

TABLE OF CONTENTS

PREFACE

Mission Statement	1
Development of Plan	1
<u>Article 66B</u>	2
Neighborhood Conservation and Smart Growth	4
Designated Growth Boundaries	4
Adequate Facilities Laws	4
Design Standards	5

LAND USE & GROWTH MANAGEMENT

Overview of Current Land Use	6
Geography, Resources and Industry	6
Transportation	9
Demographics	9
Land Preservation	10
Natural Resource Protection	11
Conservation of Mineral Resources	17
Historic and Cultural Resources	20
Community Facilities	22
Housing	30
Economic Conditions/Trends	32

NORTH COUNTY COMPREHENSIVE PLAN

Goals and Objectives	37
North County Land Use Plan	38
Proposed Land Use Districts	38

GOLDSBORO LAND USE PLAN

Current Land Use	43
Goals and Objectives	45
Proposed Land Use Districts	47

POLICY RECOMMENDATIONS ADOPTED FROM NORTH COUNTY COMPREHENSIVE PLAN

County Implementation Recommendations	49
Specific Implementation Recommendations	50
Town Implementation Recommendations	55

IMPLEMENTATION 57

PREFACE

This document combines revisions of the 1998 Goldsboro Comprehensive Plan and abstracts from the 2003 *North Carolina County Comprehensive Plan* adopted by the Caroline County Commissioners in July 2003. While this Plan is intended to describe growth policy for the Town of Goldsboro, there are aspects of growth that relate to the neighboring areas outside the municipal boundaries. This comprehensive plan is the effort of Planning Commission working for the people of Goldsboro to ensure that the positive characteristics of Goldsboro are maintained and enhanced for the residents and for those who might choose to make Goldsboro their home in the future.

MISSION STATEMENT

The residents of Goldsboro see themselves as a rural village in a much larger world. As a small community on Maryland's Eastern Shore, Goldsboro has served the surrounding agricultural area as a local service and production center. For much of its history, the residents worked locally and were served by local institutions. Many of the current residents were born in the community and have lived there most of their lives. As a result they have developed relationships with their neighbors and friends that they value. As the Town grows, the current community wants to maintain its history and local traditions and to be able to share them with new residents and businesses. Therefore, the mission and goal of the Comprehensive Plan is to encourage the community to remain a village by encouraging growth that is consistent with the traditions and history of Goldsboro.

Accordingly, the primary mission for this Plan is:

To preserve the Village of Goldsboro as an attractive rural community within the broader setting of managed growth in Caroline County. At the same time, to encourage growth and development that is consistent with the "Village of Goldsboro" and that is consistent in scale and scope with existing development.

DEVELOPMENT OF THE PLAN

To accomplish this mission, the citizens of Goldsboro have developed a set of goals to guide and manage the government of Goldsboro in a manner that is appropriate with their vision of their community. These goals are based on the desire of the residents of Goldsboro to maintain their community and to allow it to grow in an orderly fashion. The goals are also based on the visions for growth management that have been developed by the State of Maryland in an effort to encourage the revitalization of communities such as Goldsboro and to encourage those same communities to welcome new development in and around its borders as a means of slowing the loss of scarce farmland and other natural, historic, and scenic resources that are important to all of the citizens of Maryland.

The purpose of a Comprehensive Plan is to provide a series of goals and objectives to manage and direct growth and development within a municipality. The Plan is the result of efforts of the Planning Commission and the Town Council to understand the current condition of Goldsboro and to understand the historical growth patterns and recent developments that have combined to create the present appearance and conditions. The Comprehensive Plan also reflects the

community's desires to maintain the current village atmosphere of Goldsboro while allowing for controlled growth and development. As a policy manual, the Comprehensive Plan is designed to be a guide and to be used in conjunction with associated documents produced by the citizen's committee that developed this comprehensive plan. Associated documents include *Town of Goldsboro Zoning Ordinances*, *Subdivision Regulations for the Town of Goldsboro*, and the collection of municipal ordinances passed by the Town Council. In addition to these locally based guidelines and regulations, growth and development within the municipal bounds of Goldsboro are also guided by the laws and regulations of the State of Maryland and various regulatory agencies. In addition, growth in and near Goldsboro is heavily influenced by decisions made by Caroline County and by the general and specific topography and geography of northern Caroline County.

The primary reason for mandating development of growth plans and creation of zoning laws is to protect the public health, safety, and welfare of citizens and their communities. In Maryland, one of the reasons why planning is especially important is due to the tremendous population growth in the State. State growth management laws were designed to assist in the preservation of land and resources against rapid and inappropriate development, which endangers our sensitive environment and often creates billion dollar deficits in infrastructure costs that the public is ultimately required to pay for through taxes and other fees.

ARTICLE 66B – MARYLAND'S PLANNING AND ZONING ENABLING ACT

As the State's pre-eminent growth management law, Article 66B of the Annotated Code of Maryland, Land Use (Planning and Zoning Enabling Act) requires that county and municipal plans be implemented by laws, ordinances, and regulations consistent with the Planning and Zoning Enabling Act and its "Visions." Each county and municipality within Maryland is required to update their comprehensive land use plans and implementing provisions every six years.

The eight "Visions" of the Planning and Zoning Enabling Act include:

1. Development is concentrated in suitable areas;
2. Sensitive areas are protected;
3. In rural areas, growth is directed to existing population centers and resources are protected;
4. Stewardship of the Chesapeake Bay and the land is a universal ethic;
5. Conservation of resources, including a reduction in resource consumption is practiced;
6. Economic growth is encouraged and regulatory mechanisms are streamlined;
7. Adequate public facilities and infrastructure under the control of the county or municipal corporation are available or planned in areas where growth is to occur; and
8. Funding mechanisms are addressed to achieve these "Visions."

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

with the State's "Visions." This plan has been prepared to meet the State's eight visions.

NEIGHBORHOOD CONSERVATION AND SMART GROWTH AREAS ACT OF 1997

In 1997, the Maryland General Assembly enacted the *Neighborhood Conservation and Smart Growth Areas Act* (Smart Growth). The intent of the legislation is to marshal the State's financial resources to support growth in Maryland's communities and limit development in agricultural and other resource conservation areas.

At the heart of the Smart Growth concept are the "Priority Funding Areas" (PFA's), which represent local growth areas for targeted State funding. PFA's include municipalities, other existing rural villages, communities, industrial areas, and planned growth areas to be served by public water and sewerage. The new 8th "Vision" of Article 66B creates consistency between the Planning and Zoning Enabling Act and Smart Growth by requiring adequate public infrastructure for State funding.

In terms of adequate public facilities and services, community plan objectives at the county and municipal levels are critical to direct growth to appropriate areas. Communities that have not enacted local plans and ordinances to manage growth and establish the infrastructure required to accommodate growth may not receive the necessary funding.

Plans must show designated growth areas

This map, as prepared by the Maryland Department of Planning, illustrates the "Priority Funding Areas" or PFA's, which represent areas where public investment in infrastructure should occur.

including areas planned for annexation by

municipalities. Lands within local growth boundaries may be designated as a Priority Funding Area (PFA,) provided sewer service is planned in a 10-Year Water and Sewerage Plan and provided such designation is a long-term and planned development policy that promotes efficient land use and public infrastructure. Plans must include areas considered as PFA's, such as planned water and sewerage service areas, residential development areas, industrial development areas, economic development areas, and neighborhood parks.

Under Smart Growth, all of Maryland's municipalities are automatically designated PFA's. In 1998, the State required direct funding to be applied to "growth related projects" in PFA's. Growth related projects include highway and road construction and improvements, water and sewer construction, and economic development assistance.

Municipalities annexing territory must determine whether the area is eligible for PFA status. Determination of PFA status is best achieved through joint review by municipal, county, and state planning agencies. Certificates for PFA's should be sent to the Maryland Department of Planning to insure that the State has the necessary information to make funding decisions.

The Town and County Comprehensive Plans, and ensuing regulations, will serve as the primary land use and growth management document for the North

Goldsboro does have a comprehensive plan that was written in 1999, but it does not address Maryland law appropriately and is inadequate to manage growth. This plan, and any ensuing regulations developed in

accordance with this plan, will serve as the primary land use and growth management document for the region and its towns.

DESIGNATION OF GROWTH BOUNDARIES

Community growth areas should be carefully considered with precisely drawn boundaries that are sized to meet population growth and land demands. Growth boundaries should be shaped to create compact and efficient use of land, while minimizing impacts to resources. Coordination between private and public entities is critical during the planning process for growth boundaries.

Inter-jurisdictional relationships, such as between counties and municipalities, also are important for success. Natural factors, such as size, shape, location, soil type, slope, and land cover must be considered. In addition, man-made factors also must be considered such as sewer lines and roads.

Many forces shape growth boundaries, which become individualized from region to region, county-to-county, and municipality-to-municipality. These forces include projections for population growth, housing demands, economic viability, public infrastructure needs, densities for new development, resource preservation and conservation, and the availability of land for residential, commercial, or industrial uses.

The factors used for drawing growth boundaries include:

- Purpose: Growth boundaries to establish demarcation lines (size, shape, and location) between planned growth areas and areas planned for resource/rural protection. Growth boundaries to guide the creation and

extension of public infrastructure. The purpose for growth boundaries also is a function of the community's goals and policies concerning growth and public needs.

- Planning: The planning period expresses the number of years in which growth will be accommodated, such as this 5-year land-use plan. Growth boundaries guide infrastructure and utility plans, such as water/sewer line extension and annexation, and employ a 10-year time frame for planning, system design, feasibility, and construction.
- Land Characteristics: Land characteristics include the following: existing development, areas suitable for in-fill and redevelopment, natural constraints such as topography or slope, existing or planned infrastructure improvements, highway access, environmentally sensitive areas, political and physical boundaries, agricultural and forested lands, and the location of mineral-resource lands.

MUNICIPALITIES AND ADEQUATE PUBLIC FACILITIES (APF) LAWS

Adequate public facilities (APF) laws for North County municipalities can include water and sewerage, schools, roads, emergency services and parks and are related to community growth objectives. In 1978, the Maryland General Assembly passed Article 66B, Section 10.01, enabling municipalities and non-charter counties to adopt adequate public facilities ordinances. Authority to enact adequate public facilities ordinances is based upon the general authority to sustain and promote the public health, safety and welfare of Maryland's citizens.

APF laws were designed to curb development in areas where public facilities are inadequate and to delay development in planned growth areas until adequate public services can be obtained and assured. APF laws are growth management tools for growing counties and municipalities and are consistent with the Planning and Zoning Enabling Act. APF laws require clearly defined standards.

MUNICIPALITIES AND DESIGN STANDARDS

Design standards for municipalities control the size, shape, and physical characteristics of new development in existing communities. Design standards supply written documentation and graphic representation for developers that express a community's vision for their environment. For example, design standards can propose that developers take into account the historic and cultural features of a municipality during development. They also can provide for connectivity to major and minor road systems to ensure adequate circulation for travelers. Visual factors, such as street-scaping, sidewalks, trails, and parks and open spaces, add aesthetic appeal to community stability and make it a desirable environment for economic development.

LAND USE & GROWTH MANAGEMENT

OVERVIEW OF CURRENT LAND USE

The Town of Goldsboro is a small rural community in northern Caroline County. With its population of 216 people, Goldsboro primarily serves as a rural service center for the surrounding agricultural community. However, even though it is small and does not offer all of the services that might be found in larger communities, the citizens of Goldsboro are pleased with the current overall condition of their community. The residents of Goldsboro choose to remain within their community because they value the social and family relationships that they have developed and because they see their community as a good place to live and to raise a family.

Accordingly, this comprehensive plan for the Town of Goldsboro is directed to ensuring that the rural and small town characteristics of Goldsboro are maintained.

Within that overall goal, the residents would like to see their community prosper and develop into a larger town and to play a greater role in the growth and development of Caroline County. To achieve that goal, the residents and the government of Goldsboro are committed to working together to develop the infrastructure that will allow growth and development to occur and that will foster a welcoming spirit to new residents and new businesses and industry.

With the prospect of a municipal water and sewer system being installed in the near future, Goldsboro is anxious to take advantage and to participate in the variety of Smart Growth Incentives being developed by the State of Maryland. Chief among them is that new growth and development should be directed toward existing communities. This will help reduce costs for new development by taking advantage of existing municipal systems and by reducing the need to convert active and valuable farmland into residential or commercial and industrial communities. However, the residents of Goldsboro also want to maintain their own identity as citizens of Goldsboro. Therefore, new development and growth will be guided and nurtured in such a fashion to ensure that the identity of the historic and original “Village of Goldsboro” is maintained and assured of its appropriate role in a larger community. Accordingly, the current zoning regulations and subdivision ordinance will be reviewed and revised as necessary to implement the goals and objectives of this comprehensive plan.

GEOGRAPHY, RESOURCES, AND INDUSTRY

The State of Maryland is located on the East Coast of the United States in the Mid-Atlantic region, which also includes Delaware, New Jersey, New York, Pennsylvania, and Virginia. As a regional corridor within the United States, the Mid-Atlantic region is one of the most densely populated areas in the nation. Major regional cities include New York City, NY; Philadelphia, PA; Baltimore, MD and Washington D.C. These cities serve as major social, economic, and political

metropolitan areas for the United States. Regional satellite cities linked to these larger cities include:

- Annapolis, MD;
- Richmond, VA;
- Trenton, NJ;
- Harrisburg, PA; and
- Wilmington/Newark and Dover, DE.

Maryland has six regional areas that include the Baltimore Region, the Washington

Anne’s, and Talbot. Queen Anne’s, Talbot, and Dorchester Counties in Maryland and Kent and Sussex Counties in the Delaware border Caroline County.

The region of North Caroline county average elevation is 40 to 70 feet above sea level and is located entirely with the Atlantic Coastal Plain, a geographical area extending along the East Coast seaboard below New York and Pennsylvania. The topography of

MD Population by Region							
Maryland	1970	1980	1990	2000	2010	2020	Growth Rate
Baltimore	2,071,016	2,173,989	2,348,219	2,466,650	2,601,150	2,692,000	24%
Washington	1,269,455	1,358,916	1,635,788	1,843,850	2,035,700	2,198,300	62%
Southern MD	115,748	167,284	228,500	291,425	353,225	427,525	269%
Western MD	209,349	220,124	224,477	230,400	238,950	245,300	17%
Upper E. Shore	131,322	151,380	180,726	209,295	229,975	247,000	88%
Lower E. Shore	127,007	145,240	163,043	186,608	192,525	204,425	61%
Total MD	3,923,897	4,216,933	4,780,753	5,228,228	5,651,525	6,014,550	53%

Source: US Census 2000 – Projections prepared by the Maryland Department of Planning

Region, Southern Maryland, Western Maryland, the Upper Eastern Shore Region, and the Lower Eastern Shore Region. Caroline County is located on Maryland’s Eastern Shore.

According to 2000 US Census statistics, the State is ranked 19th in the nation for population size with approximately 5.2 million people. In addition, Maryland maintains one of the smallest landmasses to support a large and growing population base, ranking it the 5th highest in the nation for population density (people per square mile). Every region in the State is experiencing growth with the most substantial rates cited for the Washington Region, Southern Maryland, and the Upper Eastern Shore.

Caroline County is located on the Delmarva Peninsula in the State of Maryland. It is part of the Upper Eastern Shore Region. The Upper Eastern Shore comprises five counties; Caroline, Cecil, Kent, Queen

the region is relatively flat, which has created an environment suitable for crop farming due to quality well-drained soils. Large mineral deposits of sand and gravel exist in the middle and southern portions of the County.

Resources found in the Goldsboro area include historical sites and structures, extensive forested areas, numerous non-tidal wetlands, and other environmentally sensitive areas that compose a majority of the region. Significant natural resources include Lake Bonnie and Mud Mill Pond. According to the *National Wetlands Inventory*, North County has 5,075 acres of non-tidal wetlands, comprising 22% of the entire region. North County also hosts several large areas that are designated as habitat for threatened and endangered species.

The major industry in the region is agriculture and related industries. According to Agricultural Census (NASS) statistics, in

1997 \$16 million was generated from agricultural related services, accounting for 19% of the County's \$84 million total for agricultural industries. The region is predominately rural except for the towns and pockets of rural residential development in the countryside. The land is suitable for some crop farming; however, adequate production requires the use of drainage channels managed by Public Drainage Associations or PDA's. The Caroline County Soil Conservation District oversees the management of PDA's.

There are ten incorporated municipalities in Caroline County, including; Denton (the County Seat), Federalsburg, Greensboro, Goldsboro, Henderson, Hillsboro, Marydel, Preston, Ridgely, and Templeville. According to the 2000 US Census, the population for the Upper Eastern Shore indicates that a majority of growth is occurring in Caroline, Cecil, Queen Anne's, and Talbot Counties. As an indicator of future development, growth in the surrounding counties of Talbot and Queen Anne's will impact growth in Caroline County.

Presently, Caroline County ranks the 5th highest for population growth on the Eastern Shore as a whole and the 3rd highest for the Upper Eastern Shore Region, being eclipsed Queen Anne's and Cecil Counties. As part of the Upper Eastern Shore Region, growth factors in Caroline County define the need to harbor precious resources against the demands for new development. Caroline County is approximately 321 square miles or 205,383 acres.

The homes and farms within the region provide an ideal rural setting for the County, which is historically, known as the "Green Garden County" for its vegetable production. Caroline County has been

blessed with productive farmland and is a major agricultural producer for Maryland. As an important cultural legacy, the County is one of only four or five counties in the country, where agriculture has been the dominant industry for over 300 years.

Goldsboro is the 7th largest town in Caroline. It is a rural village in northern Caroline County. Dover, Delaware is the nearest large town to Goldsboro. Only seventeen miles to the east, it provides shopping and employment opportunities for Goldsboro residents. Baltimore, Maryland and Washington, D.C. are about seventy miles to the west. Access is by the Chesapeake Bay Bridge near Annapolis, Maryland. The bridge is a toll bridge. Wilmington, Delaware is about fifty miles to the north. Philadelphia, Pennsylvania is about eighty miles to the north.

TRANSPORTATION

Major highway access routes near or within Caroline County include US Route 301, US Route 50, US Route 13, and MD Route 404. MD Routes 313 and 287 in North Caroline County are designated scenic rural highways on the Underground Railroad Tour. Every major city within the Mid-Atlantic region is located no less than 300 miles from the County.

The closest regional cities include Dover and Wilmington, Delaware; Annapolis and Baltimore in Maryland; and Washington D.C., all located within 2 hours driving time of the County. In addition, North Caroline County contains a railroad line, which connects the area to Delaware and Pennsylvania, though rail traffic is dormant.

The community of Goldsboro has long been influenced by the rail line that runs through the heart of the Town, by its surrounding

agricultural lands, and by its proximity to the State of Delaware. Sharing political borders with Delaware makes the region unique within the County. Many of the municipalities were formed in the mid to late 19th Century as railroad lines to Pennsylvania and Delaware were built. These towns were then connected to Delaware and Pennsylvania regions rather than Maryland regions, which served as the driving economic force. This was especially the situation for Goldsboro because it was easier to travel to the main roads in Delaware than it was to get to the Chesapeake Bay ports. Today, the area is closely linked to the Delaware capital of Dover.

DEMOGRAPHICS

According to US Census 2000 statistics, North Carolina County had a regional population of 2,888 people in 1990 and 3,106 people in 2000. These figures indicate an overall population increase of 7.5% within the last decade (an additional 218 people). In 1990, 460 people were located in the four incorporated towns, approximately 16% of the total population of the region. In 2000, 561 people resided in the towns.

North County region within the last decade has occurred in the incorporated towns.

For North County, every town experienced growth from 1990 to 2000. Substantial growth occurred in Goldsboro, Henderson, and Templeville (see Table 3). Much of the population growth may be due to a large influx of migrant Hispanic workers. US Census 2000 statistics for the region indicate that the largest portion of the County’s Hispanic population is located in the North County region. Caroline County has 789 Hispanic persons, 498 of which reside in the North County region (58% of the County’s Hispanic population).

The municipalities are Caroline County’s principal designated growth areas or “Priority Funding Areas” (PFA’s). Population increases were highest in Goldsboro, Hillsboro, Preston, and Ridgely. Moderate growth occurred in Goldsboro, Greensboro, Federalsburg, Federalsburg and Templeville. Low growth occurred in Denton and Marydel. Higher growth rates in the towns are expected in the future as water and sewerage capacity issues are addressed to allow for increased growth. Housing issues will become prominent in the near future as the demand for new homes

Population by Municipality			
Municipalities	1990 Population	2000 Population	Growth Rate (+/-)
Denton	2,977	2,960	- 1%
Federalsburg	2,365	2,620	11% +
Goldsboro	185	216	17% +
Greensboro	1,441	1,632	13% +
Henderson	66	118	79% +
Hillsboro	64	163	155% +
Marydel	143	147	3% +
Preston	437	566	30% +
Ridgely	1,034	1,352	31% +
Templeville	66	80	18% +
Total	8,778	9,854	12% +

Source: US Census 2000 – MD Municipalities, prepared by the Maryland Department of Planning

Approximately 46% of all growth in the

outstrips availability within unincorporated

areas of the County. Housing affordability also will become a key issue.

In 1940, the total population of Goldsboro was 197. In 1990, the U.S. Census counted 185 and 216 in 2000. These numbers are not significant but do represent a very stable population for several decades. However, a large tract of land (approximately 350 acres) was purchased with the intent of annexation to the Town and creation of a 340 home subdivision.

LAND PRESERVATION

Blessed with productive land and a rich agricultural farming heritage, Caroline County has remained an agricultural community for over 300 years. Agriculture continues to be a vital component of the regional economy and it is a defining aspect of life in the region.

The County’s historic role in agricultural land preservation has been limited to the enactment of local development codes

North County Agricultural Land Use - 2002			
	Acreage	Square Miles	Percent of Total
Total North County Region	23,018 acres	36 square miles	100%
Incorporated Areas (Towns)	940 acres	1.3 square miles	4%
Unincorporated Areas (R-Rural)	22,078 acres	35 square miles	96%
Total Agricultural Land Uses	18,648 acres	29 square miles	81%
Agricultural Easements (AG-E)	2,128 acres	3.3 square miles	9%
Agricultural Districts (AG-D)	1,225 acres	1.9 square miles	5%
Other Preserved Areas	882 acres	1.4 square miles	4%
Total AG Preservation Lands	4,235 acres	6.6 square miles	18%

Source: Caroline County Department of Planning & Codes Administration

In 2000, the population of Kent County, Delaware was 126,697. As indicated by the Delaware Population Consortium in the *Kent County Comprehensive Plan*, between 1990 and 2000, the County’s rate of growth was over 1.3% per year. Kent County’s population is projected to continue to grow at a rate of over 1.5% per year through 2020. It is reasonable to assume that the development pressures in Delaware could impact Caroline County. Goldsboro and the other incorporated towns in the planning area would be expected to grow, if it were not for the critical lack of adequate water and sewerage services and facilities.

designed to discourage land use conflicts as well as the application of land preservation programs. As development pressures in the region increase, a more proactive County role may be required.

Non-agricultural growth has been minimal, thus, there has been little pressure for the conversion of farmland to other land uses. However, North County is experiencing some residential growth driven, in part, by growth in southern Delaware and the Dover metropolitan area. As the southern portion of Delaware continues to expand additional growth pressures may be placed on the North County region and its towns. The management concept for North County is to direct growth to existing population centers and conserve resource land for its

NORTH COUNTY
GOALS & OBJECTIVES

GOAL

Preserve agriculture and forestry as the dominant land use in North Caroline County.

OBJECTIVES

Minimize land use conflicts with agriculture.

Establish and implement County level policies that preserve agricultural land and the agricultural economy.

Improve coordination and cooperation between County, State, and Federal entities and private landowners.

Encourage retention and expansion of agricultural support industries.

Support private and public agricultural preservation programs and initiatives.

Improve the County's information systems to assist in preservation efforts.

inherent values as part of a region-wide "Conservation Corridor" that protects agriculture and natural resources. Achieving this vision will require cooperative efforts between public and private entities to address economic and land use issues affecting modern agriculture.

Resource conservation is due, in large part, to poor soil conditions for septic systems, a high water table, extensive non-tidal wetlands, and other limiting environmental factors. Subsequently, little new residential development has occurred in the last 10 years.

The designated growth centers in North County are the existing towns and Caroline County encourages these municipalities to plan for future growth in a responsible manner.

Presently, County zoning policies work to discourage rural subdivisions. Aside from the towns, and some outlying town areas, 96% of the North County region is zoned "R-Rural" under the *Caroline County Zoning Ordinance*. Under the "R- Rural" zoning classification minor residential subdivisions are limited to 4 lots or less. Major rural subdivisions, of not more than 25 lots, may be created based on a density of one dwelling unit per 20 acres. State and Federal programs address water quality issues and determine sources of pollution. Recent State regulations that require mandatory action from farmers to address water quality, such as nutrient management plans, are one part of a larger effort by the Environmental Protection Agency (EPA) to address water quality on a regional basis. Future regulatory actions likely will include "Total Maximum Daily Loads" (TMDL's), which place caps on nutrient loadings introduced into waterways.

The 1997 *Right to Farm* ordinance encourages the development and protection of the County's agricultural lands. The ordinance is intended to prevent nuisance lawsuits, which may arise from residential growth in agricultural areas and to protect the economic viability of farming in Caroline County.

NATURAL RESOURCE PROTECTION

Caroline County has an abundance of natural resources that include rivers, streams, wetlands, forested areas, and wildlife. These resources have aesthetic and environmental qualities that define the essential character of North Caroline County.

A primary goal is to protect the natural

resources. Objectives for protecting natural resources include:

- Enacting appropriate protection measures for environmentally sensitive areas;
- Conserving forest resources, recognizing that these are renewable resources;
- Improving surface water quality; and
- Conserving groundwater resources.

Article 66B of the Annotated Code of Maryland requires that every jurisdiction adopt policies to address the protection of environmentally sensitive areas, including:

- Streams and Stream Buffers;

NORTH COUNTY
GOALS & OBJECTIVES

GOAL

Protect Caroline County's natural resources.

OBJECTIVES

Enact appropriate protection measures for environmentally sensitive areas.

Conserve the County's forest resources, recognizing that these are renewable resources.

Improve the County's surface water quality.

Conserve the County's groundwater resources.

Conserve the County's mineral resources.

- Steep Slopes;
- 100-Year Floodplains;
- Habitats of Threatened and Endangered Species; and
- Wetlands.

STREAMS AND STREAM BUFFERS

The land in and around Goldsboro is flat agricultural land. There are no significant

streams or water courses within the municipal boundaries. Regional drainage is provided by the Choptank River and its various tributaries. The two closest are Broadway Branch to the east of Goldsboro and Oldtown Branch which is to the south of the town. Water for irrigation and for potable water comes from one of three aquifers in and around Goldsboro. Most shallow wells, those in the 50 to 60 feet depth range, are in the Quaternary aquifer. Below this is the Calvert aquifer. Wells that reach into this aquifer tend to vary from 160 to 190 feet deep. The deepest aquifer is the Piney Point. The wells that reach this aquifer are generally 300 to 320 feet deep. Although there is sufficient water from these three aquifers to supply the current needs of the community, extensive development around Goldsboro or in a Goldsboro that is increased in size might cause a serious drain on the present wells. Also, most of the shallow wells that only reach into the Quaternary aquifer tend to be subject to ground water pollution, agricultural runoff, and contamination from failed septic systems.

Most of the land within the current bounds of Goldsboro is used for residential, commercial, or industrial activities. There are no large expanses of open space within the community. The community is some distance from the Chesapeake Bay and its major tributaries. The Choptank River is almost two miles distant and to the east of Goldsboro. At this point, the river is somewhat narrow and not far from its source in Delaware. There is some ground water drainage that does eventually make its way into the Choptank River. However, there are no natural streams or watercourses within the bounds of the Town of Goldsboro that flow into the Choptank River.

Because the Town of Goldsboro does not have any lands within 1,000 feet of the tidal waters of the Chesapeake Bay and its tributaries, the Town does not participate in the State of Maryland Chesapeake Bay Critical Area Program administered by the Critical Area Commission. However, if the Town of Goldsboro were to extend its boundaries through annexation onto lands that would fall under the jurisdiction of the Critical Area Commission, then the Town would implement a Critical Area Program designed to comply with State regulations and intended to protect the quality of life around the Chesapeake Bay and its tributaries.

STEEP SLOPES

Agricultural land comprises about 10 to 15% of the total land within the bounds of Goldsboro. The land outside of the municipal bounds is almost exclusively used for agriculture. The land in and around the limits of Goldsboro is flat and there are no steep slopes to be found.

Slopes provide an environment that facilitates the movement of soil and pollutants when land disturbances occur. The control of erosion is achieved through the regulation of development on steep slopes because such areas represent the greatest opportunity for accelerated soil loss that carries sedimentation and pollution to streams. Caroline County is approximately 321 square miles with an average elevation of 40 to 70 feet above sea level. Steep slopes are rare in the County with only 1% of soils having been identified as having a slope greater than 15%. Most steep slopes occur along rivers and streams adjacent to or near tidal areas and are protected by the *Caroline County Chesapeake Bay Critical Area Program* regulations. County protection standards were adopted to

regulate development on the few areas of steep slopes that occur outside of the Chesapeake Bay Critical Area.

100-YEAR FLOODPLAIN

Some areas of Caroline County are subject to periodic flooding, which poses risks to the public health and safety, as well as potential loss of property. Flood-related losses may result from:

- Structures, which are inappropriately located, inadequately elevated, or otherwise unprotected and vulnerable to floods; or
- Development, which increases flood damage to other lands.

While the protection of life and property provided the initial basis for the protection of floodplains, there has been a growing recognition in recent years that limiting disturbances within floodplains can serve a variety of additional public health benefits.

Floodplains moderate and store floodwaters, absorb wave energies, and reduce erosion and sedimentation. Wetlands found within floodplains help maintain water quality, recharge surface water supplies, protect fisheries, and provide habitat and natural corridors for wildlife.

In October 1980, Caroline County adopted regulations, which require any new development to have sufficient area outside the floodplain to accommodate all construction, including wells and septic systems. On plans for new lots that were created after 1980, building is restricted in the defined floodplain boundary. For lots in existence prior to 1980, all development is subject to strict flood protection measures. Since 1995, Caroline County has participated in the Community Rating

System (CRS) program. The CRS program is a voluntary program administered by the Federal Emergency Management Agency (FEMA) and provides discounts for flood insurance policy holders within participating communities.

HABITAT OF THREATENED AND ENDANGERED SPECIES

There are no known colonial bird or endangered species within the bounds of Goldsboro. Most of the wildlife in and around Goldsboro is that common to the rural mid shore region. For the most part, humans and animals have learned to coexist and there are not significant problems with wild animals roaming through Goldsboro. However, new development around the community might alter the local habitats and shift the types and ranges of animals found in the vicinity. Great care should be exercised during development planning that local habitats are not severely impacted and that the local flora and fauna are able to survive without undue difficulty. Prior to the review of any development project for more than four building lots or for any project that will include 10,000 square feet or more of building space or impervious surface, the property owner will be required to demonstrate that they have coordinated a review with the Maryland Wildlife and Heritage Division of the project area to determine if any known threatened and endangered species might be located in the project area. The Town of Goldsboro should not approve development projects that might damage the habitats or threaten the survival of threatened and endangered species. There are no known habitats of threatened and endangered species in the vicinity of Goldsboro. However, sensitive areas protection is required along an intermittent stream running through northern Goldsboro as well as for a large non-tidal

wetland area located on the western edge of the Town; extending from MD 313 nearly to Church Street.

Habitat destruction and degradation currently is estimated to threaten some 400 native Maryland species with extinction. There are numerous State and Federal laws that protect threatened and endangered species. The key to protecting threatened and endangered species is protecting the environment in which they exist. As stated in the "1991 Update" to the *Comprehensive Development Plan for Caroline County*, the County's role in the protection of threatened and endangered species should be to provide information on the location of such species and habitats to the property owners. The Maryland Department of Natural Resources (DNR) maintains information on the habitats of threatened and endangered. Caroline County contains 5 animal and 36 plant species listed as threatened or endangered species by the State. Most habitat areas within the Chesapeake Bay Critical Area have been generally identified and development projects are reviewed with the requirement that they perform an environmental impact assessment with notification to the Maryland Wildlife and Heritage Division of DNR. A similar process should be required for development activities outside of the Chesapeake Bay Critical Area.

A substantial portion of the North County region is designated as potential habitat for threatened and endangered species. These include Bald Eagle nests, forested areas for the Delmarva Fox Squirrel, and perennial and intermittent streams with a rare species of freshwater shellfish.

Due to the County's large forested areas, many problems have arisen because Federal wildlife maps have cited much of Caroline

County, Talbot County and Dorchester County as potential habitat for the Delmarva Fox Squirrel. As a result, private land use and agricultural land management practices have been impacted due to these habitat designations.

Enhancing public awareness is important to raising appreciation for important wildlife habitat present in the County. At the same time, Federal and State agencies responsible for guiding efforts to manage these habitat resources should not rely on a “shot gun” approach to habitat protection and management. For example, over 35% of the 1st election district is designated by the Maryland Department of Natural Resources as a “sensitive species project review area” (see Natural Resources Map). This means that any proposed development activity within these areas, including the installation of best management practices for agriculture, may be subject to lengthy review processes. Such review procedures can delay projects and increase costs. For this reason, sound information concerning actual species presence and appropriate protection areas is critical to insure appropriate levels of management and avoid conflicts. Caroline County and local landowners are willing to work with appropriate Federal and State agencies in efforts that lead to improved management programs based on more accurate data

WETLANDS

Due to its location away from the Choptank River and its smaller branches, the Town of Goldsboro does not have any identified lands within a 100-year flood plain. Nor are there any identified non-tidal wetlands known to exist within the bounds of the Town of Goldsboro. If the Town of Goldsboro were to extend its bounds through annexation to include lands that

were part of a 100-year flood plain region or onto lands that were identified as containing non-tidal wetlands, the Town of Goldsboro will adopt regulations and programs that will meet the minimum requirements of the National Flood Insurance Program, the Army Corps of Engineers, and the Maryland Department of the Environment; as well as other state agencies with administrative oversight of those lands.

Wetlands are lands continuously or intermittently inundated with water. Tidal wetlands are found along tidal rivers and streams and are subject to the rise and fall of tides. Non-tidal wetlands are sometimes influenced solely by groundwater. Both types of wetlands host a myriad of plants that contribute to the natural food chain and also act as a filter for pollution from land sources.

North County contains numerous areas that are considered non-tidal wetlands. Most of North County falls into the Pocomoke/Fallsington soil association, which is characterized as poorly or very poorly drained. Presently wetlands are defined and protected by both State and Federal laws. These regulations are sufficient to protect wetlands in Caroline County.

FORESTS

The *Forest Conservation Act of 1991* (Natural Resources Article Sections 5-1601-5-1613) was enacted to protect the forested areas of Maryland by making forest conditions and character an integral part of the development site planning process. The Act is regulated by the DNR, but implemented and administered by local governments. The Forest Conservation Act maximizes the benefits of forests and slows the loss of forestland in Maryland, while still

allowing development to take place. Forested areas and regions within Caroline County are subject to the *Caroline County Forest Conservation Ordinance*. That requires development account for forested areas, insuring that these resources are protected. Based on 1997 land use data, approximately 40% of North Caroline County was forested.

WATER QUALITY INITIATIVES

Among the many issues threatening the public health today is air, water, and soil pollution. The people in Goldsboro rely on private wells for water and septic systems for wastewater disposal. Presently, the four North County towns have serious health and environmental problems associated with failing on-site septic systems and contamination of shallow groundwater supplies. In addition, to failing septic systems, the North County region is an agricultural area that contributes to nutrient loadings that enter the Choptank River, affecting both surface and groundwater.

Under the *Clean Water Action Plan*, the State of Maryland conducted a “Unified Watershed Assessment” for each of the State’s 58 watersheds. The Tuckahoe and Choptank Rivers were cited as a “Priority One Restoration Watersheds,” according to EPA standards, being impaired by one or more pollutants, such as nutrients, sediments, toxic substances, acidity, or fecal coliform.

In January of 2002, Talbot and Caroline Counties jointly submitted a WRAS proposal for the Upper Choptank River Watershed. Partners include the DNR, Maryland Department of Agriculture (MDA), the Caroline Soil Conservation District (SCD), the Choptank River Tributary Strategy Team, and the University

of Maryland Center for Environmental Studies (UMCES).

The WRAS process consists of phased plan elements that identify the most important causes of water pollution and resource degradation on a localized watershed-by-watershed basis. They also detail implementation measures needed to address water quality problems and establish a process by which to measure performance. Caroline County is working with public and private agencies and entities to complete the WRAS program for the region.

Total Maximum Daily Loads (TMDL) establish limits on the amount of pollutants permitted from each potential source through an allocation system., as the sum of allowable loads of a single pollutant from all contributing point and non-point sources. A TMDL is a calculation of the maximum amount of a pollutant that a water-body can receive and still meet water quality standards. Water quality standards identify the uses for each water-body, for example, drinking water supply, contact recreation (swimming), and aquatic life support (fishing), and the scientific criteria to support that use. Any TMDL calculation must include a margin of safety to ensure that the waterbody can be used for the purposes that the State has designated. The Federal Clean Water Act, Section 303, establishes water quality standards and TMDL programs.

The region has long been a traditional hunting and fishing area since pre-colonial times and contains many natural resources that are important to Caroline County as a whole. The natural environment is an important component of the quality of life that residents enjoy. Natural resources are a fundamental part of the character and a vital part of what makes our community an

attractive place to live and work. Natural resource management, whether for the purpose of protection or utilization (as in the case of forest and mineral resources), requires the use of current best management practices. Although the County requires many of these best management practices, such as through its Sensitive Area, Forest Conservation, Floodplain and Stormwater Management Ordinances, more refinements are needed, including:

- Better stream protection standards;
 - More cooperation between public and private entities for programs;
 - More cooperation between public and private entities for water quality improvement; and
- Improved overall resource management.

CONSERVATION OF MINERAL RESOURCES

At the present time there are no known mineral resources found within the limits of Goldsboro. However, it is always possible that such resources might be discovered at some later date. Accordingly, all forms of mining or mineral extraction, including borrow pits and strip removal of soil - but

not sod production or on-site extensive landscaping, is not to be permitted in Goldsboro unless it is part of an accessory use or preliminary part of a planned development approved by the Planning Commission and the Town Council.

The region's mineral resources are an important component for continuing the quality of life that all residents enjoy. The North County region contains few mineral resources. Much of the region's sand and gravel is located in the southern portion below the Town of Goldsboro. In 1975, Surface Mining Laws were enacted in Maryland, mainly for implementing environmental controls through State approved mining and reclamation plans. A two-tiered process of State and local regulations will assist in preserving mineral resources, while also allowing flexibility for the mining industry. Resources, such as sand and gravel, are key components of construction for homes, roads, and various other infrastructure related projects. Presently, sand and gravel is in high demand in every state on the eastern seaboard. Much of the sand and gravel mined in Maryland is exported to other States, such as Pennsylvania and New York, to fund their ongoing highway improvements and other development.

If unregulated, mineral extraction industries can create adverse conditions for the County. For example, truck traffic generated by the industry impacts County roads, which will require additional repair and maintenance. This situation creates an undue burden for local taxpayers. In addition, the environmental and aesthetic damages left on the landscape by extractive industries detract from valuable resource lands. Proper buffering and site mitigation is essential to ensure that permanent damage does not occur.

NORTH COUNTY GOALS & OBJECTIVES

GOAL

Conserve Caroline County's mineral resources for the future.

OBJECTIVES

Identify specific mineral resource areas to indicate appropriate areas for mineral extraction.

Develop appropriate site development standards for mineral extraction activities.

17 Review the feasibility of developing a County-wide mineral extraction tax.

HISTORIC AND CULTURAL RESOURCES

THE REGION OF NORTH COUNTY

Over the past fifty years, Caroline County has lost many valuable historic and cultural resources to modern development. A primary goal is to preserve historic sites, structures, and cultural heritage.

The North County region has many sites and structures that are of historic importance to Goldsboro, Caroline County, Maryland, and the Nation. Important structural resources include the Louis Antal-House in Mt. Zion and Castle Hall outside the Town of Goldsboro, which are listed on the National Register of Historic Places.

The North County region contains nineteen (19) inventoried historic sites and structures. The region also contains numerous archeological sites from the pre-colonial period, notably in the vicinity of Mud Mill Pond, which served as an Indian hunting and fishing ground. MD Routes 313 and 287 are part of Maryland's Underground Railroad Tour.

HISTORIC RESOURCE INVENTORY

Historic Resource inventories assist public and private entities to catalogue valuable historic sites and structures. For this plan, historic resource inventories have been categorized according to their proximity to growth centers based on information contained in the Maryland Historical Trust's (MHT) database. The inclusion of Caroline County's historical sites and structures in the County's information and mapping systems, will greatly enhance historic preservation efforts. Significant resources also include MD Routes 313 and 287, which are designated scenic rural highways on the

NORTH COUNTY GOALS & OBJECTIVES

GOAL

Preserve the North County region's historic sites, structures, and cultural heritage.

OBJECTIVES

Encourage the appropriate preservation of Caroline County's historical, cultural, archeological, and scenic resources.

Improve Caroline County's inventory of historic sites and structures.

Encourage and support historic preservation through planning and regulatory mechanisms.

Coordinate strategies and regulatory provisions between North County Towns to achieve mutual historic preservation goals.

Encourage industries that support historic preservation for incorporated and unincorporated areas of North County.

Encourage the exploration of heritage area planning and tourism to link preservation initiatives with economic opportunities.

Underground Railroad Tour.

Castle Hall (1778-1783; 1800) National Register of Historic Places - NRHP: Castle Hall is one of Caroline County's most illustrious old colonial estates. The original estate existed on several hundred acres purchased from Captain John Fauntleroy in the mid 1700's by the Hardcastle family. Thomas Hardcastle, a prominent figure in

Caroline County's early history, heralded from this "tidewater plantation" family. Upon his father's death, Thomas received the estate and purchased an additional 1,269 acres of land in the vicinity of present day Goldsboro. This would become the setting for Castle Hall, a Georgian mansion built between 1778 and 1783.

Thomas Hardcastle was a prominent member of an active family in Caroline County and Maryland political affairs. He was also a master mason, a fact that was later reflected in the design of Castle Hall as the architectural aesthetics of the house reflect the Hardcastle family's social, economic, and political importance.

Prior to the Revolutionary War, Hardcastle was a member of the Caroline County Committee of Safety, a political body, which was given authority to raise troops for the colonial militia. In 1776, he was elected quartermaster of the West Battalion of Caroline County troops. Hardcastle also served as a Justice of the Peace and a Justice of the County Court. Many members of the colonial aristocracy, such as Thomas Jefferson, dabbled in architecture and building and Thomas Hardcastle was no exception. Castle Hall is an excellent example of Georgian architecture. Fine detailing exists on the front side of the structure complete with sturdy Flemish bonding and a Chippendale porch. When the Hardcastle estate was surveyed in 1791, the full extent of land acreage made him one of the largest landowners in Maryland. Shortly after Castle Hall's founding, a school was erected near the estate, which would become the Castle Hall School. The Castle Hall School, semi-private facility for white children only, operated from 1820 to 1898.

When the Goldsboro School was erected, the Castle Hall School was given to the African American community, a strong reminder of segregation and the historical role it played in the rural Chesapeake Bay Tidewater region.

The Enterprise (1825-1850) Eligible for Listing on the NRHP: The Enterprise is located near Goldsboro. As a period piece,

the structure is an excellent example of the Eastern Shore region's use of different and emerging architectural styles of the mid-19th Century. Bearing a large column front façade the Enterprise maintains a semblance of classical Greek-revival style architecture combined with elements of the Federal period.

The resulting structure is a testament to the changing designs of architecture in Maryland during the second quarter of the 19th Century. As the most promising external features, the structure retains regular window placement and a central hall, typical of Federal designs, but utilizes steep roofing and large columns on the front to imbue a sense of vertical experimentation.

The Sherman Councill House (1870): The Sherman Councill House is located just south of the Town of Goldsboro. Nearby Lake Bonnie adds charm and flavor to the estate and blends an important historical resource with an important natural and recreational feature. The large two-sectioned house is an excellent example of mid-to-late 19th Century architecture. The structure has a superbly designed mansard roof with shaped shingles and reflects an architectural design prevalent in many Eastern Shore farmhouses of the time.

The existing farmhouse and Lake Bonnie form the visual landscape and scenic view for the entrance to the Town of Goldsboro. These resources are intact and are an important component of the region's aesthetic beauty.

Goldsboro Railroad Station (1880): Located just in the Town of Henderson rather than Goldsboro, the Goldsboro Railroad Station is one of the key architectural structures in the region. Although located in a mobile home park, the

Railroad House is a testament to the importance of rail transportation in early American rural history. During the time of its construction in 1880, the railroad was the dominant economic force in the region and it played a daily role in the life of pioneering Americans.

The history of the Town of Goldsboro coincides with the completion of the D&C railroad in 1867. At the time there were only three structures in the town of Goldsboro. The construction of the Goldsboro Railroad Station marked a turning point in the history of both towns. The railroad station's design is typical of many small rural villages of the time. However, several distinct features are marked on the structure. The station has a large hipped roof, which slopes down and flares out on all sides to protect passengers from adverse weather. The overhang is supported by hand-carved brackets, which form a delicate and graceful design.

GOLDSBORO'S HISTORY

Goldsboro is one of the railroad towns that were created by the establishment of the Delaware and Chesapeake Railroad in 1867. Owned by the Pennsylvania Railroad, the line was designed to provide a shipping line for goods and products from the middle Eastern Shore and to further tie the communities, farmers, and markets to Philadelphia merchants. The railroad made it easier to ship to Philadelphia than to Baltimore. In addition, the Railroad encouraged the development of communities at rail stops to ensure that there would be natural market points for local products. These towns, such as Goldsboro, Ridgely, and Hillsboro in Caroline County were laid out by speculators who sold house lots and some commercial and industrial lots within each community. Within a short time of its creation, the community at Goldsboro,

originally known as "Old Town" was a small prosperous town with a village core, residential buildings, and several small industrial and canning operations. The Town's name was changed to Goldsborough about 1870 to honor Dr. G.W.

Goldsborough, the owner of most of the land around the town. Eventually the name was shortened to Goldsboro.

Goldsboro remained a small rural village throughout the end of the nineteenth century and into the twentieth century. The railroad provided access to markets and the several small nearby canneries provided employment and a processing facility for local fruits and vegetables. As the town prospered, roads were built to connect Goldsboro with other regional centers. The current Rt. 287 or Sandtown Road was built in 1871 as Sandy Island Road. This road connected Goldsboro with Dover and central Delaware. Two years later, the current Rt. 311 or the Marydel Road was laid out toward the northeast and the Delaware-Maryland line. In 1919, a bridge was built over the Choptank River on the Sandtown Road to provide a better connection with Delaware highways.

However, these very roads and other highway improvements required to improve automobile and truck traffic also were the beginning of the end for the industrial and commercial prosperity for many small rural villages such as Goldsboro. With the introduction of paved and all-weather highways, along with larger and more powerful trucks, food processing could be conducted at larger more central plants that provided an opportunity for companies to cut costs and to be nearer their markets. Although this did not occur overnight, by the middle of the 1960s, both the vegetable packing plant and the milk plant had closed.

The milk plant closed over the 1961 and 1962 calendar years.

Much of the historic and cultural legacy of the North County region is steeped in traditional agriculture and the railroad industry. Goldsboro has histories related to the expansion of the railroad. The Town of Goldsboro is located near one of Caroline County's most historic colonial estates, Castle Hall. Located between the Towns of Henderson and Greensboro, Goldsboro was ideally situated to take advantage of regional railroad transportation corridors. Goldsboro flourished through the exportation of agricultural goods to the North via the railroad. In 1873, a cannery was constructed. By 1889, Goldsboro had grown considerably and included a country store. By 1907, the population had grown to over 200 people.

Goldsboro was a prosperous town in the early 20th Century, which included churches, schools, industries and banks. Sandy Island Bridge, constructed in 1919 over the Choptank River, was meant to improve Goldsboro's highway access to Dover, Delaware. Although Goldsboro has experienced some decline in the last half of the 20th Century, establishment of regional trails linking natural features with a focus on heritage and eco-tourism could revive the glory of Goldsboro.

Historic and cultural sites and locations should be considered as sensitive areas and incorporated into development planning. The Town of Goldsboro should encourage new development to include investigations of potential archeological sites that might be disturbed during construction. Because some of the new development might initially occur outside of the Goldsboro limits, the Town should encourage Caroline County to undertake this requirement and investigation. Additionally, preliminary

evaluations should be undertaken before any potentially historic property is removed for development or removed for revitalization within the limits of Goldsboro. Because a requirement for receiving state and federal monies is an assessment of the impact the state or federal project might have on historic or archeological properties, preplanning should be undertaken to identify the potential for there to be historic or archeological sites within the community.

If any development project is proposed for the Town of Goldsboro, either in its present limits or expanded through annexation, and it is determined that any sensitive area will be impacted, the Planning Commission and the property owner should take steps to minimize the impact that the project might have on sensitive area. Because of the limited technical and financial means of the Town of Goldsboro to participate in such reviews, the Town expects that property owners that propose developments that might impact sensitive areas to provide appropriate studies and plans to identify sensitive areas and to mitigate their impacts. Also, sufficient resources should be included in the various fees charged to the property owner to ensure that the proposed development and the required review of the development plans does not have a negative fiscal impact of the Town of Goldsboro.

There are several important elements to the development of an effective program for the protection of historic resources. First is the inventory of historic sites and structures. The second element involves a designation of the most significant historic sites and structures for listing on a Federal, State, or County register of historic places. Educating the public on the benefits of historic preservation and forming partnerships with organizations involved in historic preservation activities is necessary. The

third element involves specific regulatory actions to protect historic resources.

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

Structures, such as Castle Hall, have tremendous importance for Maryland’s colonial history. The Goldsboro area has many sites and structures of historical importance yet to be catalogued and identified. Although Town sites and structures are not listed on the Maryland Historical Trust’s catalogue of important places, these buildings are a testament to local history and pride. A county-wide historic preservation plan and regulations for the establishment of voluntary local historic districts can aid in acquiring grants and loans for historic preservation, community enhancement, and overall aesthetic improvements.

COMMUNITY FACILITIES

A primary goal of the *Comprehensive Plan* is to provide a system of community facilities, public services, and utilities that service residents and are consistent with the land use and growth management plan. Objectives for community facilities include:

- Ensuring adequate park and open space land and facilities to meet current and projected demands;
- Coordinating planning and programming of community facilities with the appropriate Municipal, County, and State agencies and entities;
- Coordinating community facilities planning and programming to ensure consistency with the goals and objectives of the *Comprehensive Plan*;
- Ensuring an adequate supply of potable water and wastewater treatment for residents;
- Encouraging municipalities to annex adjacent areas in need of public water and sewer;
- Directing growth to existing population centers to be served by existing or planned public infrastructure; and
- Requiring adequate public facilities to serve proposed new development.

The primary need in the region is community water supply and wastewater treatment facilities. North County towns have serious health concerns associated with failing on-site septic systems and contamination of groundwater supplies. Failing septic systems also are contributing factors to surface water quality issues in the region. The creation of adequate municipal public infrastructure (water and sewer) will assist in the alleviation of many.

PARKS, PARK FACILITIES, AND OPEN SPACE

The *1996 Caroline County Land Preservation and Recreation Master Plan* (as updated in 2000) established 3 distinct planning areas for parks, park facilities, and open space in Caroline County (north, south, and central). As delineated in the Parks and Recreation Plan, the “north” district includes the Towns of Ridgely, Greensboro, Goldsboro, Henderson, Marydel, and Templeville. It also includes County areas within the 1st, 2nd, and 7th Election Districts.

There are approximately 428 acres of parkland in North County. Community Parks are operated and maintained by the Towns. Christian Park is a County park located between Goldsboro and Greensboro. Several semi-public and/or private parks are located near Goldsboro.

The Parks and Recreation Plan concluded that the County should pursue a goal of 24.7 acres of local recreation space per thousand people, through cooperation with other recreation providers, limited land acquisition, and park development. At present, the County utilizes programs such as Program Open Space (POS), Transportation Enhancement Funds, the Agricultural Land Preservation Foundation Program, and the Rural Legacy Program to acquire land.

The principal and only in-town recreational area is the Goldsboro Community Park. Located across from the fire house on Old Line Road, the park contain a tennis court, playground equipment, picnic tables, and basketball court.

The Town of Goldsboro owns the Municipal Building that houses the Town Hall and U.S. Post Office. The Town Hall is located near

the center of town and next to the Post Office. The Municipal Building provides adequate meeting and workspace for town activities.

NORTH COUNTY GOALS & OBJECTIVES

GOAL

Provide a system of community facilities, public services, and utilities that service Caroline County residents and are consistent with the County’s land use and growth management plan.

OBJECTIVES

Ensure adequate park and open space land and facilities to meet current and projected demands.

Coordinate planning and programming of community facilities with the appropriate Municipal, County, and State agencies and entities.

Coordinate community facilities planning and programming to ensure consistency with the goals and objectives of the *North Carolina County Comprehensive Plan*.

Ensure an adequate supply of potable water for County residents.

Encourage municipalities to annex adjacent areas in need of public water and sewer.

Direct growth to existing population centers where it can be served by existing or planned public infrastructure.

Require adequate public facilities to serve proposed new development.

In addition to parks and park facilities, greenways and trail systems offer desirable amenities that are supported in the Parks & Recreation Plan. As illustrated in the 2000 edition of the *Maryland Atlas of Greenways, Water Trails, and Green Infrastructure*, published by the Maryland Greenways

Commission, the State envisions several initiatives for North County, including:

- The Easton/Clayton Rails to Trail: Promoting a rails to trail along the former Chesapeake Railroad right-of-way that runs from Tuckahoe State Park to the Town of Ridgely, from Ridgely to Greensboro, and from Greensboro through Goldsboro and to Marydel.
- Upper Choptank River Greenway: Promoting a regional ecological and recreational greenway that would connect the County's Christian Park to the Greensboro Boat Ramp; and
- Choptank River Water Trail: Promoting the development of a water trail route along the upper reaches of the Choptank River.

Greenways and park lands improve the attractiveness of towns and surrounding rural areas. They also improve the local quality of life by offering recreational activities and services to County residents, enhancing the local economy through the creation of attractive environments for circulation, development, eco-tourism, and heritage tourism. The designation of greenbelts in and around existing population areas can assist in creating an improved sense of community and identity.

PUBLIC SITES AND SERVICES

Meeting places have a public social, political, and economic function. Public sites and services include community meeting areas (such as town halls and community halls), fire stations, and police stations. Town and community halls are places where local government can meet with the public and make decisions

regarding their communities. Fire stations and police stations offer valuable public services for the health, safety, and welfare of the region. The table below provides an inventory of existing public sites and services.

There are a variety of public services offered in North County Towns for both town and regional residents. This includes basic government services, such as trash collection in the Towns, a post office, and a fire stations. The principal and only in-town recreational area is the Goldsboro Community Park. Located across from the fire house on Old Line Road, the park contain a tennis court, playground equipment, picnic tables, and basketball court.

The Town of Goldsboro owns several buildings. The first is the Municipal Building that houses the Town Hall and U.S. Post Office. The second is the Old Municipal Building. The Town Hall is located near the center of town and next to the Post Office. The Municipal Building provides adequate meeting and workspace for town activities.

A Town hall exists in Goldsboro as a location for the conduct of local municipal government business. And is used at times local functions, meetings, and gatherings. In addition, health services are provided in the Town of Goldsboro.

Public sites and services are critical to creating a safe environment for the region and its residents. Top priorities for safety include fire protection, law enforcement, and basic government services. Although the

Public Sites and Services		
Public Entity	Location	Function
Goldsboro Commissioners	Goldsboro	Town Hall/Post Office
Goldsboro Vol. Fire Co.	Goldsboro	Fire Station
Caroline Health Services	Goldsboro	Medical Office
Caroline County Public Works	Goldsboro	Stock pile/equipment storage
Henderson Commissioners	Henderson	Town Hall
US Postal Service	Henderson	Post Office
Marydel Commissioners	Marydel	Town Hall
Marydel Volunteer Fire Company	Marydel, DE	Fire Station
US Postal Service	Marydel	Post Office
Marydel Community Corp.	Marydel	Comm. Hall
Marydel Police Sub-Station	Marydel	Law Enforcement
Templeville Commissioners	Templeville	Town Hall

Source: Caroline County Planning & Codes Administration

region has adequate fire protection, residents stated that important services are lacking. Adequate law enforcement for the region was consistently cited.

EDUCATIONAL FACILITIES

As stated in the *Educational Facilities Master Plan for Caroline County Public Schools – 2002 Update*, the *Public School Construction Program* (PSCP) and other special programs such as *Aging Schools*, *Look of the Future*, and the *Governor’s Technology in Maryland Schools Initiative* supply funding for new schools, additions, and/or renovations. According to the recommendations of the Educational Facilities Master Plan, the current school age population and enrollment projections indicate that the construction of new schools

are not necessary. However, the population growth in North County argues for reconsideration of this policy and planning to be initiated not only for capacity but also for service to the community.

The Public School Construction Program is a major source of funding for Caroline County and approval requests for the planning of new school projects are submitted to the Interagency Committee for Public School Construction (IAC), who reviews requests and submits recommendations to the Maryland Board of Public Works.

For projects to receive funding, they must meet the IAC’s “Evaluation Criteria,” be included in Caroline County’s Educational Facilities Master Plan, and have prior IAC

Caroline County Population Growth (1970-2000)						
Election District	1970	1980	1990	2000	Total Growth	% of Total
1 - Goldsboro	1,887	2,338	2,888	3,072	1,185	60% +
2 - Greensboro	2,817	3,371	4,097	5,074	2,257	80% +
3 - Denton	3,771	4,595	5,600	5,719	1,948	50% +
4 - Preston	2,675	3,293	3,476	3,831	1,156	40% +
5 - Federalsburg	4,037	4,136	4,443	4,696	659	15% +
6 - Hillsboro	1,313	1,565	1,904	2,108	795	60% +
7 - Ridgely	1,882	2,178	2,700	3,231	1,349	70% +
8 – American Corner	1,399	1,667	1,927	2,041	642	45% +
Total County	19,781	23,143	27,035	29,772	9,991	50% +

*Note: Statistics for Henderson represent the North County region as a whole and include other North County Towns.
Source: US Census Bureau, Census 2000 Redistricting Data Summary File.

planning approval (planning approval usually means that subsequent construction funds are supplied but does not guarantee funding).

In Caroline County, the Board of Education establishes priorities for its 5-Year Capital Program, which is submitted to the IAC to obtain funds from the PSCP. The first established priority in the County is the renovation of existing schools based on age of the school (the oldest receiving priority funding).

percent of the total population. The highest percentage of school age population were indicated in the North County region. The largest numerical increase of school-age population growth was indicated for Greensboro. According to the Educational Facilities Master Plan, population growth and development in the North County region will significantly increase public school enrollment at the Greensboro Elementary School, Lockerman Middle School, and North Caroline High School.

Current 2000 Enrollment and Enrollment Projections (2000-2005)							
	2000	2001	2002	2003	2004	2005	% Difference
Pre-K	101	101	101	101	101	101	N/A
Kindergarten	387	405	385	356	385	398	3%+
Special Ed.	6	6	5	5	5	6	0 %
Grade 1	368	393	411	390	361	390	6%+
Grade 2	364	365	390	408	388	359	-1%
Grade 3	422	368	370	394	413	392	-7%
Grade 4	441	437	381	383	408	427	-3%
Grade 5	456	430	426	372	374	398	-13%
Grade 6	466	476	449	445	388	390	-16%
Grade 7	445	463	473	446	442	386	-13%
Grade 8	413	462	481	491	463	459	11%+
Grade 9	456	468	523	542	549	508	11%+
Grade 10	440	400	411	457	470	467	6%+
Grade 11	359	405	368	375	415	418	16%+
Grade 12	332	331	373	337	341	370	11%+
Total	5,456	5,509	5,546	5,502	5,503	5,468	0%+ Increase

**FTE Enrollment Projections by Grade as indicated in the Educational Facilities Master Plan.*

Any new school construction is linked to Smart Growth principles, requiring schools be located near growth centers and are served by adequate public infrastructure. According to the Educational Facilities Master Plan, the construction of new schools in Caroline County is a secondary priority to the renovation of existing schools.

From 1970 to 2000, most regions in Caroline County indicated population growth. The highest rate of growth was in the northern area of the County. On average, the school age population is about a 25

According to the precepts of the Smart Growth Act, the State also would require water and sewer services and facilities to be present prior to construction of a North County school, ensuring adequate public facilities are present.

Educational facilities were a key discussion topic at various public meetings. As a result, the Marydel Land Use Plan includes identification of a potential site for a new elementary school. This component reflects community sentiments concerning school facility locations. Residents want to see school facilities located close to the towns to

reduce busing time for local children. Residents also expressed the belief that major facilities, such as a school, are important components of any community. Location criteria for such facilities should reinforce Smart Growth principles and provide for the special needs of the growing Hispanic population in North County and those residents who are transportation disadvantaged.

PUBLIC SAFETY AND EMERGENCY SERVICES

Police protection in Goldsboro is provided the Caroline County Sheriff's Department and by the Maryland State Police. The Goldsboro Volunteer Fire Company, Inc. is housed in a relatively new building on Old Line Road. This company provides fire and ambulance service to Goldsboro and to the surrounding countryside. Caroline County also maintains an advanced life support unit for the county and provides backup for the volunteer ambulance service operated by the fire company.

There is no hospital in Caroline County. Local hospital needs are provided by the Memorial Hospital in Easton or by Kent General Hospital in Dover, Delaware. There is a local office of the Caroline Health Services Center on the edge of town.

There are two types of emergency services in Caroline County that provide inter-related services, including Emergency Medical

Services (EMS-Medical) and Emergency Management Services (EMS-Management). Each is an individual department within Caroline County's local government structure.

EMS-Management is a Caroline County Department that provides emergency planning and coordination 911, police

communications for the Sheriff's Department and 5 town police departments, fire and rescue communications for 8 Fire/EMS-Medical Departments, and manages the National Crimes Information Computer System for police agencies. EMS-Management also oversees a comprehensive and progressive risk management program, including employee safety, workman's compensation, general liability, and property and fleet insurance.

EMS-Medical is a Caroline County department that provides emergency medical services through a combination of volunteer and career providers. The combination operates out the towns of Federalburg, Preston, Denton, Ridgely, Greensboro, Goldsboro and Marydel. A staffed career paramedic unit is dispatched on every EMS-Medical incident. The closest volunteer ambulance also is dispatched. On some calls requiring additional resources volunteer fire and rescue equipment are dispatched. Caroline County has mutual aid agreements with all surrounding counties.

The Director of EMS-Medical is appointed by the Commissioners of Caroline County. The EMS-Medical Department is an active participant with the County Association of Fire Chief's, EMS Association, and the County Volunteer Firemen's Association. The Basic Life Support Enhancement Committee is a County Commissioner appointed committee to oversee the billing for a services program and daytime enhancement of career personnel.

Funding for EMS-Medical is supplied through the County general fund appropriations and a fee for services program. The fee for services program bills patients and their insurance companies according to national standards.

Income from the fee for services does not offset the appropriation to totally fund EMS-Medical. The volunteer Fire Companies purchase equipment through a combination of County allotment and funds derived through various fund-raising efforts.

The public demand for EMS-Medical provided in a rapid fashion has developed over the past two decades. National and state regulations/standards define the characteristics of a quality EMS-Medical system. The future demand for EMS-Medical will require substantially increased funding efforts by Caroline County to ensure adequate services for citizens and visitors.

WATER AND SEWER

Among the many issues threatening public health today is air, water, and soil pollution. One major component of that pollution is the absence of public water and wastewater systems in small communities with failing individual septic systems.

Over 25% of homes in the United States are not served by centralized water and sewer treatment facilities. Water pollutants come mainly from sewer problems because most homes utilize in-ground septic systems, which can be subject to failure over time. In 1993, the American Housing Survey for the United States indicated that 4 million new homes, some 38% of all homes constructed in 1993, were built with in-ground septic systems.

As a major environmental and public health impact, 90% of rural communities in the United States obtain their drinking water from ground water sources, which can be contaminated from failing septic systems. Presently, most communities in Maryland are served by some form of centralized water and sewer facilities. However, many small communities on the Eastern Shore of

Maryland lack these essential facilities and services. The United States Environmental Protection Agency (EPA) has estimated that wastewater treatment facilities in rural communities are often too expensive to construct, operate, and maintain. An EPA survey from 1992 indicated that more than 7,200 small communities nation-wide were in need of some form of wastewater management assistance.

The majority of the people in Northern Caroline County rely on private wells for water and in-ground septic systems for wastewater disposal. All four Towns have serious health and environmental problems associated with failing on-site septic systems and contamination of surface groundwater supplies. These problems have existed since the 1970's. The Town of Goldsboro has been cited as a failing septic system area since 1975. In August of 1996, the Maryland Department of the Environment (MDE) issued a "Consent Order" to the Town to resolve the problem of failing septic systems and resulting pollution. The Caroline County Health Department is concerned that improperly treated septic system effluent is contaminating groundwater in the area. Due to environmental constraints and a high water table, groundwater contamination is suspected. The Caroline County Health Department has reported concerns that individuals are withdrawing contaminated groundwater from wells that have less than the required 100 foot separation from septic systems.

WATER AND SEWER FACILITIES AND SERVICES

Water and wastewater infrastructure are of tremendous importance for growth and growth management. The new 8th Vision, included in the 2000 Amendments to *Article 66B of the Annotated Code of Maryland*,

Land Use (Planning & Zoning Enabling Act), states that adequate public facilities and infrastructure shall be available or planned in areas where growth is to occur. The adoption of the 8th Vision achieves consistency between the Planning & Zoning Enabling Act and the 1997 Smart Growth Areas Act, which funnels state funding to “Priority Funding Areas” (areas for major State capital improvement and investment).

To address North County water and wastewater problems, Caroline County is working with the municipalities and the Maryland Environmental Service (MES) to develop a regional service area. As a State affiliated agency, MES will establish a Water and Sewer Service District in North County. The future water and sewer system is intended to correct all present deficiencies in the Service District, eliminating the use of septic systems and private wells. It will fill community needs for the next 20 to 40 years.

Adequate public infrastructure is important to the healthy functioning of North County towns. As a major goal of the *Comprehensive Plan*, improved coordination is recommended between the County and its municipalities to provide both water and sewer. Although, Caroline County residents will comprise 84% of the direct beneficiaries of a regional water/wastewater system, it will begin to address pollution problems in Caroline and Queen Anne’s, Counties, Maryland as well as areas in Kent County, Delaware, by offering services and improving the overall health of the Upper Choptank River Watershed.

The present *Caroline County Master Water and Sewerage Plan* supports the formation of the MES Service District because it addresses long-term solutions. Assisting in the formation of water and sewer for

municipalities discourages County operation of such facilities. Caroline County lacks adequate funding and operation and maintenance capabilities for water and wastewater systems. Present PFA’s, areas designated for capital improvements by the State in cooperation with the County and municipalities, are the four North County Towns. It is recommended that the PFA’s in North County be amended to include the Towns plus the MES Sewer and Water Service District.

On March 2, 1999, the County Commissioners of Caroline County Commissioners passed “Resolution #99-003” endorsing the regional water and wastewater system concept. In addition, all four North County Towns previously passed resolutions to support a regional system.

The Master Water and Sewerage Plan will be updated in 2003 to 2004 and will include the *MES Five-Year Water and Sewer Plan* for North County Towns. If, however, the MES water and sewer system cannot acquire adequate funding to construct a regional system, then alternatives should be re-evaluated, such as the feasibility of extending sewer lines to the Town of Greensboro’s wastewater treatment plant.

Any planning for water and sewer service should be regional in scope and account for potential interregional water and sewer systems. This includes communities in Kent County, Delaware as well as service to communities with existing systems, such as Greensboro that may experience future treatment problems or have service interrupted as the result of a catastrophic event. Due to distance and proximity to incorporated areas, the abandoned railroad line that runs through the North County provides an ideal “utility corridor” for linking water, sewer, and other utility service for North County.

Several major issues were discussed in a series of community meetings held from late February to July 2002 in North County Towns. These meetings were held to discuss community issues, opportunities, and constraints and sought to educate Town officials regarding planning and zoning. Several major community facilities issues emerged from the public meetings, including:

- Lack of Adequate Public Services;
- Lack of Safety and Law Enforcement (no municipal police force or State/County police station);
- Lack of adequate school facilities, located close to North County Towns; and
- Lack of Public Water and Sewer Infrastructure

Improved community facilities and services, in the North County region are critical to advancing the growth management, infrastructure enhancement, resource protection, and community conservation objectives of the *North Caroline County Comprehensive Plan*.

HOUSING

A primary goal is to provide for affordable, safe, and sound sanitary housing for the residents.

**NORTH COUNTY
GOALS & OBJECTIVES**

GOAL

Provide affordable, safe, and sound sanitary housing in Caroline County.

OBJECTIVES

Provide sufficient land and infrastructure for residential development of a variety of housing types in designated growth areas.

Encourage residential re-development and infill, as well as the preservation of existing housing stock.

Increase the supply of affordable housing.

Objectives for housing include:

- Providing sufficient land and infrastructure to support development;
- Encouraging the re-development and re-use of existing housing stock; and
- Increasing the supply of affordable housing

The North County area suffers from a lack of investment in the existing housing stock, especially within the incorporated towns. Many properties have experienced deterioration in value over time, mainly due to poor condition and environmental constraints.

In 2000, the median value of homes in North County was \$77,000, as compared to the

median value of Caroline County homes at \$101,600, representing a \$24,600 difference. The median value of homes in the State of Maryland is \$143,300. The median value of homes in North County is 50% less than the Maryland average. Tax assessment records for 2000 describe the quality of over 99% of all housing in North County as being “fair” or “below average.” “Fair” quality homes are defined as units meeting minimal

Another part of the housing problem can be attributed to the lack of adequate water and sewer facilities to serve the incorporated towns, where most of the housing is concentrated. The critical lack of these facilities not only impedes construction of new housing, but also discourages investment in the existing housing stock.

The need for affordable housing is apparent,

Median Household Income for the North Caroline County Region and Towns						
Distribution	Caroline County	Goldsboro	Henderson	Marydel	Templeville	1 st Election District
Median Household Income	\$38,832	\$39,500	\$32,500	\$25,250	\$15,938	32,554

building codes, typically mass produced and exhibiting an overall quality range from average to below average. Over a third of the housing units were described as being “low quality construction.”

but the lack of infrastructure that thwarts private investment in new housing also limits the ability of public and private agencies to effectively utilize existing programs to address the problem.

Part of the housing problem in North County can be attributed to generally low average household incomes in the. According to 2000 US Census statistics of a total 3,038 housing units, 2,100 are owner occupied and 968 are rental units. Rental properties comprise approximately 33% of the total housing stock in 2000. Deteriorating rental units have been cited as a major contributor to the local housing problem, including overcrowding and lack of maintenance.

The 216 people of Goldsboro live in 66 households. Of those, almost 1/3 are family households and the remainder are occupied by individuals living alone. Within the family households, one-in-five were reported to consist of a husband and wife. The other nine households consisted of three with a male as head of household and six with a female as head of household. There are no group-living quarters in Goldsboro.

There also is a significant concentration of mobile homes in the region. According to the 2000 US Census, there were 388 units classified as mobile homes. Although livability issues exist with rental properties and mobile homes, given the low average income of residents in the region, rental housing and mobile homes address community demand.

This very stable pattern also reflected in the high level of home ownership in Goldsboro; almost 90% of the 66 households are owner occupied. Also, except for two reported mobile homes in Goldsboro, all of the housing units were in single-unit or single-family buildings. One reason for this high percentage of home ownership is that the value of the homes in Goldsboro is somewhat lower than average. Almost half of all of the owner-occupied houses were worth less than \$50,000 and almost all of the

other half were worth between \$50,000 and \$99,00

There is considerable infill development potential where new housing could be developed, if adequate public facilities were available. Goldsboro has nearly 50 acres of land within the corporate limits that could be candidate sites for infill residential development.

In 2001, the Town of Goldsboro adopted the International Building Code, initiated a rental property inspection program and hired a codes administrator to inspect and enforce regulations. Structures that have obvious and major defects are noted and the property owners is given a written listing of the deficiencies and given an appropriate time limit within which to make the necessary repairs. If a property is too far gone and is so deteriorated that it causes a danger to the health and safety of the community and a hazard to the residents, the Town does initiate condemnation proceedings against the property owner as provided in the building codes and by Maryland law and civil procedure.

Housing quality is an important issue in North County. Continuing deterioration of the housing stock in the growth centers creates a cycle of decreasing housing values and lack of reinvestment in existing dwelling units. This in turn, adversely impacts the overall quality of the communities and may even result in large-scale property abandonment. Like so many of the issues in North County, addressing the housing problem is dependent on developing public water and sewer facilities to correct existing health problems

ECONOMIC CONDITIONS

As is the case with most factors, municipalities are inseparably linked to neighboring political entities and benefit or suffer from the consequences of policies adopted by that other entity. This is most certainly true of economic policies. Goldsboro's economic health is determined by the economic health and vitality of County and State policies. Sustaining a healthy economy is basic to the quality of life objectives embodied in the growth management strategies of this *North County Comprehensive Plan*. A primary goal is to improve economic development and employment opportunities for residents. Objectives for economic development include:

- Encouraging economic development that addresses the identified needs of residents;
- Ensuring adequate land zoned for commercial and industrial land uses in appropriate locations; and
- Locating employment centers close to population centers to reduce work trips.

In 2000, Caroline County had a work force of 14,297 people, out of a total of 29,772 people. The Caroline County mainly serves as a service community for wealthier counties in the Upper Eastern Shore Region, such as Queen Anne's and Talbot Counties. Job growth and economic development in Caroline County are directly related to job growth and economic development in Queen Anne's and Talbot Counties. Job growth in Caroline County also is affected by growth in the Delaware Counties of Kent and Sussex. This is especially true of the North County region and its incorporated areas, which are in close proximity to Delaware areas. In 2000, Caroline County's unemployment rate ranked 5th among nine

counties of the Eastern Shore. Caroline County had an unemployment rate of 3.2%, which was the same as the state average and the same as the Eastern Shore regional average.

Caroline County indicated a healthy economy but wages were significantly lower than other Maryland Counties. On the Eastern Shore, Caroline County wages exceeded Dorchester, Kent, Somerset, and Worcester Counties. From 1970 to 2020, labor force projections indicate a 121% growth rate in jobs, which exceeds the state employment growth average by almost 5 percentage points. As a prosperity indicator, the County ranked 1st on the Eastern Shore for positive job growth. Many issues impact community quality, which is a primary location consideration for new businesses. Municipalities will need to make progress on a number of fronts, such as growth management, plan implementation, community facility development, and community revitalization in order to improve the economic prospects for the region

Caroline County has exceptional access to regional markets. Transportation improvements, such as the dualization of MD Route 404, will increase access for commuters. Close proximity to major U.S. cities and highways can create tremendous economic potential for the County in years to come. The closest cities are Annapolis and Baltimore and Dover.

A majority of workers (55%) commuted less than 30 minutes to work. Most workers commuted to a job site (71%) with 7% indicating a home occupation (worked in place of residence). Forty-four percent (44%) worked in Caroline County and 45% worked outside Caroline in another County. For North Caroline County, commuters

NORTH COUNTY GOALS & OBJECTIVES

GOAL

Improve economic development and employment opportunities for residents of Caroline County.

OBJECTIVES

Encourage economic development that addresses the identified needs of County residents.

Ensure adequate land zoned for commercial and industrial land uses in appropriate locations.

Locate employment centers close to population centers to reduce work trips.

mainly travel to Delaware regions for employment.

Personal income is expected to rise in every Maryland County. In 2000, for the Upper Eastern Shore Region, higher percentages of personal income were concentrated in Cecil, Queen Anne's, and Talbot Counties. Average personal income in Caroline County increased 51%.

Caroline County generates less personal and per capita income, especially when compared to more profitable counties. It should be noted that during the 1990 Census, 7.4% of households in Caroline County received public assistance, the 6th highest in Maryland. In addition, 8.7% of families were below the poverty line. According to U.S. Census data for 1997, 3,772 people of all ages were categorized at poverty level (13% of the total 1997 population of 29,527 people - most of which are confined to non-white racial groups). This indicates a need for diversification in industry sectors to create employment opportunities.

Caroline County income levels are below State and national averages. Income levels for the North County Towns of Goldsboro, Henderson, Marydel, and Templeville are considerably lower than income levels for

Caroline County. The lowest income levels were cited for the Town of Henderson and the highest for the Town Goldsboro. Median household income for the North County region is lower than Caroline County's median household income. These income projections are economic indicators that show the amount of available capital for individuals and families to purchase goods and services. In this regard, buying power in Caroline County as well as North County is limited by a low household income. Less buying power has tremendous impacts for a local economy on both industry and commercial services.

A recent income survey performed by the Maryland Rural Development Corporation (MRDC) and the University of Maryland Inter-Governmental Services (IGS), indicated a substantial degree of poverty in the North County region. During Community Focus Meetings, conducted by IGS, North County Towns cited many constraining factors, such as low income levels, a poor tax base, low property values, substandard housing, and a lack of adequate public infrastructure. These factors directly contribute to the inability of the region to attract new growth and economic development. Low property values and lack of adequate public infrastructure are cited as the most prominent constraint.

Approximately one-in ten of the Town's workforce have jobs in Goldsboro. Within the occupational specialities of Goldsboro residents, the largest number were employed in precision production activities. From 1990 to 2000, the services industry grew 55%. New industries that are technologically based indicated the largest sector increase. This was followed by individuals who worked in transportation and then by those in administrative support positions. Only a few of Goldsboro's residents have

professional or managerial positions. The remainder traveled an average of 31.93 minutes to get to work. This would seem to indicate that most Goldsboro residents probably drove to Easton or toward Kent Island for employment or traveled to the industrial parks in Denton or Federalsburg or to Dover, Delaware. In fact, employment opportunities are limited within Goldsboro. For the most part, the only employers of any consequence are the Town of Goldsboro and the Post Office, the Caroline Health Services Center, C&D, and the Goldsboro Mill. These stores supply basic consumer household needs and grocery products. However, the area does not have a large or mid-sized grocery store to serve North County, the nearest grocery store is located in Greensboro

In Goldsboro, commercial operations also include a furniture and antiques stores, and a health clinic. Concrete, the Goldsboro Store, the Goldsboro Mill, the County Roads Yard, a used automobile sales facility, and a contractor. There might be some additional opportunities for home-based businesses in Goldsboro.

Both industrial and commercial businesses are located in the North County region. Most of the region's agricultural industries are located outside of the incorporated towns, however, some agricultural land and agricultural support industries exist in Goldsboro, such as the Goldsboro Mill, which provides grain and other supplies to local farmers. In addition, several small commercial stores are located in the region. Industrial uses include C&D Concrete (East Star LLC) in Goldsboro and the UL Harman, Corporation in Marydel. Both companies are engaged in construction.

Recent studies indicate that the most prevalent economic development constraints

facing the Goldsboro area include:

- A lack of adequate infrastructure necessary for serving new businesses;
- Poorly defined growth management policies and a lack of policy implementation;
- Low average incomes;
- Low and declining property values;
- Limited tax base;
- Rental housing issues; and
- Lack of basic housing and building code enforcement

The desirability of living in the predominately rural Upper Eastern Shore Region will result in continued population and housing growth in the region. We see the mounting physical manifestations of this phenomenon in the new residential developments in western Queen Anne's County, the Dover metropolitan area, and around Easton in Talbot County. Convenient access to Maryland and Delaware metropolitan areas makes it possible to commute to jobs in those regions. Future transportation improvements, such as the dualization of MD Route 404 and expanded transit service to the western shore, will make it easier to live on the Eastern Shore and work in urban areas.

Easy access is not the only attraction for the Eastern Shore. Lower taxes and affordable housing are also attractions. In an economic sense, jobs and prosperity tend to follow people. As the Upper Eastern Shore Region grows in population, it also will grow in economic prosperity. However, many residents may become displaced as affordability levels are impacted by larger demands for land and housing.

A major challenge for Caroline County is encouraging county-based employment

opportunities for residents working outside of the agricultural sector. At the same time, the County's economic development program must be pursued in the context of the County's quality of life and growth management objectives. This implies the importance of seeking businesses and industries that fit into existing communities are environmentally sound and utilize the local labor force.

The new frontier in economic development concerns growth in technological and tourism driven industries. Technology industries are clean industries that are compatible with rural environments. New technologies are causing major impacts for the traditional roles of personal, public, and corporate life. As an example, on-line computer exchange have dramatically altered the nature of home-based businesses.

"IT" (Information Technology) technologies are presenting a wide range of organizational options for companies, agencies, and institutions through the enhancement of communications linkages. These linkages occur through computer networks, modems, phones, video conferencing software, email, and fax.

Caroline County is actively working with communities to plan for industries that take advantage of these new technologies. A successful County economic development program will benefit all areas of the County including the North County region.

NORTH COUNTY COMPREHENSIVE PLAN

LAND USE GOALS & OBJECTIVES:

The land use and growth management goals of both the Goldsboro and the North Carolina County Comprehensive Plans is to concentrate future development in planned growth areas and preserve the predominantly rural character of the North County region.

The County's overall land use and growth management objectives to achieve this goal include the following:

- Encouraging future development to locate in designated growth areas where adequate public facilities and services exist or are planned;
- Providing adequate planning and regulatory mechanisms for growth and growth management;
- Maintaining the agricultural land-base to support the County's agricultural economy;
- Preserving valuable natural and man-made resources;
- Promoting economic development, expansion, and employment in suitable areas;
- Discouraging low-density non-agricultural development from locating outside of designated growth areas; and
- Providing appropriate county level facilities and services for North County to support existing and future populations.

The objectives for the managed growth and development of Goldsboro are:

- Maintain the Town comprehensive planning program;
- Expand the tax base of the Town by encouraging appropriate infill and
- Redevelopment of vacant and underutilized properties within the Town, such as the Old Milk Plant site;
- Improve existing property values and improve the climate for new investment and reinvestment in the Town by addressing key infrastructure issues;
- Stabilize property values through adoption of appropriate building and property maintenance codes;
- Insure new development is consistent with the overall growth objectives of the Town by adopting appropriate development codes and standards;
- Improve coordination between the Town and County;
- Support the "Rails-to-Trails" effort and utility corridor concept along the railroad right-of-way; and
- Protect sensitive environmental and agricultural areas.

Population and housing growth has not historically been an issue in North Carolina County. Estimates indicate that the area grew from 2,888 people in 1900 to 3,106 people in 2000, a 7.5% increase. Most of the new housing has been Mobile Home Park and scattered rural development close to Goldsboro and Marydel.

By 2000, about 18% of the North County population was located within the incorporated towns. Due to the capacity and location of large manufactured home parks have resulted in over 50% of the population residing in the immediate vicinity of the municipalities. If current plans for developing regional public water and sewer facilities are implemented, this trend likely will be reinforced. The location and type of new growth in North County has been generally consistent with the County’s past primary growth management objectives.

CURRENT NORTH COUNTY AREA LAND USE

The Land Use Plan presented in the *Comprehensive Plan for or North County* includes existing land uses as described in Table 1-1 and Map 1-1. In addition, this section includes several new land use classifications for the North Carolina County region, which eventually will be incorporated in County or municipal Zoning Ordinances and shown on Official Zoning Maps following the adoption of Town and County Comprehensive Plans.

North County Land Use – 2000		
Land Use	Acres	Percent of Total
North County	23,018	100%
Incorporated Towns	940	4%
Unincorporated Areas	22,078	96%
Residential	2,028	9%
Commercial	164	0.7%
Industrial	43	0.2%
Exempt	624	3%
Vacant	1,511	6%
Agriculture	18,648	81%
Source: MD Property View 2000		

The existing land use in North County is predominantly agricultural. Of the total land in the agricultural category, approximately 40% is forested. Some 5,075 acres or about 23% of North County is classified as non-tidal wetlands according to the *National Wetlands Inventory*. Much of the land in the region is of an environmentally sensitive nature.

The four incorporated towns of North County comprise approximately 940 acres or 4% of the total land area in the region. Much of the residential, commercial, and industrial land uses in the region are located in or near the towns. Some low-density residential land uses exist in scattered rural areas away from the towns.

NORTH COUNTY COMPREHENSIVE PLAN PROPOSED LAND USE DISTRICTS

As shown on Map 1-2, the County’s Land Use Plan continues the growth management policies of former plans, namely concentrating population in the existing town centers and conserving agricultural and natural resources. It has been refined to reflect proactive policies for preserving the agricultural areas of the North County region. It identifies portions of North County that will be priority areas for coordinated Federal, State and local programs to preserve agricultural land and support a healthy agricultural economy. It gives priority to the incorporated towns as centers for future population growth, major capital investments and provides for their reasonable expansion in the future. The land use plan depicted includes consideration for employment and designated growth areas or future “Priority Funding Areas” (PFA’s) as noted in Maryland’s “Smart Growth” legislation.

Designating key growth areas in and near the towns is an important parallel growth management objective. If the towns are desirable places to live it will help lessen development pressure in rural areas. For the Towns to assume the role of growth centers, basic community quality and infrastructure issues will need to be addressed. A key infrastructure issue is the provision of public water and sewer services. A second key issue is the lack of planning and implementation to improve community quality, including improving the housing stock, investment in community

**NORTH COUNTY
GOALS & OBJECTIVES**

GOAL

Preserve and enhance the village character of Goldsboro through compatible growth and reinvestment in existing properties.

OBJECTIVES

Maintain the Town comprehensive planning program.

Expand the tax base of the Town by encouraging appropriate infill and redevelopment of vacant and underutilized properties within the Town, such as the Old Milk Plant.

Improve existing property values and improve the climate for new investment and reinvestment in the Town by addressing key infrastructure issues.

Stabilize property values through adoption of appropriate building and property maintenance codes.

Insure new development is consistent with the overall growth objectives of the Town by adopting appropriate development codes and standards.

Improve coordination between the Town and County.

Support the “Rails-to-Trails” effort and utility corridor concept along the railroad right-of-way.

Protect sensitive environmental areas.

infrastructure, and visual aesthetics.

Greenbelt Area

Greenbelt areas are “green” transitional land use areas located at the edge of the growth area boundaries of the municipalities. These areas include a mix of low density residential and agricultural land uses. The emphasis in this area is on maintaining a distinct rural edge for the designated growth areas characterized by open space, natural resources, and low density residential uses. Coordinated County/Town policies for these areas should address the protection of key visual corridors and gateways to the towns, maintaining appropriate natural buffers, and protecting rural character.

Town Expansion Areas

Town Expansion Areas include the incorporated towns, which constitute the North County region’s current “Priority Funding Areas” (PFA’s) under the State’s 1997 Smart Growth Areas Act. Town Expansion Areas also include existing developed areas adjacent to the towns, including residential, commercial, and industrial, as well as the Maryland Environmental Service (MES) proposed Water and Sewer Service District and proposed municipal expansion areas outside present corporate boundaries. The incorporated towns and the MES Water and Sewer Service District include areas currently planned for major capital improvements and will constitute the future PFA’s for the region in compliance with State laws. The Town Expansion areas define a planned, long-range build-out limit for the municipalities. Emphasis in PFAs is on investment in key public infrastructure, increased economic activity, and revitalization of existing neighborhoods. Overall emphasis is on insuring the orderly expansion of the Town and its infrastructure, coordinated County and Town land use policies, and promoting high quality

development.

The municipalities play an important role in the County's growth management strategies, thus coordinated County/Town land use policies are necessary. As designated growth centers, the towns are the preferred location for future population growth and economic activity in the region. Assisting the Towns to achieve their respective community development and redevelopment objectives is a key implementation strategy.

Therefore, the Towns have embarked on a joint planning program with Caroline County to begin to address local growth management issues. Continued cooperation between the County and Towns is required to build the community resources necessary to effectively implement growth management and revitalization strategies.

Business and Industrial Employment

Business and Industrial Employment includes land extending from Goldsboro and Goldsboro into the Town Expansion Area. The Land Use Plan identifies these areas as potential sites for development of employment uses in a business/industrial park setting. The objective of this district is to set aside areas for employment uses that will bolster local economies and provide for jobs in close proximity to housing and in locations consistent with the overall growth management plan for North Carolina County.

Existing Towns

The land use element of the *North Carolina County Comprehensive Plan* emphasizes a continuing role for the towns as major population and commercial centers for the region. Concentrating population in the existing municipalities is the most efficient

way to provide basic community facilities and services to residents, support historic investment in infrastructure (such as existing streets), and reduce pressure for development in rural areas. It also continues the County's land use tradition, namely compact communities surrounded by rural countryside.

It is imperative that the towns undertake programs to implement appropriate development and redevelopment strategies. Strategic assistance to the towns from the County to address community development and redevelopment issues is important because all residents of the County benefit from having incorporated towns that are desirable places for existing and new residents to live, work, and shop.

The Land Use Plans for the Municipalities and the County to develop jointly include the following land use districts:

Town Center

The Town Center district is made up of a mix of land uses, including residential, institutional, commercial, and public (in some cases former industrial sites). Historic structures are located in the Town Center district. Zoning for these areas should recognize the existing mix of land use categories and permit their continuation. Infill and redevelopment of vacant and underutilized sites should be encouraged, consistent with design standards and guidelines developed to insure compatibility with adjacent land uses and consistency with the existing small crossroads character of the towns. Adaptive reuse of existing historic structures also should be encouraged.

Neighborhood Conservation

The Neighborhood Conservation district encompasses existing low-density residential neighborhoods, primarily in detached single-family dwellings with some multi-family dwellings. This district may include some vacant or larger properties that could be candidate sites for infill or redevelopment projects. Historic properties located in these districts may be appropriate for adaptive reuse strategies. Zoning for these areas should address the need to protect existing residential areas from incompatible uses and activities. Design guidelines for appropriate infill projects would be applicable.

Neighborhood Business

The Neighborhood Business District includes scattered business and commercial sites located outside of the Town Center. The purpose of this district is to recognize existing land use and/or zoning decisions. In the future these areas should not be allowed to expand and new business and commercial activities should be encouraged to locate in the Town Center District or be part of a planned development.

Town Growth

The Town Growth district encompasses large vacant tracts within the corporate limits currently in agricultural uses. It also includes individual sites that lend themselves to infill and redevelopment.

In Goldsboro, these areas total approximately 50 acres and are important sites for new development, especially if a regional water and sewerage system is constructed. The future land use for these areas varies and is discussed in more detail

below. Important development considerations for these areas include:

- Insuring the appropriate extension of existing streets, pedestrian circulation systems, and public utilities;
- Protecting adjacent developed areas from incompatible development;
- Protecting and enhancing community gateways; and

Insuring the quality of new development complements the existing “small town” character of the Goldsboro.

Town Expansion Areas

The Land Use Plan identifies Town Expansion Areas, which include land around the towns planned for growth in the future. The same development considerations that apply to growth areas within the towns can apply to these areas. Orderly development should be accomplished through the annexation process, whereby; they become part of the Towns. Community quality objectives for these growth areas should be clearly stated at the time of annexation and be based on the following design principles:

- New neighborhoods should accommodate a mix of uses;
- New neighborhoods should be compact and identifiable with visually discernible boundaries;
- New neighborhoods streets should extend existing street patterns to enhance views and landmarks;
- Street blocks should be consistent with existing block patterns and help describe component neighborhoods, suggesting the role of the street as a channel for social interaction;
- All parking should be accommodated through a mix of on-street and unobtrusive off-street strategies, avoiding large-scale parking lots;

- New neighborhoods should be visually coherent and establish community character through consistent rules of organization and architecture;
- Streets in new neighborhoods should be visually bounded with street trees, sidewalks, and front-yard design elements to create visual layers and contribute to the intimacy of streetscape;
- Most important, new neighborhoods and their settings should make a positive contribution to the existing town character.

Business and Employment Growth Areas

The Land Use Plan identifies Business and Employment Growth Areas. This land use classification encompasses adjoining county and town areas located in and around Goldsboro that have appropriate size, location, and access characteristics for development of business and/or light industrial uses.

GOLDSBORO LAND USE PLAN

CURRENT LAND USE

The Town of Goldsboro consists of 141.1 acres. The largest single land use category is as open space and agricultural land consisting of 60.7 acres. The next largest category is residential use at 38.1 acres. Industrial uses, including warehousing, storage, and processing, total 10 acres. The commercial sector of Goldsboro only occupies 2.7 acres. The remainder of the land in Goldsboro is devoted to public use (11.5 acres), streets (12.4 acres), and the railroad (8.3 acres). These amounts were determined by a field study conducted by the Maryland Office of Planning in 1988. The total amounts and percentages of use have not changed significantly since that time. However, the above figures are based on zoning classifications and do not represent active use in all cases. Both the Maryland Office of Planning and the Caroline County Department of Planning project a modest increase in the population of Goldsboro and the surrounding region.

This growth will remain small and modest until the water and sewer situation is corrected in Goldsboro and in other northern Caroline County communities with failing or nonexistent facilities.

The Land Use Plan for Goldsboro includes existing land uses (see Maps 1-3) along with information concerning development characteristics. Both the County and the Town will seek to develop mutually acceptable zoning ordinances and subdivision regulations that comply with State and local laws.

Development region can be characterized as predominantly low-density residential settlement at crossroads locations. Even though the Town of Goldsboro only has 216 people, it does provide a number of services as a rural center to the surrounding agricultural community and this is reflected in its land use pattern. Among the public uses of land are a municipal building, town office, post office, fire department, recreational land, two churches, and a cemetery. Caroline County also maintains a road maintenance facility within Goldsboro. Goldsboro includes some convenience commercial and/or business service uses that cater to the surrounding communities. These uses are primarily located along the arterial routes, which serve as “main streets”. There is substantial vacant land (approximately 50 acres) within Goldsboro that may provide opportunities for infill development in the future.

If a municipal water and sewer system is installed in Goldsboro, there is every reasonable expectation that the population of the community will increase because new homes could be built. Additionally, if the water and sewer systems are built, a number of State of Maryland regulations and policies have been adopted to encourage development in and around existing communities with adequate infrastructure and capacity to support new projects. Also, a water and sewer system would enable the Town to grow and development as new land and development are annexed into the community.

The center of Goldsboro is the area along Main Street and along the railroad tracks between Church Lane and Railroad Avenue. It also includes the lower end of Old Town

Road. The local convenience store, the feed store, and the town hall/post office are all located within this area. Within the rest of the community, land use is generally segregated by function. However, there is some intermixture of residential, industrial, and commercial land within Goldsboro; especially along the railroad tracks and Main Street. This results from a historical pattern of residential ownership by local industry to provide convenient employee housing and by commercial uses that have been suited to being located within private homes.

Caroline County has been actively encouraging industrial growth at established industrial parks in Denton and Federalburg. There has been some industrial growth in northern Caroline County at Ridgely and at Greensboro. While Goldsboro can anticipate that occasional industrial use will locate within its bounds, most of this anticipated activity will be related to local residents that wish to locate their plants and facilities near their homes rather than the reverse.

It should be noted that there has been little grown over the last several decades. This is due to natural soil limitations (high water table, slow percolation rates) which preclude the approval of on-site sewage disposal systems and the lack of public water and sewer facilities. Much of the newer housing replaced older units.

The amount of open space within Goldsboro represents both an opportunity and a challenge to the community. These large parcels of open land are on all sides of Goldsboro. However, the open land within the Town is private land and is subject to the needs and desires of its owners. If this land should become available for development, it should only be for residential use or for public use related to recreation, religion,

education, or some similar activity. However, recognizing the importance of agriculture to the Town and surrounding area, it is essential that the Zoning Ordinance of Goldsboro be modified to identify, protect and support agricultural activities.

The land that is outside of the bounds of Goldsboro and that might lie in the Outlying Planning District proposed for Goldsboro is zoned by Caroline County for residential development. Classified mainly as R-1 or single-family residential, the minimum proposed lot size is 20,000 square feet. While the use of this land as residential is appropriate, the lot size is more common to sprawling suburban development that is not appropriate for the area around Goldsboro. Minimum lot sizes of that magnitude will require that extensive amounts of agricultural land be converted to housing. Additionally, traditional suburban development is not compatible with the village design traditions seen in Goldsboro and the other rural communities of northern Caroline County. The Town of Goldsboro should work with Caroline County to reduce the required lot sizes and setbacks for construction so that any new development that will occur around Goldsboro will be compatible to the older communities of northern Caroline County and not resemble the large tract developments common to more urban and developed areas.

In addition to the residential zones around Goldsboro, some county-controlled land is zoned for light industry. Located on the south edge of town and along the railroad tracks and Main Street, this is an appropriate location for light industry as there is already some such activity located within that strip. However, great care should be exercised to ensure that this entrance into Goldsboro

does not deteriorate into an unattractive strip of junkyards and storage facilities.

GOLDSBORO LAND USE GOALS & OBJECTIVES

GOAL: The land use and growth management goal for the Town of Goldsboro is to preserve and enhance the village character of the Town through compatible growth and reinvestment in existing properties.

MANAGEMENT GUIDELINES:

Goldsboro's land use and growth objectives are as follows:

- Complete the planning for the municipal sewer and water system and ensure that it is installed and operational as soon as possible. This will also require that all town residents be connected to the systems and that all private wells and septic systems in Goldsboro be abandoned and properly contained;
- Preserve and protect the existing buildings, resources, and land-use patterns in Goldsboro;
- Encourage stable property values and the maintenance of single-family housing in Goldsboro and to discourage incompatible uses throughout single-family residential areas;
- Encourage the revitalization and continued improvement of all of Goldsboro with a special emphasis on the central core of commercial and
- Encourage the revitalization and continued improvement of all of Goldsboro with a special emphasis on the central core of commercial and industrial buildings in the community. To accomplish this goal, the Town

Commission should identify revitalization areas and designate them as such;

- Encourage the restoration, rehabilitation, and reuse of the existing buildings in Goldsboro, especially those that have special historical, architectural, and cultural significance in Goldsboro;
- Review the current zoning classifications in Goldsboro and conduct a comprehensive rezoning to ensure that compatible uses are grouped and that industrial, agricultural and residential uses are not intermingled without appropriate buffers and separations;
- Develop setback and building requirements within the older core or village of Goldsboro that encourage new development to conform to the rhythm of existing development and that discourage new construction that is not compatible with the surrounding buildings in design and function;
- Develop parking requirements and regulations that will encourage the use of existing commercial and industrial buildings for those purposes and that will discourage the removal of existing buildings for parking areas;
- Encourage existing businesses to remain and expand in Goldsboro and also encourage new businesses to locate in Goldsboro;
- Provide for the use of home-based professional businesses and occupations within the residential areas of Goldsboro;
- Create a special planning district within the bounds of Goldsboro that reflects the types of growth that will occur there and that will especially protect the "Village of Goldsboro" and create another special planning district that will encompass outlying lands within the current bounds of Goldsboro

and lands that might be annexed into the community so that new development will not bury the older community inside of new development and by ensuring that new development is consistent with the scale and mass of the older village;

- Encourage the use of traditional development planning for new residential developments that might occur either within the current bounds of Goldsboro or that might be added to the current community so that all new development respects and reflects the traditional community rather than be an extensive and sprawling enclave that is not appropriate to the rural character of Goldsboro and northern Caroline County;
- Create a land-use system that is consistent with the existing development patterns in Goldsboro; especially by encouraging the development of existing parcels of land for new development;
- Recognizing the importance of agriculture to the Town and surrounding area, it is essential that the Zoning Ordinance of Goldsboro be modified to identify and support agricultural activities.
- Ensure that all new development is appropriate in scale and size for Goldsboro;
- Develop design standards and guidelines for all new major subdivisions and for all commercial and industrial construction and alteration in Goldsboro;
- Provide for diversity in land-use and for population for all current and future citizens of Goldsboro;
- Develop subdivision regulations for new development so that new construction is consistent with the existing appearance and character of Goldsboro;

- Ensure that all current and future residents and businesses in Goldsboro have adequate public services necessary to protect their health, safety, and welfare and to promote an attractive environment in which to live and work;
- Contain the costs of future development and growth to ensure that the costs do not become a burden to the current and future residents and businesses in Goldsboro. Accordingly, new development should be expected to pay for the extension of municipal services and for capital improvements that are a result of that new development;
- Maintain and develop a road network that encourages the separation of pedestrian and bicycle traffic from regular street traffic. In addition, that same road system should encourage the separation of heavy commercial and industrial traffic from private vehicle traffic but without having a negative impact of existing or potential industrial or commercial development in Goldsboro;
- Enhance the landscape and visual appeal of Goldsboro through the development of landscape buffers between functional use or zoning areas;
- Implement a sensitive areas plan that ensures that steep slopes, flood plains, non-tidal wetlands, and the critical areas around branches, streams, and rivers are protected from development;
- Develop recreational and educational opportunities for all ages and population groups in Goldsboro with a special emphasis on the community's youth and senior citizens;
- Periodically review the building permit process and development review process to ensure that the reviews can be carried out in a timely fashion and that appropriate decisions are made with

regard to the plan review and approvals required to approve new projects; and

- Develop a close working relationship with the Caroline County Planning Commission and the Government of Caroline County to ensure that planned development near Goldsboro is consistent with the goals of the Caroline County Comprehensive Plan and with the desire and needs of the citizens of Goldsboro to maintain their identity as a community within northern Caroline County.

The future land use plan for Goldsboro is summarized on Map 1-7. Land Use Plan Map provides the basis for creating new zoning districts to implement this Plan. Zoning district provisions, including permitted uses, density, and design standards should be prepared to achieve the purpose of each district.

The Goldsboro Plan - Proposed Land Use Districts

Although Goldsboro is a well-established community, there are significant amounts of open space within the municipal borders. The Goldsboro Planning Commission and the Town Commissioners expect that, at some point in time, the available open land, farmland at the present, will be converted to buildable lots for residential development. The timing of that conversion will be dependent on available water and sewer allotment through the municipal system and market demand for housing in northern Caroline County. Beyond the need to effectively manage new growth and development outside of the existing village of Goldsboro, there is a need to manage the use of the existing building stock in Goldsboro and the available buildable lots within the existing village of Goldsboro. Most of the community consists of older

single-family homes. The existing architectural and landscape character of Goldsboro is an important and valuable asset. Therefore, this plan is also designed to encourage the preservation of the older community and village scale of Goldsboro. Accordingly, this plan is to be used by the Town Commission, the Planning Commission, private property owners, developers, and citizens to ensure that the values and goals expressed within it are used to guide municipal actions and to control growth and development while this plan is in effect.

To accomplish the goals of this plan and the wishes and desires of the citizens of Goldsboro, the Town has been divided into three planning districts. The first is the current bounds of the Town of Goldsboro. The second is the land that is adjacent to the Town of Goldsboro and that might be incorporated or annexed into the current limits of Goldsboro. Between the two would be the Town Center, a mixed-use area that provides services, commercial and business as well as residences.

These planning districts are administrative areas that will enable the Planning Commission and the Town Commission to develop zoning ordinances and other building regulations and encouragements to properly manage growth within the two areas.

Village Planning District

The Town of Goldsboro developed without an overall master plan. Development occurred as land was needed for residential, commercial, and industrial use. Development within the Town of Goldsboro was driven by the development of the railroad and influenced by the municipal bounds that stretch along the railroad tracks

and extend mostly to the west of the railroad. Those industrial concerns that operated within the community and that remain there are oriented toward the processing and resale of local crops to distant markets. Recognizing the importance of agriculture to the Town and surrounding area, it is essential that the Zoning Ordinance of Goldsboro be modified to identify and support agricultural activities.

Town Center

The Town Center district is made up of a mix of land uses, including residential, institutional, commercial, and public (in some cases former industrial sites). Zoning for these areas should recognize the existing mix of land use categories and permit their continuation. Infill and redevelopment of vacant and underutilized sites should be encouraged, consistent with design standards and guidelines developed to insure compatibility with adjacent land uses and consistency with the existing small crossroads character of the towns. Commercial and light industrial land uses in the Town are fundamental to the planning for a prosperous future. Goldsboro's plan identifies approximately 66 acres of land within the Town and extending into the "Town Expansion Area" considered appropriate for business or industrial uses. The purpose of Business/Industrial employment classification is to set aside land for employment development for the future.

Outlying Planning District

The Outlying Planning District is that area that is currently outside of the municipal bounds of Goldsboro but that might be annexed into the Town of Goldsboro at some future date. This planning district is a district in waiting because the Town has no authority to determine land use opportunities and policies in that outlying area. Caroline County has jurisdiction over that land and has developed its own policies and guidelines as to the use of that land. However, current state policy and regulations does encourage new growth and development around and at existing communities. As a result, it is likely that this outlying area will be incorporated into Goldsboro when a municipal water and sewer system becomes available. When that land is either annexed or proposed for annexation, the use of the outlying planning district will allow the Town of Goldsboro to develop zoning and land use criteria for that development that will be consistent with this plan and its goal of protecting the existing community and by allowing for creative and interesting development systems for that area that will help create a sense of community with the current community and that will encourage development that is appropriate for the Town of Goldsboro.

RECOMMENDATIONS

ADOPTED FROM NORTH

CAROLINE COUNTY

COMPREHENSIVE PLAN

Achieving the primary goals of the County (concentrated growth and resource conservation) and the goals of the Town (revitalization and positive growth) are mutually dependent. Coordinated planning and plan implementation between the County and Towns will be necessary in order to achieve the vision of this Plan.

Section I: County Implementation Recommendations

Recommendations for Caroline County were developed from a detailed analysis of existing conditions and a series of public information meetings, as described in the individual sections of this Plan. These recommendations are designed to create consistency in the future application of Maryland laws and County and municipal policies and regulations.

LAND USE AND GROWTH MANAGEMENT

RECOMMENDATION #1: Amend the *Caroline County Zoning Ordinance and Subdivision Regulations* to incorporate appropriate zoning districts, zoning provisions, and development standards to

implement the recommendations of the *North County Comprehensive Plan*.

Suggested overlay zoning districts include:

- **Conservation Corridor:** Establish a priority agricultural and natural resource protection area. This area should be the focal point for land conservation programs, such as Maryland Agricultural Land Preservation Foundation, Rural Legacy, Greenprint, and Program Open Space etc. Zoning provisions for this district should permit appropriate resource uses, including agriculture, forestry, mineral extraction, agri-businesses, hunting and fishing. Non-resource related uses, such as residential, general commercial, and industrial uses should be discouraged.
- **Greenbelt:** Provide a “green” transition area between the designated growth areas for North County Towns and the Conservation Corridor. Zoning provisions should insure a low density-open rural character. Portions of this area may be secondary focal points for land conservation programs. Development standards should include protection for existing natural buffers and scenic qualities. Greenbelt areas should be priority areas for receiving transferable development rights (TDR).

Suggested new primary zoning districts include:

- **Rural Residential:** Recognize existing rural settlement patterns in North County and maintain the existing rural character outside of the designated growth areas. Zoning provisions should permit additional limited infill low-density residential development within this district, including TDR. The rural residential district should not be allowed to encroach on the Conservation Corridor. New development should be subject to access controls and roadside buffering standards to protect and enhance the overall scenic rural character of the area. The County should consider developing design guidelines for new development in this district.
- **Rural Commercial:** Recognize existing business and commercial establishments located in isolated rural areas in North County (e.g., the Baltimore Corners General Store). Zoning provisions should address the mix of uses currently found in this district and provide for limited expansion, where appropriate.
- **Rural Village:** Protect the existing unique historic rural settlements in the County. Zoning provisions for this district should permit a mix of uses, consistent with the existing character of the village. Development standards should require that the design of new development be consistent with the existing rural village. The County should consider developing design guidelines for new development in this district.
- **Town Expansion Areas:** Delineate a build-out area for town growth. Zoning provisions should provide for the continuation and consistent expansion of existing land uses, including residential, commercial, and industrial uses.

Commercial uses include properly planned and designed mobile home parks.

Design standards should require that new development be consistent with the existing town fabric. For example, subdivision streets should provide for connection to the existing town street system. Development that detracts from the appearance of gateway corridors leading to the town centers, such as strip commercial or other businesses located adjacent to roadways, should not be permitted.

The development review process should include consultation with town representatives and provide officials with an opportunity to comment on the proposed development. The County should consider developing design guidelines for new development in this district.

RECOMMENDATION #2: Revise the *Caroline County Official Zoning Map* to reflect the recommendations of the *North Caroline County Comprehensive Plan*.

RECOMMENDATION #3: Prepare development design guidelines to illustrate techniques to minimize the impact of new development on existing scenic and rural character. Guidelines should address landscaping and buffers, access control, signage, and development siting.

SECTION II: SPECIFIC IMPLEMENTATION RECOMMENDATIONS

The following recommendations refer to individual sections of this Plan and represent specific actions that may be taken by public and private entities to improve existing policies, programs, and regulations for land use conditions.

Agricultural Preservation

- Encourage the formation of and funding for a Federal “Conservation Corridor” to target preservation efforts and increase agricultural land preservation funding;
- Identify a priority agricultural land preservation area within the “Conservation Corridor” and develop appropriate program and regulatory mechanisms that are consistent with Federal, State and County conservation objectives;
- Continue to support and participate in public programs and private conservation initiatives that have similar objectives with the County’s agricultural preservation program (MALPF, Rural Legacy, Greenprint, Eastern Shore Land Conservancy, Nature Conservancy, Maryland Environmental Trust, etc.);
- Encourage Federal, State and private conservation programs to focus on preservation within the “Conservation Corridor;”
- Evaluate tools and techniques for leveraging agricultural preservation funding, for example a Caroline County Purchase of Development Rights Program;
- Encourage the State to review the objectives and implementation of programs that may result in a decrease of cropland, e.g., Conservation Reserve Enhancement Program (CREP) and Conservation Reserve Program (CRP);
- Continue to emphasize agriculture as a major component of the County’s

economic development program;

- Adopt County policies and regulations that support the location of appropriate new agri-businesses and expansion of existing agricultural enterprises;
- Amend the *Caroline County Zoning Ordinance* to permit the broadest possible range of agricultural land uses consistent with the County’s overall goal of preserving the agricultural land base, supporting a healthy agricultural economy, and retaining the County’s unique rural character;
- Minimize rural residential development by maintaining agricultural conservation densities in rural areas and limiting residential subdivision, including minor subdivision;
- Utilize current technology, such as Geographic Information Systems (GIS), Global Positioning Systems (GPS), etc., to maintain critical management information;
- Seek assistance from State, Federal and other sources to develop baseline data for resource management, including current high resolution aerial photography, land cover maps, and an updated soil survey;
- Establish appropriate setback, buffer and other regulatory standards that apply to non-agricultural uses located in agricultural areas; and
- Encourage the State to recognize the critical relationship between public drainage programs and agricultural productivity in North County (this relationship should be a key consideration in the development of

management strategies to address State and Federal programs, such as Watershed Restoration Action Strategies, Total Maximum Daily Load regulations, etc.).

Natural Resources and Mineral Resource Conservation

- Appoint a Stream Buffer Advisory Committee composed of appropriate representatives from public and private interests, such as conservation organizations, the agricultural community, and County, State, and Federal agencies to develop a consensus on buffer requirements for perennial and intermittent streams and enact development standards that implement the recommendations of the committee;
- Continue enforcement of the *Caroline County Floodplain Management Ordinance* and continue participation in the Federal Emergency Management Agency's (FEMA) *Community Rating System Program* (CRS);
- Assist the Towns in developing appropriate regulations to protect sensitive environmental areas;
- Work with appropriate State and Federal agencies to refine management requirements for threatened and endangered species habitat (the objective of this process should be to prepare more accurate habitat maps, verify species presence, and streamline permit approval processes);
- Continue to cooperate with State and Federal agencies and entities for the protection of wetlands by utilizing the National Wetlands Inventory (NWI) and on-site specific wetlands delineation as

an indicator of wetland presence during the development review process and insuring that proposed developments comply with existing wetland protection regulations;

- Continue to implement forest conservation policies and regulations and work with North County Towns to implement local forest conservation programs;
- Participate in the development of water quality improvement/protection programs and strategies to address point and non-point sources of pollution in Caroline County, including continued participation with Federal, State and regional organizations in the assessment of water quality issues and pollution management strategies; and
- Cooperate with the Maryland Water Resources Administration in programs to ensure the appropriate use and conservation of Caroline County's groundwater resources.

Mineral Resource Conservation

- Prepare a study regarding the benefits of designating specific mineral extraction areas (this study should also address appropriate site development standards for mineral extraction activities that insure protection for adjacent properties, scenic features, water quality, sensitive areas, and address off-site impacts to State and County roads);
- Consider the creation of a special mineral extraction zone to be designated on the *Caroline County Official Zoning Map*; and

- Consider a County-wide mineral extraction tax.

Cultural and Historic Preservation

- Partner with the Maryland Historical Trust (MHT) to develop a County-wide historic preservation plan. Address the feasibility of adopting historic preservation regulations that permit the establishment of “voluntary” historic preservation districts;
- Upon completion and approval of a historic preservation plan, apply for “Certified Local Government Program (CLG)” status from the Maryland Historical Trust; and
- Participate in the Maryland Heritage Areas and Tourism Development Program as a means of expanding the County’s tourism economy, increasing private historic preservation investment, and stimulating the adaptive reuse of historic structures.

Economic Development

- Work with the Caroline County Overall Economic Development Program Committee (OEDP) and the Mid-Shore Regional Council to implement the recommendations of the *Overall Economic Development Program for Caroline County*;
- Cooperate with State and local agencies and organizations, such as the Chamber of Commerce, Maryland Department of Business and Economic Development, and One Maryland Program, to promote Caroline County as a positive place for business and industrial development;

- Encourage the enhancement of the County’s digital infrastructure to serve existing businesses and industries and attract new ones;

- Encourage the incorporated towns in North County to set aside land in appropriate locations for new commercial and industrial uses; and
- Encourage the redevelopment of underutilized commercial and industrial sites in North County Towns.

Transportation

- Require appropriate pedestrian circulation systems in new development and require new pedestrian systems to connect to existing systems;
- Assist the Towns in developing transportation design guidelines, standards, and specifications appropriate to town settings;
- Insure that the cost of making major road improvements, necessitated by new development, is borne by the developer. This should be made clear in any annexation proposal or developer agreements. The design and location of new and improved roads should provide for the efficient circulation of people, goods, and services within the designated growth area and to the extent possible channel long distance trips to the State highway system;
- When existing County roads are proposed to serve as collector streets within a town system, they should be included in the annexation process and the developer should be responsible for upgrading the road to Town standards;

Prepare design guidelines that include the following principles:

- The street lay-out should be simple and have a logical pattern to insure legibility;
- The street lay-out should respect natural features and topography;
- The street lay-out should present an attractive streetscape;
- Proposed new streets should provide for the appropriate extension of existing streets;
- Every lot should be afforded a reasonable means of ingress and egress for emergency vehicles;
- No direct driveway access should be provided onto an existing or planned major collector street from a residential lot;
- Vehicles should be able to enter and exit without posing any substantial danger to themselves, pedestrians, or vehicles traveling on abutting streets, or interfere with the free and convenient flow with traffic on abutting or surrounding streets;
- Residential streets should be designed to manage the speed and volume of traffic in residential neighborhoods using "traffic calming" methods that encourage speeds of 25 mph or less;
- Streets should be related appropriately to the topography and designed to facilitate appropriate storm water management;

- Street rights-of-way should be adequate to serve all functions to carry motor vehicle, bicycle and pedestrian traffic, allow on-street parking, and serve as a link in the town's drainage system.

Community Facilities

- Work with providers to insure that the location of new public facilities and services are located and/or designed to support the growth management programs of the County and its municipalities. Designate the incorporated towns and the North County Water and Sewer District as North County "Priority Funding Areas"(PFA's);
- Update the *Caroline County Master Water and Sewerage Plan* to reflect the North County Water and Sewer Service District;
- Insure that County and State capital improvements and facilities programs are consistent with County and municipal growth management strategies. The Caroline County Planning Commission should review annual capital improvement programs of key State and County agencies, such as the Maryland Department of Transportation's Annual Capital Improvements Program, and Caroline County Department of Recreation and Parks' land acquisition and development programs;
- Assist incorporated areas to acquire, improve, and manage community facilities, such as water and sewer service. Work with North County Towns to address current failing septic systems and water supply problems. Support the Maryland Environmental Service (MES) water and sewer service initiatives for North County Towns;
- Maintain public ownership of the existing Chesapeake Railroad right-of-way for use as a potential utilities

corridor (rails-to-trail link or railroad use);

- In cooperation with the municipalities, define projected growth areas. Revise the zoning for designated growth areas to reflect a coordinated County/Town long-term annexation policy. Prohibit urban-type community facilities in rural areas;
- Work with the Towns to insure appropriate stormwater management;
- Review recommendations of the County's *Land Preservation and Recreation Master Plan* to insure they are consistent with the County's and municipalities' growth management programs and "Priority Funding Areas" strategies;
- Locate parks and open space facilities in areas that support the County's growth management objectives. The growth management strategies in the *North Caroline County Comprehensive Plan* imply that major new park and recreation facilities should be located in or near the incorporated towns as designated growth areas. Planning for new County park and recreation facilities should involve the municipalities and be coordinated with their growth plans; and
- Evaluate the appropriateness of adopting an adequate public facilities ordinance and/or impact fees to address demand on public facilities and services created by new development.

Housing

- Work with the incorporated towns to designate appropriate growth areas;

- Assist the towns with the implementation of building codes, rental housing codes, and property maintenance codes;
- Encourage town and private sector initiatives to address housing affordability;
- Utilize appropriate State and Federal housing programs to address housing affordability issues in North County; and
- Encourage the private formation of non-profit organizations to address affordable housing issues in North County.

SECTION III: TOWN IMPLEMENTATION RECOMMENDATIONS

Town elected officials are faced with community-wide issues that impact the health, safety and general welfare of their constituents and affect the quality of life for existing and future town residents. Leading concerns include public health, especially adequate public water and sewer facilities, and declining property values.

Two key strategies for addressing these community issues and discharging the health, safety and general welfare requirements of town government are development of regional water and sewer facilities and instituting legally sufficient planning and zoning programs and the capacity to implement these and other programs to improve the overall quality of the citizens.

RECOMMENDATION : Form an advisory committee composed of representatives of each of the incorporated towns to work with the County and the

State’s Attorney Office to develop appropriate County code revisions that will apply to the towns and that address the implementation of town plans. These implementation provisions may include applicable zoning, subdivision, forest conservation, erosion and sediment control, and stormwater management regulations.

RECOMMENDATION: Participate in County-wide planning programs for important community improvements, e.g., school facilities, water and sewer, park and open space to insure town issues are adequately presented to decision makers.

RECOMMENDATION: Encourage the County to prepare a historic preservation plan and adopt a historic preservation ordinance that could be applied to the Towns.

RECOMMENDATION: Consider using the existing railroad right-of-way corridor as a local pedestrian trail facility.

RECOMMENDATION: Endorse the following basic design principles to be reflected in the development of codes and regulations:

- Neighborhoods are compact and identifiable, and their boundaries are visually discernible;
- Neighborhoods are linear (cross-roads or grid patterned), with variations to enhance views and landmarks;
- Neighborhoods are visually coherent and character is established through consistent rules of organization and architecture;
- Street corridors are visually bounded and intimate in feeling. Street trees, sidewalks, and front yard design elements create visual layers and contribute to the intimacy of streetscape;

- Street blocks help describe component neighborhoods, suggesting the role of the street as a channel for neighborly interaction;
- Neighborhoods accommodate a mix of uses, even at the “hamlet” scale;
- Parking is accommodated through a mix of on-street and unobtrusive off-street strategies. Large-scale parking lots are avoided, and older lots are redesigned into smaller landscaped segments; and
- Most important, neighborhoods and their setting convey a strong “sense of place.”

Appropriate design of new development projects, whether development is located in “growth areas” or occurs as infill or redevelopment projects, is critical to insuring that new neighborhoods fit well with the existing community character. Goldsboro should establish basic design principles that set forth the communities expectations for the qualities of new development.

Strip forms of development should be discouraged and new development should be responsible for the cost of any off-site improvements to town streets and County roads necessitated by the proposed development. This includes the cost of upgrading County roads that may become part of the town street system.

PLAN IMPLEMENTATION

The most important part of any comprehensive plan is ensuring that the goals and objectives of the plan are actually carried out by government and supported by the community residents. Accordingly, significant attention and activity should be devoted during the next year to reviewing the various land use regulations in Goldsboro. Because there has been some interest in bringing in new development to Goldsboro or to the area just outside of the municipal limits, there is a particular reason to make sure that the actual regulations that will guide develop and determine how it becomes part of Goldsboro will carry out the goals of this Comprehensive Plan and that will protect the rural character and village scale attractiveness of Goldsboro.

Zoning Regulations

The current zoning regulations reflect efforts to layout zoning designations to match conditions when they were established in years past. These regulations should be reviewed and revised to ensure that compatible uses are made of its land and that will ensure that growth and development is properly channeled into appropriate areas. Also, the specific zoning regulations that deal with lot size and setbacks should be examined to ensure that they will encourage the type of village development that is appropriate to Goldsboro; rather than encouraging suburban-type sprawl development. This will also ensure that property owners of existing buildings might be more easily able to rebuild on the small lots common to the older sections of Goldsboro and not be hampered by excessive setback requirements.

Subdivision Regulations

The Town of Goldsboro should review the current subdivision regulations for their impact on the rural character of the existing community. The current subdivision regulations do not adequately .prepare the Town for growth which would have a direct impact on the proposed municipal water and sewer system.

In addition to infrastructure requirements, any new and large scale development should not follow a “sprawling suburban development pattern.” Therefore, the Goldsboro subdivision regulations should encourage and award density bonuses for developments that are extensions of Goldsboro and not developments that do not match the scale and character of Goldsboro.

An essential part of the subdivision regulations should be that the owners and developers of all new subdivisions are required to post bonds for the proper and timely construction of all water and sewer systems, for fire protection systems, for all roads and sidewalks and for all other necessary and required improvement. Bonds should also be posted for the appropriate completion of any other public feature or amenity that might be proposed by the developers. This might include such things as recreational facilities, community halls, street lighting, and street furniture. The developers should also be required to post bonds for the successful and timely completion of all buildings started in a development.

10.3 Building and Appearance Codes

The Town of Goldsboro adopted the 2000 International Building Code and has

employed a contractor to provide enforcement.

As part of its enforcement of the building codes, the town's building inspector views the exterior of each property and develops a list of those properties that require remediation. Those that have obvious and major defects are noted and their property owners given a written listing of the deficiencies. The property owners are given an appropriate time limit within which to make the necessary repairs or legal action is initiated.

If a property is too far gone and is so deteriorated that it causes a danger to the health and safety of the community and a hazard to the residents, the Town initiates condemnation proceedings against the property owner as provided in the building codes and by Maryland law and civil procedure.

The Town of Goldsboro should also develop design standards and guidelines for all new commercial and industrial development. These should include the design of the building, landscaping, parking requirements, and signage. All such new buildings should be compatible with the scale and character of Goldsboro.

Revitalization Strategies

In addition to participating in state and federal programs for the revitalization of buildings and property in Goldsboro, the Town should develop a revitalization strategy of its own that dovetails and supports those other government efforts.

Adequate Facilities Provisions

When a municipal water and sewer system is completed in Goldsboro, there is every

reasonable expectation that new development will be proposed for the land in and around the Town. When this happens, the Town should ensure that there is adequate water and sewer capacity for the development and for the existing town. It should also ensure that there are sufficient roads and other infrastructure needs available for the new development. If the Town determines that it does not have adequate facilities for new development, it should explore methods to acquire the needed facilities. Chief among the options available to the Town is to require that the owners of the proposed development provide sufficient funds to build the required facilities.

Capital Improvements

The Town of Goldsboro should prepare a five and ten-year plan for capital improvements that might be needed by the various administrative departments of the Town government or for the general benefit of the community. This plan should identify the need, provide a justification for its purchase or construction, and identify the sources of funds that will be used to pay for the project or item. The capital improvement plan should allow for alteration of the plan to meet changing needs.

Administration and Enforcement

The ability of a municipal government to develop comprehensive plans and land-use regulations and policies are based on State of Maryland law and on the charter and ordinances passed by the Town Council. This comprehensive plan provides a guide for the management of Goldsboro and it should be followed by the Town government. The Goldsboro Planning Commission, appointed by the Town

Council he body that is charged with ensuring that the plan is followed and with advising the Town Council changes that might need to be made to the Comprehensive Plan and its implementing regulations over the life of the plan.

The Comprehensive Plan is not a document that should remain “on the shelf.” Copies should be provided to all members of the Planning Commission and the Town Commission; as well as all employees and consultants that have responsibilities governed by the Comprehensive Plan. The Planning Commission should also review the Plan every year as part of its yearly report to the Town Council. The Comprehensive Plan should also be reviewed on at least six-year intervals to ensure that it still reflects and satisfies the needs of the Town Council and the citizens of Goldsboro. The yearly review and the six-year review should be done as part of regular Planning Commission meetings and as part of a public hearing on the Comprehensive Plan to ensure that appropriate citizen input is provided to the Planning Commission.

Because of the central role of the Planning Commission in the guiding the growth, development, revitalization, and preservation of Goldsboro, it is important that the Planning Commission be composed of residents of the community who include the best interests of the community as the most important decision making criteria. The Planning Commission should be kept at full strength at all times and they and the Town Council should ensure that they remain current with changing state laws and policies, with Caroline County laws and regulations, and with the management of Goldsboro so that they may provide the Town Council with proper advice and guidance.

In addition, the Planning Commission should have at least the following responsibilities:

1. Maintain a current and accurate Comprehensive Plan and enforcement regulations for the Town of Goldsboro;
2. Review all decisions made by both Goldsboro and other agencies that might affect the Town of Goldsboro, the Comprehensive Plan, zoning regulations, subdivision ordinances, land-use regulations and guidance, and the future direction of the Town of Goldsboro and its government and governance;
3. Submit a yearly report on its activities to the Town Council;
4. Review and act on all requests for subdivision and other land-use change requests;
5. Review and recommend changes on all revisions to the Goldsboro Zoning Ordinances and associated maps;
6. Assist the Town Council in the development of a Capital Improvement Plan;
7. Activate and participate in all programs and recommendations in the Comprehensive Plan and in other regulations, ordinances, and resolutions that fall into its areas of responsibility;
8. Complete other tasks and responsibilities that might be assigned to it by the Town Council; and
9. Recommend changes to the Comprehensive Plan, zoning regulations, subdivision ordinances, and other land-use polices, regulations, and guidance.

