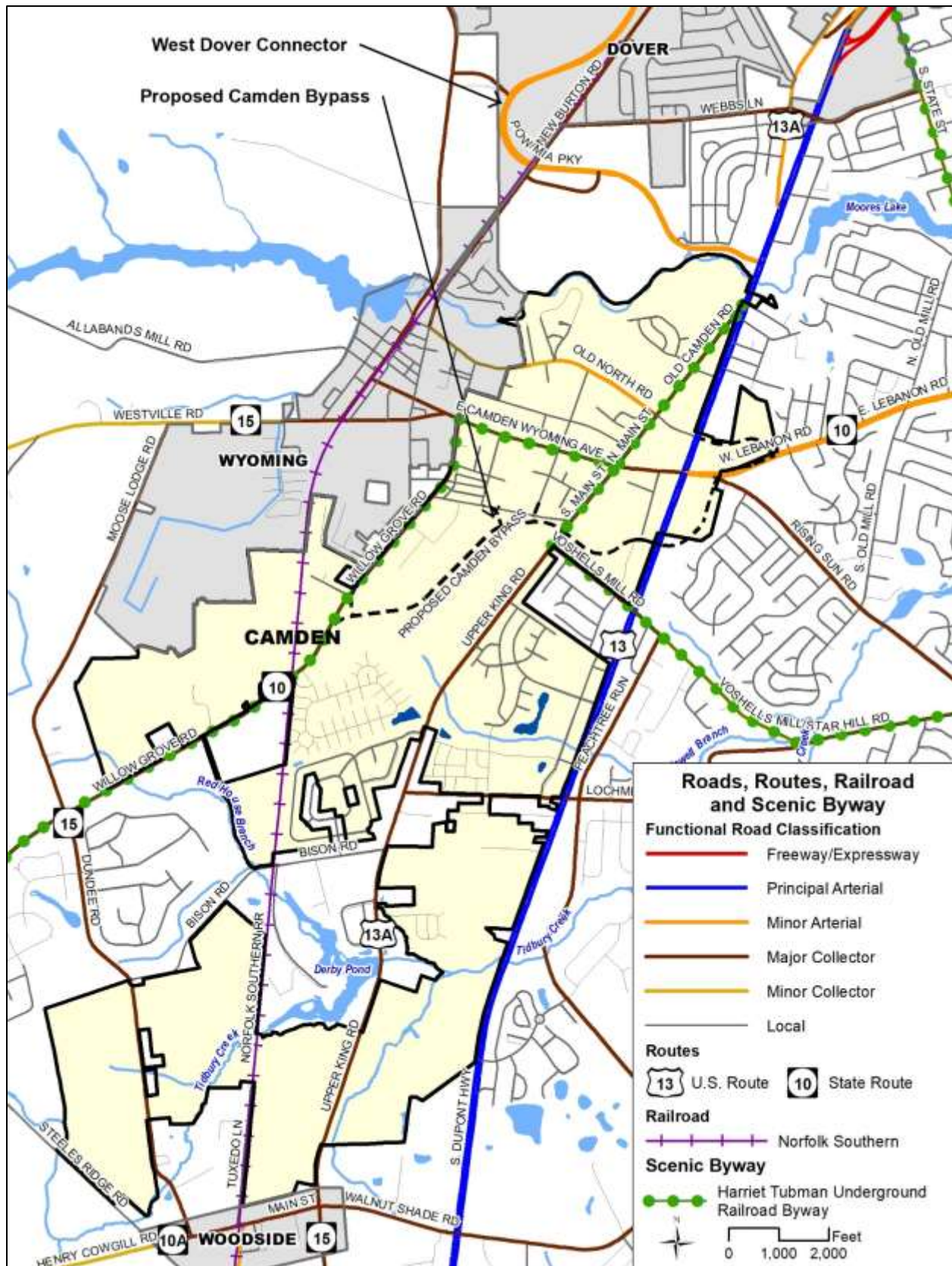
One effort to help improve public health in the development of comprehensive plans is the Delaware Plan4Health Initiative. The Delaware Chapter of the American Planning Association

(APA) and the Delaware Academy of Medicine/Delaware Public Health Association received a \$135,000 grant from APA through its Plan4Health program to combat two determinants of chronic disease—lack of physical activity and lack of access to nutritious foods. The funding for this national program has been implemented in partnership between APA and the American Public Health Association (APHA). This represents a major new collaboration between planners and public health professionals that Delaware hopes to build on in future comprehensive plans. Funding for Plan4Health was provided through an award from the Centers for Disease Control and Prevention (CDC). This Plan has sought to incorporate some of the key principles of Delaware’s Plan4Health where feasible. These principles include:

1. Health Equity – Let health equity guide the planning process.
2. Transportation – Promote all transportation modes and prioritize mobility.
3. Parks and Recreation – Let community health needs guide parks and recreation planning.
4. Community Facilities – Provide facilities that help keep people healthy.
5. Food Systems – Promote a vibrant agricultural industry that focuses on rural and urban agriculture.
6. Economic Development – Emphasize strategies to alleviate poverty and improve employment opportunities while expanding healthy food retail.
7. Land Use – Create compact, walkable, mixed-use, vibrant communities.



Map 8. Roads, Routes, and Railroad





**Camden Vicinity Bus Routes and Park & Ride Locations**

- Park & Ride
- Bus Routes Serving Camden
- Other Bus Routes
- Streets & Roads
- Proposed Bypass

Scale: 0 2,500 5,000 Feet

## Recommendations for Consideration

1. Become a better connected and more bicycle and pedestrian friendly community that is willing to work with DelDOT and the Dover/Kent County MPO to seek improvements and investments to make the town a model for connectivity in Delaware.
2. Continue to work with DelDOT, the Office of State Planning Coordination, and the Dover/Kent County MPO to identify a preferred route for the Camden Bypass to plan for the future of the properties in town that would be directly impacted by the bypass and ensure that the new route promotes a safe environment for walkers and bicyclers.
3. Continue to manage local traffic through a variety of measures, such as using traffic-calming techniques, limiting speed on local roadways, and maximizing pedestrian safety.
4. Develop a wayfinding signage system with the goal of directing visitors to popular destinations including historic sights and parking.
5. Work with DelDOT to maximize safety for motorists, bicyclists, and pedestrians along the U.S. Route 13 corridor.
6. Develop a pedestrian and bicycle plan for Camden following the adoption of this Plan that identifies a network of sidewalks, safe street crossings, bicycle lanes, and pathways that are a viable system for local transportation in addition to the automobile.
7. Improve pedestrian safety in historic Camden through traffic calming and investments in sidewalks and other improvements to make the area safer and more walkable.

## Chapter 6. Natural Resources and Environment

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### Physical Characteristics

#### Geology and Soils

Camden, as well as the rest of Kent County, is located within the Atlantic Coastal Plain physiographic province. The Atlantic Coastal Plain consists of geological formations comprising deep-lying crystalline rocks covered with layers of gravels, sands, and clays. The layers that make up the Coastal Plain dip gently toward the Atlantic Ocean from northwest to southeast.

Map 10 identifies soil classifications in the Camden vicinity. It also identifies a number of properties within the town boundary that are being farmed. The majority of underlying soils in Camden area are Sassafras and Hambrook series soils. These soils are highly productive, well drained, and generally not subject to flooding. Thus, they are suitable for both development and agriculture. Other well-drained soils in the vicinity are Downer, Unicorn, Ingleside, and Woodstown.

The areas shown in white on the soils map are not suitable for agriculture. These areas are located in the urbanized parts of the Camden vicinity, are adjacent to streambeds, or in flood-hazard areas.

#### Topography

Camden's topography can be characterized as relatively flat, like most of the surrounding area. As Map 11 indicates, elevations range from a low point of 20 feet above sea level at Tidbury Creek in Brecknock Park to a high point of 65 feet on the southwestern side of town. Slopes within the town limits are generally five feet or less. There are few areas with steeper slopes than five feet outside of environmentally sensitive areas.

#### Floodplains and Flood-Hazard Areas

Protecting flood-prone areas is important, not only as an integral component of a comprehensive environmental protection program, but also for continued participation in the National Flood Insurance Program. On May 5, 2014, Camden repealed the 2008 Flood Damage Prevention Ordinance (Ordinance 2008-O-12) and adopted a floodplain management ordinance (Ordinance 2014-O-01) that is consistent with current federal and state regulations.

Map 12 displays the boundaries of the flood-hazard and wetland areas associated with the two streams to Camden's north and south. As the map shows, the most extensive flood-prone areas in and around Camden are on the northern side of town along the Isaac Branch. There are also flood-prone areas along the Tidbury Creek on the southside of town, but much of this area is outside of the town's boundaries.

## Wetlands

Wetlands are important because they filter pollutants from water, mitigate flooding, and provide habitats for wildlife and many plant species. Wetlands also offer a wide range of recreational opportunities, including canoeing, fishing, and birdwatching. Through proper water management, careful site selection for development projects, and identification of sites for restoration, wetlands can be protected and managed.

Section 404 of the federal Clean Water Act regulates tidal wetlands protection. The act governs (and usually prohibits) construction and filling activities in areas containing wetlands or wetland-associated hydric soils. Verification of wetland presence is provided by a United States Army Corps of Engineers (USACE)–approved wetlands delineation. Under Title 7, Chapter 66 of the Delaware Code and provisions of the state’s Tidal Wetlands Regulations, additional and more stringent regulatory protection are provided for tidal wetlands than non-tidal wetlands. The Wetlands Section of DNREC’s Division of Water administers the state’s wetlands-protection programs.

Camden’s subdivision ordinance (Article 4, Section A1) mandates that state regulations govern development near wetlands. As Map 12 indicates, nearly all of Camden’s wetlands are associated with streams and flood-prone areas. There are no tidal wetlands within Camden’s boundaries.

## Water Resources

### Surface Water

Surface water includes streams, rivers, lakes, and ponds. Camden is located in the St. Jones River drainage basin, which flows east to the Delaware Bay. The Isaac Branch and Tidbury Creek flow to the north and south of Camden, and both flow into the St. Jones River.

### Drinking Water

The source of Camden’s drinking water is groundwater. Groundwater is stored in aquifers. Aquifers are layers of gravel and sand within which water is stored and moves underground. Water is obtained by drilling wells into the underground aquifers, treated, and distributed to homes and businesses.

## Protecting Water Resources

### Total Maximum Daily Loads (TMDLs)

A total maximum daily load (TMDL) is the greatest amount of a pollutant that a water body can absorb each day without violating water-quality standards—in other words, a pollution limit.



Examples of pollutants, which can harm surface-water bodies, include nitrogen and phosphorus, bacteria, sediments, and heat. There are two sources of these pollutants: “point” sources, such as sewage treatment plants and “nonpoint” sources, such as runoff from farms, parking lots, and golf courses.

Section 303(d) of the federal Clean Water Act (CWA) requires states to develop a list of water bodies for which current pollution-control activities are not sufficient to attain applicable water-quality standards and establish TMDLs for pollutants of concern. The first step in combating water pollution from point and nonpoint sources is to determine acceptable pollution levels—the TMDLs. On December 1, 2006, DNREC adopted regulations establishing the TMDL for the pollutants in the St. Jones River watershed that are outlined in Table 10.

The second step is to develop a pollution-control strategy. DNREC’s Watershed Assessment staff works with Tributary Action Teams—comprising residents of each watershed, the public, and other stakeholders—to develop this strategy. Typical strategies considered by these teams include the following:

- Eliminating point-source discharges.
- Managing fertilizer and manure applications.
- Replacing failing septic systems with environmentally safer sewage-disposal systems.
- Employing protective agricultural practices such as planting vegetative buffer strips between cropland and waterways.
- Treat residential stormwater runoff at higher levels.

Table 10. St. Jones River Watershed TMDLs

Pollutant	Waste Load Allocation for Point Sources	Waste Load Allocation for Nonpoint Sources	TMDL
Total Nitrogen (pounds per day)	31.00	838.50	869.5
Total Phosphorus (pounds per day)	3.78	59.60	63.38
Enterococcus (number of colonies per day)	1.5E+10	1.5E+11	1.7E+11

Sources: TMDL and Reduction from Baseline Data from *Delaware Administrative Code*, Title 7, Section 7425, adopted December 1, 2006. Point and Nonpoint data from DNREC, *St. Jones River Proposed TMDLs*, Page 6- 2, August 2006 at [http://www.dnrec.delaware.gov/swc/wa/Documents/TMDL\\_TechnicalAnalysisDocuments/9\\_StJonesTMDLAnalysis.pdf](http://www.dnrec.delaware.gov/swc/wa/Documents/TMDL_TechnicalAnalysisDocuments/9_StJonesTMDLAnalysis.pdf).

The St. Jones River Tributary Action Team developed the St. Jones River Watershed Pollution Control Strategy in December of 2012. This strategy can be found at the DNREC Division of Watershed Stewardship webpage under Watershed Plans and Strategies ([http://www.dnrec.delaware.gov/swc/wa/Documents/WatershedPlans/St%20Jones%202012%](http://www.dnrec.delaware.gov/swc/wa/Documents/WatershedPlans/St%20Jones%202012%20Strategy.pdf)



[20PCS%20final.pdf](#)). The strategy outlines a series of recommendations and specific goals with the aim of remediating the waters of the St. Jones to a condition that meets the standards of the Clean Water Act (CWA).

### Source Water Protection

The quality of water beneath the surface is as significant as the quality of water in rivers, lakes, and ponds. Accordingly, it is important for Camden to protect the areas around the wells that pump water from the ground and the aquifer from which water is drawn. Source water protection areas include wellhead protection areas and excellent groundwater recharge potential areas. Chapter 12, Utilities, provides additional detail on Camden's source water protections adopted in 2008 (Ordinance 2008-O-02).

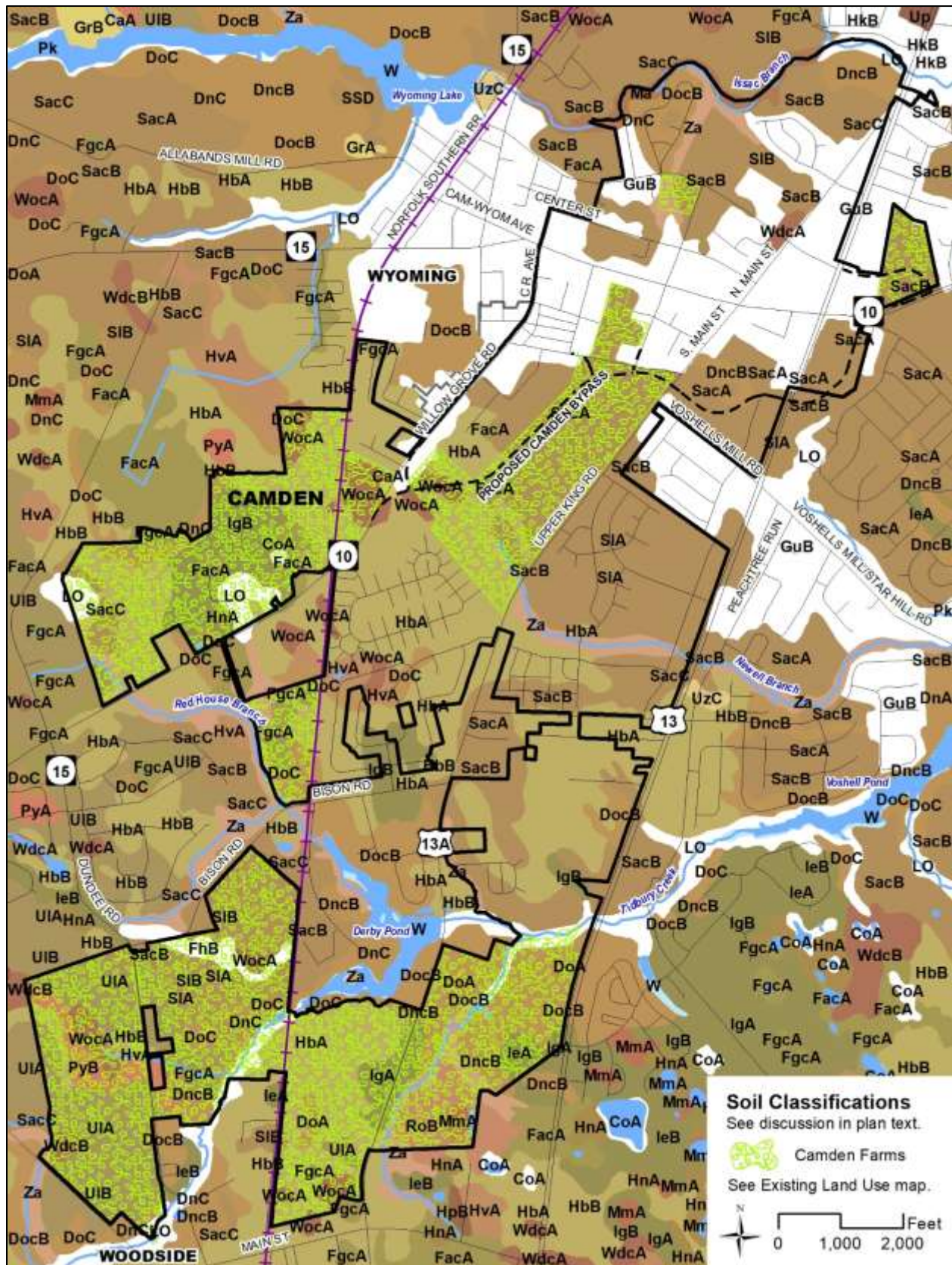
### Climate Change

Climate change is already affecting Delaware. Over the coming years, we can anticipate even worse effects—more days of dangerously high heat, heavier precipitation, and sea-level rise that leads to significant flooding. While Camden is not particularly vulnerable to flooding, increasing temperatures and increased flooding in nearby areas are likely to have an impact on Camden in the future. As a result, climate change should be something that the town considers when planning for the future and in its day-to-day operations.

### Recommendations for Consideration

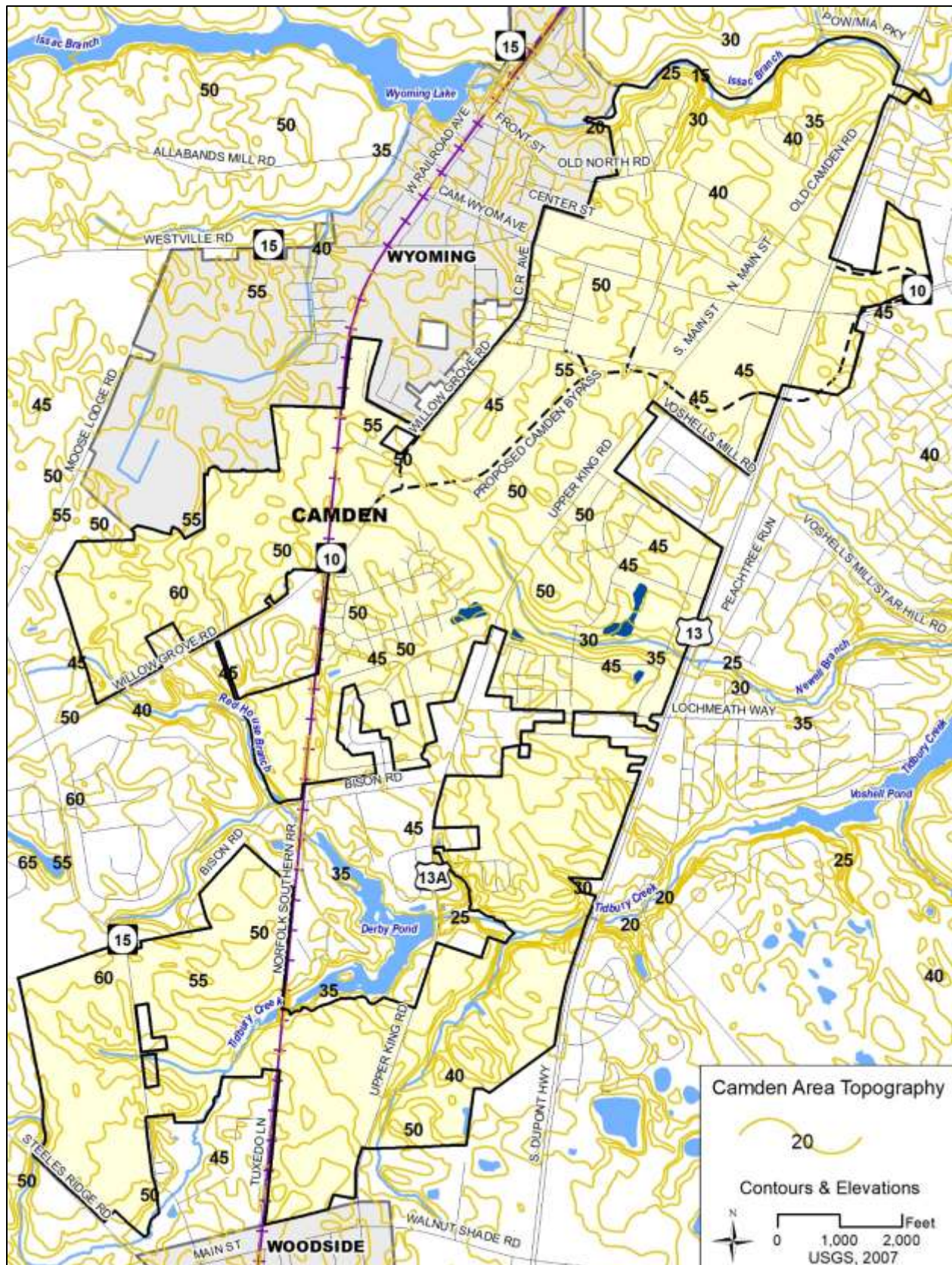
1. Work with DNREC to develop a Master Drainage Plan and address any MS4 requirements.
2. Continue to maintain storm sewer facilities to appropriate standards.
3. Consider the use of green infrastructure to help reduce the pollutant effects of impervious surfaces when developing new properties and replacing old infrastructure.
4. Consider obtaining drainage easements for areas that have historic drainage problems.
5. Continue to work with DNREC and other relevant state and county agencies to protect natural resources and environmentally sensitive areas.

Map 10. Soil Classifications



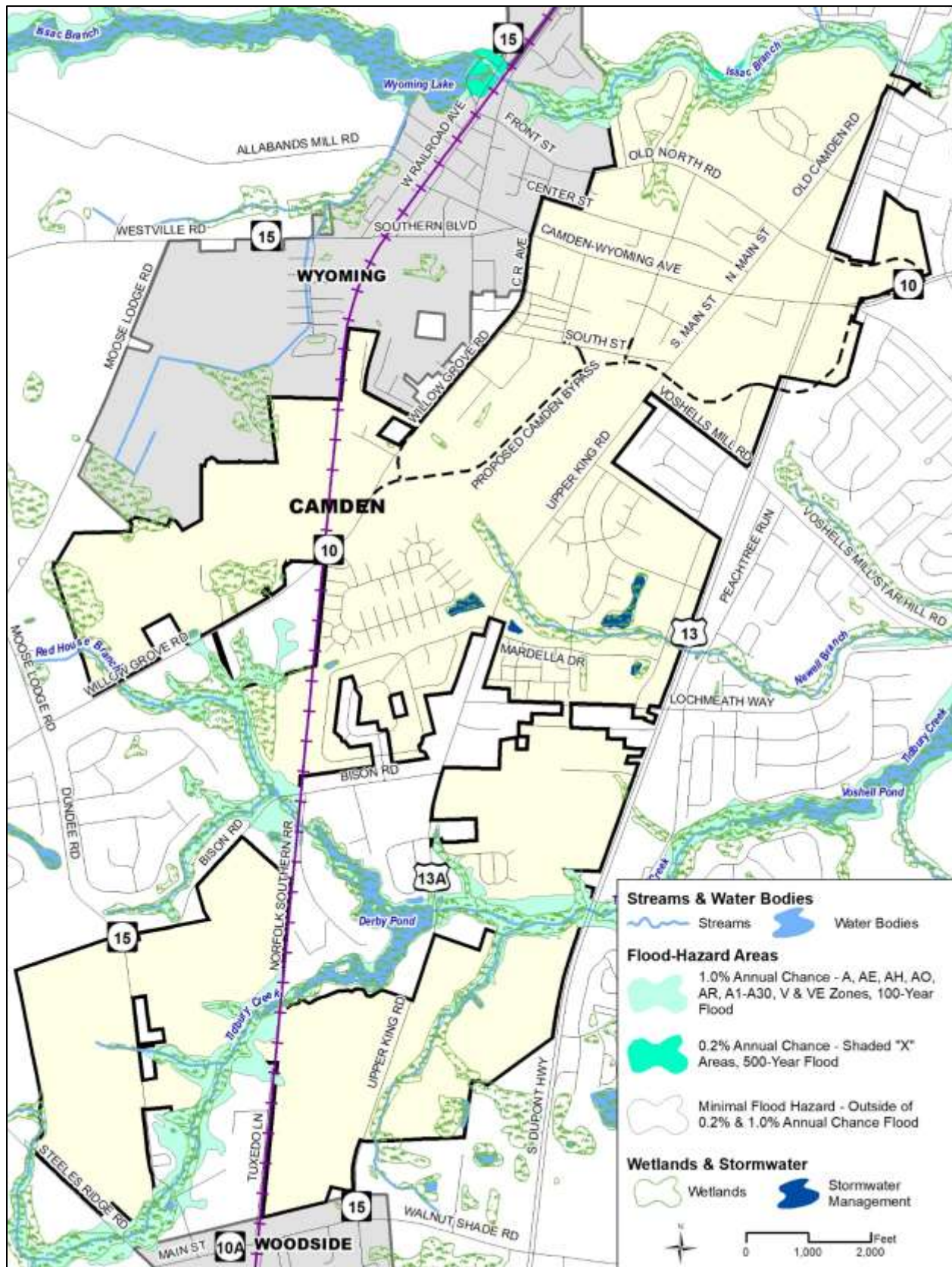


Map 11. Camden Area Topography





Map 12. Water Resources



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## Chapter 7. Economic Development

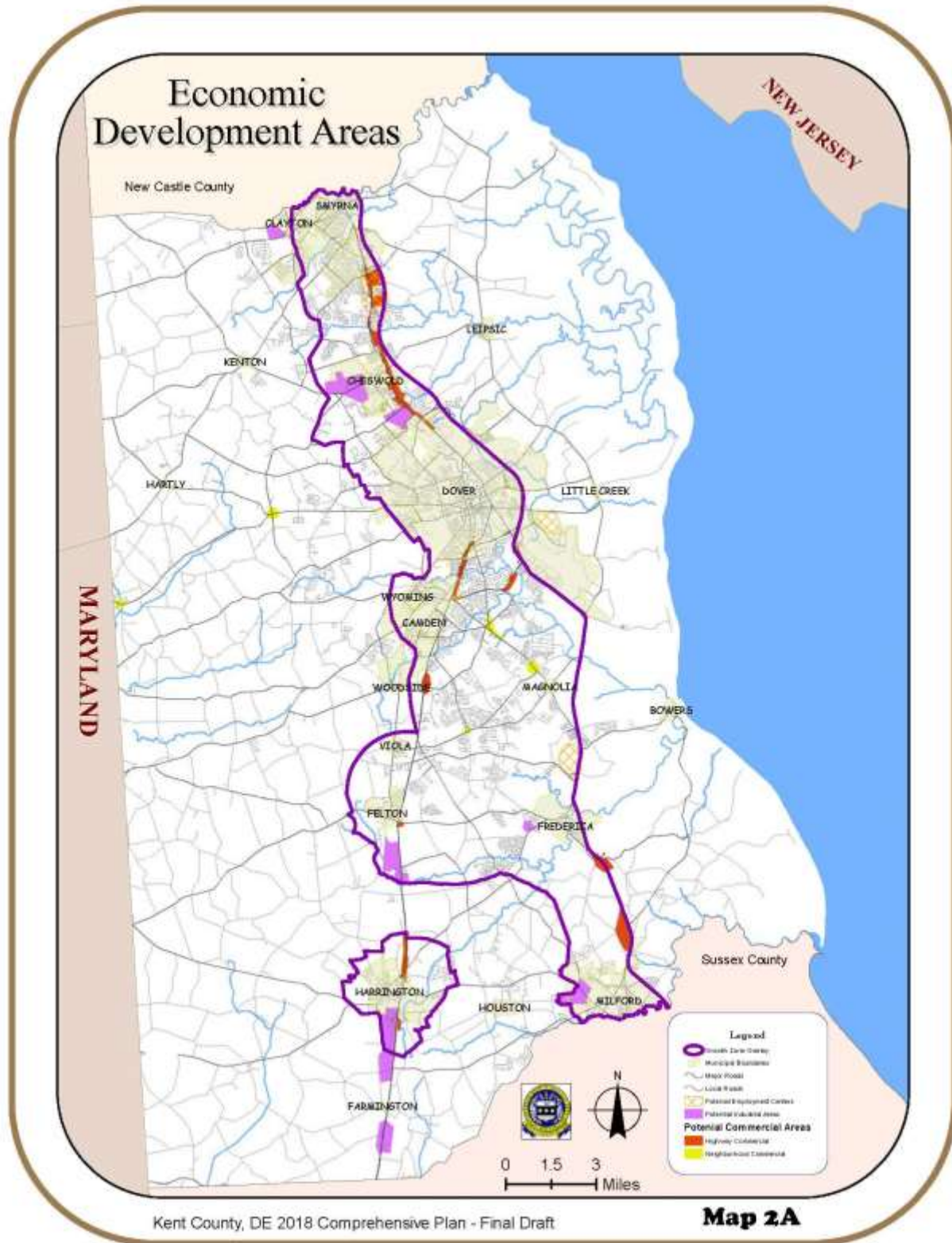
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Economic development includes policies and practices that enhance the local tax base, create and retain employment opportunities for local residents, and promote ready access for residents to desired goods and services. Market trends in the development of the south Dover area, including influential transportation improvements such as the POW/MIA Parkway, the expansion of U.S. Route 13, and the Camden Bypass, promise to bring additional commercial development and potential jobs to Camden over the next 20 years. Many of these new employment opportunities will likely be service- and retail-related, but the additional roadway expansions may bring new professional office or light industrial jobs to the town, as well. At the same time, the ongoing commercial development in surrounding areas and the subsequent increase in traffic volumes will require an active effort by the town to prevent overdevelopment of new commercial areas. The town may also want to consider identifying portions of town for heavier development while preserving other areas of town, including the historic center of town and rural areas of town.

### Countywide Trends

The latest Kent County Comprehensive Plan identified the creation of local jobs as the most important issue facing the county right now—by a wide margin. Fortunately for Camden, two of Kent County’s largest employers are the Delaware state government and the Dover Air Force Base, both located in Dover. Given Camden’s close proximity to both of these major employers, they provide a very important employment base for the local economy and Camden residents. Currently, the county has a very low unemployment rate of 4.3 percent according to the Kent County Comprehensive Plan, similar to that of the state, which is at 4.1 percent. The County has identified policy emphasis areas for economic development, shown in Figure 6, that include supporting the economic development efforts of municipalities and focusing economic development as a whole in areas where infrastructure exists, such as Camden. The vast majority of Camden is also in Kent County’s identified Growth Zone, which is intended to identify areas where new development is most appropriate and infrastructure is in place.

Figure 6. Kent County Economic Development Areas



## Local Trends

Camden's local economy is strong. Not only is it centrally located with close proximity to major job centers in the Dover area, but the town also has a strong local employment base with



*Entrance to the Camden Business Center*

commercial centers such as the Vepco Industrial Park located on Willow Grove Road and the Camden Town Center area located off U.S. Route 13. New development is also continuing to occur in the town at the King Property near Town Hall and near Camden Town Center. There also has been recent new development at the Redner's supermarket and Walgreens off the North Road extension, and more development is anticipated

in town once the U.S. Route 13

expansion and the Camden Bypass improvements are completed. Major employers in town according to the Kent County Comprehensive Plan are the Walmart located at Camden Town Center and the Handytube Corporation at the Vepco Industrial Park. The industrial park also includes Wyoming Millwork, Hilton Bus Service, and Esecos electronic service corporation.

## Economic Characteristics

Table 11 and Table 12 summarize 2016 income and poverty data for Camden, the Dover Census County Division (CCD) area, Kent County, Delaware, and the United States. Camden had higher median household incomes and slightly lower rates of poverty than those of Kent County and Delaware overall.

**Table 11. Household Annual Income, 2016**

	Camden	Dover CCD	Kent County	Delaware	United States
Median Income	\$61,480	\$52,702	\$55,184	\$61,017	\$55,322

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates.

Table 12. Selected 2016 Income Distribution and Poverty Data

	Camden	Dover CCD	Kent County	Delaware	United States
Households with annual income under \$25,000	17.5%	21.8%	20.2%	18.2%	22.3%
Households with annual income of \$100,000 or more	20.5%	19.1%	20.7%	26.5%	24.6%
Individuals below poverty line	6.7%	14.8%	10.0%	9.3%	11.8%
Individuals 65 years and over below poverty level	5.1%	6.2%	6.6%	7.0%	9.3%

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates.

### Area Employers

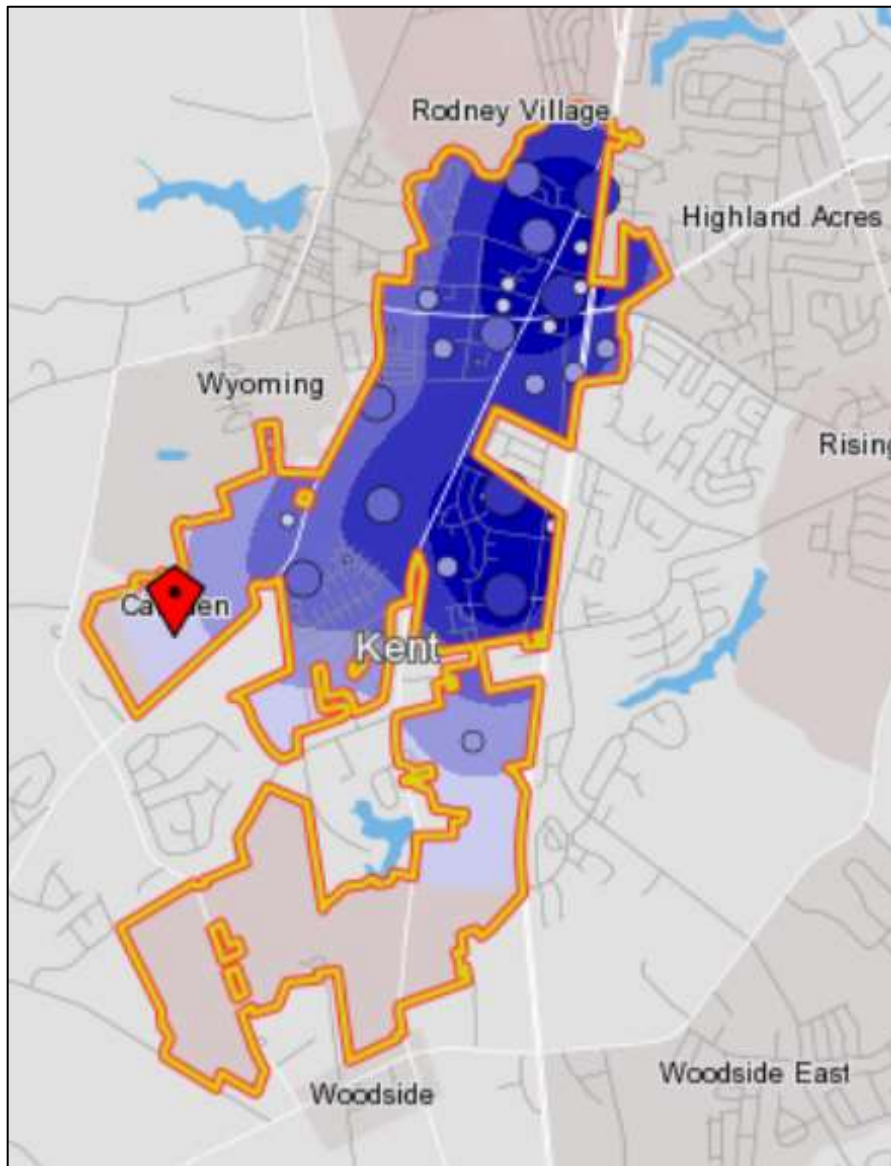
Figure 7 shows the concentration of employers in Camden. As the figure shows, the vast majority of jobs are located around Caesar Rodney High School in the north of town and along U.S. Route 13 in the center of town. Camden Town Center has the highest concentration of employment, while the southern and western portions of town are mostly undeveloped commercially and, therefore, have very little employment in comparison.



*Fifer Orchard Package & Shipping Facility on Upper King Rd*



Figure 7. Employer Concentration



*Census "On The Map" website Camden Town Employers*

### Employment and Unemployment

Table 13 presents the employment status for persons in the labor force for Camden, Kent County, the state, and the United States. Camden residents are unemployed at a higher rate than those of Kent County, Delaware, and the United States. The economy in Delaware has remained relatively strong compared to the United States overall since the Great Recession, but Kent County has lagged behind slightly.



Table 13. Employment Status

Employment Status	Camden	Kent County	Delaware	United States
Employed	60.3%	56.4%	58.2%	58.4%
Unemployed	3.5%	4.9%	4.5%	4.7%

Source: Census American Community Survey 2012–2016

## Occupations

As shown in Table 14, Camden residents' employment by occupational category in 2016 was similar to the rest of Kent County and Delaware as a whole. There was significant growth in the Service category in Camden from 2010 to 2016, while the Management, Business, Science, and Arts sectors declined. Camden has a similar number of people working in Sales and Office occupations when compared to the rest of Kent County and Delaware. Construction and Maintenance jobs were significantly reduced between 2010–2016, but Production, Transportation, and Material Moving jobs increased during the same period of time.

Table 14. Occupations in Camden, Kent County, Delaware, and the United States

Occupational Category	Camden		Kent County		Delaware	
	2010	2016	2010	2016	2010	2016
Management, Business, Science & Arts	42.4%	36.6%	31.6%	33.1%	36.8%	38.9%
Service	19.3%	23.8%	18.4%	20.3%	17.0%	18.5%
Sales & Office	21.4%	22.2%	25.6%	22.6%	26.0%	23.7%
Natural Resource, Construction & Maintenance	8.5%	3.5%	11.8%	10.1%	9.6%	8.5%
Production, Transportation & Material Moving	8.3%	13.9%	12.6%	13.9%	10.6%	10.45

Source: U.S. Census American Community Survey, 2006–2010 and 2012–2016.

## Areas of Opportunity

The primary commercial areas of Camden are along the U.S. Route 13 corridor and in the light industrial/warehouse areas adjacent to Willow Grove Road. These two areas would be the most logical places to focus new employment growth in town. In addition to these areas, critical decisions will need to be made by the town regarding the areas adjacent to the Camden Bypass in the near future. Such a large new road through the middle of town will change the character of those areas permanently and is likely to bring the attention and interest of commercial developers to build along the new route. A small amount of commercial growth is also feasible in the town's historic



*Future Camden Bypass off Route 13*

downtown but, given the interest of the town to minimize traffic in the area and to preserve the character of that area, it is likely to be mostly limited to attracting new businesses to the existing spaces available. New development along the Camden Bypass may also present additional opportunities to develop centers of commercial activity that could boost the town's employment base and local economy. It would be worth the town's consideration to discuss developing a detailed economic development plan and/or strategy for all of these areas once the Comprehensive Plan is complete.

## Recommendations for Consideration

1. Create an Economic Development Plan that will focus on identifying the strengths and opportunities for economic growth in town after the adoption of this Plan.
2. Review existing parking standards for commercial uses to ensure that they are not excessive and are right-sized for the types of uses that they accompany in the zoning code.
3. Incentivize shared parking arrangements among willing business owners, particularly in the historic area of Camden, to maximize the benefit of each parking space and to ensure that economic growth is not being unnecessarily restricted.
4. Explore public/private partnerships with local businesses to achieve town goals such as creating a more walkable community or creating new recreational opportunities.
5. Recognize farmers and farmland as important economic contributors to the local and regional economy and seek to assist these businesses when possible.

6. Continue to support education and educational institutions as vital partners in creating a strong local workforce and local economy.
7. Attract new investment and business by creating incentives to redevelop and reinvest in properties throughout town.
8. Recognize the U.S. Route 13 corridor as well as the light industrial and warehouse properties along Willow Grove Road as vital revenue generating areas of town.

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## Chapter 8. Park, Recreation & Open Space

### Local and Regional Facilities

Map 13 depicts park and recreation facilities in the Camden region. It also portrays the natural open spaces represented by water bodies, streams, flood areas, and wetlands.

Table 15 describes the activities available at these facilities.



*Brecknock Park Playground*

Table 15. Camden Region Park and Recreation Facilities

Facility	Features
Brecknock County Park	Brecknock Park is the only major park located within Camden and comprises over 86 acres located just off of U.S. Route 13 and the new POW/MIA Parkway. Recreational improvements include a large children's playground, softball fields, volleyball courts, four acres of multi-purpose fields, two miles of trails, Howell Mill Nature Center, and a historic home and tenant house.
Kent County Recreation Center/Kesselring County Park	Located at the former Kesserling property on New Burton Road, this site is easily accessible to the POW/MIA Parkway and is conveniently located just north of Camden. The 75,000-square-foot recreation facility is a partnership between the county and the Greater Dover Boys & Girls Club that houses classrooms for educational activities. The Kent County Recreation Center has 30,000 square feet of various indoor courts and an outdoor field for recreational activities. A loop trail is also being constructed, and a trail connection to Brecknock Park is planned.
Killens Pond State Park	Killens Pond State Park is located immediately to the east of U.S. Route 13 just south of Felton next to Lake Forest High School. The park surrounds a 66-acre pond known as Killens Pond located along the Murderkill River. Amenities available

Facility	Features
	include boating, fishing, hiking, playgrounds, and picnic areas. The park also features a nature center, year-round campgrounds, and a water park that is open during the summer months. An admission fee or yearly pass is required to enter the park.
Killens Pond Water Park	Killens Pond Water Park is a unique facility located within Killen Pond State Park that is usually open from Memorial Day to Labor Day. Amenities include a Mushroom Fountain, a Floating Lily Pad Fun Walk, two 205-foot-long twisting water slides, one of Killens Pond Water Park's two 27-foot-high, 205-foot-long twisting and turning water slides, and other interactive water features.
Browns Branch Park	Browns Branch Park is a 78-acre park located south of Carpenter Bridge Road, to the northeast of Harrington. Park amenities include two children's playground areas, softball fields, volleyball courts, a football field, 6.5 acres of multi-purpose fields, trails, and picnic areas.
Hunn Nature Park	Hunn Nature Park is located off of Route 10 just east of Camden. At 172 acres, this park is the largest in the Kent County system. It comprises uplands, wetlands, restored landfill meadows, and subaqueous lands. Features of the park include approximately 1.3 miles of trails, most of which is hard-packed stone. An additional 0.6 miles is planned to connect directly to the multi-modal path on Route 10 out to a waterway overlook and a bridge crossing to create a loop on the east end of the park. In the 1800s, the Hunn family became active abolitionists and this site became part of the Underground Railroad. The home and historical site, known as Wildcat, is located at the park but currently is not accessible to the public.
Tidbury Creek County Park	Tidbury Creek Park is located just east of Camden and south of Route 10 behind a suburban residential subdivision. This 18-acre park was created from an old sand and gravel excavation site and includes two man-made ponds for fishing along with a fishing pier. Walking trails use the steep sides of this old site to add an uphill/downhill difficulty to the hikes. Other park amenities include a children's playground, a one-acre dog park, and a picnic pavilion.

Facility	Features
Lebanon Landing County Park	Lebanon Landing Park is located between Tidbury Creek Park and the Hunn Nature Park along Sorghum Mill Road. It comprises a five-acre area that is used as a boat launch and fishing pier and has a picnic area. It is a convenient place to fish or launch a small boat onto the St. Jones River.
St. Jones Greenway (Planned)	The St. Jones Greenway is a planned 14-mile riverside pathway linking the Greater Dover, Central Kent County area to the Delaware Bay. The three-mile Isaac's Branch section was completed in 2007, linking the DelDOT complex with Route 10. In 2014, the Capital City Trail section was completed, linking the north end of Isaac's Branch to downtown Dover on Silver Lake Park. To the south, the path crosses U.S. Route 13 and the St. Jones River on the new dedicated non-motorized bridge. This will link into the Hunn Nature Park. Plans are still being developed as to where the path will go, but the ultimate goal is to reach the John Dickinson Plantation and the St. Jones Reserve east of Route 9.

Source: FirstMap, Delaware parks layer, accessed 08/24/18. Kent County 2018 Comprehensive Plan, Final Draft, pages 4-8 to 4-10.

## Open Space & Natural Areas

This Plan draws a distinction between Open Space & Natural Areas and Agricultural Open Space, in part due to the large portion of Camden that is currently characterized by agricultural uses. Open space refers to the stream valleys, flood areas, wetlands, and water bodies throughout the town. Recreation and park facilities may be located in some of these areas, such as portions of Brecknock Park, but most exist in their natural states. Natural areas are important because they contribute to the health of the local environment while providing natural beauty as a resource to the area. However, most of these areas could be considered Open Space or Natural areas in their current state.

Map 14 also identifies open space created through the town's subdivision review process that requires developers to dedicate open space proportional to the size of their development projects. Some of the dedicated open space is left in a natural state, and some open spaces are used for stormwater management. When possible, it is best to maximize the benefit of open space requirements in new developments by identifying corridors that can be linked together

to make larger natural areas rather than a series of disconnected spaces that are often of little benefit to local residents or wildlife.



*Brecknock Park*

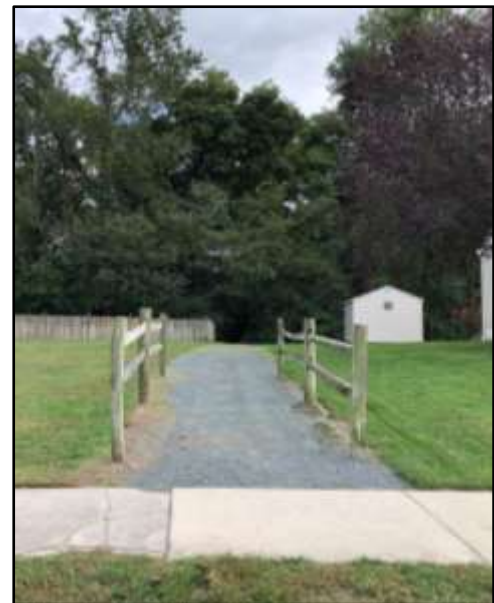
The largest existing open space area in Camden is Brecknock Park. Other open space areas in town can also be found in the Tidbury, Newells Creek, Burwood, and Kings Creek subdivisions.

As the existing land use map indicates, there are few vacant parcels and thus limited opportunities to create new open spaces in the developed areas of Camden. The likely

reason for this is that this area developed before Camden adopted its land-use standards requiring the dedication of open space when land is subdivided for development.

## Agricultural Open Space

Much of Camden is encompassed by large open areas that are agricultural in character. These areas are not restricted to being open space and may develop into new neighborhoods or commercial centers in the future, but currently they provide a great deal of open space for town residents. These areas could be identified in the future for opportunities to preserve open space permanently if part of the property is developed, or if the property owner is compensated to keep the land protected as open space. However, as stated previously, currently these areas are privately owned, and there are no active plans for new development in these areas.



Map 14 identifies these agricultural areas, which are largely in the southern portion of town.

## Regional Pathways and Trails

Trails often increase the attractiveness of an area and provide a parks and recreation amenity for residents. Trails can also increase property values and are a key component to the local transportation system. Map 13 shows a number of trails and pathways in the Camden vicinity. Some are completed, and others are recommended for consideration in this Plan. They are shown here because they are an important component of the Park, Recreation & Open Space system. Table 16 provides a list of these trails.

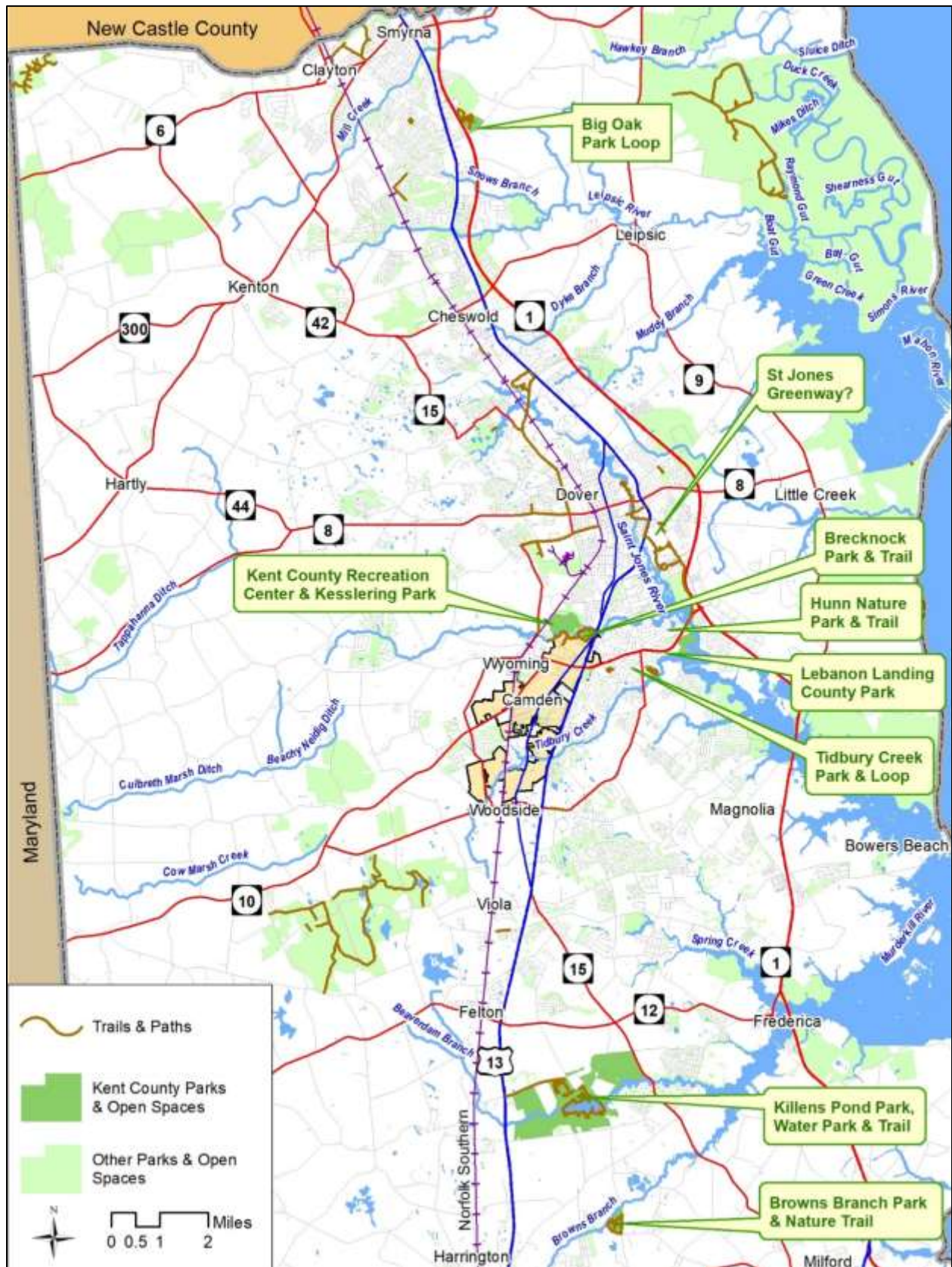
**Table 16. Camden Region Trails**

Trail Name	Approximate Trail Length
Brecknock Loop	0.9 miles
Brecknock Nature Extension (Park to W.B. Simpson Elementary)	0.8 miles
Tidbury Creek Loop	0.5 miles
Big Oak Park Loop	1.1 miles
Browns Branch Nature Trail	0.3 miles
Browns Branch Boundary Loop	1.1 miles
Hunn Nature Park	1.3 miles
St. Jones Greenway	4.1 miles on 3 separate trails
Killens Pond Loop Trail	2.7 miles

Source: Kent County Parks and Recreation Division webpage (<http://www.co.kent.de.us/parks-recreation.aspx>) accessed 8/31/18.

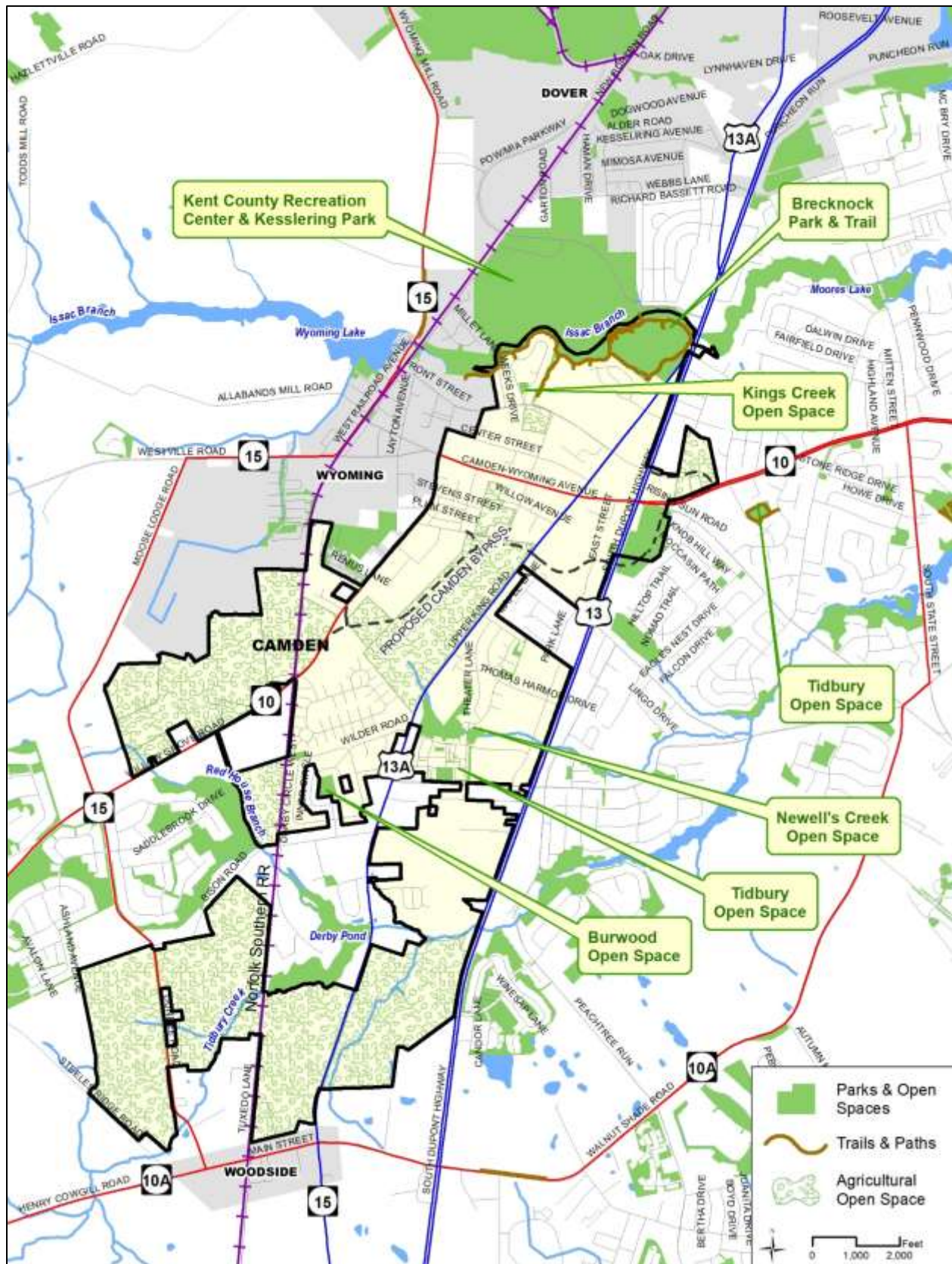


Map 13. Camden Region Park, Recreation, Trails, and Open Spaces





Map 14. Camden Local Park, Recreation, Trails, and Open Spaces



## Recreation Facility Needs

According to Camden's Comprehensive Plan Pre-Update PLUS Review by the Office of State Planning Coordination, DNREC recommended the following recreation facilities as "high facility needs" based on their own public opinion survey for the Camden area:

- Walking and jogging trails
- Public swimming pools
- Bicycle paths
- Fishing areas
- Playgrounds
- Community gardens
- Picnic areas
- Off-leash dog areas

## Recommendations for Consideration

1. Review the Preservation (P) Zone to consider refining definitions, permitted uses, and development standards.
2. Consider placing recorded open spaces within subdivision in the P Zone.
3. Seek to partner with DNREC and Kent County to develop a local area needs assessment for Camden that will identify the strengths and weaknesses of the recreational facilities in the area.
4. When creating bicycle and pedestrian pathways, ensure that they are viable for recreational uses as well as everyday transportation uses.
5. When possible, maximize the benefit of open space requirements in new developments by identifying corridors that can be linked together to make larger natural areas rather than a series of disconnected spaces that are often of little benefit to local residents; consider a separate planning effort to identify these areas.

## Chapter 9. Housing

The expansion of Camden's housing stock in the first decade of the twenty-first century has upgraded the town's housing stock with mostly new single-family units. Almost 40 percent of the total housing units in Camden were built between 2000 and 2010. Although development in the area significantly slowed down after the global financial crisis in 2008 and the Great Recession, it is beginning to rise again, and new development opportunities are emerging.



*A single family home in Tidbury Crossing*

Development of housing in the prior decade was largely detached single-family residential, which is consistent with the existing housing composition of Camden. Compared to other areas of the surrounding region and the state, Camden's housing stock is far less diverse than most with detached single-family units being by far the most prevalent housing type in town. There is some current development of attached

housing units at Tidbury Crossing, offering more affordable housing options within the town. The newer housing units built over the past 15–20 years have brought Camden more in line with the average age of houses in the rest of the state, as the town's housing inventory was considerably older than the rest of the state prior to the year 2000. This increase in development primarily occurred on the perimeter of the town boundary, and it continues to maintain its historic core.

### Housing Profile

Table 17 summarizes the distribution of housing unit types in Camden and comparison areas as of the American Community Survey of 2012–2016. Camden has a significantly higher share of single-family homes than the surrounding region and the state. It has significantly less attached housing and multi-family housing than the Dover area, the county, or the state.

Table 17. Camden Housing Stock Composition, 2016

	Camden	Dover CCD	Kent County	Delaware
1-Unit Detached	86.4%	61.3%	65.8%	58.6%
1-Unit Attached	7.7%	11.8%	8.7%	14.8%
2 or More Units	1.1%	17.3%	12.9%	17.8%
Mobile Home and Other	4.8%	9.6%	12.8%	8.8%

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates, Selected Housing Characteristics, Table DP04.

Table 18 shows the occupancy status for Camden, Kent County, and Delaware. Camden has a slightly higher owner-occupied rate that is closer to the national average, while the renter-occupancy rate is about average compared to the county and state. The vacancy rate in the town is marginally lower than the neighboring areas, while significantly lower than that of the state.

Table 18. Camden Housing Occupancy, 2016

	Camden	Dover CCD	Kent County	Delaware
Owner-Occupied	66.4%	56.9%	63.2%	59.1%
Renter-Occupied	26.3%	34.3%	28.0%	24.2%
Vacant	7.7%	8.8%	8.8%	16.7%

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates, Selected Housing Characteristics, Table DP04.

Table 19 compares the age of Camden's occupied housing stock to the county, state, and country. The data show the age of Camden's housing stock reflects the periods of growth over the last 80 years. Sixty percent of Camden's housing was built either between 2000 and 2009 or 1950 and 1959. The town experienced double the growth of the state during these two time periods and, as a result, about 21 percent of the town's housing units are 50 years old while about 40 percent are approaching 20 years old. Interestingly, Camden did not experience the same housing growth as the rest of the state, in addition to Kent County, between 1980 and 1999.



Table 19. Camden Age of Occupied Housing Units, 2016

Year Built	Camden	Dover CCD	Kent County	Delaware
2014 or later	1.9%	0.6%	0.6%	0.6%
2010 to 2013	2.4%	3.1%	4.3%	2.8%
2000 to 2009	39.7%	22.1%	27.9%	19.6%
1990 to 1999	7.0%	19.6%	18.7%	16.4%
1980 to 1989	3.2%	12.2%	12.3%	14.4%
1970 to 1979	8.6%	12.4%	12.1%	12.1%
1960 to 1969	8.0%	11.2%	8.0%	10.7%
1950 to 1959	20.9%	9.8%	6.9%	10.2%
1940 to 1949	2.3%	3.4%	2.5%	4.6%

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates, Selected Housing Characteristics, Table DP04.

Table 20 compares the median value owner-occupied housing units in Camden with median values in the Dover CCD, Kent County, and Delaware. The median value of owner-occupied units in Camden was around \$202,200 in 2016. This value is higher than the Dover CCD area, and also slightly higher than the median value in Kent County. The median housing



*Single family homes in the Tamarac neighborhood*

value in the state is approximately \$30,000 greater than that in Camden, but this is likely due to the fact that housing costs in much of northern New Castle County and some of the beach communities are much higher than the rest of the state.

Table 20. Median Housing Value, Owner-Occupied Housing, 2016

Camden	Dover CCD	Kent County	Delaware
\$202,200	\$189,100	\$199,800	\$233,100

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates, Selected Housing Characteristics, Table DP04.

Table 21 compares the median gross rents in Camden with rent payments in the Dover CCD, Kent County, and Delaware. The median gross rent in Camden in 2016 was approximately \$1,547 per month. This is approximately \$500 per month higher than the Dover CCD, Kent County, and Delaware. A possible explanation of this is the predominance of detached single-family homes in the town's housing market. The Dover area and the state contain more attached housing and multifamily housing that are typically less expensive to rent than single-family units. None the less, these numbers show that there is very high demand for rental housing in Camden.

Table 21. Median Gross Rent

Camden	Dover CCD	Kent County	Delaware
\$1,547	\$1,058	\$1,006	\$1,039

Notes: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012–2016 American Community Survey 5-Year Estimates, Selected Housing Characteristics, Table DP04.

## Housing Needs

The preservation and provision of affordable housing for Camden's lower-income residents is a matter requiring attention. As Camden begins to pick up development following the downturn of the Great Recession, it is important for the town to ensure the housing stock available is continuing to meet the demand of its residents, employees, and employers, while also maintaining its historic small-town atmosphere.

The town's demographics and future aspirations should be poignant considerations about their future residential development. As the baby-boomer generation, those born between 1946 and 1964, retires and continues to migrate to Delaware from neighboring New York, New Jersey, and Pennsylvania, the housing needs of an important demographic in the town is transforming. It is reasonable to assume that large three- to five-bedroom suburban homes will not be this group's primary choice because of cost, maintenance, accessibility, and transportation concerns.

Similarly, the millennial generation, who now outnumber the baby boomers, so far have not demonstrated the level of homeownership we are accustomed to from previous generations.

They typically prefer more compact urban-style living environments to traditional suburban or rural settings.

Camden is well positioned and prepared to address these challenges. Some of the recent developments, including the Barclay Farms neighborhood, focused on creating homes suited to the senior population. Additionally, much of the proposed development in the town is mixed-use. This has the potential to create a more pedestrian-friendly, walkable, and accessible community that both younger and older generations are looking for currently.

## Affordable Housing and Housing Rehabilitation

Over a third of Camden's rental households paid more than 30 percent of their annual income on housing costs, which is the amount considered to be "affordable." The American Community Survey 2012–2016 provides estimates for the percentage of a renter's income that goes toward their housing costs.



*Townhomes in Tidbury Crossing*

However, estimates for renters indicate that gross rents exceeded 30 percent of annual household income for a far lower proportion (35.1 percent) of Camden's renters, compared to that of Kent County (52.3 percent), Delaware (49.5 percent), or the United States (51.1 percent). Interestingly, the median monthly gross rents in Camden are significantly higher than the others. Median

monthly gross rent is \$1,547 in the town, compared to \$1,006 in Kent County and \$1,039 statewide. This is likely due to the income of Camden renters being higher than the renters elsewhere in the county and state, and the levels of poverty and unemployment being lower than the surrounding area or the rest of the state.

As illustrated in Table 20, Camden's median housing value is slightly higher than the neighboring areas. Camden's affordable housing stock is lagging behind that of Dover, the county, and the state. The percentage of housing stock comprising mobile homes, townhomes,

and multi-family homes is lower than the county and state. This can create concerns about the availability of affordable housing in the town.

In today's housing environment, the quality of affordable housing is always a concern. It is desirable to have houses with a variety of ages, sizes, and characteristics from an affordable housing perspective. It is equally necessary that the housing stock be in adequate and safe condition.

Housing professionals suggest:

- Updating and coordination of land-use regulations that support a diverse housing stock, including a healthy mix of single-family detached, attached, and multi-family units.
- Coordination with DSHA, county governments, nonprofits, private landlords, and developers to promote the growth of affordable housing.
- Ensuring all town regulations adhere to the Fair Housing Act.
- Pursue funding and tax credits from DSHA and State Historic Preservation Office.
- Encourage universal design in new developments, which accommodates for handicapped or elderly individuals.

## Position on Housing Growth

Camden supports the development of additional housing in town in appropriate locations identified for future growth, including affordable housing units and multi-family housing units.

## Position on Critical Community Development Issues

Camden will continue to support affordable housing for its residents while identifying appropriate opportunities to expand its housing base to make home construction both in Camden and the surrounding area more likely and feasible for developers. Camden will also consider its residents who are "aging in place" when making community decisions on facilities, services, and new affordable housing opportunities.

## Recommendations for Consideration

1. Allow for a diverse housing stock in town, recognizing the importance of both home ownership and affordability by allowing for a healthy mix of both rental and home owner-occupied properties.
2. Inform homeowners about available resources to assist with home repair and maintenance needs through county and state programs.
3. Review town ordinances, and update as needed, to provide for housing opportunities for all members of the classes protected under the federal Fair Housing Act.



4. Continue to grant “reasonable accommodations,” that may include Zoning Ordinance variances and Subdivision and Land Development Ordinance waivers, to permit development or redevelopment of housing situations for individuals with disabilities.
5. Support programs offered through community agencies that provide supportive services to senior citizens desiring to “age-in-place” and remain living in their own homes.



## Chapter 10. Historic and Cultural Resources

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### Town History

On September 17, 1680, Alexander Humphries received a land grant of 600 acres bordered on the north by Isaac Branch and extended southward in what is now the Town of Camden. This land was mostly around the four corners of the town. The land changed hands several times, and eventually in 1780 Warner Mifflin bought 436 acres from the estate of John Vining.

Mifflin sold 112 acres to his brother Daniel in 1783. This land was located on both sides of South Main Street and the east side of North Main Street, as well as the land on the corner of North Main Street to Center Street. Three years later in 1786, Warner Mifflin sold 249 acres to Thomas Edmondson. This land was located on the north side of the 200 block of Commerce Street (now East Camden-Wyoming Avenue) to the area of what is now Brecknock Park. In the same year, Warner Mifflin also sold 74 acres to John Edmondson. This land was on the south side of the 200 block of Commerce Street and ran to approximately South Street, behind the Daniel Mifflin land on the west side of South Main Street. This area would make up the Town of Camden for the next 200 years.

The crossroads consisted of two roads, one leading east-west, called the Forrest Landing Road, later called Commerce Street, and now Camden-Wyoming Avenue, and the other, the north-south road, called Upper King's Road, now Main Street. This intersection was most likely an Indian trail originally.

The Forrest Landing Road led to the Port of Lebanon (now Lebanon Landing Park) where farmers and merchants could ship their products to various markets, and in return merchants received goods that could be sold to farmers and other area merchants. The Upper King's Road led northward toward Dover and to the south to communities downstate. In the west, Main Street intersected South Street, where one could then travel to Willow Grove Road leading to Maryland. Camden-Wyoming Avenue did not connect to the Willow Grove Road until a later date.

Daniel Mifflin began selling lots of one to eleven acres around the four corners. Mifflin also built a tavern on the northwest corner that was also a stagecoach stop for towns north and south. It was later called the National Hotel. This hotel later became a grocery store before it was torn down in the 1960s and is now the town parking lot.

The Town of Camden was originally called Piccadilly, then Mifflin's Crossroads. The name Camden first appeared in a deed dated December 11, 1788, in which George Truitt and his wife deeded a lot to Zadock Truitt. It is not known why the name of Camden was chosen.

According to the 1800 Census, Camden contained 56 houses and had 323 residents at the time. These residents were mostly Quakers and Methodists. The Methodists were the first to build a house of worship, having acquired land on the south end of town where they constructed a small church in 1796 that contained a balcony for blacks to worship. A small cemetery exists where the first church stood. The Quakers built a Meeting House in 1805 on Camden Wyoming Avenue. It is still in use today.

Camden and the surrounding areas had fertile ground that was good for growing wheat and other grain crops. Timber was also plentiful and was cut and purchased by the merchants of Camden who transported it to Lebanon and Forrest Landing to be shipped up and down the coast and to the West Indies where the timber was in demand for shipbuilding. Lebanon became a thriving port in the region. In return, the merchants received manufactured goods and fertilizer that could be sold to the farmers and others in the area.

Camden began experiencing changes in 1856 with the arrival of the railroad. The railroad tracks were laid about a mile west of Camden. Some say the railroad was built west of town because the people of Camden did not want the smell and noise of the railroad. Others have speculated that if the railroad came through Camden it would have had to cross Howell's Millpond, which was located at Brecknock. This might have been more expensive than going around the pond. No information has been found to support either idea. The dam creating this pond broke in the 1920s and was never rebuilt.

With the coming of the railroad, crops could reach the markets of our large cities faster than by water. The Port of Lebanon continued to be a port of importance until the first part of the nineteenth century. Peaches became the major crop for the area during the second half of the nineteenth century. The area was covered with peach orchards. One report had over 500,000 bushels of peaches shipped by rail out of Wyoming in one year, with many of these peaches bought by merchants of Camden. One of these merchants, Samuel Speal, was known as the "Fruit King of Delaware." Eventually a disease called "Peach Yellows" destroyed the peach trees, and the industry never fully recovered to produce at the same level.

The canning industry arrived in Camden in 1856 as well. Two gentlemen named George Stetson and William Ellison opened a vegetable canning factory on North Main Street. This factory may have been the first canning factory in the state. This factory and Ellison's house burned down in 1884, and the factory was relocated to Commerce Street, where the Camden-Wyoming Fire Company is now located. Canning continued into the twentieth century with farmers continuing to sell their crops to the canning factory.

This fire led to the formation of the Camden Rescue Hook and Ladder Company in 1885, with William Ellison as the president. In 1926, the Towns of Camden and Wyoming formed a joint fire company. The original bylaws also called for the company to consist of 20 men from each



town. This was later changed. In 1952, a new building was erected on the site of the present fire house. The building served the communities well until 2007 when a new and much larger building was erected to serve the ever-expanding communities.

Camden was home to a stop on the important Underground Railroad. The town's large Quaker population played a critical role in these efforts and was a major reason it was possible. Many of Camden's Quakers actively involved themselves in the anti-slavery movement. The town was home to John Hunn, who was the "Chief Engineer" of the Delaware network. Houses in and around Camden became stations or houses used to hide the slaves on the escape route.

Two houses in Camden are mentioned as places where slaves could be hidden, 11 and 15 North Main Street. One of the buildings has a room above the kitchen where slaves were supposedly hidden. Allegedly, there is a tunnel connecting these two houses, but no evidence has ever been found to substantiate the idea. Information concerning the Underground Railroad is not readily available as any written information could be used in court cases involving slaves since harboring slaves was illegal.

As Camden moved into the twentieth century, several changes took place. In 1905, the Diamond State Telephone Company began to install telephones in Camden. Dial telephones were installed in 1940. In 1910, the Phoenix Electric Company ran electric lines throughout the town, and in 1911 water and gas mains were installed. In 1918, the Towns of Camden and Wyoming purchased a water plant and system.

In 1922, the State Highway Commission installed 16-foot-wide concrete roads through two major roads in the Towns of Camden and Wyoming. Camden-Wyoming Avenue ran from the railroad tracks to Rising Sun and Main Street had concrete for one mile.

Camden has been the home of several important people other than the ones mentioned previously. L.D. Caulk was the founder of the L.D. Caulk Company, which moved to Milford around 1900. General H.H. Lockwood was a Civil War General who was instrumental in the founding of the U.S. Naval Academy. Charles L. Terry was born in Camden, became Chief Justice of the Delaware Supreme Court, and was elected Governor of Delaware in 1964. Walton H. Simpson, owner of Simpson Lumber Company, served as Secretary of State under Governor Russell W. Peterson. George Truitt was a landowner who became Governor in 1808. Thomas Iron was a poet who wrote *The Blue Hen's Chickens*, which contains several poems about Camden. Isabella Kast was a local artist who created many paintings and drawings of Camden.

In some areas, the Towns of Camden and Wyoming now share services, such as the sewer and water lines and a joint fire company. Efforts to merge the two towns have been rejected by one or both towns several times.

The twenty-first century has brought many changes to the Town of Camden, with many boundaries increasing through annexation and the population increasing rapidly due to new housing developments in the area. Most annexation has occurred in the south with the area along U.S. Route 13. Camden benefits from a new shopping center containing a Walmart, Aldi, Lowes, and various restaurants, retail stores, and other businesses. The POW/MIA Parkway will hopefully alleviate the traffic through the historic district and cause less damage there as a result. Camden is growing, but is also maintaining its small-town environment in central Delaware.

## Historic and Cultural Resources Summary

Camden's historic and cultural resources include structures, institutions, and spaces dating back to the late seventeenth century. Many of these places are detailed in the National Register of Historic Places and in the history of the town, including the Camden Historic District. The Camden Historic District includes 316 acres and 65 buildings according to the National Register website (<https://nationalregisterofhistoricplaces.com/>). A major benefit of listing properties on the National Register is that the properties become eligible for financial incentives in the form of federal and state historic preservation tax credits and occasional grants. It is important that Camden continues to be aware of these benefits and that its residents know that they can take advantage of these benefits. National Register sites and the town's National Register district are shown in the table below.

### Camden National Register Sites and District

	Date Built	Date Listed	Type of Listing	Cultural Resource Survey Number	Current Use
Zion AME Church and Cemetery 20 Center Street	1889	1994	Site	K06613	Place of Worship
Camden Friends Meetinghouse 122 E Camden Wyoming Avenue	1805	1973	Site	K00124	
Brecknock Brecknock Park	1760	1974	Site	K00143	
Camden Historic District Both sides of Camden Wyoming Avenue and Main Street 316 acres, 65 buildings	N/A	1973	District	K00271	Residential, Commercial, Community Services

Source: State Historic Preservation Office, Cultural and Historic Resource Information System (CHRIS), accessed 02/28/2019, <https://chris-users.delaware.gov/public/#/>

At some point between 1685 and 1690, Alexander Humphries built the original Brecknock Manor house on the land known as Brecknock. Part of the property Mr. Humphries originally owned is now Brecknock Park. The original building served as the site for a grist mill operation from the mid-1740s until after World War II. The current Brecknock Manor House was constructed in phases from the eighteenth through the late nineteenth century.

The selling of several Mifflin-owned lots to other individuals spread growth in the last decade of the eighteenth century. This culminated in the building of the original Methodist Episcopal Church in 1796. The fellowship moved into a new larger building in 1857 located on Camden-Wyoming Avenue. Despite a fire destroying the back part of the church in 1957, causing services to temporarily be moved to Caesar Rodney High School, the church is still in use today. The present-day Whatcoat United Methodist Church in Camden opened on Main Street in 1967 around the corner from its previous location.

In 1805 the historic Quaker Meeting House in Camden opened. This building, located on Camden-Wyoming Avenue, has been recognized by the National Register of Historic Places. It is also located on Camden-Wyoming Avenue. This structure remains standing in its original location.

Within the historic area along Main Street and Camden-Wyoming Avenue, there are several Georgian and Colonial Revival structures. There are many three-bay-style buildings that were a popular choice during the mid-nineteenth century. This was a period of growth in Camden as a crossroads with the Port of Lebanon a few miles east, resulting in the three-bay style being a familiar sight in town. Additionally, several five-bay structures were constructed in the town.

Camden's cultural resources include the Rockshop Performing Arts Center located along U.S. Route 13 on the border of the town's limits. The Center provides a venue where people can perform and teach their arts, including dance, drama, singing, music, and comedy.

Since the 2008 Comprehensive Plan was adopted, the Harriet Tubman Underground Railroad Byway, a state scenic and historic byway, has been designated as a cultural resource of the town. Camden may consider how to best support and promote the byway. One of the key points of interest along the byway is the Camden Historic District and, more specifically, the Camden Friends Meeting House.

## Recommendations for Considerations

1. Protect the historic nature of downtown Camden and, when feasible, use its design as a model for newly developed areas of town.
2. Provide an awareness of town history and historic structures.
3. Provide information on and help to obtain resources about Camden's heritage.

## Chapter 11. Community Facilities

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Community Facilities & Services constitute a network of interrelated public and semi-public institutions and activities that give a jurisdiction its identity. These facilities and services not only affect the attractiveness of a community as a place to live, work, and do business, but also influence its growth pattern.

Like most Delaware municipalities, service provision is a shared responsibility. The Town of Camden is responsible for street and sidewalk maintenance, local policing, code enforcement, building permitting and inspection, and planning and zoning. Water and sewer service are provided by the Camden-Wyoming Sewer & Water Authority (CWSWA), Tidewater Utilities, and



*The Camden Municipal Complex*

Kent County. Electric service is provided by Delmarva Power, and trash collection is contracted out to a private vendor. Other services are provided by the state, county, semi-public agencies, or private establishments. Map 15 depicts the location of Camden's community facilities.

### Town Government

Camden's governing body consists of a mayor and four councilmembers—known as the Mayor and Council. The mayor is elected for two-year terms, while councilmembers are elected for three-year staggered terms. Elections are held annually on the last Saturday in February. The Mayor and Council meets regularly on the first Monday of every month and holds additional meetings as needed.

A professional town manager directs the day-to-day activities of the town government and serves as chief administrative officer. The town manager is appointed and directed by the Mayor and Council.



## Town Facilities and Services

Camden employs a town maintenance technician and administrative staffers to oversee the daily operations of the town. The Camden Municipal Complex, located at 1783 Friends Way, houses the police department and offices for the administrative staff. It also contains assembly space used for meetings of the Mayor and Council, Planning Commission, Board of Adjustments, and other groups and committees. The Town of Camden also owns a garage on North West Street where equipment used for public works is stored.

## Public Safety

### Police Protection

The Camden Police Department is located at 1783 Friends Way in the same building as the Town Hall. The department currently employs seven full-time personnel, including a chief, detective, sergeant, and four patrol officers. As of 2018, the department has seven Chevrolet Tahoe patrol vehicles and two reserve Ford Explorers. An administrative assistant supports the department.

The department's primary mission is to provide 24-hour police protection. Police officers enforce Delaware State Law and Camden Town Ordinances. They respond to calls for service, investigate all crimes committed within town limits, and apprehend local fugitives.



*A Camden Police patrol vehicle*

Following arrest, prisoners are housed in a holding cell at the Camden Municipal Center. From there, they are transported to a state institution. Women are taken to the Baylor Women's Correctional Institution in New Castle. Men are transported to either the James T. Vaughn Correctional Institution in Smyrna or the Sussex Correctional Institution in Georgetown.

The department is involved in the Camden community. Officers conduct property checks upon request. In addition, the department participates in a drug-takeback program; there is a drop

off at the town hall where unused prescription and nonprescription drugs can be deposited for safe disposal. Officers also counsel retirees about scams that target seniors. Finally, as staffing permits, officers conduct scout tours.

Like fire companies, police departments support and cooperate with their neighbors. The Camden police department is no exception, allowing police officers from Wyoming and other nearby towns to utilize Camden facilities.

### Fire Protection

Fire protection is provided by the Camden-Wyoming Fire Company, Station 41. Founded in 1891, the company's headquarters is located at 200 East Camden-Wyoming Avenue. Its service area includes the Towns of Camden and Wyoming and an area extending west to include the village of Willow Grove. The department has mutual-aid agreements with neighboring fire companies so that Camden-Wyoming firefighters can provide and request assistance.

The company's fire suppression and rescue apparatus include five engines (including a squad and rescue), tower ladder, tanker, and several utility and command units.



*Camden-Wyoming Fire Company headquarters*

The company's fire station was built in 2007 and provides modern apparatus bays, offices, and living space for on-duty crews. The station is home to two halls and kitchen facilities that are available for the community to rent. The banquet hall measures 120 feet by 96 feet and can accommodate up to 250 people. The upstairs hall measures 48 feet by 49 feet and can accommodate 100 people.

### Emergency Medical Service

Emergency medical service is provided by the Camden-Wyoming Fire Company and Kent County paramedics. The fire company operates two basic life support (BLS) ambulances in addition to its fire/rescue equipment. The company is responsible for basic life support and

ambulance transport in the same service area served for fire/rescue. County paramedics from Medic Station 7 provide advanced life support (ALS). Their station is located on Public Safety Boulevard in Dover.

## Educational Facilities

### Caesar Rodney School District

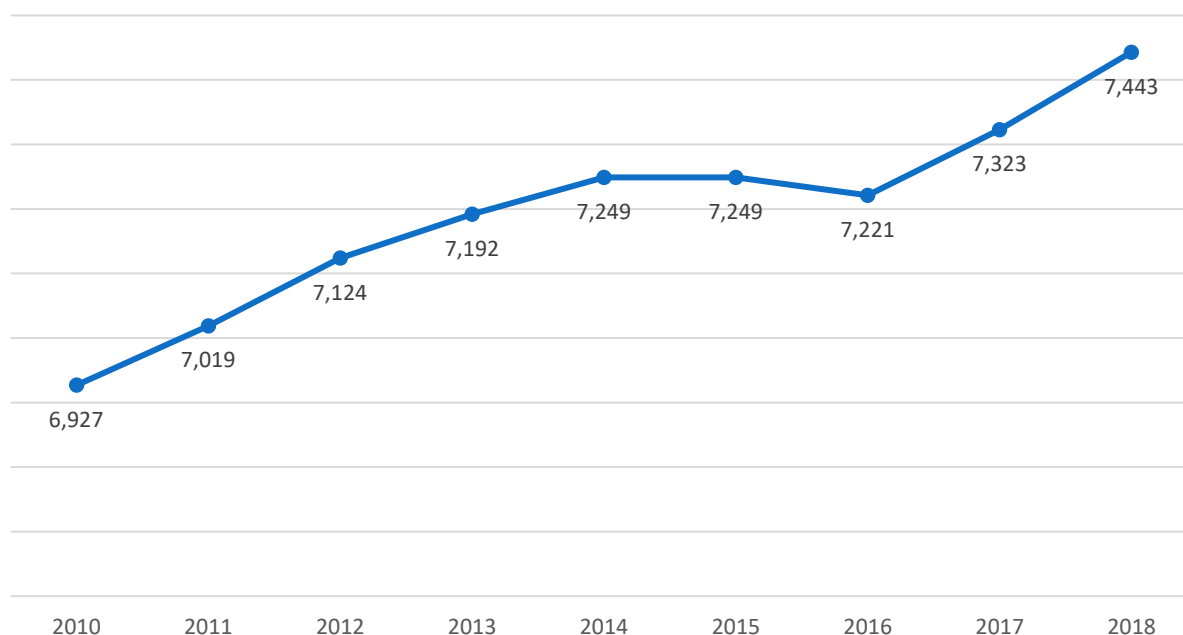
Camden is in the Caesar Rodney School District. The district, which encompasses approximately 140 square miles, serves students in the area of Kent County stretching east from the Maryland border through Camden to Delaware Bay. The district is governed by an elected five-member school board that appoints a superintendent to administer the district's activities and serve as the board's executive secretary. The district's headquarters is located in Wyoming at 7 Front Street. Figure



*Caesar Rodney High School*

8 tracks enrollment in the Caesar Rodney School District from 2010 to 2018.

Figure 8. Caesar Rodney District Enrollment, 2010–2018



Source: Delaware Department of Education, <http://profiles.doe.k12.de.us/schoolprofiles/State/Default.aspx>; accessed 09/12/2018.

Table 22 lists the public schools attended by students living in Camden. Students begin their education at either Nellie H. Stokes Elementary School or W.B. Simpson Elementary School through fifth grade. They move to Fred Fifer III Middle School for Grades 6 through 8. Students then attend Caesar Rodney High School for grades 9 through 12.

Table 22. Caesar Rodney District Schools Serving Camden Students

	Location	Grades Served	Fall Enrollment 2017–2018
Nellie H. Stokes Elementary	3874 Upper King Road, Dover	Grades 1 through 5	515
W.B. Simpson Elementary	5 Old North Road, Camden	Grades 1 through 5	615
Fred Fifer III Middle	109 East Camden-Wyoming Ave., Camden	Grades 6 through 8	908
Caesar Rodney High School	239 Old North Road, Camden	Grades 9 through 12	1,893

Source: Delaware Department of Education, <http://profiles.doe.k12.de.us/schoolprofiles/State/Default.aspx>; accessed 09/12/2018.

## Charter Schools

Authorized by Title 14, Chapter 5 of the Delaware Code in 1995, charter schools aim to “improve student learning; encourage the use of different and innovative or proven school environments and teaching and learning methods; provide parents and students with improved measures of school performance and greater opportunities in choosing public schools within and outside their school districts; and to provide for a well-educated community” ([www.doe.state.de.us/programs/charterschools](http://www.doe.state.de.us/programs/charterschools)).

There is one charter school located just outside Camden’s corporate limits on property that abuts the town. Positive Outcomes Charter School is located at 3337 South DuPont Highway and serves students in grades 7 through 12 who have experienced academic challenges in the traditional school setting.

Camden students are eligible to apply to all of the charter schools throughout the state in addition to the standard option of attending public schools in the Caesar Rodney School District.

## Civic and Social Services

### Postal Service

The Town of Camden is served by a United States Post Office located just outside of the town’s boundaries at 2 Old North Road in Wyoming.

### Library Services

Camden’s closest library is the Kent County Public Library, which is located at 497 South Red Haven Lane in Dover off South DuPont Highway just south of town. The Library Division of the Kent County Department of Community Services provides county-wide library services. Its collection includes fiction and non-fiction books, large-print books, periodicals, newspapers, videotapes, DVDs, books-on-tape, and CDs and is organized for adults, young adults, and children. The periodical collection features online access to periodicals and newspapers. In addition, computers provide Internet access and contain popular computer programs. Each year, library staff conduct more than 100 programs of interest to adults and children.

Since 1990, the library has operated a bookmobile to serve the rural areas of the county. The bookmobile makes over 250 stops per year. Some of the typical stops include Hartly, Cheswold, Felton, Frederica, and the Kent County Administrative Complex.

Within the last several years, two online services have become available. The first is the Delaware Library Catalog, which provides access to information through a single online library database for all public libraries and a number of academic and school libraries. The second



program is Ask-a-Librarian, a free 24/7, online information service where users can connect with a real-time librarian for assistance ([www.co.kent.de.us/kc-library](http://www.co.kent.de.us/kc-library)).

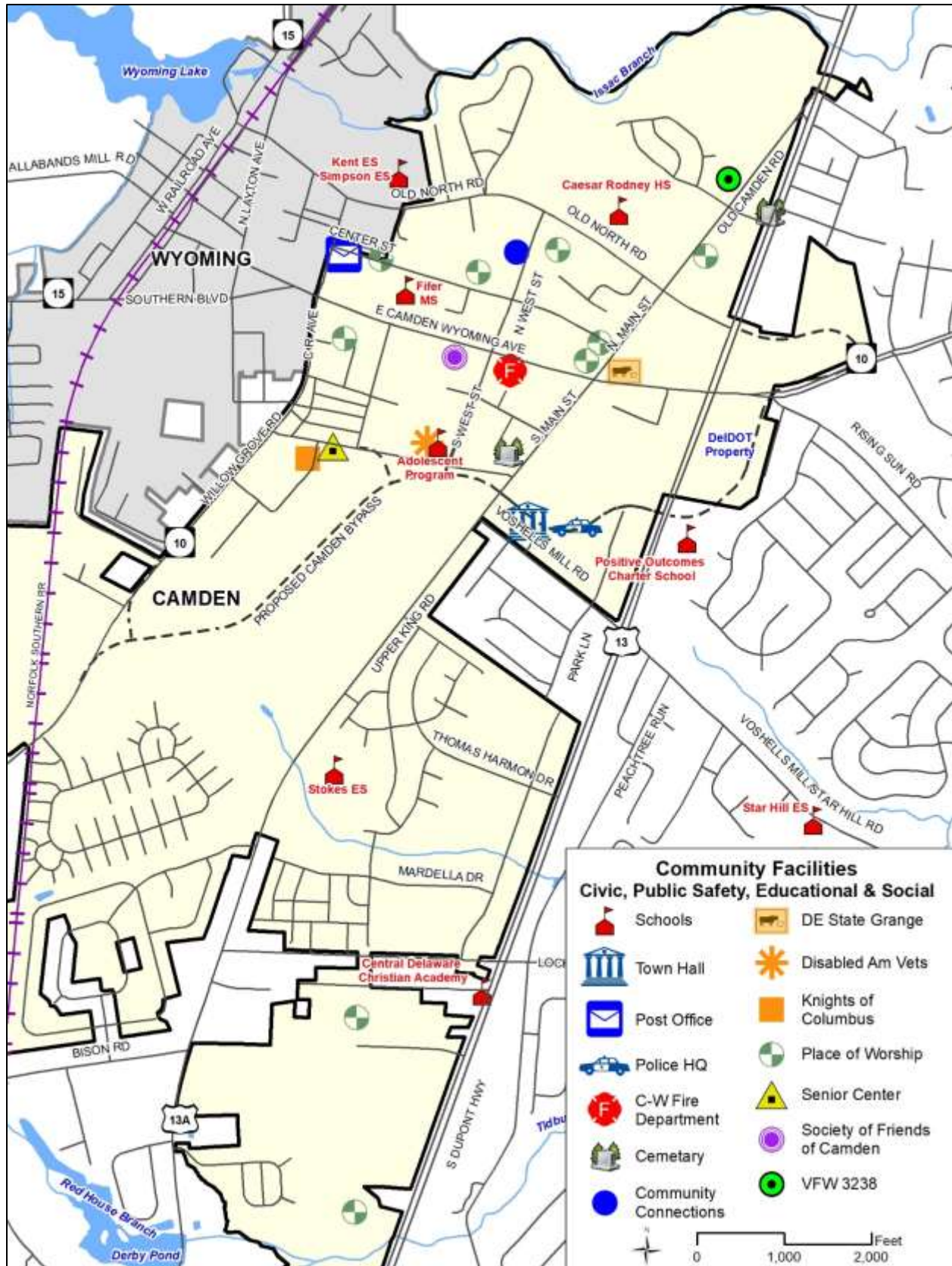
### Senior Services

The Harvest Years Senior Center, located at 30 South Street, serves Camden area citizens over the age of 55. Social, recreational, educational, and meal services are available each weekday at the center, and a grocery shopping program is available for homebound seniors. Examples of services include trips to area performances, sports games, and casinos and exercise classes, haircuts, art classes, and health checks. The center is housed in a 5,422-square-foot building that was built in 2005.

### Recommendations for Consideration

1. Maintain high levels of quality municipal services.
2. Regularly review the effectiveness and efficiency of municipal departments.
3. Continue a collaborative relationship between the Town of Camden and the Fire Company.
4. Collaborate with other levels of government to enhance services provided to town residents.

Map 15. Community Facilities



## Chapter 12. Utilities

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This section provides information about the utilities that serve Camden residents, including water, wastewater, electricity, natural gas, telecommunications, solid waste management, and stormwater management. These services are essential to town residents and businesses, and their locations are depicted on Map 16.

### Water System

Public water service is available to most properties within Camden's (and Wyoming's) corporate limits. The Camden-Wyoming Sewer & Water Authority supplies water to most of the territory within the town north of Lochmeath Way, while Tidewater Utilities either services, or has the certificate of public convenience and necessity (CPCN) to provide service to, the areas south of Lochmeath Way and east of the railroad. Except for a



*CWSWA Headquarters*

small area on Willow Grove Road, the parts of Camden located west of the railroad do not have public water service at this time.

### Supply—Source Water

Camden's drinking water is groundwater drawn from the Piney Point and Cheswold aquifers. As such, it is important for Camden to protect the areas around the wells that pump water from the ground and the aquifer from which water is drawn. Source water protection areas include wellhead protection areas and excellent groundwater recharge potential areas.

#### Wellhead Protection Areas

A wellhead protection area is the surface and subsurface area surrounding a water well that supplies a public water system through which contaminants are likely to reach the well. Map 16 depicts the locations of Camden's Wellhead Protection Areas.

### Excellent Groundwater Recharge Potential Areas

A recharge area is land on top of an aquifer. Precipitation falling on the land surface provides water that recharges aquifers. Groundwater recharge potential areas are classified as excellent, good, fair, and poor, according to how rapidly rainwater filters through the ground to the underlying aquifer. Aquifers are layers of gravel and sand within which water is stored and moves underground. Care must be taken when developing in recharge areas to ensure that precipitation does not carry contaminants downward to aquifers and that sufficient open area is preserved so that precipitation can recharge the aquifers beneath it.

Map 16 shows the excellent groundwater recharge potential areas within the town limits. Excellent groundwater recharge potential areas consist of predominantly sandy soils that allow precipitation to infiltrate an underlying aquifer at the most rapid rate. Good, fair, and poor recharge areas have respectively slower infiltration rates.

### Protecting Source Water

The federal Safe Drinking Water Act Amendments of 1996 mandated that all states develop a Source Water Assessment and Protection (SWAP) Program to protect public drinking water sources. The basic components of all SWAP Programs include:

- Delineation of the boundaries of land areas most important to public water sources.
- Identification of the potential sources of contamination within those boundaries.
- Assessment of the susceptibility of the public water source to these contaminants.

Delaware's SWAP program standards are in Title 7, Chapter 60, Subtitle VI, Section 6082 of the Delaware Code. The program is coordinated by DNREC and the Delaware Division of Public Health. DNREC developed the source water assessments for most public water systems in Delaware, including the Camden-Wyoming Sewer & Water Authority. The authority's last assessment was completed on June 6, 2018; the report can be found at <http://delawaresourcewater.org/assessments/>.



*A water tower on Upper King Road*



On February 4, 2008, Camden adopted a Source Water Protection Ordinance (Ordinance 2008-O-02). The ordinance establishes the goal of protecting “public health and safety by minimizing contamination of aquifers, preserving, and protecting existing and potential sources of drinking water supplies.” The ordinance defines the extent of Wellhead Protection Areas and Excellent Ground Water Recharge Potential Areas in the town and also establishes prohibited land uses in the areas as a means of ensuring that contamination does not reach source water.

The state is responsible for updating and revising the source water protection areas maps. The Town of Camden is responsible for applying the provisions of the source water protection ordinance to Map 16 adopted in this Plan or hereafter amended. The town’s source water protections will apply to the most recent datasets provided by DNREC and can be found at FirstMap Delaware <https://firstmap.delaware.gov/>

### Water-Quality Assessment

Water quality is monitored constantly. The *Public Water Supply Source Water Assessment For Camden-Wyoming Sewer and Water, Kent County, Delaware*, completed in 2018 and accessible at <http://delawaresourcewater.org/assessments/>, contained the following findings.

- Camden’s wells have low vulnerability to contamination because they draw water from confined aquifers with significant clay layers between the ground surface and the well screen.
- Within Camden’s wellhead protection areas, there are two discrete sources of potential contamination.
- Camden’s untreated source water exceeds standards to metals, has a very high susceptibility to other inorganic compounds, has medium susceptibility to nutrients, and has a low susceptibility to petroleum hydrocarbons, PCBs, pesticides, pathogens, and other organic compounds. However, these ratings differ between the three wells. The poorest performing well in each category determines overall rating for the system.

The Camden-Wyoming Sewer & Water Authority’s Annual Water Quality Report (available at [www.cswsa.com](http://www.cswsa.com)) indicates that Camden’s drinking water is of good quality. The latest report (for the period January 1 to December 13, 2017) found that the authority’s drinking water “...meets Federal and State standards under the Safe Drinking Water Act.”

### Storage and Distribution

There are three water storage tanks in Camden—one located off Upper King Road near Wilder Road, another in the Camden Business Center off Brenda Lane, and one behind the Camden-Wyoming Sewer & Water Authority’s headquarters on South West Street. Table 23 provides information on each water supply facility.



Table 23. Camden Water Storage Facilities

Location	DNREC/Local ID	Year Built	Capacity (gpm)	Aquifer
South West Street	10078/4	1969	600	Piney Point
Brenda Lane	227937/2R	2009	400	Cheswold
Upper King	249930/6	2015	500	Piney Point

Notes: Capacity is measured in gallons per minute (GPM).

Source: *Public Water Supply Source Water Assessment For Camden Wyoming Sewer & Water Authority*, PWS ID: DE0000563, page 5.

Camden's water distribution system consists primarily of 2- and 12-inch diameter lines. Most mains measuring six inches or greater in diameter have been installed since 1955.

### Planned Improvements

There are no planned major improvements or system expansions. Incremental repair and replacement will continue to keep the transmission system in good condition.

### Wastewater System

The (*Delaware Statewide Assessment of Wastewater Facilities Current Status and Future Needs 2011–2016*, pages 56–58) describes the Camden-Wyoming Sewer & Water Authority's sewage system as a 3.75-square-mile collection-only system consisting of three sewer districts with seven pump stations. The authority is a contract user of the Kent County sewage system. Kent County manages the collection, conveyance, and treatment of wastewater in the town. The authority installs and maintains the transmission lines and pumping stations.

Between 1962 and 1963, the authority installed a gravity-fed collection system throughout town. Initially, wastewater was treated at a plant located in Wyoming on the Isaac Branch. In 1977, the authority joined the Kent County Regional Wastewater System and abandoned the plant in Wyoming. Established in 1973, the county system consists of a trunk-collection system running north-south from Smyrna to Milford that transmits sewage to a single facility in Frederica; treated effluent is discharged into a tributary of the Murderkill River. Currently, about 13.5 million gallons are being treated at the Frederica plant with a permitted capacity of 20 million gallons per day (gpd).

Camden does not have a specific allotment specifying the number of gallons per day that can be sent to the county treatment plant.

Nearly all properties in Camden are connected to the sewer system. Ordinance 2008-O-15 requires every property in the town to connect to the municipal sewer system, if available. A small number of properties in the southern portion of town use individual, on-site septic systems for wastewater disposal.

## Planned Improvements

The *Delaware Statewide Assessment of Wastewater Facilities Current Status and Future Needs 2011–2016* reported a 40 percent increase over average flow for the majority of piping (pre-1995 vitrified clay pipe) due to infiltration and inflow (I/I), while only a 10 percent increase in post-1995 piping. Infiltration refers to groundwater entering the sewer system most often from cracks in pipes, tree roots, and deterioration over time. Inflow occurs when stormwater systems are connected to sanitary systems. Exfiltration, the opposite of infiltration, is also a known issue. It occurs when effluent leaks into the ground because of damaged pipes and may contaminate groundwater.

Repairs are made as-needed. Future improvements will be targeted primarily at maintaining and repairing the existing system. The Kent County Regional Resource Recovery Facility, as noted in the 2018 Kent County Comprehensive Plan, anticipates having ample wastewater capacity for anticipated growth in the entire county through at least 2050. No provisions for increasing wastewater treatment capacity are anticipated at this time.

## Stormwater Management Under MS4

Stormwater management means controlling the runoff from rain and snow that is not absorbed into the ground. Rather, the rain and snow “runs” over paved streets, parking lots, and rooftops. The runoff gathers trash, chemicals, oils, and dirt that pollutes rivers, lakes, bays, and oceans. Most of the town’s stormwater runoff is collected in strategically located catch basins. Rainfall is transported to the catch basins by a combination of street gutters, culverts, and storm sewers. The stormwater system is separate from the sewage collection system.

The Municipal Separate Storm Sewer System (MS4) is a nationwide program aimed at controlling pollution from stormwater runoff. The MS4 program is regulated under the National Pollution Discharge Elimination System (NPDES). Camden (along with 13 other Delaware municipalities) is



*A stormwater basin at Fifer Middle School*

subject to regulation under this program. This means that Camden must develop and implement its own program to control stormwater runoff within the town.

Camden is currently working with DNREC to plan how the town will address MS4 requirements. The plan will include the following topics: public education and involvement, illicit discharge detection and elimination, construction and post-construction stormwater management, good housekeeping, TMDLs, dry-weather screening, in-stream monitoring, and plan evaluation.

## Electricity

Delmarva Power provides electric service to all homes and businesses within the town boundaries and to more than 520,000 customers across Delaware and Maryland. Delmarva Power is a regional utility owned by Exelon Corporation, a national supplier of electricity and natural gas. The company owns and maintains Camden's network of transmission lines and utility poles.

## Natural Gas

Chesapeake Utilities, headquartered in Dover, supplies natural gas to Camden and over 60,000 customers in Delaware and Maryland. The utility company owns and maintains natural gas lines in the town. Service is available to all households and businesses within the town's corporate limits.

## Telecommunications

Telephone, television, and Internet services are available from a number of providers.

## Solid Waste Management

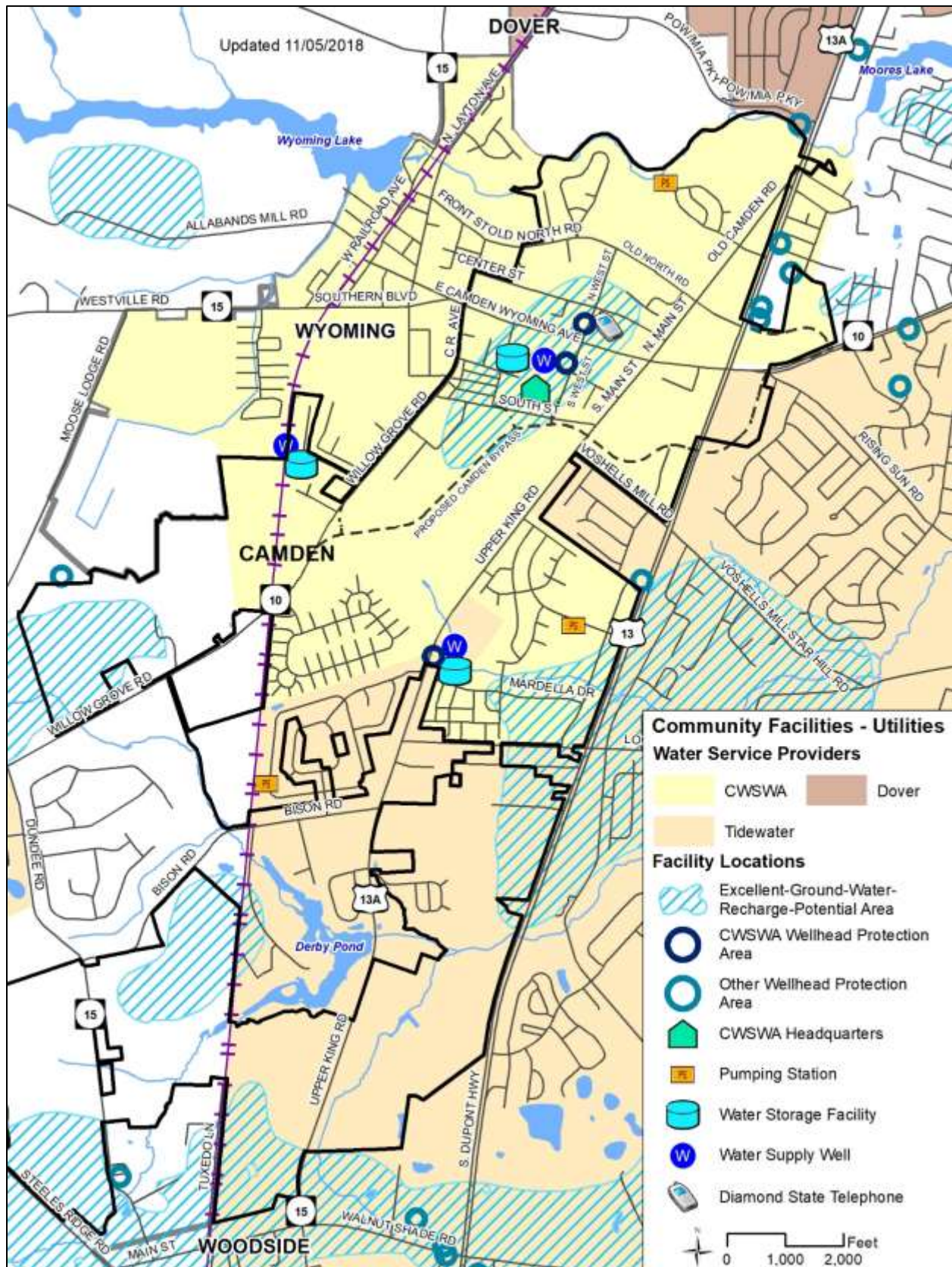
Camden contracts with a private waste management company for trash collection and disposal services to residences and a limited number of commercial businesses in the town center. The Town of Camden contracts for recycling services.

## Recommendations for Consideration

1. Ensure a quality level of municipal services.
2. Maintain a supply of safe, reliable drinking water for all town residents.
3. Manage all stormwater with consideration of both public and environmental safety.
4. Develop and implement a stormwater management program that complies with MS4 standards; seek technical assistance from DNREC.
5. Continue collaboration with CWSWA to ensure successful planning for drinking water and sewer needs.
6. Regularly monitor level of service provided by private utility companies and vendors.
7. Collaborate with other levels of government to enhance services provided to town residents.



Map 16. Utilities





## Chapter 13. Implementation and Intergovernmental Coordination

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### Post-Plan Requirements

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

- Section 702(c) – Adopt comprehensive rezoning within 18 months after adopting this plan.
- Section 702(e) – Within five years following adoption, review this plan to determine if its provisions are still relevant.
- Section 702(f) – Submit annual reports to OSPC each July 1.

### Recommendations for Consideration

This section summarizes the recommended actions that Camden should consider to achieve the goals or solve the problems identified in this Plan. Some of these can be accomplished entirely by the Town of Camden, while many others involve working with, seeking assistance from, or relying on neighboring jurisdictions, the county, or state.

#### Community Character and Design Recommendations

1. Protect the historic nature of downtown Camden and when feasible use its design as a model for newly developed areas of town.
2. Encourage the redevelopment of underutilized locations.
3. Ensure that newly developed land is designed to complement the surrounding neighborhoods, commercial areas, and environment.
4. Make investments in the construction of bicycle and pedestrian pathways and improve bicycle and pedestrian connectivity throughout the town.
5. Encourage more attractive, pedestrian-friendly placement of commercial and institutional buildings.

#### Land Use and Annexation Recommendations for Consideration

1. Update the town's zoning ordinance and ensure that it is in compliance with all goals and recommendations in this Plan.
2. Allow for mixed-use development (including residential or office uses above ground-floor commercial uses) in areas of town where growth is deemed appropriate and ensure that that pedestrian and bicycle connectivity is promoted in these areas.

3. Preserve historic properties that have been identified by the Planning Commission and/or Town Council, particularly in the historic downtown Camden area, and keep accurate records of each historic property.
4. Encourage cluster development in newly developed residential communities that maximizes the effectiveness of required open space and creates large areas of connected green space that helps to preserve natural resources.
5. Ensure that the town is providing infrastructure and resources that are necessary for residents to maintain a good quality of life and allows businesses to thrive, including safe walkable neighborhoods and commercial areas.
6. Continue to enforce a program of code enforcement that ensures all parcels and operations conform to acceptable property maintenance standards along with other standards required by code.
7. Consider locating large parking lots behind buildings or street walls while working with businesses to allow for a small amount of the overall required parking in the front of buildings.
8. Consider removing the Heritage Overlay district from the town's zoning code.
9. 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.
  - a. Place lots that meet the minimum lot size for R-1 in the R-1 Zone.
  - b. Consider consolidating entire in-town neighborhoods in the R-1 Zone regardless of size.
  - c. Consider placing larger lots meeting the minimum R-2 lot size in the R-2 Zone, except where classified as an "in-town neighborhood."

### Transportation Recommendations for Consideration

1. The Town of Camden would like to be better connected and more bicycle and pedestrian friendly and is willing to work with DelDOT and the Dover/Kent County MPO to seek improvements and investments to make the town a model for connectivity in Delaware.
2. Continue to work with DelDOT and the Office of State Planning Coordination to identify a preferred route for the Camden Bypass to plan for the future of the properties in town that will be directly impacted by the bypass and ensure that the new route promotes a safe environment for walkers and bicyclers as well.
3. Continue to manage local traffic through a variety of measures including traffic-calming techniques, limiting speed on local roadways, and maximizing pedestrian safety.

4. Develop a wayfinding signage system with the goal of directing visitors to popular destinations including historic sights and parking.
5. Work with DelDOT to maximize safety for motorists, bicyclists, and pedestrians along the U.S. Route 13 corridor.
6. Develop a pedestrian and bicycle plan for the town after the adoption of this Plan that identifies a network of sidewalks, safe street crossings, bicycle lanes, and pathways that are a viable system for local transportation in addition to the automobile.
7. Improve pedestrian safety in historic Camden through traffic calming and investments in sidewalks and other improvements to make the area safer and more walkable.

### Natural Resources and Environment Recommendations for Consideration

1. Work with DNREC to develop a Master Drainage Plan and address any MS4 requirements.
2. Continue to maintain storm sewer facilities to appropriate standards.
3. Consider the use of green infrastructure to help reduce the pollutant effects of impervious surfaces when developing new properties and replacing old infrastructure.
4. Consider obtaining drainage easements for areas that have historic drainage problems.
5. Continue to work with DNREC and other relevant state and county agencies to protect natural resources and environmentally sensitive areas.

### Economic Development Recommendations for Consideration

1. Create an economic development plan that will focus on identifying the strengths and opportunities for economic growth in town after the adoption of this Plan.
2. Review existing parking standards for commercial uses to ensure that they are not excessive and are right-sized for the types of uses that they accompany in the zoning code.
3. Incentivize shared parking arrangements among willing business owners, particularly in the historic area of Camden to maximize the benefit of each parking space and ensure that economic growth is not being unnecessarily restricted.
4. Explore public/private partnerships with local businesses to achieve town goals such as creating a more walkable community or creating new recreational opportunities.
5. Recognize farmers and farmland as important economic contributors to the local and regional economy and seek to assist these businesses when possible.
6. Continue to support education and educational institutions as vital partners in creating a strong local workforce and economy.
7. Attract new investment and new business in town by creating incentives to redevelop and reinvest in properties throughout town.

8. Recognize the U.S. Route 13 corridor as well as the light industrial and warehouse properties along Willow Grove Rd as vital revenue generating areas of town.

### Parks, Recreation & Open Space Recommendations for Consideration

1. Review the Preservation (P) Zone to consider refining definitions, permitted uses, and development standards.
2. Consider placing recorded open spaces within subdivision in the P Zone.
3. Seek to partner with DNREC and Kent County to develop a local area needs assessment for Camden that will identify the strengths and weaknesses of the recreational facilities in the area.
4. When creating bicycle and pedestrian pathways, ensure that they are viable for recreational uses as well as everyday transportation uses.
5. When possible, maximize the benefit of open space requirements in new developments by identifying corridors that can be linked together to make larger natural areas rather than a series of disconnected spaces that are often of little benefit to local residents; consider a separate planning effort to identify these areas.

### Housing Recommendations for Consideration

1. Allow for a diverse housing stock in town, recognizing the importance of both home ownership and affordability by allowing for a healthy mix of both rental and home owner-occupied properties.
2. Inform homeowners about available resources to assist with home repair and maintenance needs through county and state programs.
3. Review town ordinances, and update as needed, to provide for housing opportunities for all members of the classes protected under the federal Fair Housing Act.
4. Continue to grant “reasonable accommodations,” that may include Zoning Ordinance variances and Subdivision and Land Development Ordinance waivers, to permit development or redevelopment of housing situations for individuals with disabilities.
5. Support programs offered through community agencies that provide supportive services to senior citizens desiring to “age-in-place” and remain living in their own homes.

### Historic and Cultural Resources Recommendations for Consideration

1. Protect the historic nature of downtown Camden and when feasible use its design as a model for newly developed areas of town.
2. Provide an awareness of town history and historic structures.
3. Provide information on and help to obtain resources about Camden’s heritage.

## Community Facilities

1. Maintain high levels of quality municipal services.
2. Regularly review effectiveness and efficiency of municipal departments.
4. Continue collaborative relationship between the Town of Camden and Fire Company.
3. Collaborate with other levels of government to enhance services provided to town residents.

## Utilities

1. Ensure a quality level of municipal services.
2. Maintain a supply of safe, reliable drinking water for all town residents.
4. Manage all stormwater with consideration of both public and environmental safety.
3. Develop and implement a stormwater management program that complies with MS4 standards; seek technical assistance from DNREC.
5. Continue collaboration with CWSWA to ensure successful planning for drinking water and sewer needs.
6. Regularly monitor level of service provided by private utility companies and vendors. Collaborate with other levels of government to enhance services provided to town residents.

## Continuing Intergovernmental Coordination

An important aspect of continuing intergovernmental coordination is maintaining awareness of, and respecting, the plans and policies of other jurisdictions. This Plan recommends that the plans and policies of the state, county, and the other jurisdictions in the surrounding area be factored into land-use decisions.

Intergovernmental coordination also means working with other governmental departments and agencies, and there are a number of ways to maintain on-going communications. This Plan recommends that Camden consider the following.

- Notify affected jurisdictions and agencies of proposed development-related actions in Camden.
- Request information on, and opportunities to provide input into, proposed actions of governments and quasi-governments that affect Camden.
- Keep the town website updated with Town Council and Planning Commission agendas for others to access.



- Request comment from affected jurisdictions and agencies on proposed development-related actions in Camden that are of interest to them.
- Attend meetings of other agencies and jurisdictions when necessary.
- Ask other agencies and jurisdictions to send agendas and request the opportunity to review and comment on proposed actions in and nearby Camden.

## Appendix A. Demographic Profile

### Demographic Characteristics

According to data from the U.S. Census 2010 and estimates from the American Community Survey 2012–2016, Camden’s population became more diverse between 1990 and 2010, going from a town with a white population making up almost 80 percent in 1990 to just 66 percent in 2010. Camden is older than the rest of Kent County and Delaware, with a larger percentage of its population over the age of 60. The town is much better educated than the rest of the county and slightly better than the state, while also having a higher median income than the rest of Kent County.

### Households

Table 24 summarizes household characteristics for Camden, Kent County, and Delaware. A household is any occupied housing unit comprising all of those people living in the unit. Camden has a comparative household size to the county and state, with 2.59 being almost perfectly between their respective statistics.

Table 24. Household and Family Characteristics, 2010

	Camden	Kent County	Delaware
Total Population	3,464	162,310	897,934
Total Households	1,335	60,278	342,297
Average Household Size	2.59	2.62	2.55

Source: U.S. Census 2010, Summary File 1.

### Racial Composition, Hispanic or Latino Origin

Tables 25 and 26 compare Camden’s 2010 racial characteristics to those of the state and county and summarize Camden’s racial composition from 1990 to 2010. Figure 9 presents a graphic representation of the change in Camden’s racial composition from 1990 to 2010. Between 1990 and 2010, demographic changes in Camden resulted in a higher percentage of African Americans and other races to become more like the county and state. Table 27 indicates Camden still has a relatively small Hispanic or Latino population. This is despite a doubling in the percentage of those reporting Hispanic or Latino between 1990 and 2010 from 2.5 percent to 5.5 percent. For comparison, in the United States overall, 16.3 percent of the 2010 population reported Hispanic or Latino origin.

Table 25. Racial Composition Camden, Kent County, and State, 2010

	Camden		Kent County		Delaware	
White (reporting only one race)	2,289	66.1%	109,999	67.8%	618,617	68.9%
Black or African American (one race)	816	23.6%	38,913	24.0%	191,814	21.4%
Other (reporting two or more races)	359	10.4%	13,398	8.3%	87,503	9.7%
Totals	3,464		162,310		897,394	

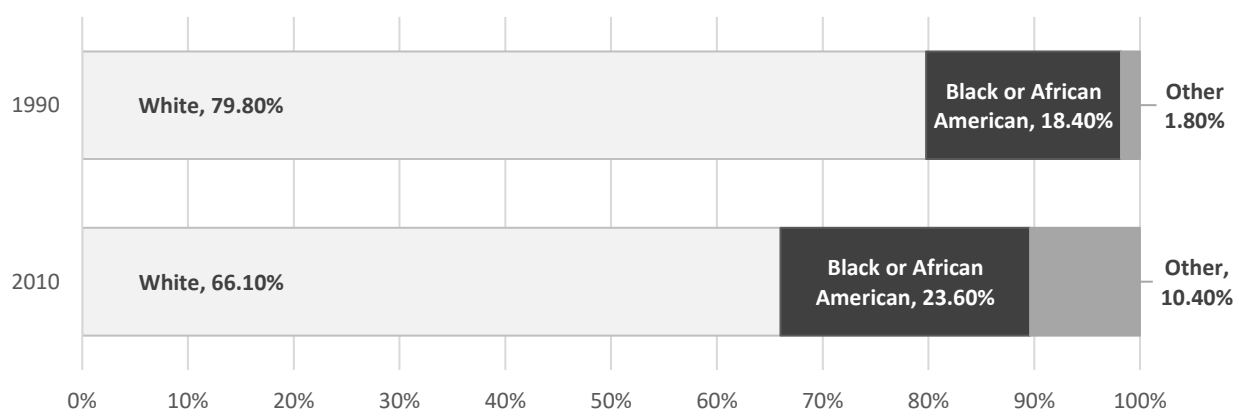
Source: U.S. Census 2010, Summary File 1.

Table 26. Camden's Racial Composition, 1990–2010

	1990		2000		2010	
White (reporting one race)	1,516	79.8%	1,610	76.7%	2,289	66.1%
Black or African American (reporting one race)	349	18.4%	378	18.0%	816	23.6%
Other (reporting two or more races)	34	1.8%	112	5.3%	359	10.4%
Totals	1,899		2,100		3,464	

Source: U.S. Census 1990, 2000, 2010 Summary File 1.

Figure 9. Camden Racial Composition 1990 and 2010



Source: U.S. Census 1990, 2010 Summary File 1.

**Table 27. Camden Population Reporting Hispanic or Latino Origin, 1990, 2000, and 2010**

	1990		2000		2010	
Hispanic or Latino (of any race)	47	2.5%	61	2.9%	191	5.5%
Not Hispanic or Latino	1,852	97.5%	2,039	97.1%	3,273	94.5%
Total Population	1,899		2,100		3,464	

Source: U.S. Census 1990, 2000, and 2010 Summary File 1.

## Age Distribution

As Table 28 indicates, Camden's population is relatively old compared to Kent County and Delaware. The median age of Camden residents in 2010 was 40.8 years, compared to 36.6 countywide and 38.8 statewide. Camden has a larger population of residents over the age of 60 compared to the Dover area, Kent County, and the state of Delaware overall. It also has a smaller number of those aged between 20–59, which is often considered to be the ages of “working age adults.”

**Table 28. Age Distribution, 2016**

	Camden		Dover CCD		Kent County		Delaware	
Under 5 Years	217	6.3%	5,374	7.0%	11,150	6.9%	55,886	6.2%
5 to 19 Years	695	20.0%	16,267	21.0%	34,775	21.4%	177,917	19.8%
20 to 59 Years	1,654	47.7%	40,572	52.6%	85,429	52.6%	481,741	53.6%
60 Years & Over	8,98	25.9%	14,952	19.4%	30,956	19.1%	182,390	20.3%
Totals	3,464		77,165		162,310		897,934	
Median Age	40.8		34.4		36.6		38.8	

Note: Dover CCD is the Dover Census County Division. The entirety of Camden does not lie in the Dover CCD.

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.

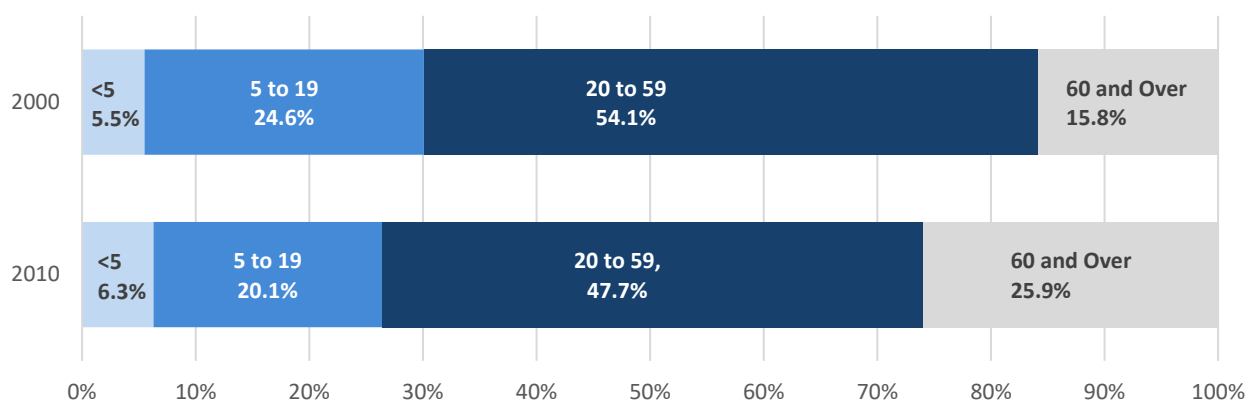
Tables 29 and Figure 10 show that age distribution in Camden changed significantly from 2000 to 2010, with a much larger population of the town now over 60 and fewer residents between the ages of 20–59. The percentage of children under the age of five increased slightly, while the percentage of children between the ages of 5–19 declined slightly.

Table 29. Camden Age Distribution Change, 2000 to 2010

	2000		2010		Change	
Under 5 Years	115	5.5%	217	6.3%	102	88.7%
5 to 19 Years	517	24.6%	695	20.0%	178	34.4%
20 to 59 Years	1,136	54.1%	1,654	47.7%	518	45.6%
60 Years and Over	332	15.8%	898	25.9%	566	170.5%
Totals	2,100		3,464		1,364	

Source: U.S. Census 2010, Summary File 1.

Figure 10. Camden Age Distribution, 2000 and 2010



Source: U.S. Census 2010, Summary File 1.

## Education

Table 30 compares Camden's educational attainment for the population age 25 years or more with that of the county and state. As the table shows, Camden has a higher percentage of college graduates than both Kent County and the state of Delaware. Camden also has a higher percentage of high school graduates than the rest of the state, but slightly lower than Kent County.

Table 30. Educational Attainment, 2016

	Camden	Kent County	Delaware
Not High School (HS) Graduates	6.6%	13.1%	7.43%
Graduated HS, No Degree	54.0%	55.2%	50.5%
Associate Degree	5.7%	8.6%	7.7%
Bachelor's Degree or Greater	33.7%	23.1%	30.5%

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates.



## Appendix B. Public Outreach Questionnaire and Responses

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2018 Comprehensive Plan Update

The Town of Camden is in the process of updating our comprehensive plan. A comprehensive plan is a document and a series of maps that:

- Outlines development goals and objectives,
  - Maps the desired locations for homes, shops, and offices in town and the areas that Camden might want to annex into the town, and
  - Serves as the basis for zoning and subdivision laws.
- 

Please take a few minutes to share your thoughts about our town. You can leave your comments with us today, drop them off at the town office, or e-mail them to [jamie.fenske@townofcamden.com](mailto:jamie.fenske@townofcamden.com).

What do you like about Camden?

Can you think of any changes that you would like to see in town?

Should Camden grow or remain pretty much as it is?

How do you feel about the proposed Camden Bypass?

Anything else?

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What do you like about Camden?

SMALL TOWN AND QUIET.

Can you think of any changes that you would like to see in town?

PUT LEFT TURN ARROW AT RT 10 EAST  
AND CAMDEN WYOMING AVE.

Should Camden grow or remain pretty much as it is?

A LITTLE GROWTH IS GOOD FOR THE  
ECONOMY. BUT TOO MUCH GROWTH  
CAUSES OTHER PROBLEMS.

How do you feel about the proposed Camden Bypass?

I AM FOR IT.

Anything else?

JUST MOVED HERE.  
I LIKE THE SMALL TOWN  
ATMOSPHERE AND ITS PEOPLE.



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What do you like about Camden?

*Years ago Camden was nice, clean, not today new people moved in they could care less about their yards, lawns, no sidewalks.*

Can you think of any changes that you would like to see in town?

*I would like to see my town a town that I could be proud of. I lived there as a child moved away and ten years ago moved back. The homes on Stenton, Wesley and South St. are something that you would see in the ghetto. The town needs to make the owner clean their yard. That house on Stenton it has more cars than the garage that repairs cars. That homeowner that has his house for sale that will never happen. We all pay taxes how can you allow this to happen to our neighborhoods.*

Should Camden grow or remain pretty much as it is?

*Camden should remain as is.*

How do you feel about the proposed Camden Bypass?

*It should have happened years ago. Day to much traffic; but you're still allowing more businesses to move in.*

Anything else?

*I would like to see change as soon as possible. (Just cleaned up lot for removing the trailer on Beach St.*

What do I like about Camden?

I like the small town atmosphere. The development where I live is nice. ALL of the homes are well maintained. Taxes are low, service is high.

Any changes in town?

One thing I would like to see is a locally owned Italian restaurant in town. A place for the locals that is not a chain. There isn't much of a business district. A great restaurant puts a positive spin on the town. You won't get the same effect from a chain. A positive image helps to prop up housing prices. Something to drive the momentum.

Grow or stay the same?

If you are not growing, you're dying. Smart growth is always welcome.

Camden Bypass?

The new POW/MIA Parkway is not getting the use that I thought. I don't think it has ameliorated or exacerbated traffic in town. This has me wondering about the Camden Bypass. How will the "new Dover Mall" affect traffic has me more concerned. How many stores when it is fully built out? The traffic coming out of there and making a right onto Voshell Mill Rd.....

Anything Else?

Has the town ever tried to have ALL the houses in town get a Camden zip code? My family and friends think I live in Dover.

As always, I have no clue that I have no clue.

Pat Kelly  
62 Nanticoke





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What do you like about Camden?

IT IS A NICE QULTE AND PRETTY TOWN

Can you think of any changes that you would like to see in town?

NOICE

Should Camden grow or remain pretty much as it is?

REMAIN PRETTY

How do you feel about the proposed Camden Bypass?

I Am FOR IT

Anything else?



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What do you like about Camden?

*Well managed, small town atmosphere*

Can you think of any changes that you would like to see in town?

*No, Let's keep it quaint*

Should Camden grow or remain pretty much as it is?

*Stay as is, except for Rt 13 property for businesses & more tax revenue*

How do you feel about the proposed Camden Bypass?

*No comment*

Anything else?



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What do you like about Camden?

THE QUAINTESS OF THE TOWN AND THE FRIENDLINESS OF THE PEOPLE

Can you think of any changes that you would like to see in town?

CLEANING UP OF THE TOWN AND SPRUCING UP

Should Camden grow or remain pretty much as it is?

WOULD BE NICE IF SOME OF THE OLDER (RUN DOWN) PROPERTIES COULD BE RESTORED

How do you feel about the proposed Camden Bypass?

GOOD IDEA

Anything else?

MAYBE SOME FLAGS OR BANNERS IN THE HEART OF TOWN AND A (TOWN OF) CAMDEN SIGN



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What do you like about Camden?

Small town size. The town has money in the bank and should be careful about spending.

Can you think of any changes that you would like to see in town?

Should Camden grow or remain pretty much as it is?

You grow or die off. Camden should remain a "bedroom" community with commercial growth along Rt. 13. Added residences should all be single family homes.

How do you feel about the proposed Camden Bypass?

The bypass should be built with an overpass over the railroad tracks to connect to Rt 10 west of the town.

Anything else?



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What do you like about Camden?

*The people are so friendly & outgoing.  
Good location for shopping.*

Can you think of any changes that you would like to see in town?

*More activities.*

Should Camden grow or remain pretty much as it is?

*Remain as is !!*

How do you feel about the proposed Camden Bypass?

*Should be done.*

Anything else?



## Appendix C. Preliminary Land Use Service (PLUS) Comments

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### **Certification Comments**

- Pages 16–17. The discussion about Woodside indicates that Camden “continues to work with Woodside.” A review of Map 7 on page 29 indicates that Woodside’s annexation area has been removed from Camden’s annexation plan, thus alleviating any potential conflict between the two towns. While it is appropriate for the plan to indicate that the two towns will continue to work together, this section must be updated to indicate the resolution of the potential conflict.
- Pages 99–102, Appendix C, Historic and Cultural Resources. This is a required plan element, and as such it must contain “policies, statements, goals and planning components.” Unlike the other chapters, this “appendix” does not. This chapter must be revised to include “policies, statements, goals and planning components.”
- Please provide written documentation that all adjacent jurisdictions have received the plan for review and have no objections to the plan. We will be looking for written documentation from Kent County, Dover, Wyoming, and Woodside. An email correspondence will be sufficient as long as it indicates that the jurisdiction has reviewed the plan and has no objections.

Recommendations: Our office strongly recommends that the Town consider these recommendations from the various state agencies as you review your plan for final approval.

### **Office of State Planning Coordination – Contact: David Edgell (302-739-3090)**

Congratulations to the Town of Camden on a very well-written plan which will guide the town through the upcoming years. This plan integrates all plan amendments and updated information into one easy to read document. The area in and around Camden is growing rapidly, and the plan contains many sound strategies and plan elements that will work together to manage that growth while helping the town retain its character.

Please consider the following recommendations and clarifications from our office:

- Page 3, Public Participation. It is recommended that the results or findings from the public participation workshops and surveys be summarized here. The results don't appear to be in the appendix either. What was learned from the public outreach efforts and how did that guide the development of the comprehensive plan?
- Page 16. There is a reference to the Draft Kent County Comprehensive Plan. That plan has now been adopted and certified (as of September 2018). It is recommended that this reference be updated to reflect the certified Kent County comp plan.
- Page 23, Table 3. This is a very good table that clearly describes future land uses. It is recommended that the description of "Residential TOR Receiving Area" be updated to more clearly indicate that residential land uses will be located in the TOR areas. The discussion of "rezoning on a case-by-case basis" could be misinterpreted to mean rezonings to other land uses.
- Pages 23–24, Transfer of Development Rights. This section provides a very good description of Transfer of Development Rights (TDRs) and how they work. It is not clear where the sending areas are located. Are those areas identified in the 2007 ordinance that is referenced? It is recommended that the sending areas be described, and mapped if possible.
- Page 30, Position on Development of Adjacent Areas. Please consider adding Wyoming and Dover to the statement, as both of these jurisdictions are nearby or adjacent.
- Pages 29–32, Annexation. The annexation chapter only refers to annexations up to 2013, and Map 7 is titled "Annexation Area 2013"? It is recommended that the plan be updated with 2018 data and titles on all maps.
- Page 32, Map 7. The annexation map does not propose annexation of a residential neighborhood located South of Voshells Mill Road (known as Briar Park), although annexation of the commercial properties along the frontage of this neighborhood are proposed. This will create a sizable enclave. Enclaves in municipal boundaries are not recommended and should be avoided. It is recommended that that annexation plan be reconsidered in this area to avoid the creation of an enclave. As you will see from the comments below, both DeIDOT and DSHA have similar concerns about excluding the Briar Park neighborhood from the annexation plan.

- Page 42. The Town is to be commended for including health concerns and a referencing Plan4Health and the seven principals. The plan's new focus on improving pedestrian and bicycle networks and connectivity will positively impact the health of residents in the years to come.
- Pages 80–81, Intergovernmental Coordination. It is recommended that the plan be revised to more explicitly include intergovernmental coordination with Camden Wyoming Sewer & Water Authority (CWSWA). CWSWA provides sewer and water utilities to all properties in Camden, and it is presumed that the Town is in regular contact and coordination with that organization. The plan should reflect this.
- Pages 83–97, Appendixes A and B. What is the rationale for including community facilities and utilities as appendixes rather than as regular plan chapters? These are required plan elements, not the type of additional information that one would find in an appendix. Both appendixes contain goals, policies and implementation recommendations that should probably be included in Chapter 10. Please consider reorganizing the plan document to change these "appendixes" into regular plan chapters and adding the implementation recommendations to Chapter 10.
- Pages 99–102, Appendix C, Historic and Cultural Resources. It is recommended that the plan be reorganized to include this appendix as a regular plan chapter. Implementation recommendations should be included in Chapter 10.
- Pages 103–106, Appendix D, Demographic Profile. It is recommended that this information be incorporated into Chapter 2, Community Profile.
- Page 107, Appendix E, Public Outreach. It is recommended that survey results be included in this appendix.

**Department of Transportation – Contact: Bill Brockenbrough (302-760-2109)**

- Map 7, page 32. Shows potential Annexation Areas color-coded by the land uses with which they should be annexed. On this map, the Briar Park subdivision is not colored, suggesting that annexation of it would not be considered. DeIDOT sees no immediate reason why Briar Park landowners would want to seek annexation and takes no position as to whether a particular annexation there might be desirable. Nonetheless, DeIDOT recommends that the Town assign the development a color on the map, presumably

yellow for residential use, to show that they would consider an annexation proposal if asked to do so.

- On pages 34 and 40, and perhaps elsewhere, there are references to the West Dover Connector. This road is now officially named the POW-MIA Parkway. Also, on page 40, there is discussion of the road, as a “planned transportation improvement.” It is now open to traffic. DelDOT recommends revising the Plan to refer to the road by its official name and to treat the road as existing rather than planned.
- The paragraph at the top of page 35 and a section on pages 41 and 42 address a DelDOT project to widen US 13 from 4 lanes to 6 lanes “to relieve some of the traffic congestion.” DelDOT has three suggestions in this regard:
  1. Mention the project limits, Lochmeath Way to Puncheon Run.
  2. Mention that DelDOT’s Capital Transportation Program for Fiscal Years 2020 through 2025 shows the project being built in Fiscal Years 2023 through 2025.
  3. Clarify that the project is intended to improve safety for motorists as well as for bicyclists and pedestrians. In fact, the project is being developed as a safety improvement. DelDOT has identified that many of the crashes occurring on this section of highway are related to the congestion.
- On page 35 and elsewhere, the Plan discusses how to support pedestrian and bicycle transportation and, in doing so, focuses entirely on the need to provide more and better sidewalks, bike lanes, and related facilities.
- Facilities are important, but land use is also critical. For people to choose walking or cycling as a means of transportation, it must compare favorably to driving or using transit. For example, few people can be expected to walk to Wal-Mart from the historic district. Completing the sidewalk between these two places is important for the safety of those who do make that trip on foot but most people who own cars would still be more likely to drive. It is too far to walk.
- Where the Town wishes not only to make walking and cycling safe but to encourage the use of these modes, the Town should plan for a mix and density of uses at least as great as that found in the Town’s historic center.

- On page 36, in the first paragraph under Bicycle Traffic, there is a reference to a “map of bicycle suitability” shown in Figure 3. Figure 3 is on page 19 and does not show this map. The map does not appear to be in the Plan. DelDOT suggests utilizing their framework for understanding the ability of residents to safely bike, which is Bicycle Level of Traffic Stress. The data for creating maps that indicate this score for all of the town’s streets is available through FirstMap. Definitions of how this is calculated is available on page 108 of DelDOT’s new statewide bicycle plan, Blueprint for a Bicycle Friendly Delaware, available at
- [https://deldot.gov/Publications/plans/delaware\\_ped/index.shtml](https://deldot.gov/Publications/plans/delaware_ped/index.shtml).
- On page 36, in regards to the north-south rail line that runs through Camden, DelDOT suggests rephrasing “it provides almost no economic benefit to the town in the present” to “the town as no rail-freight oriented businesses.” Rail is a regional asset that supports nearby industry in Dover and Kent County and likely the jobs of Camden residents, few of whom work in the town as cited on pp. 39. The Dover/Kent County MPO recently identified parcels in Kent County that would be good candidates for rail-based freight development along this corridor, which we advise the Town review and consider for such development if it has not already. The plan is available at <https://doverkentmpo.delaware.gov/maps/>.
- On Page 37, under Public Transportation, consider adding the new Route 307 intercounty bus between Dover and Lewes.
- A section on pages 40 and 41 addresses the Camden Bypass. DelDOT has three recommendations relating to the Bypass:
  - While the Plan, as written, acknowledges that the alignment has yet to be finally determined, that is so because the project does not have National Environmental Policy Act (NEPA) approval yet. DelDOT recommends rephrasing to avoid use of the word “will” in describing the proposed route, especially west of South Main Street. Calling it a “planned route” or saying “is intended to traverse across or through” may be better. This is also suggested and confirmed on page 78 as really an unconfirmed alignment. The map label on page 43 calling it “proposed” is acceptable. In the same regard, for Recommendation 2 on page 45 (repeated on page 78) consider changing “will” to “would.”
  - The Plan should mention that DelDOT’s Capital Transportation Program for Fiscal Years 2020 through 2025 shows the Bypass being built in Fiscal Years 2021 through 2023.



- DelDOT invites the Town to consider ordinances that help balance growth that may come with the Camden Bypass project. The Town may want to consider working with the Dover/Kent County MPO to conduct a corridor study as the road moves closer to construction. Specifying designs and uses along a complete street, which the Bypass will be, could help facilitate growth while encouraging walking and bicycling as transportation.
- Map 9, on page 44, Camden Vicinity Bus Routes and Park & Ride Locations, appears to be centered on Dover. Because the area's transit hub is in Dover, centering the map on Dover is rational. However, centering the map on Camden should be considered.
- Since the 2008 comprehensive plan was adopted, the Harriet Tubman Underground Railroad Byway, a state scenic and historic byway, has been designated as running through the town. Municipalities vary in how they address byways in their comprehensive plans, but Chapter 5 (Transportation), Chapter 7 (Economic Development), and Appendix C (Historic and Cultural Resources) are all appropriate places to mention the Byway.
- In Chapter 5, Recommendation 4 on page 45 (repeated on page 78) is to develop a wayfinding signage system. Recognizing that the Byway includes its own wayfinding signage, DelDOT suggests that this recommendation could be reworded to read "Complementing the Harriet Tubman Underground Railroad byways signage, develop a further wayfinding system with the goal of directing visitors to popular destinations including historic sights, recreational opportunities, local shopping, and parking."
- From a regulatory perspective, the Delaware Byways Program is established in Delaware Code Title 17, Sections 190-194, and includes regulations on outdoor advertising found in Delaware Code Title 17, Section 1110. It may be appropriate to mention these regulations in Chapter 7.
- A map showing the Byway is available at
- <http://deldot.maps.arcgis.com/apps/webappviewer/index.html?id=03d5049bc49041658cfecad5fd6ba8b9>. Further information on the Byway is available at <https://www.deldot.gov/Programs/byways/index.shtml?dc=railroad>.
- DelDOT recommends adding a section in the Transportation chapter on DelDOT's Corridor Capacity Preservation Program, which affects development along US Route 13 south of Delaware Route 10. Information on the program is available at

[https://www.deldot.gov/Publications/manuals/corr cap/index.shtml](https://www.deldot.gov/Publications/manuals/corr%20cap/index.shtml) or by contacting DelDOT's program manager, Mr. Tom Felice at 302-760-2338 or Tom.Felice@state.de.us.

**Department of Natural Resources and Environmental Control – Contact: Michael Tholstrup (302-739-9071)**

Chapter 6

- Page 48, Wetlands:

In the draft plan, the Town of Camden states that its subdivision ordinance relies on state regulations to guide development near wetlands and that there are no tidal wetlands within the town. DNREC has no regulatory protection for non-tidal wetlands less than 400 contiguous acres in size. As written, the draft plan does not indicate any protections for most non-tidal wetlands. However, non-tidal wetlands provide important habitat, water quality, and flood attenuation benefits.

The Plan recognizes the importance of wetlands and the many functions they serve. Because there are significant areas of wetlands identified within the areas being considered for future annexation, the Town may wish to consider evaluating its ordinances for opportunities to preserve wetlands.

Please remove the word “resources” in the reference to “DNREC’s Division of Water Resources.” The Division name has changed recently to the Division of Water.

- Page 48, Water Resources & Page 91, Appendix B, Supply – Source Water:

The plan does not include information about whether the Town has considered the capacity needs for water supply in order to meet future demand. Existing storage capacity is mentioned in Appendix B, with reference to the Public Water Supply Source Water Assessment. It would be useful to include this information in the plan.

- Page 49, Protecting Water Resources:

Please change “Smyrna River watershed” to “St. Jones River watershed.”

- Page 50, Source Water Protection:

Reference to additional details in Appendix A should say Appendix B.

- Page 50, Climate Change:

There is a statement in the text that says that Camden is not particularly vulnerable to flooding, which seems contradictory to the floodplain and flood-hazard area discussion on page 47.

Additional Chapter 6 Recommendations:

The Town may wish to consider additional wetland protections in its ordinances, such as: prohibiting the subdivision of wetlands, prohibiting wetland fill, and designating a mandatory wetland buffer (100 feet is the recommended wetland buffer width).

The Town may wish to consider developing an impervious surface mitigation plan that would help to improve water quality of the watershed. The assessment of a project's TMDL nutrient loading rate through use of the Department's nutrient budget protocol provides a tool to calculate these impacts. The Town could then consider how to facilitate the use of any combination of best management practices to meet the required TMDLs for the affected watershed(s).

In the Climate Change section, it should be clarified that the Town is not particularly vulnerable to flooding from sea level rise. However more frequent, heavier precipitation events are anticipated in the future due to climate change. This indicates potential impacts to existing stormwater infrastructure capacity and the expansion of non-tidal wetlands, mapped floodplains, and flood-hazard/flood-prone areas.

## Chapter 7

- The draft Plan does not discuss the DNREC Brownfields Program, however the Town of Camden has a number of identified brownfields located within its boundaries. Brownfields are real property where redevelopment, reuse, or expansion may be hindered as a result of a reasonably held belief that they may be environmentally contaminated. Productive use of these idle properties provides "new" areas for economic development, primarily in former industrial/urban areas with existing utilities, roads and other infrastructure. DNREC encourages the redevelopment of brownfields, offers technical assistance, and may be able to provide grant funding when investigating and remediating brownfield sites.

#### Additional Chapter 7 Recommendation:

The Town may wish to consider including language in the Economic Development Chapter of the Comprehensive Plan that discusses the benefits of the Brownfields Program to potential developers. One of these benefits is the Delaware Brownfields Marketplace, an interactive database that contains a list of market-ready brownfield sites throughout Delaware. The inventory is designed to make it easier for potential buyers and developers to locate available brownfield properties. Cleaning up and reinvesting in these properties protects the environment, reduces blight, and helps to create jobs for Delaware citizens, while preserving Delaware's precious green space and natural resources.

For information on the Brownfields Program or to determine which sites in your municipality are brownfields, please contact Jill Williams-Hall at DNREC's Site Investigation and Restoration Section at (302) 395-2600 or by email at [Jill.Hall@delaware.gov](mailto:Jill.Hall@delaware.gov). To add sites in your municipality to the Marketplace (with owner approval), please contact Melissa Leckie at DNREC's Site Investigation and Restoration Section at (302) 395-2600 or by email at [Melissa.Leckie@delaware.gov](mailto:Melissa.Leckie@delaware.gov).

#### Appendix B

- Page 94, Wastewater System:

We would expect to see that the Town has considered the capacity needs for wastewater treatment in order to meet future demand. The plan notes that the Town relies on Kent County sewage system for collection, conveyance, and treatment and the Camden-Wyoming Sewer & Water Authority acts as a contract user. Existing wastewater treatment capacity is mentioned in Appendix B, with reference to the Delaware Statewide Assessment of Wastewater Facilities Current Status and Future Needs. It would be useful to include this information in the Plan.

#### Additional Appendix B Recommendation:

- Pages 91–92, Wellhead Protection Areas & Excellent Ground Water Recharge Potential Areas:

#### References to Map B should be Map 16:

- Pages 95–96, Stormwater Management Under MS4:

There is a duplicate sentence in the second paragraph beginning with, "The MS4 program is regulated under.. ."

### Grammatical Edits:

DNREC reviewers found several minor typographical and grammar mistakes that you may wish to consider fixing:

- Page 5: Population Trends – “It has been 50 years since the last increase...”
- Page 10: Town History – “First known at Mifflin’s Crossing...”
- Page 20: Commercial – “processed, stored, or and handled...”
- Page 22: New Dev & Dev Applications – “Agree.”
- Page 65: Open Space & Nat Areas – “Recreation and park facilities may located be in...”

DNREC would like to be a partner in protecting and highlighting the environment as a natural amenity of the landscape. The Department has resources and expertise that are available to help make this a reality. Some relevant information and funding sources available through DNREC are listed below:

- Weatherization: [de.gov/wap](http://de.gov/wap)
- Green Energy Program: [de.gov/greenenergy](http://de.gov/greenenergy)
- Clean Transportation: [de.gov/cleantransportation](http://de.gov/cleantransportation)
- Green Infrastructure: [de.gov/greeninfrastructure](http://de.gov/greeninfrastructure)
- Energy Efficiency Investment Fund: [de.gov/eeif](http://de.gov/eeif)
- Brownfield Program:  
<http://www.dnrec.delaware.gov/dwhs/SIRB/Pages/Brownfields.aspx>

### **State Historic Preservation Office – Contact: Carlton Hall (302-736-7404)**

- The Town of Camden has a Historic District listed on the National Register of Historic Places. A major benefit of listing is that the properties become eligible for financial incentives in the form of federal and state historic preservation tax credits and occasional grants.
- Note also that the new statewide historic preservation plan, Partners in Preservation: Planning for the Future, Delaware's Historic Preservation Plan 2018–2022, is now available online at: <https://history.delaware.gov/pdfs/2018-2022DelawareSHPOPlan.pdf> (single-page version for printing also available). The new plan emphasizes partnering to achieve common goals and connecting with other planning efforts. We encourage all municipalities to consider how the goals, strategies,



and actions outlined in the new plan may support and be coordinated with their local planning efforts.

**State Housing Authority – Contact: Karen Horton (302-739-4263)**

- The Town of Camden conducted a thorough analysis of their demographic, economic, and housing trends and provided an honest assessment of issues facing their town such as:
  - having a large aging population compared to other municipalities;
  - having a significantly higher share of single-family homes compared to surrounding areas and smaller share of attached and multi-family housing than surrounding areas; and,
  - significantly higher rents in the town possibly a result of the domination of single-family and high demand for rental housing.

The resulting recommendations are appropriate and responsive to these issues. Their full implementation will serve the Town and its residents well in terms of creating a balance of housing options that will better respond to the needs of their residents.

- OSHA does take this opportunity to caution the Town of Camden on its plans for annexation as delineated in Map 7. Even though the Town borders the highly distressed predominantly African American neighborhood of Briar Park on three sides, it is excluded from the Town's plans for incorporation. Given its location, this exclusion could be interpreted as an official policy to exclude low-income populations, including minorities, from full participation in the Town's governance, such as voting and from receiving access to other community services. As such, OSHA strongly recommends that the Town of Camden include the neighborhood of Briar Park into its annexation plan.
- OSHA offers technical assistance to the Town in reviewing tools and strategies to increase affordable housing opportunities within the town.

If you have questions or would like more information on the above recommendations, please feel free to call me at (302) 739-4263 ext. 251 or via email at karenh@destatehousing.com.

**Department of Agriculture – Contact: Scott Blaier (302-698-4532)**

- Pages 23 through 24 The Department of Agriculture applauds the town for adopting a transfer of development rights (TOR) program. The Department is currently active in

assisting the City of Milford in implementing its TDR program, and would be glad to assist the Town of Camden as well. Please contact Scott Blaier, if you are interested (302-698-4532).