

**COMPREHENSIVE PLAN
FOR**

**CECIL
COUNTY,
MARYLAND**

COMPREHENSIVE PLAN
FOR

MC CECIL
COUNTY
MARYLAND

**BOARD OF COUNTY COMMISSIONERS
OF CECIL COUNTY, MARYLAND**

**STOTTLER STAGG ARCHITECT
& ASSOCIATES PLANNERS
ENGINEERS**

The preparation of this report was financed in part through a comprehensive planning grant from the Department of Housing and Urban Development, as administered by the Maryland Department of State Planning.

ABSTRACT

Title: Comprehensive Plan, Cecil County, Maryland

Author: Stottler Stagg and Associates
Planners-Architects-Engineers
Hyattsville & Columbia, Maryland

Subject: Comprehensive Master Plan for Cecil County, Maryland

Date: September 5, 1974

Planning Agency: Maryland Department of State Planning

Reference Copies: Department of State Planning, 301 West Preston Street,
Baltimore, Maryland, and at Stottler Stagg and Associates,
5809 Annapolis Road, Hyattsville, Maryland.

Purchase Copies: Cecil County Planning Department, Court House, Elkton, Maryland.

HUD Project Number: 701

Series Number: P-1002, P-1008, P-1013

Number of Pages:

Abstract: The purpose of this planning effort is to update and complement the adopted 1962 Cecil County Master Development Plan in light of recent developments and perceived future potentials. The analysis of existing conditions begins with the environment, Chapter One, to give emphasis to the nature-endowed traits of the County which must be regarded as the primary planning constraints in this planning effort. Chapter Two examines existing land use and community facilities, including an analysis of growth trends and potentials in the County. Chapters Three and Four build on the overall land use observations: Chapter Three with housing and Chapter Four with the economy. Chapter Five then summates the major points made in the preceding chapters. Chapter Six describes future alternatives available to the citizens of Cecil County, the results of the excellent citizen participation, and their resulting statement of County goals and objectives. The General Plan is presented in Chapter Seven, which is based on the adopted growth alternative the citizens choose: planned controlled growth within the County, resulting in a probable growth rate of 2.4% per annum or 78,000 people by the year 1990. The concept behind the planned controlled growth policy is that in general, if man is given fewer acres to live on with the rest being given to agriculture, forests, recreation or nature, man will take better care of that which he does have. Another basic concept is the acceptance of the natural and man-made constraints which tend to control the pattern of development. The Land Use Plan projects where growth should take place and at which densities it should be allowed to occur. The Plan also designates the non-urban uses for agricultural, conservation, protection, historic and recreational open space lands. For policy purposes, the County is divided up into nine planning areas. The four primary growth areas are the Greater Elkton area, the Greater North East area, the Greater Perryville area (which includes Bainbridge and Port Deposit), and the Rising Sun area. The three secondary growth areas are Cecilton, Chesapeake City and the Route 40 Corridor area. Within these seven growth areas, the density levels and use constraints are termed Level I, II, III or IV, and are described fully in Chapter Seven. The vast majority of the County, by contrast, is classified into the two rural planning areas, which means the policy is for agricultural, historic and scenic uses and conservation recreational areas. Throughout the County there shall be four types of growth, according to the type of planning area concerned: in-filling growth,

Abstract (Continued):

extension growth, new community growth and scattered growth. The Plan projects the County's requirements for the year 1990 and the implications of these requirements on each of the nine planning areas. The Transportation Plan goes beyond the traditional approach to transportation planning in that it uses circulation as an important tool to influence the location, density and phasing of urban development so as to harmonize with the planned controlled growth policy. The projected circulation network is then explained in detail, including pedestrian systems, highway systems, railroad facilities, water transportation, air transportation, and mass-transit or public transportation. Throughout the Plan, emphasis is placed on the planning process; that no plan is a static document. This updated Plan is viewed as part of an on-going effort--the process of formulating and intelligently planning for the future of Cecil County, Maryland.

RESOLUTION OF ADOPTION

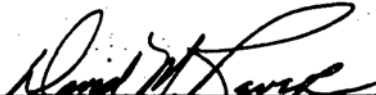
WHEREAS, pursuant to Article 66B of the Code of Public General Laws of Maryland, the Planning Department of Cecil County, Maryland has prepared a Comprehensive Plan for the County; and

WHEREAS, the Planning Commission held a public hearing for the Comprehensive Plan on September 5, 1974 and December 17, 1974, and thereafter approved the Comprehensive Plan for Cecil County, Maryland which is hereby submitted for adoption by the Commissioners,

NOW, THEREFORE, BE IT RESOLVED by the County Commissioners of Cecil County, Maryland, on December 23, 1974, that the Comprehensive Plan for Cecil County submitted with the approval of the Planning Commission be and the same is hereby adopted as the Comprehensive Plan for Cecil County.

ATTEST:

BOARD OF COUNTY COMMISSIONERS OF
CECIL COUNTY, MARYLAND



David M. Rever, Director of Planning
Cecil County



Mary W. Maloney, President
County Commissioner



L. Earl Armiger, V/P Planning
Stottler Stagg & Associates



Joseph B. Biggs
County Commissioner



Walton R. Mason
County Commissioner

CERTIFICATION OF CONFORMANCE WITH STATE PLANS:



Aubrey L. Romine, Regional Planner
Maryland Department of State Planning

RESOLUTION OF AMENDMENT

WHEREAS, this Comprehensive Plan of Cecil County has been reviewed and updated as provided in Chapter 8 thereof; and

WHEREAS, such review and updating, in the form of a proposed amendment to the Plan has been subject to Public Hearing as provided by law, and has been approved by the Planning Commission;

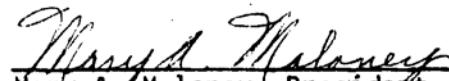
NOW, THEREFORE, BE IT RESOLVED that this amended Comprehensive Plan for Cecil County is adopted by the Board of County Commissioners of Cecil County on August 2, 1977.

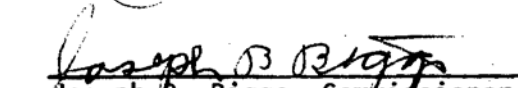
ATTEST:


Allan S. Davis, Director
Office of Planning & Economic Dev.


Mildred O. McGuirk,
Administrative Assistant to
County Commissioners

BOARD OF COUNTY COMMISSIONERS OF
CECIL COUNTY, MARYLAND


Mary A. Maloney, President


Joseph B. Biggs, Commissioner

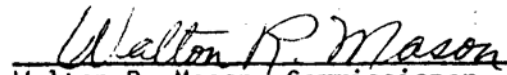

Walton R. Mason, Commissioner

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INTRODUCTION

The purpose of this planning effort is to update and complement the adopted 1962 Cecil County Master Development Plan in light of recent developments and current trends. It is the object herein to trace recent trends, to analyze factors affecting future development, to assess the will of the citizenry regarding the future of their County, to develop a master plan for the County's land use and transportation which will reflect projections of desired social, economic, and physical goals.

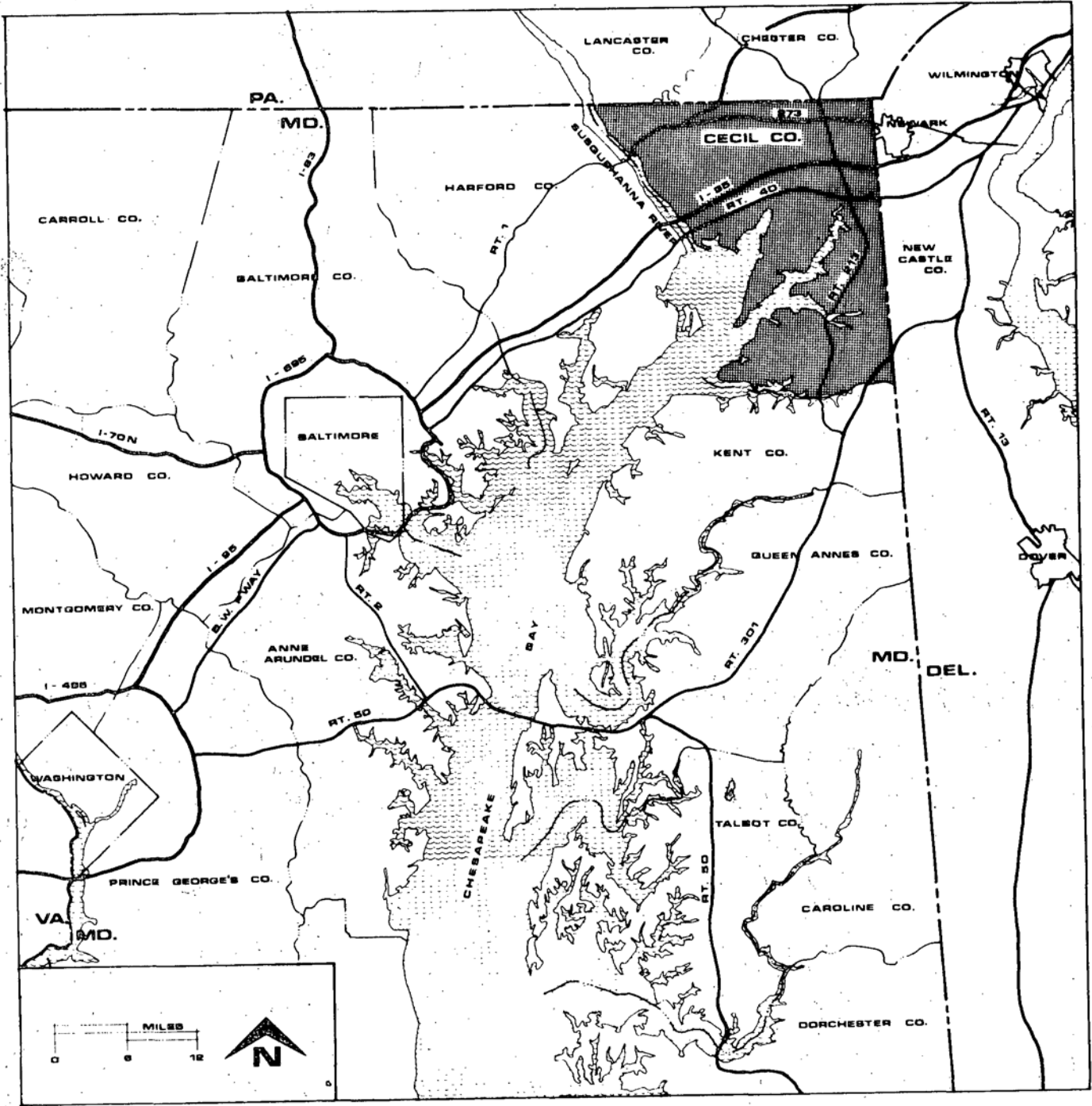
A County Plan, such as this, must be continually reappraised and updated to reflect changing needs. This updated plan is not viewed as a static document. Rather, it is part of an on-going process--the process of formulating and intelligently planning the direction and character of future growth. Like its predecessor in 1962, it will also have to be updated at some future time.

BACKGROUND

Cecil County is situated in the northeastern corner of the State of Maryland bordered on the north by Chester, Lancaster and York Counties in Pennsylvania across the Mason-Dixon Line, on the east by New Castle County, Delaware, on the south by Kent County, Maryland, and on the west by the Chesapeake Bay and the Susquehanna River with Harford County, Maryland, for the west banks.

The County has a land area of 225,261 acres or 352 square miles. Only 14% of the land area can be considered developed with the remaining land in agricultural (125,000 acres) and forest or undeveloped (70,000 acres) use.

The County seat of Cecil County is Elkton, which is located 50 miles northeast of Baltimore, 50 miles southwest of Philadelphia and 20 miles southwest of Wilmington, Delaware. There are eight incorporated municipalities in the County including: Elkton, Perryville, Rising Sun, Port Deposit, North East, Cecilton, Charlestown, and Chesapeake City. Their combined 1970 population was 13,466, compared with the total county population of 53,291.

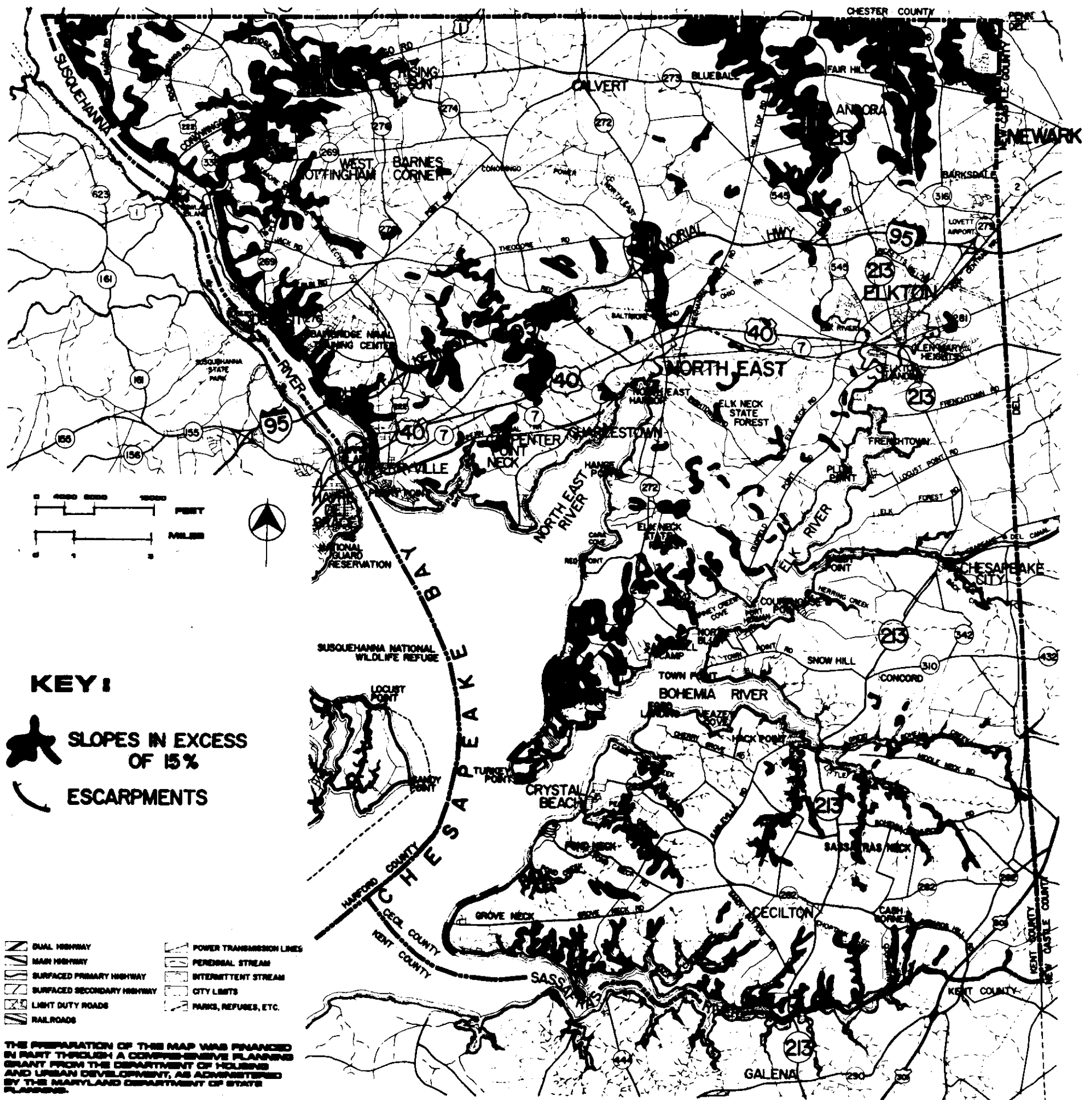


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REGIONAL LOCATION

COMPREHENSIVE PLAN

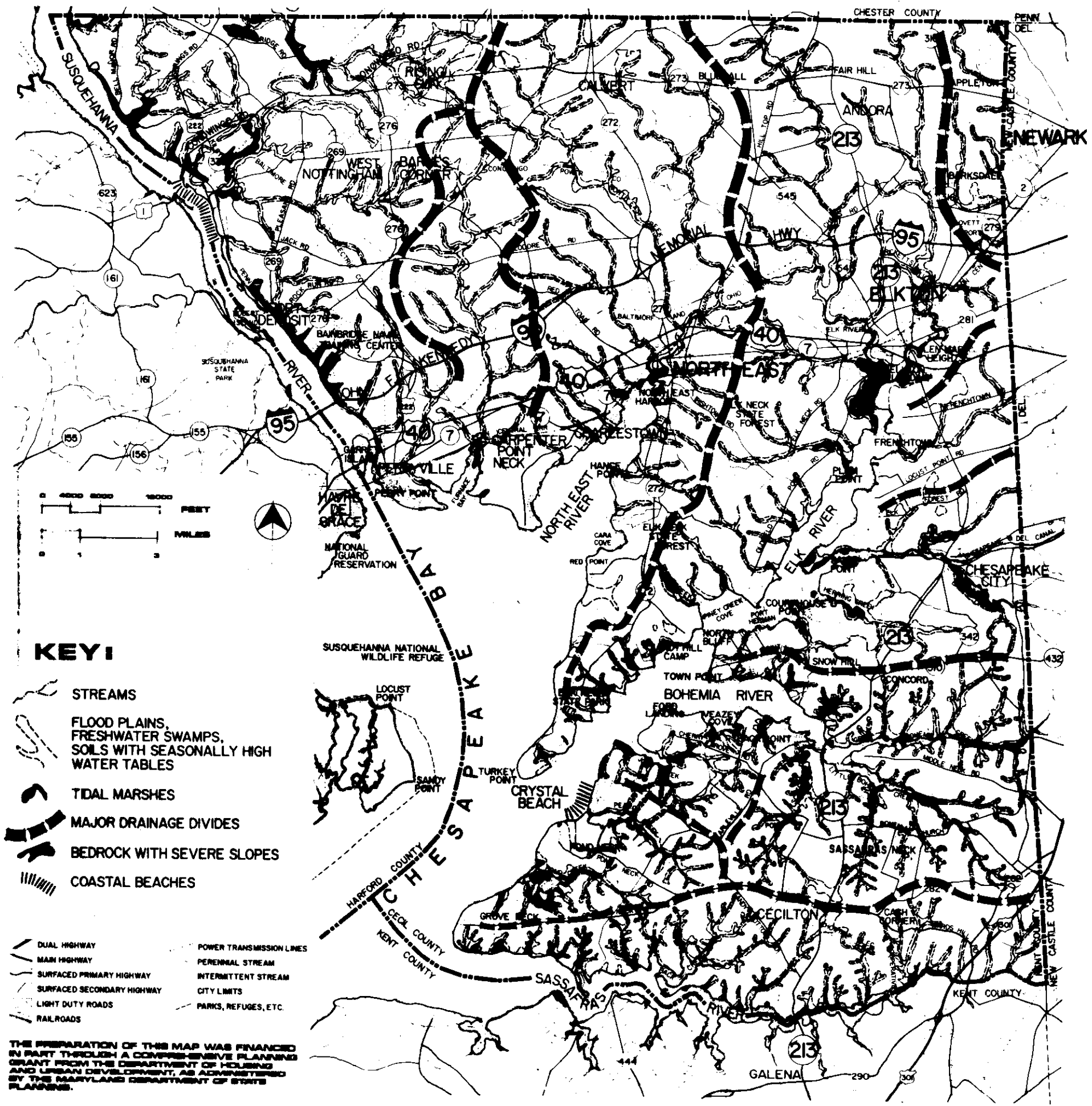
CECIL COUNTY, MARYLAND



2. TERRAIN ANALYSIS

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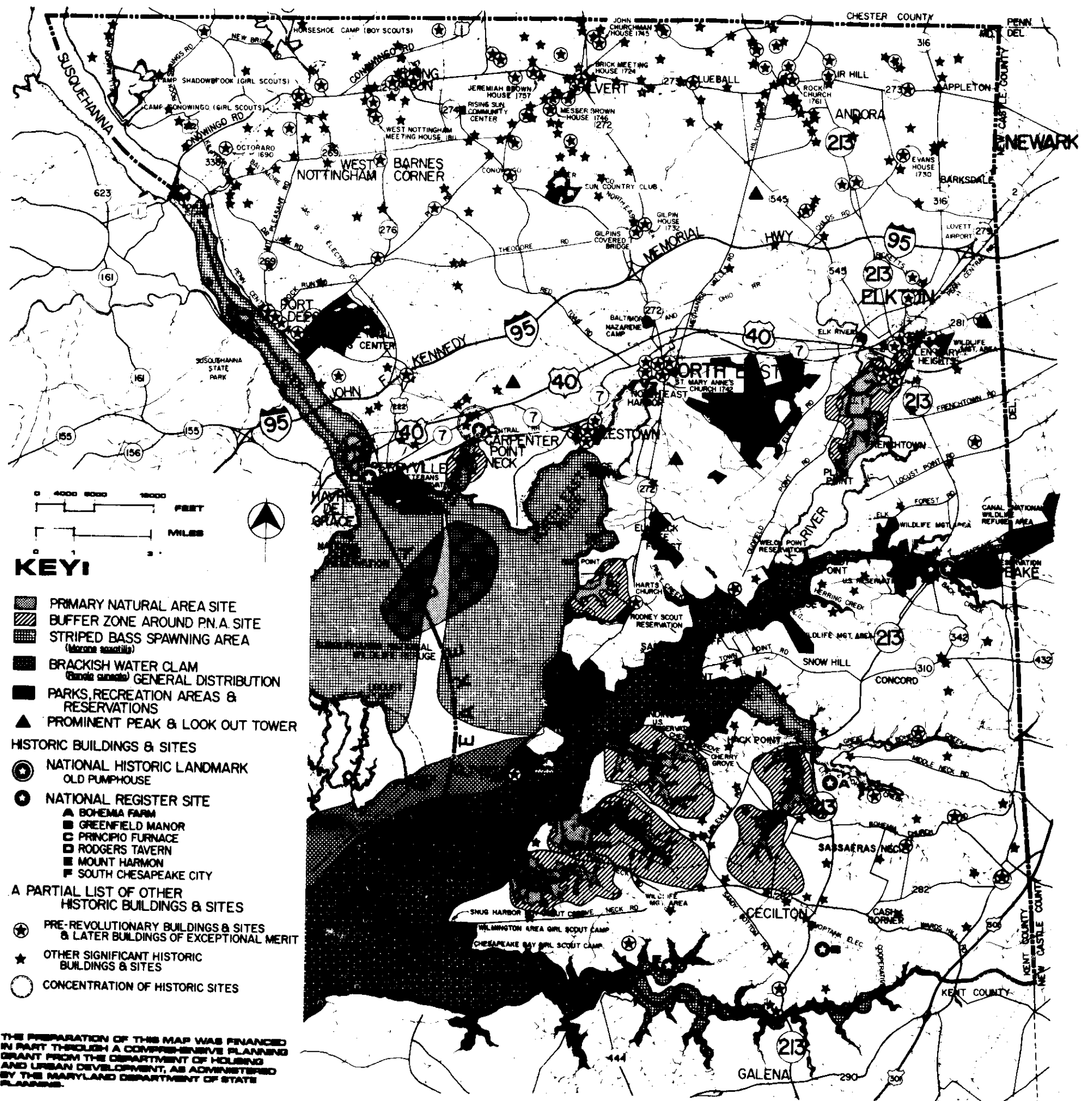
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3. WATERSHED ANALYSIS

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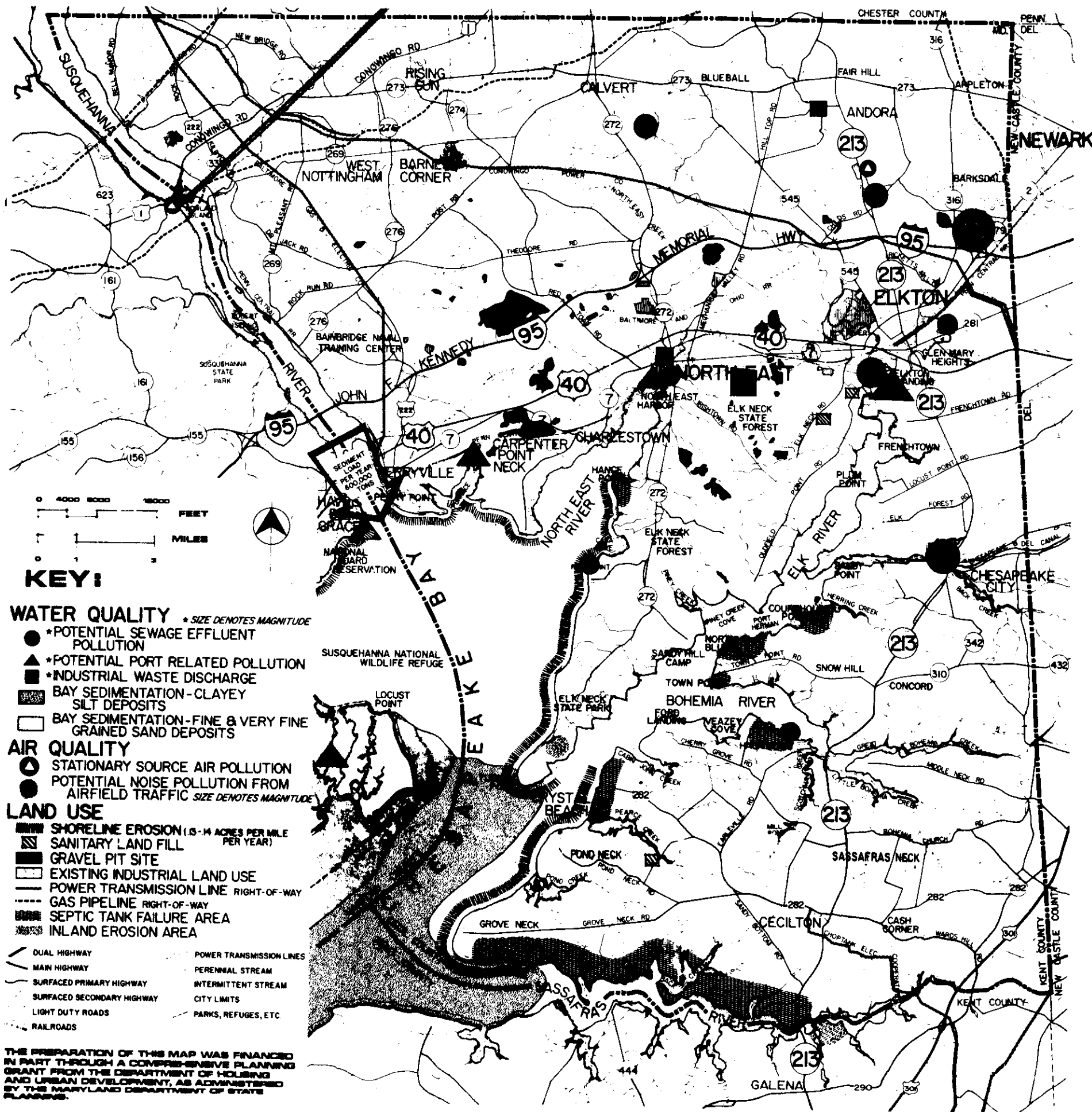
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4. PHYSICAL FEATURES

THE COMPREHENSIVE PLAN FOR CECIL COUNTY, MARYLAND

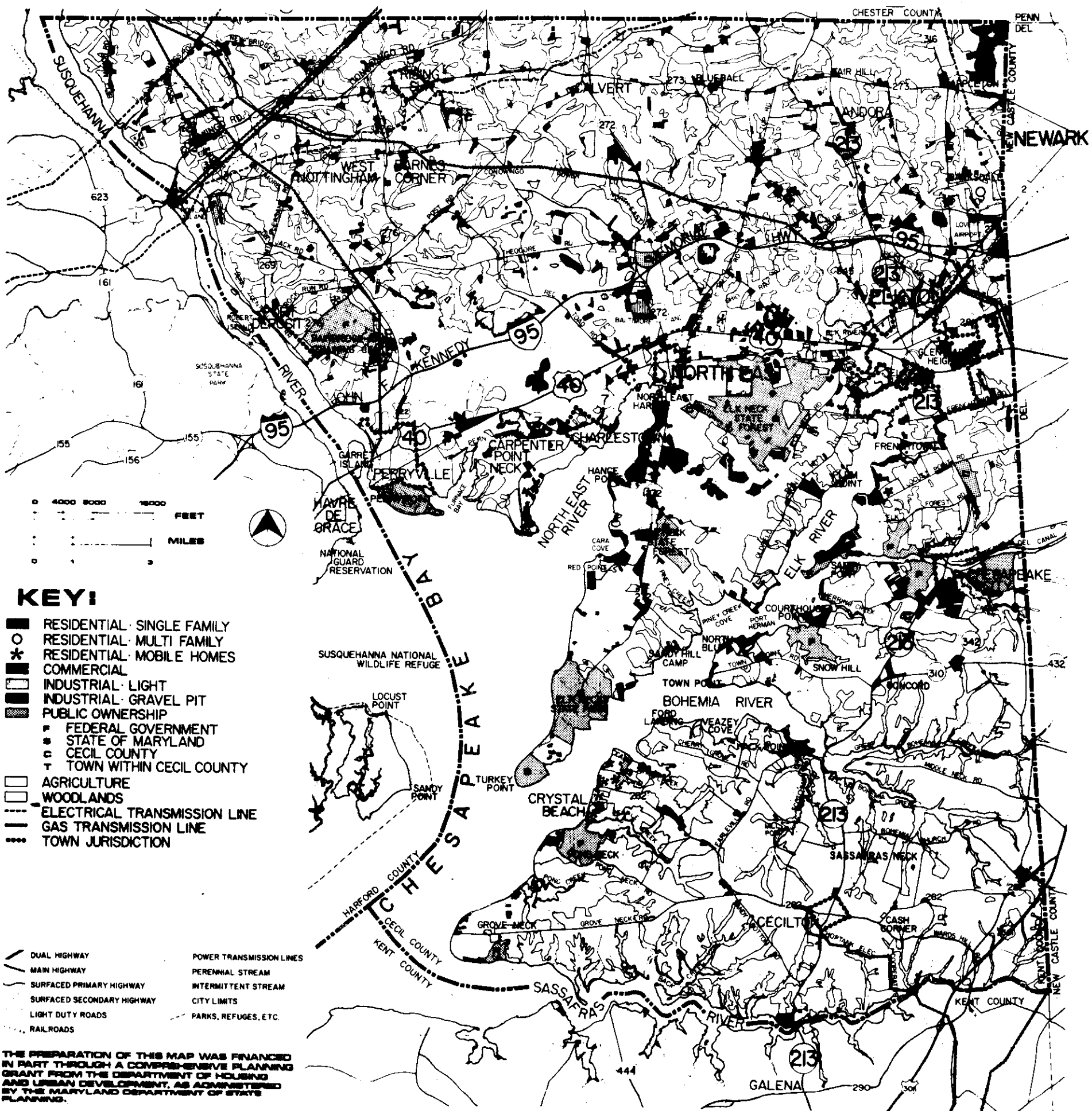
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5. PROBLEM AREAS

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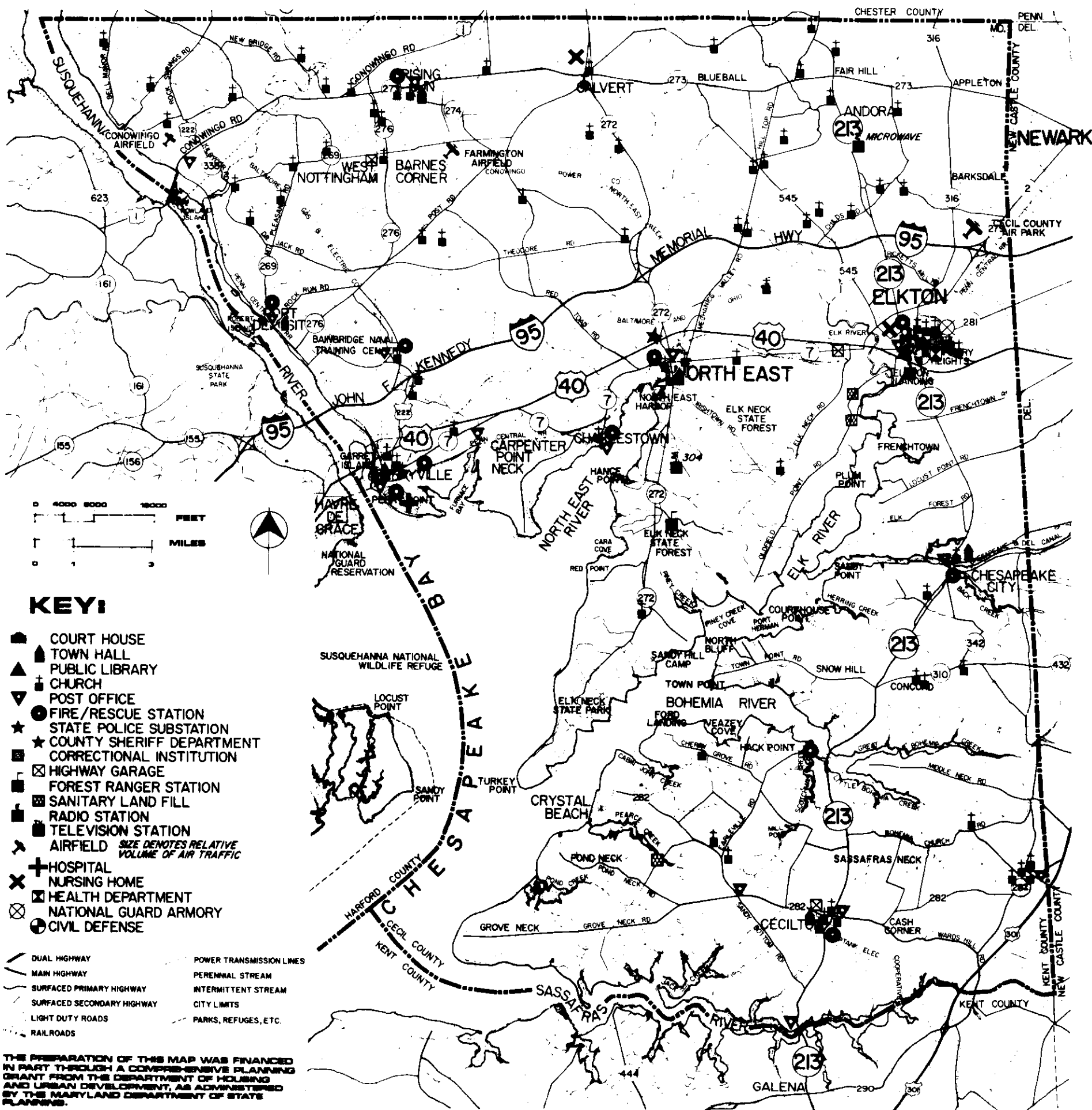
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6. EXISTING LAND USE

THE COMPREHENSIVE PLAN FOR CECIL COUNTY, MARYLAND

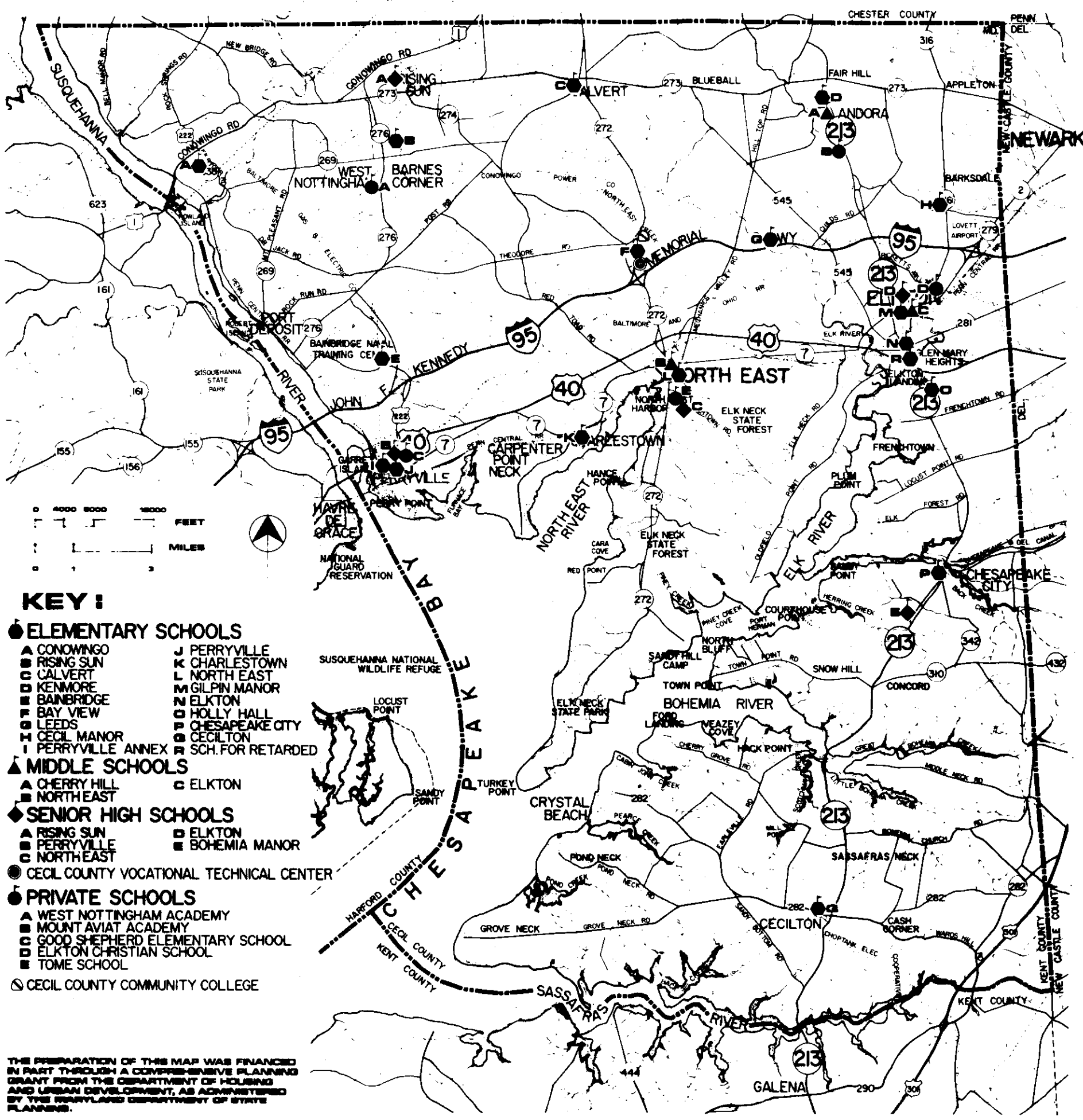
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7. PUBLIC FACILITIES

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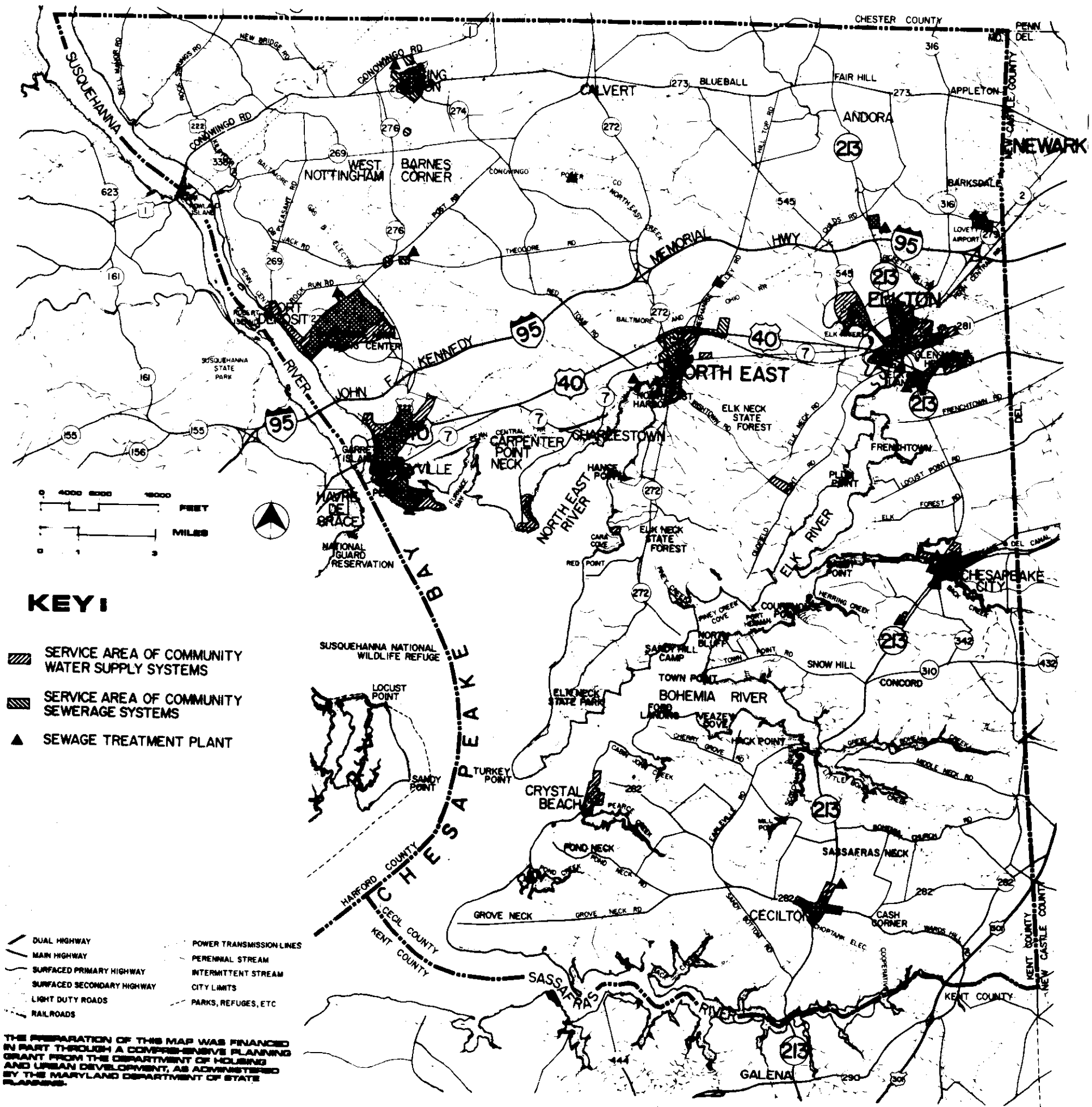


8. SCHOOL SYSTEM

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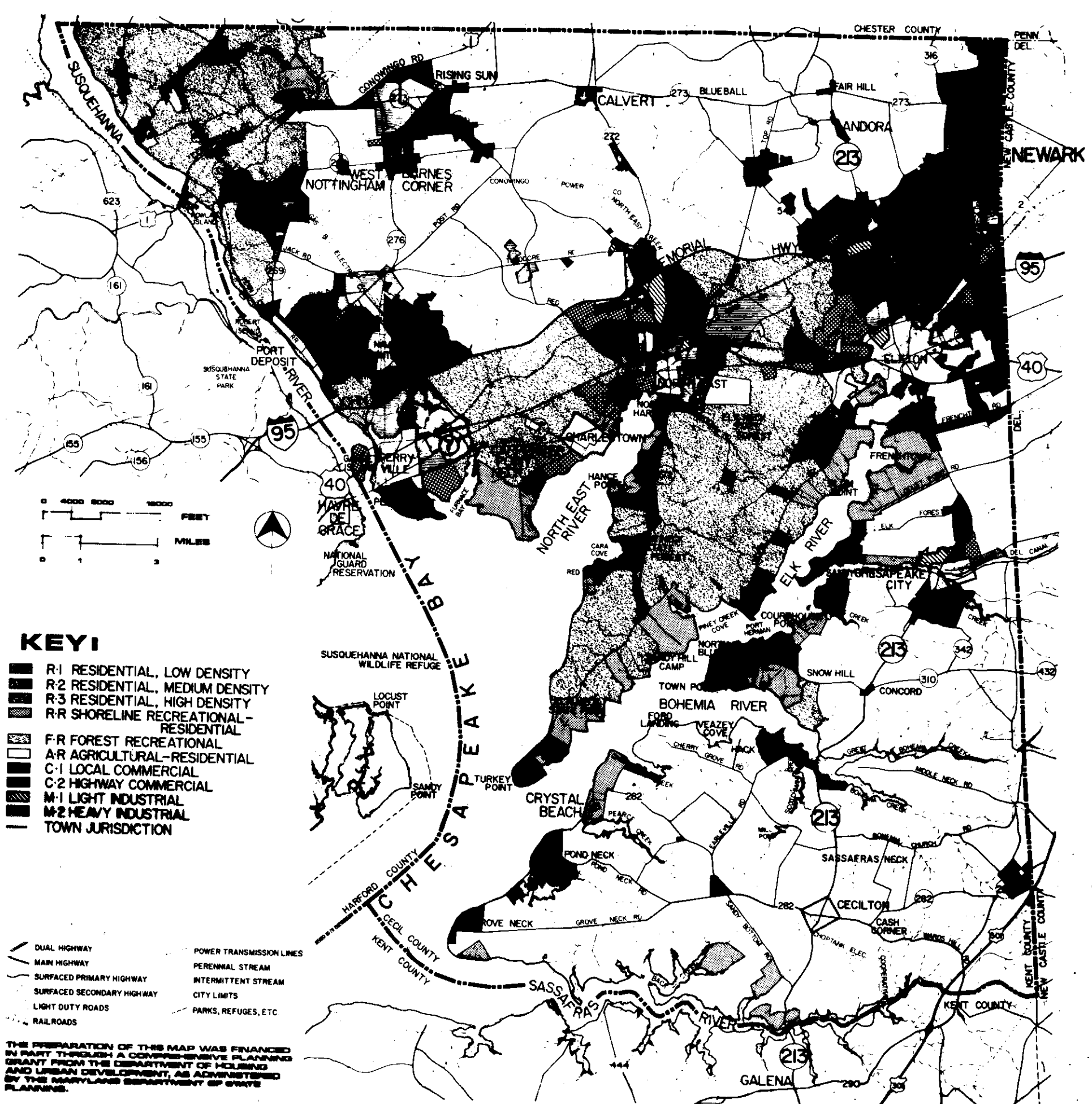
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9. SEWER-WATER SERVICE

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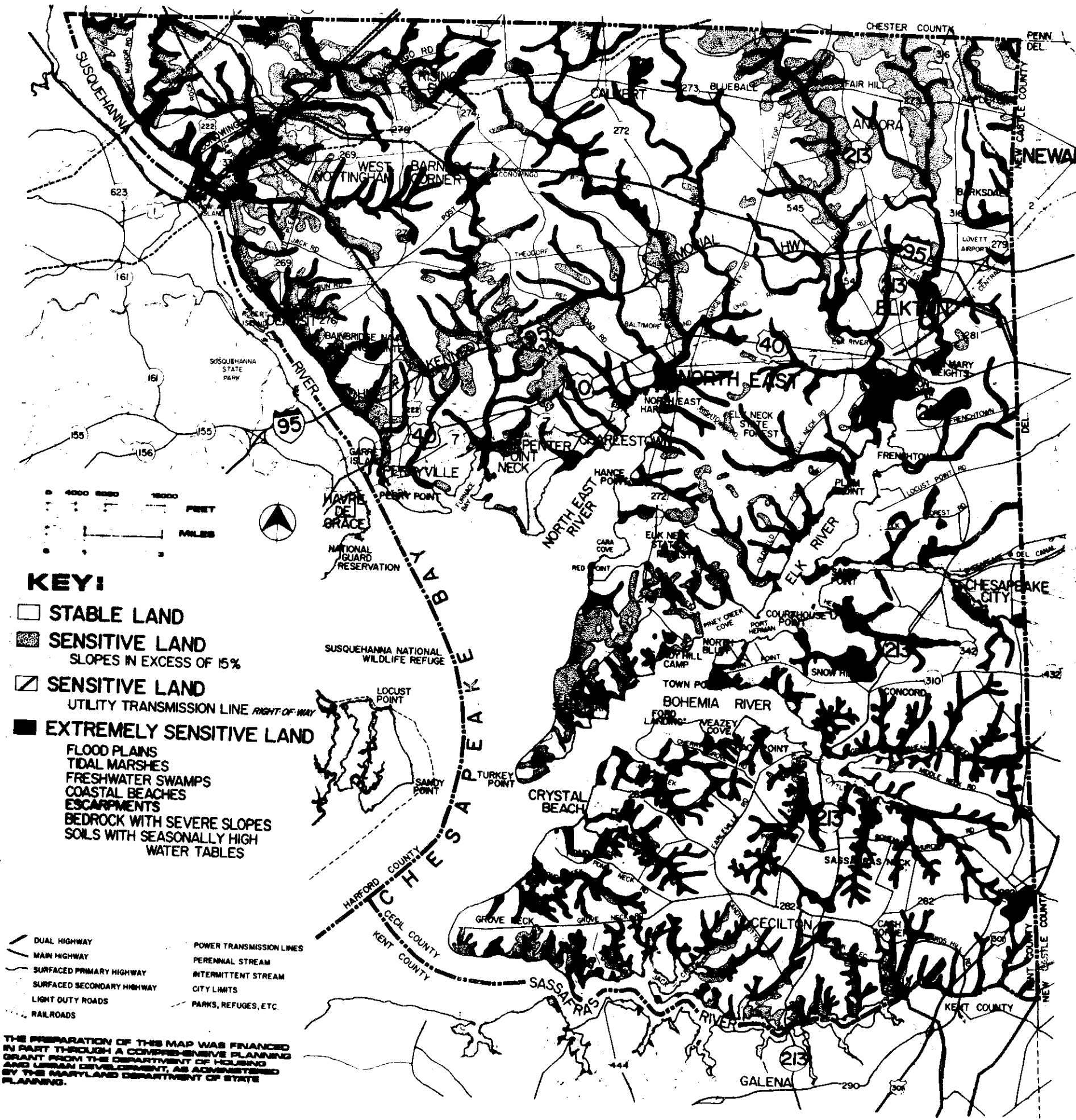
KEY:

- R-1 RESIDENTIAL, LOW DENSITY
- R-2 RESIDENTIAL, MEDIUM DENSITY
- R-3 RESIDENTIAL, HIGH DENSITY
- R-R SHORELINE RECREATIONAL-RESIDENTIAL
- F-R FOREST RECREATIONAL
- A-R AGRICULTURAL-RESIDENTIAL
- C-1 LOCAL COMMERCIAL
- C-2 HIGHWAY COMMERCIAL
- M-1 LIGHT INDUSTRIAL
- M-2 HEAVY INDUSTRIAL
- TOWN JURISDICTION

- DUAL HIGHWAY
- MAIN HIGHWAY
- SURFACED PRIMARY HIGHWAY
- SURFACED SECONDARY HIGHWAY
- LIGHT DUTY ROADS
- RAILROADS
- POWER TRANSMISSION LINES
- PERENNIAL STREAM
- INTERMITTENT STREAM
- CITY LIMITS
- PARKS, REFUGES, ETC.

THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH A COMPREHENSIVE PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, AS ADMINISTERED BY THE MARYLAND DEPARTMENT OF STATE PLANNING.

10. EXISTING ZONING
THE COMPREHENSIVE PLAN FOR
CECIL COUNTY, MARYLAND
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KEY:

- STABLE LAND
- ▨ SENSITIVE LAND
SLOPES IN EXCESS OF 15%
- ▧ SENSITIVE LAND
UTILITY TRANSMISSION LINE RIGHT-OF-WAY
- EXTREMELY SENSITIVE LAND
FLOOD PLAINS
TIDAL MARSHES
FRESHWATER SWAMPS
COASTAL BEACHES
ESCARPMENTS
BEDROCK WITH SEVERE SLOPES
SOILS WITH SEASONALLY HIGH WATER TABLES

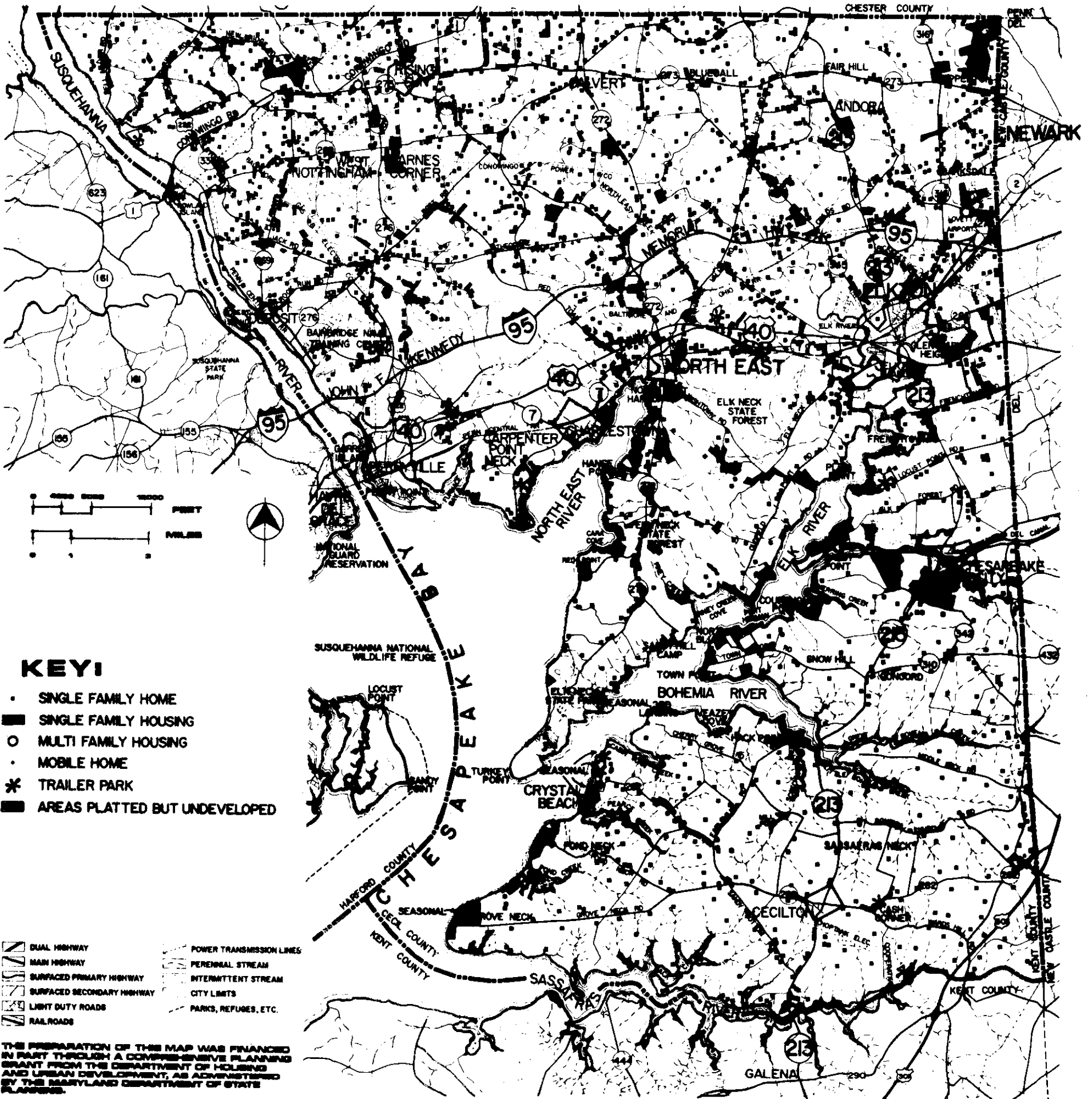
- DUAL HIGHWAY
- MAIN HIGHWAY
- SURFACED PRIMARY HIGHWAY
- SURFACED SECONDARY HIGHWAY
- LIGHT DUTY ROADS
- RAILROADS
- POWER TRANSMISSION LINES
- PERENNIAL STREAM
- INTERMITTENT STREAM
- CITY LIMITS
- PARKS, REFUGES, ETC.

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11. DEVELOPABLE LAND

THE COMPREHENSIVE PLAN FOR CECIL COUNTY, MARYLAND

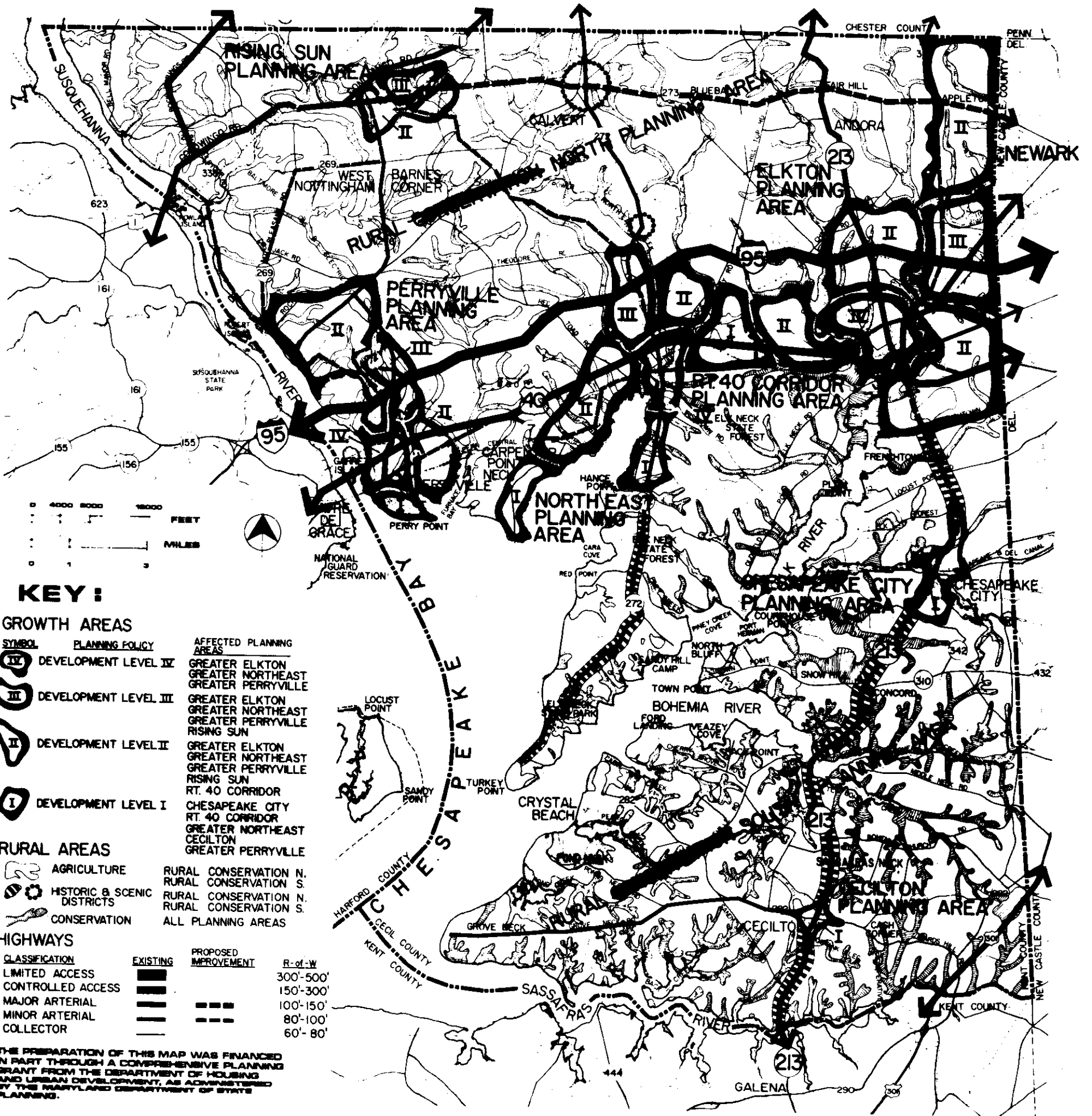
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12. HOUSING INVENTORY

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13. GENERAL PLAN

THE COMPREHENSIVE PLAN FOR CECIL COUNTY, MARYLAND

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STOTTLER STAGG AND ASSOC. BREVARD ENGINEERING CO.

CHAPTER ONE

ENVIRONMENTAL ASSESSMENT

ENVIRONMENTAL OVERVIEW OF CECIL COUNTY

The existing environment of Cecil County can be divided into several major categories. The categories, while not making the environmental impact assessment easy, do indicate the fields of major planning endeavor that will be necessary to protect and enhance the environment of the County.

Cecil County's major influences on the environment are its water, shorelines, agricultural areas, woodlands and marshes. In addition, the manmade environment has its impact on the natural features.

Cecil County's manmade environment, current and future, must be assessed for its relation to or effect against the major natural features sensitive to permanent destruction. The water resources especially must be guarded as a valuable asset which cannot be replaced.

There are two geologic regions in Cecil County which differentiate major characteristics of the physical environment of the County. The geologic base is divided between the Atlantic Coastal Plain, covering the eastern two thirds of the County from just above the I-95 U. S. 40 corridors south and eastward, and the Piedmont Plateau which covers the northwestern portion of the County.

The Atlantic Coastal Plain is primarily composed of clayey soils and silty loams. The surface is dissected by an extensive dendritic drainage pattern that forms four of the principle rivers. This area is basically flat lying to gently rolling and forms the major agricultural areas.

The Piedmont Plateau is primarily composed of metamorphic rock. The major geologic units in the plateau are granites, gabbros, and metavolcanics. These formations form the bluff along the Susquehanna River and are responsible for the topographical relief in the northern section of the County (See Map 2).

Cecil County contains 225,261 acres. Agricultural uses comprise approximately 124,500 acres; incorporated municipalities consume 4,700 acres; woodlands account for 69,900 acres, much of which are in public ownership; and publicly owned recreational and management areas account for approximately 48,000 acres. Less than 14% of the County can be considered to be developed.

Agricultural lands constitute the major use in Cecil County. Fifty five percent of the land in Cecil County is in agricultural uses. The impact of this use on the natural environment of Cecil County and the Chesapeake Bay is enormous. It is estimated that agricultural lands dump 400-800 tons of sediment per 100 square miles into the rivers and bays of Maryland each year.

There are a few rare or endangered plant species in Cecil County with the most critical being wild celery, a major food component for wild ducks migrating through the County. While the marshes and wetlands constitute only a small portion of the land of the County, they are extremely important to the Bay ecology and to the migratory patterns in the Eastern Flyway of North America. There are no significant bogs in the interior regions of the County.

PHYSICAL FEATURES

Shorelines

The five major rivers of Cecil County, the Susquehanna, Northeast, Elk, Bohemia and Sassafras, form a series of peninsulas or necks contributing to the extensive shoreline of the Chesapeake Bay, in addition to the shorelines of the rivers and their major tributaries.

The shorelines are essentially low lying except for the shores of the Susquehanna which are formed by a steep bluff. The low lying shorelines are typically estuarine in nature with several small, but important marshes and wetlands.

Along the Chesapeake Bay, the shorelines are subject to erosion. For the 15 miles of Bay shore in Cecil County, it is estimated that the annual erosion rate is 0.13 acres per mile. The river shores are primarily areas of sedimentation rather than erosion. It is interesting to note that man-made features along the shorelines are invariably located along the Bay shore, the most sensitive.

There are three major ports along the Cecil County shorelines: Port Deposit, Perryville and North East. Havre de Grace, in Harford County, is located across from Perry Point and influences the environmental quality of the river.

The shorelines are also principal recreation areas and there is considerable permanent residential development along the major rivers and the Bay.

Wetlands and Marshes

The wetlands and marshes are part of the critical environment in Cecil County. They are valuable wildlife habitats, and they provide for a significant portion of the recreational hunting and fishing activities in the County (See Map 3).

Elkton is the only county urban area that impinges directly on a marsh area. As a result, it presents a potential for an environmental hazard that must be alleviated in the planning for future growth.

The Susquehanna Flats which support the Susquehanna National Wildlife Refuge is the major element in providing the ecological balance for fish and wildlife of the Chesapeake Bay and to the Eastern Flyway for migratory birds. This extensive marsh area is formed by the deposition of the sediment load from the Susquehanna River, estimated at 600,000 tons per year. The flats adjoining the shorelines of Cecil County and land use along the river in the County can have major consequences in maintaining this balance.

The Susquehanna Flats and other Bay marshes are also the spawning grounds for many fish species. These fish migrate to areas of reduced salinity to spawn. The fresh water marshes provide warmer temperatures and abundant food supplies for the emerging generations. The expansion of the Chesapeake and Delaware Canal threatens to increase the saline intrusion in the upper regions of the Bay seriously affecting if not destroying these prime spawning grounds. Due to the magnitude of the Bay reaches, variations in the ecological balance affect conditions in the entire northeastern sea coast.

Chesapeake Bay

The rivers of Cecil County are major factors in providing the total environmental and ecological balance of the Chesapeake Bay. As a major freshwater source at the head of the Bay, the rivers are responsible for limiting and maintaining salt water intrusion

in the Bay. Shellfish and certain fish indigenous to the Bay depend on a proper mixture of salt water and loose sediment deposits for maintaining their reproductive cycles.

The rivers of Cecil County maintain an interface between the salt water and fresh water ideal for rockfish and others, as well as defining the upper limits of the oyster and clam beds. This interface is also most protective for limits of the aquatic plant life necessary to sustain waterfowl and fish life. (See Map 4).

River sidements and the nutrient content of the river discharge also influence the growth of algae and other aspects of bay ecology which affect the natural life cycles of indigenous biota.

Floodplains and Stream Valleys

The stream valleys of Cecil County are readily definable by the major rivers, however, the dendritic tributary pattern necessitates that a category of flood fringe be added to evaluate floodplain areas. (Flood fringe applies to those areas that would be inundated during a given design frequency flood, but would not pose an immediate danger to human life as a result of the increased velocities of the flood flow.) (See Map 3).

The major rivers are essentially short, except for the Susquehanna, and merge at the head of the Chesapeake Bay. The extensive tributary areas extend through the County and most are classified as creeks, although the Elk is essentially broad enough near the City of Elkton, with sufficient flow to be classified as a river for much of its length.

The stream valleys of the major rivers are fairly heavily wooded and make ideal natural recreation areas. Elk Neck which forms one side of the stream valley for both the Elk and Northeast Rivers is the principal woodland area for the County.

Due to the essentially low lying nature of the topography, the creek valleys and the flood plains of the major tributaries contribute to the vast, fertile, agricultural areas in the County. This is especially true in the southeastern and north central portions of the County.

Major Watershed Areas

The surface relief of Cecil County ranges from the steep hilly northwest corner, across the gently rolling Piedmont section, down through the hilly and steep central section, to the nearly level southern section. Map 3 describes how these areas are divided into the major watersheds.

In the northwest corner, the major streams cut deeply into the native rock, flowing southwesterly into the Susquehanna River. These streams have their headwaters in Pennsylvania. The uplands are about 200 feet above the valley floors and 400-500 feet above mean sea level.

The Piedmont section is a gently rolling, partially dissected, is 400-500 feet above mean sea level, and slopes gently toward the southeast. The major streams flow south in moderately broad valleys to the Chesapeake Bay and the North East River.

A major divide through the County splits Elk Neck and runs north into Pennsylvania. This ridge ranges in elevation of 300-400 feet above mean sea level. A radial drainage pattern carries water from the hills to major streams flowing south out of the Piedmont. These streams cut through the coastal plain sediment and gorge deep narrow valleys into the underlying crystalline rock. The stream outlets are in tidal marshes at the head of the Chesapeake Bay.

East of the Elk River the nearly level plain, 60-80 feet above mean sea level, is dissected by major streams flowing west into the Elk River and the Chesapeake Bay. The necks of land between the major streams drain north and south through deep gullies or ravines spaced less than a mile apart. Tidal marshes occupy the mouths of many of the ravines. Broad, extensive flats separate the major drainageways in the coastal plain area.

Agricultural Areas

Agricultural lands comprise 55% of the land area of Cecil County. This figure is slowly decreasing as productive agricultural land is changed to urban uses for transportation. This continuing trend is evidenced by the juxtaposition of productive agricultural land with existing urban uses. There is also a trend toward larger, fewer farms taking additional land out of the inventory.

The lands in the north central and southeastern portions of the County are well drained and the annual rainfall is sufficient to provide for active agricultural pursuits. Much of the agricultural land is devoted to dairy farms and Cecil County is a major part of the milkshed in the Mid-Atlantic region of the United States. Principal crops are corn and wheat with soybeans, barley, oats and vegetables secondary. The agricultural lands are also desirable for the breeding and raising of horses, especially thoroughbred horses for racing and other equestrian activities.

The rural areas of Cecil County are also used for residential uses. There are examples of housing for both the rural poor and the rural residential estates. There are also scattered settlements that have been fostered by the road system, as well as the river and rail systems that traverse the County.

Woodlands

The woodlands of Cecil County comprise 31% of the land area of the County. Many of the existing tree stands are second or third growth as a result of earlier harvesting practices. While they are no longer economically feasible from the standpoint of harvesting, they are a major part of the wild life habitat and provide ample area for outdoor recreation. Deer are especially plentiful in the woodlands of the County.

A major portion of the woodlands are in some form of public ownership, predominately by the State. The unconsolidated woodlands forming property boundaries and on land unsuitable for farming or housing are in private ownership. Elk Neck is an area of major forestation in the County and most of the neck is in public ownership. The other locations of major tree stands are along the stream valleys and in the Northwestern Piedmont Plateau area.

Sand and Gravel Areas

There are several major gravel pits running in a belt from southwest to northeast through the midsection of the County. Many of the active pits were opened as the result of road and urban development. Gravel is necessary for these uses and it is more economical to extract gravel from nearby sources. Erosion and subsequent sedimentation from the large intrusion of metamorphic rock in the northern sector of the County has, over the years, created areas suitable for extraction of gravel.

Gravel areas are major physical features in the environmental picture after they have been utilized. Where they have not been reclaimed through grading and replanting, they create major areas of blighted landscape. Since they are utilized in conjunction with the development of roads and other urban uses they are often major influences on the impressions of visitors in the County (see Map 5).

Sand extraction from the mouths of the Cecil County rivers is not extensive at this time. Recently completed dredging of the Chesapeake and Delaware Canal may cause increased turbidity of the stream (murky water) which may result in changes in vegetation and the ecological balance of the Bay.

Man Made Environment

The man-made environment of Cecil County consists of all the conforming and non-conforming uses and alterations to the natural environment that have been created by man. The man-made environment of the future is the major part of the environment that is subject to control.

The land use map of the County, Map 6, details the changes in the physical environment made by man since his first contact with the land. This environment is composed of the scattered and aggregated settlements, industrial areas, gravel pits, harvested woodlands, ports, alterations to stream channels, roads, cultivated agricultural land, commercial areas and others. There are few, if any, areas in the County that do not show some evidence of man's presence in the environment.

Soils

An examination of soil characteristics is important to this Comprehensive Plan for three principal reasons: (1) to identify natural processes which are in operation which man's cultural uses can interfere with; (2) to aid in the identification of areas which are sensitive and extremely sensitive and need special land use controls; (3) to determine the stable areas of the County which hypothetically could support future development if necessary.

The Soil Conservation Service has developed a comprehensive system for classifying soils. Part of the classification system includes data about the soils. These data are useful for engineering and planning applications. But since the soil categorizations for Cecil are very detailed, lengthy, and rather cumbersome to reproduce herein, only the nine major associations are discussed briefly below. Those seeking more detailed soil mappings or statistical information on soil types should consult Soil Survey of Cecil County, Maryland, by U. S. Department of Agriculture Soil Conservation Service in cooperation with Maryland Agricultural Experiment Station, U. S. Government Printing Office, Washington, D. C., December, 1973 issue.

A soil association is a pattern of soils in a more or less uniform proportion. A soil association usually has one or more major series and at least one minor series. The nine major associations found in Cecil County are:

Chester-Glenelg-Glenville Association: Deep, well drained and moderately well drained, nearly level to sloping, loamy soils derived from micaceous rock material, occupies 6% of the County in the north-central section. This Association supports cultivation and dairy farm enterprises and is suitable for residential development requiring septic systems and drilled wells.

Glenelg-Manor-Glenville Association: Deep, somewhat excessively drained to moderately well drained, gently sloping to steep, loamy soils derived from micaceous rock material, occupies 20% of the County in the north stretching east to west. This Association supports cultivation and dairy farm enterprises and is only moderately well suited for residential development.

Neshaminy-Montalto-Legore Association: Deep, well-drained, gently sloping to steep, loamy, clayey, and stony soils derived from basic rock, occupies 9% of the county primarily in the northwest. This Association supports cultivation and dairy farm enterprises although it is primarily wooded. Little residential development is found in this Association.

Chrome-Conowingo Association: Deep and moderately deep, well-drained to somewhat poorly drained, gently sloping to steep, loamy soils derived from serpentine, occupies 1% of the County in the extreme northern sections. This Association is primarily wooded with small portions in cultivation and residential development. The development of rural housing is limited due to the unsuitable characteristics of the soils for septic systems.

Keyport-Loamy and clayey land-Beltsville Association: Deep, well drained to moderately well drained, nearly level to steep soils that developed in old coastal plain deposits ranging from gravelly loamy sand to clay, occupies 24% of the County in the I-95/Route 40 corridor and on the Elk Neck. The soils of the Association are heavily wooded, and are moderately suited for farming. Residential development without supporting utilities would be severely limited by the soil characteristics of this Association.

Sassafras-Woodstown Association: Deep, well drained to moderately well drained, gently rolling soils developed in loamy coastal plain deposits that overlie sands, occupies 9% of the County in the coastal plain areas. The soils of this Association are primarily in cultivation and woodlands with a small portion used for pastureland. High water table or low permeability are hinderances to development where on-site sewerage disposal is required.

Matapeake-Butlertown Association: Deep, nearly level to gently rolling, well drained and moderately well drained, loamy soils on the coastal plain, occupies 25% of the County in the southeast portion. These soils have excellent characteristics for cultivation with a high available moisture capacity.

ENVIRONMENTAL PROBLEMS

Sedimentation

Sedimentation in Cecil County is a major problem from primarily three sources: agricultural lands, the Susquehanna River Valley, and land development.

Agricultural lands under cultivation are estimated to produce between 400-800 tons of sediment per square mile annually. Cecil County has approximately 55% of its land area devoted to agricultural pursuits. Agricultural sediments per se need not present significant problems, however, agricultural sediments that contain a high concentration of chemicals and nutrients can cause grave problems. The high nutrient content is conducive to the growth of algae which causes excessive algaedation in streams and other bodies of water. Decaying algae consume significant amounts of oxygen which in turn inhibit or eliminate the growth of more beneficial aquatic plants. This leads to drastic changes in the ecological balance of the rivers, streams and eventually the Bay. Natural aquatic vegetation is necessary for the food supply of fish and other water related animals that depend on either the plant life or fish life.

The sediment load from the Susquehanna River is another major factor in the natural ecological balance of Cecil County and the upper Bay region. Due to the highly erodable nature of the soils in the Piedmont and the extensive watershed of the Susquehanna, thousands of tons of sediment are dumped into the Chesapeake Bay at its mouth. Much of this sediment has over the years contributed to the formation of the Susquehanna Flats which is now a National Wildlife Management Area. However, increased sediment as a result of upstream development can be a cause of severe problems in the future. Severly increased flows, as evidenced during Hurricane Agnes, can also disrupt the normal patterns of deposition of silt and other sediments and affect the future of the Flats. (See Map 5)

A third source of increased sedimentation is from development in the upper reaches of the watershed of Cecil County's major rivers. This additional sediment, added to the agricultural depoits, can clog existing streams, cause changes in the deposition of sediments, alter currents and thereby affect the spawning and feeding sites for the major fish species of the northeast.

Erosion

The major areas of shoreline erosion occur along the many necks that form the outline of Cecil County. The primary areas are those exposed to the Chesapeake Bay as opposed to those exposed to the major rivers which are areas of deposition. It is important to note that the principal areas of coastal settlement occur on the Bay side of the necks. Severe problems exist where land owners have not taken adequate measures to prevent erosion along private beaches and along their property lines. Further problems will arise as piers, jettys and boat docks are constructed. These alterations to the natural shoreline will tend to increase erosion in some areas and increase the deposition of dediments in other areas. (See Map 5)

There are a few minor areas of inland erosion. These are mainly in the south along the Sassafras River and in the Northern Piedmont Area, the principal area of steep slopes in the County.

If development continues around the major settlements and the scattered areas of the north and north central portions of the County, increased runoff may result in significant erosion along the stream valleys.

Loss of Agricultural Lands

The settlement of Cecil County is often juxtaposed with the existing agricultural areas, agricultural and frequently being used to provide the necessary space for urban development.

In addition to residential, commercial and industrial development, the development of roads and power transmission lines also consumes agricultural land. The current trends are slow, but Cecil has the potential to become one of the fastest growing rural counties in Maryland. Some growth is expected and perhaps desired around the major development nodes. It is the random scattered development in rural areas that tends to break up productive farms and reduce substantially the productivity of these areas.

Water Pollution

Water pollution of both ground and surface water supplies results from several sources.

Septic tanks are potential sources of ground water pollution. Properly designed and located, the pollution from individual septic tanks may be of little consequence. Taken as a whole for large subdivisions or for growing areas without public sewer, their impact may have major consequences.

Septic tank effluents flow along the same paths as the ground water system. Large ground water supplies dilute this effluent and reduce the impact. If a large amount of effluent impinges on the same ground water system, however, the magnitude of its impact is increased dramatically.

In addition to septic tanks, pit privies, seepage pits, other insufficient disposal systems may be found in the more rural areas of the County.

Agricultural pollution may also impact the water supply for the County. Runoff from agricultural lands under cultivation will include the chemicals used to enhance crop yield. Additionally, due to the large number of dairy farms and the inability of man to control farm animal waste, these wastes combine with septic tank effluent in the streams feeding the major streams and rivers. This does not pose immediate problems because of the dispersal of population. But as the population increases and more sources of supply must be tapped, this agricultural pollution problem may gain in significance.

Water pollution also occurs from industrial waste and port activities that may be improperly treated before disposal. Minor oil spills, billage dumping and accidental spillage of materials can contribute to pollution in Cecil County. The primary effect will be on the Chesapeake Bay, and the County has a responsibility to aid in the preservation of the Bay. (See Map 5)

Salt water pollution in the Chesapeake Bay area of Cecil County is also a major problem. Salt water intrusion is a natural phenomenon in the upper Bay and contributes to the reproductive cycles of major aquatic plant and fish life. During low water flows from Cecil's rivers, this intrusion is carried by currents into upper reaches of the Bay. This is not unusual and is often corrected naturally. The development and expansion of the Chesapeake and Delaware Canal has created a problem by increasing the quantity of salt water in the upper reaches of the Bay and creating a large salt water dome in the upper Bay. Continual development may increase the size of this salt water dome to the point that it merges with the intrusion from the lower Bay. This will substantially alter the areas for spawning of certain fish and extend the limits of the shellfish beds. The salt water intrusion may also bring an influx of certain undersirable aquatic species not currently found in Cecil County waters, notably jelly fish.

Flooding

The current development of the County and the extensive water network presents a potential hazard for flooding. For the most part, flooding will be of short duration and characterized by minor flash flooding of small streams. During the early spring and after fall harvest when agricultural vegetation is sparse, initial runoff will be rapid and the potential for these minor floods increased.

Development and the increase of impervious surfaces promoting fast runoff will increase the potential for flooding. Traditional practices of dumping storm water runoff in streams by collecting water through large storm sewers and curb and gutters on most new residential streets, as well as the major roadways, will increase not only the potential, but the hazard from flooding. Increased requirements for interim storage of storm water runoff must be imposed.

Flooding causes other problems in addition to the risk of life and real property. Flooding washes away valuable agricultural lands and often crops, as well as polluting streams and damaging the natural environment of aquatic plants and animals.

Loss of Wetlands and Marshes

Elkton is currently the only major settlement that impinges on a natural, desirable marsh. Marshes and wetlands are significant in maintaining wildlife habitats and serving as spawning grounds for fish and fowl. Many of the marshes and wetlands are under public protection as management or wildlife preservation areas.

The marsh area south of Elkton is threatened by two factors. The first is the possible filling of the marsh to create new land for urban development. Filling in the marsh and the encroachment of human settlements in this fragile area would definitely alter the character of the area.

The second factor is the continued development of Elkton above the marsh. Marshes and wetlands depend on a mixture of fresh water flow and tidal flows from the Bay. Continued development in the upper reaches of the Elk River watershed will in all likelihood increase the runoff flow to the marsh upsetting the dynamic equilibrium established. Additionally, the pollutants carried by this runoff will also affect this balance.

Erosion and sedimentation, while necessary to replace lost soils in the marshes and wetlands, can also create additional problems if the rate of these activities exceeds the rate that nature can handle them. The salt water intrusion mentioned earlier may also alter the vegetative content of these marshes, and thereby alter the wildlife species that can be supported by them.

Sand and Gravel Pits

Gravel pits dot Cecil County and tend to be located in a belt extending from the southwest to the northeast. This is roughly the corridor for I-95 and U. S. 40. Gravel pits spring up in connection with road building and urban development activities as a source of base material for roads, parking lots and other structures. The recent development of I-95 and roads feeding it promoted the development of most of the gravel pits in the area mentioned. Their activity has been substantially reduced since this network has been completed.

The major problem caused by gravel pits is the blight runoff and erosion created when they are not reclaimed. The sides are highly susceptible to erosion. The basins created are sources of pools of stagnant water and lack of vegetation increases the runoff from storms. Abandoned gravel pits may also be a potential hazard for youngsters living in the vicinity.

Sand dredging for the creation of beaches and other uses is not a major problem for Cecil County. Sand dredging for navigational purposes from stream bottoms, however, can affect the natural habitat of aquatic species. Further, it can alter bottom currents that help in maintaining the limits of the salt water intrusion.

Loss of Woodlands

Of the total land area of Cecil County, approximately 32% of the County is covered by woodlands and major tree stands. Elk Neck, the Bluffs along the Susquehanna and the area south of the I-95 U. S. 40 corridors are the areas of significant woodlands. The stream valleys of the major creeks and rivers are also heavily wooded.

Much of the naturally forested land is in some form of public ownership or in areas that are not conducive to residential settlement patterns. Thus, it appears that there will not be a significant loss of valuable tree stands.

The endangered woodlands are those in private ownership that form property divides and those in areas below the I-95, U. S. 40 corridor that are not publically owned.

PRESERVATION OF THE NATURAL AND PHYSICAL ENVIRONMENT NATURAL AREAS

In addition to the general natural and physical features mentioned in the earlier text, there are specific natural areas that should be preserved and protected. Several of these areas are currently in some form of public ownership that assures their continued preservation (Refer to Map 4, Physical Features).

Recently the Smithsonian Institutions's Center for Natural Areas and the Nature Conservancy collaborated on a comprehensive study to inventory natural areas in the Chesapeake Bay region. Although the study is still in progress, both agencies have given their permission for the following materials to presented as a part of this Comprehensive Plan. According to those groups, a natural area is defined as follows:

"A natural area is an area of land or water which preserves an example of the natural environment, where natural ecosystem processes operate relatively undisturbed, and where biological communities and their interaction can be studied."

Through the Chesapeake Study, significant natural areas in Cecil County have been identified and catagorized. Each of the natural areas listed below are now privately owned with the exception of Pearce Creek, which is owned by the U. S. Corps of Engineers.

TABLE 1.1

PRIMARY NATURAL AREAS
CECIL COUNTY, MARYLAND

<u>NAME OF AREA</u>	<u>PRINCIPIO CREEK</u>
Size of Area:	178 Acres
Aquatic Types:	Marsh, freshwater
Biotic Components:	Cattails, bullrushes, alders, otter, crab, wood duck, geese and swan overwintering, anadromous fish, shad
Description of Area:	Ironworks of historic importance
Buffer Area for Protection:	489 Acres
Ecological Rating:	08
<u>NAME OF AREA</u>	<u>CABIN JOHN CREEK MARSH</u>
Size of Area:	640 Acres
Aquatic Types:	Marsh, freshwater
Biotic Components:	Bullrushes, otter, overwintering swan, heronry, crab, anadromous fish
Description of Area:	In Elk River Watershed
Buffer Area for Protection:	473 Acres
Ecological Rating:	08

<u>NAME OF AREA</u>	<u>FRAZER'S LAKE</u>
Size of Area:	142 Acres
Aquatic Types:	Pond
Biotic Components:	Upland mature hardwoods, otter, anadromous fish
Description of Area:	In Elk River Watershed
Buffer Area for Protection:	1,618 Acres
Ecological Rating:	07

<u>NAME OF AREA</u>	<u>POND CREEK</u>
Size of Area:	836 Acres
Aquatic Types:	Marsh, freshwater bullrushes, otter, clams, overwintering geese, anadromous fish
Description of Area:	In Elk River Watershed
Buffer Area for Protection:	1,804 Acres
Ecological Rating:	07

<u>NAME OF AREA</u>	<u>RED POINT</u>
Size of Area:	240 Acres
Biotic Components:	Swamp forests, hardwoods, anadromous fish, hering, shad, stripped bass, crab
Buffer Area for Protection:	942 Acres
Ecological Rating:	06

At the bottom of each natural area listing, a number appears which is called an "ECOLOGICAL RATING". The number refers to the overall ecological importance of each site based on objective criteria developed by the Nature Conservancy (See criteria listing in Table 1.2).

Although the rating system may be subject to future revisions, it now weighs greater importance to plant communities or types not in the National System of Natural Areas than those for which there are many examples. The factors of diversity, quality, lack of past and present disturbance, protectability, and other factors have been considered with appropriate weighting. It is possible that subjective evaluations could be added into the rating system to take into account emotional or national significance factors. For example, the Candor, Whooping Crane, or Bald Eagle have higher importance for preservation than a sub-species of sedge which can be identified by only a few specialists. The presence of a natural area in or near a large city or university may be of different value than the same type of area in a remote place.

TABLE 1.2

CRITERIA AND QUANTITATIVE EVALUATION FOR SELECTION OF NATURAL AREAS IN
CECIL COUNTY, MARYLAND

	<u>POINTS</u>
1. Ecosystem Types	
-Diversity of ecosystem types, e.g., forest types	1 each
-Little or lack of past and present disturbance	2
-Type not represented in National Natural Area System	4
-High diversity of species	2
2. Endangered or Threatened Biota and Gene Pool Species	
-Endangered and threatened plant or animal species	4 each species
-Rare, declining, or depleted species	2 each species

	<u>POINTS</u>
3. Range Phenomena	
-Outliners, disjuncts or relict species	1
-Limits of range - N,S,E,W	1
-Restricted and endemic species present	1
4. Seasonal Concentrations of Animals	
-Seasonal breeders - nesting, spawning	1
-Overwintering concentrations	1
-Migratory concentrations	1
5. Commercial, Game or Unusual Animal Populations	
-Ungulates, game birds, fur bearers	1
-Fish, clams, oysters, crabs	1
6. Archeological, Paleontological and Geological Features	
-Bones and artifacts, deposits of fossils, peat, lignite, sediments, structural and geomorphological features	1 each feature
7. Sites of Well Documented Scientific Research or Discovery and Records Over Period of Years	2
8. Oldest, Largest, or Exceptional Individuals or Associations	1 each
9. Size of Area	
-Under 100 acres	1
-100 to 1,000 acres	2
-1,000 to 5,000 acres	3
-over 5,000 acres	4

The significance of these natural areas requires that steps be taken to preserve their integrity and the integrity of the buffer areas necessary for their continued viability. Several of the areas have been given consideration in the Maryland Outdoor Recreation and Open Space Plan "Comprehensive Plan II".

The Big Elk Creek River has been proposed for conservation with Federal efforts in accordance with the Soil Conservation Service 566 Plans. The stream valley would be a limited activity area with fishing and hiking as the primary uses.

Frazer's Lake has been suggested for fee simple purchase by the County. Its suggested uses are fishing and picnicking. As an alternative, acquisition of the development rights to the land is suggested to maintain the current ecological balance.

Garrett Island has also been suggested for fee simple purchase, or the acquisition of development rights according to the Open Space Plan. Acquisition is suggested as a joint effort between the State and the County. Fishing, sightseeing and conservation are the suggested uses.

The remaining areas in the Smithsonian Study are not specifically mentioned in the Maryland Open Space Plan. Protection of these areas is necessary, however, the vast public holdings of desirable land would appear to make acquisition difficult. These areas are primarily water, marsh or wetland areas and may be protected by careful regulation of development, dredging and filling activities and pollution controls. The County should establish requirements for environmental impact assessments for any form of development proposed in these and similar areas. This can be done in conjunction with the Soil Conservation Service, the Department of the Interior (Division of Fish and Wildlife Preservation), and State agencies. These assessments would be used for ascertaining the desirability of the project.

The preservation of the marshes and wetlands south of Elkton presents an especially difficult problem. Development pressures have already caused some encroachment upon these areas and the natural ecosystem is currently threatened. Future development in the remaining marshes and wetlands should be halted where possible and immediate assessments made of the feasibility of county, state or federal acquisition to prevent further damage to this vital natural preserve.

Land Erosion

Tree cover and other vegetation is one of the most effective methods of controlling this form of erosion, especially on steep slopes. Quick growing ground cover can be used when development sites are temporarily denuded for construction. Phasing of development should be required whenever feasible to encourage exposing as little land as possible for the shortest duration during construction processes. Sand and gravel reclamation of sand and gravel pits. These regulations should be developed in conjunction with the Soil Conservation Service.

Shoreline Erosion

The potential for shoreline erosion due to development of recreational or residential facilities should be evaluated prior to approval of future projects. Projects that would tend to speed up the natural process of erosion should be denied unless suitable controls can be guaranteed. An example of shoreline erosion which is man-induced is at the mouth of the Chesapeake and Delaware Canal. Here the natural processes were altered when the canal was widened and deepened so that larger and faster ships could use the canal.

Natural shoreline erosion should be carefully assessed prior to attempting to alter these processes. Prevention of erosion at one location is likely to cause alterations in the processes downstream which may be of more serious consequence than the original problem. Dredging in the river mouths and in the Chesapeake Bay must be carefully regulated to assure minimal future impacts.

Water Quality

The County should undertake a study of the many and varied sources of pollution of both ground and surface water. Sources of pollution must be identified and restrictions must be placed on these sources. Private sewerage disposal systems that fail to meet county health standards should be required to be reconstructed or altered to meet these standards. In areas of rural poverty where upgrading existing systems would pose a severe hardship for the residents, public assistance should be utilized to the maximum extent possible to preserve and protect the future water supplies of the County. Sanitary landfill sites should be determined for the future by the County. Additional efforts should be made to utilize alternate methods of solid waste disposal or recycling.

Stream Valleys

Stream valleys should not be utilized for urban development. Should future development be permitted, there is a clear and ever present danger to life and real property for which public assistance will be sought in time of crisis. Additionally, development in the stream valleys removes these areas from general public enjoyment, and poses further threats to the water quality.

Floodplains

All future development proposals for floodplain areas should be evaluated on an individual basis. There will be instances where limited development may be feasible, and there will, of course, be areas where development will pose immediate threats to the future residents or to existing uses downstream.

Woodlands

Significant treestands in private ownership may be regulated via the use of tree ordinances where development poses a danger to these areas. All development proposals should contain a mapping of significant treestands, with an indication of the trees to be removed.

CHAPTER TWO

LAND USE

A key element in the formulation of the Comprehensive Development Plan for Cecil County is an analysis of the existing land use pattern. The subject of land use was herein approached in the following manner: studies were first made of the general land use patterns and factors which are affecting land usage. Investigation was then made of community facilities and services in the County. The existing zoning districts were examined next to see their effect on land use. And last, attention was directed at which land is physically best suited to support future development.

GENERAL LAND USE PATTERN

Land use data was previously unavailable on a County-wide basis so a complete inventory was sponsored by the regional office of the State Planning Department in late 1973. The findings of that inventory have formed the basis for the following observations on the land use patterns in Cecil County.

Map #6 and Tables 2.1, 2.2, and 2.3 show that Cecil County is basically rural, with less than 14% of its land area developed. Of this "developed category" much is government owned property and is actually not developed in the urban sense. Overall, it can be discerned that of the County's 225,000 acres, 55% is devoted to agriculture and 31% remains in forest and undeveloped uses.

The importance of agriculture to the County's economy and social evolution are graphically apparent from Map 6 since over $\frac{1}{4}$ of the County is in cultivation. The heaviest concentrations of agricultural land are in the northwest and southeast portions of the County, particularly in Election Districts 1, 2, 4, 8 and 9. Agricultural usage is by far the most dominant use in the portion of the County south of the Elk River as agricultural uses here account for more than 80% of the total land area.

Forest and/or vacant lands are most prevalent in the Interstate 95 to Route 40 corridor, and along the Elk Neck peninsula. The best forest stands in the County occur along this peninsula.

Certain observations emerge from studying the pattern of development which exists for the "developed" sector of the County. A typical urban area will theoretically have land usage in the magnitude of approximately 50% residential, 8% commercial, 12% industrial, 18% transportation and communication rights-of-way and about 12% public land and open space. Analysis of Table 2.2 reveals that Cecil County is far from this norm in many respects. The most significant variation is the high amount of acreage in government and public and quasi-public usage; this amounts to approximately 40% of the land classified as developed. The category of transportation land use is also high, due to the influence of several major highways and utility right-of-ways. While industrial acreage is relatively near the norm, commercial and residential land usage is quite low.

Several explanations for these deviations are offered. One is the fact that a great deal of government land exists in the County particularly in the Bainbridge Naval Training Center site, wildlife management areas and State parks. In addition, regional transportation and utility networks gobble up major portions of the County's land. Although industrial acreage is near the norm, gravel pits are included in this category which take up a great deal of land but have a relatively small economic effect on the County. The very low commercial land usage is seen as a problem as it indicates that most of the potential retail activity generated by County residents occurs outside Cecil County.

The low residential acreage is a consequence of the disproportionate sum of the other uses. Comparison of the County's population with the acreage devoted to residential use, counting approximately 50% of the land area of incorporated municipalities as residential, reveals approximately 9,000 acres of residential use of the County's

TABLE 2.1

EXISTING LAND USE*
CECIL COUNTY, MARYLAND

LAND USE CATEGORY	ACRES	% OF TOTAL
Residential (a)	6,997	3.1%
Commercial (b)	460	.2%
Industrial (c)	2,542	1.1%
Transportation (d)	5,626	2.5%
Public and Quasi-Public (e)	10,501	4.7%
Incorporated Municipalities (f)	<u>+ 4,731</u>	<u>+ 2.1%</u>
DEVELOPED LAND	30,857	13.7%
Agriculture	124,496	55.3%
Woodlands and Vacant	<u>+ 69,908</u>	<u>+31.0%</u>
UNDEVELOPED LAND	194,404	86.3%
COUNTY TOTAL	225,261	100.0%

(a) includes single family homes, multi-family homes, mobile homes

(b) includes general commercial, highway commercial, marine commercial

(c) includes light industrial, general manufacturing, gravel pit and mining operations

(d) includes airfields, railroad right-of-ways, highway right-of-ways, utility line right-of-ways

(e) includes the Cecil County School District, private golf courses, campgrounds, amusement parks, churches, cemeteries, public buildings, historic sites, land fills, County parks, State parks, Federal Wildlife Management Areas, Bainbridge Naval Training Center, etc.

(f) includes Cecilton, Charlestown, Chesapeake City, Elkton, North East, Perryville, Port/Deposit, and Rising Sun

*Data as of December 1973.

TABLE 2.2

DEVELOPED LAND ACREAGE*
CECIL COUNTY, MARYLAND

DEVELOPED LAND CATEGORY	ACRES	% OF DEVELOPED LAND
<u>RESIDENTIAL</u>	<u>6,997</u>	<u>22.7%</u>
Single Family Detached Homes	6,517	21.1%
Multi-Family Homes	21	.1%
Mobile Homes	459	1.5%
<u>COMMERCIAL</u>	<u>460</u>	<u>1.5%</u>
General, Highway, Marine	460	1.5%
<u>INDUSTRIAL</u>	<u>2,542</u>	<u>8.2%</u>
Light Industrial, General Manufacturing	1,375	6.6%
Gravel Pit and Mining Operations	1,167	1.6%
<u>TRANSPORTATION</u>	<u>5,626</u>	<u>18.2%</u>
Airfields	125	.4%
Railroad right-of-ways	539	1.7%
Highway right-of-ways	4,286	13.9%
Utility line right-of-ways	676	2.2%
<u>PUBLIC AND QUASI-PUBLIC</u>	<u>10,501</u>	<u>34.0%</u>
Federal Government (a)	4,562	14.8%
Other Public and Quasi-Public (b)	5,939	19.2%
<u>INCORPORATED MUNICIPALITIES (c)</u>	<u>4,731</u>	<u>15.4%</u>
Cecilton, Charlestown, Chesapeake City, Elkton, North East, Perryville, Port Deposit, Rising Sun		
TOTAL DEVELOPED LAND IN COUNTY	30,857	100.0%

(a) includes Federal Wildlife Management Areas, Bainbridge Naval Training Center, etc.

(b) includes the Cecil County School District, private golf courses, campgrounds, amusement parks, churches, cemeteries, public buildings, historic sites, land fills, County Parks, State Parks, etc.

(c) includes total land area of the eight incorporated municipalities, although not all such land area is totally developed. Refer to Chapter Seven for estimates on the percentage of each municipality that is developed.

* Data as of December 1973.

TABLE 2.3

EXISTING LAND USE BY ELECTION DISTRICTS *
 CECIL COUNTY, MARYLAND

LAND USE CATEGORY	ELECTION DISTRICT 1		ELECTION DISTRICT 2		ELECTION DISTRICT 3		ELECTION DISTRICT 4	
	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT
<u>RESIDENTIAL</u>	840	1.9%	447	1.6%	1,020	3.8%	509	2.9%
Single Family Detached Homes	693	1.5%	443	1.6%	992	3.6%	495	2.7%
Multi-Family Homes	0	0%	0	0%	14	.1%	7	.1%
Mobile Homes	147	.4%	4	--%	14	.1%	7	.1%
<u>COMMERCIAL</u>	32	.1%	25	.1%	93	.4%	4	.1%
General, Highway, Marine	32	.1%	25	.1%	93	.4%	4	.1%
<u>INDUSTRIAL</u>	0	0%	0	0%	854	3.2%	0	0%
Light Industrial, General Manufacturing	0	0%	0	0%	829	3.1%	0	0%
Gravel Pit and Mining Operations	0	0%	0	0%	25	.1%	0	0%
<u>TRANSPORTATION</u>	383	.8%	337	1.2%	1,193	4.5%	390	2.1%
Airfields	0	0%	0	0%	70	.2%	0	0%
Railroad right-of-ways	0	0%	0	0%	102	.4%	18	.1%
Highway right-of-ways	335	.7%	337	1.2%	872	3.3%	348	1.9%
Utility line right-of-ways	48	.1%	0	0%	149	.6%	24	.1%
<u>PUBLIC AND QUASI-PUBLIC</u>	889	2.0%	2,094	7.4%	849	3.2%	2	.1%
Federal Government (a)	742	1.6%	1,844	6.5%	0	0%	0	0%
Other Public, Quasi-Public (b)	147	.4%	250	.9%	849	3.2%	2	.1%
<u>INCORPORATED MUNICIPALITIES (c)</u>	330	.7%	367	1.3%	1,377	5.2%	0	0%
<u>DEVELOPED LAND</u>	2,474	5.5%	3,270	11.6%	5,386	20.3%	905	5.2%
<u>AGRICULTURE</u>	36,518	80.6%	23,240	81.9%	13,818	52.0%	10,167	57.5%
<u>WOODLANDS AND VACANT</u>	6,312	13.9%	1,847	6.5%	7,361	27.7%	6,604	37.3%
<u>UNDEVELOPED LAND</u>	42,830	94.5%	25,087	88.4%	21,179	79.7%	16,771	94.8%
<u>ELECTION DISTRICT TOTAL</u>	45,304	100.0%	28,357	100.0%	26,565	100.0%	17,676	100.0%

(a) includes Federal Wildlife Management Areas, Bainbridge Naval Training Center, etc.

(b) includes the Cecil County School District, private golf courses, campgrounds, amusement parks, churches, cemeteries, public buildings, historic sites, landfills, County Parks, State Parks, etc.

(c) includes total land area of the eight incorporated municipalities although not all such land area is totally developed. Refer to Chapter Seven for estimates on the percentage of each municipality that is developed.

*Data as of December 1973.

TABLE 2.3 (CONTINUED)

EXISTING LAND USE BY ELECTION DISTRICTS *
CECIL COUNTY, MARYLAND

LAND USE CATEGORY	ELECTION DISTRICT 5		ELECTION DISTRICT 6		ELECTION DISTRICT 7		ELECTION DISTRICT 8		ELECTION DISTRICT 9	
	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT	ACRES	PERCENT
RESIDENTIAL	1,826	4.0%	972	4.9%	497	2.9%	623	6.0%	263	1.8%
Single Family Detached Homes	1,715	3.8%	932	4.7%	430	2.5%	554	5.3%	263	1.8%
Multi-Family Homes	0	0%	0	0%	0	0%	0	0%	0	0%
Mobile Homes	111	.2%	40	.2%	67	.4%	69	.7%	0	0%
COMMERCIAL	234	.5%	25	.1%	11	.1%	33	.3%	3	.1%
General, Highway, Marine	234	.5%	25	.1%	11	.1%	33	.3%	3	.1%
INDUSTRIAL	1,634	3.6%	0	0%	54	.3%	0	0%	0	0%
Light Industrial, General Manufac- turing	492	1.1%	0	0%	0	0%	0	0%	0	0%
Gravel Pit and Mining Operations	1,142	2.5%	0	0%	0	0%	0	0%	0	0%
TRANSPORTATION	994	2.2%	718	3.6%	685	3.9%	522	5.1%	406	2.8%
Airfields	0	0%	40	.2%	0	0%	15	.2%	0	0%
Railroad right-of-ways	136	.3%	53	.3%	177	1.0%	53	.5%	0	0%
Highway right-of-ways	858	1.9%	445	2.2%	452	2.6%	311	3.0%	330	2.3%
Utility line right-of-ways	0	0%	180	.9%	56	.3%	143	1.4%	76	.5%
PUBLIC AND QUASI-PUBLIC	4,228	9.3%	12	.1%	2,424	14.0%	0	0%	3	.1%
Federal Government (a)	0	0%	0	0%	1,976	11.4%	0	0%	0	0%
Other Public, Quasi-Public (b)	4,228	9.3%	12	.1%	448	2.6%	0	0%	3	.1%
INCORPORATED MUNICIPALITIES (c)	926	2.0%	276	1.4%	1,455	8.4%	0	0%	0	0%
DEVELOPED LAND	9,842	21.6%	2,003	10.1%	5,126	29.6%	1,178	11.4%	675	4.8%
AGRICULTURE	11,026	24.2%	9,817	49.6%	6,233	36.0%	5,789	56.0%	7,888	55.0%
WOODLANDS AND VACANT	24,737	54.2%	7,967	40.3%	5,952	34.4%	3,374	32.6%	5,752	40.2%
UNDEVELOPED LAND	35,763	78.4%	17,784	89.9%	12,185	70.4%	9,163	88.6%	13,640	95.2%
ELECTION DISTRICT TOTAL	45,605	100.0%	19,787	100.0%	17,311	100.0%	10,341	100.0%	14,315	100.0%

(a) includes Federal Wildlife Management Areas, Bainbridge Naval Training Center, etc.

(b) includes the Cecil County School District, private golf courses, campgrounds, amusement parks, churches, cemeteries, public building, historic sites, landfills, County Parks, State Parks, etc.

(c) includes total land area of the eight incorporated municipalities although not all such land area is totally developed.

Refer to Chapter Seven for estimates on the percentage of each municipality that is developed.

*Data as of December 1973.

55,000 population. This is a density of approximately 6 people per acre or two dwelling units per acre which is not uncommon for a County of this nature.

FACTORS AFFECTING THE LAND USE PATTERN

Natural Factors. Natural factors affecting the distribution of land usage include soil characteristics, topography, water bodies and similar characteristics. Certainly the agricultural lands of Cecil County appear most strongly in areas where the soils are fertile and well drained, which is also land most suitable for development. Generally the stream valleys and steep slopes comprise most of the woodlands. Natural resource deposits will dictate where such usage as gravel pit activity takes place. It is significant to note that the topography and river configuration has highly influenced the pattern of residential development with the residential land use tending to be strung out along the major rivers in a north-south direction. Rivers sever the County in a number of places, particularly cutting off the southern portion of the County from urban influences. The drainage pattern has had a direct influence on the land usage. For example, where agricultural land is interrupted, it is usually because of a major drainage way or stream valley. In addition, the forest tends to follow the steeper lands and stream valleys. Settlement, on the other hand, has tended to occur along the ridgelines between the stream valleys. An exception to this is the location of Elkton which has occurred near the marshy area of the Elk River.

Man-made Factors. Perhaps the greatest influences on the pattern of urbanization are man-made factors such as the location of highways, rail and other major transportation arteries. The most significant pattern is the east-west development corridor which exists along Route 40 and I-95. The County's major towns of Elkton, North East and Perryville are located along this spine, the primary route between the high density metropolitan areas of northeastern United States.

Other County and State highways have influenced the land use pattern. A general pattern of scatterization of residential and commercial uses occurs along rural highways in many parts of the County, but particularly in the northern sector. A few small concentrations of population are scattered throughout the County.

The only major north-south transportation link in Cecil County is Route 213, and this is the only road alignment which crosses major waterways. Thus, the County exhibits a radial finger pattern extending westward to the water from Route 213 and south to the water from Route 40.

Urban usage occurs mostly in the central portion of the County especially in Election Districts 3, 5, and 7. The Interstate 95-Route 40 Corridor is the dominant spine in the County so it is no surprise that the greatest amount of commercial activity occurs within this corridor.

Any major settlements which exist outside of the I-95-Route 40 Corridor are largely waterfront developments. In many places urbanization is taking place in areas which are valuable for agriculture, particularly around Elkton. Thus, urbanization tends to compete with the County's two most valuable assets: its waterfront and agricultural areas.

A very special type of man-made factor influencing the future land use pattern is the historic sites and buildings of the County, as described in the next section. From juxtaposing Map 4, Physical Features, with Map 6, Existing Land Use, it is apparent that historic sites remaining today from the seventeenth, eighteenth and nineteenth centuries are located in a rather scattered fashion throughout the County, which is also true of the rural development pattern today. A deviation from today's urbanization spine in the Route 40-I-95 Corridor is the earlier pattern of settlement to the north of "the Spine" especially around the Village of Calvert.

HISTORIC SITES AND BUILDINGS

Since the history of Cecil County dates back to the pre-Revolutionary War era, the County is graced with many sites and buildings which reflect a panorama of America's growth as a nation. Evidence of Cecil's rich heritage is the fact that the County has more historically significant sites and structures than any other Maryland County. At present one site in the County, the Old Lock Pumphouse, is preserved and protected as a National Historic Landmark. Six other sites and structures are recognized and protected by the National Historic Registry of the United States Department of the Interior, thus making them eligible for grant in aid and matching funds for restoration. It is estimated by the Maryland Historic Trust that there are several hundred other significant sites in the County. As funds and manpower allow, the Maryland Historic Trust is trying to complete their files on each of these important historic sites.

The reason that the above discussion and Map 4, Physical Features, are careful to distinguish what type of certification the different structures have, is that only sites listed as National Historic Landmarks or National Registry sites have legal protection and public preservation funding, which pertains to only seven sites in Cecil County. This legal protection pertains to damage or destruction from Federally Funded projects only. All others, including those catalogued with the Maryland Historical Trust, do not have guaranteed legal protection and access to public preservation funding. Hence, it is the purpose herein to place priorities on those sites which should be processed first for the National Registry and others which have been identified as significant and which could be voluntarily preserved by their owners until registration is accomplished. (Refer to Map 4 during subsequent discussion.)



NATIONAL HISTORIC LANDMARK

The Old Lock Pumphouse, located in Chesapeake City and dating back 1837, had an important historical role related to the Chesapeake and Delaware Canal (the Canal which links the upper reaches of the Chesapeake Bay to the Delaware River). The Pumphouse structure originally housed a steam engine, boilers and pumps to replace water lost in opening and closing a nearby canal lock. In 1850, because of an increase in traffic, it was replaced with the existing lift wheel, driven by two steam engines. The installation's main functioning part consists of the great 37 foot lift wheel which has a capacity to pump 20,000 gallons of water per minute. With the completion of the canal's widening and realignment in 1926, the United States Corps of Engineers established the Old Lock Pumphouse as an historic site, and it is now open to public tours.



NATIONAL REGISTER SITES

A. Bohemia Farm (Mansion) built in 1745, is on the southern bank of the Bohemia River. The mansion has been described by the Maryland Department of Economic and Community Development as the "most fully developed Georgian-style house existing on the eastern shore". President Andrew Jackson and Martin Van Buren were said to have stayed in the house. In recent years the interior of the house has been restored to its original state. Mr. Harrison Meckling now owns the mansion.

B. Greenfield Manor built in the mid 1700's, is in the Georgian style. The mansion is noted for its architectural purity and for its paneling and fine woodwork--especially the Wall of Troy and Rose of Sharon molding. Mr. and Mrs. Charles H. Scheeler now own the property.

C. Principio Furnace (Iron Furnace) was built in 1715 by the Principio Company, a company formed by a group of English businessmen for the purpose of producing iron in the colonies. At the outbreak of the Revolutionary War, the property was confiscated and resold by the state. Then in 1785, a new furnace was constructed by an American company. The Principio Furnace is important in history for being the first iron furnace in Maryland giving impetus to the growth of an iron industry in the United States and by producing cannonballs which were used in the Revolutionary War, the War of 1812 and the Civil War. An additional Furnace dating to 1836 now exists on the site along with the foundation remains of the 1715 structure along with over a dozer other supporting service buildings.

D. Rodgers Tavern, located in Perryville, is a Pre-Revolutionary three story wood and stone structure which stands at the place where the Post Road came down from Philadelphia to the Susquehanna Ferry. The Post Road dates to 1666 and the tavern was built shortly thereafter. George Washington used to visit the local landmark when he traveled the Old Post Road from his home in Mount Vernon, Virginia, to the then nation's capitol, Philadelphia, Pennsylvania. The tavern is now owned by the Society for the Preservation of Maryland's Antiquity.

E. Mount Harmon, with masonry dating from the early 1700's is a lovely 2½ story mellow Georgian brick mansion that was the manor house on an old 1,200 acre tobacco plantation. Of particular note is the old outside kitchen, the fine paneling on the first floor, the beautiful handmade Chinese wallpaper in the hall and the boxwood garden which terraces down to McGill Creek, just off the Sassafras River.

F. Chesapeake City Historic District. Chesapeake City stands at the location that was once the end of one of the Nation's early lock canals. The city grew up around the lock because it was a loading and unloading point for ships and canal barges. During the 1840's the strongholds of the town's economy were the lumber and warehouse industries. This flourishing economic base was drastically altered by two events: in 1926, the Old Lock Canal was replaced by a sea level canal, and in the 1940's a bridge was constructed over the canal which bypassed the city, thus choking the town's commerce. Numerous buildings of architectural and historic significance survive today in the Southern part of the City. The appearance of this section of town is that of a century ago when the town was flourishing. Most of the noted buildings in this district are in the classic "Greek Revival" style and for the most part, they are in good condition.



PRE-REVOLUTIONARY BUILDINGS & SITES & LATER BUILDINGS OF EXCEPTIONAL MERIT

The sites below are noted for their excellence in their portrayal of pre-Revolutionary architecture, although there are others not described below (but shown on Map 4) which are also significant. All sites and buildings of this category should be processed for the National Registry as soon as possible.

Brick Meeting House at Calvert was built in 1724 on a site selected by William Penn who, in 1701, granted 40 acres for "a meeting house and burial ground forever". A stone addition was erected in 1752 and the interior was rebuilt in 1810. In 1778, it was used as an American Army Hospital.

Cherry Grove, near the Bohemia River, was the home of the Veasey family who settled here in 1687. The gambrel-roofed house is of great architectural and historical interest. Captain Edward Veasey, killed in the Revolutionary War, and Thomas Ward Veasey, Governor of Maryland, were born here.

Evans House, at Cowentown, built in 1730, is one of the earliest houses in Cecil County. John Evans established a copper rolling mill here at a time when the only other similar mill was Paul Revere's in Massachusetts.

Gilpins Covered Bridge and Millers House stand above the ninety-nine foot waterfall of the North East Creek at Gilpins Rocks. The fieldstone house bears the date 1732, and the bridge was built about 1860.

Great House, a lovely two storied old brick house, is probably the most important historical structure now standing on "Bohemia Manor" since it was the ancestral home and the birthplace of the very distinguished branch of the Bayard family. One corner room is call "Whitefield's Room", in honor of the great preacher who often occupied it over 200 years ago (his last visit was in 1740).

Hart's Church, located on Elk Neck seven miles South of North East, dates to the 1700's. Originally the Methodist congregation held their meetings under a large walnut tree on the farm of the late Robert Hart, Sr. and the meetings were called "The Walnut Tree Meetings". The congregation then erected a small church at the head of Piney Creek; the length of use of this building is unknown. Part of the materials of the old church were used in the construction of what is now known as Hart's Church. The notes of Bishop Asbury of Baltimore, Maryland shown that he preached in the church in 1794. As a good friend of John Wesley, the founder of the Methodist Church in England, Bishop Asbury was very important in the early establishment of the Methodist Church in America.

Jeremiah Brown House, between Calvert and Rising Sun is the only one remaining house built by one of the original settlers of the Nottingham Lots. The fram section, originally built in 1771, was enlarged by a stone addition in 1757. It bears many initials of neighbors who helped in its construction. A flour mill was built here on the property in 1734.

John Churchman House, near Calvert, has the date of its construction, 1945 formed by the pattern of black bricks in the gable. John Churchman was the agent for the Penn Family in this area and the first Clerk of Brick Meeting House located at Calvert. His son, George, who added a stone section to the house in 1785, founded West Town School. A grandson, John Churchman III, was a noted physicist and explorer.

Messer Brown House, built near Calvert in 1746, illustrates on a small scale many features of early 18th century architecture in brick. Its builder called this tiny building his "Brick Mansion House" and adorned it with an elaborate date stone. His neighbors who assisted him carved their names in the patterned brick work.

Mitchell House, built in 1769, is an elegant townhouse located in what is now the downtown commercial district of Elkton. The house was built by Dr. Abraham Mitchell, who was a distinguished physician, well-known patriot and humanitarian. During the Revolutionary War his residence was converted into a hospital for wounded soldiers of the Continental Army. General Lafayette, a friend of the Mitchell family, visited them at this house. The construction of the house is unusual in that the slave quarters were attached to the house.

Octoraro Mansion, one of the largest early houses in the northern part of the County, stands on land patented to Richard Hall in 1640. The earliest section at the rear, is believed to date from the 17th century with later additions in the 18th and early 19th century. Many of the interesting early out buildings and boxwood plantings remain.

Richard's Oak is located east of Conowingo. This great tree is believed to be over 500 years old, has trunk circumference to twenty-two feet and a spread of 125 feet. Besides its unusual botanical value, this tree has historic significance related to the Revolutionary War. Lafayette, on his way to Yorktown to pen up Cornwallis until the main American forces under George Washington could arrive, camped here and, it is said, pitched his tent under this tree.

Rock Church, in the North Milford Hundred, dates from 1761. This Presbyterian Church is distinguished by its extremely beautiful surroundings and its fine Gothic interior. Of special historical interest is the church school which is located on the grounds and was one of the few schools of the Colonial period.

Rose Hill is a curious combination of a Maryland gambrel colonial and a Philadelphia style townhouse. The old section of the house, built in 1680 by Thomas Marsh, is a one-and-a-half story structure of wide old clapboard. The later addition, built in 1814 by General Thomas G. Washington, is a tall Federal style townhouse. The surroundings are excellently landscaped and well maintained with mature specimen trees and mature boxwood gardens. An eagle's nest, high in an old pine tree, stands as a solitary sentinel at the entrance to the long drive up to Rose Hill.

Saint Francis Xavier Church and Rectory, more commonly called Old Bohemia, was established in 1704 as the site of a Society of Jesus Mission. The mission acquired almost 1200 acres and operated as a self-sufficient plantation. Then in the 1740's, an academy was established. Prominent Catholic families sent their children to be educated at Old Bohemia. John Carrol, the first American Roman Catholic bishop and founder of Georgetown University, was one of the more prominent graduates of the Academy. For this reason, Old Bohemia is said to be the predecessor of Georgetown University. During the 1780's the existing church structure was constructed. It is the only remaining building left from the old mission.

Saint Mary Anne's Church was erected in 1742 on the site of an earlier building built in 1706. The church yard, with its many very early graves, slopes down to the North East River and is a reminder that the waterways were the connecting links between the first scattered plantations and the early public buildings.

West Nottingham Friends Meeting House, built in 1811, on the site of a fram meeting house of 1726, was affiliated with the Brick Meeting House at Calvert. At present, negotiations are underway which may transfer ownership of this picturesque building to the Maryland Historical Trust for its County headquarters.



OTHER HISTORIC SITES

Also recorded on Map 4 are noted historic sites which are not being processed yet for the National Historic Registry, but which may well receive this attention in the future. It is anticipated by the Maryland Historic Trust that other sites will be surveyed and added to this category in the years ahead.

COMMUNITY FACILITIES

Those services and facilities which affect human conditions will influence the decisions of business, industry, and individuals to move to or remain in Cecil County. Therefore this chapter presents an inventory of the following community services: physical and mental health care; education; culture, recreation and religion; employment, the family, the handicapped, and the elderly; communications and public safety; legal justice; and water, fuel, and waste disposal. The background data are illustrated on Maps 7, 8, and 9.

Physical and Mental Health Care

Hospitals. There are two hospitals in Cecil County: Union Hospital and the Veterans Hospital. Union Hospital, a general care hospital with 172 beds and a medical staff of 69, is located in Elkton. Although serving a predominantly rural county, it has been enlarged and modernized to be comparable with hospitals found in major cities. Facilities within the hospital include pathology, X-ray, surgery, outpatient care, emergency services, and isotope physiotherapy treatment. Patient care includes maternity, medical, surgical and pediatric services. Union Hospital is fully accredited, is a Blue Cross Member, and serves the entire County.

The Perry Point Veterans' Hospital, located adjacent to Perryville, has extensive facilities. The 516 acre site is very scenic and tranquil overlooking the Susquehanna River. Although not for general public use, the existence of a V. A. Hospital usually indicates a large retired military population surrounding the hospital to utilize the hospital services.

Department of Public Health. The Cecil County Health Department, located in Elkton, includes among its full-time staff a health officer, thirteen public health nurses, five public health nursing aides, five sanitarians, three environmental health aides, one additions coordinator, two additions counselors and one psychologist, and eleven back-up clerical personnel. There are also twenty-seven physicians and twelve dentists in the County.

The Health Department Clinic in Elkton offers personal health services in child health, prenatal care, family planning, venereal disease, tuberculosis, mental health, and cervical cancer screening. In addition, child health, cervical uterine cancer screening and family planning services are provided in community facilities in other areas of the County. Skilled nursing and personal care services to the home-bound of all age groups, particularly the elderly, are provided. School health services are provided as a part of the public health nursing program. Plans are being made to provide a geriatric evaluation service in compliance with state law. Out-patient counseling for abusers of alcohol and drugs is offered for individuals and groups, and to their families; and referrals are made for in-patient treatment as appropriate. Haven House, half-way house for male alcoholics, is maintained in Elkton.

The Department is also responsible for enforcing state environmental health regulations for food protection, water supply systems, sewage disposal systems, recreational facilities, institutional facilities, solid waste disposal, air and noise pollution, and nuisance abatement.

Vocational Rehabilitation. The Department of Vocational Rehabilitation, an arm of the State Department of Education, coordinates a full range of services in preparation for employment for residents of the County unable to enter to work force directly. These services include counseling and guidance, evaluation of physical and vocational potential interest testing, access to vocation training, physical restoration services, placement, and follow-up.

Nursing Homes. Cecil County has two nursing homes: one in Elkton and one in Calvert. Combined, they have a total of 139 beds, of which 61 are for intermediate care and 78 for skilled care. Plans are underway for an additional nursing home in Elkton.

Educational Services

Public Schools. All public schools in Cecil County are operated by the County Board of Education. In addition to elementary schools, middle schools, and senior high schools, there are a Vocational-Technical Institute, and Adult Education Program, and special Education Classes. The Cecil County School System provides quality education to the County's youth. In the elementary grades emphasis is placed on teaching the basic skills in reading, writing, and mathematics through a "continuous progress" method of educational development. Students may go beyond their assigned grade level to pursue more sophisticated subject matter at all grade levels. A wide variety of courses is available to each student at the high school level, covering both academic and vocational interests. Students are encouraged and counseled to select programs of study that are consistent with their academic record, ability, interests, and future plans. In addition, a comprehensive program for children having learning disabilities is available to those students who qualify for a special type of learning experience.

School site planning and curriculum development are very sensitive to the needs of the population and the overall development trends within the County, since schools are oriented to neighborhoods and communities. Continued growth in the County, especially in the Interstate 95 to Route 40 corridor and the northeastern portion of the County, has brought annual additional school age populations to these locations. An updated building program is submitted to the Department for State Public School Construction. The State then acts on those projects most critical to the needs of the system, in accordance with State funding procedures.

Kindergarten and Elementary Schools (Grades 1 - 5): By referring to Map 8 and proceeding from northwest to southeast in the County, the public kindergarten and elementary schools are as follows: Conowingo, Rising Sun, Calvert, Kenmore, Bainbridge, Perryville, Charlestown, North East, Bay View, Leeds, Cecil Manor, Gilpin Manor, Thomson Estates, Holly Hall, Chesapeake City, and Cecilton. Refer to Table 2.4 for the existing enrollment of each school, and to figure 2.1 for future enrollment projections to the year 1982.

Middle Schools (Grades 6 - 8): Map 8 also records the location of the three public middle schools in Cecil: Cherry Hill, North East and Elkton. The existing Perryville Jr.-Sr. High School will become a middle school September, 1977.

High Schools (Grades 9 - 12): The County has five high schools located at Rising Sun, Perryville, North East, Elkton, and Bohemia Manor. The Perryville High School is a new 9 - 12 grade school scheduled to open September, 1977.

Special Education: (See Service to the Handicapped)

Pupil Services Section: The Pupil Services Section provides liaison between the school community and the home, to solve student/parent needs. The services include home visits, student/parent/school staff conferencing, guidance counseling, psychological/psychiatric services, home and hospital teaching, tutoring, and other services to offer students productive educational alternatives. Staff expansion is being planned to include additional guidance counselors at all school levels, and to staff the Pupil Personnel assignments prescribed in the State law.

Vocational-Technical Center: In November of 1964, the County opened a vocational-technical center with classrooms, shops, laboratories, offices, and other instructional spaces near the intersection of I-95 and Route 272. The County elected to centralize all vocational-technical training in one facility. Thus students study academic subjects at their home high school and attend the Center half-day for training in agriculture, air conditioning, drafting, electronics, horticulture, machine shop, and printing. Training programs are generally two years in length, and about 500 students are enrolled. Career planning is provided in addition to training.

Adult Education: The Board of Education sponsors an adult education program for any person 16 years of age or older who is not attending day school classes. Courses are offered on a demand basis, so the curriculum varies slightly from year to year. Students taking courses through the program do not earn a higher education degree. Adult classes are held at the North East Senior High School. In the 1974-75 academic year, the adult enrollment was about 500.

Future Educational Facilities: A summary of the building program now in progress and the Capital Improvements Program submitted to the State Public School Construction Program is as follows:

1. New Perryville High School

Construction on this project began in November, 1975 and is 55% complete (November 1, 1976). It is scheduled to open for grade 9 - 12 students in September, 1977. The building is designed to have self-contained classrooms and instructional areas to allow flexibility of space arrangements. Also included in the building is an auditorium.

Capacity 1,000; total project cost approximately 6 million.

2. Gilpin Manor Elementary School - Renovation and Addition

Funds for planning this project have been approved and architectural design is underway (November 1, 1976). If funds are available construction will begin in the summer of 1977. Plans are to renovate the existing building and add space to include a new media center, physical education area, enlargement of existing areas, and a special area for moderately intellectually handicapped children.

Capacity 450 in the K - 5 program; 60 in the moderately handicapped program. Estimated total cost 1.5 million.

3. Calvert Elementary School

Money for planning this project has been approved but site selection has delayed the project. It is hoped that by January, 1978 the site will be resolved and construction money can be requested. The school is planned for a capacity of 510 K - 6th grade; and an estimated cost of 2.2 million.

4. Other projects are included in the school construction program, but no funds have been allocated by the State Department of Public School Construction. These are:

Perryville Junior-Senior High School - Conversion to a middle school. Planning funds requested for Fiscal Year 1978. Estimated project cost 2 million.

Cecil Center - Facility to serve the needs of handicapped children on a County-wide basis. Planning funds requested for Fiscal Year 1978. Estimated project cost 2 million.

New 9 - 12 grade high school in the Chesapeake City area. Planning funds requested for Fiscal Year 1978. Estimated project cost 5.7 million.

New 9 - 12 grade high school in the Rising Sun area. Planning funds to be requested in Fiscal Year 1979. Estimated project cost 7.5 million.

Bohemia Manor Junior-Senior High School - Conversion to a middle school. Planning funds to be requested in Fiscal Year 1979. Estimated project cost 2.7 million.

Rising Sun Junior-Senior High School - Conversion to a middle school. Planning funds to be requested in Fiscal Year 1980. Estimated project cost 2.8 million.

New elementary school for Northeastern Cecil County. This school is tentatively planned contingent on anticipated growth in the northeastern sector of the County.

Higher Education: There are no four year colleges or universities in the County offering baccalaureate or graduate degrees. The County does have the Cecil Community College located adjacent to the Vocational-Technical Center at the I-95 - Route 272 intersection near Bayview. The Community College is part of the State of Maryland system for community colleges under the jurisdiction of a local Board of Trustees. The institution is accredited by the Middle States Association of Colleges and Secondary schools and is authorized by the State of Maryland to award the Associate of Arts Degree (AA) in several major areas of study. Vocational, technical, career, and community post-secondary services are also emphasized.

Private Schools: Shown on Map 8 are the private schools in the County which offer at least an elementary school curriculum. Not shown on the Map are the various private nursery and day care centers. The private schools include: the West Nottingham Academy near Barnes Corner, the Mount Aviat Academy near Andora, the Good Shepherd Elementary School in Perryville, the Elkton Christian School in Elkton, the Tome School in North East, the Immaculate Conception in Elkton, the Maranatha Baptist Church Academy on Elk Neck Road, Elkton, and the Susquehanna Junior Academy, in Blythdale, Route #222.

Public Library: The County library (with a collection of over 80,000 volumes) is located in Elkton with small branch libraries located in the towns of North East, Cecilton, and Rising Sun. The main Elkton library operates a bookmobile which serves all areas of the County on a regular basis. During 1976, the library system circulated over 172,000 books, films, records, pictures, and pamphlets. Through its Community Information Service, the Elkton library provides 1000 agencies, and publishes a monthly calendar of events of public interest. Year round programs include story hours for children and film showings for adults. Service to the home bound and handicapped is available on request. Civic and cultural organizations have access to the Elkton library meeting rooms for their activities. The County library has access by teletype to public and university library collections throughout the State.

Cultural, Recreational, and Religious Services

Clubs and Organizations: Various clubs and organizations are active throughout the County, such as fraternal orders, service clubs, sports clubs, Parent-Teacher Associations, cultural groups, women's clubs, garden clubs, business clubs, professional societies, veterans groups, the Chamber of Commerce and the Cecil County Historical Society. Considerable social activity is also centered around the many churches, country clubs, and yacht clubs.

Churches: As Map 7 reveals, there are numerous churches in Cecil County representing most of the Christian faiths. The labadist sect was the first to settle the County, but the first church to really establish itself was the Church of England

in 1692. Many of the County's most distinguished historic sites are churches. The nearest Jewish synagogues are in Newark, Delaware, seven miles from Elkton, and in Havre de Grace (Harford County) which is three miles from Perryville.

Recreation Opportunities: The Board of Education sponsors interscholastic sports in which 28% of the students participate. Community centers at selected public schools provide supervised sports, arts, and crafts for after school activities. Rainbow soccer has recently been introduced. Seven little leagues for boys and girls (ages 8 to 15) are active under various sponsorships, as are adult leagues for team sports. There are two 18 hole golf courses in the County, one private and one public; and tennis courts at several locations. Boy and Girl Scout troops and 4-H clubs are active in the County.

Elk Neck State Park has camp sites, picnic grounds, and a public beach for swimming. Several marinas provide boat ramps and other boating facilities. The YMCA offers instruction in gymnastics, physical fitness, and a wide variety of sports. It has a pool which is available to groups for a fee. Various recreation programs are offered by private groups and organizations. These include church sponsored camps and the Donaldson Brown Center at Port Deposit.

A large tract of land at Fair Hill, recently purchased by the State, is the site of the annual county fair, and of several sports events including horse races and Scottish games. A variety of activities are offered by the Elkton Department of Parks and Recreation at Hollingsworth Manor Park and Meadow Park. These include team sports for young people, crafts for senior citizens, and tot lots for small children. Rising Sun Community Center has not yet developed an on-going program. A municipal park at Perry Point is maintained by the Town of Perryville.

Cultural and Leisure Time Activities: Increasing efforts are being made to provide cultural events in the County. The Symphony Society of Northeast Maryland presents the Baltimore Symphony Orchestra twice a year, and the Susquehanna Art Society offers art exhibitions. The Community College is beginning to offer concerts, lectures, and exhibitions by visiting artists as well as by its own faculty. There are a number of common interest groups, such as Homemakers and Garden Clubs, in which those with like interests participate. Cultural events in nearby Wilmington and at the University of Delaware in Newark attract a number of County residents.

Employment Services

Cecil County's Employment Security Administration, located in Elkton, provides job referral and placement services to persons in the County seeking employment. Employment Security provides job counseling for persons facing problems of job choice, or adjustment; aptitude and proficiency testing; and job development assistance for County employers. In addition, the County office registers claimants eligible for unemployment insurance. In 1976 over 4,000 new applicants registered with Employment Security and nearly 2,500 persons received assistance. The staff has seven full time employees.

Family and Social Services

Child Welfare: The Department of Social Services (DSS), located in Elkton, offers protective services, adoption, and foster care services. Three social workers provide protective services which involve investigating calls of reported neglect and abuse and making recommendations regarding placement and supplementary services. For children who need alternatives to their home environments, DSS offers placement in 57

foster homes. There are presently 136 children in foster care homes with three social workers who perform the ongoing placement and follow-up service. There are also two shelter homes for children in need of emergency shelter care and eleven homes which accept emergency cases. Maryland Children's Aid and Family Services Society (MCAFSS) offers specialized foster care services in tow homes through a purchase of care arrangement with DSS. There are currently no programs of foster care for the elderly, and minimal foster care available for the handicapped. Both DSS and MCAFSS have a part-time worker who provides adoption services of pre-placement studies, adoption placement and follow-up.

Family Services: Marital, family, and individual counseling is available through MCAFSS by one social worker. Family counseling is also available to participants in both the Drug and Alcohol Abuse program of the Health Department and the Department of Juvenile Services. The DSS offers a variety of family service programs for persons eligible under State prescribed guidelines. The DSS has one family service worker for family counseling; one social worker who provides counseling for unwed mothers; six full time homemakers and one full time aide who perform homemaker services, teach child care, and advise on budgeting and homemaking; and one home care worker and two aides in service to the elderly.

Income Maintenance: Financial assistance in the form of aid to families with dependent children (AFDC) and Supplemental Security Income payments are available to legally defined categories of persons in need. In addition, the DSS offers a medical assistance program, food stamp program, and judicare services. Supplemental Security benefits are administered by the Social Security Administration.

Group Home Services: The John Paul Cook Home with capacity for twelve court-supervised males (ages 12-18) offers a program designed to develop their potential for working and living in the community. Haven House, a residential half-way house has capacity to assist eleven male alcoholics to maintain sobriety and reenter society. The Terrell Home offers residential services for up to eight retarded women to develop skills to live in society. These group homes are all located in Elkton.

Emergency Relief: The Red Cross assists disaster victims and offers emergency financial assistance to military families. Limited funds for emergency financial assistance are available from the Salvation Army. Such assistance is also available from the DSS in instances of fire, flood, or eviction. Care and Share distributes clothing, household goods, and furniture at minimal cost or free to persons in need of emergency aid. The DSS also provides clothing, furniture, food, transportation, and other relief as available.

Day Care: There are two day care centers in the County licensed by the Department of Social Services. Wee Care Day Center, a private center in North East, has a capacity of 36, and the department's Day Care Center in Elkton has a capacity of 60. Although most day care is intended for 3 to 5 year olds, there exists some limited day care for children under the age of 3. Some after school care is provided at the Wee Care Center as space permits. There is no day care for the elderly at this time.

Services for the Handicapped: Several agencies and the Board of Education provide special services for the handicapped. Cecil County Day Care and Training Center for the Retarded, located in Elkton, provides day care programs for groups and individuals between the ages of 3 and 17 to develop self-help and communication skills. This agency qualifies under state law as a non-profit educational institution. Cecil County Activity Center, Inc., also in Elkton, provides day care and pre-vocational training for mentally handicapped individuals, age 9 and over. Cecil County Training Center for the Handicapped, Inc., located at Bainbridge, provides work training for physically and mentally handicapped adults beginning at age 18. Trainees are paid by piece work rate

for work contracted by private companies, and placement services are offered. All three agencies provide transportation to participants. One residential facility, the Ethel Y. Terrell Group Home, houses mentally retarded women 18 years old and over. The David Lokey Horticulture Center is being developed to provide horticulture therapy and sheltered employment for mentally retarded adults. The Elkton Jaycees annually sponsor a special olympics program for the handicapped and are moving toward a year round athletic program for this group.

The Board of Education offers several levels of special education programs for the handicapped: (1) Special Learning Disability programs for those with at least an average IQ, but who are not performing well under conventional school programs. Students in this curriculum attend school at their regular locations and participate in the mainstream of school programs. Depending on the individual pupil, some participate in the special programs for part of their day, while others spend their entire time with special instruction. (2) Programs for the intellectually limited are provided in regular schools around the County for pupils who are mildly impaired. Whenever possible, such pupils are integrated into the regular program and activities at their particular school. (3) Training programs for the moderately mentally handicapped are also provided. Two facilities are utilized especially for this purpose -- the Perryville Annex (which serves the western portion of the County) and Gilpin Manor Elementary School (serving the eastern portion of the County). Two programs are in the developing stages: one for the severely language and hearing impaired, which expects to be in operation at a central location in 1977; and another for the severely and profoundly handicapped of all types up to age 21.

Services for the Elderly: Upper Shore Aging, Inc., operates nutrition and activities programs at Sheffield Park and at 150 East Main Street in Elkton, and provides transportation for participants. The agency located part time employment opportunities for those over 45 years of age, and is developing a program to coordinate volunteer efforts to clubs in the County and one chapter of the American Association of Retired Persons located in Cecilton. Several civic clubs sponsor special programs for the elderly, such as "project freeze" to winterize homes, and a few merchants offer discount prices to senior citizens. The Elkton office of the Social Security Administration processes applications for retirement, survivor, and disability insurance; and for medicare and supplemental security income.

Communications

Postal Facilities: The United States Postal Service rates local post offices into one of four categories based on the revenue generated at each location. (Refer to Map #7, Public Facilities) First Class Offices have over 950 revenue units; Second Class Offices have over 190, but less than 950 revenue units; Third Class Offices have over 36, but less than 190 revenue units; Fourth Class Office have less than 36 revenue units.

In Cecil County First Class Offices are located in Elkton and North East. The Elkton office is the distribution center for all 219 zip code offices located in the County. Mail is received and dispatched four times on weekdays with one dispatch and receipt on Sundays and holidays. North East receives and dispatches mail twice daily with receipt only once on Sundays and holidays. There are six Second Class Offices located at Chesapeake City, Conowingo, Perryville, Perry Point, Port Deposit, and Rising Sun. These offices receive and dispatch mail twice daily with no Sunday or holiday service. There are eight Third Class Offices located at Cecilton, Charlestown, Childs, Colora, Earleville, Elk Mills, Georgetown, and Warwick. These offices receive and dispatch mail twice daily with no Sunday or holiday service. There are no Fourth Class Offices in the County.

Five Star Routes serve the County post offices: one from Elkton to Rising Sun, Colora, and Conowingo; one from Elkton to Chesapeake City, Georgetown, Earleville, and Cecilton; one from Elkton to Childs and Elk Mills; one from Cecilton to Warwick, Middletown, Delaware, and Earleville; one from Havre de Grace to Perryville, Port Deposit, and Charlestown.

Three post offices provide city delivery service: Elkton with seven motorized routes, North East with one full and one partial motorized routes, and Port Deposit with one motorized route. There are nineteen rural routes served from post offices at Chesapeake City (1), Colora (1), Conowingo (1), Earleville (1), Elkton (8), North East (3), Perryville (1), Port Deposit (1), and Rising Sun (2). Part of Chesapeake City, Warwick, and Cecilton areas are served by a rural route from Middletown, Delaware. The upper portion of the fourth district from Appleton to the Delaware and Pennsylvania lines is served by both city and rural routes from Newark, Delaware.

The three post offices having city delivery provide mail service to door steps. Some, but not all, post offices having rural routes provide mail service to boxes along country roads if located more than $\frac{1}{2}$ mile from the post office. All other customers must come to the post office for their mail. It is anticipated that as the County grows revision of postal service will be necessary.

Telegraph: There is a Western Union Telegraph office in Elkton for over-the-counter or phone message services. County residents also frequently make use of toll free telephone numbers to send messages through the Baltimore office of Western Union.

Radio and Television: Radio reception from Baltimore, Philadelphia, Wilmington, Dover and other major locations is reported to be excellent in the County. In addition, there is a local radio station -- WSER in Elkton offering ABC Network entertainment in a contemporary middle of the road format.

Reception of the major television networks in the County is excellent and residents also enjoy the programs from major cities such as Baltimore, Philadelphia and Lancaster. The County has one cable television station (Channel 5) located in Elkton which broadcasts daily.

Perhaps as the County grows more in the future there will be an increasing market for a few more local radio stations to carry local news events and programs. It is not likely that a major television station will be established within the design period of this Plan.

Telephone: The Chesapeake and Potomac Telephone Company of Maryland serves most of the County with a modern dial telephone system for direct nationwide dialing. The telephone company has the facilities to expand their services to meet any increased future demand. In the Rising Sun area, service is supplied by the Armstrong Telephone Company.

Newspapers: Residents are able to get quality daily and Sunday newspapers from the Baltimore, Wilmington, Philadelphia and Washington, D. C. areas. The County also has two weekly newspapers of its own: The Cecil Whig with a circulation of 11,500, and the Cecil Democrat with a circulation of 5,000.

Public Safety

Police Protection: The County maintains a county sheriff, 18 deputies with back up clerical personnel, and radio-equipped mobile equipment. All are based in Elkton. The Sheriff's Department is augmented by a trained force of special deputy sheriffs, and a sheriff's mounted patrol of 25 horsemen who aid in search and rescue. The

department provides personnel for the Courts, maintains the county jail, engages in crime prevention patrols, and handles criminal investigations.

Local police units are maintained in the towns of Elkton, Charlestown, Rising Sun, Port Deposit, Cecilton, North East, and Chesapeake City. A resident State Trooper is assigned to Perryville.

The County jail, an antiquated facility for 70 prisoners, recently housed 90 inmates. Plans for expansion of the jail are being made. The State Troopers main office is located north of the town of North East at the intersection of Routes 40 and 272.

Fire and Rescue Service: Existing volunteer fire and rescue stations are located at Cecilton, Chesapeake City, North East, Charlestown, Hacks Point, Port Deposit, Bainbridge, Rising Sun, Perryville, and Perry Point. The County also maintains radio contact with Kent and New Caslte Counties to obtain additional fire and rescue services when necessary. All companies are equipped with modern fire fighting apparatus and rescue equipment and are dispatched through the County Control Center in Elkton which maintains 24-hour radio contact with all stations.

Civil Defense: A strong civil defense organization is mandated by Maryland State Law. the Maryland Civil Defense Agency, with underground headquarters in Pikesville, coordinates the activities of County directors and staff. Sophisticated communications networks link the Agency with each county and permit rapid marshalling of all State resources in a local emergency.

The Cecil County Defense headquarters is in an underground Emergency Operating Center in Elkton. A central 24-hour radio communications system coordinates all County emergency services, as well as maintaining direct contact with area hospitals and the State Police.

Adult and Juvenile Justice Services

The Maryland Department of Juvenile Services (local office) screens referred individuals for court action, counseling, services of other agencies, and possible detention until court action. There is also provision to locate and finance residential and community services for adjudicated children up through age 18. Volunteer programs concentrate on one to one matching of volunteers with client in delinquency prevention activities in the community. Follow-up and counseling are provided for those persons on probation and those attending training school as a result of court action. The current case load is 130 youths for 6 counselors and one supervisor. The average intake is 50 referrals a month.

The Division of Parole and Probation supervises persons on parole or probation, handles pre-sentence investigations, pre-parole investigations, pardon investigations, etc., for the courts, the Parole Board and other states.

Legal Services: There are 40 lawyers practicing in Cecil County. The only other available legal assistance is through the judicare program of the Department of Social Services which is designed for eligible low-income persons.

Utilities

Fuel Oil: The County obtains its fuel oil from several major companies through their local distributors. The County's close proximity to several large refineries is advantageous for bulk shipment rates.

Gas: The southwestern portion of the County obtains natural gas through the Baltimore Gas and Electric Company. The Elkton area is served by the Elkton Gas Service Division of the Pennsylvania and Southern Gas Company. This company is franchised to serve a larger area but at present no natural gas is piped outside of the immediate Elkton area. Natural gas rated at 1,050 BTU per cubic foot, is purchased from the Eastern Shore Natural Gas Company.

Other parts of the County may purchase bottled gas for domestic and/or industrial uses through a number of local distributors.

Electricity: Three electrical companies serve the Cecil area and their markets overlap, dependent upon demand. The largest supplier is the Conowingo Power Company (a subsidiary of Philadelphia Electric Company) which has 138 KV transmission lines serving the entire County except for that portion which is south of the Bohemia River, Election District 1. (See Existing Land Use Map #6 for location of utility transmission lines). The company also has a 500 KV transmission line which traverses from the northwestern corner of the County to the eastern boundary near Elkton. This line connects the Peach Bottom, Pennsylvania and Salem, New Jersey generating facilities which insures a stable supply in the event of an emergency.

The Delmarva Power and Light Company of Maryland serves portions of the County from the Kent County line (South) to the Bohemia River (entire Election District 1). It is reported that facilities could be arranged by this company, upon demand, for any amount of electricity desired in any part of the County which is now served by the company.

The Choptank Electric Cooperative, Inc., purchases power for resale from the Delmarva Power and Light Company to serve a small portion of the County in Election District 1 (area south of Bohemia River).

Water Service: There are six municipal water supply systems in the County and several private community systems. Homes outside the service areas of these systems utilize individual wells (refer to Map 9). The existing municipal systems are at Cecilton, Chesapeake City, Elkton, North East, Perryville, and Rising Sun. Major private water systems are at the Bainbridge Naval Training Center, Crystal Beach, Carpenter Point, Cool Spring Park, Elkview Cottage Colony, Hance Point, Holly Hall (owned by the Town of Elkton), Manchester Park, Meadowview and Pine Hills. Port Deposit's water is provided by the Bainbridge Naval Training Center system.

Sewerage Service: Municipal sewerage systems exist to serve Cecilton, Chesapeake City, the Elkton area, North East, Perryville, and Rising Sun (refer again to Map 9 for location of these service areas). Additional private sewerage systems are located at: Bainbridge Naval Training Center, Elkton Industrial Park, Holly Hall (owned by the Town of Elkton), Benjamin's Trailer Park, Manchester Park, Meadowview, Woodlawn Trailer Park, Bohemia Manor High School, Thiokol Industries, Ordinance Products, H.L.H. Products Company, and the Ruello Mushroom Farm near Rising Sun.

Solid Waste Disposal: The towns of Cecilton, Charlestown, Chesapeake City, Elkton, North East, Perryville, Port Deposit, and Rising Sun have regular garbage and refuse collection within their incorporated town limits. Rural residents not residing in one of the above mentioned incorporated towns must either haul their own solid waste products, dispose of it on their own property or utilize the services of several independent collectors who transport wastes to the three County solid waste receiving points.

Presently, the County has two sanitary landfills and a solid waste transfer station located on Stemmer's Run Road which serves the southern portion of the County. The Woodlawn sanitary landfill which serves the northwestern portion of the County will, in the near future, be closed out and, on the same site, a new solid waste transfer station is now being constructed. The refuse collected at each of the transfer stations will be hauled to the County's proposed central landfill where it will be buried in a sanitary manner. The proposed central landfill will be located on a 418 acre tract of ground located south of Maryland Route 7 approximately 2 miles east of North East. The new central landfill, expected to be placed in operation by July 1, 1978, will replace the existing Elk Neck Sanitary landfill which presently serves all but the northwestern part of the County. The Elk Neck sanitary landfill is expected to come to capacity by mid 1978.

With the construction of the 2 solid waste transfer stations and the activation of the central sanitary landfill, it is expected that the bulk of the solid waste disposal needs of the County will have been provided for for the next 30 - 40 years.

IMPACT OF ZONING ON EXISTING LAND USE

It is always interesting to note the relationship between land use practices and the existing zoning ordinance for a particular jurisdiction. In Cecil County, this comparison can readily be seen by juxtaposing Map 6 (Existing Land Use) with Map 10 (Existing Zoning). By comparing these two maps in conjunction with the statistics on zoning changes from 1962-1974 (Table 2.5), the following trends are discerned: development during the past decade has been filling out the originally designated growth zoned districts (Residential, Commercial, Industrial Districts) but often times in a leap-frog pattern; considerable tracts of land that were originally zoned for rural uses (such as F-R, F-I and A-R) have been rezoned during this period for development (usually rezoned to R-3, C-1, C-3 and M-2 Districts); rezoning approval from rural to urban type districts have allowed development to occur sometimes in a very scattered random appearance; and there has been a reduction of acreage in R-1 and R-2 Districts and a trend towards rezoning to a higher density use (such as R-3, C-1 or C-3).

By juxtaposing Maps 6 and 10, it can be deduced that under existing legal sanctions, residential acreage in the County could theoretically increase about ten fold; commercial acreage could increase by a small margin, but at more concentrated locations; and industrial development could probably increase two to three times, but at new locations. That is, under existing legal sanction, trend growth could, hypothetically, fill up the urban zoned areas of Map 10 so that the allowed zones of Map 10 would then become the existing land use map of the County at some future date. If this possibility is considered desirable, then the Official Zoning Map is properly drawn. If it is discovered, however, in subsequent studies related to this Plan that this proposition is undesirable, then alterations to the Zoning Ordinance might be indicated.

Another aspect of land use related to zoning is the County's subdivision requests. From reviewing the records of the Cecil County Planning Department, it was observed that most subdivision requests during the past decade have also meant a rezoning request from A-R or F-R to R-3. Table 2.6 summarizes the recorded subdivisions from 1962-1974 by Election Districts. The table shows that most subdivision activity has been occurring in Election District 3 (the Elkton area), next in Election District 5 (North East area) and then in Election District 4 (Appleton area). District 3 is distinguished from all others by being the first to receive a large 350 unit proposal. Districts 8, 9 and 1, by contrast, have received only a few subdivisions, usually of small size. Of all the years recorded on Table 2.6, 1972 and 1965 had the most record plats whereas in 1968, no new subdivisions were recorded.

REPORT TO THE BOARD OF EDUCATION OF CECIL COUNTY
 ENROLLMENT AND ATTENDANCE IN THE CECIL COUNTY PUBLIC SCHOOLS AS OF SEPTEMBER 30, 1976

SCHOOLS	Sp. Cl.	Gr. 1	Gr. 2	Gr. 3	Gr. 4	Gr. 5	Gr. 6	Gr. 7	Gr. 8	Gr. 9	Gr. 10	Gr. 11	Gr. 12	Total	%
		Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll	Enroll
Bainbridge Elem.		54	57	57	50	53	51							322	97
Bay View Elem.	13	95	106	88	95	90								487	97
Calvert Elem.		37	47	23	43	39	52							241	98
Cecil Manor Elem.		75	72	72	55	62								336	97
Cecilton Elem.		53	48	54	57	41	58							311	97
Charlestown Elem.	10	28	20	26	33	25								142	98
Chesapeake City Elem.		77	54	68	58	72	76							405	96
Conowingo Elem.		51	74	58	46	54	61							344	96
Gilpin Manor Elem.	24	51	51	55	41	55								277	96
Holly Hall Elem.	9	73	67	57	68	50								324	96
Kenmore Elem.		40	40	41	47	44								212	9F
Leeds Elem.	10	56	53	46	45	53								263	96
North East Elem.		124	94	97	97	111								523	96
Perryville Elem.	27	75	68	82	61	63	73							449	97
Rising Sun Elem.		78	75	83	71	80	79							466	97
Thomson Estates Elem.	19	88	71	82	52	72								384	97
ELEM. TOTALS	112	1055	997	989	919	964	450							5486	97
Cherry Hill Middle					205		170.		189					576	96
Elkton Middle	13				199		182		202					583	94
North East Middle					257		267		253					777	94
MIDDLE TOTALS	13				660		619		644					1936	95
Bohemia Manor High	28				151				153		144	133	126	834	94
Elkton High	22									336	358	308	276	1300	92
North East High	12									316	207	182	185	902	91
Perryville High					143				139		156	134	106	773	95
Rising Sun High					213				225		204	212	194	1184	95
HIGH TOTALS	62				507				517		1156	1044	916	4993	93

Prepared by:
 Pupil Services Department

Total Elementary 5486 97
 Total Middle 1936 95
 Total High 4993 93
 GRAND TOTAL FOR COUNTY 12,415 95

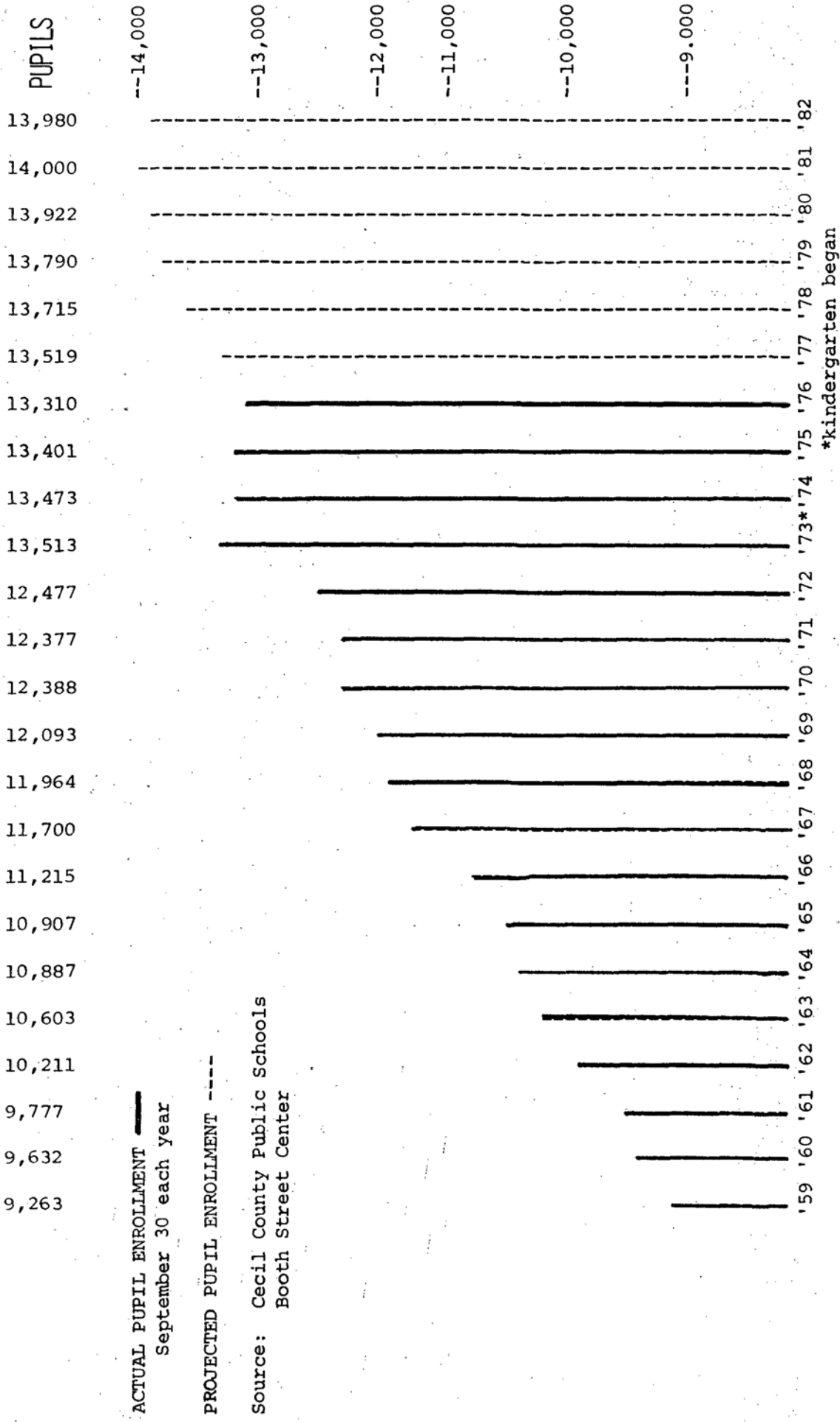
REPORT TO THE BOARD OF EDUCATION OF CECIL COUNTY
 ENROLLMENT AND ATTENDANCE IN THE CECIL COUNTY PUBLIC SCHOOLS
 AS OF SEPTEMBER 30, 1976

KINDERGARTEN

<u>SCHOOLS</u>	<u>Total Enroll</u>	<u>% of Attend</u>
Bainbridge Elementary	55	97.2
Bay View Elementary	67	95.7
Calvert Elementary	35	96.3
Cecil Manor Elementary	58	97.1
Cecilton Elementary	38	97.8
Charlestown Elementary	29	90.2
Chesapeake City Elementary	49	95.3
Conowingo Elementary	54	95.3
Gilpin Manor Elementary	44	97.7
Holly Hall Elementary	73	98.2
Kenmore Elementary	28	92.3
Leeds Elementary	54	97.0
North East Elementary	89	94.1
Perryville Elementary	64	95.2
Rising Sun Elementary	76	96.7
Thomson Estates Elementary	82	98.0
KINDERGARTEN TOTALS	895	95.9

Prepared by:

Pupil Services Department



PUPIL ENROLLMENTS 1959 - 1973 WITH
PUPIL PROJECTIONS TO 1982, CECIL COUNTY, MD.

FIGURE 2.1

TABLE 2.5

ZONING CHANGES 1962-1974*
CECIL COUNTY, MARYLAND

YEAR CHANGE APPROVED	ACREAGE CHANGE BY ZONING DISTRICT**											
	A-R	R-R	F-R	F-1	R-1	R-2	R-3	C-1	C-2	C-3	M-1	M-2
1962	-7	0	-77	0	+50	0	+16	0	+12	0	0	+6
1963	+158	+852	-1,065	0	-11	-130	-3	+25	+75	0	+4	+90
1964	-3	+192	-192	0	-108	-182	+57	+38	+15	0	-6	+189
1965	0	+60	-100	0	-125	-12	+22	+35	+8	0	+6	+106
1966	+43	+166	-153	0	-89	-2	+8	+29	-7	0	0	+1
1967	-89	+203	-236	0	-53	-1	+139	+9	+13	0	0	+15
1968	-28	+18	-503	0	+420	-36	+54	+24	+35	0	+16	0
1969	+19	+65	-75	0	-24	-171	+140	+22	+17	+1	0	+6
1970	-7	0	-29	-227	-286	+161	+418	+39	+19	+60	0	-134
1971	+400	+96	-312	-80	-130	-83	+135	-3	+4	+10	0	-26
1972	-24	0	0	0	-32	-17	+33	+8	-14	+16	+30	0
1973	-6	0	-261	0	+12	+1	0	+8	+18	+1	+6	+216
1974***	0	0	0	0	0	0	0	0	0	0	0	0

* Source: Records of Cecil County Planning Department

** + Means acreage gain from previous year

- Means acreage loss from previous year

0 Means no change from previous year

*** No changes recorded through end of April, 1974

TABLE 2.5*

LAND USE CHANGES BY RECORDED SUBDIVISIONS 1962-1974 **
 CECIL COUNTY, MARYLAND

YEAR RECORDED	NUMBER OF SUBDIVISIONS AND LOTS RECORDED BY ELECTION DISTRICT								
	1	2	3	4	5	6	7	8	9
1962	1 @ 25	1 @ 97	1 @ 17	---	---	1 @ 35	---	---	---
1963	1 @ 11	---	---	---	1 @ 17 1 @ 22	1 @ 47	1 @ 18	1 @ 88	---
1964	---	1 @ 42	1 @ 9 1 @ 136	1 @ 60	1 @ 21	1 @ 23	1 @ 20 1 @ 47	1 @ 209	---
1965	1 @ 26	1 @ 14	1 @ 22 1 @ 17 1 @ 21 1 @ 32 1 @ 43	1 @ 22	1 @ 21 1 @ 63 1 @ 73	1 @ 13 1 @ 28 1 @ 94	1 @ 10	---	---
1966	1 @ 17	1 @ 46	1 @ 10	1 @ 54	1 @ 10 1 @ 13	1 @ 10 1 @ 26 1 @ 67 1 @ 86	1 @ 20	---	---
1967	---	---	1 @ 37	1 @ 5	1 @ 21 1 @ 37	1 @ 21 1 @ 37	---	---	---
1968	---	---	---	---	---	---	---	---	---
1969	---	---	1 @ 22	---	---	---	---	---	1 @ 10 1 @ 19 1 @ 54
1970	1 @ 14	1 @ 38	---	---	1 @ 9 1 @ 27 1 @ 28 1 @ 100	1 @ 12	1 @ 9	---	---
1971	---	1 @ 14	1 @ 43 1 @ 40 1 @ 23	1 @ 18	1 @ 10 1 @ 14 1 @ 17 1 @ 43	1 @ 15 1 @ 52	---	---	---
1972	---	1 @ 11	1 P.U.D. @ 350 1 @ 34 1 @ 43 1 @ 168 1 @ 228	1 @ 6 1 @ 19 1 @ 26	1 @ 442	---	1 @ 18	---	---
1973	---	1 @ 10	1 @ 7	1 @ 30 1 @ 47 1 @ 60	1 @ 7 1 @ 120	1 @ 27 1 @ 36	1 @ 4	---	1 @ 35
1974***	---	---	---	1 @ 5	1 @ 10	1 @ 18 @ 2	1 @ 6	---	---

*Source: Records of the Cecil County Planning Department. **Example of how to read table: 1 @ 25 means 1 subdivision recorded which has 25 lots. ***Data through end of April 1974.

Following the rezoning and plating process, is the issuance of a building permit. Although not all recipients of building permits build their structures, most do. Therefore, it is important for planning purposes to know where, when, and about how many construction projects might take place. After reviewing the building permit records for 1962-1974 as tabulated by the Cecil County Planning Department, it is apparent that each year Election District 3 (the Elkton area) leads in the number of issued building permits followed by Election District 5 (the North East area), Election District 4 (the Appleton area) and then usually by Election District 7 (the Perryville-Bainbridge-Port Deposit area). Election District 1 usually has the least number of permits and Districts 8 and 9 are also usually very low compared to the other Districts. Districts 2 and 6 tend to fall in the middle between the two extremes. When specific types of permits are reviewed, it is seen that while the number of agricultural building permits issued each year is quite low (usually about 24-28 permits), most such permits are to applicants in the rural areas, Districts 1, 2 or 9. The distribution of industrial permits varies greatly, but generally, District 3 leads in this category. Likewise, most commercial building permits tend to go to District 3 and then to District 5. Residential permits, the most common type of permit issued, tend to be issued most in Districts 3, 5, 4 and 7.

LAND SUITABLE FOR DEVELOPMENT

Map #11, entitled Developable Land, was prepared to supplement land use studies of the County. This map is a useful analytical tool since it shows which portions of the County can best support development based solely on physical criteria. Conversely, Map 11 also shows which areas are very sensitive, or unsuited for conventional development.

Map 11 was derived by overlaying the terrain analysis (Map 2) with the Watershed Analysis (Map 3) described and explained in Chapter One of this document. It was found that the "extremely sensitive" areas of the County are the following: the 50 and 100 year flood plains, the freshwater swamps, the tidal marshes, escarpments, coastal beaches, bedrock with severe slopes and soils with seasonally high water tables. "Sensitive areas" proved to be the areas of the County with slopes in excess of 15% and the utility transmission line rights-of-way.

In subsequent chapters of this document, policies are recommended regarding use constraints which should be imposed on the three categories of land depicted on Map #11. At this point it is important to note that approximately 15% of the County falls in the "extremely sensitive" category, and an additional 10% is in the "sensitive" land category. The remaining 75% of the land is in the "stable category". The implications of these findings are that future land use practices will need to harmonize with the ecological constraints of the County's land form.

Other land use related issues which need to be addressed in the Comprehensive Plan are as follows: Agriculture is today the dominate use in the County. Agricultural land is also the most attractive for urbanization, in that it is generally level and well drained. Indeed, a great deal of agricultural land use occurs in areas which are undergoing transition to development. The issue is, how can the agricultural lands of the County, which have always been the basis of the County's economy, be protected and enhanced.

Another area which is subject to development pressures, is the shorelines. The shorelines have been and will likely continue to be, attractive for urban development. But is also important that they remain in their natural state to provide

refuge and breeding grounds for numerous zoological and botanical life forms and remain as an aesthetic and recreational pleasure for man. Another land use issue is, then, how can the shorelines be protected in the public interest.

From the foregoing analysis it is apparent that the County exhibits a pattern of low density, scattered development. This trend should be reversed in order to reduce the County expenditures for the provision of government services such as police and fire protection, utilities, school facilities, health services, and so forth. In order to provide these services in a more economically efficient manner, the County must strive to restrict development to well defined areas. The County faces an imbalance in the land use pattern, i. e. , the County exhibits an unusually small amount of commercial and industrial uses and a disproportionately high amount of government and public uses. The County should strive for more of a balance, trying to attract industrial and commercial activity. These commercial and industrial uses should be clustered in proximity to existing facilities in order to preserve the rural character of the County.

CHAPTER THREE

HOUSING

In order to effectively understand land use needs in Cecil, it is necessary to study the County's housing conditions. A housing study was therefore undertaken, which included housing supply and demand, the quality of existing housing, minority housing, existing housing programs, and the housing trends within the County.

SUPPLY AND DEMAND

Housing is the single largest land user in the developed land of the County. Like other land uses, housing is responsive to the laws of supply and demand. Many factors can influence housing supply and demand, the major ones being: household composition, family income, occupancy ratios, number of housing units by type, and spatial distribution of housing units. It should be pointed out, however, that the system is never in equilibrium because of changes in the age, sex, race, family structure and taste preferences of the population; changes in the quantity of housing due to the addition of new housing units or the destruction of older units; changes in the quality of housing as some structures become obsolete; others are transferred from owner to owner in the housing filtering system, or as average living standards change.

Household Composition. The data presented in this and in subsequent sections were obtained from census materials and from a research publication prepared for the Maryland Department of State Planning by Morton Hoffman and Company, "Technical Memoranda for Maryland Housing Element", 1970.

TABLE 3.1

AVERAGE HOUSEHOLD SIZE CECIL COUNTY, MARYLAND	
1950	3.2
1960	3.4
1970	3.1

Between 1950 and 1960 the average household size in Cecil County increased somewhat. But between 1960 and 1970, there was a decrease in household size which is similar to the statewide trend which has averaged smaller household sizes. The Cecil figure for 1970 equals the statewide figure of 3.1 persons per household.

If this recent trend towards smaller sized households should continue, then more housing units relative to the total population size will be required in the future.

Family Income. Family incomes in Cecil County are another important factor in housing demand. To illustrate: \$10,000 is considered the threshold income required to purchase a new home (or townhouse or condominium) of about \$25,000 value in one of the new subdivisions (or about 2.5 x family income = house price a family can theoretically afford). Table 3.2 which records median family incomes from 1950-1970 in Cecil County, reveals that in 1970, some 43% of the County's families had incomes above \$10,000 (\$9,042 was the 1970 median family income) and were thereby probably capable of purchasing a home. Likewise, it is generally assumed that those in the \$5,000-\$9,999 income group must rent housing in the moderate price levels because they have insufficient income to afford a down-payment on a new home. In Cecil County in 1970,

TABLE 3.2

MEDIAN FAMILY INCOME*
CECIL COUNTY, MARYLAND

FAMILY INCOME	1950		1960		1970	
	NUMBER OF FAMILIES	PERCENT OF TOTAL FAMILIES	NUMBER OF FAMILIES	PERCENT OF TOTAL FAMILIES	NUMBER OF FAMILIES	PERCENT OF TOTAL FAMILIES
Under \$1,000	1,065	14.0%	465	4.2%	290	2.3%
\$1,000 - \$1,999	1,255	16.5%	716	6.6%	313	2.5%
\$2,000 - \$2,999	1,860	24.5%	993	9.1%	352	2.9%
\$3,000 - \$3,999	1,250	16.5%	1,390	12.7%	469	3.8%
\$4,000 - \$4,999	780	10.3%	1,507	13.8%	707	5.7%
\$5,000 - \$5,999	455	6.0%	1,516	13.9%	840	6.8%
\$6,000 - \$6,999	255	3.4%	1,147	10.5%	959	7.8%
\$7,000 - \$9,999	275	3.6%	1,992	18.2%	3,111	25.2%
\$10,000 - \$14,999	135	1.8%	918	8.4%	3,326	26.9%
\$15,000 - \$24,999	260	3.4%	212	1.9%	1,620	13.1%
\$25,000 - \$49,999	80	.7%	80	.7%	205	1.7%
\$50,000 or more	0	0%	0	0%	155	1.3%
Not Reported	260	3.4%	0	0%	0	0%
TOTAL	7,590	100.0%	10,936	100.0%	12,347	100.0%
MEDIAN FAMILY INCOME	\$2,737		\$5,351		\$9,042	

NOTE: In 1950 highest income category was \$10,000 or more; in 1960 it was \$25,000 or more; in 1970 it was \$50,000 or more

* Source: U. S. Census Bureau Reports for 1950, 1960, 1970.

TABLE 3.3

COMPARATIVE DISTRIBUTION OF NET EFFECTIVE BUYING INCOME

NET CASH HOUSEHOLD INCOME	<u>1971</u>			<u>1972</u>		
	PERCENT OF HOUSEHOLDS			PERCENT OF HOUSEHOLDS		
	CECIL	MARYLAND	U.S.	CECIL	MARYLAND	U.S.
\$2,999 or less	14.9%	10.8%	15.6%	12.1%	10.5%	15.4%
\$3,000 - \$4,999	16.2%	9.9%	10.8%	13.7%	9.6%	10.5%
\$5,000 - \$7,999	30.3%	23.5%	20.2%	27.5%	22.8%	19.8%
\$8,000 - \$9,999	14.4%	15.5%	14.7%	14.1%	15.0%	14.4%
\$10,000 - \$14,999	24.2%	40.3%	38.7%	17.4%	20.3%	22.3%
\$15,000 or more	---	---	---	<u>15.2%</u>	<u>21.8%</u>	<u>17.6%</u>
	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

TABLE 3.4

COMPARATIVE NET EFFECTIVE BUYING INCOME

	<u>1971</u>			<u>1972</u>		
	CECIL	MARYLAND	U.S.	CECIL	MARYLAND	U.S.
Per Capita	\$2,617	\$3,743	\$3,558	\$3,242	\$4,040	\$3,779
Median Household Cash Income	\$6,836	\$8,748	\$8,463	\$7,644	\$8,955	\$8,605
Total (Millions)	\$140.8	\$15,092.4	\$738,283.3	\$175.4	\$16,535.5	\$791,506.1

Source: Maryland State Department of Economic and Community Development,
"Brief Industrial Facts, Cecil County, Maryland". Annapolis, Maryland,
August, 1973.

some 39.8% had incomes in this category and were therefore probable rental candidates. Continuing the generalized principles further, it is usually assumed that those below the \$4,999 income level are outside the market for new or used standard housing so these families need government assistance to be able to afford a standard unit. Without assistance, these families must live in substandard units. In 1970, 17.2% of the County's population fell in the latter income group.

More recent income data are shown in Tables 3.3 and 3.4. Table 3.3, Comparative Distribution of Net Effective Buying Income, records family income distributions after taxes. The Table shows that Cecil incomes are usually lower than the State of Maryland average but very similar to the total U. S. average. Table 3.4 records in 1971, the State of Maryland showed a higher per capita net effective buying income and a higher household median net income than the national trend. The per capita income in Cecil County, though, was \$1,126 less than the state figure. Likewise, the median household income for Cecil County was \$1,912 less than the household median for the state that year. The 1972 comparative figures show that Maryland exceeded the U. S. per capita and median household net cash income figures, but that Cecil County was again lower than the Maryland or national figures. Even so, there was income increases in Cecil County. If this pattern continues, incomes in the County may likely approach the state norm in years ahead if higher income white collar workers continue to migrate into the County.

Occupancy Ratios. Table 3.5 reveals that the percentage of owner occupied units in the County has been gradually increasing during the past twenty years, with 57.4% of the units in 1970 being owner occupied. Between 1950-1970 the percentage of renter occupied units and vacant units decreased slightly. The latter observation, the trend towards less vacant housing units, may indicate: (1) fewer seasonal or second home units are being constructed, (2) some seasonal units are being rennovated into year-round residences, or (3) housing choices are limited for some people are starting to live year-round in seasonal units, whether or not these units have been upgraded. If the latter possibility is the prevailing phenomena, then some families are residing in units which are not fully equipped for year-round standard housing occupancy.

Number of Housing Units by Type. Table 3.6, Housing Supply, reveals the following: seasonal homes have made up a significant proportion of the total housing units in the County, but in recent years, the absolute number of relative percentage of seasonal units compared to the total housing units has been decreasing. Each year the total number of housing units has been increasing, with the single family home continuing to be the most common type of housing unit in the County. Since 1950 there has been a substantial increase in the number of mobile homes which can mean: (1) there is an increasing demand for this type of housing unit and life style, (2) the County lacks sufficient multi-unit housing choices, (3) the low-income population does not have other types of housing choices and/or (4) the County is urbanizing and mobility is increasing resulting in more mobile homes. The mobile home ownership and renter occupancy should be monitored closely to ascertain which of the four phenomena or combination thereof is prevailing in the County.

Spatial Distribution of Housing Units. The location of the existing housing stock outside of the incorporated town limits is shown on Map 12. Single family homes occur in a random pattern in the rural countryside along the county roads. The distribution of dots on Map 12 shows that there are slightly more rural homes on the western side of the County or towards the Susquehanna River boundary, while subdivisions and groups of houses tend to occur more towards the eastern side of the County and in the Interstate 95-Route 40 corridor spine area. Multi-family units exist in mainly the incorporated

TABLE 3.5
OCCUPANCY RATIOS
CECIL COUNTY, MARYLAND

OCCUPANCY STATUS	1950		1960		1970	
	NUMBER OF HOUSING UNITS	PERCENT TOTAL	NUMBER OF HOUSING UNITS	PERCENT TOTAL	NUMBER OF HOUSING UNITS	PERCENT TOTAL
Owner, White	4,415	42.4%	7,234	49.1%	9,097	55.4%
Owner, Black	<u>296</u>	<u>2.8%</u>	<u>367</u>	<u>2.5%</u>	<u>327</u>	<u>2.0%</u>
TOTAL OWNER OCCUPIED	4,711	45.2%	7,601	51.6%	9,424	57.4%
Renter, White	3,558	34.2%	4,141	28.1%	4,528	27.6%
Renter, Black	<u>272</u>	<u>2.6%</u>	<u>288</u>	<u>2.0%</u>	<u>290</u>	<u>1.8%</u>
TOTAL RENTER OCCUPIED	3,830	36.8%	4,429	30.1%	4,818	29.4%
Non-Residential Dwelling Units	237	2.3%	---	---	---	---
Vacant for Sale	41	.4%	147	1.0%	134	.8%
Vacant for Rent	126	1.2%	409	2.8%	294	1.8%
Vacant for Personal Reasons of Owner	299	2.9%	631	4.3%	397	2.4%
Vacant Because Seasonal Unit	<u>1,173</u>	<u>11.2%</u>	<u>1,513</u>	<u>10.2%</u>	<u>1,354</u>	<u>8.2%</u>
TOTAL VACANT	1,876	18.0%	2,700	18.3%	2,179	13.2%
TOTAL HOUSING UNITS	10,417	100.0%	14,730	100.0%	16,421	100.0%

TABLE 3.6

HOUSING SUPPLY
CECIL COUNTY, MARYLAND

	<u>1950</u>	<u>1960</u>	<u>1970</u>
I. POPULATION TOTAL	33,356	48,408	53,291
Population in Housing	30,896	43,646	49,176
Population in Group Housing	2,460	4,762	4,115
II. HOUSING UNITS TOTAL	10,417	14,730	16,421
Year Round Units	9,244	13,217	15,067
Single Family Units	6,529*	10,616*	11,390
Multi-Family Units	2,652	1,783	2,529
Mobile HOMes	63	818	1,148
Seasonal Units	1,173	1,513	1,354

* These figures were extrapolated by adding the number of multi-family units and mobile homes and subtracting that figure from the number of year round housing units.

municipalities, but there is one development to the east of Elkton, others at the military reservations, and one near the Rising Sun-Conowingo area. There are mobile home parks scattered along the Bay particularly at Crystal Beach, Carpenter Point Neck, North East and other east County locations as well as in the immediate vicinity of the Bainbridge Training Center. Throughout the rural areas there are many instances of single isolated trailers which are not part of an organized trailer park.

QUALITY OF HOUSING

It is always difficult to pass judgement about the quality of a housing unit because personal taste differences between the occupant and the observer may lend to varying trade-off value systems. Yet some descriptive measurements of housing quality are needed for purposes of this study so the following accepted housing characteristics will suffice as indicators of housing quality: plumbing standards, types of housing units, median number of people per unit, median number of rooms per unit, median value of housing units, and the occupancy status of the housing stock.

Plumbing. A lack of plumbing means without one or more of the following: hot or cold running water, an inside bathroom, or kitchen cooking facilities. Plumbing data is useful since it tends to indicate health standards, the effectiveness and enforcement of local building codes, and the presence of physical obsolescence and decay in the housing stock. Over half (68.3%) of the dwelling units in 1950 lacked plumbing facilities (the condition of 2.4% of the units was not reported, though, that year). But since that year, the number of dwelling units lacking plumbing facilities has decreased, such that in 1960, 19.4% lacked plumbing and in 1970, the figure had dropped to 12%. Even so, the 12% figure is still alarmingly high compared to state and national averages (See Table 3.7).

TABLE 3.7

UNITS LACKING PLUMBING FACILITIES
CECIL COUNTY, MARYLAND

<u>YEAR</u>	<u>NUMBER UNITS LACKING PLUMBING</u>	<u>PERCENT OF TOTAL UNITS</u>
1950	7,115	68.3%
1960	2,853	19.4%
1970	1,814	12.0%

Type of Housing Unit. Previously, it was pointed out that in 1970, 69.4% of the Cecil housing stock was in single family homes, 15.4% was in multi-unit housing, 7.0% was in mobile homes, and 8.2% was in seasonal units. Although no more recent figures are available at the time of this writing, it is probable that the 1970 break-down by unit type is similar to the 1974 housing stock although there has been an increase in the overall number of units since 1970.

The high incidence of single family homes implies what type of urban form is taking place which is another aspect of housing quality. Homes in the rural areas of the County enjoy an abundance of space, and the resulting amenities that country life can bring. But the other side of the picture is that scattered rural dwellings are more costly to service in community facilities than are villages that have a concentration of multi-unit and single family homes.

Median Number of People Per Housing Unit. The median number of people per occupied unit is an indicator of family size. Family size can be, in turn, one indicator of the average home environment. Referring back to Table 3.1, in 1970 the County averaged 3.1 persons per occupied unit. A trend towards lower family sizes will probably continue since it reflects higher per capita income and family buying power.

Median Number of Rooms Per Housing Unit. Obviously the median number of rooms per dwelling unit points to the size of the average Cecil home which can be a measure of quality. Statistics for the median number of rooms in all units in 1970 was 5.4, 5.8 for owner occupied units, and 4.9 for renter occupied units. Refer to Table 3.8.

TABLE 3.8

MEDIAN NUMBER OF ROOMS PER UNIT
CECIL COUNTY, MARYLAND

	<u>1950</u>	<u>1960</u>	<u>1970</u>
Owner-Occupied Units	*	5.7	5.8
Renter-Occupied Units	*	4.5	4.9
All Units	4.8	5.1	5.4

* U.S. Census Bureau did not tabulate these figures as in subsequent census years.

Median Value Per Housing Unit. Housing price tends to correlate with housing quality; i.e., more amenities accompany a higher priced dwelling. Tables 3.9 and 3.10 record the 1950 and 1970 median housing values. Comparable data for 1960 was not tabulated by the U. S. Census Bureau; so figures for that year are unfortunately not available for comparative study.

TABLE 3.9

VALUE OF HOUSING UNITS IN 1970
CECIL COUNTY, MARYLAND

1. OWNER OCCUPIED UNITS*

VALUE OF OWNER-OCCUPIED UNIT	<u>BLACK HOUSEHOLDS</u>		<u>WHITE HOUSEHOLDS</u>		<u>ALL HOUSEHOLDS</u>	
	NUMBER OF BLACK HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF WHITE HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF TOTAL HOUSEHOLDS	PERCENT OF TOTAL
Less than \$5,000	86	31.6%	365	5.4%	451	6.4%
\$5,000-\$9,999	100	36.8%	1,137	16.7%	1,237	17.5%
\$10,000-\$14,999	48	17.6%	1,847	27.2%	1,895	26.8%
\$15,000-\$19,999	22	8.1%	1,543	22.7%	1,565	22.1%
\$20,000-\$24,999	10	3.7%	975	14.3%	985	13.9%
\$25,000-\$34,999	6	2.2%	656	9.7%	662	9.4%
\$35,000 or more	0	0%	273	4.0%	273	3.9%
TOTAL	272	100.0%	6,796	100.0%	7,068	100.0%
MEDIAN VALUE	\$7,100		\$15,212		\$14,900	

2. RENTER OCCUPIED UNITS*

CONTRACT MONTHLY RENT	<u>BLACK HOUSEHOLDS</u>		<u>WHITE HOUSEHOLDS</u>		<u>ALL HOUSEHOLDS</u>	
	NUMBER OF BLACK HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF WHITE HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF TOTAL HOUSEHOLDS	PERCENT OF TOTAL
NO CASH RENT	61	22.2%	820	20.5%	881	20.6%
Less than \$30	65	23.6%	99	2.5%	164	4.0%
\$30 - \$39	48	17.5%	128	3.2%	176	4.1%
\$40 - \$59	42	15.3%	581	14.5%	623	14.5%
\$60 - \$79	21	7.6%	959	24.0%	980	23.0%
\$80 - \$99	22	8.0%	666	16.7%	688	16.1%
\$100 - \$149	16	5.8%	670	16.8%	686	16.1%
\$150 or more	0	0%	70	1.8%	70	1.6%
TOTAL	275	100.0%	3,993	100.0%	4,268	100.0%
MEDIAN RENT	\$39		\$75		\$73	

* Data limited to one family homes on less than 10 acres and no businesses on property. Hence, total number of owner and renter occupied households shown above is less than Table 3.5 figures since Table 3.5 encompasses all housing types.

TABLE 3.10

VALUE OF HOUSING UNITS IN 1950
CECIL COUNTY, MARYLAND

1. OWNER OCCUPIED UNITS*

VALUE OF OWNER- OCCUPIED UNIT	<u>BLACK HOUSEHOLDS</u>		<u>WHITE HOUSEHOLDS</u>		<u>ALL HOUSEHOLDS</u>	
	NUMBER OF BLACK HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF WHITE HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF TOTAL HOUSEHOLDS	PERCENT OF TOTAL
Less than \$2,000	80	31.0%	166	5.9%	246	7.9%
\$2,000 - \$4,999	113	43.8%	671	23.7%	784	25.4%
\$5,000 - \$9,999	21	8.1%	978	34.6%	999	32.4%
\$10,000 - \$14,999	3	1.2%	452	15.9%	455	14.7%
\$15,000 - \$19,999	0	0%	98	3.5%	98	3.2%
\$20,000 or more	0	0%	95	3.4%	95	3.1%
Not Reported	41	15.9%	369	13.0%	410	13.3%
TOTAL	258	100.0%	2,829	100.0%	3,087	100.0%
MEDIAN VALUE	\$2,441		\$6,540		\$5,997	

2. RENTAL OCCUPIED UNITS**

CONTRACT MONTHLY RENT	<u>BLACK HOUSEHOLDS</u>		<u>WHITE HOUSEHOLDS</u>		<u>ALL HOUSEHOLDS</u>	
	NUMBER OF BLACK HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF WHITE HOUSEHOLDS	PERCENT OF TOTAL	NUMBER OF TOTAL HOUSEHOLDS	PERCENT OF TOTAL
NO CASH RENT	52	20.8%	336	11.1%	388	11.8%
Less than \$10	57	22.8%	114	3.8%	171	5.3%
\$10 - \$19	81	32.4%	590	19.5%	671	20.6%
\$20 - \$29	36	14.4%	556	18.2%	592	18.1%
\$30 - \$39	6	2.4%	781	25.8%	787	23.9%
\$40 - \$49	7	2.8%	220	7.3%	227	6.9%
\$50 - \$74	2	.8%	272	8.9%	274	8.3%
\$75 - \$99	0	0%	33	1.1%	33	1.0%
\$100 or more	0	0%	11	.4%	11	.3%
Not Reported	9	3.6%	117	3.9%	126	3.8%
TOTAL	250	100.0%	3,030	100.0%	3,280	100.0%
MEDIAN RENT	\$13		\$29		\$28	

* Data limited to one family home on less than 10 acres and no businesses on property.
Hence total number of owner occupied households is less than figure shown on Table 3.5.

**Data limited to one, two, three, and four family units with no businesses on property.
Hence total number of renter occupied households is less than figure shown on Table 3.5.

Inspection of Tables 3.9 and 3.10 reveals that the average Cecil home owner demands a moderate priced housing unit compared to state and national home prices (a \$14,999 unit in 1970); in 1970 one-fifth of the home owners had units valued at less than \$9,999 and only one-fourth had units valued greater than \$20,000; in 1970 one-fifth of the renters did not pay any cash rent which is usually indicative of very impoverished conditions and dilapidated housing units; over forty percent of the renters who did pay cash rents that year rented their units for less than \$79 per month which tends to indicate habitation of substandard to deteriorating housing stock (since this is a very low rental rate to pay, even for a rural county); and very few individuals could afford rental units with contract rents in excess of \$150 per month (1970).

Occupancy Status. Referring again to Table 3.5, in 1970 some 57.4% of the Cecil families were owner occupants of their housing unit and 29.3% were renter occupants, leaving 13.2% vacant. The comparative data on that table for 1950-1970 reveals that there is an increasing trend towards housing ownership with a resulting desire in renter occupancy, a trend which is usually considered desirable since increased owner-occupancy implies more pride in the housing unit with better maintenance and improved property values.

MINORITY HOUSING

The term "minority" is herein used to mean non-white (as defined by the U. S. Census Bureau) residing in Cecil County. In 1970, there were 53,291 persons in the County, of which 2,794 or 5.2% were non-whites. Blacks were the most numerous of the non-whites (90% were Blacks). Thus, for purposes of this analysis, minority housing will refer to housing occupied by the Black population since Blacks represent the vast majority of the non-white population.

About the same low proportion of Blacks as Whites reside in military group housing, while the majority of Blacks, like Whites, reside in households. The difference, though is that Blacks tend to live in lower quality units.

Black households in Cecil tend to have a higher incidence of no plumbing:

TABLE 3.11
MINORITY HOUSING UNITS LACKING PLUMBING IN 1970
CECIL COUNTY, MARYLAND

	TOTAL NUMBER HOUSING UNITS PER CATEGORY	NUMBER UNITS LACKING PLUMBING FACILITIES	PERCENT LACKING PLUMBING FACILITIES
Black owner-occupied units	327	147	44.9%
Black renter-occupied units	290	112	38.6%
All black occupied units	617	319*	51.7%

* The discrepancy in the total of all black occupied units (147 + 112 = 259) occurs because census data does not include families living in owner occupied units located on ten acre sites or more and dwelling units with a business on the property.

Comparing the above minority plumbing data to the total population, it is apparent that countywide only 12% of the 1970 units lacked plumbing while the black occupied units were at a special disadvantage comparatively.

In earlier discussion it was pointed out that in 1970 the median number of people per occupied unit in the County was 3.1. Curiously, black occupied units were less crowded than the norm, with 2.9 persons per occupied housing unit.

The 1970 data indicate that the median number of rooms per unit for the entire County housing stock was 5.4. In 1970 the figure for the black population was 5.0 rooms per dwelling unit, which is slightly less rooms than for the entire population.

The data about the average price of housing units occupied by Blacks as compared to Whites and occupancy data of Blacks versus Whites can be other indicators of the housing conditions of minority persons. Referring back to Tables 3.5, 3.9 and 3.10, it is evident that Black units are becoming less owner-occupied. Another difference between White and Black occupancy patterns is that in 1970, 47.0% of the Black families rented their housing as compared to 29.3% of White families who rented their units. Likewise, 53.0% of the Blacks owned their own housing compared to the 57.4% of the White population who were owner-occupants. The greater relative concentration of rental units among Blacks is an indicator that income levels are lower among minority persons so that their housing choices are more limited.

The above data plus field inspections suggest that minority persons are living in lower quality housing units than are Whites in Cecil County. Although this is certainly not just a problem in Cecil, improvement is needed. The first priority in better housing should be to get people out of substandard units and into standard quality units. Since minority persons of lower income tend not to be able to make this transition by themselves, it therefore falls on the larger society to assist them through rent-supplement programs, self-help programs, loan systems, housing projects, etc. It will take years and perhaps a generation before substantial improvements may be seen but the first step towards improvement is recognizing the problem.

EXISTING HOUSING PROGRAMS

For the most part, the private housing market satisfies housing demand. The exception is lower income or handicapped families who are unable to purchase or rent a standard unit in the housing market. Since every family should be entitled to decent housing, it therefore falls on the larger society to assist persons and families who would not otherwise be able to make the transition themselves. To meet this challenge, it is necessary that innovative programs be formulated and funded. To date the federal government has exerted the most leadership in this field even though no one person or agency knows a perfect solution which will guarantee standard housing for all families nationwide. Despite this truth, efforts towards improvements should be commended. Local efforts in Cecil County are thereofer summarized below.

The County does not have a Countywide Housing Authority, but there are two local housing authorities: The Elkton Housing Authority and the Port Deposit Housing Authority.

The Elkton Housing Authority has sponsored and built two housing projects and is presently constructing a third, utilizing federal housing programs for each (usually FHA 236 programs). One project already in operation is a 50 unit apartment building, completed in December of 1972, which offers efficiency apartments up to two bedroom apartments in a three story walk-up masonry building with two elevators. The building,

which is intended mainly for the elderly, is in the center of Elkton on Main Street, and has a total site of 3/4 acre. Cost of construction was approximately \$25,000 per unit. Rents average \$45 per month and 90% of the occupants are White and 10% are Black.

The first Elkton housing project, consisting of 50 duplex units on an eight acre site on Friendship Road in the Eastern portion of town, was completed in April, 1971. The brick buildings have asbestos siding and cost \$25,000 per unit to build. Floor plans provide apartments with one to five bedrooms. About 2/3 of the residents are Black and 1/3 are White, all of whom pay rents according to their income which varies from a contract rental rate of \$28 per month to \$175, with \$85 per month being the average price paid.

The Elkton Housing Authority is also sponsoring a third project which is currently under construction to include some 50 housing units with one to five bedrooms each. Located on a 5 acre site in the northwest portion of Elkton, the project will be all brick and will cost approximately \$27,000 per unit to build.

General operating procedure of the Elkton Housing Authority is as follows: each project provides stoves and refrigerators for residents and a storage shed where there is a place for a washer and dryer. The usual design standards for the units is that one to three bedroom unit will have one bathroom, a four bedroom unit will have 1 1/2 baths, and five bedroom units will have two baths. Neither of the two existing projects have air conditioning, as this refinement was not originally funded in the earlier federal programs. But the new project will have air conditioning. Generally, the manager of each project tries to avoid overcrowding in the units by adopting the policy that there should be no more than two persons per bedroom, with one person per bedroom preferred when possible. For a family of four with a mother, father and two daughters, a housing unit with two bedrooms would be suggested. For a family of four with a mother, father and one son and one daughter, each child would be given a separate bedroom resulting in a suggested three bedroom unit for this family. The maximum income that one person may have in order to be admitted to one of the housing projects is \$4,400 per year; for two to ten persons, the maximum income is \$9,000 per year. Persons or families above these maximum figures are assumed to be capable of obtaining standard housing in the private market.

When the Elkton housing projects were started, they originally were for just the residents of the incorporated town of Elkton. This principle was upheld in accepting families into the duplex unit project. The high incidence of Black families in this project reflects the town's condition, i.e., the majority of the poor in Elkton are Black persons. The apartment building for the elderly allows residents who previously lived outside the incorporated town limits. Both projects have very little turnover, approximately 2% of the units per year are vacated and reoccupied. There are no vacancies at present which illustrates the high demand for these units.

The Town of Port Deposit has recently established its own local Housing Authority with the task of providing a housing project to accommodate low income families. The project is scheduled to begin construction in late 1974 if its H.U.D. (FHA 236) funding is confirmed. A five acre site has been purchased and the plan calls for 48 garden apartments in three story walk-up buildings in a cluster arrangement. Twelve of the forty-eight will be one bedroom units, twenty-four will be two bedroom units and twelve will have three bedrooms. The brick structures will have all appliances including air conditioning. The maximum number of persons that will be allowed in a one bedroom unit is two, for a two bedroom it will be four persons, and for a three bedroom it will be six persons. Potential residents will pay rent in scale to their income, but in no case will families be expected to pay more than 25% of their income on housing.

HOUSING TRENDS

To summarize the major housing issue in the County: the total number of housing units is increasing each year as the population increases but the crucial question to be faced is whether the quality of the units can be increased for all members of the community.

The major housing trends observed in this study are: (a) seasonal homes are being converted into full-time residences, (b) Countywide, the number of persons per unit is decreasing over time which is an indication of increasing affluence, (c) the median age level in the households is lower than state averages and recently there has been a trend towards fewer children per household, (d) the average Cecil family has an income level below the state average so it tends to demand a moderate priced housing unit, (e) even though average housing quality is increasing over time, the stock in Cecil is still below regional, state and national quality standards, (f) the average Cecil family is an owner/occupant of their single family detached home, (g) the number of mobile homes has been increasing and this trend needs to be monitored, and (h) minority families are at a special disadvantage in the housing market due to their lower incomes, and their inability to purchase or rent a standard housing unit.

Besides inventorying the existing housing conditions, it is also important to project where future housing is likely to occur. To assist in this evaluation, two commonly accepted indicators of future housing were consulted: the residential building permits issued each year by the County Planning Department and the subdivision plats recorded each year with the County Planning Department. In Chapter Two, Table 2.5 and Page 2-21 quantity specific findings about these two indicators. The conclusion from these earlier studies is that most residential building permits may be expected to go first to Election District 3 (the Elkton area), then to District 5 (the North East area), then District 4 (the Appleton area), and District 7 (the Perryville-Bainbridge-Port Deposit area). The next most common places for building permit activity will likely be Election District 6 (the Rising Sun area) and District 2 (around the Chesapeake City area), with Districts 1, 8 and 9 only receiving occasional construction requests. Subdivision platting trends also verify these conclusions.

Overall, it is estimated that there will be a Countywide future market for more multi-family units, mobile homes, recreational homes, low-income housing, and additional single family homes. Also it is likely that there will be a market for upgrading existing single family homes and rental units.

CHAPTER FOUR ECONOMY

As a basis for the development of Cecil County's Comprehensive Plan, it is essential that the existing population and economic structure be evaluated so that existing favorable trends might be encouraged to continue and new potentials developed. The population and economic projections developed in this Chapter are fundamental to the growth policy projections made in subsequent Chapters.

POPULATION CHARACTERISTICS

The most important resource of any region is its population. In order to assess the potential of Cecil County's population, an analysis was undertaken of the existing population growth, density, distribution, age, sex ratio, educational level, and income level.

Growth. The population of Cecil County has increased in recent years, the decade between 1950 and 1960 realizing the greatest change. The deceleration in growth during the last decade is consistent with the decrease in Maryland and surrounding jurisdictions.

TABLE 4.1
POPULATION CHANGES IN ELKTON, CECIL COUNTY AND MARYLAND
1940 - 1970

YEAR	ELKTON		CECIL COUNTY		MARYLAND	
	POPULATION	% CHANGE	POPULATION	% CHANGE	POPULATION	% CHANGE
1940	3,518		26,407		1,821,244	
1950	5,245	+49.1	33,356	+26.3	2,343,001	+28.6
1960	5,989	+14.2	48,408	+45.1	3,100,689	+32.3
1970	5,362	-10.5	53,291	+10.1	3,922,399	+26.5

Source: U. S. Census Bureau

Table 4.2 shows the population growth in Cecil County from 1930 to 1970. Decreasing populations in the cities and towns indicate that these areas have not increased their boundaries to take in new growth. Much of the growth in the county has been concentrated around the existing small towns so that these figures do not present a true picture of what is happening. Decreases did, however, occur in and around Rising Sun, North East and Chesapeake City.

TABLE 4.2

POPULATION GROWTH 1930-1970
CECIL COUNTY, MARYLAND

	<u>1930</u>	<u>1940</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>	PERCENT CHANGE <u>1950-1960</u>	PERCENT CHANGE <u>1960-1970</u>
<u>TOTAL COUNTY</u>	25,827	26,407	33,356	48,408	53,291	+45.1%	+10.1%
<u>ELECTION DISTRICTS</u>							
1. CECILTON	1,994	2,182	2,208	2,515	2,658	+13.9%	+ 5.7%
2. CHESAPEAKE CITY	2,290	2,301	2,418	2,795	3,352	+15.6%	+19.9%
3. ELKTON	5,814	5,890	8,787	12,710	13,632	+44.6%	+ 7.3%
4. FAIR HILL	1,775	1,759	2,044	2,696	3,399	+31.9%	+26.1%
5. NORTH EAST	3,526	3,693	5,157	7,442	8,928	+44.3%	+20.0%
6. RISING SUN	2,532	2,562	3,064	4,318	4,993	+40.9%	+15.6%
7. PORT DEPOSIT	6,067	6,058	7,532	13,125	13,182	+74.3%	+ 0.4%
8. OAKWOOD	853	889	1,028	1,394	1,491	+35.6%	+ 7.0%
9. CALVERT	976	1,073	1,118	1,413	1,656	+26.4%	+17.2%
<u>CITY OR TOWN</u>							
BAINBRIDGE CENTER (U)	---	---	---	---	5,257	---	---
CECILTON	458	498	510	596	581	+16.9%	- 2.5%
CHARLESTOWN	286	307	551	711	721	+29.0%	+ 1.4%
CHESAPEAKE CITY	1,016	1,094	1,154	1,104	1,031	- 4.3%	- 6.6%
ELKTON	3,331	3,518	5,245	5,989	5,362	+14.2%	-10.5%
NORTH EAST	1,412	1,328	1,517	1,628	1,818	+ 7.3%	+11.7%
PERRYVILLE	704	729	679	674	2,091	- 0.7%	+210.2%
PORT DEPOSIT	963	883	1,139	953	906	-16.3%	- 5.0%
RISING SUN	565	529	668	824	956	+23.4%	+16.0%

(U) means unincorporated

Source: Maryland Department of State Planning, Maryland Population 1930-1970 by Election Districts, Cities and Towns, Baltimore, Md., August 1971, p. 36.

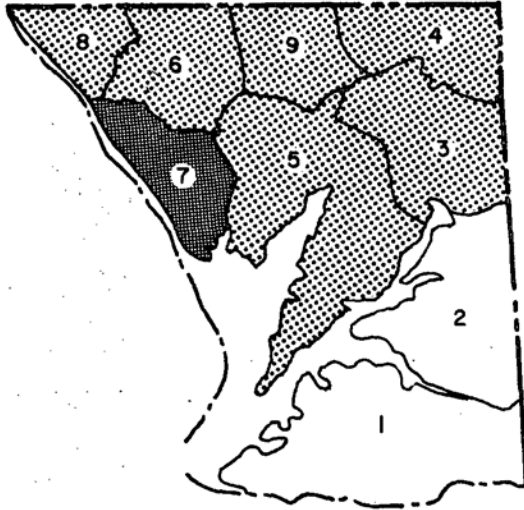
TABLE 4.3

POPULATION BY AGE GROUP AND SEX 1950-1970
CECIL COUNTY, MARYLAND

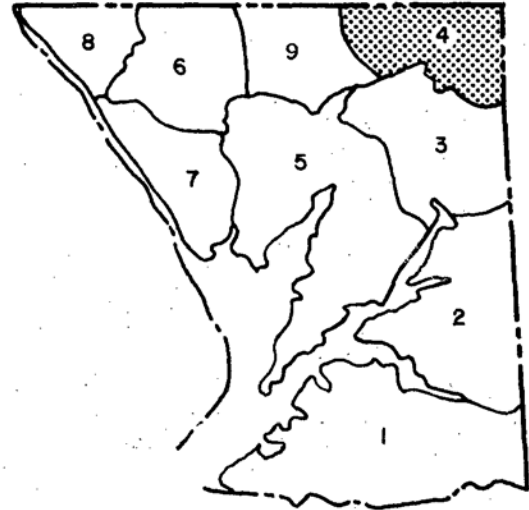
AGE GROUP	1950		1960		1970	
	NUMBER MALES	NUMBER FEMALES	NUMBER MALES	NUMBER FEMALES	NUMBER MALES	NUMBER FEMALES
Under 5	1,902	1,846	3,061	2,996	2,638	2,488
5 - 19	3,867	3,865	7,800	6,707	8,853	8,078
20 - 44	6,527	5,780	8,746	7,876	9,452	8,333
45 - 64	3,941	2,870	4,132	3,624	4,802	4,694
65 and over	<u>1,373</u>	<u>1,385</u>	<u>1,740</u>	<u>1,726</u>	<u>1,861</u>	<u>2,092</u>
TOTALS	17,610	15,746	25,479	22,929	27,606	25,685




AGE GROUP	1950		1960		1970	
	PERCENT MALES	PERCENT FEMALES	PERCENT MALES	PERCENT FEMALES	PERCENT MALES	PERCENT FEMALES
Under 5	11%	12%	12%	13%	10%	10%
5 - 19	22%	24%	31%	29%	32%	32%
20 - 44	37%	37%	34%	34%	34%	32%
45 - 64	22%	18%	16%	16%	17%	18%
65 and over	<u>8%</u>	<u>9%</u>	<u>7%</u>	<u>8%</u>	<u>7%</u>	<u>8%</u>
TOTALS	100%	100%	100%	100%	100%	100%

1950 - 1960

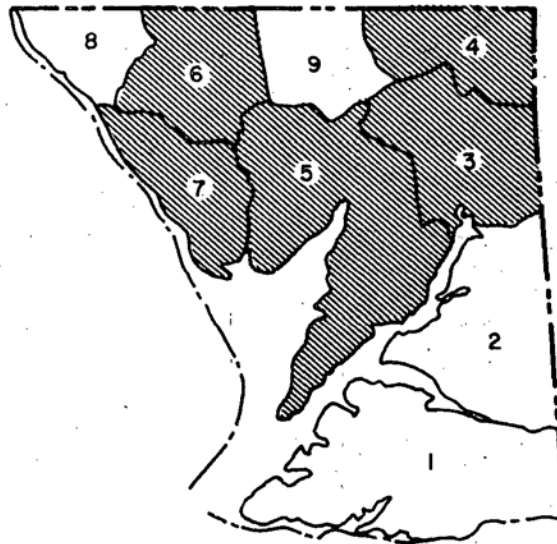




1960 - 1970



0.0% - 24.9% 
 25.0% - 49.9% 
 50.0% - 74.9% 

PERCENT POPULATION CHANGE 1950-1970



PERSONS PER SQUARE MILE
 0 - 99 
 100 - 499 

POPULATION DENSITY 1970

FIGURE 4-1

POPULATION TRENDS CECIL COUNTY, MD.

Source: Maryland Department of State Planning, *Maryland Population 1930-1970 by Election Districts, Cities and Towns*. Baltimore, Md., August 1971, pp. 34, 35.

Density. The population of Cecil County is concentrated along the I-95 and U.S. 40 corridor with the greatest concentration in the Elkton area. Figure 4.1 illustrates the density spread over the County with the farming districts of the north and the south quite obvious. The Cecilton Election District (E.D. #1) has the lowest density in the County with 37.5 persons per square mile. The highest densities are in the Port Deposit and Elkton Districts (E.D.'s #7 and #3) with 488 and 328 persons per square mile respectively.

Distribution. The present population tends to congregate along the main transportation spines of U.S. 40 and U.S. 1, at the intersections of I-95 and in and around the small towns. In addition to the major growth nodes around Elkton and the Perryville-Port Deposit area, there are smaller nodes around Rising Sun, Port Deposit, Chesapeake City and Cecilton. There is also substantial development along the waterfront areas of the County, particularly along the Susquehanna, Northeast and Elk Rivers and along the Chesapeake Bay.

Race. Minority races account for 5.2% (compared to 18.5% for Maryland) of the total population, of which Blacks comprise 90% of the minority races represented.

Age and Sex. Table 4.3 shows the distribution of sexes by age group in Cecil County. The County has a high fertility ratio of 410, substantially exceeding the Maryland ratio of 351. Fertility ratios indicate the number of children under 5 years per 1000 women aged 15 to 49 years. The table also indicates that since 1950 the ratio of males to females has remained essentially the same. The population is tending to be younger with substantial gains in the 5-19 age group. The high percentage of individuals in the 20-44 age group would indicate a strong potential for growth.

Household Characteristics. Table 4.4 indicates the age and household characteristics of the population by election district. It can be seen, that the more developed the district is, i.e., the more dense, the lower the median age. Those districts that are predominately rural in character have a higher percentage of persons over age 65.

TABLE 4.4

AGE AND HOUSEHOLD CHARACTERISTICS BY ELECTION DISTRICT
1970

District	Tot. Pop.	Med. Age	% under 18	% over 65	Total Households
1	2,558	30	34.8	12.4	809
2	3,352	28.9	36.7	9.9	1,008
3	13,632	25.5	38.8	7.5	3,914
4	3,399	26.2	40.8	6.4	916
5	8,928	24.9	39.4	7.1	2,583
6	4,993	25.9	37.7	6.8	1,464
7	13,182	22.6	28.4	5.8	2,714
8	1,491	25.5	39.6	8.1	409
9	1,656	27.7	37.4	11.9	425

Educational Level. The median educational level in Cecil County is somewhat lower than the state average. See Table 4.5. The number of persons completing high school is increasing, however, and new educational programs should help to provide additional stimulus. Only 13% of the population has gone on to the college level.

Income Level. Although the income level of Cecil County residents has been increasing, their net effective buying power falls behind State and National averages. The 1973 Sales Management Survey of Buying Power shows the per capita income of Cecil residents to be \$3,242 in 1972, compared with \$4,040 and \$3,779 for the State and U. S. respectively. The median household cash income was \$7644 compared with \$8,995 and \$8,605.

TABLE 4.5

YEARS OF SCHOOL COMPLETED BY ADULTS 25 YEARS OF AGE OR OLDER
CECIL COUNTY, MARYLAND

YEARS OF SCHOOL COMPLETED	1950		1960		1970	
	NUMBER ADULTS	PERCENT	NUMBER ADULTS	PERCENT	NUMBER ADULTS	PERCENT
No. School Years Completed	195	2%	285	1%	254	1%
Elementary: 1 to 4 years	1,655	9%	1,374	6%	1,084	4%
Elementary: 5 to 7 years	4,705	26%	5,139	21%	4,374	17%
Elementary: 8 years	2,325	12%	2,813	12%	2,736	10%
High School: 1 to 3 years	3,905	21%	5,392	22%	6,944	27%
High School: 4 years	2,185	12%	6,374	26%	7,445	28%
College: 1 to 3 years	790	4%	1,796	7%	1,739	7%
College: 4 years or more	630	3%	1,160	5%	1,606	6%
Not Reported	<u>2,060</u>	<u>11%</u>	<u>0</u>	<u>0%</u>	<u>0</u>	<u>0%</u>
TOTALS	18,450	100%	24,333	100%	26,182	100%
MEDIAN SCHOOL YRS. CECIL COUNTY	8.8 YRS.		10.4 YRS.		11.0 YRS.	
MEDIAN SCHOOL YRS. MARYLAND STATE	8.9 YRS.		10.4 YRS.		12.1 YRS.	

TABLE 4.6

HOUSEHOLD INCOME CHARACTERISTICS
1972

	CECIL	PERCENT HOUSEHOLDS MARYLAND	U.S.
\$ 0 - \$ 4,999	25.8	20.1	25.9
5,000 - 7,999	27.5	22.8	19.8
8,000 - 9,999	14.1	15.0	14.4
10,000 - 14,999	17.4	20.3	22.3
15,000 and over	15.2	21.8	17.6

POPULATION OUTLOOK

In order to quantify future population growth in the County to 1990 for the purposes of this Comprehensive Plan, a comparison of projections made by others was undertaken. The major projections for the various sources are given in Table 4.7.

By analyzing the six sources of past population projections together with the current population trends and acknowledging that the County residents have voted for a "controlled growth" policy alternative (explained in Chapter Six), and acknowledging that this Comprehensive Plan is advocating this growth objective for the County's development policy, a projected population of 78,000 for the year 1990 at a growth rate averaging 2.4% per year countywide has been accepted as the design population figures for this plan.

TABLE 4.7

COMPARATIVE POPULATION PROJECTIONS FOR
CECIL COUNTY, MARYLAND

<u>SOURCE</u>	<u>1975</u>	<u>1980</u>	<u>1990</u>	<u>2000</u>
Maryland State Department of Health and Mental Hygiene (1973)	53,800	54,100	----	----
Maryland State Department of Planning (1972)	----	59,000	64,000	70,000
Wilmington Metropolitan Areawide Planning Coordination Council (1973)	----	65,900	80,500	98,800
Cecil County Master Development Plan (1962)	----	75,000	----	----
Comprehensive Water and Sewer Plan for Cecil County, Maryland (1969)	----	87,000	107,600	135,700
Report of Economic Adjustment Program for Cecil County Maryland (1973)	----	72,400	----	----

LABOR SUPPLY

The County has a substantial labor force, increasing as a percent of the total population as the County becomes more urbanized. Government services, manufacturing, wholesale and retail trade and service industries form the economic base of the County along with mining and agriculture as predominant activities. Although there is currently a high percentage (17%) of government workers, this number may be lowered somewhat by the closing of the Bainbridge Naval Training Center. It is likely, however, that the approximately 800 civilian jobs attributable to the Center would be exchanged by jobs, provided by new uses of the Center property or by other employers moving into the immediate vicinity.

Historic labor force characteristics are indicated in Table 4.8.

TABLE 4.8
LABOR FORCE CHARACTERISTICS, 1950-1970
CECIL COUNTY, MARYLAND

	1950		1960		1970	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
Total persons						
14 years old and over	13,211	11,428	18,117	15,582	18,647	17,225
Labor Force	9,152	2,987	14,280	5,726	14,994	7,248
Percent of Total . .	69.3	26.1	78.8	36.7	80.4	42.1
Civilian Labor Force .	9,002	2,978	10,887	5,095	11,700	6,690
Employed	8,559	2,786	10,173	4,767	11,306	6,427
Unemployed	443	192	714	328	394	263
Percent of Employed .	5.2	6.9	7.0	6.9	3.5	3.9
Not in Labor Force . .	4,059	8,441	3,837	9,856	3,653	9,997
Percent of Total . .	30.7	73.9	21.1	63.3	19.6	58.0

Source: U. S. Census Bureau

The labor force statistics indicate a stable growth over the last 20 years, the total number of workers doubling in this period. The unemployment rate has remained low at a level consistent with nationwide averages.

TABLE 4.9
ANNUAL UNEMPLOYMENT RATES, 1969-1972
CECIL COUNTY, MARYLAND

<u>YEAR</u>	<u>RATE</u>
1969	4.1%
1970	5.2%
1971	5.3%
1972	5.8%

Additionally, the portion of the total population entering the labor force has increased indicative of the previously mentioned trends toward a younger population with a higher level of educational attainment. The Cecil County attainment level is lower than the Wilmington Standard Metropolitan Statistical Area and in Maryland as a whole. Employment, has been at the lower skill levels resulting in relatively lower wage rates.

In a sample of workers taken for the 1970 Census of the 21,206 total workers, approximately 13,926 or 66% worked in the County, 28% worked outside the County and 6% didn't report a place of work. This data is fairly consistent with similar data taken in 1960.

There is a potential labor force in the County which could provide inducement for new industry. This labor potential is shown in Table 4.10.

TABLE 4.10

ESTIMATED LABOR POTENTIAL
CECIL COUNTY, MARYLAND

AUGUST, 1973

Average annual active unemployment insurance claimants	1,048
Unemployed whose claims have expired	190
Unemployed who were not claimants for unemployment insurance	350
Underemployed who would shift from low paying or seasonal jobs	1,300
High school graduates expected to enter the labor force annually	500
Residents commuting to work outside the County but available to work in the County if comparable jobs were offered	3,000
Women not now in the labor force who would enter if jobs were offered	<u>200</u>
Estimated total potential	6,588

Source: Maryland Division of Economic Development

INDUSTRIES

The distribution of the labor force by industry is indicated in Table 4.11. It should be noted that 3,850 workers in 1970 were actually employed by government and may be represented in several industry categories.

Agriculture. There has been a decrease in recent years in the total land used for agricultural uses. Concurrently, there has been a trend toward fewer but larger farms. In 1964, there were 659 farms with an average size of 193 acres, but in 1969, there were 541 farms with an average size of 210 acres. Revenues from farm and dairy products have increased with dairy, poultry and livestock products accounting for over half of total revenues.

Field crops are the second most important farming enterprise with corn, soy beans, hay, wheat and barley the principle crops. The acreage in corn has decreased only slightly in the last 90 years, but the acreage in wheat has decreased approximately one-fourth. Soy bean production has increased as the price has made it more attractive to produce. Table 4.12 presents recent trends in field crop production.

TABLE 4.11

DISTRIBUTION OF EMPLOYMENT, 1950-1970
CECIL COUNTY, MARYLAND

INDUSTRY	1950		1960		1970	
	Total Employed	%	Total Employed	%	Total Employed	%
Manufacturing	2,516	22.2	4,543	30.4	5,694	32.1
Wholesale and Retail Trade	1,463	12.9	2,206	14.8	2,808	15.8
Service and Other	2,353	20.7	2,974	20.0	3,577	20.2
Construction	1,083	9.6	1,105	7.4	1,471	8.3
Transportation, Communications and Utilities	939	8.3	1,004	6.7	1,002	5.6
Finance, Insurance and Real Estate	221	1.9	275	1.8	371	2.1
Mining and Quarrying	24	0.2	65	0.4	87	0.5
Agriculture	1,841	16.2	1,197	8.0	1,111	6.3
Public Administration	712	6.3	1,231	8.2	1,612	9.1
Not Reported	193	1.7	340	2.3	0	0
TOTAL	11,345	100.0	14,940	100.0	17,733	100.0

Source: U. S. Census

There is likely to be a continuing demand for the concentration of dairy industries within the County due to the County's strategic location and accessibility to large metropolitan areas. The strength of these dairy enterprises will in turn promote the need for field crops for feed and therefore, the production of these commodities for market consumption. The land itself, however, puts a constraint on the expansion of these agricultural uses much beyond existing utilization. Since most prime agricultural land is already in production, expansion to soil types not as well suited for agricultural purposes requires increased production management uneconomical to develop for market commodities. Prime farm land is also being taken for urban uses further reducing the availability of land for agricultural uses. If this viable industry is to be maintained in Cecil County, growth will have to be directed and controlled to preserve agricultural land.

Manufacturing. While the number of those engaged in agricultural occupations has been decreasing, the number of manufacturing workers has been rapidly increasing. It is estimated that most laid-off farm workers are retrained for positions in industries moving to Cecil County. Since many of these agricultural workers are seasonal, greater stability in the job market should result.

TABLE 4.12

CROPS HARVESTED, 1964, 1969, 1973
CECIL COUNTY, MARYLAND

CROP	1964*		1969*		1973**	
	ACRES	YIELD (Bushels)	ACRES	YIELD (Bushels)	ACRES	YIELD (Bushels)
Corn	18,274	1,238,150	21,863	1,802,151	25,000	1,975,000
Wheat	6,035	218,645	5,422	251,683	6,000	198,000
Barley and other small grain	4,248	(NA)	3,628	(NA)	3,600	160,000
Hay	18,140	32,942 tons	12,002	32,236 tons	12,000	35,400 tons
Soy beans	4,098	59,665	5,746	172,970	16,200	454,000

* Source: 1969 Census of Agriculture, County Data

**Source: Maryland Crop Reporting Service, University of Maryland, Maryland Farm Statistics, 1974. Estimated data.

There is a wide variety of industry located in Cecil County, concentrated in and around Elkton and in the I-95 and U. S. 40 corridor. Fabrics, chemicals, electric equipment, fireworks and concrete are the predominant products produced, while boat construction and repair, wood and metal product fabricators and food and kindred products are major production activities.

Following is a representative sampling of the industries of Cecil County:

MAJOR EXISTING INDUSTRYMajor Employers, Products Manufactured and Number of Employees

Company	Product	Employment		
		Male	Female	Total
<u>Elkton</u>				
Akers Motor Line	Boat repairing	--	--	---
Bell Telephone Company	Power generation and distribution	--	4	4
C. & L. Printing Company	Commercial Printing Off-set and Letter press	4	1	5
Cecil Whig Publishing Co.	Weekly newspaper	6	3	9
Central Printing & Office Supply Company	Commercial printing and office supplies	3	--	3

Major Employers, Products Manufactured and Number of Employees (Continued)

Company	Product	Employment		Total
		Male	Female	
Chemical & Engineering Associate	Dyes, platisols, resin emulsions, vitamins, detergents, textile chemical specialties & adhesives	5	2	7
Conowingo Power Company	Power Generation & distribution	80	10	90
Colonial Metals	Fabrication	11	13	24
D & L Products Corp.	Mixed concrete	18	1	19
Davis Concrete Co., Inc.	Mixed concrete	20	2	22
Di Bouis Enterprise	Camping trailer Manuf.	--	--	---*
East Coast Pallet Corp.	Pallets & skids	16	1	17
Edwards Concrete Pipe Co.	Concrete well rings, septic tanks & misc. concrete products	7	--	7
Elkton Fashion Industries	Men's suit coats	10	200	210
Galaxy Chemicals, Inc.	Custom distilling & organic solvent mixtures	10	2	12
General Cable Corporation	Power, control, shipboard and RG cable, cable-in-conduit	--	--	375
General Tire Motor Co.	Tire recapping	16	1	17
W. L. Gore & Associates	Yarn & Cloth manuf.	69	28	97
Keystone Fireworks Mfg. Co., Inc.	Fireworks	14	12	26
Kimball-Tremeno	Laboratory Equipment	27	47	74
Landenberger, J. W., & Co.	Footlets	4	106	110
Maryland Materials, Inc.	Crushed road, riprap & Jetty stone	35	--	35
Nanette Mfg. Co., Inc.	Infants' and Childrens' wear	4	129	133
New Jersey Fireworks Mfg. Co., Inc.	Fireworks	30	60	90

Major Employers, Products Manufactured and Number of Employees (Continued)

Company	Product	Employment		Total
		Male	Female	
Plasticoid Co., Inc.	Baby nipples, bottle stoppers & dropper bulbs	80	66	146
The RMR Corporation	Fractional HP electric motors	145	410	555
Safeguard Industries	Automotive Parts remanufacturing	---*	---*	---*
Schult Mobile Homes Corp.	Mobile homes	144	6	150
Thiokol Chemical Corp.	Solid propellant rocket motors	--	--	650
Trojan Boat Company	Inboard boats	75	--	75
<u>Georgetown</u>				
Sassafras Boat Company	Yacht repair	23	5	28
<u>North East</u>				
Bay View Machine, Inc.	Custom machinery & job shop	27	24	51
Day Basket Factory	Harwood hoops & boat timbers; oak & rattan handwoven baskets	9	1	10
Elkton Sparkler Co., Inc.	Fireworks-sparklers	19	30	49
Harbison-Walker Refractories Co.	Silica refractories	47	1	48
Mason Dixon Sand & Gravel Co.	Sand & gravel	8	--	8
McDaniel Yacht Basin, Inc.	Ship repairs, boats & marine products	33	3	36
Tidewater Timber Co., Inc.	Logging	6	1	7
Tri-State Transit Company	Special Commodity Hauling	23	83	106
<u>Perryville</u>				
Firestone Plastic Company	Polyvinyl chloride resins, compounds & latices	84	6	90
Mason Dixon Sand & Gravel Co.	Sand & gravel	15	--	15

Major Employers, Products Manufactured and Number of Employees (Continued)

Company	Products	Employment		
		Male	Female	Total
<u>Port Deposit</u>				
Mt. Ararat Farms	Milk & dairy products	42	3	45
Wiley Mfg. Company	Steel fabrication incl. hatch covers, dredges, self-propelled vessels & barges	479	12	491
<u>Rising Sun</u>				
Shallcross, H. E., & Son	Pork & Beef products	14-17	5-8	19-25

Source: Community Economic Inventory, Maryland Division of Economic Development, May, 1971.

* Data unavailable

The mining of sand and gravel and particularly the mining of crushed granite was stimulated by the active highway construction program during the building of I-95 and its many feeder roads. Since this activity has decreased, these operations have reduced their output volume.

Several other minerals are extracted in the County including dimension granite, crushed quartzite, plastic fire clay, white clay and a small quantity of williamsite. According to the Maryland Geological Survey, the total value of all mineral production in the County is over six and a half million dollars.

Wholesale and Retail Trade. Wholesale and retail trade activities have not kept pace with population growth. County residents must rely on centers outside the County for major purchases, particularly to Wilmington to the northeast and Baltimore to the south.

Transportation. Transportation related activities remain a stable force in the County since the County is traversed by all the major transportation arteries of the northeast. In addition to the major highways, I-95, U.S. 40, and U.S. 1, the County is also crossed by major railroad systems including, Penn Central, Chesapeake and Ohio/Baltimore and Ohio Railroads and Amtrak. Although most passenger service is available only at Wilmington, extensive freight service is available within the County.

Truck service is also extensive from the County with 30 motor freight carriers, two with terminal facilities in Elkton.

Bus service is available from Elkton, Perryville and Rising Sun, and airport service is available at the Greater Wilmington Airport, 15 miles east of Elkton.

Cecil County staddles the Chesapeake and Delaware Canal, a major link in the inland water route connecting the Chesapeake Bay to the Delaware River and the Atlantic Ocean. An anchorage basin exists at Chesapeake City and harbor facilities for small ships exist at Perryville. The deepening and widening of the Chesapeake and Delaware Canal should increase the amount of water traffic at the head of the Bay and may stimulate industrial development in this region in the area around Chesapeake City. Growth patterns in this area will have to be strictly controlled, however, since this is an area of prime historic value.

Transportation facilities serving the sand and gravel industries will have to be considered for future development policy. These two industries developed during the recent road building program of I-95 and other primary routes, but the highway construction is nearly completed, so new markets must be found if these two industries are to continue.

Public Administration/Government. The number of persons employed by government agencies has been increasing since 1950, with the period 1960-1970 realizing the greatest gain. Government and military activities have been and will continue to be a major influence on the County's economic stability. Although the Bainbridge Naval Training Center will be closed, plans are presently being formulated to utilize these facilities to the economic benefit of the County.

Other Employment. Other employment activities have not been exploited to their potential in the County. The County can have a viable economic base supported by tourism, recreation, and second-homes. For example, sport fishermen are attracted to the water resources around Cecil County so they go to the County for boat maintenance, food, fuel, docking facilities, and sleeping accommodations. The tourist industry is growing and it has great potential if a quality environment can be maintained with the pressures of increasing growth.

ECONOMIC OUTLOOK

All indications are that Cecil County's economic prospects are favorable but still undeveloped. The County has inducements to attract industry since the previous Comprehensive Plan was adopted in 1962.

The County can exempt manufacturing and warehousing inventories from local taxation and it is empowered to exempt manufacturing plants and equipment from taxation for up to ten years if this should prove desirable to attract potential employers to the County. Industrial projects within the County are eligible for benefits under the Federal program of economic development provided for in the Public Works and Economic Development Act of 1965. Several municipalities within the County now have water and sewer facilities and more are planned in the future. Sufficient ground water, electricity, and gas are available to potential industries in the County. While the work force's average educational level is increasing somewhat each year, the median educational level is still rather low so industries would have a large pool of semiskilled or unskilled labor to draw upon when this type of labor is sought. Improvements have been made in the transportation network, the important north-south linkage to Washington, New York and points west. Within just one day's drive, about a third of the population of the United States can be reached (approximately 63,293,700). This means a tremendous overnight trucking area and market potential for any future industries who might locate in Cecil County.

A dozen new industrial sites have been proposed in the County almost all with utilities and highway and rail facilities available. All of the sites are relatively level and are located near or in existing population centers.

Economic Projections. A forecast of the economic viability of the County can be made from the population projections previously made. Although the complexion of government activities will be changing, particularly with regard to the Bainbridge site, government will continue to play a strong role in the County's economic stability. Of particular importance will be the growth of the County government itself as well as the Federal activities at Bainbridge, Aberdeen, Dover and the VA Hospital at Perryville.

Agriculture will probably remain at current production levels, however, the value of agricultural products will probably increase. Construction, manufacturing, extraction industries will probably increase as the population becomes more urbanized. The increasing educational level will help industrial development if promotion in the County is backed up by adequate community facilities. Transportation and utility services will probably increase proportional to population growth since the infrastructure is already established. Wholesale and retail trade along with service activities should increase substantially as the population base is increased and if development policies are established to direct and concentrate growth. If a scattered growth policy is followed, these activities may follow existing patterns with major activity outside the County.

It is also forecasted that although out-commuting will continue at approximately the same magnitude as current out-commuting the proportion to the total population should decrease as more job opportunities are developed within the County.

Based on the population projections presented earlier and incorporating the above assumptions concerning economic trends; the following forecast is made for Cecil County.

TABLE 4.13
ECONOMIC FORECAST
1990
CECIL COUNTY, MARYLAND

Population	78,000
Labor Force	32,000 to 34,000
Number Commuting to	
Work outside the County	6,200 to 9,000
Jobs Required in County	25,000 to 27,000

The forecast above is indicative of the increasing population (2.4% average increase per year, 1974 to 1990), a younger more skilled work force and increasing job opportunities with Cecil County. With the willingness of the citizenry and government to promote economic development, the future stability of the County's economic base seems assured.

Overall Economic Development Plan (O.E.D.P.). Under the guidance of County staff, the Cecil County Economic Development Task Froce is preparing an Overall Economic Development Plan (O.E.D.P.). This document, when completed and approved by the Economic Development Administration (EDA), will make the County eligible for funding to implement projects recommended to improve the economic climate.

The Overall Economic Development Plan will be subject to periodic reviews to evaluate its effectiveness and its progress. This responsibility will fall on the Task Force in coordination with the Cecil County Economic Development Commission; both of these organizations are involved with other agencies and follow through of active programs involving full participation of these agencies, County organizations, and local communities.

CHAPTER FIVE

OBSERVATIONS & COMMENTS

Chapter Five summarizes the major points made in the preceeding four chapters so that any perceived problems might be investigated in future years. In order for the Comprehensive Plan to have practical realization, the issues presented herein will need to be reassessed yearly so that new problems may be met and goals established for accomplishing solutions.

ENVIRONMENTAL ASSESSMENT

ISSUE: Cecil County's greatest single asset is the attractiveness of its landscape, climate, and waterfront. The abundance of natural resources in the County has created a false security among many of the residents who are inclined to ignore the possibility of desecration of those features which they enjoy most. As the County faces increasing urbanization pressures the natural resources must be restored, preserved and managed with increasing discretion or they will be lost. The issue, then, is how to plan for their use or conservation, as appropriate, both new and in the future.

OBSERVATION

The 1962 General Plan and its implementation techniques do not provide adequate management of recreational and open space lands in the County.

COMMENT

The County should initiate and implement a suitable Open Space and Recreation Plan. The Plan should identify goals for both public and private recreational development and establish high performance and design standards for same. Open space acquisitions and developments should be based on coordinated efforts between agencies having an impact on the programs of the County.

During the summer the waterways are saturated by boats. In the deer season excessive trespassing complaints are common. Many property owners, especially those owning waterfront property, are harassed by persons seeking various forms of recreation because there is insufficient publicly sponsored recreational and open space areas.

As stated above, the County should initiate and implement a viable Open Space and Recreation Plan to address these problems. The Plan should contain recommendations of what land should be purchased in the public interest for improved and unimproved recreational purposes.

There is current and future danger of development utilizing land better retained for environmental preservation. Directing growth to land more suitable for development reduces both the cost of development and the cost of public services. Such a policy also increases the environmental quality of the County.

Three actions may help in this area: first, the Comprehensive Plan objectives and plans for implementation should be carried out. Second, the County Planning Commission and Board of Appeals should be given discretion in development decision-making so as to limit, control, alter, or even stop proposals which run counter to the intent of the Comprehensive Plan. Third, citizen protest will be important in influencing and encouraging growth to locate on land more suitable to support development.

OBSERVATION

COMMENT

Existing governmental regulatory measures and development programs are presently insufficient to assure the protection of the County's "natural areas".

The County needs to develop programs sufficient to assure the protection of its "natural areas" and should coordinate its natural areas conservation efforts with all interested organizations.

There are a few rare endangered plant species in Cecil County with the most critical being wild celery, a major food component for wild ducks. While the marshes and wetlands constitute only a small portion of the land of the County, they are extremely important to the Bay ecology and to the migratory patterns in the Eastern Flyway of North America.

In accordance with the goals and objective of the Comprehensive Plan, all habitable development should be prohibited on 50 year floodplains, and limitations shall be placed on the type and amount of development which shall occur on the 100 year floodplains. The marshes and wetlands should be conserved. A more detailed "Critical Areas" study should be undertaken to research the details of the affected areas of the County.

The County has numerous peninsulas and inlets, and is surrounded by water on almost three sides. Therefore, the County experiences intense shoreline erosion. Due to misuse, some inland areas are also experiencing severe erosion.

Erosion is a serious problem in the County and there are no suitable remedies to the problem at present. Regulatory measures need to be established in conjunction with State legislation, particularly with regard to shoreline protection. Inland soil erosion must be thwarted through proper development controls, ecological land use practices, and enforcement of erosion regulations.

Water pollution is increasing and it threatens the seafood and tourist industries.

There is potential for devastating pollution and "death" to the waterways. More stringent regulations must be developed and enforced to control existing pollution sources as well as preclude the possibility of future development having an adverse effect on the environment.

Throughout the County there are many instances of junk, litter, abandoned autos, and other solid wastes which are a visual blight on the landscape.

The environmental impact of solid waste disposal should be minimized by the provision of rigorous ordinances controlling open air burning, dumping and improper burial of solid waste. The County should maintain active programs of landfill usage and pick-up of abandoned solid waste.

LAND USE

ISSUE: In the past, Cecil County has had an agricultural and rural character. With increasing urban pressures from the Newark-Baltimore regions, urban manifestations (such as strip commercial development along highways and piecemeal subdivisions) have occurred. To prevent furtherance of this condition, the County must determine its attitude toward future growth and then establish policies to effect the kind of growth that residents want to encourage.

OBSERVATION

COMMENT

The majority of the County is in agricultural, woodland, or vacant land use. Only a small portion of the total is developed, therefore development pressures are increasing each year.

There are social costs and benefits associated with transforming rural land into an urban environment. Part of the burden of the transition is borne by government and institutions and the rest by individual citizens. It is up to the affected citizens to determine what the public policy will be about growth.

OBSERVATION

COMMENT

The County is at the head of the Chesapeake Bay. It is drained by the Susquehanna River, Principio Creek, North East Creek, Elk Creek, Bohemia River and the Sassafras River. The Bay and these rivers and creeks give the County some of its most scenic development sites. There are existing and future dangers to public health and the ecosystem along the waterfront due to misuse of the waterfront land.

The citizens will need to decide if they wish to encourage further growth along the waterfronts, knowing that further development may cause severe irreversible environmental damage. The citizens will also need to decide if they would prefer to encourage growth around the already built-up urban areas, such as Elkton, North East, the Perryville-Bainbride-Port Deposit areas and the Rising Sun area.

Large tracts of land have been optioned for purchase by development firms, and other large parcels have been recorded for development. The 1970 census shows that some localities are experiencing rapid growth while others are declining.

There is an excellent opportunity to channel future growth pressures into planned growth areas. Areas experiencing the most recent development pressures have been around Elkton, North East, Perryville, the Appleton area, and Rising Sun, in the descending order.

Certain areas of the County are poorly drained and/or highly dissected. Soil conditions in some places preclude intensive use with individual septic tanks and wells; municipal water and sewer services will have to be installed for some areas to be developed. Other areas should be completely closed to development due to the soil conditions.

Use of the County Water and Sewerage Plan will mean that future water and sewerage servicing priorities will be coordinated to serve the proposed development areas of this Comprehensive Plan.

Because of the dispersal and low density of development throughout the County, it is expensive and in many cases, not feasible, to provide adequate public facilities.

Future growth should be encouraged in "nodes" or planned "growth areas" of building concentration for greater efficiency in servicing and for preservation of the countryside. Areas of greatest building activity should augment existing service centers.

Residential uses occupy the greatest portion of the developed land in the County. While this trend is a normal phenomena, there is a problem when residential development is not accompanied by an appropriate amount of supporting land uses. In Cecil, the development "mix" is unbalanced at present.

A policy of orderly development of residences with supporting commercial, industrial and public quasi-public uses must be established. Subdivision regulations should be amended to provide for parkland, open space and other community services, as well as the mandatory installation of utilities.

Some new development along the major highways (particularly Route 40 between Elkton and North East) has been visually unattractive and has produced incompatible land use relationships and traffic safety hazards.

More stringent zoning controls should be exercised to prevent strip commercial enterprises from springing up along major highways. Commercial uses should occur in planning shopping areas just as industrial uses should be segregated into planned industrial (office) parks. The traffic hierarchy within the County should

OBSERVATION

COMMENT

be refined to reduce congestion and safety hazards.

Cecil County has more historically significant sites and structures than any other Maryland County. Only one of these sites is protected as a National Landmark Site and six others are protected by being listed on the National Historic Registry of the U. S. Department of the Interior. The many other sites and buildings are not permanently protected. If suitable conservation techniques are not instituted, these sites might be lost.

In Chapter Two, the Physical Features Map (Map 4) depicts pre-Revolutionary buildings and sites and later buildings of exceptional merit. It is hoped that these structures and sites can be processed immediately for the National Historic Registry. The Maryland Historic Trust and other interested citizen organizations must continue to identify, process, and obtain funding and conservation controls for other important sites. Establishment of an Historic District zoning provision would help in this endeavor.

Health facilities are located mainly in the Elkton area. With the exception of Union Hospital, these facilities do not have the resources to cope with a growing population. Provisions for mental illness are inadequate for in-patient hospitalization and transitional care for those not served by the Veterans Administration. The availability of nursing home beds is low in relation to the number of elderly citizens.

Development of satellite health care centers throughout the County should be encouraged, as should the provision of additional nursing home beds. The state has a plan for care and treatment of the mentally ill on the Upper Eastern Shore. Cecil County should seek to be included in that plan.

Family and social services (including foster care, counseling, emergency relief, day care, and residential facilities) are scattered among a number of public and private agencies. Total staff and resources are inadequate to cope with current demands.

Inter-action among all agencies providing family and social services should be encouraged to coordinate existing services and develop additional services.

One cable television station provides service to the Elkton and North East areas. Telephone service to the Rising Sun area is provided by a company different from the one supplying other County residents. This causes additional costs to many users.

The absence of county-wide facilities for cable television, and the lack of a common telephone system, inhibit the free flow of communication. Plans to remedy this situation should be sought.

Three of the post offices located in the County provide city delivery. All others require customers to call at the office for their mail. Therefore, a large portion of the County residents are without direct mail delivery.

Efforts should be made to bring direct mail delivery to all communities meeting the minimum U. S. requirements for direct delivery.

OBSERVATION

The Cecil County Jail is a 100 year old structure which was modified in 1935. It has a capacity for 70 adult prisoners.

COMMENT

Provision for adequate jail facilities for juvenile and adult offenders should be made in the very near future.

HOUSING

ISSUE: How to provide a standard housing unit for every family.

OBSERVATION

Each year the number of mobile homes increases which indicates either: a) this type of housing life style is appealing to increasing numbers of people, b) moderate to low income families cannot afford any other type of housing unit, c) there is a lack of multi-unit housing choices so people live in mobile homes by default, or d) the County is becoming more suburbanized and one manifestation of urbanization is mobility as exemplified in mobile home ownership.

COMMENT

It is likely that all four explanations of why there are more mobile homes in Cecil County are true. The County should encourage more multi-unit housing, particularly in areas with community water and sewerage service. At the same time more stringent site review procedures should be instituted to insure that mobile home parks are made more attractive.

The average Cecil family resides in a moderately priced single family home.

There is a demand for more variety in the housing stock and this demand will probably increase in the future.

The majority of the housing units in the County are served by on-site wells and on-site sewage disposal. Countywide, there are a number of units lacking standard plumbing facilities.

These conditions can be limited by the imposition of regulations defining the porosity of soil required to support on-site sewage. Only a few areas might then qualify and development could be carefully regulated. Future development should be in areas with community water and sewerage systems which will control the placement, density and timing of land that is developed.

There is a great need for low income housing facilities in the County because of the large number of families with incomes lower than state and national averages. Substandard to dilapidated housing units are particularly more prevalent among the County's minority families.

The County has two local Housing Authorities, one at Elkton and the other at Port Deposit. The County should establish its own Housing Authority for assisting residents who live in unincorporated areas of the County. Priority should be given to the establishment of a housing code.

The only housing facility designed for the elderly is located in Elkton.

Barrier free housing units should be developed in several locations as should one or more sheltered facilities for senior citizens.

ECONOMY

ISSUE: How to increase the standard of living in the County while at the same time accommodating an influx of population.

OBSERVATION

Among the existing population there is a sizeable number of elderly families (retired persons) with special needs. If in the future a quality environment can be maintained and reasonably priced housing can be obtained, it is likely that even more senior citizens may choose to live in Cecil County.

COMMENT

While aged persons present special needs to be fulfilled, they also can be an asset to the County's fiscal position. The aged citizens do not require school facilities which is the principal fiscal strain a housing unit imposes on the County. Enclaves of senior citizens can help to average out the cost of public services. Senior citizens do not require jobs in the same way the younger members of the population do; they frequently have time to participate in volunteer causes and attend cultural events. They can set an example for younger generations and they have skills of benefit to a developing population.

Compared to state and national median income standards, many households in Cecil County have minimal income, i.e., fall below the poverty income level. Even those above the poverty income level, still average lower incomes than the state and national trend. The percentage of Blacks in the lower income categories is proportionately higher than the corresponding percentage of Whites in this group.

Economic development programs are needed in the region. Income inequities are severe in the County and this is a current and future problem of significance.

The County's labor force suffers to some degree because of a low educational level and a shortage of trained and skilled workers. Up to now the agricultural industry has been able to employ many of the unskilled laborers. But changes in agricultural technology have produced a trend towards larger and fewer farms which has created a surplus of unskilled labor.

In the past, some new industries have located in the County and have not had enough job applicants to fill the vacancies. At the same time those with higher skill levels frequently have commuted out of the County for their employment, to the Newark-Wilmington area or to the Baltimore-Washington area. The County needs a sound economic development program with proposals on how to retrain labor so that unemployed farm laborers may obtain gainful employment in other industries. The program should study the cause and effect relationships of out-migration of the young labor force age group as well as evaluate the implications of out-commuting patterns within the County.

Cecil County has a rather small industrial base, relative to the size of its population. At present there is no deliberate mechanism by which industrial promotion occurs so that

An evaluation should be made of how to attract selected industries while still retaining the County's important asset of simply being a nice place to live. Industrial promotion must be tailored

OBSERVATION

industrial installations and job expansions occur usually by chance.

COMMENT

to fit the ability of the County to provide the necessary services, labor and housing. Selection of industrial sites should be based on the land use capability of any site to support the proposed use.

The Bainbridge Naval Training Center is now closed. Its future re-use is still being decided.

A sound program should be developed and carried out to turn the Bainbridge Base closing into an economic asset for the County.

Most new single family residential developments do not produce sufficient revenues to offset the cost of public services.

Suggestions for future improvement of this situation: a) in general, all residents except high-rise apartments represent a fiscal drain on the County. For a better financial position, the County might encourage more units which are not single family homes and increase the density in selected locations so that tax revenues per acre would be higher and the cost of services per capita could be reduced. The Zoning Ordinance would have to be adjusted to satisfy this objective. b) New in-migrants are tending to have higher per capita incomes and are buying higher priced homes than the existing residents in the County. Thus there is hope for higher property and personal income taxes in the future, if this trend continues. c) Developers of large subdivisions should be required to finance and construct more of their required community facilities so as to ease the fiscal burden of the County. d) Commercial and industrial land uses generate excess revenues for the amount of public services they require. The County should encourage a balance of development within designated growth areas to offset the large amount of residential construction that now exists and will occur in the future.

There are a large number of boats moored in Cecil County from which no direct revenue is received.

Avenues of possible revenue sources should be explored.

CHAPTER SIX

GOALS AND OBJECTIVES

The purpose of this Chapter is to report the outcome of local resident's responses to background studies which identified major issues and future growth alternatives in Cecil County. A summarization of their responses was used to prepare a statement of goals and objectives. The goals and objectives have been used as the basis for the General Plan.

A review of the Comprehensive Plan in late 1976 finds the description of Alternatives for Future Growth and Citizen Participation still valid.

ALTERNATIVES FOR FUTURE GROWTH

The central and northeastern portions of Cecil County have gradually become less rural and more suburbanized, and development has been particularly heavy along the waterfront. There are those who have observed this transition and they point to the undesirability of development, to the inevitable pollution of the waterways, to the fiscal burdens local governments are being forced to bear, and to the loss of scenic rural countryside to the developer's bulldozer. On the other extreme there are the pro-expansionists who think developer interests should be given supreme decision making powers to use the land and resources as they see fit. Most Cecil County residents would seem to fall somewhere between these two extreme viewpoints.

The following five basic growth alternatives fall between the two aforementioned extreme viewpoints. These alternatives were presented to the citizens to stimulate debate because it had to be recognized that growth is bound to occur due to the geographic position of the County relative to the Baltimore-Wilmington metropolitan areas, but that growth can be accelerated or decelerated by specific public and private policy decisions. But such policies can only become instituted if they are enacted at the correct time and by the proper governing body.

1. "Slow Growth" Alternative. "Slow growth" means as close to a status quo situation as can be achieved. This alternative would reflect the sentiments of those who believe the County should stay exactly the way it is. The implications of "slow growth" must be understood. Of all the alternatives listed below, "slow growth" would have the greatest positive effect on the natural resources and pollution conditions of the County. This would be quite favorable to the aesthetics of the countryside. If a power plant were to be located at Bainbridge, the County tax picture would remain favorable under this alternative, and government services would be able to catch up with the demand. But the greatest negative aspect of "slow growth" would be on the economy and the level of business and personal services provided to County residents. Zero growth is impossible, and in reality, the "slow growth" alternative would represent in all probability an increase of approximately one percent per year. This would mean that by 1990, despite all efforts to discourage growth, the County's population would still grow to approximately 64,000 persons.

2. "Moderate Growth" Alternative. The "moderate growth" alternative implies the adoption of measures to cool down the land speculation and mounting development pressures. It reflects somewhat less than the growth rate of the past or approximately 1.4 percent per year. That is, by 1990, the County population would likely approach 69,000. "Moderate growth" should have a more favorable effect on the economy and the provision of business and personal services than the "slow growth" alternative, but the effect on natural resources and pollution would likely be less positive than with the "slow growth" alternative. The tax picture could remain favorable, however, and convenience and government services should be higher than "slow growth" as expansion of the level of service could occur at a controlled rate.

3. "Trend Growth" Alternative. This alternative would represent a continuation of the existing growth trend, probably reaching a level of approximately 2.0 percent per year or approximately 75,000 people by 1990. In essence, "trend" would represent no encouragement of growth on the part of the County but simply allowing events which are currently emerging to run their course. Such a rate of growth would have more favorable effects on the economy, business and personal services than the two previous alternatives, but it might also have greater negative effects on the aesthetics, natural resources, pollution, and level of convenience in the County if development is not managed properly. Without a vigorous economic policy, it is also possible that the County's tax picture would be less favorable and government services would suffer as the County became more of a bedroom community.

4. "Controlled Growth" Alternative. The "controlled growth" policy represents a continuation of an increasing growth rate, probably reaching a level of 2.4 percent per year or approximately 78,000 people by the year 1990. Such a rate of growth should have a favorable effect on the provision of business and personal services if the economy of the County expands according to a well conceived plan. Since this policy would not mean a literal open-door approach to development but rather a selective approach to the location and type of development occurring in the future, the County should have control over the preservation of its natural resources and rural aesthetic qualities.

5. "Chaos" Alternative. The "chaos" alternative would be reflective of an open door policy for development. No effort would be made to control the amount, type or location of development and the County would either assume the burden of providing services or let developers provide their own, such as it might be. Under this alternative, a growth rate averaging anywhere from .8 percent per year to 5.0 percent per year or more, depending on market conditions, is possible. This would produce anywhere from 61,000 to 90,000 persons by 1990.

The effect on the economy would be great or disastrous, but the biggest beneficiary would be the land speculator, if market conditions are right. The aesthetics, natural resources, pollution, convenience, government services and taxes would suffer. Clearly this represents the antithesis of planning.

CITIZEN PARTICIPATION

Three methods were used to assess which of the five alternatives the County should select as its policy: direct group contacts, opinion surveys, and media coverage and exchange.

Direct Group Contact. Direct contact was made with representatives of the League of Women Voters and with all members of the County's Citizens Advisory Committee. Meetings were held with members of Cecil County's Planning Commission and Planning Department staff, the Board of County Commissioners, the Elkton Housing Authority, the Port Deposit Housing Authority, the County Department of Public Works, the County School Board, the Department of Social Services in Elkton, Mayors of the incorporated towns, and with other consultants engaged in County projects. In addition, meetings were held with contiguous counties and with the regional planning agency, the Wilmington Metropolitan Area-wide Planning Coordination Council (WILMAPCO). Many state departments and agencies were consulted, including but not limited to: the State Department of Planning, the Department of Health and Mental Hygiene, the Department of Natural Resources, the Maryland Environmental Service, the Water Resources Administration, and the Department of Community and Economic Development. Federal departments and agencies contacted included the Department of Housing and Urban Development, the U. S. Census Bureau,

the Army Corps of Engineers, the Department of Agriculture, and the Environmental Protection Agency. Important meetings were also held with the Nature Conservancy and the Smithsonian Institution's Center for Natural Areas.

Opinion Surveys. In order for the Goals and Objectives to be truly reflective of the needs and desires of County residents, maximum involvement of Cecil Countians in their formulation is necessary. For this reason, a Citizens Advisory Committee was established which included representatives from all election districts, both sexes, differing occupation groups, races, and divergent personal views. A questionnaire was distributed to members of the Citizens Advisory Committee and throughout the County to elicit as much feedback as possible. The responses received are as far-reaching and diverse as are the people of Cecil County.

In general, Cecil County is a beautiful, predominately rural area confronted with change. Most citizens express the desire for plans and policies to cope with such change so that the County may retain its valuable resources and rural appeal.

"Cecil's biggest asset is her open space, waterfront, woodlands, etc., whether privately or publicly owned. We are faced with tremendous pressure to develop, but if we do we lose that asset. If we develop now, we can never regain our open spaces. So we should try to limit development and industrialization." -- Questionnaire Respondent

Farmlands, the Bay and rivers, and the historical flavor are seen as primary characteristics which should be retained. Uncontrolled growth should not be permitted, but the County should make the most of its potentials.

"This county has a special history and vast possibilities for utilization of natural resources. If something is not done soon, all will be lost. This county could be the most unique county in Maryland if something is done to preserve its character." -- Questionnaire Respondent

A split between old and new is perceived, but the County is generally pictured as a friendly, uncrowded place to live.

Nearly all respondents feel the County is growing either too fast or at just the right pace. All are opposed to random growth, and there is a fairly even split between those who feel that new growth should be "rural" in character and those who which both "urban" and "rural" growth. Growth should occur either in existing built-up areas or around existing communities. Growth should not occur in prime agricultural or forested areas and, according to many, it should be discouraged from most waterfront areas. The consensus favors the planned "controlled growth" alternative.

Agriculture is perceived to be the County's most important industry. Also significant are tourism, manufacturing, retailing and seafood. Both an expansion of existing industries and attraction of new industries is generally desired. Consensus is for clean, well planned industries, especially in the form of industrial parks; business should be permitted only in concentrated, well controlled locations. Tax incentives are proposed by many as a means of preserving agricultural lands, and tourism is suggested as an industry which offers promise for the County.

Single family housing is seen as the most important housing type in the County, with garden apartments and townhouses representing secondary choices for many. This is to be expected, since nearly all respondents are presently oriented toward single family living, and such a bias in the questionnaire should be taken into account. On the other hand, much interest was expressed in the provision of a wide range of housing prices and rents, including the low end of market value housing and a certain amount of subsidized housing to meet the needs of the current population. Most felt that well planned and controlled second home developments were desirable. A wide range of thinking was expressed concerning minimum lot sizes in built up areas (5,000 square feet to one acre) and in rural areas (one-half acre to 15 acres); the mean was approximately 12,000 square feet for the former, and 3 acres for the latter.

Public facilities were ranked in order of importance as follows: (1) Schools, (2) Utilities, (3) Fire Protection, (4) Police Protection, (5) Health Care and Medical Facilities, (6) Roads, (7) Recreation, (8) Libraries and (9) Cultural Facilities.

Overall, the need for greater funding of public facilities was expressed. But, in some areas, community services were considered by many to be at acceptable or high levels, especially fire protection, police protection and medical facilities. Much sentiment was expressed in favor of continuing a high level of maintenance of existing County roads while not launching into new road building projects which would stimulate development. Utilities are seen as necessary to provide a clean environment, and they should be provided in relation to where urbanization exists or is desired. The emphasis in school planning should be on the programs, while more recreational facilities are seen as being needed. The need for branch libraries and clinical facilities was expressed by some respondents. Among the needs of minorities are housing, health care, and vocational programs.

There is widespread agreement that control needs to be exercised over the use and exploitation of the County's natural resources; the question is how much. The rivers and shorelines are seen as needing the most control, but use of the stream valleys and woodlands should also be limited or controlled. Some form of government regulatory control is felt by most to be needed in order to protect the natural resources.

Media Coverage. A third technique which was used to obtain citizen input into the planning process was media exposure in newspapers.

Citizens Committee on the Comprehensive Plan. In July 1976, the Board of County Commissioners passed a resolution establishing a Citizens Committee to serve as advisor to the Office of Planning and Economic Development. The initial task of the committee was set as a review of this Comprehensive Plan and recommendations for updating and revision. Strong emphasis was placed on achieving a membership which would provide broad coverage and representation of the various interests in the County. As of October 1976, there were 37 members representing organizations and 22 members acting as concerned citizens.

GOALS AND OBJECTIVES

The statement of Goals and Objectives is a reflection of the merging of both planner and citizen ideas. The basic purpose of a plan is to give us a means of deciding each day if what we are doing will lead us along the road we want to follow toward the future we wish to reach. To be most useful, a plan must describe that future and, where important, the routes to reach it.

This statement of goals and objectives will focus on four areas of concern, realizing that each depends on the other as we move into the future.

- I Growth and Development
- II Physical Environment
- III Social Environment
- IV Management

Overall Goals for Cecil County

- I. Growth and Development - Control of growth and development is necessary to guide the rate and location of growth in Cecil County, to encourage a prosperous economy, to provide opportunity for fulfillment of the aspirations of the populace, and to protect the physical environment. To these ends, provisions should be made for:
- A. A county policy directed at implementation of Alternative #4, Controlled Growth.
 - B. A land use plan which will require efficient use of land and high quality of site design through;
 - 1. Provision of flexible, enforceable development controls.
 - 2. Resistance to encroachment of development into prime agricultural areas.
 - 3. Limiting high density development to carefully designated areas contiguous to existing population centers and public facilities.
 - 4. Careful control of development in flood plains, critical areas, sensitive areas of waterfront or steep slopes, and historic sites.
 - 5. Limitation of access from residential, commercial, industrial and other development tracts so that ingress and egress is to roads and streets having capacity and alignments sufficient to protect public safety.
 - C. An economic development program which will identify sound business opportunities, appropriate sites, and necessary incentives to:
 - 1. Attract suitable enterprises to Cecil County.
 - 2. Capitalize on the availability of Bainbridge to provide an economic asset to the community.
 - 3. Broaden economic opportunity for local citizens consistent with the County's ability to provide services.
 - 4. Encourage use of public and private resources to foster the health of agricultural enterprises in the County.
- II. Physical Environment - The physical environment of Cecil County is attractive, unique, and endangered. Our generation inherited it in reasonably good condition. It is our generation's responsibility to pass it along in at least as good condition. It has gone downhill in our lifetimes because we have done some wrong things, or have stood idly by while wrong things were being done. We must stop doing wrong things by:
- A. Adopting a regional concept for sewage and waste water treatment to eliminate proliferation of waste water treatment plant point discharges.
 - B. Limiting high density development to areas served by existing or imminent treatment facilities.
 - C. Strict enforcement of sediment and erosion controls, including management of run-off pollution.
 - D. Encouragement of increased use of sound agricultural practices to reduce erosion and run-off.

- B. Limiting development in sensitive and critical areas.
- F. Close cooperation with all government agencies in protecting shorelines, wetlands, and waters of Cecil County as a means of restoring decent water quality.

III. Social Environment - The social environment of Cecil County reflects its semi-rural character, its presence in the highly industrialized New York-Washington corridor, and its endowment with an almost incredible variety of physical assets of hills, farms and water. The dominant current of feeling in the population is the desire to retain the basic values which have developed here, but with the awareness of threats of unsound development which imperil them. Assuming proper control of these threats, the social needs of the County would be served by:

- A. Maintenance of an adequately funded educational program to insure competent academic and vocational training at the secondary and community college level.
- B. Provision of adult education programs to offer training for new employment opportunities and personal enrichment, and special programs for the handicapped.
- C. Adoption of a County Housing Code to insure the safety, decency, and sanitation of dwellings.
- D. Adoption of a transportation program which will meet the needs of the population for mobility and access to facilities and opportunities.
- E. Identification, preservation, and restoration of historic structures and sites which are significant in portraying our heritage.
- F. Development of a plan for acquisition of open space which will preserve and make available to the public those areas of unique characteristics necessary to the recreational and aesthetic needs of the population.
- G. Coordination of the location of schools, libraries, health and medical facilities, and other public services to provide efficient resources at convenient locations.
- H. Development of recreational facilities for those not attracted to competitive sports, and for those with some degree of physical or mental impairment.

IV. Management - The management of the County's business is the responsibility of the voting population. To be practical, we entrust it, temporarily, to our elected officials. It is important to have a good working relationship between our officials and their staff and the interested citizenry. Our officials have the responsibility of representing our interests, not necessarily our wishes. Running the County is a complex business, and much of it is involved with the trade-offs between short term and long term solutions. This cannot be done properly without a good plan. The goals and objectives of the plan will be achieved only if:

- A. Existing facilities and institutions are maintained efficiently and with sufficient scope to satisfy realistic needs.
- B. Existing ordinances and procedures are kept up to date along with the lines indicated in this plan and other policy guides.
- C. New ordinances are enacted promptly to implement the innovations desired by the public.
- D. Public access to governmental processes is provided and encouraged.
- E. Members of the public avail themselves of the opportunity to supervise the exercise of the governmental function.

CHAPTER SEVEN

THE GENERAL PLAN

The General Plan for Cecil County is governed throughout by four major factors: Growth and Development Plan, Physical Environment, Social Environment, and Management. These interrelated factors are included in subsequent sections of this Chapter. Although separated in the text to be consistent with Chapters Six and Eight, they have been developed together and must be considered together in all phases of implementation to ensure compliance with all aspects of this General Plan.

PLANNING PHILOSOPHY

The controlled growth policy represents a continuation of an increasing growth rate, probably reaching a level of approximately 2.4% per year or approximately 78,000 people by the year 1990. Such a rate of growth should have a favorable effect on the provision of business and personal services as the economy of the County expands in an ordered fashion. Since this policy will not mean a literal open-door approach to development, but rather a selected approach to the location and type of development which will occur in the future, the County should have control over the preservation of its natural resources and rural aesthetic qualities.

In adoption a policy of controlled growth, acceptance has been made in general to the concept that -- if given fewer acres on which to live with the rest of the land being given over to agriculture, forests, recreation or nature -- man will take better care of that which he has. Controlled growth, then, means channeling growth onto the land which is most suitable to support it so that development will be a conscious act with definable environmental and socio-economic effects.

Another basic concept behind controlled growth is acceptance of the natural and man-made constraints which tend to control the pattern of development. Natural constraints must be regarded as primary and absolute determinants of the ultimate holding capacity of the County, whereas man-made or secondary constraints may be regarded as factors which will tend to influence the rate at which development occurs within the ecologically stable areas.

NATURAL CONSTRAINTS

1. The Capability of the Elk River Area Sub-Basin and the Lower Susquehanna River Area Sub-Basin of the Chesapeake Bay Watershed to receive any further development. As described in Chapter One, the northwestern portion of Cecil County is part of the drainage area of the Lower Susquehanna River which is a Sub-Basin of the Chesapeake Bay Watershed. The eastern and southern portions of the County are parts of the Elk River Area Sub-Basin of the Chesapeake Bay, smaller subdivisions of the Elk River Sub-Basin are the Northeast River, the Bohemia River, and the Sassafras River. Although there are occasional breakdowns in water quality of the two major sub-basins, the records of the Maryland Water Resources Administration indicate in general that both Cecil sub-basin areas of the Chesapeake Bay are equally capable of accepting further development, providing that precautions are established and followed to guard against siltation from housing, highway, and business construction projects, and siltation related to some farming practices. Additional precautions are necessary to safeguard water from run-off pollution, including impoundment and treatment in special places. Appropriate steps should also be taken to safeguard against discharge of inadequately treated domestic and industrial wastes.

2. Land Suitable for Development. In Chapter One, the major physical features, natural areas and environmental problems of the County are discussed in detail. All of these culminated in the designation of "Developable Land" as shown on Map 11. All land in the County classifies into one of three categories: (1) "extremely sensitive land" means flood plains, tidal marshes, freshwater swamps, beaches, escarpments, bedrock with severe slopes, and soils experiencing seasonally high water tables; (2) "sensitive land" means slopes in excess of 15%, and utility transmission line right-of-ways; and (3) "stable land" pertains to the vast majority of the County land area which is not limited by any of the traits above. For a future policy, it is recommended that development occur: on selected portions of the stable land areas, on sensitive land only under specified conditions, and not at all on extremely sensitive land areas.

3. Sufficient Water Supply. At present, both individual and community water supply systems in the County rely on groundwater reserves for their source of supply. The Cecil County Comprehensive Water and Sewerage Plan forecasts there will be sufficient quantities of suitable quality ground water available in the County during the design period of this plan, i.e. , sufficient to serve the demand generated by at least 78,000 people (See the Water and Sewerage Plan for details). Development located in either the lower Susquehanna River Sub-Basin area or the Elk River Sub-Basin area should have about the same access to ground water reserves.

MAN-MADE CONSTRAINTS

All developments within the County should be planned to meet a generally acceptable level of quality. Protection of the physical environment, provision of facilities and services, and responsible management are factors over which man may exercise control. These factors are discussed in Section II, III, and IV of this Chapter.

GROWTH AND DEVELOPMENT

The Land Use Plan

The object of the Land Use Plan, as one element of the General Plan, is to project where growth should take place and the densities at which it should be allowed to occur. Designations are also made of non-urban uses for agriculture, conservation, protection, and open space. In order to describe effectively the desired pattern of future growth for Cecil County, discussion has been divided into the following sub-sections: growth concepts, density and use concepts, County requirements for the year 1990, and future characteristics of the nine planning areas. It should be emphasized that this plan is intended to serve as a process, not an end, as continual modifications and refinements will occur in County policies after this document is adopted. The design period of this plan extends to the year 1990 or a population of 78,000, whichever comes first.

Growth Concepts

Location of Growth. The four primary growth areas shall be the Greater Elkton area, the Greater North East area, the Greater Perryville area and the Rising Sun area. The three secondary development areas shall be Cecilton, Chesapeake City, and the Route 40 Corridor areas. (Refer to Map 13, General Plan).

Type of Growth. Future growth should be encouraged on the stable land and permitted on sensitive land meeting good development criteria of the County, and shall be of four types: 1) in-filling, 2) extension, 3) new communities and 4) scattered.

In-filling growth means the development of land in existing built-up areas that was previously bypassed in the development process or was left in lower use than surrounding areas which were developed. In-filling should be encouraged in the designated growth areas of the County.

Extension growth means the outward extension of existing urban areas. This process should be encouraged to take place only in the designated growth areas of the County. Ideally, the in-filling process should occur first and the extension process second. Since the ideal arrangement is not always practical, the County should adopt the policy of encouraging both types of growth simultaneously, being careful in both cases to phase development with the governmental capacity to provide public facilities and services.

Growth may also occur as planned communities, such communities being defined as large-scale developments which follow an inclusive plan and which may include different types of housing, commercial establishments and cultural amenities sufficient to serve the residents of the community.

The fourth type of growth or development that may be expected in Cecil County during the design period of this plan is scattered rural development. In order to preserve the rural character of the County, any future development which does not occur in and around the designated growth areas should be required to be low density, with sufficiently large lots so that individual water and sewerage systems will be practical. The need for private road, large lot, subdivisions under proper management should be recognized.

Density and Use Concepts

The County shall be divided generally into one of two density and use concept areas: growth areas and rural areas. Where reference is made to open space areas, these areas may occur in either growth or rural areas. Throughout the following discussion refer to Map 13.

Growth Areas. Growth areas should develop at four levels of density: Level I, II, III and IV.

Level I, should occur in the following planning areas: Cecilton, Chesapeake City, Route 40 Corridor, Greater North East, and Greater Perryville. In order to preserve the character of established communities, future development in a Level I area should not exceed the approximate average density of the existing developments and residential areas in the surrounding community. No maximum or minimum density can be stated as such here which will apply to all cases shown on Map 13; development proposals will have to be dealt with individually to assure they do not exceed the average density of the surrounding community. Development may utilize individual septic tanks and wells conforming to applicable state and local regulations.

Permitted uses in a Level I development area should include: continuation of the existing residential pattern (single family residences, multi-family residences or a combination of both), occasional neighborhood commercial

and personal service establishments, and some light industrial uses or office park developments. Public facilities shall include churches, fire and rescue sub-stations, local post offices, and elementary and middle schools. The highway network will be restricted mainly to local collector and minor arterial highways, but in certain instances a major arterial highway may be acceptable if it is already in the existing urban structure of the area, such as at Cecilton and Chesapeake City. (Refer to Transportation Plan for description of the highway system).

Level II, should occur in the following planning areas: Greater Elkton, Route 40 Corridor, Greater North East, Greater Perryville, and Rising Sun. The maximum permitted density for a Level II growth area should be 3.0 housing units per acre, although projects of more than three homes shall be encouraged to average between 2.0 and 3.0 density. Those developments at a density greater than 2.0 units per acre should utilize existing private or public community sewage and water systems or those under construction. Developments at 2 units or less may use individual septic tanks and wells provided they conform to applicable state and local regulations. Where individual sewage systems are not practical, provision of water and sewer service should be required of all applicants desiring to develop at a density greater than 2.0 housing units per acre.

Excepted from the stated 3.0 density policy should be the northernmost Level II area of the Greater Elkton planning area (Appleton area where the Pennsylvania, Delaware and Maryland borders join). From Barksdale Road north, the maximum permitted Level II density will be 1.0 housing units per acre with individual water and sewerage systems allowed as long as they conform to applicable state and county regulations. By contrast, the stated 3.0 density policy should pertain to the area south of Barksdale Road and to all other designated Level II growth areas throughout the County.

Another possible exception to the 3.0 density is the Bainbridge area, north of I-95 on Route 276, in the Greater Perryville Planning Area. The recommended density level for this area may be altered if a decision is made to construct either a nuclear or fossile fuel power plant on a site at Bainbridge.

Permitted uses in a Level II development area should include: low density residential uses (including single family dwellings, cluster developments), supporting neighborhood commercial and personal service establishments, office/employment centers employing not more than 50 persons, and in some cases, light clean industrial uses which conform to high performance standards. Public facilities could include power substations, block parks, neighborhood parks, fire and rescue stations, elementary through senior high schools, nursing homes and charitable institutions. The highway network should consist of local collector, minor arterial, major arterial, and occasionally a controlled access highway providing that egress-ingress points to the latter are coordinated with the desired community structure. Exceptions to the above stated highway policy are the Level II areas in the Greater Elkton and Greater Perryville planning areas which are bisected by Interstate 95, a limited access highway. It should be emphasized that no exists or entrances now exist or are planned from I-95 into these Level II areas.

Level III, should occur in the following planning areas: Greater Elkton, Greater North East, Greater Perryville and Rising Sun. The maximum permitted density in a Level III development area should be 6.0 housing units per residential acre. Because most development in this level will be of higher density, all sewer and water systems should anticipate ultimately connecting to public systems and therefore meet applicable standards for same. Developments of less than 2 units per acre may utilize private community systems either existing or under construction provided the aforementioned standards are met. Development greater than 2 units per acre should utilize existing, or planned and funded public systems.

Permitted uses in a Level III development area should include all the uses allowed in Levels I and II, except they should not exceed the 6.0 density level. Cluster single family developments and multi-family dwellings will be appropriate to this density level. General commercial facilities should be encouraged; but the market area for such should be the community level, rather than the regional level. Industrial parks and office parks which employ perhaps 250 to 350 persons shall be encouraged. All public facilities permitted in the Level I and II categories could also be permitted in Level III with the addition of more specialized civic/institutional/special interest organizations, police substations, public health subcenters, community parks, and day care centers.

Level III areas will be highly accessible, especially those in Elkton, North East and Perryville which surround Interstate 95 interchanges. The Rising Sun Level III area will be very accessible, but less so than the other three which are located in the east-west transportation corridor of the County. Growth patterns in Level III areas should be that of in-filling and extension, and all of the highwat hierarchy components should be present for internal and external linkage: local residential roads, collector roads, minor arterial highways, major arterial highways, controlled access highways, and the three interchanges along Interstate 95.

Level IV, the highest density development category, should form the nucleus of the three main planning areas: Greater Elkton, Greater North East and Greater Perryville. The maximum permitted density in a Level IV area should be 16.0 housing units per acre unless higher density is determined to be feasible and desirable during the process of site plan review. All development should utilize existing, or planned and funded community water and sewer systems.

Permitted uses should include all those included in Levels I, II and III with development approaching an urban concentration level. Residential development may be single family homes, cluster development, and multi-family development. Commercial development may be on the community level but regional scale marketing is more appropriate and preferred. Industrial and office park development should include light, medium and heavy industrial/employment operations subject to stringent standards in site design, and excluding uses incompatible with the surrounding environment. Zoning regulations for heavy industry should be stringent enough to preclude certain uses as a matter of right, and to exclude industries known to have, or likely to have, an adverse effect on the environment by pollution of the air, water, and natural habitat. Such industries should only be permitted by special exception. All public facilities permitted in Levels I, II and III should also be permitted in Level IV. Public facilities in Level IV will be the most highly specialized in the County including: a regional hospital; the main library and branch libraries; the Civil Defense Headquarters; newspaper and publishing operations; radio stations and communication networks; major public buildings; and headquarters for private cultural, educational, special care and charitable organizations.

Internal and external circulation will be very good in Level IV areas, with all types of highways and railroad facilities retained at least at the present level. No limited access type of highway will be present as Interstate 95 is already fixed slightly to the north of the three Level IV areas. Immediate access to any one of the three I-95 interchanges is possible from the designated Level IV "hub" development areas.

Rural Areas. Following the citizens' wish that the County retain its rural character, most of the County falls into the "rural" policy area. Rural and scenic areas, and conservation areas.

Agriculture Areas. To maintain a rural atmosphere in which agri-business might continue to flourish, it is intended that the overall maximum density should not exceed .33 units per acre. It is not however, intended to limit lot size in developments to this constraint. Specific developments would be reviewed for their impact on immediate surroundings as well as on the entire area. These may be approved for density up to 1.0 units per acres, and up to 2.0 units per acre contiguous with existing villages. Community water and sewerage service is not planned for either of these areas in the near future. Therefore, most new developments will be dependent on individual on-site systems for provision of water and sewerage disposal, subject to applicable state and local regulations.

Permitted uses in agricultural districts should be low density residential uses, preferably single isolated dwellings on large lots (perhaps cluster developments on very large parcels). Commercial development should be limited to occasional neighborhood establishments oriented towards agri-business or personal services. Industrial development should be agriculturally oriented, marine and waterfront oriented, or other suitable types such as gravel pit and mining operations. Industrial and commercial development should be promoted especially in and around the existing small rural population centers such as Elk Mills. Community facilities shall include district and regional parks, campgrounds, amusement parks, golf courses, local churches, local post offices, charitable institutions, and others as appropriate. The use emphasis in agricultural areas should be on man-made and natural forms of open spaces such as field crops, pasture land, forest stands, and wetlands.

The transportation network should be appropriate for internal rural circulation: undedicated local residential streets, some dedicated residential streets, collector roads and minor arterial highways. To provide access for commuting between the planned growth areas, major arterial, controlled access and limited access highways bisect the agricultural land. I-95 interchanges should not be increased beyond the existing ones so as to prevent artificially inflated land values around potential future intersections.

Historic and Scenic Areas occur throughout the County. Private landowners should be encouraged to preserve historic and scenic sites which are under their control. The County government should also consider purchasing some of the more exceptional of these areas, when available, as open space sites.

There are two major transportation routes within the County of scenic importance: Route 272 south of North East along the Elk Neck peninsula towards Turkey Point, and Route 213 south of Elkton to Kent County, (See Map 13). Other transportation routes worthy of protection for their scenic value are: Route 273 from the village of Calvert extending east to the Level II area of Barksdale Road north; Route 272 south from Calvert to North East; the Jacob Tome Highway; Route 273 west from the Delaware line to the intersection of

Route 1; Route 1 to Route 222; Route 222; Old Baltimore-Philadelphia Turnpike from Port Deposit through Lombard; and Route 272 from the Pennsylvania line to Elk Neck.

Two areas in the County have been designated as historic districts: one around the village of Calvert and the other, the Gilpin-Waterfall area along Route 272. (See Map 13). These areas require special attention in any planning process which might affect them. There are other historic areas in the County which could be designated as historic districts. Boundaries must be defined and requests made by citizens groups to County and State agencies for such designation.

Over 700 historic buildings and sites in Cecil County have been included in an inventory of historic resources now being compiled by the Maryland Historic Trust (See Map 4). Some have been nominated for the National Register of Historic Places maintained by the U. S. Department of Interior. National registration provided limited protection from damage by federally funded or licensed projects, but offers little protection from damage by State, County, municipal, or private projects. Coordinated efforts by private and public groups should be encouraged to expedite the nomination process of significant sites.

Conservation Areas mean the "extremely sensitive" land areas of the County (See Map 11, Developable Land) and the primary natural area sites (See Map 4, Physical Features): floodplains, tidal marshes, freshwater swamps, beaches, escarpments, bedrock with severe slopes and soils experiencing seasonally high water tables. Development in conservation areas should not be permitted except under strict control through zoning or other appropriate regulatory measures.

Open Space Areas. It shall be the policy of Cecil County, to the maximum feasible extent, to preserve, through acquisition or other means, areas of open space in the County which meet one or more of the following criteria.

1. Areas of particular scenic beauty.
2. Areas of major historical or cultural significance.
3. Areas which are physically or ecologically fragile, including wetlands, floodplains, and areas of steep slope.
4. Areas which can act as a buffer or serve to channelize urban or suburban development.
5. Areas which, by their proximity to existing population concentration, would serve the recreation needs of significant numbers of people.
6. Areas with frontage on the Chesapeake Bay or other major water bodies which have the potential for development to provide public access to these water bodies.

Further, barring exceptional circumstances, preservation by public action would not generally be considered for those areas which would have only marginal value as open space due to their 1) location adjacent to major existing designated open space reservations or 2) areas that are inaccessible to the general public.

PROJECTED LAND REQUIREMENTS FOR THE YEAR 1990

Figure 7.1 is a simplified version of Map 13, General Plan, since it records the major planning areas but it purposely does not distinguish between the four kinds of development levels. Emphasis of Figure 7.1 is on growth policy areas versus rural areas, and the estimated existing 1974 population in each of the nine planning areas.

Building on the population trends and forces identified in Chapter Four of this document, the population projections by election district which shall be used as the basis of this planning effort are as shown on Table 7.1. Table 7.1 shows the 1970 recorded population in each of Cecil's nine election districts; extrapolations are made forward to the year 1974; the noted yearly growth rate from 1970-1974 is recorded; the assumed 1974-1990 growth rate is shown which corresponds to the planned controlled growth policies of this General Plan; and the resulting 1990 Countywide population is projected to 78,000 persons. Table 7.2, which complements Table 7.1, estimates what the existing population is by planning area; what the yearly projected growth rate will be between now and the year 1990; and what the resulting 1990 population distribution will be if planned controlled growth is carried out. Figure 7.2 delineates the projected 1990 population of 78,000 by planning area.

Before exploring what the future might be of each planning area, it was necessary to project what the total Countywide land use requirements would be for the design population of 78,000. Table 7.3 juxtaposes the 1974 existing acreages by use category with the 1990 projected acreages by use category. Assumptions underlying the 1990 land requirements are as follows:

Residential: New construction between 1974-1990 will occur most often in the development areas of the County and will average slightly higher specific densities than in the past; the median number of persons per unit (in 1974 it is 3.57) will start to decrease more towards the State of Maryland average of 3.1 persons per unit making the 1990 median number of persons per unit 3.43; single family homes will continue to make up about 75% of all new construction starts; there will continue to be more mobile homes and more multi-unit housing starts.

Commercial: New commercial construction will occur mainly in the designated development areas of the County; the higher the density level the more specialized will be the business; considerable acreage will go to a regional commercial center in the Development Level IV areas.

Industrial: Gravel pits will continue to be mined through 1990 but the total acreage being mined will not be as great by that year relative to the total population as it is in 1974; most new industrial investment will go to light manufacturing and office/industrial park development.

Transportation: Most of the expected acreage gains will be in roadways; no additional interstate highway miles are expected but further improvements to state routes, county roads, plus more local residential streets are reflected in the 1990 total; acreage in utility lines is expected to increase in a proportional relationship to the population, although double use of utility corridors may occur; approximately 150 additional railroad acres are expected by 1990, due to more spur lines to existing alignments; no additional major railroad lines are expected within the design period although it is possible that the old lines near Rising Sun might be reused; there may be one more small airfield by 1990.

Public and Quasi-Public: It is not anticipated that there will be any substantial acreage gains in the federal wildlife management areas, state parks, or the Bainbridge site; but gains may be expected in sanitary land fill sites, churches, historic sites, public buildings, campgrounds, amusement parks, golf courses, County parks, the Cecil County School District and in private recreational ventures.

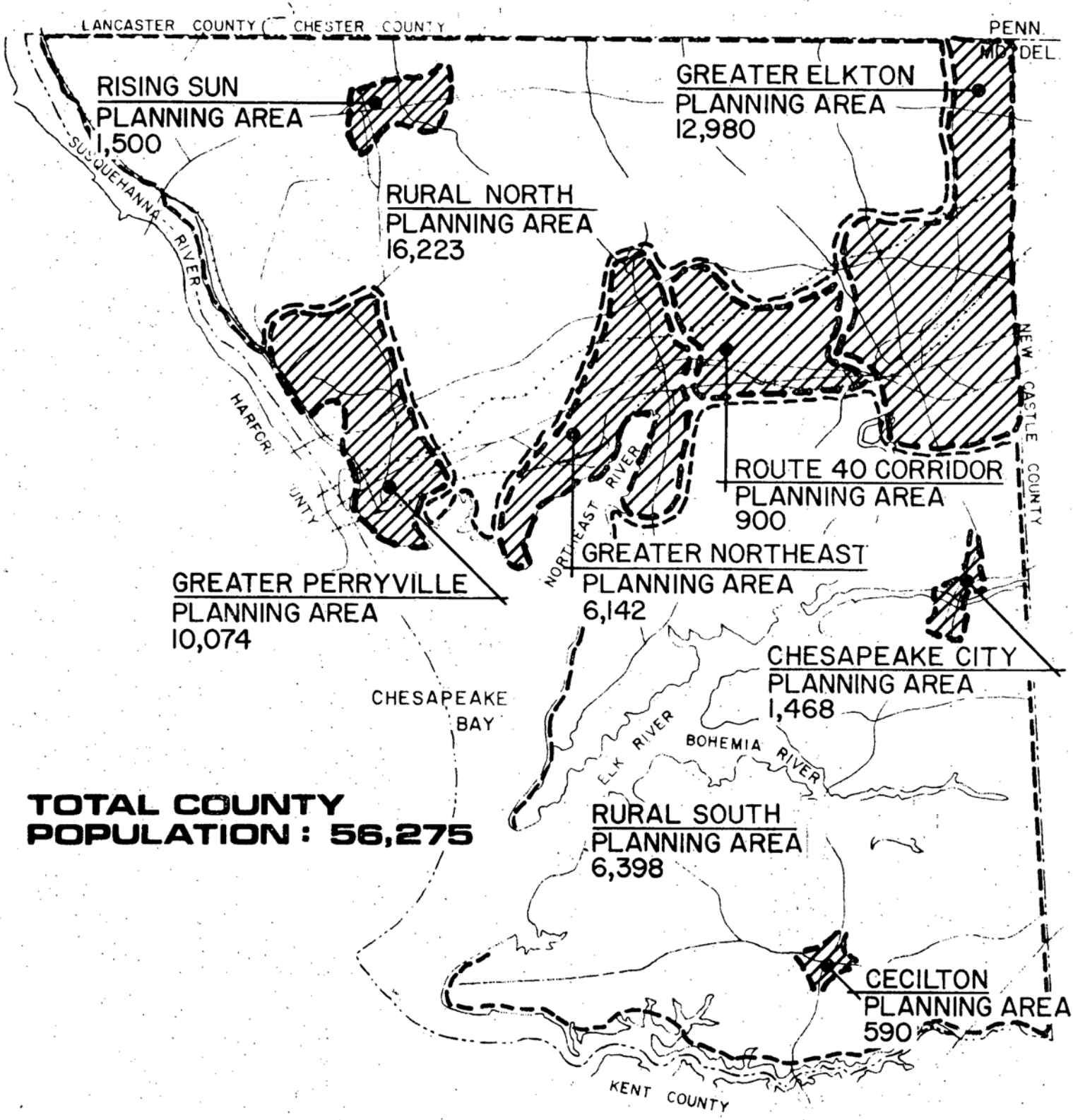


FIGURE 7-1

1974 ESTIMATED POPULATION BY PLANNING AREAS - CECIL COUNTY, MD

TABLE 7.1

POPULATION PROJECTIONS BY ELECTION DISTRICTS
CECIL COUNTY, MARYLAND

ELECTION DISTRICT	RECORDED 1970 POPULATION	ESTIMATED 1974 POPULATION	YEARLY % GROWTH 1970-1974	PROJECTED 1990 POPULATION	YEARLY % GROWTH 1974-1990
ED 1. Cecilton	2,658	2,730	.57%	3,000	.57%
ED 2. Chesapeake City	3,352	3,526	1.30%	4,700	2.00%
ED 3. Elkton	13,632	15,043	2.60%	25,100	4.20%
ED 4. Fair Hills	3,399	3,753	2.60%	5,300	2.60%
ED 5. North East	8,928	9,642	2.00%	12,700	2.00%
ED 6. Rising Sun	4,993	5,313	1.60%	6,700	1.60%
ED 7. Port Deposit	13,182	13,000	Bainbridge	16,700	1.80%
ED 8. Oakwood	1,491	1,533	.70%	1,700	.70%
ED 9. Calvert	1,656	1,735	1.20%	2,100	1.20%
COUNTY TOTAL	53,291	56,275		78,000	

TABLE 7.2

POPULATION PROJECTIONS BY PLANNING AREA
CECIL COUNTY, MARYLAND

PLANNING AREA	ESTIMATED 1974 POPULATION	YEARLY % GROWTH 1974-1990*	PROJECTED 1990 POPULATION
Cecilton	590	.90%	700
Chesapeake City	1,468	.90%	1,700
Greater Elkton	12,980	5.00%	23,300
Route 40 Corridor	900	1.00%	1,000
Greater North East	6,142	4.00%	10,100
Greater Perryville	10,074	2.00%	13,200
Rising Sun	1,500	3.00%	2,200
Rural North	16,223	.90%	18,500
Rural South	6,398	.90%	7,300
COUNTY TOTAL	56,275	Countywide average 1.4% 1970-1974 then 2.4% 1974-1990 period	78,000

* Natural increase (number of births minus number of deaths) per year in Cecil County averages .74% increase per year. This same natural increase rate was used in projections to the year 1990.

Incorporated Municipalities: Although Table 7.3 does not single out the acreage of the incorporated municipalities for each year compared, it is expected that existing incorporated municipalities may find it advantageous to annex further land as controlled policy encourages in-filling and extension growth patterns around their 1974 boundaries; annexation gains Countywide may easily be 30-40% increase over the 1974 acreages; the most likely candidates for further annexation will be Perryville (going north towards the I-95

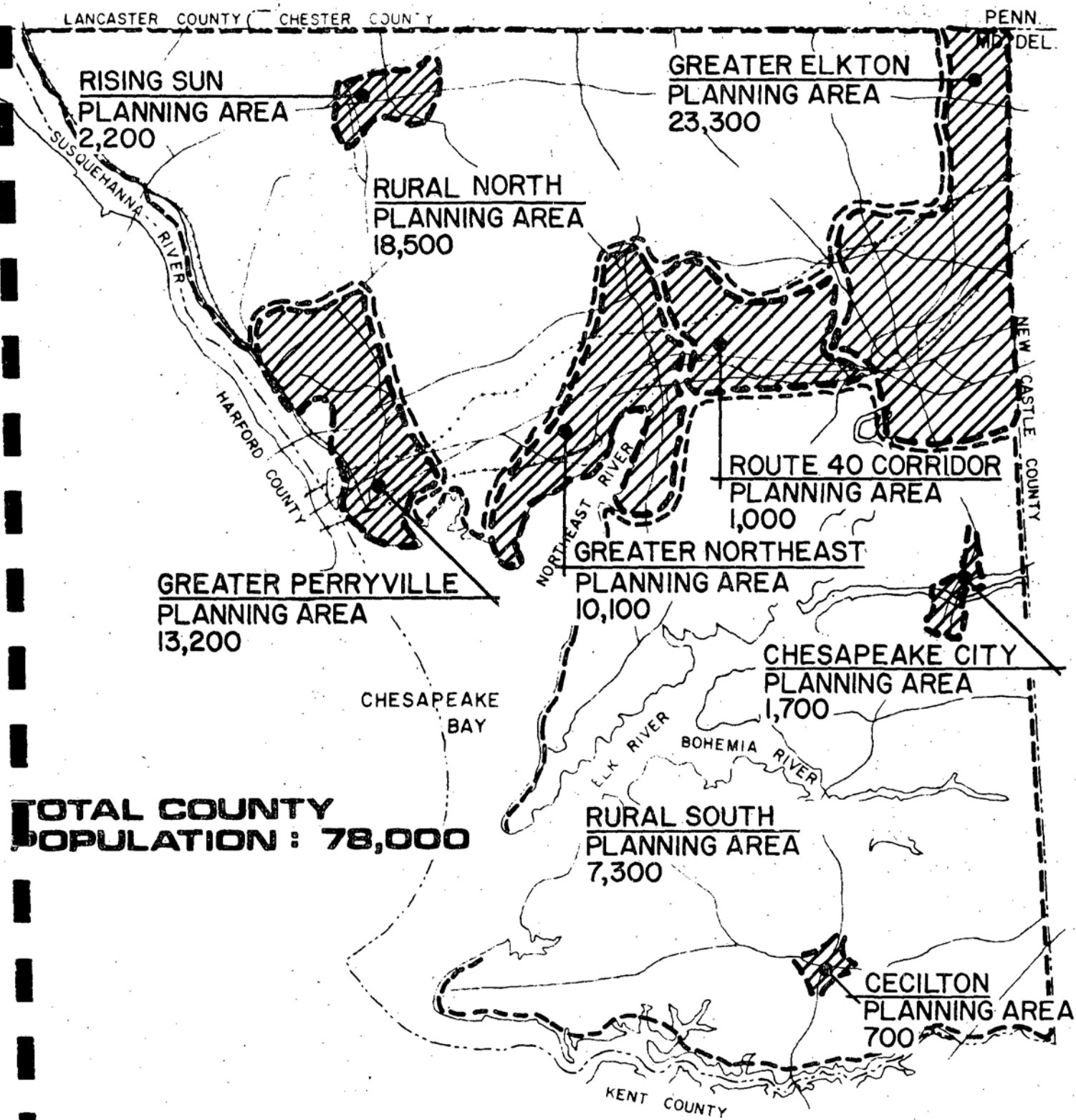


FIGURE 7-2

1990 PROJECTED POPULATION BY PLANNING AREAS - CECIL COUNTY, MD

TABLE 7.3

ACREAGE REQUIREMENTS FOR 78,000 PEOPLE
CECIL COUNTY, MARYLAND

LAND USE CATEGORY	EXISTING REQUIREMENTS		ADDITIONAL REQUIREMENTS		TOTAL REQUIREMENTS	
	ACRES	UNITS	ACRES	UNITS	ACRES	UNITS
	1974	1974 - 1990	1974	1990	1990	
	ESTIMATED POPULATION =	ADDITIONAL POPULATION =	TOTAL POPULATION =			
	56,275	21,725	78,000			
Residential (a)	11,008	15,757	4,900	7,008	15,908	22,765
Commercial (b)	1,180		456		1,636	
Industrial (c)	2,542		968		3,510	
Transportation (d)	5,626		2,174		7,800	
Public & Quasi-Public (e)	+ 10,501		+ 2,767	+	+ 13,268	
DEVELOPED LAND (f)	30,857		11,265	7,808	42,122	
Agriculture						
Agriculture	124,496				124,496	
Woodlands and Vacant	+ 69,908				+ 58,643	
UNDEVELOPED LAND	194,404				183,139	
COUNTY TOTAL	225,261	15,757			225,261	22,765

- (a) includes single family homes, multi-family homes, mobile homes
- (b) includes general commercial, highway commercial, marine commercial
- (c) includes light industrial, general manufacturing, gravel pit and mining operations
- (d) includes airfields, railroad right-of-ways, highway right-of-ways, utility line right-of-ways
- (e) includes land in county parks, the Cecil County School District, private golf courses, campgrounds, amusement parks, churches, cemeteries, public buildings, historic sites, land fills, State Parks, Federal Wildlife Management Areas, Bainbridge Naval Training Center, etc.
- (f) includes: (1) estimated developed acreages in each of the eight incorporated municipalities, (2) measured acreages in all unincorporated portions of the County.

interchange), North East (going north towards the I-95 interchange), Rising Sun (more to the east), and Elkton (more to the northeast and I-95 interchange area).

Agriculture Land: It is projected that the agricultural acreage will be as shown on Table 7.3.

Forests and Undeveloped Land: An overall decrease of approximately 11,000 acres is expected in this category by the year 1990; this decrease will occur in the growth areas as in-filling absorbs what is currently vacant and underdeveloped land.

Housing Units: Analyzing existing conditions, the following units are estimated to be in year round occupancy in 1974: 11,818 single family units, 2,814 multi-family units and 1,125 mobile home units. For 1990 projection purposes, it is expected that most new units will be single family houses; there may be gains in the number of mobile homes, but these should be congregated into mobile home parks; and there will likely be a substantial gain in multi-family housing. By 1990, the total number of housing units required to house a population of 78,000 will be 22,765.

PLANNING AREAS

The overall impact of the density allocations to specific areas in the County will be that no planning area should be permitted to exceed the maximum density allotted to it during the design period. Once the density assignments are implemented, it is forecast that the population will congregate as illustrated in Figure 7.2, and will require the land as shown in Tables 7.4 through 7.12 in the following pages. The following traits might be observed in each planning area within the design period of this plan.

Cecilton Planning Area: The Cecilton planning area of 551 acres includes the incorporated town of Cecilton and its immediate surroundings. This planning area is expected to maintain its existing natural increase growth rate and experience a slight net migration increase, resulting in a growth rate of .9% per year. Because of this projected low growth rate, this planning area has been classified Development Level I. (See Table 7.4).

The projected .90% growth rate is greater than the current .74% annual growth rate, but the former should be plausible since Cecilton has community water and sewerage service and has a secure location along Route 213. The agricultural hinterland around Cecilton should be maintained in its rural character since it is part of the Rural South Planning Area, and any further growth pressure in Election District One will be focused towards Cecilton.

To support the projected 1990 population of 700, the following additional acreage will be required: 80 more acres of residential land, 5 more acres commercial land, 5 more acres transportation, and 20 more acres of public and quasi-public land.

Any new development in this planning area should be required to maintain the existing density level so that the character of the Cecilton Community will be preserved. At the end of the design period, it is expected that about 36 acres within the planning area will remain undeveloped, meaning this planning area will have effectively in-filled itself by 1990. Any further development beyond the year 1990, then, will have to occur as an extension radially outward from the established nucleus of the planning area.

Chesapeake City Planning Area: The Chesapeake City planning area consists of 1,700 acres surrounding the existing small incorporated town of Chesapeake City. The spatial pattern of growth in this planning area between 1974-1990 will be greatly influenced by the proximity of the federal land preserves to the east and west which tend to define

development potential to only the north and south directions. The town of Chesapeake City is a recognized historic district so it should expect a rather secure future with a moderate population increase, i.e., no large positive or negative population fluctuations will likely occur. The natural increase of the planning area added to a small positive net migration should make the growth rate for this planned area .9% per year during the period of 1974-1990.

The 1990 population of 1,700 persons in this planning area (Table 7.5) is expected to maintain the same density pattern as today so that the area might preserve its historic character in the future. For this reason, this planning area has been designated a Development Level I growth area.

The 1990 figures shown on Table 7.5 indicate that only a small increase is expected in commercial acreage, since the town of Chesapeake City already has a small but viable commercial base; perhaps there might be one or two very small employment-office-very light industrial installations; transportation alignments will likely increase as a function of the slight population increase; and public and quasi-public uses should occupy more land area than today when more sites are preserved through historic districting. Some of the existing agricultural land area will likely be developed because of its proximity to Route 213 but most new development will occur in the existing woodlands or vacant areas.

Greater Elkton Planning Area: Beside having the most acreage of all growth planning areas, the Elkton Planning area will also experience the most intense development pressures and thereby gain the most population of any of the growth areas in the County, resulting in a possible 1990 population of 23,300. Much of this planning areas' growth rate will be attributed to what occurs within the incorporated town limits of Elkton. Between 1970 and 1974, the town of Elkton almost tripled its land area when it annexed large amounts of land--south to Old Frenchtown Road and west to the marsh area at the head of the Elk River. Although much of this annexed area is presently undeveloped, there are numerous proposals for large-scale planned communities and/or large subdivisions for this portion of the town of Elkton. Also in the 1970-1974 period the town of Elkton averaged population gains of 10% per year.

It is estimated that with continued land speculation and development activity and by its designation as a Level II, III, and IV growth area, the town of Elkton may very well experience a continuation of the 10% annual growth rate between now and 1990 which would influence the overall Elkton planning area to grow at a rate of about 5%, making it the fastest growing planning area in the County. Most of the new population will be encouraged to in-fill within the established urban structure of the town of Elkton, while some extension development and new community development will also be permitted.

Impacting the Greater Elkton Planning Area (yet located slightly north and west of the Planning Area outline) is an estimated 5,000 acre tract of land which is in the process of being acquired by the State. The specific use of this land has not been decided, but there are indications that the property may be used as an aquifer recharge and reservoir for the Elk River Valley area. If developed, this project will influence particularly the Elkton Planning area and Cecil County at large.

The land areas required to support the 1990 population increases are shown on Table 7.6. The existing residential density in the planning area is .95, but this figure should double as higher density proposals are constructed in future years. The Elkton planning area is expected to receive substantial new commercial and industrial construction as this planning area continues to be the regional center for the county. Transportation land use will also increase as more local, residential and collector roads are constructed by developers to adequately serve new developments. Public and quasi-public uses will more than double as private developers build golf courses and other private recreations

amenities in conjunction with their large subdivisions and as more people join together to construct churches of their choice, the County builds more schools, more new public building are constructed, and as more historic sites and buildings are preserved. Although Table 7.6 shows the same agricultural acreage in 1990 as in 1974, it is projected that not all existing farmland will remain by the year 1990. Rather, some existing farmland will probably be developed while other presently vacant parcels might be temporarily cultivated as an interim use before development. The bulk of new development, though, will probably occur on what is currently vacant land.

Route 40 Corridor Planning Area: The Route 40 Corridor Planning Area is now mostly undeveloped and contains about 900 persons. What development there is tends to be heavily one-sided towards strip commercial uses and light industrial and gravel pit uses. In order to thwart the current strip commercial trend and rechannel future commercial development into the Level III and IV areas elsewhere, this planning area has been designated Development Level I and II with an expected growth rate of 1.0% per year.

Table 7.7 forecasts that future residential development will follow about the same density pattern as it does now, resulting in a 1990 residential acreage figure of 662 to support a resident population of 1,000. Likewise, only small expansion is expected in the commercial use since new commercial development will be encouraged to locate either to the east at the Elkton planning area or to the west at the North East planning area. Transportation acreage will likely increase to accommodate some additional local residential and collector streets, but more importantly, will increase to accommodate planned improvements of existing state routes. Future industrial growth will tend to follow the existing pattern which is characterized by gravel pit/mining operations and light industrial activities. By 1990, some fifty acres will likely be needed for public and quasi-public uses. With careful development policy planning, it is possible that the total agricultural acreage and woodland acreage in this planning area should remain about the same as they are today. Overall, the policy for this planning area shall be scattered low density so that it can serve as a reserve area for potential extensions after the year 1990.

Greater North East Planning Area: The Greater North East Planning Area will be another major "hub" in the urban structure of the County -- the other two being Elkton and Perryville. The two biggest existing urban concentrations in the North East planning area are at North East and Charlestown. Besides these two "nodes" within the planning area, the area around the I-95 and Route 272 interchanges is ripe for development, with development pressure decreasing the further an area is from the I-95 interchange and town of North East.

The designations within this planning area should be Development Levels I through IV. The center of focus for this area will continue to be the incorporated town of North East which is now experiencing a growth rate of 4% per year, but could easily experience an accelerated rate during the design period. Charlestown, another incorporated municipality, is now only experiencing a growth rate of about 1% per year. Since the latter does not have as much growth potential as the former, it is assumed that Charlestown will continue in its present pattern of 1% growth per year.

The residential acreages shown for 1990 in table 7.8 are predicted on the assumption that with Development Levels III and IV present in this planning area, new residential development will average a density twice that of the existing pattern, resulting in a total of 2,444 residential acres to accommodate a total population of 10,100 by the year 1990. Not too much gain is shown in commercial acreage since the policy here should be more on improvement on the level of service and aesthetic qualities of the existing commercial establishments which will be complemented with about 70 acres of new commercial development. Light industrial uses will likely double as tracts of land open up for employment centers towards the I-95 interchange area. Public and quasi-public uses will likely double to accommodate the additional population and transportation

acreage will increase substantially as more local residential, collector, minor arterial and major arterial roads are built and/or expanded. As in the Elkton planning area, some agricultural land will likely be used in the development expansions but other now vacant areas might be turned into farming uses during the interium between when public facilities are available and an area is finally developed. About 1,800 acres of what is currently wooded and/or vacant will likely be used up in the development process between now and 1990.

Greater Perryville Planning Area: Projections for this planning area are the most difficult of all because of the unknown future of the Bainbridge Naval Training Center. Population projections made for this planning area and the projected land uses shown on Table 7.9 assume that some kind of successful re-use has been established for the facility by 1990, resulting in an overall growth rate for the entire planning area of 2.0% per year between now and 1990.

During the period of 1974-1977, Bainbridge population decreased from 3,000 down to only a dozen as a skeletal crew. During these same years, Port Deposit experienced out-migration of its military residents. Although the out-migration from Port Deposit will not be so severe as to permanently damage the town's economy, the out-migration will likely offset any natural increase gains, which will result in a zero population gain, or no growth by 1990. Perryville, by contrast, will likely experience some out-migration of military families, but the out-migration should be offset by continued gains of in-migrants. The I-95 Route 222 interchange area will become a forth focal point for this planning area, and hence the designations of everything from Development Level I through IV for this planning area as its 1990 population approaches 13,200.

Table 7.9 assumes that the Bainbridge out-migration will be stabilized through in-migration streams so that new construction activity will be experienced in this planning area by the year 1990 as shown on the table. Residential activity will likely occur at an even greater density than the existing pattern (which is 2.7 units/residential acre); commercial uses will likely double to support the existing and new residences; industrial uses may increase considerably (if a power plant is built); transportation increases will be proportional to population increases and construction activities; public and quasi-public uses and resulting acreage will show gains as more historic sites are preserved, churches built, schools built, cemeteries established, public buildings erected, amusement parks, golf courses and parks established, etc. It is probable that some agriculture acreage will be absorbed in urban uses, but most new development will likely occur on the abundant land which is partially vegetated and/or vacant at present.

Rising Sun Planning Area: Between 1970 and 1974, the incorporated town of Rising Sun showed a population gain of 8% per year, which is a tremendous increase if not properly understood. The reason for this large gain was due mainly to the ambitious annexation program the city undertook during this time period. The town has now annexed about as much land as it can reasonably annex at this time so a policy of "in-filling" is sorely needed. From the view point of a County land use policy, the newly annexed and old portion of Rising Sun should receive a designation of Development Level III and the adjacent area around it, a designation of Development Level II, so that the area would experience a 3% growth rate per annum from now until 1990, with a 1990 population of 2,200 persons.

The land use acreages shown on Table 7.10 are predicted on the assumption that new residential development will likely tend to double the current density trend of the area (now .65 units/residential acre); that a community commercial center will be established; a new very clean light industrial installation and/or office park complex, or several small employment centers might be established during the design period; transportation uses will increase in proportion to the population gains; and public and quasi-public uses will experience a gain as facilities are erected

to serve both the Rising Sun planning area population and the farming-rural hinterland in Election Districts 6 and 8. Throughout the future development process of in-filling with some slight extension growth, some agricultural land will likely be developed but most development should be encouraged to occur on what is presently vegetated and/or vacant.

Rural North Planning Area & Rural South Planning Area: Both of these planning areas have been combined for narrative purposes since policies for each are similar; they have been designated rural areas with agricultural, historic, scenic, and conservation planning policies in effect. As explained earlier under agricultural policies, development should average .33 density in the Rural North and a 2.0 density in the Rural South. The northern planning area is allotted a higher density since the existing development pattern is more intense and accessibility is better here than in the south. To induce continuing development of agri-business in the Rural South Planning Area, development shall only occur on large interior lots and occasionally as large-lot shoreline recreational development.

The current natural increase for both rural portions of the County is .74% per year, and with a small positive net-migration of perhaps .16% per year from the potential large-lot subdivisions which may occur despite efforts concentrate growth in the development areas, the resulting population growth in both rural planning areas is expected to be a positive figure of .90% per year.

Tables 7.11 and 7.12 show only modest gains in all developed categories of land use since new commercial, transportation, public and quasi-public, and residential development should be congregating in the designated growth areas of the County. Not shown in the residential figures of both tables is the presence of many unquantifiable isolated rural home lots or farm buildings. The most important statistic on both tables is the projection that agricultural acreage in 1990 should be comparable to the 1974 level since development pressures will be taken away from the rural enclaves and redirected towards the urban areas of the County. The result will be that farmers will be able to stay in business and pay agriculture based taxes on their property and be eligible for various bonus incentives if they keep their land in farming or woodlands use.

PLANNING AREA CECILTON

PLANNING POLICY CATEGORY: DEVELOPMENT LEVEL I

TABLE 7.4

LAND USE CATEGORY	1 9 7 4		1 9 9 0	
	ACRES	PERCENTAGE OF TOTAL	ACRES	PERCENTAGE OF TOTAL
Residential	350	63%	430	78%
Commercial	10	2%	15	3%
Industrial	---	---	---	---
Transportation	15	3%	20	4%
Public & Quasi-Public	+ 20	+ 4%	+ 50	+ 9%
DEVELOPED LAND	395	72%	515	94%
Agriculture	131	24%	33	6%
Woodlands and Vacant	+ 25	+ 4%	+ 3	+ ---
TOTAL FOR PLANNING AREA	551	100%	551	100%

ESTIMATED POPULATION

590 Persons

700 Persons

203

PLANNING AREA CHESAPEAKE CITY

PLANNING POLICY CATEGORY: DEVELOPMENT LEVEL I

TABLE 7.5

LAND USE CATEGORY	1 9 7 4		1 9 9 0	
	ACRES	PERCENTAGE OF TOTAL	ACRES	PERCENTAGE OF TOTAL
Residential	656	39%	790	47%
Commercial	60	4%	66	4%
Industrial	---	---	25	1%
Transportation	24	1%	32	2%
Public & Quasi-Public	+ 20	+ 1%	+ 75	+ 4%
DEVELOPED LAND	760	45%	988	58%
Agriculture	151	9%	145	9%
Woodlands and Vacant	+ 789	+46%	+ 567	+ 33%
TOTAL FOR PLANNING AREA	1,700	100%	1,700	100%

495

ESTIMATED POPULATION

1,468 Persons

1,700 Persons

PLANNING AREA ROUTE 40 CORRIDOR

PLANNING POLICY CATEGORY: DEVELOPMENT LEVEL I
DEVELOPMENT LEVEL II

TABLE 7.7

LAND USE CATEGORY	1974		1990	
	ACRES	PERCENTAGE OF TOTAL	ACRES	PERCENTAGE OF TOTAL
Residential	573	10%	662	10%
Commercial	231	4%	240	4%
Industrial	503	8%	600	10%
Transportation	60	1%	100	2%
Public & Quasi-Public	+ ----	+ ---	+ 50	+ 1%
DEVELOPED LAND	1,367	23%	1,652	27%
Agriculture	1,179	19%	1,179	20%
Woodlands and Vacant	+ 3,489	+ 58%	+ 3,204	+ 53%
TOTAL FOR PLANNING AREA	6,035	100%	6,035	100%
ESTIMATED POPULATION		900 Persons		1,000 Persons

PLANNING AREA GREATER NORTH EAST

PLANNING POLICY CATEGORY: DEVELOPMENT LEVEL I
 DEVELOPMENT LEVEL II
 DEVELOPMENT LEVEL III
 DEVELOPMENT LEVEL IV

TABLE 7.8

LAND USE CATEGORY	1 9 7 4		1 9 9 0	
	ACRES	PERCENTAGE OF TOTAL	ACRES	PERCENTAGE OF TOTAL
Residential	1,830	20%	2,444	27%
Commercial	305	4%	375	4%
Industrial	145	1%	300	3%
Transportation	650	7%	1,070	12%
Public & Quasi-Public	+ 293	+ 3%	+ 600	+ 7%
DEVELOPED LAND	3,223	35%	4,789	53%
Agriculture	415	5%	415	5%
Woodlands and Vacant	+ 5,446	+ 60%	+ 3,880	+ 42%
TOTAL FOR PLANNING AREA	9,084	100%	9,084	100%

ESTIMATED POPULATION

6,142 Persons

10,100 Persons

2,948

PLANNING AREA RISING SUN

PLANNING POLICY CATEGORY: DEVELOPMENT LEVEL II
DEVELOPMENT LEVEL III

TABLE 7.10

LAND USE CATEGORY	1974		1990	
	ACRES	PERCENTAGE OF TOTAL	ACRES	PERCENTAGE OF TOTAL
Residential	645	40%	815	49%
Commercial	20	1%	46	3%
Industrial	---	---	60	4%
Transportation	30	2%	50	3%
Public & Quasi-Public	+ 13	+ 1%	+ 75	+ 5%
DEVELOPED LAND	708	44%	1,046	64%
Agriculture	734	45%	528	33%
Woodlands and Vacant	+ 182	+ 11%	+ 50	+ 3%
TOTAL FOR PLANNING AREA	1,624	100%	1,624	100%
				NUMBER OF UNITS
				420
				641

ESTIMATED POPULATION

1,500 Persons

2,200 Persons

PLANNING AREA RURAL NORTH

PLANNING POLICY CATEGORY: RURAL: AGRICULTURE AREAS
 HISTORIC & SCENIC AREAS
 CONSERVATION AREAS

TABLE 7.12

LAND USE CATEGORY	1 9 7 4		1 9 9 0	
	AREAS	PERCENTAGE OF TOTAL	NUMBER OF UNITS	PERCENTAGE OF TOTAL
Residential	823*	1.05%	4,542	3.14%
Commercial	16	.02%		.04%
Industrial	761	.97%		1.10%
Transportation	2,309	2.96%		3.50%
Public & Quasi-Public	+ 241	+ .31%		+ .50%
DEVELOPED LAND	4,150	5.31%	6,466	8.28%
Agriculture	48,887	62.59%		62.73%
Woodlands and Vacant	+25,075	+ 32.10%		+ 28.99%
TOTAL FOR PLANNING AREA	78,112	100.00%	4,542	100.00%
				5,401

ESTIMATED POPULATION 16,223 Persons

18,500 Persons

*plus acreage of isolated rural homes

THE TRANSPORTATION PLAN

The traditional approach to transportation planning is to facilitate the journey to work, the transportation of goods and services, and trips for recreation and pleasure. This Transportation Plan utilizes the traditional approach, but it also goes beyond it to use transportation planning as an important tool to influence the location, density and phasing of urban development.

Cecil has elected to follow a planned controlled growth policy which will encourage development to concentrate only at selected locations in the County. To complement the growth policy, circulation facilities will need to be approached conservatively so that development is not encouraged in the wrong places. The conservation approach recognizes that highways tend to foster higher density development along their path, especially at interchanges or intersections. Recognizing this principle, it should be the policy of this General Plan that only the planned growth areas should receive major interchanges or breaks in the transportation system so that the natural flow of goods and services can benefit the greatest number of people who are congregated together at the development areas. Conversely, where little or minor development is desired such as in the Rural Planning Areas, no further intersections or new alignments should be encouraged. The policy there should be maintenance and improvement of existing alignments.

To clarify how the various facets of the circulation network will work together toward the above policies, discussion is broken down into the following: pedestrian systems, highway systems, railroad facilities, water transportation, air transportation, and mass-transit or public transportation.

Pedestrian System

Being so accustomed as we are to the use of the automobile to get from place to place, it is easy to forget that the basic transportation mode is walking. Although one can travel much faster and farther in a machine, one must always get from the place of origin to the machine and from the machine to the destination, on foot.

Pedestrian pathway systems would be impractical in the rural planning areas of the County because of the existing and projected low density levels in such areas. Yet within the growth areas, particularly the Greater Elkton, Greater North East and Greater Perryville planning areas, pedestrian systems seem both feasible and desirable. Developers could be given incentives to develop attractive and viable pedestrian systems into the project's neighborhood/commercial/public structure. If properly planned, pedestrian systems could link commercial centers with neighborhoods, local activity-cultural centers with the community, neighborhood stores with customers, and schools with children.

The overall objective of new pedestrian systems should be to separate the pedestrian travel mode from the vehicular so that a direct and uninterrupted link between two or more destinations might be achieved. Pedestrians of all ages, but especially the aged and the very young, could then safely use the pathways.

The advantages of properly designed pedestrian systems would be many, some of which are: (a) provide an alternative to the automobile for short trips, (b) give a healthy yet functional reason for people to exercise more, (c) allow children in neighborhoods to meet safely without having to cross dangerous streets, (d) free adults from the role of chauffeurs to their children, (e) allow a mobility choice to older persons who are no longer allowed to drive an automobile, and (f) provide a scenic bicycling area for the community.

For pedestrian circulation to be a viable alternative to other transportation modes, certain conditions must be true. First, there must be a mechanism by which pedestrian systems are designed, funded and built. Through careful incentive zoning, future developers (rather than County or municipal governments) could be induced to provide attractive pedestrian networks in the higher density development areas of the County. (2) Pedestrian systems should be the natural walking or cycling path between destinations because people tend to take the shortest path between two points. (3) The distance between destinations must not be too far or people will elect to drive rather than walk. Experience has shown that people are usually willing to walk for up to 15 to 20 minutes to get to a destination, which means about $\frac{1}{4}$ mile is the maximum distance that should be planned between two destinations. (4) The pedestrian system must be attractive, hold interest, and be safe to users. (5) Each system must be properly maintained and improved when necessary by developers, homeowners associations, or other private interests who own a particular development. Maintenance should not be the burden of the County government unless the pedestrian system and open space network has been dedicated and accepted by the County.

A good method to achieve attractive pedestrian systems is through proper site plan review. The reviewing committee should look for how carefully the proposed design makes use of the intimate scale of visual perception. That is, pedestrian travel at a speed of about 3-5 miles per hour whereas an automobile usually travels from 25-55 miles per hour. The speed difference between the pedestrian and automobile travel modes means that the user of a path sees his surroundings in greater detail so that small scale design refinements are noticed. For example, in commercial or industrial projects the pedestrian systems should relieve the monotony that expansive asphalt or concrete parking areas can bring. Distinctive landscaping, a change in relief to avoid long expanses of pavement, preservation of unusual or attractive nature features, artful graphics, tasteful application of colors, and suitable street furniture can help to give a more human-scale to the surroundings. In pedestrian proposals within shopping areas, the site plan reviewers should encourage design solutions which facilitate window shopping, have other paths which provide access to areas with flower beds or fountains, and still other paths into quiet areas where shoppers can sit, picnic, or enjoy the shade or sunshine. In public places there is a special need to provide a place where people can show off and view others, because for various psychological reasons, people love to watch one another. In residential areas, pedestrian systems do not necessarily need to have an obvious viewing place because emphasis should be on the functional, yet informal and inviting lifestyle of children's play.

Overall in pedestrian system design, attention must be given to the type of materials used, the kind of textures that are exposed for viewing and touching, the color used, the weathering capabilities of the furniture or hardware, the planned and accidental art forms, and the overall attempt to avoid monotony in design.

HIGHWAY SYSTEM

In accordance with the County's controlled growth policy, new highway alignments are only proposed for the growth areas and the policy in the rural areas is that of maintenance and improvement to existing routes.

The concept of the recommended highway network is illustrated in simplified fashion by Figure 7.3. Five classifications of highways are shown on the figure: limited access, controlled access, major arterial, minor arterial and collector. Not shown on the Figure because their future alignment is unknown at present is the lowest order of highway-road circulation, the local residential street. Together these six kinds of highways comprise the roadway network and they have the following characteristics.

TABLE 7.13

HIGHWAY CLASSIFICATION SYSTEM
CECIL COUNTY, MARYLAND

(SUPPLEMENT TO FIGURE 7.3)

Highway Classification	Existing	Proposed Improvement	Right-of-way
<u>LIMITED ACCESS</u>			
Interstate 95 (John F. Kennedy Highway)	██████████	None except continued maintenance	300'-500'
<u>CONTROLLED ACCESS</u>			
Route 40	██████████	Transform into Controlled access	150'-300'
<u>MAJOR ARTERIAL</u>			
Route 1	██████████	██████████	100'-150'
Route 213	██████████	██████████	
Route 273	██████████	██████████	
Interstate 301	██████████	██████████	
<u>MINOR ARTERIAL</u>			
Route 2	██████████	██████████	80'-100'
Route 7	██████████	██████████	
Route 222	██████████	██████████	
Route 269	██████████	██████████	
Route 272	██████████	██████████	
Route 274	██████████	██████████	
Route 276	██████████	██████████	
Route 279	██████████	██████████	
Route 281	██████████	██████████	
Route 282	██████████	██████████	
Route 316	██████████	██████████	
<u>COLLECTOR</u>	██████████	*	60'-80'
<u>LOCAL RESIDENTIAL</u>	*	*	50'-60'

* Not shown since cannot predict future pattern; alignments will depend on development proposals which the County approves during the design period.

Design standards for the six types of roadsays should be as delineated on Figure 7.4.

Limited Access Highway. The only limited access highway in the County is Interstate 95 (John F. Kennedy Highway), a toll road. This major highway has only three exits-entrances in Cecil County: at Perryville, North East and Elkton. During the design period of this plan, it is recommended that this highway be maintained in its current high standard and no further egress-ingress points should be added.

Controlled Access Highways. Route 40 is the one highway which has been selected for emphasis as a controlled access highway. At present there are several points along this route from Elkton to Perryville where access is not controlled. Rather than pin-

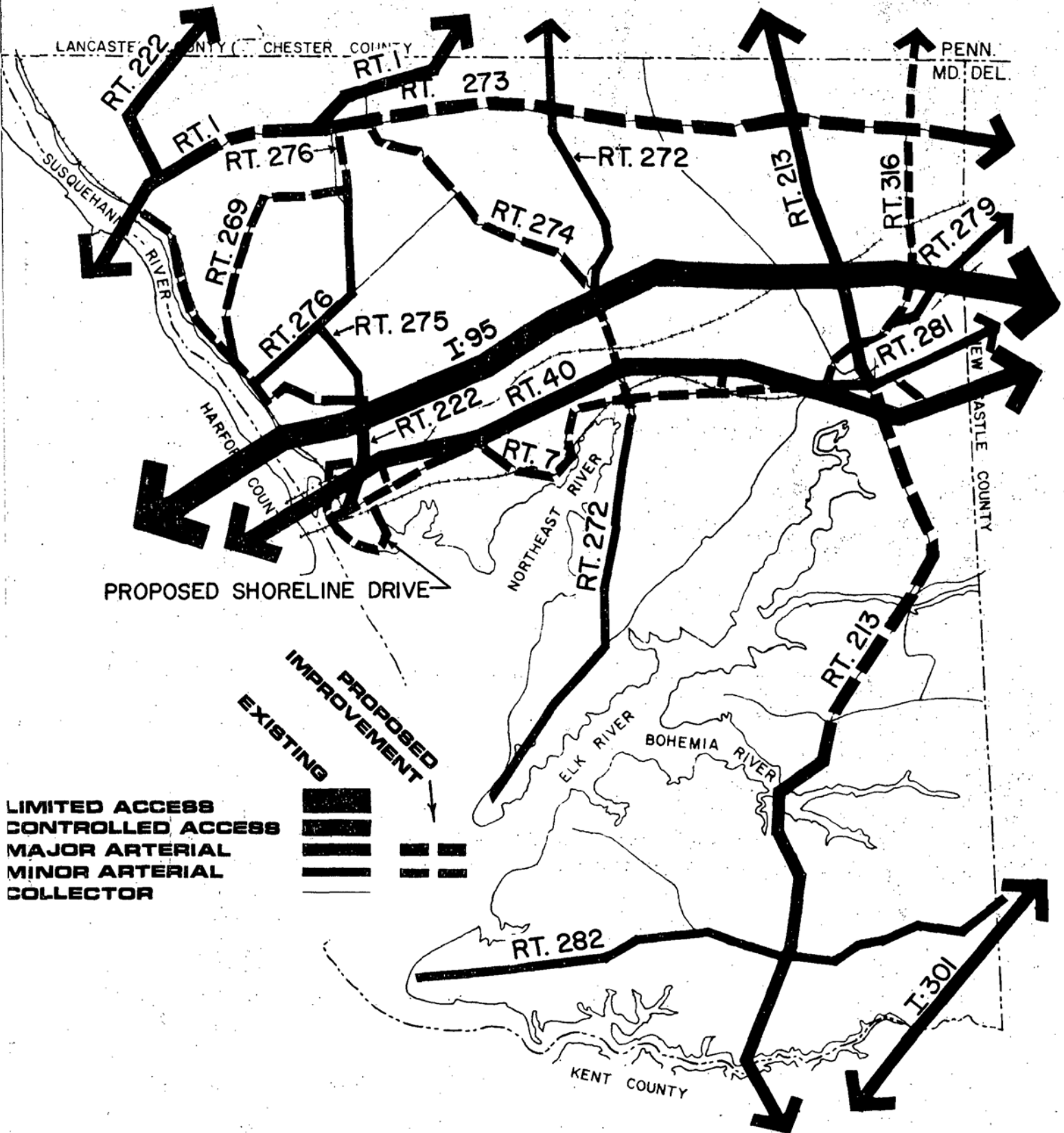
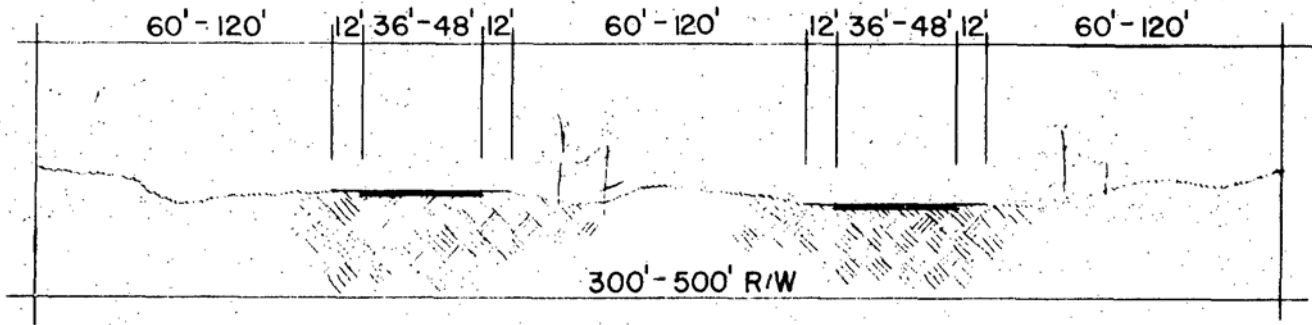


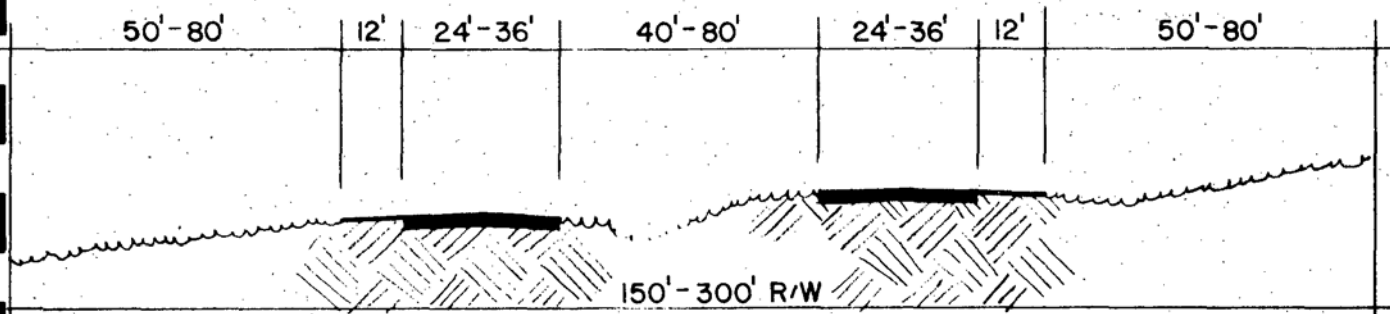
FIGURE 7-3

PROPOSED MAJOR HIGHWAY IMPROVEMENTS - CECIL COUNTY, MD

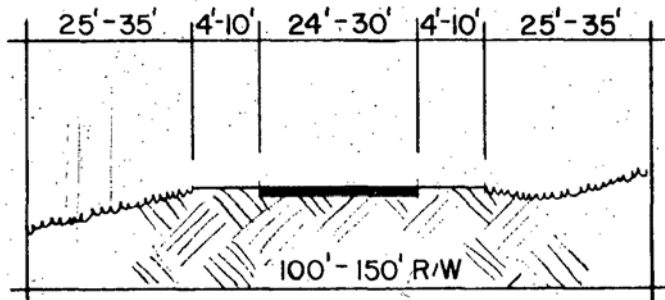
LIMITED ACCESS



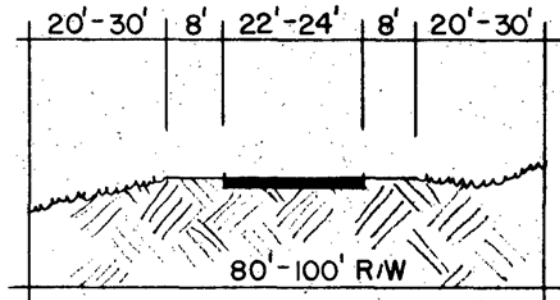
CONTROLLED ACCESS



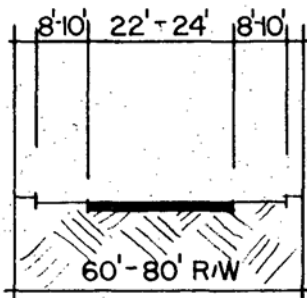
MAJOR ARTERIAL



MINOR ARTERIAL



COLLECTOR



RESIDENTIAL

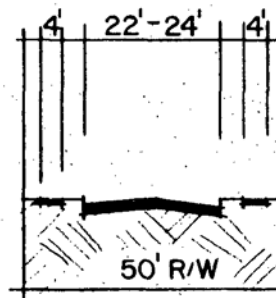


FIGURE 7.4 CROSS SECTIONS & RIGHT-OF-WAY WIDTHS CECIL COUNTY, MD

point the various small locations of inharmonious access on Figure 7.3, it is recommended that the entire length of the Route should be transformed into a controlled access route. Service roads should be erected along side and running parallel to the direction of the main east-west Route 40 in order to handle local start and stop traffic. Intersections should be limited to on-grade connections and should occur only at the growth nodes (Perryville, North East, Elkton and the Route 40 Corridor planning areas). The County should start requiring greater setbacks at the 300' right-of-way mark to allow for future frontage roads.

Major Arterial Highways. After conferring with local citizens and the plans of the State Department of Transportation*, it is recommended that all major arterial highways as shown on Figure 7.3 and Map 13 be suitably maintained in accordance with the design standards of Figure 7.4. Special improvement beyond general maintenance, though, should be given to the following: Route 1 in the Conowingo area, Route 273 east from Rising Sun to the Delaware state line, and Route 213 from Elkton south to Chesapeake City.

While improvements are being planned for Route 273 east of Rising Sun to the Delaware border, it is recommended that the portion extending east of the village of Calvert to the Level II Development Area be designated a scenic transportation route, and controls be instituted for scenic preservation. A second scenic route should be the portion of Route 213 south of Elkton to Kent County. This part of Route 213, like the above mentioned portion of 273, should receive special conservation in the years ahead.

Minor Arterial Highways. As Figure 7.3 shows, most proposed highway improvements are in the minor arterial highway classification. Route 222 should be up-graded along the Bainbridge to Port Deposit alignment to where it meets Route 1 to the north; Route 269 (which will be a major connector between the Perryville Planning Area and the Rising Sun Planning Area) should be improved including a small portion of Route 276; Route 274 leading south from Rising Sun to the North East Planning Area should be up-graded; Route 7 should be improved as a route to connect the Greater Perryville, Greater North East and Greater Elkton Planning Areas; Route 316 north should be improved to increase internal accessibility within the Elkton Planning area; and Route 279 east towards Newark should be up-graded to increase accessibility to this out-of-county major employment source. New alignments in the minor arterial highway system should be as follows: a bridge to connect across the Conrail tracks between Route 40 and Route 7 (in the Route 40 Corridor Planning Area); a connector road between Route 40 and Route 7 just east of the existing town boundary of Perryville (all in the Perryville Planning Area); a connector road between Route 281 and Route 40 in the eastern portion of the Elkton Planning Area; and a new shoreline drive along the Perry Point coastline to increase access to the new Perry Point Regional Park and the Susquehanna River area, all in the Perryville Planning Area. Each of the above improvements/new construction should be in accordance with the design standards of Figure 7.4. It is further recommended that Route 272 south from North East to the tip of the Elk Neck Peninsula (Turkey Point) should be designated a scenic conservation transportation route.

Collector Highways. All other Maryland routes not mentioned above but recorded on the General Plan Map 13 shall be designated collector highways and be suitably maintained during the design period.

* Maryland Department of Transportation, State Highway Administration; Maryland 20 Year (1975-1994) Highway Needs Study. Baltimore, Maryland, January 1974.

Ibid., State Highway Improvement Program: Primary System 1975-1979. Baltimore, Maryland, January 1974.

Ibid., State Highway Improvement Program: Secondary System 1975-1979. Baltimore, Maryland, January 1974.

Local Residential Roads. Most future local residential roads will be built by private developers in the planned growth areas in order to service future subdivisions, Planned communities, and in-filling or extension growth. Since the exact location of these alignments is unknown at present, this category does not appear on Figure 7.3 or Map 13.

All new local residential road proposals shall be designed in accordance with the standard shown on Figure 7.4.

RAILROAD FACILITIES

Throughout the nation, railroads are an important part of the transportation network for the movement of goods, services and people. In Cecil County the two major railroad companies are the Conrail and the Baltimore and Ohio. The existing railroad alignments generally follow an east-west pattern, extending from the Perryville area to the Elkton area and then east towards Newark and Wilmington. Historically these alignments have been very influential on the development pattern of Cecil County. The east-west railroad orientation is also a reflection of the entire County's east-west transportation pattern which transports goods and services between the Washington-Baltimore regions on the west and south, to the Newark-Philadelphia-New York regions on the east and north.

Within the design period, it is anticipated that both the Conrail and the B & O will be interested in further spur lines for industrial and business interests which will be congregating towards the growth areas. There is a proposal under discussion for the possible renovation and reuse of the old railroad route near Rising Sun which might serve as a future mass transit link to destinations further north.

In short, railroads should continue to be an important part of the County's transportation system during the design period.

WATER TRANSPORTATION

The County has various private marinas located in the many inlets leading to the Chesapeake Bay. Future marina proposals for private pleasure craft should be encouraged to located in either the North East River inlet of the North East Planning Area or the Susquehanna River Coastline in the Perryville Planning Area.

The main commercial water transportation route in Cecil County is the Chesapeake and Delaware (C & D) Canal, located in part through the Chesapeake City Planning Area. The C & D Canal forms the major link in the inland water route connecting the Chesapeake Bay to the Delaware River and the Atlantic Ocean. Ocean-going vessels travel through the Elk River and Back Creek before reaching the Chesapeake and Delaware Canal. Originally the canal had a twenty-seven foot channel depth and was 250 feet wide. Recently the forty-six mile long canal was deepened to thirty-five feet and widened to 450 feet. While the recent dredging operations have proved favorable to commercial enterprises, there have been adverse environmental effects as described in Chapter 1. At Chesapeake City along the canal is an anchorage basin with a fourteen foot depth. The United States Coast Guard maintains a base in conjunction with the anchorage basin at Chesapeake City.

At Perryville, harbor facilities exist for small ships and barge transportation via the eight mile long, thirteen and a half foot Spesutia Island Channel at the northern end of the Chesapeake Bay. The Susquehanna River is navigable for fourteen foot draft to Port Deposit. An eight foot channel leads to the town of North East via the North East River and a seven foot channel leads to Elkton via the Elk River.

In the future, it is anticipated that the C & D Canal and the ports of Port Deposit, Perryville and North East will continue to be viable local links with water transportation routes on the east coast of the U.S.

AIR TRANSPORTATION

Within Cecil County there are three existing air transportation facilities. The Conowingo facility, a private airfield with sod runways, is located to the west of the Route 222-Route 1 intersection. The Farmington Airport, a private airfield with two sod runways of 1,600 feet and 1,700 feet, is located about two miles south of Rising Sun near Barnes Corner.

The largest facility of the three, the Cecil County Airpark, Inc., is located about three miles northeast of Elkton near the I-95 and Route 279 intersection. The latter airpark has three turf runway strips of 2,030 feet, 2,100 feet and 2,150 feet. This airport also provides charter service and instruction.

Cecil County is within easy access to two major airports, the Greater Wilmington Airport and the Baltimore-Washington International Airport. The Greater Wilmington Airport, located in New Castle County, Delaware, fifteen miles east of Elkton, is served by Allegheny and Eastern Airlines which provide eight flights in and eight flights out per day. The Wilmington Airport also provides freight services, and scheduled air taxi service is available. The Baltimore-Washington International Airport is situated nine miles south of Baltimore. It is about fifty-nine miles from Elkton via major highways. Ten major airlines provide more than 370 flights daily to 117 major North American cities. There is excellent air freight service available. The Baltimore-Washington International Airport also offers direct jet service to ten foreign cities.

Though less accessible than the Wilmington or Baltimore-Washington airports, Cecil County is also within the service area of the Washington National Airport and the Dulles International Airport. In addition to the twenty-eight airlines, air taxi, military, air freight and general aviation services are provided at the Philadelphia Airport. A commercial airport at Lancaster, Pennsylvania is also within fifty miles of the County.

With continued development of the designated growth areas, there may be a future demand for more local air facilities in Cecil County. An Airport Commission might need to be established to study this possibility.

MASS TRANSIT AND PUBLIC TRANSPORTATION

Continental Trailways has three separate routes through the County and makes several daily stops at seven points. Greyhound Bus Lines travel over Route 40 and offer regular stops at three points. Excellent bus connection can be made from Elkton, Rising Sun and Perryville. The other major form of existing public transportation in Cecil is the public school buses which transport the vast majority of the school population from their neighborhoods to the school sites.

Up to now there really has not been sufficient demand to warrant the establishment of a public transportation system in the County beyond the bus transit mentioned above. But in future years with increased population at planned locations, there will likely be a growing demand for other types of public transportation. One recent indication of this growing demand has been the interest shown in renovating the reusing the railines near Rising Sun as a transit route to destinations further north.

Though it should be the subject of further study, there may be demand in the near future for a commuter train connection from Elkton to Wilmington and Philadelphia. Then with further demand, an east-west extension might be planned across the County to include transit stops at North East and Perryville. Once the County is crossed, it will be possible to connect into the Baltimore-Washington transit lines, thus creating a mass transit travel circuit from Washington, D. C., to Baltimore, to Perryville, North East, Elkton, Wilmington, Philadelphia and eventually New York.

PHYSICAL ENVIRONMENT

The long range plan for protection of the physical environment and, where possible, the restoration of those elements of it which have been damaged by the errors of the past can be stated simply. It involves the continuing and consistent effort to encourage those activities which conserve the lands, water, and air of the County, and to discourage those which damage them. This will require vigilance and diligence on the part of elected officials, their staffs, and the interested citizenry.

Damage to the environment occurs as a result of both man-made and natural occurrences. We can not do much about the natural forces except to realize that nature evolves a delicate balance between cause and effect which tends to work. It is the man-made forces which cause the trouble. These are the forces that we can do something about.

One of Cecil County's greatest assets is its waters. They are also the County's mirror because they reflect successes and failures in coping with problems. Society's wastes and carelessness quickly find their way to the waters, and progress toward solving problems will be visible in them. Thus, for the long term, the County needs careful attention to:

Liquid Waste Disposal -- Recent years have seen a serious proliferation of point source discharges of sewage wastes into the County's waters. The history of malfunctions in the treatment plants, both large and small, has been very bad. It has been difficult to staff the smaller units with competent operators, and the capital costs of a multiplicity of small units is greater than that of a few large ones of equivalent capacity. Therefore, County policy should encompass a regional concept for treatment plants, qualified and competent operators for them, continuing search for and use of new technology to reduce capital costs, and use of advanced treatment methods to reduce nutrient flow to the waters. Zoning regulations should be flexible enough to recognize new techniques that may be developed for water and sewer treatment control. For environmental reasons then, it is prudent that the County adopt the policy that development should be encouraged in areas with existing or immediately planned community water and sewerage services whereas very low density development should be the policy for portions of the County where individual water and sewerage systems occur. Specifically, this means that it is logical that future development be encouraged to locate within the current or planned service area of the community systems which now exist at the following locations: Cecilton, Chesapeake City, Elkton, North East, Perryville, Bainbridge, Port Deposit, Rising Sun, and Charlestown.

Run-off Pollution -- As the population grows, the problem of run-off becomes more serious. Practically every form of development, industrial, commercial, residential or agricultural, either increases the amount of run-off or adds its own type of waste whether it be oil, herbicides, pesticides, animal excreta, or industrial waste. All new development should be examined carefully for these hazards, and a policy developed to provide for their control.

Solid Waste Disposal -- The amount of solid waste grows with population and standard of living, and the problem of its proper disposal will be an increasing burden to the land and the taxpayer. Over the long term, adequate provision should be made for acquisition of necessary land for landfills, continuing search for economic alternatives to land fills should be initiated, and a county-wide program for clean-up and littering control should be begun.

Erosion and Siltation -- Siltation of the County's waters is the price which must be paid for allowing abuse of the land. It matters not what the cause might be - poor construction methods, bad grading, inadequate stabilization of fill, refusal to adopt sound agricultural practices - the result is the same, the steady increase in the deposits of sediment on the stream bottoms. The price is high: taxes to pay for dredging, lowered property values, disappearance of fish and wildlife, loss of areas for recreational use. County policy must be directed at effective control of erosion and sedimentation, both through local action and cooperation with state and federal agencies.

Critical Areas -- Critical areas are those portions of the County which are especially sensitive to man's and nature's depredations. They include shorelines, beaches, wetlands, marshes, steep slopes, escarpments, woodlands, and areas with high water tables or susceptibility to flooding. Long term plans for coping with threats to these areas must be covered by clearly stated definitions, descriptions and policies. The County Zoning Ordinance needs modification to permit the critical areas to be identified clearly and easily. A continuous effort should be made to upgrade all ordinances to provide adequate safeguards.

Air and Noise Pollution -- As development of the various areas of the County progresses, increased sources for noise and air pollution will occur. Such pollution is generated not only by land and water borne vehicles of all types used within the County, but also by certain aspects of industrial, residential, and agricultural land uses. Whatever the source, specific ordinances and restrictions should be developed to provide rules to be followed in planning new uses of lands and waterways of Cecil County as well as the means by which correction of present abuses in these areas can be initiated. County policy in these areas needs to be consistent with corresponding policies at the state and federal levels.

Capacity of Roads for Further Development -- It is logical that land should be held out of residential, industrial or commercial development until a property has sufficient access and until it can be verified that development will not overload existing or proposed facilities. Ordinances governing new developments should include appropriate restrictions to limit the ingress and egress to roads and streets having capacity and alignment sufficient to handle anticipated traffic volumes without any adverse effects on public safety. Further, where special land uses require special high load carrying roads, ordinances should be developed to require either property road construction techniques or specific limitations on individual vehicle weights to preclude continual road reconstruction.

SOCIAL ENVIRONMENT

In the process of land development for growth it is crucial for the fiscal and administrative capacities of the various County social environmental agencies to stay in phase with the rate and location of that development. If the rate and location of growth can be controlled to allow government to keep pace with the provision of community facilities and services (communications, public safety, health care, solid waste disposal, utilities, education, cultural facilities and social services) the lag which frequently occurs in the development process between revenues and required services can be eliminated and services supplied at the proper phase of development. Coordinated planning among the various social environment agencies should be encouraged, and consideration given to the development of multi-service facilities as appropriate.

MANAGEMENT

Ultimately, political considerations determine to a great extent the rate at which growth is permitted to occur within designated areas of the County. The Cecil Citizens have exhibited a consensus towards managed growth, so as to keep the development process from going out of control. Through government intervention representing the will of the citizenry, restrictions should be placed on undesirable proposals for development so that only high quality projects will be approved. In the process of regulating development, though, it will always be the responsibility of the government which exercises such power to demonstrate that it is not infringing constitutional guarantees.

One definition of management states that it is the organized use of resources, including people, money, information, time and effort, to accomplish stated objectives. An essential attribute of resources is that they are always limited; there is never enough manpower, money, or time to go around. The result is that that management effort becomes one of allocating scarce resources to the applications where the greatest benefit will result. In the conduct of public business, this allocation process can give rise to controversy which should be accepted, even welcomed, as one of the routes to attaining the best use of resources. An active, informed, and persistent citizenry is essential to this process.

The management of any activity involves uncertainty. The availability of funds from state and federal sources is a case in point. In order to reduce the confusion and misunderstandings which arise when major changes in plans must be made, the County should investigate, prepare, and use, where applicable, contingency plans which describe alternative programs and application of funds.

Planned coordination between this Comprehensive Plan, implementing documents, the County Commissioners and the applicable County departments implementing the plans and policies is also a necessary element of proper County management. This should include, but not be limited to, periodic review of implementing documents for compliance with this Comprehensive Plan and should be time phased with the Comprehensive Plan review (such as immediately following its periodic review). The requirement for such reviews should be explicitly included in each level document.

CHAPTER EIGHT IMPLEMENTATION

An effective Comprehensive Master Development Plan is one which can be implemented through the revision and creation of the proper ordinances, regulations, and policies. The ultimate goal of the plan is its implementation and this requires a variety of instruments and processes for affirmative action. Some of these instruments of implementation are already familiar to us; such as the Zoning Ordinance and Sub-division Regulations which are presently being used but must be modified to better reflect the adopted goals, objectives, and policies of the Comprehensive Master Development Plan. Other tools, such as the Master Sewer and Water Plan, a Solid Waste Management Plan, and coordination with the Soil Conservation Service offer further opportunities for implementing the plan. There are many other refinements of the plan as well as additional procedures that must be developed in order to realize the stated Goals and Objectives. These would include plans on Open Space Management, Development Areas, Drainage Area Protection, Historic Districts, and others.

The County Commissioners are the principle body responsible for carrying out the implementation of the Comprehensive Plan. It is this Board that creates and staffs most of the operating departments in the County and also appoints the members to the Board which performs as advisory bodies, making policy decisions and recommendations to the County Commissioners and other Boards or as an appellate body hearing individual cases where necessary by existing law or where parties are aggrieved by decisions previously made by other County boards or officers. It may be necessary for the Commissioners to consider adjustments to existing departments and Boards as well as the creation of new entities to carry out the implementation program described herein. Individual department and/or boards would be responsible for development, enforcement, review, and revisions of "sub plans". They would also be responsible for seeing that new or revised ordinances, regulations, and plans comply with the Goals and Objectives of the Comprehensive Plan. None of these agencies can operate completely independent of the others and, therefore, must be responsive to the other County bodies and the County Commissioners. Before approval of any plans, regulations, or ordinances by the County Commissioners, it would be necessary for them to determine that all affected agencies had been consulted; and they would instruct and oversee, if necessary, property coordination when needed.

Review and revision of all the tools for implementation is of the greatest importance to obtaining the stated Goals and Objectives of this plan. In addition, maintenance of the plan itself is crucial for meeting the needs, controlling the demands and programing for future direction that may be apparent at any given time after the date of approval. The Citizens Committee on the Comprehensive Plan (CCCP) should establish a permanent sub-committee which, when it feels is appropriate, will recommend a review to the full committee. If a review by the full committee concludes that changes or additions are necessary, the CCCP should solicit input from appropriate County agencies and the general public in developing recommendations to accomplish the changes. These recommendations would be presented to the Planning Office for submission to the Planning Commission. Other regulations, ordinances, and plans would be subject to periodic review and revision as prescribed in those documents or dictated by the enabling law which allowed their creation, and this would be the responsibility of the agency who is charged with carrying out the policies of that document.

Some of these instruments will be subject to review and revision as stated above as well as when other basic policy forms are revised to reflect more current ideas, with still others being affected only by the latter condition. In all cases, the initial investigation would originate with the operating agency but could be stimulated by any private or public source or individual.

Without this type of dynamic process for allowing change, the effectiveness of any or all of these documents becomes minimal and the dependence on arbitrary decision at all management levels is maximized.

The following section enumerates the various instruments that are presently being used as control factors for County development. It should be understood that all of these existing tools would require immediate review and revision in light of the Goals and Objectives proposed by this plan.

1. ZONING ORDINANCE

The Zoning Ordinance describes the permitted uses of land within the boundaries of each classification of zoning; this will include ancillary uses and special exceptions. A Zoning Ordinance is necessary to promote and protect the health, safety, and general welfare of the community to which it applies and to uphold the value of the property in that jurisdiction. A Zoning Ordinance combined with Subdivision Regulations are the core for the effective implementation of the Comprehensive Plan.

It is recognized that the present Zoning Ordinance for Cecil County is extremely antiquated. The present Zoning Ordinance was originally adopted in 1962 and is still being used today with some modifications. It was re-adopted on December 23, 1974, at the time the current Comprehensive Development Plan was adopted. This was done to meet time requirements of law, with the understanding that a new Zoning Ordinance would be immediately prepared for adoption that would relate to and be in conformance with the new Comprehensive Development Plan. The new Zoning Ordinance now in preparation should be adopted as early as possible. A review of the entire Zoning Ordinance shall be accomplished immediately after the adoption of each new Comprehensive Development Plan.

The purpose of zoning is land control as outlined in Article 66B of the Maryland Code and is still in its infancy as to proper application. It should be recognized, therefore, that the zoning regulations should not always be used strictly as a deterrent for some land use purposes, but as a tool for sensible land utilization. A new Zoning Ordinance should be flexible enough to permit some modern techniques of development, provided the basic purposes of zoning are not violated.

2. SUBDIVISION REGULATIONS

The present subdivision regulations were adopted and put into effect April 15, 1976. These regulations are in substantial conformance with this Comprehensive Development Plan; however, it is recognized that these regulations can be amended at any time through provisions outlined in Article 66B of the Maryland Code. The County should be open-minded and alert to new and modern techniques of development that, if adopted, would be within the spirit and intent of the Comprehensive Plan and allowable under subdivision regulations.

The subdivision regulations should be reviewed by the CCCP following any revision of the Comprehensive Plan. Recommendations for any changes should be submitted to the Office of Planning and Economic Development which in turn presents recommendations to the Planning Commission.

The subdivision regulations set the standards that control the transformation of raw land into areas of residential, commercial, industrial and/or other development. Each of the suggested development levels of this Comprehensive Plan allows for a mix of the aforementioned uses. In order to accomplish this, regulations with criteria for development of each use in each level are necessary. All of this should be accomplished in conformance with the goals, objectives, and policies of the Comprehensive Plan.

The subdivision regulations will contain changes or additions which include other definitions and procedures, as well as protective ordinances. This set of regulations will also contain policies and criteria for cluster housing, apartments, shopping centers, and many other development forms.

3. THE OFFICIAL MAP

The official map is an important element in the implementation of the Comprehensive Plan for Cecil County because it is a vehicle for reserving land for public facilities. It serves as a major support for other regulatory ordinances, deals with land development, flood plains, major utility easements, etc. It displays on one map, the focus for the current planning efforts as well as longer range goals and objectives for all governmental agencies.

The Department of Planning, which encompasses the zoning effort, in cooperation with the Department of Public Works, the Soil Conservation Office, Health Department, and other county agencies will prepare and annually update this map. As an instrument of public policy, the official map reflects a meshing of land use planning and public fiscal policy, including an annual capital budget and Five year projections of a County Capital Improvement Program (C.I.P.).

4. MASTER SEWER AND WATER PLAN

The purpose of the Master Sewer and Water Plan for Cecil County is to outline pertinent data on existing systems throughout the County, and to provide a schedule for proposed water and sewer improvements to certain areas throughout the County. This program, if followed, will insure that long-range plans are compatible with the County's financial resources.

Under legislation enacted in 1966 by the Maryland Legislature, each County in the State is required to prepare and update plans for water supply and distribution and waste disposal needs. Such a plan has been adopted in Cecil County and updated on an annual basis since 1969.

This plan for sewer and water is under the direction of the Public Works Department and establishes priorities within the five (5) elements of that plan which covers a period of twenty years. In addition, pertinent data on existing systems is contained in the plan.

The developing, updating, and revising of this Master Sewer and Water Plan should be a joint effort between the Department of Public Works and the Planning Commission. The Department of Public Works provides technical support to the Planning Commission in anticipating the needs of the County in coming years. The Department of Public Works and the Planning Commission must be made aware of the County's financial picture in scheduling implementation of the plan.

Forecasts of more than five years are generally not reliable for planning, thus five years is the recommended program period. A list of needed improvements is drawn up, those which should be made during the next five years are arranged in order of urgency, and costs are estimated according to the best information available. As each year of the program is completed, an additional year is added so that the program always looks five years to the future.

Cecil County should establish firm policies in several areas for utilization of the regional sewer and water systems toward implementing the land use plan. The extension of sewer and water facilities will plan an extremely important part in the development pattern of the County and should be viewed as an integral element for directing County growth rather than a service responding to the demands of isolated land owners.

It is imperative that the regional wastewater treatment system in the North East area be constructed and operational as soon as possible. The County must work with the incorporated areas in the planning and construction of water supply and distribution systems, and wastewater collection and treatment systems.

In the planning and construction of sewer and water facilities, the County must actively explore all available avenues of financing these facilities from Federal Agencies such as the United States Department of Agriculture, United States Environmental Protection Agency, Farmers Home Administration, and the Economic Development Administration. State agencies, such as the Department of Natural Resources and Maryland Environmental Service, work with the County agencies to plan for these improvements.

Attention should be given to the use of non-point discharge systems (group septic tanks with common drain fields) as an alternative to large and expensive publicly owned regional sewerage disposal plants that discharge their effluent into the waterways. There is possibly more latitude with a non-point discharge system than now exists in individual septic systems. It is recommended that the County be alert to the development of non-point systems and encourage their use if approved by the proper health authorities.

5. SOLID WASTE MANAGEMENT

The Solid Waste Management Master Plan for Cecil County 1973 is well documented, thorough and comprehensive. It is recommended that this document be actively followed.

The following sections deal with those instruments which are being recommended for development and adoption as ordinances, regulations, or plans or parts thereof to be included in existing regulations as additional policy items which will strengthen the County's ability to implement this plan in order to achieve its goals and objectives.

6. COMMUNITY FACILITIES

Five-year Capital Improvement Program

All functional agencies of the County which receive and disburse funds provided by the local government should submit a list of capital projects which they plan to undertake in the ensuing fiscal year and projections for the next five years. The capital budget would be the County plan for the receiving and expending funds for capital projects during one fiscal year. A capital improvement program would

reflect the County's strategy for the receipt and expenditure of monies for capital projects during the fiscal year covered by the capital budget and the succeeding five fiscal years.

Cecil County Jail

Many citizens will continue to enter and be kept in jail for varying periods of time, some before guilt has been determined. This situation has existed for many years with little or no attention having been given to either upkeep or expansion of the building as the number of inmates has increased. If present plans to build a new jail are not realized, the Planning Commission should immediately make specific recommendations to the County Commissioners for other solutions to the problem.

Welfare, Social Services, Health and Probation

Many people in need of assistance are frequently unknowledgeable, shy, and reserved to the point where they cannot obtain all information pertinent to their needs. Often public servants are not aware that the individuals to whom they are offering aid are involved (or should be involved) with other agencies, even though much effort is spent on communication between agencies. Many advantages would be gained if services were located in close proximity and, if possible, share a common waiting room. It is recommended that the Planning Commission give careful consideration to including most, if not all, agencies in one building in planning facilities for related public services. A new facility, so designed, would free much needed space in the Court House and could result in long range savings in operating costs.

7. AGRICULTURE

It is recognized that productive agricultural lands are one of the County's most valuable resources, and the benefits derived from their proper and efficient use will serve the entire population of the County. Imaginative, balanced and planned development is important to all areas in the jurisdiction both rural as well as the more densely populated section, keeping in mind that one of the primary goals stated by this Plan is the retention of the rural atmosphere which presently exists in Cecil County. The existence of agricultural lands plays a prominent role in the creation of this "country feeling".

The farmers of Cecil County, large landowners, and other citizens are very interested in seeing large areas of Cecil County maintained in its agrarian state. It is recognized that zoning is only one mechanism which may be employed to preserve agricultural land. Such devices as purchase of development rights and easements, tax differentials, and restrictive agreements should also be explored.

Some method of compensation to the land owners must be found eventually if a real guarantee is to be maintained. It is therefore, recommended that a study group be appointed and an annual report made to the Planning Commission. This information should then be incorporated into each revision of the Comprehensive Development Plan.

8. OPEN SPACE MANAGEMENT PLAN

This Comprehensive Plan for Cecil County incorporates certain recommendations for open space and goals and objectives relating to open space and recreation, conservation, and community enhancement. The broad scope of these functional areas demand the definition as well as development of standards and criteria for measuring existing open spaces, detecting deficiencies and planning for the provision of sufficient open spaces in the future.

Creation of an open space plan could provide the necessary detail to accomplish a sane program of acquisition, development, and management of land used for recreation, conservation, agriculture, or community enhancement. Embodied in such a plan would be recommendations for regulatory ordinances concerning Drainage Area Protection, for both physical and scenic purposes, Historic District designation, Scenic Highway designation and control recommendation, etc. In the implementation of the open space policy as stated in Chapter 7, the County shall give priority to those areas where they physical features of the land (slope, soil, vegetative cover, drainage, accessibility and existing improvements) are favorable for development for recreation purposes. Proposals for acquisition of open space shall include a plan for utilization.

9. PARKS AND RECREATION

The County Board of Parks and Recreation should seek to expand recreation opportunities through cooperative efforts with the Board of Education regarding increased utilization of school buildings and grounds for recreation. The Board should also assist local communities in establishing and maintaining organizations to sponsor and implement recreation programs. Finally, the Board should have principal responsibility for development and management of open space land acquired by the County.

The Board of Parks and Recreation, local recreation councils, interested agencies, and individual citizens should develop a comprehensive parks and recreation plan for Cecil County.

It is recommended that the Board of Parks and Recreation be consulted in the purchase, or acceptance by donation, of any open space planned for park or recreational purposes; and that the Board work closely with the Planning Commission in developing plans for its use.

10. INDUSTRY

Industry falls primarily in the hands of the Economic Development Commission. It is recommended that positive consideration be given to industry which will not pollute our waterways, land, or air. Zoning regulations for industry should be stringent enough to preclude certain uses as a matter of right. Industries known to or likely to have an adverse effect on the environment by pollution of the air, water, and natural habitat should only be permitted by special exception.

We do not believe that the State can handle this program for Cecil County. The County must play an active role in this area.

In many jurisdictions, the planning functions and the economic development function appear to be administered as separate activities, with varying degrees of coordination between them. Treating these two elements of growth separately is wasteful and generally unproductive. Economic development shall both contribute to and be implemented as a part of an area-wide Comprehensive Plan. In Cecil County, we view planning and economic development as part of the same process and our development strategy is based on this concept.

In formulating a strategy, it makes sense to concentrate on those things a community can do something about - the community's appearance and the quality of services, schools, etc. The examination and development of industrial sites will be a second priority. It would be possible for Cecil County to spend a great deal of effort and initiative in developing sites for industry, but if we neglect those community characteristics which are important to industry, the chances of success are very slim. Thus successful economic development in Cecil County must focus upon the task of conditioning the local economic environment in order to attract selected types of industries. The analysis of industrial prospects goes hand in hand with the evaluation of community characteristics.

The industrial prospects analysis will cover the growth trend, structure, and performance of industry and will result in a list of possible "target" industries. This list is then refined as we examine Cecil County's environment, determine what bottlenecks exist to the attraction of selected industry, and then prepare a plan for removal of any bottlenecks. Then specified industries are approached on the basis of our analysis. This targeted effort we feel will produce better results than the more conventional shotgun approach based on mass mailing of general industrial development brochures.

11. TRANSPORTATION

Several modes of travel are available to Cecil County and, in general, satisfactorily serve the County. There is not, however, any mass transit system serving the entire County.

Air Service

Both Philadelphia Airport and Baltimore-Washington Airport are within 50 miles of Cecil County and supply travel and freight transportation. In addition, the airport in New Castle County provides freight service. Two small airports in Cecil County offer charter service, the Cecil County Airport, which is quite close to I-95, and the Farmington Airport. Summit Airport in Delaware also offers this service.

It is the recommendation that any consideration for an air freight terminal be focused on the Cecil County air park because of its generally convenient location and its ready access to I-95.

Railroads

The Conrail and Amtrak and the C&O-B&O pass east and west through the County. Freight service is provided all along their lines. Passenger service is available out of Wilmington some 20 miles east of the County line.

Trucking

There are an abundance of trucks serving Cecil County with four large terminals near or on Route 40 and one close to I-95.

Bus Service

Greyhound and Continental Trailways operate through the County offering daily scheduled stops. Excellent bus connections can be made from Elkton, Rising Sun, and Perryville.

Highways

The highway system consists of a freeway, and expressway and secondary highways with interconnecting County and feeder roads. The main roads are I-95, Route 40, and Route 213. They are generally kept in good repair. The bridge at Chesapeake City is the only connection with the part of the County located south of the Chesapeake and Delaware Canal, and with the Eastern Shore of Maryland. The bridge is owned by the Federal Government and is under the jurisdiction of the Corps of Army Engineers. Route 301 which passes through the very southeast part of the County is an excellent roads and carries very little traffic. Secondary highways such as Routes 272, 279, 282, 222, 276, 274, 545, 316 and 213 north of Elkton are adequate highways and generally kept in good repair. Interconnector roads and feeder roads present serious maintenance problems caused by excessive weight loads.

It is recommended that more attention be given to granting permission for use of County roads and that some stipulations be formulated to prevent damages by excessive weights.

Route 213 (a single strip two-lane road) is the only north-south highway in the eastern portion of the County, and provides the only connection between those areas below the C & D Canal and the rest of the County. All fire and ambulance equipment must use this road, as must students north of the Canal going south to Bohemia Manor High School, and those south of the Canal going north to elementary schools. It is also the main access road for tourists going to the Bohemia and Sassafras River areas, and to the entire Eastern Shore. During the summer months, traffic on 213 is frequently bumper to bumper for distances up to 4 miles south of Route 40. This creates great difficulty in gaining access to Route 213 from crossroads and can be exceedingly detrimental in an emergency situation. There have been many fatal accidents on this route.

The State of Maryland already has the right-of-way for making Route 213 a dual highway between Route 40 and Cayot's Corner. It is recognized that the State needs federal money to attack the problem of Route 213 and should be pressured by the County to seek such funds.

The Chesapeake and Delaware Canal Bridge at Chesapeake City (Route 213) is in exceedingly poor condition. Large chunks of cement are falling into the area beneath the bridge causing hazard to persons in the lower area as well as to boats and boaters. The Corps of Army Engineers has stated that the bridge is fast approaching an unrepairable state.

It is recommended that the County Commissioners exert whatever means are necessary to cause the State of Maryland to make Route 213 a dual highway, at least to the south side of the C & D Canal, with adequate entrance to the present Route 213 on the south side of the Canal.

It is also recommended that the County Commissioners exert whatever means are necessary to have the Corps of Army Engineers construct a second bridge across the C & D Canal at Chesapeake City as a part of the dual highway (213).

It is imperative that traffic across the Canal be maintained during any reconstruction effort. Trucks of excessive weight should be diverted around the bridge until the present situation has been remedied.

12. CRITICAL AREAS

State enabling legislation required that the County's comprehensive plan include recommendations for the determination, identification, and designation of areas within the County which are of critical state concern. These critical areas are defined as areas which have such unusual or significant importance that future use of development is of concern to citizens of the State at large. Such areas may include important natural areas, areas held in public trust, areas of special public concern, areas of special economic or cultural importance, or areas of major public facilities.

There are a number of areas in the County which may be considered as candidates for Critical Area designation. The need to preserve and protect the agricultural environment is a basis for considering prime agricultural land as critical. If a power plant is constructed at Bainbridge, the immediate area of impact of this major facility should be considered for designation. Other possibilities include historic districts and areas surrounding the highway interchange points on Interstate Route 95.

The Citizens Committee on the Comprehensive Plan should investigate and recommend areas for possible designation as part of the Plan and review process. The Planning Commission and staff should continue to solicit and evaluate recommendation from all agencies and organizations in the County.

Shoreline Of The Chesapeake Bay And Its Estuaries

At this time the primary candidate for designation as a Critical Area is the shoreline of the Chesapeake Bay and its estuaries. The scenic and aesthetic value of this area, its importance for tourism, and the dangers to it represented by overdevelopment, beach erosion, sedimentation, destruction of natural vegetation, wild life depletion and pollution by sewage, fertilizers and pesticides are more than ample justification for the designation of this area as a Critical Area.

Protection of this area should be provided not only by the Critical Areas Program or Coastal Zone Management provisions but also by local ordinances. Such local regulatory mechanisms should extend and expand the protection provided by state and federal statutes and regulations. Specifically, the county zoning ordinance should provide for creation of a special waterfront district, where special regulations and restrictions would be applied in addition to, or where appropriate instead of, those specified in the regular zoning classifications.