

**Preliminary Land Use Service (PLUS) Application**  
**Municipal Comprehensive Plans**  
**Pre-Update Review Request**

Delaware State Planning Coordination

122 Martin Luther King, Jr. Blvd. • Dover, DE 19901 • Phone: 302-739-3090 • Fax: 302-739-5661

Please complete this “PLUS application in its entirety. **All questions must be answered. If a question is unknown at this time or not applicable, please explain.** Unanswered questions on this form could lead to delays in scheduling your review. This form will enable the state staff to review the project before the scheduled meeting and to have beneficial information available for the applicant and/or developer at the time of review. If you need assistance or clarification, please call the State Planning Office at (302) 739-3090. Possible resources for completing the required information are as follows:

[www.state.de.us/planning](http://www.state.de.us/planning)  
[www.dnrec.state.de.us/dnrec2000/](http://www.dnrec.state.de.us/dnrec2000/)  
[www.dnrec.state.de.us/DNRECeis/](http://www.dnrec.state.de.us/DNRECeis/)  
[datamil.delaware.gov](http://datamil.delaware.gov)  
[www.state.de.us/deptagri/](http://www.state.de.us/deptagri/)

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<b>Name of Municipality:</b>	
<b>Address:</b>	<b>Contact Person:</b>
	<b>Phone Number:</b>
	<b>Fax Number:</b>
	<b>E-mail Address:</b>

**Plan certification date:** \_\_\_\_\_

**The municipality requests that the enclosed plan be reviewed to provide suggestions for revisions and improvements. The review is also to notify the municipality of any code changes since the certification of this plan that should be included in the scheduled update.**

<b>Information prepared by:</b>	
<b>Address:</b>	<b>Contact Person:</b>
	<b>Phone Number:</b>
	<b>Fax Number:</b>
	<b>E-mail Address:</b>

<b>Maps Prepared by:</b>	
<b>Address:</b>	<b>Contact Person:</b>
	<b>Phone Number:</b>
	<b>Fax Number:</b>
	<b>E-mail Address:</b>

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**General Plan Approval Process**

- Step 1: Draft prepared by local government.**
- Step 2: Planning Commission and/or Legislative Body approves draft plan to send to PLUS.**
- Step 3: PLUS meeting, application submitted by 1<sup>st</sup> business day of the month for that month's meeting.**
- Step 4: State comments submitted to local government within 20 business days of meeting.**
- Step 5: Local government replies to state comments in writing and submits revised plan (if necessary) to the Office of State Planning Coordination (O S P C) for review.**
- Step 6: OSPC requires 20 working days to reply to revised plan. State sends a letter accepting changes or noting discussion items or if no changes are necessary see step 7.**
- Step 7: Certification letter will be sent within 10 business days of final submission to OSPC.**
- Step 8: The local jurisdiction shall adopt the plan as final following certification. Plan is effective on the date of adoption.**
- Step 9: A copy of the final document and written notification of adoption is to be sent to OSPC.**

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## **Comprehensive Plan / Amendment Checklist<sup>1</sup>**

Please check yes or no as to whether the following information has or has not been included in the comprehensive plan and indicate page numbers where information may be found.

<b>Public Participation</b>	<b>Yes</b>	<b>No</b>	<b>Page # / Section</b>
Public Participation Summary and Results			

<b>Population Data and Analysis</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Past Population Trends			
Population Projections			
Demographics			
Position on Population Growth			

<b>Housing</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Housing Stock Inventory			
Housing Pipeline			
Housing Needs Analysis			
Position on Housing Growth			
Affordable Housing Plan			

<b>Annexation</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Analysis of Surrounding Land Uses			
Annexation Plan			

<b>Redevelopment Potential</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Identification of Redevelopment Areas and Issues			
Redevelopment Strategy			
Community Development Strategy			

<sup>1</sup> Please go to the following website for detailed checklist information:  
<http://www.state.de.us/planning/services/circuit.shtml>.

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<b>Community Character</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
History of the Town or City			
Physical Conditions			
Significant Natural Features			
Community Character			
Historic and Cultural Resources Plan			
Community Design Plan			
Environmental Protection Plan			

<b>Land Use Plan</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Existing Land Use			
Land Use Plan			

<b>Critical Community Development and Infrastructure Issues</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Review of Community Conditions			
Inventory of Community Infrastructure			
Inventory and Analysis of Community Services			
Water and Wastewater Plan			
Transportation Plan			
Community Development Plan			
Community Facilities Plan			

<b>Intergovernmental Coordination</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Description of Intergovernmental Relationships			
Intergovernmental Coordination Strategy			
Analysis and Comparison of Other Relevant Planning Documents			

<b>Economic Conditions</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Economic Base / Major Employers			
Labor Market			
Income and Poverty			
Economic Development Plan			

<b>Open Space and Recreation</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Inventory of Open Space and Recreation Facilities			
Open Space and Recreation Plan			

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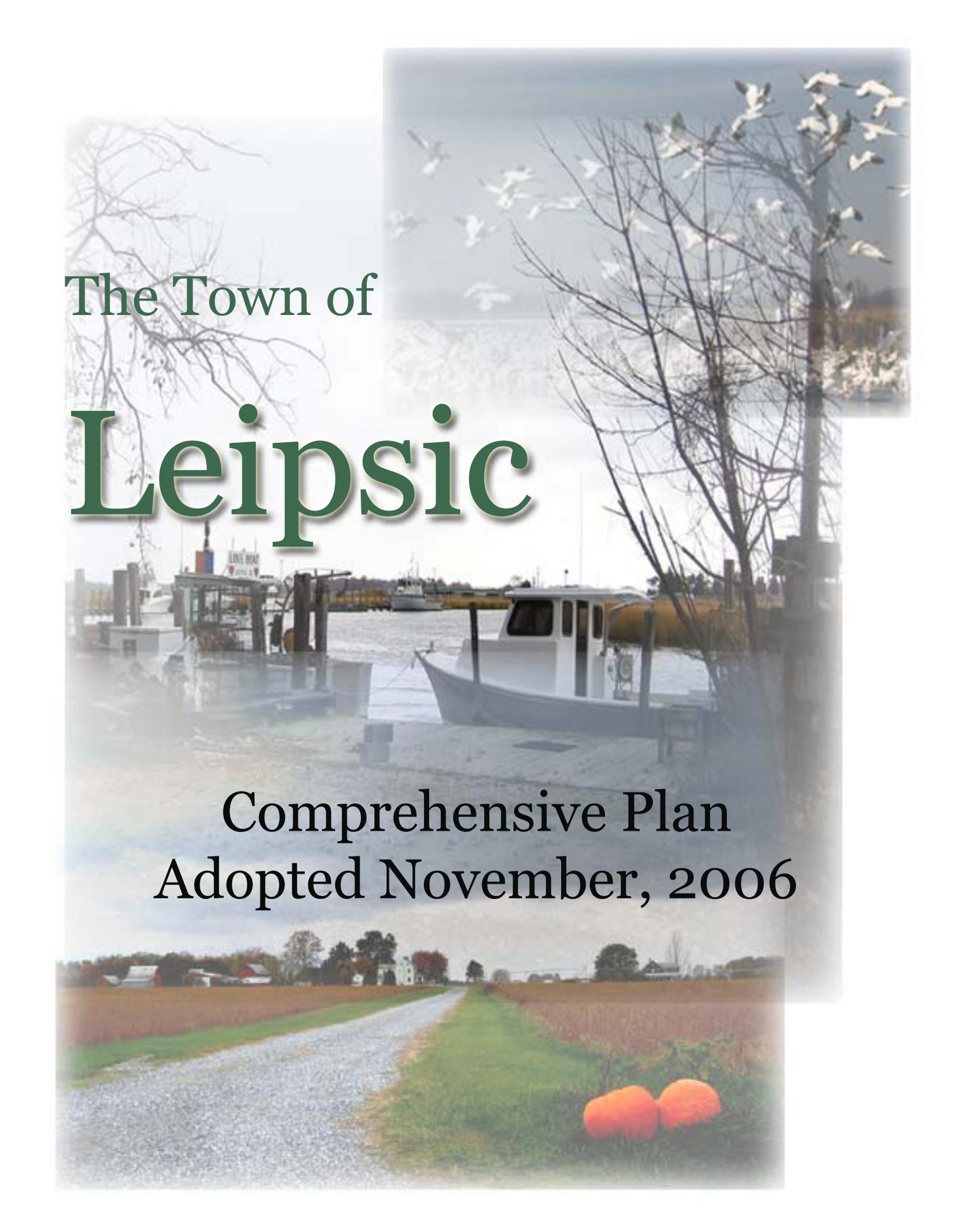
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<b>Implementation Strategies</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Evaluation of Current Codes and Ordinances			
Zoning Map Revisions			
Zoning and Subdivision Code Revisions			
Implementation Plan			
Coordination with Other Government Agencies			

<b>Other State Programs, Policies, and Issues</b>	<b>Yes</b>	<b>No</b>	<b>Page #</b>
Total Maximum Daily Loads			
Corridor Capacity Preservation Program			
Agricultural Preservation Program			
Sourcewater Protection			

**Additional Comments:**

**Summary:**



The Town of

# Leipsic

Comprehensive Plan  
Adopted November, 2006

**Town of Leipsic, Delaware  
Comprehensive Plan  
Adopted - November, 2006**

Prepared by:  
The Town of Leipsic Council and Planning Commission  
With assistance from the:  
Delaware Office of State Planning Coordination

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## **TOWN, COUNTY, AND STATE OFFICIALS**

### **Town of Leipsic**

Mayor and Council	Craig Pugh, Mayor/Council President Mae Northwood, Deputy Mayor/Vice President Norma Mohler, Councilperson Frances Knapp, Councilperson Rosemary Fox, Treasurer Louise Carey, Secretary
Planning Commission	Martha Wilkinson, Chair Gerald Brunner John Carey James Cornelius James Fox Ruth Ann James George Knapp Horace Pugh
Town Solicitor	Michael Parkowski

### **Kent County**

Commissioners	David R. Burris, President Levy Court, 6 <sup>th</sup> District Richard E. Ennis, Sr., At-Large P. Brooks Banta, 1 <sup>st</sup> District Ronald D. Smith, 2 <sup>nd</sup> District Alan Angel, 3 <sup>rd</sup> District Harold J. Peterman, 4 <sup>th</sup> District Donald A. Blakey, Ph.D, 5 <sup>th</sup> District David R. Burris, 6 <sup>th</sup> District
County Administrator	Robert S. McLeod
Director of Planning Services	Michael Petit de Mange

### **State of Delaware**

Governor	The Honorable Ruth Ann Minner
Senate	The Honorable James T. Vaughn, 14 <sup>th</sup> District
House of Representatives	The Honorable Bruce C. Ennis, 28 <sup>th</sup> District
Office of State Planning	Constance C. Holland, AICP, Director

## **Acknowledgements**

The Town of Leipsic Comprehensive Plan was developed between November, 2003 and August of 2006 by the Town of Leipsic Town Council and Planning Commission with assistance from the Delaware Office of State Planning Coordination. The State Planning Office was assisted by students and staff at the University of Delaware, Institute for Public Administration for certain aspects of plan development and mapping. The following is a list of personnel who worked with Leipsic to develop and draft this plan:

Herb M. Inden, Principal Planner and Constance C. Holland, AICP, Director

Office of State Planning Coordination  
Project Managers

Diane Jackewicz, Education/Training Administrator II,

Office of State Planning Coordination  
Mapping Support

Nicole Minni, University of Delaware

GIS and Mapping Support

Troy Mix, University of Delaware

Graduate Research Assistant

David Levett, University of Delaware

Graduate Research Assistant

Tom Ware, University of Delaware

Graduate Research Assistant

## **INTRODUCTION**

The Town of Leipsic Comprehensive Plan was developed for a variety of purposes. The town initiated development of the plan in order to establish zoning ordinances and a controlled development plan for Leipsic. With the current installation of sewer services in the town, there is fear of development not reflective of Leipsic's culture and values.

This Comprehensive Plan serves as an official statement about the future of the town. First and foremost, the plan is a unified advisory document to the Council and the Planning Commission on land use and growth issues. It should be used to guide future development decisions, re-zonings, annexations, and capital improvements throughout the town. The Town will use the plan as the basis to establish its zoning code and zoning map.

The plan is also an informational document for the public. Citizens, business people, and government officials can turn to the plan to learn more about Leipsic, and its policies for future land use decisions. Potential new residents can use the documents as an informational resource about the town, its characteristics and facilities. This document contains the most current information available on population, transportation, housing, employment and the environment.

And lastly, the Leipsic Comprehensive Plan is a legal document. The Delaware Code specifies that “. . . any incorporated municipality under this chapter shall prepare a comprehensive plan for the city or town or portions thereof as the commission deems appropriate.” The code further specifies that, “after a comprehensive plan or portion thereof has been adopted by the municipality in accordance with this chapter, the comprehensive plan shall have the force of law and no development shall be permitted except as consistent with the plan.” (§ 702, Title 22, Delaware Code)

## **CHAPTER 1. BACKGROUND**

### **1-1. The Authority to Plan**

Delaware law requires that municipalities engage in comprehensive planning activities for the purpose of encouraging “the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties and the State....” This plan was written to comply with the requirements of a municipal development strategy as described in the Delaware Code for towns with population of 2000 or fewer.

The municipal comprehensive plan for small communities with fewer than 2000 people (such as Leipsic) is to be a “document in text and maps, containing, at a minimum, a municipal development strategy setting forth the jurisdiction’s position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues.” In addition, the town’s comprehensive planning process must demonstrate coordination with other municipalities, the county, and the state during plan preparation. (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

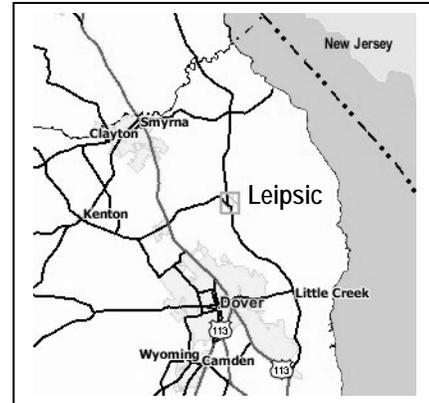
State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document is Leipsic’s Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

In September 2003, the Town Council for Leipsic contacted the Delaware Office of State Planning Coordination (OSPC) to assist them in preparing the town’s first Comprehensive Plan. OSPC assembled a team consisting of professional staff and University of Delaware Institute for Public Administration graduate research assistants to work with Leipsic’s Planning Commission and Town Council to cooperatively craft the Town’s Comprehensive Plan.

### **1-2. A Brief Overview of the Community**

#### ***1-2a. Location***

The Town of Leipsic is located northeast of the City of Dover in Kent County, Delaware at the intersection of State Routes 9 and 42. It is nestled on the Leipsic River in the midst of vast tidal marshland that bound the lower reaches of the Delaware Bay and Delaware River.



### ***1-2b. History of the Town***

The formal history of Leipsic began in 1687 when John Hillyard purchased a 300-acre tract of land from William Penn. In 1723 Jacob Stout bought this land from Hillyard and it became known as "Fast Landing," because of its quick boat docking. The Stout family held the lands through much of the 18th century, with parcels given to the Cowgill and Ruth families through marriage.

Built just south of the landing in 1800, the Muddy Branch Methodist Episcopal Church was the first church in the area and served as a community hub.



With its small port access, Leipsic had significant economic potential. William Ruth is credited with being the first economic developer of the region, purchasing log yards and tan yards. By the early 19th century, grain, lumber, and fur were being shipped into the region via a 200-yard stretch of dry land on the bank of the River. The plentiful muskrat harvests from the marshes were a significant source of pelts bound for Philadelphia. Due to the growing prominence of the community, the state legislature considered a new name for the area. The name Leipsic was eventually agreed upon in reference to the world-celebrated fur-trading status of Leipzig, Germany.

J. Thomas Scharf's *History of Delaware* (1988) characterizes Leipsic's port in 1836 as "one of the most important on the Peninsula," with "hives of activity" that included lumber, grains, oysters, and fur that could be loaded onto 24 ships at one time. From the 1830's to 1850's there were multiple shipyards in operation, building vessels that traveled all over the Atlantic Ocean. A steamboat line opened in 1853 connecting Smyrna, Leipsic, and Philadelphia.

In 1829, when the Delaware Public School Act was passed, Leipsic students began attending its first school, District #11, pictured below.



In 1881, Samuel W. Hall constructed the Leipsic Canning Factory. The factory operated under 3 different owners until 1939 at the end of the depression, and was for many years the largest cannery in the state, employing 125 workers and producing one million cans a year.

The population of Leipsic in 1850 was 250, according to the census. This may have been the height of Leipsic's population. Hopes for continued growth and development, evidenced on recorded maps, were thwarted by the advent of railroads in the 19th century and highway transportation in the 20th century, which left small Delaware ports with little traffic. Development in Smyrna and Dover in the 19th century also undermined their economic base.

### **1-3. Existing Land Uses**

#### ***Land within Leipsic***

A walking survey of the existing land uses within Leipsic was conducted by research assistants from the Institute for Public Administration at the University of Delaware (and revised based on comments provided by the Leipsic Planning Commission). The town has many of the characteristics that are typical of smaller towns in Delaware. Leipsic is situated on the Lower Leipsic River, and the landing and quick access to the Delaware Bay was the major reason people settled into this geographic area. Development of the town was greatly influenced by its north-to-south Main Street. Leipsic's Main Street ends at the landing on the Leipsic River, and most of the developed land lies south of this water body.

The predominant land use in town is open space. Over 50 percent of the town is open space due to a substantial portion of the town that is tidal wetlands. The majority of the tidal wetlands are located to the north of the Leipsic River. Refer to Map 3 for more details.

Single-family *residential* housing does make up over 16 percent of the Town of Leipsic, all located south of the Leipsic River. There are also several institutional land uses located in Leipsic. These uses include the Fire Station, Ambulance service, Town Hall and playground, one Methodist Church, and three cemeteries.

There are also several *commercial* land uses located in town. The commercial land uses consist of a seafood restaurant, a liquor store and deli, a boatyard, a diesel engine repair shop, an antiques store and a blacktop contractor. Next to the seafood restaurant there are multiple parcels that are used for docks for commercial fishing. Because of the small size of the town, all services are within walking distance of the town's residential areas.

#### ***Current Zoning of Land***

The Town of Leipsic currently does not have a zoning code in place. One of the principal objectives of this planning process is to provide a basis for the establishment of a zoning code that supports the desired uses and intensities within the community.

#### ***Land Surrounding Leipsic***

All of the land bordering Leipsic is within Kent County. The adjacent lands to the town are currently cropland and open space. Leipsic and the areas surrounding Leipsic lie outside the County's growth overlay zone. The areas adjacent to Leipsic are zoned agricultural conservation, which permits low-density residential development. Some housing development has occurred in these areas, but is not of significant concern. However, if low density housing proliferates within the land surrounding the town water resources could be negatively impacted. Additionally, town could be negatively impacted by development that taps into the capacity of the sewer line recently run to Leipsic that was intended for their primary use. Three miles to the west is the Town of Cheswold, while three miles to the southwest is the City of Dover.

Both the Kent County Comprehensive Plan and the State Strategies for Policies and Spending designate the area surrounding Leipsic as a predominantly rural area. This designation in both planning documents indicates that no large scale new infrastructure investments or development projects are anticipated in the vicinity of Leipsic.

The 2004 State Strategies for Policies and Spending has identified the vast majority of the area surrounding Leipsic as “Out of Play” for development. Most of the lands bordering the southern portion of the town have either had their development rights purchased through the Agricultural Land Preservation Program or are districts within that program that may be permanently preserved in the future. Wetlands border most of the northern portion of town and these areas have been identified as Natural Resource & Recreation Priorities. Many agricultural districts and lands that have had their development rights purchased also exist to the north of town.

#### **1-4. Public Participation**

To encourage public participation in the comprehensive planning process, the staff of the Office of State Planning Coordination (OSPC) held a community breakfast at the Leipsic Fire Hall on April 3, 2004. Approximately 60 citizens participated. The morning started with a question and answer session in which OSPC staff explained the importance of comprehensive planning, and how it could be used to help the town accomplish its goals. OSPC staff emphasized that town is in control of determining its future, and that the State was there to assist them. Citizens also had the opportunity to look at maps that were created by the University of Delaware based on windshield surveys. Several citizens noticed errors; the maps were left with the town to make further corrections. At the end of the meeting questionnaires were passed out, which were collected at a later date.

The questionnaires covered a variety of topics. The questions attempted to gauge what issues were important to citizens and how they felt about future growth and development in and around Leipsic. There was also a section for written comments. The OSPC received a total of 34 surveys. Below is an overview of the findings from the questionnaires.

Since the initial meeting the Office of State Planning Coordination has met with town officials approximately 20 times.

#### ***Summary of Key Findings***

- The community features that citizens value most are sidewalks, mature trees and landscaping, parks and open space, and shopping within walking distance.
- The majority of citizens feel historic homes should be maintained and preserved, rather than torn down and replaced with newer structures.
- The preference for future residential developments in the town is single family homes.
- The majority of respondents feel strongly that it is important to keep local businesses viable.
- Most citizens are satisfied with the services provided by the town.
- Preferred uses for vacant land within the town in order of desirability is maritime commercial, parks and recreational facilities, residential, and community commercial.
- The majority of respondents felt that development outside of the town should be balanced with protection of farmland and open space, and should maintain the small town character of Leipsic.

- Citizens responded that building passive and active recreational opportunities is the most important new or additional facility.
- Senior and young adult housing, more businesses and jobs for residents, and more medical facilities are also seen as important.

## **1-5. Overall Community Vision and Goals**

### ***1-5a. Community Vision***

The Town of Leipsic is a historic, small town with a rich maritime heritage that will maintain its “waterman<sup>1</sup>,” heritage and small town historic character while allowing for modest growth and redevelopment that is consistent with the town’s character and its agricultural and rural surroundings.

### ***1-5b. Community Goals***

- Goal 1: To maintain the Town of Leipsic’s small-town atmosphere through the adoption of appropriate land use documents and regulations.
- Goal 2: Encourage homeownership in the Town of Leipsic
- Goal 3: To maintain and improve the historic characteristics of Leipsic for both existing properties and new development.
- Goal 4: Enhance economic development opportunities especially for the waterman commercial fishing economy and for home based business development.
- Goal 5: Enhance the Town of Leipsic’s living environment by developing and maintaining appropriate infrastructure and services by providing park and recreation opportunities, sewer, and storm water facilities.
- Goal 6: Enhance governance capabilities both at the local level and through intergovernmental coordination.



Roby United Methodist Church in Leipsic  
On the corner of 2<sup>nd</sup> and Main

**Erected in 1865, Roby Church is the only remaining Church in Leipsic, along with three cemeteries.**

<sup>1</sup> The word “Waterman” for the Town of Leipsic, refers to persons who make a living in and around the water, such as fishing and hunting guides, lodges, touring companies and so on. A list of waterman, as of this writing, are including in Appendix C.

## CHAPTER 2. MUNICIPAL DEVELOPMENT STRATEGY

### 2-1 Town Governance, Land Use Planning, and Regulation Process

The town's charter establishes the government of Leipsic. A six member Town Council governs the town with elections held the first Monday in March. Council members are elected for three-year staggered terms, therefore two council members are elected every year. Minimum requirements for holding office include that the candidate must be over the age of 21 and must have "resided or owned real property" in the town for at least one year prior to the date of the election. Following the election, the Council holds an organizational meeting and elects from its own members its presiding officer, the Mayor, and the positions of deputy mayor, secretary, and treasurer. The Town Council meets every other month during the year, on the first Monday of March, May, July, September, November and January. Four members of the Council must be present to constitute a quorum for conducting business.

In 2003, the Town Council established the town's first Planning Commission. The Commission shall consist of between five (5) and nine (9) town residents. The Commission was assembled for the initial task of coordinating the development of the town's Comprehensive Plan. The Commission will also assist the Town Council in implementing some of the recommendations of the Plan and provide advice to the Council on zoning and subdivision issues.

Leipsic has no full-time employees and contracts for building inspections, snow removal, street lighting, and refuse collections. The town maintains the local streets and sidewalks in common areas with the assistance of DelDOT. Contracts with commercial businesses are used to maintain parks.

Leipsic's Town Hall is located on Main Street, adjacent to the Roby Methodist Church. Town Hall is a former brick schoolhouse that is in need of some renovation. The building is without water, sewer, and heat, but is connected to electricity. The town has furnished the hall to provide space for small meetings and for handling town business matters. In the past two years, Leipsic received a grant from the state which was used to construct a playground that is located just behind Town Hall.

The Town Council conducts town business, but the town is currently functioning without a zoning code. Leipsic's Town Council, however, must approve any building permits before they are issued by Kent County.

#### ***Recommendations: Town governance, land use planning, and regulation process***

##### ***Recommendation 1: Adopt comprehensive plan***

It is recommended that the town adopt this plan and seek certification through the Office of State Planning Coordination. This plan will serve as a unified advisory document regarding land use and growth issues in Leipsic, and will be the basis for zoning and land use regulations in the town

##### ***Recommendation 2: Develop land use regulation***

To implement the comprehensive plan and for the town to have some say in how land is developed and used, it is recommended that the town develop zoning and/or other land use regulations once the plan is

adopted. These regulations must be in place within 18 months of plan adoption according to State law. The land use regulations should address coordination with other agencies, permitting, design, and compliance with relevant environmental regulations such as stormwater management and wetlands protection.

*Recommendation 3: Develop the capacity to administer land use regulations*

When developing the land use regulations for the town, Leipsic should address the capacity to administer those regulations in a fair and consistent manner. Due to the fact that the town does not have any staff, it is recommended that the town evaluate the feasibility of assistance from another level of government (such as Kent County) or from a private consultant.

*Recommendation 4: Evaluate fee structure for new developments*

The town should consider the feasibility and desirability of enacting an impact fee on new residential, commercial, and industrial developments within the town. This would allow Leipsic to recoup any additional service costs that the town may incur because of the growth.

*Recommendation 5: Evaluate governance capabilities*

Leipsic currently does not have any town staff. It is important that the town periodically evaluate the need for any employees or additional contractual services to carry out the town's planning objectives and to continue to provide adequate levels of services for residents

## **2-2 Demographics, Future Population, and Housing Growth**

This chapter outlines data on population, demography, housing and economic conditions in Leipsic and the surrounding areas. Where appropriate, comparisons are made to Kent County and the State of Delaware.

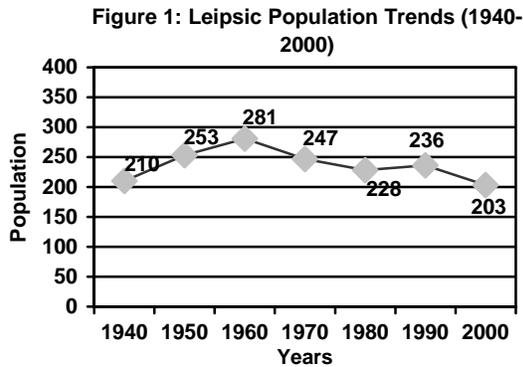
The data for this analysis has been derived from a number of sources, most notably the United States Census. There are two survey files used in this analysis. Summary File 1 is a direct data count and is the most reliable. Summary File 3 is an estimation based on sample data and is entirely accurate for towns with small populations; consequently, Leipsic data from SF-3 should be considered with some skepticism.

### ***2-2a. Population and Housing***

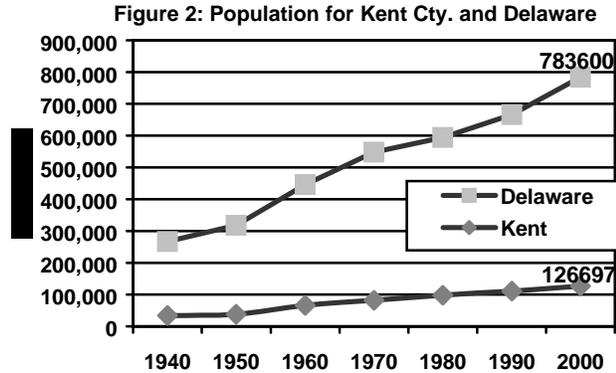
A review of information collected through the century for the United States Census indicates that from 1940 to 2000 while the population in Delaware and Kent County has steadily increased, the population in Leipsic has been more erratic. The town population peaked in 1960 at 281 persons, but then declined during the following decade.

The 1990 Census reported there were 236 people living in Leipsic. The total population for Kent County in 1990 was 111,000 and 666,000 for the State of Delaware. Census 2000 data shows that Leipsic's population decreased by 33 individuals (14%) from 1990 to 2000 while the State and Kent County continued to grow. During the 1990's the State of Delaware population increased by about 18% to 783,600, while Kent County grew by about 14% to 126,697. Leipsic's total population in 2000 was 203, of which 45% were male and 55% were female.

The following charts show the population trends for Leipsic, Kent County, and the State. Figure 1 shows the population for Leipsic from 1940 to 2000. Figure 2 shows the population trends for Kent County, and the State of Delaware during that same time period.



Source: U.S. Census, 1940 – 2000.



Source: US Census 1930 – 2000.

**Population projections**

Population projections for areas as small as the Town of Leipsic are extremely difficult to calculate with a significant degree of accuracy. However, the Delaware Population Consortium has prepared population projections for Kent County. If the assumption is made that Leipsic will grow at a rate similar to Kent County as a whole, then these population projections can be applied to get a rough idea of likely population and housing growth in town. The following projections have been prepared using growth figures from the Delaware Population Consortium’s estimates for population growth in Kent County. The results of these projections appear in Table 2 and are summarized below.

**Table 2. Future Population and Housing Projections.**

<b>Projections</b>							
<b>Population</b>							
	2000	2005	2010	2015	2020	2025	2030
Kent County	127,134	133,558	140,036	146,690	153,292	159,785	166,366
Leipsic	203	213	224	234	245	255	266
<b>Housing Projections</b>							
	2000	2005	2010	2015	2020	2025	2030
Leipsic	79	83	87	91	95	99	103

Sources: Delaware Population Consortium *Annual Population Projections*, 2002. US Census 2000, SF-1.

These projections show Leipsic’s population increasing to 234 by the year 2015 and to 266 by the year 2030. Using Leipsic’s average household size of 3.15, this population growth would create the need for approximately 10 new houses by 2015 and 20 new houses by 2030.

**2-2b. Racial Composition**

In 1990, Kent County and the State of Delaware showed similar racial composition: Kent County’s population included 79% white, 19% black and 2% all others; and the State of Delaware’s population

included 80% white, 17% black and 3% all others. Leipsic’s racial composition differed drastically from both the county and the state in 1990, with over 99% of the population being white.

Census 2000 data indicates that both Kent County and the State of Delaware became more diverse over the past decade. The white population as a percentage of the total population in Kent County decreased from 79% in 1990 to 75% in 2000 while the black population increased from 19% to 22%. Census 2000 data for the State of Delaware indicates that the white population decreased from 80% to 76% while the black population increased from 17% to 20%.

Leipsic also became more diverse, with the population of Native Americans, Alaskan Americans, Asians and people of mixed heritage increasing significantly to over 6% of Leipsic’s population. This was due to the addition of 13 members of these heritages to the Leipsic community. Leipsic remains predominately white, however, with 93%, or 189, of residents being white.

The following table lists the population by racial composition for Leipsic, Kent County and Delaware.

**Table 1: Racial Composition of Leipsic, Kent County and Delaware**

Race	Leipsic		Kent County		Delaware	
	1990	2000	1990	2000	1990	2000
<b>White</b>	99.6%	93.1%	79.0%	73.0%	80.0%	75.0%
<b>Black</b>	0.0%	0.0%	19.0%	21.0%	17.0%	19.0%
<b>Other</b>	0.4%	6.9%	2.0%	6.0%	3.0%	6.0%

Source: 1990 & 2000 U.S. Census, SF-1.

**2-2c. Age Profile**

Leipsic’s age distribution is roughly equivalent to the age distribution in the State of Delaware and Kent County. In 1990, school age children (ages 5-17) accounted for 18% of the town’s population. The total child population (ages 0-17) was 26%. Kent County (27%) and the State of Delaware (25%) both had roughly equal populations of children (0-17). By the year 2000, the Census indicates that this population grew slightly in Leipsic, with 29% of residents being between the ages of 0-17. About 22% of the population was school-aged children (5-17). Therefore, even though the overall population of Leipsic decreased through the past decade the number of children increased by 3% and now makes up a greater portion of the town’s population than they did 1990. Over this same period of time, children as a percentage of the population in the State of Delaware (25%) and Kent County (27%) have remained unchanged despite fluctuations in the absolute number of children.



The population of young working aged adults (20 – 34) also comprises a significant proportion of people in Leipsic – 19%, or 39 individuals. This is a change from 1990, in which 22% or 51 individuals were in this age range. Census 2000 indicates that the median age of a resident of Leipsic is 35.8 years. This is slightly older than that for Kent County (34.4 years) and slightly younger than the average age of persons living in the State of Delaware (36).

**Table 2: Age Profiles for Leipsic, Kent County, and Delaware, Census 2000**

Age	Town of Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
<5	15	7.4%	9,138	7.2%	51,531	6.6%
5-9	16	7.9%	9,703	7.7%	55,813	7.1%
10-14	18	8.9%	10,063	7.9%	55,274	7.1%
15-19	12	5.9%	9,843	7.8%	55,632	7.1%
20-24	15	7.4%	8,610	6.8%	51,665	6.6%
25-34	24	11.8%	17,160	13.5%	108,840	13.9%
35-44	29	14.3%	20,560	16.2%	127,601	16.3%
45-54	29	14.3%	15,805	12.5%	103,999	13.3%
55-59	13	6.4%	5,966	4.7%	39,320	5.0%
60-64	9	4.4%	5,048	4.0%	32,199	4.1%
65-74	14	6.9%	8,420	6.6%	56,415	7.2%
75-84	7	3.4%	4,844	3.8%	34,762	4.4%
85+	2	1.0%	1,537	1.1%	10,549	1.3%

Source: 2000 US Census, SF-1.

**2-2d. Educational Attainment**

Like Kent County and the State, the great majority of Leipsic residents have a high school education or higher. According to the 2000 Census, about 73% of Leipsic residents of at least 25 years of age were high school graduates or higher. In comparison, about 79% of Kent County residents and 83% of Delaware residents reported that they had received a high school diploma, attended college or received a college degree. The 2000 Census also reports that 6% of Leipsic’s residents have earned a bachelor’s degree or higher.

**Table 3: Educational Attainment for Leipsic, Kent County, and Delaware, 2000.**

Jurisdiction	High school graduate or higher	Bachelor's Degree or Higher
Leipsic	73%	6%
Kent County	79%	19%
State of Delaware	83%	25%

Source: 2000 Census, SF-3.

**2-2e. Housing Units**

From 1990 to 2000, there was a net loss of 7 dwelling units in Leipsic, a decrease of 8%. This was in contrast to the growth rate of housing in Kent County (34%) and that of the State (18%). These changes are consistent with the population trends that were seen during the 1990s.

**Table 4: Dwelling Units in Leipsic, Kent County, and Delaware, 1990-2000**

Year	Leipsic	Change	Kent County	Change	Delaware	Change
1990	96		37,709	56%	289,919	22%
2000	89	- 8%	50,481	34%	343,072	18%

Sources: US Census 1990 – 2000, SF-1.

Type of Housing Stock

Table 5 and Table 6 summarize changes in the types of housing in Leipsic, Kent County, and the State. In 1990, 76% of all housing in Leipsic was single family housing units. This number is significantly higher than the same types of units in Kent County (57%) and in the State (54%).

Census 2000 reported the total housing in Leipsic decreased by 7 dwelling units from 1990 to 2000 with the percentage of single family housing units increased slightly to 79%. Both Kent County and the State experienced increases in the percentage of its housing stock consisting of single-family homes during the ten-year period. Between 1990 and 2000, Leipsic experienced a decrease in the number of mobile homes in town (from 13 to 11 mobile homes). During the same period, the percentage of mobile homes also decreased in both Kent County (3.2%) and the State (1.6%).

**Table 5: Composition of Housing in Leipsic, Kent County, and Delaware in 1990**

Housing Type	Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single Family Detached	73	76%	23,845	57%	156,013	54%
Single family, Attached	2	2%	3,069	7%	40,161	13%
Multi –Family	8	8%	6,005	14%	56,679	20%
Mobile Homes	13	14%	9,187	22%	37,066	13%
<b>Total</b>	96	100%	42106	100%	289,919	100%

Source: U.S. Census, 1990, SF-3.

**Table 6: Composition of Housing Stock, Leipsic, Kent County, and Delaware in 2000**

Housing Type	Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single Family Detached	73	79%	29,502	58%	191,688	56%
Single family, Attached	0	0%	4,230	8%	48,340	14%
Multi –Family	8	9%	7,324	15%	64,128	19%
Mobile Homes	11	12%	9,392	19%	38,281	11%
Other	0	0%	33	0.1%	635	0.2%
<b>Total</b>	<b>92</b>	<b>100%</b>	<b>50,481</b>	<b>100%</b>	<b>343,072</b>	<b>100%</b>

Source: U.S. Census, 2000, SF-3.

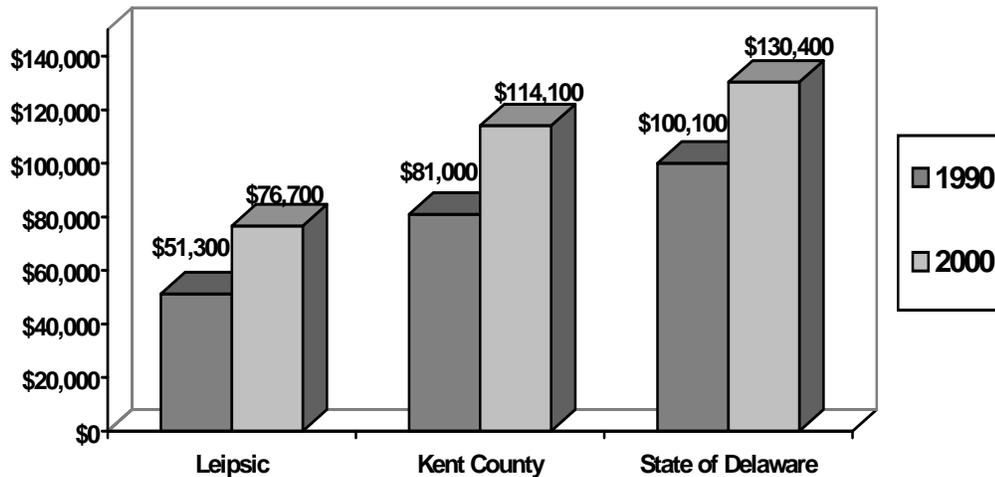
Age of Housing Stock

Leipsic is a community that has retained many of its older structures. The 2000 Census reports the majority of Leipsic’s housing was built before 1939 (52%), with substantial portions also being built in the 1950’s (22%) and 1970’s (14%). Kent County and Delaware have relatively younger housing structures, with the median years structures were built at 1976 and 1973, respectively.

Housing Value

Figure 3 compares Leipsic’s 1990 and 2000 median housing value with housing values in Kent County and the State of Delaware. With the value of owner-occupied housing units being \$51,300 in 1990 and \$76,700 in 2000, Leipsic has a lower median housing value than found in Kent County (\$81,000 in 1990 and \$114,100 in 2000) and the Delaware (\$100,100 in 1990 and 130,400 in 2000).

**Figure 3: Median Housing Values for Leipsic, Kent County, and Delaware, 1990 & 2000**



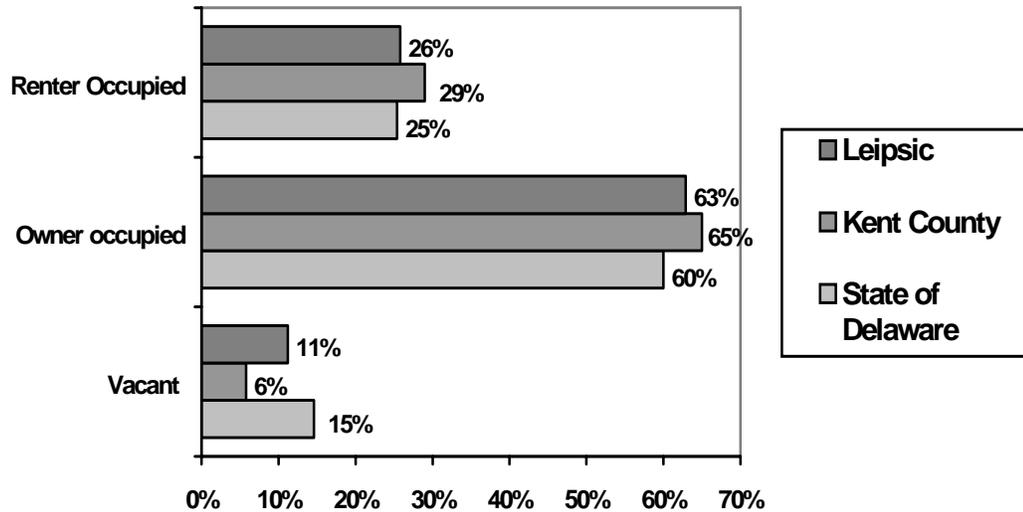
Source: 1990 and 2000 US Census, SF-3.

Ownership and Vacancy

Figure 4 compares the proportion of vacant units, owner-occupied units, and renter occupied units found in Leipsic with those in Kent County and the State. As seen from the chart, Leipsic falls in the middle of Kent County and Delaware on all three categories. Leipsic trails Kent County in both the percentage

of renter occupied and owner occupied units. The percentage of vacant housing in Leipsic is significantly more than in Kent County, although less than that found statewide.

**Figure 4: Ownership and Vacancy Rates for Leipsic, Kent County, and Delaware, 2000**



Source: US Census, 2000, SF-3.

**2-2f. Economic Profile**

Leipsic’s median income in 1999 was \$37,656, 8% lower than the median household income in Kent County and 21% lower than the \$47,381 median household income in the State. Census information also indicates Leipsic has a lower percentage of households receiving social security retirement income. Only 19% of households in Leipsic receive social security income, while the number for the County and the State are 26% and 27%, respectively. Leipsic’s 12% receiving retirement income pales in comparison to Kent County (22%) and the State (21%). Although a higher percentage of the population in Leipsic lives below the poverty level than does in the County or State, fewer Leipsic residents receive public assistance, and the mean amount is over 50% lower than County and State. No seniors (65+) in Leipsic were reported to live below the poverty level.

**Table 7: Selected Income Data for Leipsic, Kent County, and Delaware, 2000**

Item	Leipsic	Kent County	State of Delaware
Median household income	\$37,656	\$40,950	\$47,381
% of households with wage and salary income	81.3%	82.1%	81.3%
Mean wage and salary income	\$39,423	\$47,818	\$59,142
% of households with social security income	18.7%	25.7%	26.9%
Mean social security income	\$9,014	\$10,880	\$11,997
% of households w/ retirement income	12.0%	21.9%	21%
Mean retirement income	\$11,456	\$16,014	\$17,871
% of households with public assistance income	2.7%	3.3%	2.7%
Mean public assistance income	\$1,200	\$2,479	\$2,516
% of population below poverty level	14.9%	10.7%	8.2%
% of seniors (65+) below poverty level	0.0%	8.8%	7.9%

Source: Census 2000, SF-3.

Figure 4 shows the employment status for residents of Leipsic. Of the 139 residents over the age of 16 living in the town, about 68% of them were employed during the time the U.S. Census was conducted. About 13% of the residents over the age of 16 were unemployed at that time. The Census reports that 19% of the residents were not considered part of the labor force.

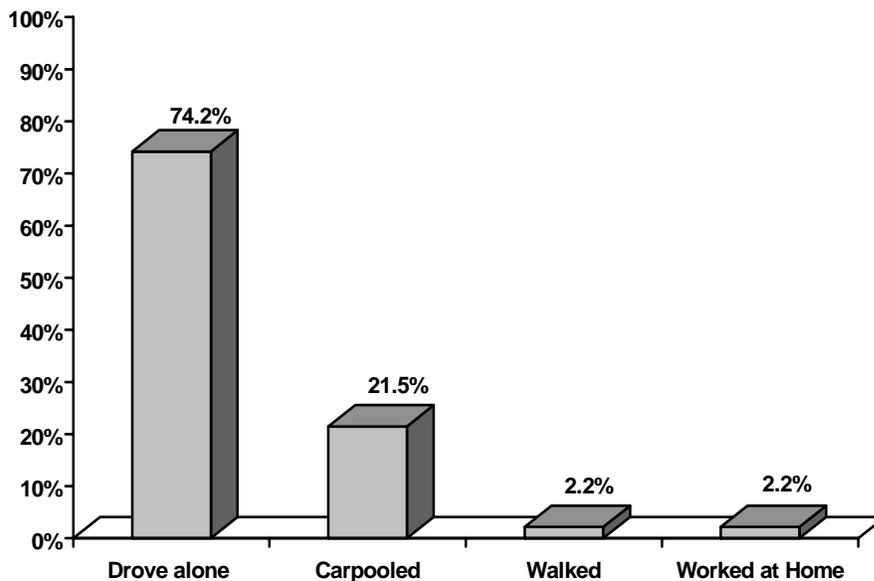
**Figure 5: Employment Status for Leipsic residents 16 years and older, 2000**



Source: US Census, 2000

Figure 5 shows the number of residents in Leipsic that commute daily to work. 74% drive alone to work, but almost 22% carpool to their place of business.

**Figure 6: Method of Commuting to Work for Leipsic Residents, 2000**



Source: US Census, 2000, SF-3.

Figure 6 indicates that workers residing in Leipsic are employed in a variety of industries, with the retail trade (21%) being the most popular. Wholesale trade (14%), education, health and social services

(12%), along with manufacturing (11%) construction (10%), and varied services (9%) round out the dominating industries.

**Table 8: Industry of Workers 16 years and older**

<b>Industry</b>	<b>Number</b>	<b>Percentage</b>
Agriculture, forestry, fishing and hunting, and mining:	3	3%
Construction	9	10%
Manufacturing	10	11%
Wholesale trade	13	14%
Retail trade	20	21%
Transportation and warehousing, and utilities:	3	3%
Information	0	0%
Finance, insurance, real estate and rental and leasing:	4	4%
Professional, scientific, management, administrative, and waste mgmt.	8	9%
Educational, health and social services:	11	12%
Arts, entertainment, recreation, accommodation and food services:	5	5%
Other services (except public administration)	3	3%
Public administration	5	5%
<b>TOTAL</b>	<b>94</b>	<b>100%</b>

Source: US Census, 2000, SF-3.

**2-2g. Conclusion**

Leipsic is a relatively small community that has slowly been decreasing in population since 1960, but in that time it has become more diverse and maintains an age of residents that reflects that of Kent County and the State. Residents have received slightly less formal education than the rest of the county or state, but work in a variety of industries from retail to education to public administration. Along with the population trend, the housing stock in Leipsic has shrunk slightly. The remaining housing stock is older, with over half the houses being built before 1939. This may be cause for concern in the coming years as some facilities may need major repairs. Housing values have increased over the past decades, however, they remain less than that in the county or state. Although no seniors in Leipsic live below the poverty level, there is an overall higher poverty rate in Leipsic than in Kent County or Delaware. Predictably, the household income for Leipsic residents is less than the surrounding county or state.

**2-3 Environmental Features**

**2-3a. Floodplains, Wetlands and Recharge Areas**

A well-defined floodplain is located along the Leipsic River. This area is necessary for proper drainage and natural stormwater management. The region consists of marshland, typified by poorly drained soils that retain water year-round. Root mats and other wetland vegetation are responsible for slowing floodwaters and distributing them more evenly, which helps prevent erosion. In addition, these wetlands perform many valuable ecological functions for area wildlife.

No excellent water recharge areas have been identified within Leipsic. However, portions of the northwestern and southern areas of the Town have been delineated as good recharge areas. While these areas do not allow water to pass through them as easily as excellent recharge areas do, it would be

worthwhile to consider protecting these areas since they can be important to maintaining water quality for private and public water supply wells.

### ***2-3b. Soils***

According to the 1971 *USDA-NRCS Soil Survey for Kent County, Delaware*, the soils in Leipsic all belong to the Sassafras Series. Soils belonging to the Sassafras Series are formed in old sandy sediments and are generally easy to work with, making them suitable for most uses. Located on uplands, these soils are deep and well drained. Sassafras loam, SfA, represents the largest portion of the Sassafras soils found in town and has a gradient of a two- to five-percent slope. SfA is a fine soil with higher clay composition and less sand than other soils in the Sassafras Series. These soils can, if tilled properly, deliver crops every year.

### ***2-3c. The Leipsic River***

Leipsic's topography is relatively flat with elevations ranging from 0 to 15 feet above sea level. The town is located in the Leipsic River Watershed. The Leipsic River, which is a primary environmental feature in the town, runs east to west through the middle of the town. The Dyke Branch of the Leipsic River runs through the southwestern part of town. Marshland, cropland, and open space are located around the town's boundaries.

The Lower Leipsic River, identified as segment DE 160-001 by DNREC, has been listed by DNREC as quality-limited water, due to high concentrations of bacteria, nutrients, and dissolved oxygen. DNREC reports that non-point sources are the probable contributors to these water quality problems. Section 303(d) of the 1972 Federal Clean Water Act requires the determination of Total Maximum Daily Loads (TMDLs), which are the maximum amount of a pollutant that quality-limited waters can assimilate. Target date for achieving the TMDLs in the region is set for 2006.

### ***2-3d. Total Maximum Daily Loads (TMDLs)***

DNREC is currently running a program known as "Total Maximum Daily Loads" or TMDLs. The goal is to reduce the total maximum daily load of nutrient pollution that enters into watersheds throughout the state. A Total Maximum Daily Load (TMDL) is the maximum level of pollution for which a water quality limited water body can assimilate without compromising use and recreational goals such as swimming, fishing, drinking water, and shell fish harvesting. DNREC recommends best management practices (BMPs) for all land uses. Pollution Control Strategies being developed by DNREC will help pinpoint some of these BMPs. Some BMPs that will help to reduce both nonpoint source and point source pollution include conservation design and the removal of septic systems.

***Recommendations: Environmental Features***

***Recommendation 1: Implement Appropriate Environmental Regulations***

The Town will explore ways to protect its natural resources when developing appropriate ordinances and regulations.

**2-4. Community Services, Facilities, and Transportation**

***2-4a. Utilities***

Water System

Water supply to the residents in the town is currently provided by individual wells. The town's people at public meetings have indicated very strongly that they are not interested in any public water system.

Wastewater Treatment System

Kent County has recently completed the installation of a wastewater treatment system called the Northeast Sanitary Sewer District for the purpose of serving the Town of Leipsic, the Hazelwood development, residences along east and west Dykes Branch Road and residences along west Denny's Road to address the failing on-site systems of these areas. Given the limited capacity of this system, the town expects excess capacity will be reserved for the town as noted in the May 18, 2005 letter to Martha Wilkinson from Hans Medlarz, Director of Public Works for Kent County (see Appendix C).

Solid-Waste Disposal

Refuse collection services are provided to property owners through an agreement with BFI Allied Waste Services. Solid waste collection is built into the tax structure of Leipsic and is provided to all residents. Pickup is scheduled once a week on Wednesday mornings.

***2-4b. Community Services and Facilities***

Public Safety

*Police*

Police services are provided to Leipsic through the Delaware State Police. Leipsic contracts with the State Police for one Trooper to patrol the town every other day for 4 hours, at a significant cost. The State Police provide 24-hour a day emergency services for the town from the State Police Troop Headquarters office located on Route 13 in north Dover and from Troop 3 located near Camden.

*Fire*

The Leipsic Volunteer Fire Company provides both fire protection and emergency medical services for the residents of the Leipsic area. This is one of the 18 volunteer fire companies operating in Kent County and although each has its own district they all provide mutual assistance when needed. Leipsic has twenty-five active volunteer firefighters. They operate (1) Fire and Rescue Truck, (1) Tanker

combo, (2) Brush Trucks, (3) Pumper Trucks, (1) small Brush Utility truck, (1) Rescue Boat, (2) Ambulances, and (2) utility vehicles.

### *Emergency Medical Services*

The Kent County Emergency Medical Service provides emergency medical services. There are three paramedic stations in Kent County; they are located in Dover, Smyrna, and Harrington. In addition, the Leipsic Volunteer Fire Company provides emergency ambulance transportation services and basic care for minor emergencies.

### Education and Library Facilities

The Town of Leipsic sends students to both the Smyrna and Capital School Districts. The Smyrna School District operates one kindergarten center, three elementary schools, one middle school and one high school. The Capital School District operates seven elementary schools (grades K-5), one lower middle school (grades 5-6), a junior high school (grades 7-8), and one high school (grades 9-12).

The Kent County library system offers free services to the residents of Leipsic. The most convenient branch locations are the Dover Public Library and the Smyrna Public Library. The county library system also funds a bookmobile that regularly visits various parts of the county, but it does not visit Leipsic at this time.

### Senior Services

There are no formal senior services provided in Leipsic, although residents do keep close watch on those who may need assistance. The Modern Maturity Center in Dover is a resource for those seniors who would like to receive services and offers activities for seniors on a regular basis.

### Health Care

A nurse used to visit Leipsic on Tuesdays at the firehouse and offer blood pressure and other services, but that service stopped in the past year. There are no health care facilities located within Leipsic. There are several health care facilities located in close proximity to Leipsic and they offer a range of services. Kent General Hospital is located in Dover and offers emergency services and intermediate medical care. Also located in or near Dover are the James A. Williams State Service Center (clinical and social services), the Courtland Manor Nursing and Convalescent Care, the Silver Lake Convalescent Care, and the Crescent Farm Convalescent and Nursing Center.

### Postal Service

The Dover Post Office serves Leipsic. The zip code for the town of Leipsic is 19901.

### Parks and Recreation

There is one playground adjacent to the Town Hall. There is also some open space parcels on the southern and western part of town that are of sufficient size for an active or a passive town park. The majority of the area to the north of the Lower Leipsic River is marshland not conducive to recreation. There is, however, a parcel in the northwest corner of town that has some potential for development.

### Stormwater Management

Stormwater management can be a big issue for a town, particularly when the town is growing. As more impervious surfaces are added to the landscape, the runoff from storms can increase and cause problems not previously experienced. Runoff that directly enters waterways, rather than naturally filtering into

waterways, can introduce harmful levels of nutrients and bacteria. This is of particular concern for Leipsic since the Lower Leipsic River has had TMDLs established and has been identified as quality-limited water.

#### **2-4c. Transportation**

The State maintains the state streets in Leipsic, and the town uses Municipal Street Aid Funds provided by the State to maintain the approximately 0.67 miles of local streets. According to DelDOT's 2002 traffic counts, traffic in Leipsic is relatively light. No road segments in town were reportedly accommodating much more than 1,500 trips in any given day at the time of the count. Most road segments in town handled much less traffic than 1,500 trips.

There are no regular state-operated DART bus routes passing through the town. As in all of Delaware, paratransit service is available through DART by reservation to eligible elderly and disabled residents.

#### ***Recommendations: Community services, facilities, and transportation***

##### ***Recommendation 1: Explore opportunities to develop parks and recreational facilities***

The desirability of a town park with recreational facilities was rated highly in the survey completed by town residents. The town should enter into discussions with DNREC Division of Parks and Recreation on the feasibility of developing parks within the town to provide passive and active recreational opportunities to citizens.

##### ***Recommendation 2: Connect the town to a greenway***

There are several greenways in the State that are either built or planned. The town should work with Delaware Greenways and DNREC Division of Parks and Recreation to connect the town to this system of open space.

##### ***Recommendation 3: Develop stormwater management facilities***

DNREC reports that non-point source pollution is a probable contributor to the Lower Leipsic River's water quality problems. To reduce this source of pollution, stormwater management facilities should be designed to reduce the amount of stormwater runoff directly entering the river. Any stormwater management facilities will need to be constructed in close coordination with both DNREC and the Kent Conservation District.

##### ***Recommendation 4: Explore feasibility of creating a community center***

The town should explore possible options for the creation of a community center. There is an old school in the town, which holds strong potential to be converted into community center.

#### **2-5 Community Character and Design**

Leipsic is a small waterfront community that is extremely neighborhood oriented. For example, the threat of Hurricane Isabel on the town prompted the local dockyard to take most boats out of the water, at no cost. This is especially significant because most people in the town depend on the water for their

livelihood, with crab boats and fishing boats filling the harbor. The businesses within Leipsic (e.g., Sambos, Stelgis Black Top, Delaware Blue Claw, Old Leipsic Antiques, Smith's Bait Shop, J.L. Manley Contracting and Carey Diesel Engine Repair and Boat Yard), all hire locally.

Leipsic's character is historic and rural/agricultural in nature. Several sites in town are listed on the National Register of Historic Places including the Leipsic Town Hall (formerly, the Leipsic School). A district within town has been identified as eligible for listing on the National Register. A letter from the State of Delaware Historical and Cultural Affairs (dated August 31, 2006) is included in Appendix C, that explains the implications of such a designation. Leipsic also has agricultural characteristics because there are many farms within the town and surrounding the town.

With no zoning code in place, and the recent installation of sewer services in the town, residents fear that just one developer could come into the town and dramatically change Leipsic's character by building a new housing development. The town wants to ensure that any future development complements and enhances the current character and design of the community.

### ***Recommendations, Community Character and Design***

#### ***Recommendation 1: Protect the town's historic character***

Leipsic should protect its historic character by maintaining the current historic structures within the town, and by encouraging any new construction to be consistent with the town's character. This could be accomplished through the adoption of architectural guidelines and/or standards.

#### ***Recommendation 2: Encourage new subdivisions to fit in with the town and to use open space design techniques***

New subdivisions should be designed to fit in with the town. This can be accomplished by connecting new streets to the existing town street system, and by arranging lots and setbacks to be consistent with existing homes in town. In addition, open space design techniques should be used in order to maintain the rural character of the town and to ameliorate the environmental impact. The town can write land use regulations that permit and encourage these techniques.

#### ***Recommendation 3: Maintain a clear edge between the town and countryside***

The town should attempt to maintain a clear edge between Leipsic and the countryside that surrounds it by developing a protected greenbelt around the town. This will help to maintain Leipsic's small town agricultural character. Several methods could be used to achieve this such as agricultural zoning, and the purchase of development rights. It will likely be necessary for the town to work cooperatively with state agencies such as the Department of Agriculture and the Department of Natural Resources and Environmental Control as well as Kent County.

#### ***Recommendation 4: Maintain mobility friendly community design***

Incorporate mobility friendly design standards into any future development. The town is currently a walk-able community. The town can incorporate standards into any future zoning or subdivision codes to maintain this characteristic by encouraging mixed land uses, sidewalks, compact development, and connectivity.

Recommendation 5: Pursue economic development that enhances community character

The town should work with the Delaware Economic Development Office (DEDO) to pursue economic development opportunities that enhance community character such as businesses that supply goods for fishing and agricultural activities.

Recommendation 6: Permit and encourage cottage industries

Leipsic has a strong tradition of small and home based businesses. These businesses are commonly referred to as cottage industries. Cottage industries should be allowed, but regulated in any future zoning code. The town should encourage the continuation and expansion of these businesses as a key part of economic development.

Recommendation 7: Explore Agricultural Preservation Options

Part of what makes Leipsic unique is its rural context, and surrounding farmlands. The Delaware Agriculture Lands Preservation Program protects thousands of acres of farmland each year. There are other programs through the County and private conservation organizations that have the same goals. Leipsic should start a dialogue with citizens, local farmers, and the Department of Agriculture to determine what role farmland protection can play in the town's development, and the development in adjacent areas of the County. As mentioned in Recommendation 3, use of such programs can help Leipsic maintain a clear edge between the town and the countryside.

## **2-6 Housing and Redevelopment Plan**

Currently the predominant type of housing in Leipsic is single family detached, which according to the 2000 US census constituted 79% of the housing. The remainder of the housing is split between single multi-family (9%), and mobile homes (12%). Another defining characteristic of the housing in Leipsic is the number of older historic homes; most (52%) of which were built before 1939.

Although the majority of houses in Leipsic are well maintained, there are some residential properties in the town that are in poor condition and in need of repair and maintenance. For the benefit of all of the town's residents, steps should be taken to redevelop these blighted properties. Their redevelopment will improve the aesthetic appeal of the town, and has the potential to improve property values throughout Leipsic. The town needs to remain cognizant of property maintenance issues because historic homes, which make up most of the housing stock in Leipsic, often have more maintenance issues than newer homes.

The small size of Leipsic makes it difficult to predict future housing needs. As noted in section 2-2a, "These projections show Leipsic's population increasing to 234 by the year 2015 and to 266 by the year 2030. Using Leipsic's average household size of 3.15, this population growth would create the need for approximately 10 new houses by 2015 and 20 new houses by 2030. There appears to be more than enough land available to meet such housing needs as there is around 30 percent of the land within the town's boundaries available for new construction: approximately 10 percent of the land is vacant and 20 percent in agricultural use. This type of modest growth does not call for any drastic action by the town to increase the available housing stock in the near term. Therefore, the town's housing strategy is focused on protecting the current housing stock and aesthetics of the town.

***Recommendations: Housing and redevelopment plan***

***Recommendation 1: Maintain and improve current historic housing stock***

The town should take steps to maintain its current housing stock and preserve its historic resources. Between 1990 and 2000 the town lost 8% of its housing stock. The older historic homes that make up the majority of Leipsic’s housing stock often have more maintenance issues than newer homes. The following steps can be taken to preserve the current housing stock.

- Encourage and support homeowner efforts to maintain and improve properties through incentives such as building permit fee waivers.
- Promote and publicize existing state and county resources for repair and redevelopment of housing.
- Develop a mechanism to publicly recognize well-maintained and newly fixed-up properties.

***Recommendation 2: Provide housing for people of all ages and economic levels***

To encourage affordable housing while keeping the single family residential aesthetic of Leipsic the town could allow for mixed uses in commercial areas, and accessory dwelling in residential housing.

***Recommendation 3: Take steps to redevelop vacant properties***

The town government could make it a priority to redevelop the few vacant properties that are in the worst condition. These steps might include working with absentee property owners on code enforcement, acquiring the properties through condemnation and repairing or demolishing them, or actively seeking new owners who would want to repair or replace the structures. Due to Leipsic’s small size it will certainly be necessary to solicit assistance from other groups. Potential partners in this sort of effort include the Community Development Block Grant program administered by the County, realtors and developers interested in historic preservation, or nonprofit housing groups.

**2-7 Future Land Use and Annexation Plan**

The Town of Leipsic contains a variety of land uses as described in Section 1-3. These uses are spread throughout the town without there being a significant concentration of a particular use except along the Leipsic River where there is a concentration of commercial/maritime uses. The primary land use is residential with a mixing of commercial and institutional uses scattered throughout the town. Additionally, because the residents of Leipsic have a strong entrepreneurial spirit, many of the residential properties are also the site of home occupation or “cottage industries”. The future land uses for the Town are shown on Map 4.

The following is a description of each land use category that will guide the town when implementing land use regulations and future development proposals in each area. The Future Land Use plan comprises both the written policies and the map, and neither should be used without consulting the other.

***2-7a. Residential / Commercial***

The residents of Leipsic have a strong entrepreneurial spirit, which is seen in numerous home-based businesses throughout the town. Often called “cottage industries,” these are small-scale businesses run

out of residents' homes. In an effort to accommodate this spirit it is the town's desire to allow such activity by specifically identifying the location of such activities. Leipsic wants to encourage cottage industries, while ensuring that it will not infringe on the rights of other residents. Here are some general policies that will guide cottage industries in Leipsic:

- Cottage industries are encouraged to promote entrepreneurship and self sufficiency among the residents of Leipsic.
- Properties with this designation are for the purpose of letting the primary resident to operate such a business from their property, i.e., there must be a linkage with the residential user and the business operated on the premises;
- When the town is developing the future land use regulations, they should define some parameters that will guide the establishment and operation of cottage industries. The parameters should include, but not be limited to, noise and parking regulations, storage requirements for heavy equipment, and requirements for hours of operation. The goals of these parameters will be to ensure that cottage industries are compatible with their neighbors but still have the flexibility to operate and flourish economically.

### ***2-7b. Residential Land Uses***

The majority of the town is designated for future residential land uses. This generally includes all lands that were found to contain existing single family homes or mobile homes and some vacant properties. It is the intent of the town that these areas will either remain as single family homes or be developed from agricultural use into housing that is consistent with the character of the town.

### ***2-7c. Commercial Land Uses***

The commercial land uses in Leipsic are scattered throughout the town. They are generally located along Denny (Route 9) and Front Streets. The intent of the town is to allow and encourage general commercial businesses that are consistent with the nature of a small town. Here are some general policies that will guide commercial land uses in Leipsic:

- Existing commercial uses will be allowed to continue to operate.
- While no large scale, regional retail uses are expected, it is desirable to promote retail, service, and office uses which provide needed goods and services and jobs to the town.
- While the primary purpose is for commercial use, some residential uses will be permitted in these zones.

### ***2-7d. Institutional Land Uses***

There are a number of institutional uses in town. It is the intent of the town to encourage their continued operation and role in the community by designating them for future institutional purposes. The

institutional properties include Town Hall, the Leipsic Volunteer Fire Company, churches and cemeteries. Here are some general policies that will guide institutional land uses in Leipsic:

- The existing institutional uses will be encouraged to continue their roles in the community, and be allowed to grow and expand in a reasonable fashion that is consistent with the character of Leipsic.

### ***2-7e. Agricultural/Open Space***

This category of land use consists of both lands that are being used for agricultural purposes and for undeveloped lands in which land's ability to handle development is uncertain due to, for example, natural features or legal restrictions associated with the properties. Several large, open-space parcels exist within the town primarily in the northern portion. These are largely wetlands adjacent to Route 9 surrounding the Leipsic River. It is possible that the land being used for agricultural purposes could, at some point be used for residential purposes. If a change to agriculturally used land is desired then a plan amendment should be made for either a Residential designation or Residential/Commercial designation.

### ***2-7f. Waterfront Mixed Use*** (an option for consideration)

The focal point of the town is the Leipsic River which is both an amenity and a key focal point of commercial activity of maritime uses. Uses in this area include: residential land uses, small commercial businesses, a restaurant, and maritime related uses. It is the desire of Leipsic to promote this mixture of uses, especially maintaining the maritime heritage of the town by designating the properties in close proximity to Front Street as the "Waterfront" district. Within this district a diverse range of land uses is expected and encouraged. In addition, it is expected that the number and types of nonresidential land uses will change over time. Residential, commercial, institutional, and industrial land uses are all acceptable as long as they are compatible with the scale and character of the town and do not negatively impact the near-by residential areas. Here are some general policies that will guide the Waterfront district uses:

- The existing land uses along Front Street are expected to remain and will be encouraged to revitalize their buildings and improve their businesses in a way that is consistent with the maritime character of that area of town.
- The town may consider other non-residential and non-maritime related uses in the Waterfront district on a case-by-case basis. Non-residential uses should only be permitted when the town determines that they are consistent with the character of the town and will not have a negative impact on near-by residential neighborhoods. The process for considering future non-residential uses should be addressed in future land use regulations.

### ***2-7g. Annexation***

After approximately 20 public meetings and the analysis of a survey completed by more than half of the residents of Leipsic, the consensus is that the town's people are not interested in annexation and, thus, will not delineate an annexation area at this time. To this end, the town recently amended their Charter (Senate Bill 133, June 30, 2005) to require a majority of town members to vote to approve any annexation in a public referendum. If, in the future, the town residents deem annexation desirable, then an amendment to the town's adopted comprehensive plan will be required.

The Town of Leipsic recognizes the possibility of growth in the area around their jurisdiction. Because of this possibility and their lack of interest in annexation, Leipsic will delineate a one mile “Intergovernmental Coordination Area” on the Kent County Comprehensive Plan Land Use Intergovernmental Coordination map (Map 5) in an effort to remain aware of new development proposals in areas surrounding the town.

***Recommendations: Future land use and annexation***

***Recommendation 1: Develop and adopt a zoning code***

The town’s priority should be the development and adoption of a zoning code. The Delaware Code requires the town to update its zoning code within eighteen months of the comprehensive plan adoption if it wishes to exercise zoning control. The code can serve as a tool for the town to preserve and enhance its many assets, to regulate land use, and to make the goals of the comprehensive plan a reality.

***Recommendation 2: Explore agricultural preservation options***

Part of what makes Leipsic unique is its rural context, and surrounding farmlands. There are many tools and programs the town can utilize for agricultural preservation. The Delaware Agriculture Lands Preservation Program protects thousands of acres of farmland each year. There are other programs through the County and private conservation organizations that have the same goals. Agricultural zoning is another option the town should explore for agricultural preservation. Leipsic should start a dialogue with citizens, local farmers, and the Department of Agriculture to determine what role farmland protection can play in the town’s development, and the development in adjacent areas of the County.

***Recommendation 3: Promote sewer service for new developments in town through land development regulations.***

It is desirable for properties inside the town to have access to sewer service. It should be the *policy* of Leipsic to only promote new construction if it will be connected to central sewer service. To the extent that it is legally practical it is suggested that new development should be strongly encouraged or required to be constructed with access to sanitary sewer now that the system has been installed. It is recommended that any land development regulations developed by Leipsic require that new developments connect to sewer. For this reason, it will be very important for there to be the necessary capacity held in reserve for the Town of Leipsic.

***Recommendation 4: Coordinate town growth with growth in Kent County***

The town should enter into a memorandum of agreement with Kent County for reciprocal notification and coordination on land use and development activities within the Area of Concern.

**2-8 Intergovernmental Coordination**

Land-development activities occurring within Leipsic and on the lands within Kent County’s jurisdiction surrounding the town will affect the quality of life of all of the people living and working in this regional area. The newly installed sewer system will likely have an impact on the town as well. Therefore, it would be of great benefit to both the town and the county to develop a more cooperative and open relationship. The town should contact Kent County and initiate discussions on matters for which the town may be interested in receiving assistance from Kent County, such as planning or administrative

matters. Likewise, the county may find this enhanced relationship can help keep it informed of matters it may not be aware of occurring within the town and help keep those matters from adversely affecting residents on adjacent county lands. In this respect, the Town of Leipsic shows a one mile “Intergovernmental Coordination Area” on the Kent County Comprehensive Plan Land Use map (Map 5) in order to let the County know of its desire to be informed of land use activities within this area. Additionally, a formal Memorandum of Understanding between Leipsic and Kent County to mutually support one another is encouraged by this Plan.

There are many state agencies in Delaware that assist Leipsic in carrying out its comprehensive plan. The Department of Natural Resources and Environmental Control (DNREC) can assist with protecting the important natural resources in the and around the town and with developing recreational opportunities. The Department of Agriculture is another key agency for Leipsic to work with; they can assist the town in their agriculture protection efforts. In addition, the Delaware Economic Development Office (DEDO) can aid the town in pursuing economic development opportunities.

The town should maintain a good dialogue with the Delaware Office of State Planning Coordination (OSPC) and the professional planner the OSPC has designated as the Kent County Circuit Rider Planner. The Circuit Rider can help the town with a variety of issues, including assisting the town in updating its zoning ordinance, providing assistance with identifying the appropriate contact persons within state or county departments, identifying funding for programs developed to assist the municipalities in Delaware, and providing direction with locating data and information the town may need in its efforts to apply for loans and grants.

## **CHAPTER 3. IMPLEMENTATION**

### **3-1 Summary of Recommendations and Actions**

The Town of Leipsic wants to preserve and enhance the quality of life within the town. Recommendations have been made throughout this comprehensive plan to assist the town in accomplishing its goals. The recommendations are listed below and discussed in more detail in the noted sections of the plan. Also shown here are the recommendations that should be addressed within 18 months as short term actions. A timeframe should otherwise be developed by the town for addressing the remaining actions.

#### **RECOMMENDATION SUMMARY**

<b>Recommendations</b>	<b>Section</b>	<b>Address within 18 months</b>
<i>Adopt comprehensive plan</i>	2-1	X
<i>Develop land use regulations</i>	2-1	X
<i>Develop the capacity to administer land use regulations</i>	2-1	X
<i>Evaluate fee structure for new developments</i>	2-1	
<i>Evaluate governance capabilities</i>	2-1	X
<i>Implement Appropriate Environmental Regulations</i>	2-3	
<i>Explore opportunities to develop parks and recreational facilities</i>	2-4b	
<i>Connect the town to a greenway</i>	2-4	
<i>Develop stormwater management facilities</i>	2-4	
<i>Explore feasibility of creating a community center</i>	2-4	
<i>Protect the town’s historic character</i>	2-5	X
<i>Encourage new subdivisions to fit in with the town and to use open space design techniques</i>	2-5	X
<i>Maintain a clear edge between the town and countryside</i>	2-5	
<i>Maintain mobility friendly community design</i>	2-5	
<i>Pursue economic development that enhances community character</i>	2-5	
<i>Permit and encourage cottage industries</i>	2-5	X
<i>Explore Agricultural Preservation Options</i>	2-5	
<i>Maintain and improve current historic housing stock</i>	2-6	
<i>Provide housing for people of all ages and economic levels</i>	2-6	
<i>Take steps to redevelop vacant properties</i>	2-6	
<i>Develop and adopt a zoning code</i>	2-7f	X
<i>Explore agricultural preservation options</i>	2-7f	
<i>Promote sewer service for new developments in town through land development regulations</i>	2-7f	
<i>Coordinate town growth with growth in Kent County</i>	2-7g	X

# APPENDIXES

**Appendix A - Municipal Development Strategy Checklist Summary**

<b>Checklist Item</b>	<b>Found in Section(s)</b>	<b>Comments</b>
Public Participation Summary and Results	1-4	
Past Population Trends	2-2a	
Demographics	2-2	
Position on Population Growth	2-2a	
Housing Stock Inventory	2-2e	
Housing Pipeline	Not included	
Housing Needs Analysis	2-6	
Position on Housing Growth	2-6, 2-2a	
Annexation Plan	2-7g	
Development of Adjacent Areas	1-3, 2-7g	
Identification of Redevelopment Areas and Issues	2-6	
Redevelopment Strategy	2-6	
History of the Town or City	1-2b	
Physical Conditions	1-2a, 1-3, 2-6	
Significant Natural Features	2-3	
Community Character	2-5	
Environmental Protection Plan	2-3, 2-7e	
Existing Land Use	1-3	
Land Use Plan	2-7	
Review of Community Conditions	1-2, 1-3, 1-5	
Inventory of Community Infrastructure	2-4	
Inventory and Analysis of Community Services	2-4	
Water and Wastewater Plan	2-4a	
Transportation Plan	2-4c	
Community Development Plan.	1-5, 2-1	
Description of Intergovernmental Relationships	3-2	
Intergovernmental Coordination Strategy	3-2	
Analysis and Comparison of Other Relevant Planning Documents	1-3	
Evaluation of Current Codes and Ordinances	2-1	
Zoning Map Revisions	3-1	
Zoning and Subdivision Code Revisions	3-1	
Implementation Plan	3-1	
Coordination with Other Government Agencies	3-2	
Total Maximum Daily Loads	2-3d	
Corridor Capacity Preservation Program	N/A	
Agricultural Preservation	2-5	
Wellhead Protection	N/A	

## **Appendix B – MAPS**

- Map 1. Aerial View of Town of Leipsic
- Map 2. Roads and Boundaries
- Map 3. Existing Land Use Within Town
- Map 4. Future Land Use Plan
- Map 5. Kent County Comprehensive Plan Land Use Within Intergovernmental Coordination Area
- Map 6. State Strategy Designation Within Study Area
- Map 7. Environmental Features

# Town of Leipsic

*Kent County, Delaware*



-  Municipal Boundaries
-  Roads
-  Hydrology
-  Streams and Rivers

## Map 1. Aerial View of the Town of Leipsic

DRAFT - June 2006



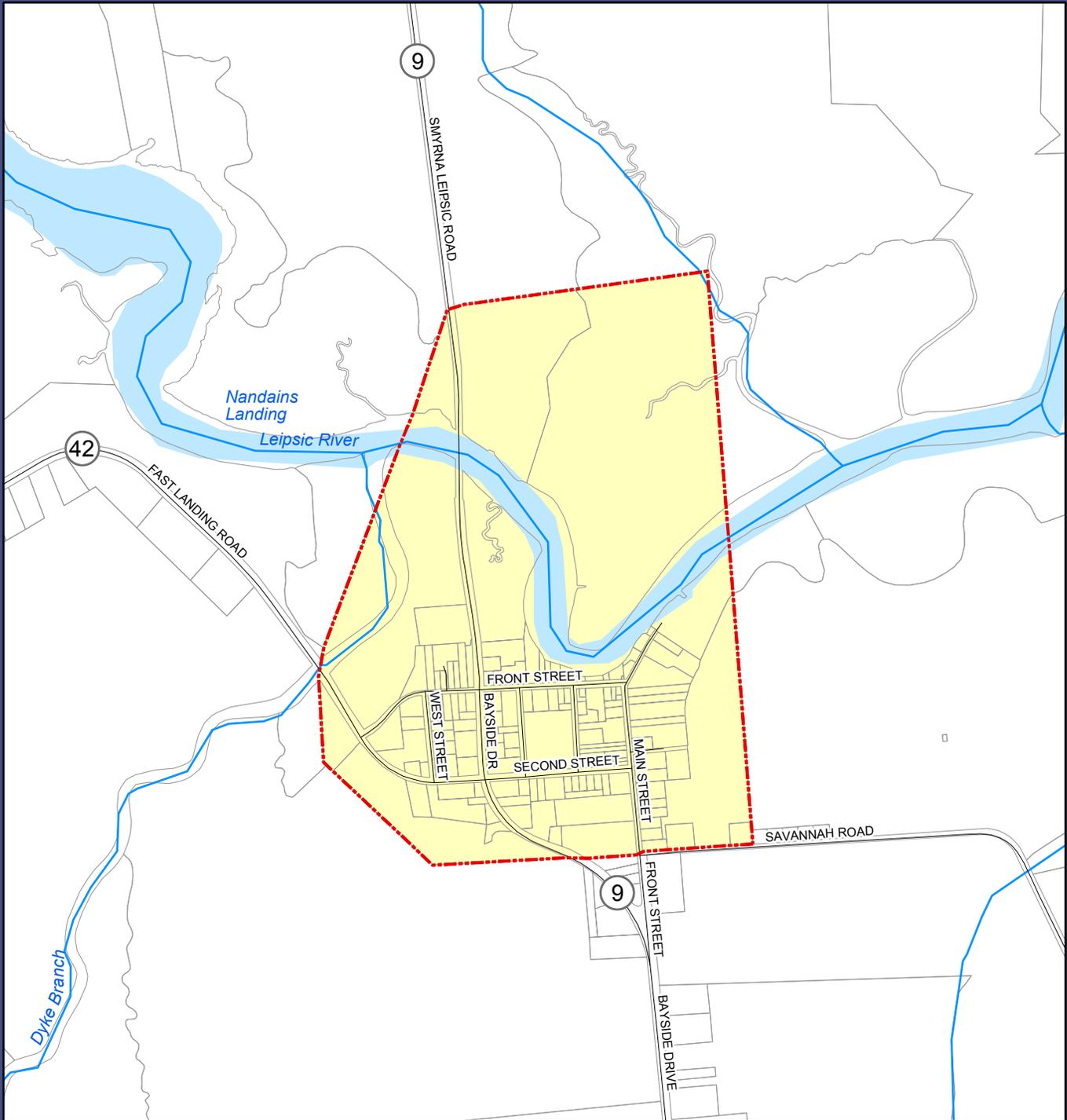
Sources:  
 Digital orthophotography - Produced by Earth Data International in False Color Infrared at a scale of 1" = 2,400' with a 1 foot pixel resolution, March 2002.  
 Base map - Delaware Department of Transportation, June 2006.  
 Hydrology - National Hydrography Dataset (NHD) developed by USGS and EPA, 2005.  
 Municipal Boundary - Delaware Office of State Planning Coordination, May 2006.

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# Town of Leipsic

Kent County, Delaware



-  Town of Leipsic
-  Roads
-  Parcel Boundaries
-  Hydrology
-  Streams and Rivers

## Map 2. Roads and Boundaries

DRAFT - June 2006



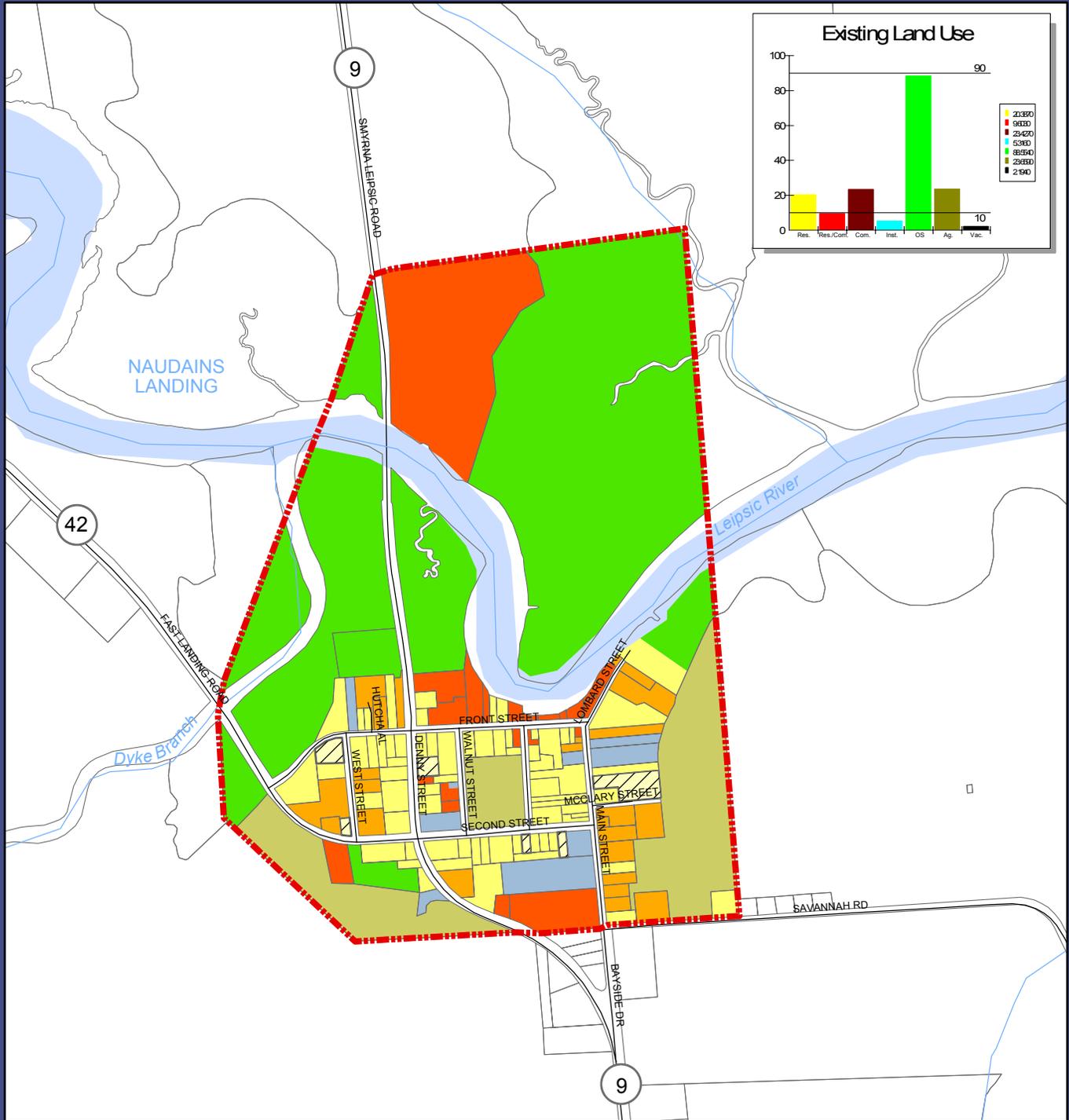
Sources:  
 Roads - Delaware Department of Transportation (DelDOT), March 2006.  
 Parcel Boundaries - Kent County Planning Department, May 2006.  
 Hydrology - Developed from USGS and merged with EPA Stream Reach data.  
 Municipal Boundary - Office of State Planning and Coordination, 2006.

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# Town of Leipsic

Kent County, Delaware



### Existing Land Use

- Residential
- Residential/Commercial
- Commercial
- Agricultural
- Institutional
- Open Space/Wetlands/  
Environmental Features
- Vacant

- Municipal Boundaries
- Parcel Boundaries
- Roads
- Railroads
- Hydrology
- Rivers and Streams

## Map 3. Existing Land Use

DRAFT - September 2006



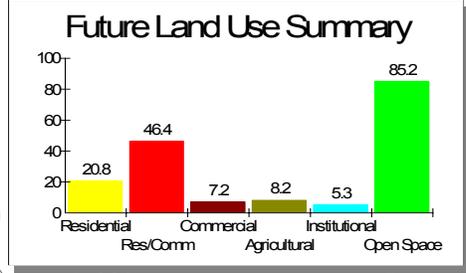
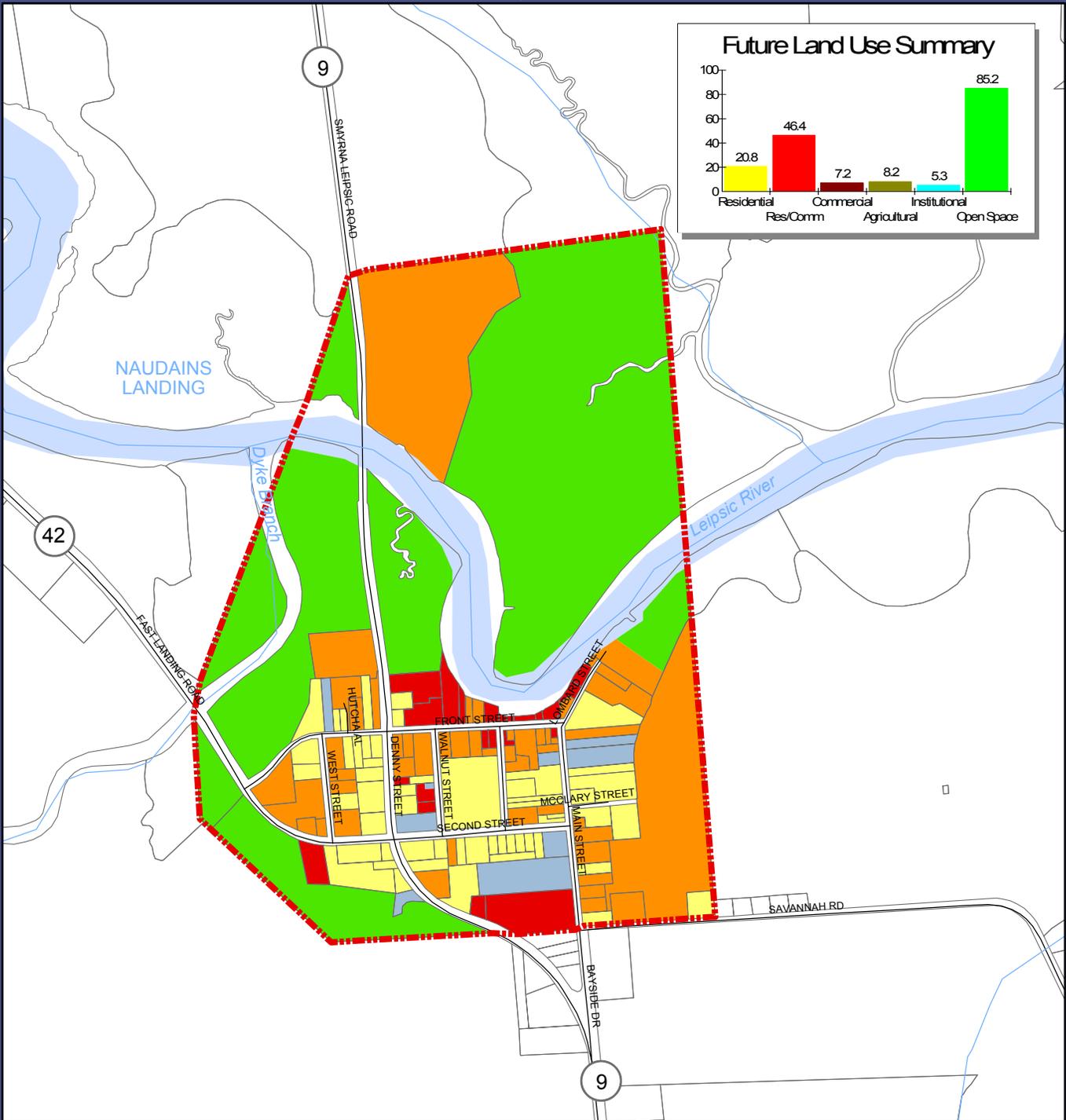
Sources:  
 Existing Land Use - Developed by Land Use Survey of the Town, 2003.  
 Roads - Delaware Department of Transportation (DelDOT), March 2006.  
 Parcels - Kent County Planning Services, GIS Department, May 2006.  
 Hydrology - National Hydrography Data (NHD), developed from USGS and merged with EPA Stream Reach data.  
 Municipal Boundary - Office of State Planning Coordination, 2006.

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# Town of Leipsic

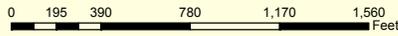
Kent County, Delaware



- Future Land Use**
- Residential
  - Residential/Commercial
  - Commercial
  - Agricultural/Open Space
  - Institutional
- Municipal Boundaries
  - Parcel Boundaries
  - Roads
  - Railroads
  - Hydrology
  - Rivers and Streams

## Map 4. Future Land Use

DRAFT - September 2006



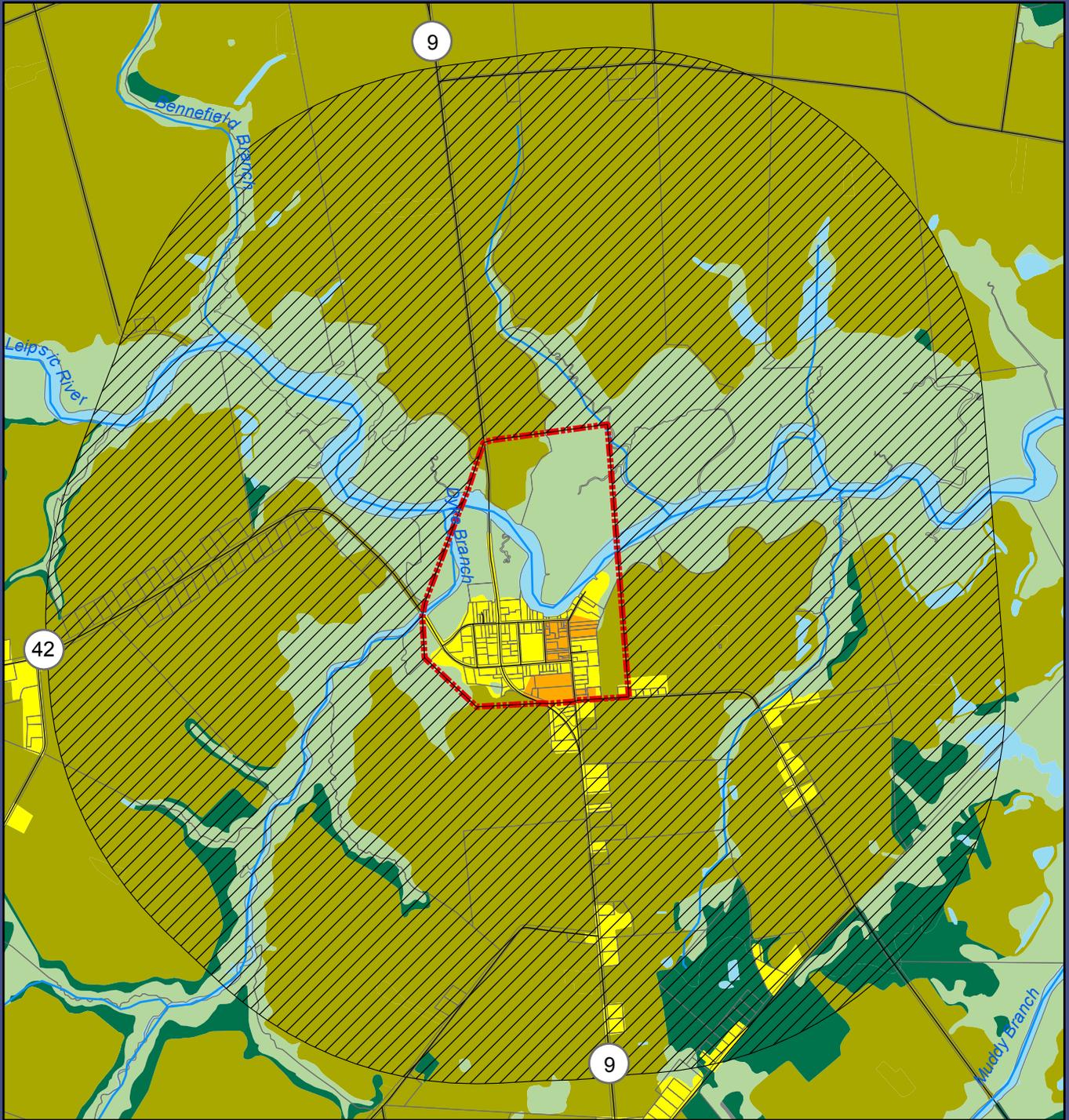
Sources:  
 Future Land Use - Developed by the Town of Leipsic, July 2006.  
 Roads - Delaware Department of Transportation (DelDOT), March 2006.  
 Parcels - Kent County Planning Services, GIS Department, May 2006.  
 Hydrology - National Hydrography Data (NHD), developed from USGS and merged with EPA Stream Reach data.  
 Municipal Boundary - Office of State Planning Coordination, 2006.

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# Town of Leipsic

Kent County, Delaware



- Residential
- Urban/Built-up
- Utilities
- Agricultural
- Forestland
- Water
- Wetlands
- Intergovernmental Coordination Area

## Map 5. Kent County Comprehensive Plan Land Use Within Intergovernmental Coordination Area

DRAFT - June 2006

0 485 970 1,940 2,910 3,880 Feet

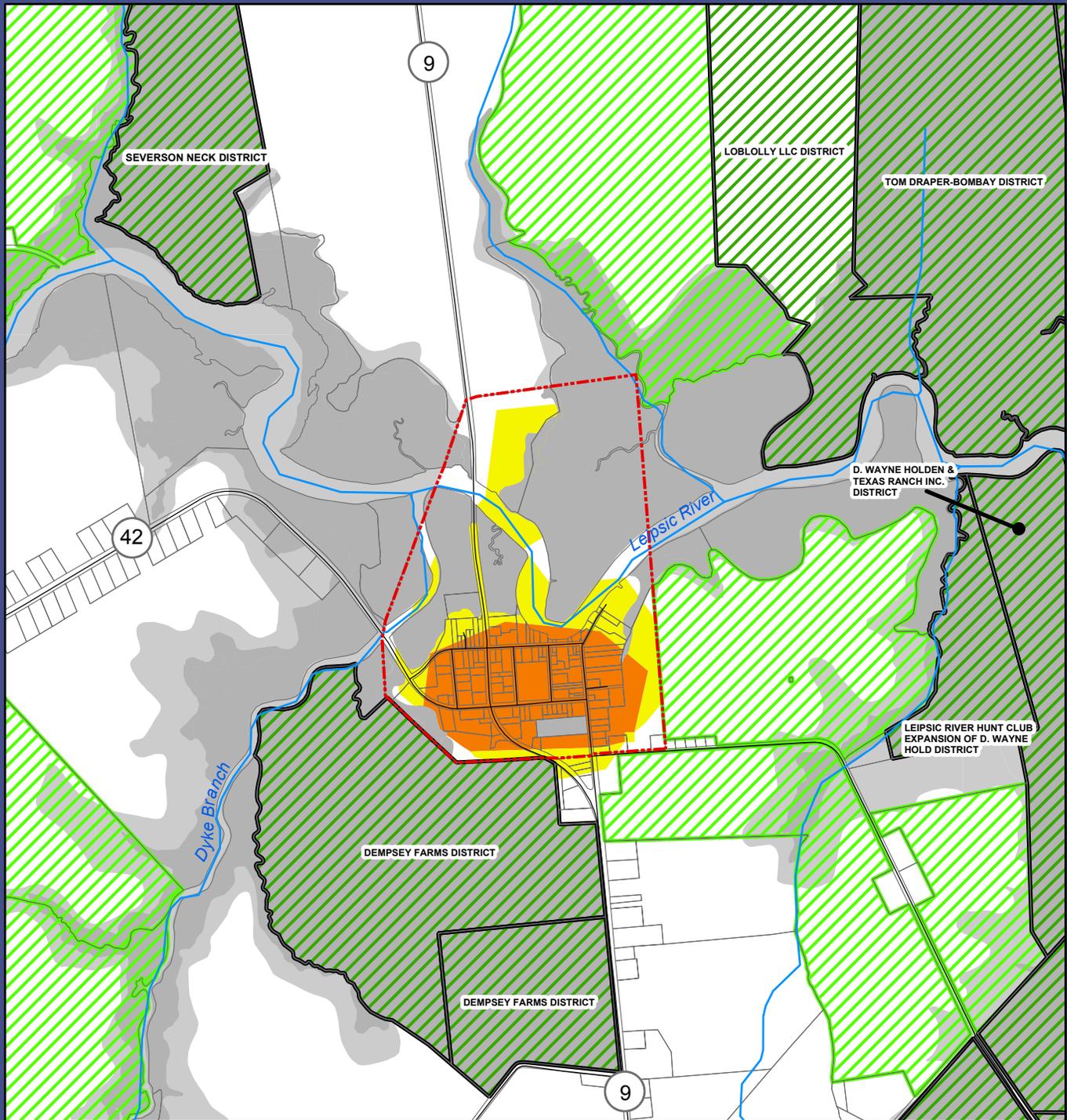
Sources:  
2002 Land Use - Developed from 2002 Aerial Photography  
Roads - Delaware Department of Transportation (DelDOT), March 2006  
Parcels - Kent County Planning Services, GIS Department, May 2006  
Hydrology - National Hydrography Data (NHD), developed from USGS and merged with EPA Stream  
Reach data  
Municipal Boundary - Office of State Planning Coordination, 2006.

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# Town of Leipsic

Kent County, Delaware



- Out of Play
  - Kent Flood Zone
  - Agricultural Easements
  - Agricultural Districts
  - Municipal Boundaries
  - Parcel Boundaries
  - Roads
  - Hydrology
  - Railroads
  - Level 1
  - Level 2
  - Level 3
  - Level 4
- NOTE: Please refer to the Chapter "Directing Growth" in the State Strategies Document for definitions of the investment Levels.

## Map 6. State Strategy Designation within the Study Area

DRAFT - June 2006



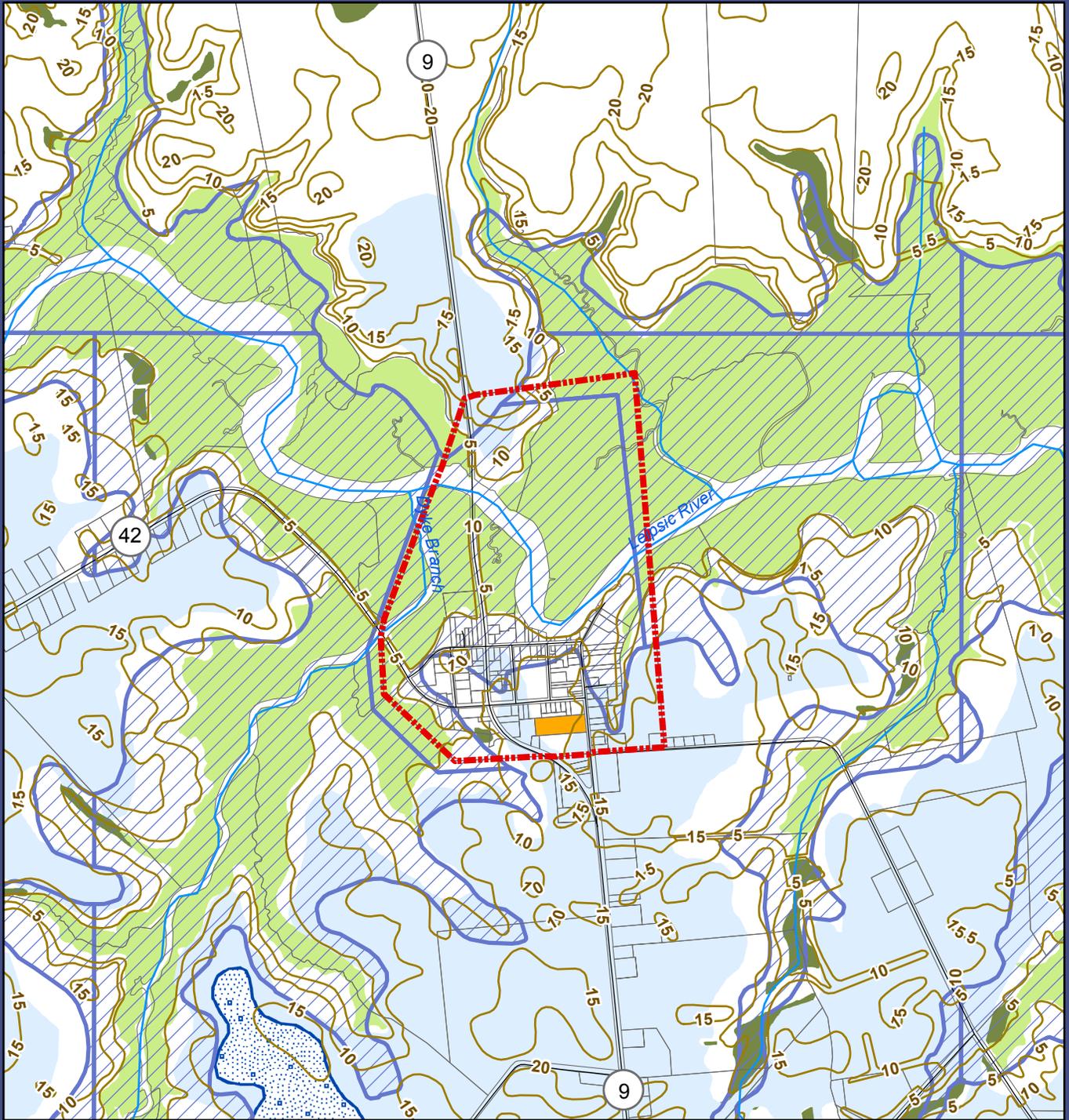
Sources:  
 State Investment Strategies - Office of State Planning and Coordination, September 2004.  
 Agricultural Districts and PDRs - Delaware Department of Agriculture, 2004.  
 Roads - Delaware Department of Transportation (DelDOT), March 2006.  
 Parcels - Kent County Planning Services, GIS Department, May 2006.  
 Hydrology - National Hydrography Data (NHD), developed from USGS and merged with EPA Stream Reach data.  
 Municipal Boundary - Office of State Planning Coordination, 2006.

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# Town of Leipsic

## Kent County, Delaware



### Statewide Wetlands Mapping Project (SWMP)

- Tidal Wetlands
- Non-Tidal Wetlands
- Excellent
- Good
- 100 Year Flood Zone
- Municipal Park
- 5' Elevation Contours

- Municipal Boundaries
- Hydrology
- Parcel Boundaries
- Roads
- Railroads

## Map 7. Environmental Features

DRAFT - June 2006

0 300 600 1,200 1,800 2,400 Feet

Sources:  
 Wetlands - DNREC, State-wide Wetlands Mapping Project (SWMP), 2000.  
 Municipal Parks - DNREC, Parks and Recreation Outdoor Resource Inventory (ORI), 2004.  
 Flood Plains - FEMA.  
 Groundwater Recharge Areas - Delaware Geological Survey, 2002.  
 Roads - Delaware Department of Transportation (DelDOT), March 2006.  
 Parcels - Kent County Planning Services, GIS Department, May 2006.  
 Hydrology - National Hydrography Data (NHD), developed from USGS and merged with EPA Stream Reach data.  
 Municipal Boundary - Office of State Planning Coordination, 2006.

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## **Appendix C - Correspondence**

1. PLUS Letter September 18, 2006.
2. Letter to Martha Wilkinson on sewer usage from Hans Medlarz, Director of Public Works for Kent County, dated May 18, 2005.
3. State of Delaware Historical and Cultural Affairs Letter, dated August 31, 2006.
4. List: Waterman That Work From Leipsic



**STATE OF DELAWARE  
EXECUTIVE DEPARTMENT  
OFFICE OF MANAGEMENT AND BUDGET  
STATE PLANNING COORDINATION**

September 18, 2006

Martha Wilkinson  
Chair, Leipsic Planning Commission  
207 Main Street  
Leipsic, DE 19901

RE: PLUS review – PLUS 2006-08-01; Town of Leipsic Comprehensive Plan

Dear Ms. Wilkinson:

Thank you for meeting with State agency planners on August 23, 2006 to discuss the proposed Town of Leipsic Comprehensive Plan.

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

The following are a complete list of comments received by State agencies:

**Office of State Planning Coordination – Contact: David Edgell 739-3090**

***Certification Comments:*** These comments must be addressed in order for our office to consider the plan amendment consistent with the terms of your certification and the requirements of Title 22, § 702 of the Del. Code.

- Our office finds that the plan, as drafted, complies with the minimum requirements of Title 22, § 702 of the Del. Code.

***Recommendations:*** Our office strongly recommends that the Town consider these recommendations as you revise your plan. These recommendations are intended to enhance or improve the plan, and assist in plan implementation.

- The Plan includes a detailed chapter on environmental features. This chapter does not contain any implementation recommendations. It is recommended that the plan be revised to include implementation recommendations that will provide strategies the town can use to protect natural resources. These recommendations can and should guide the development of the Town's land use and zoning ordinances regarding natural resource protection.
- It is recommended that the wastewater section be upgraded to more clearly describe the sewer project that provided sewer service to the Town, and the ongoing relationship with Kent County. Please detail any agreements or understandings regarding remaining capacity in the system for future development in the town.
- The remainder of the PLUS comments in this letter from the agencies can be considered recommendations.

**Division of Historical and Cultural Affairs – Contact: Alice Guerrant 739-5685**

The Leipsic draft comprehensive plan clearly identifies the community as having historic assets but doesn't indicate how to achieve the desired outcomes and recommendations. The summary of key findings identifies the following preservation-friendly observation: The majority of citizens feel historic homes should be maintained and preserved, rather than torn down and replaced with newer structures. Preservation-favorable plan recommendations include to "Protect the town's historic character" and to pursue economic development that enhances community character. The plan indicates DEDO is a potential partner for the town, but the Division of Historical and Cultural Affairs can provide assistance too.

The town is looking to implement land use zoning. This could be a time to look at historic overlay zoning or some sort of protection for historic properties in the town as part of that effort. This could help the town provide a mechanism to review rehabilitation, new construction, moving buildings, and demolition for compatibility with the town's historic character. If some sort of protective ordinance is implemented we can then talk about Certified Local Government status and preservation planning assistance from the State Historic Preservation Office.

If this is too much bureaucracy for the town, it could support the establishment of historic zoning type protections at the county level. Kent County has a preservation ordinance on the books but it has not yet been implemented. Leipsic could formally support implementing this legislation to help them achieve their comprehensive plan goals.

As an initial step, the town could look at putting the historic core of the community on the National Register of Historic Places, implementing the determination of eligibility cited in the plan. Other individual listings may be appropriate as well. The town hall, formerly Leipsic School #11, is in the process of being researched to prepare the documentation for listing in the National Register. The National Register is a program that offers a standard format for documenting historic properties to identify where the important historic collections are, why they are important, and to allow owners of the important properties to take advantage of incentives available for listed historic properties. State and Federal income tax incentives are available to help support the appropriate rehabilitation of National Register-listed properties. While the Federal credit is only for income-producing property, the state credit is available to homeowners. For more information about these and other programs, contact the State Historic Preservation Office in the Division of Historical and Cultural Affairs at 302-736-7400.

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

- 1) In Section 1-5a, Community Vision, a footnote provides a local definition for the term “waterman.” That definition “refers to persons who make a living in and around the water” and then lists several examples that involve water-based tourism or recreation. In our experience, the term “waterman” more commonly refers to persons engaged in commercial trapping or small-scale commercial fishing. We suggest that the definition be revisited.
- 2) The Community Vision (Section 1-5a) reads in part that the Town “will maintain its ‘waterman’ based lifestyle” but Figure 6 in the Economic Profile (Section 2-2f) suggests that no more than three waterman live in the Town. Is the Economic Profile correct in this regard? If not, that should be addressed in the text.

**The Department of Natural Resources and Environmental Control – Contact: Kevin Coyle 739-9071**

**Total Maximum Daily Loads (TMDLs)**

A Leipsic River Watershed Total Maximum Daily Load is proposed for approval in December 2006 that is intended to improve dissolved oxygen and reduce Nitrogen and Phosphorus by 40% and Bacteria by 75%.

To ensure consistency with State recommendations and help ensure the attainment of imminent TMDL nutrient reduction requirements for nitrogen and phosphorus, a buffer width of at least 100-foot (planted in native vegetation) is the recommended minimum buffer width from wetlands/water bodies and all recorded lot-line boundaries. Studies have shown a 100-foot buffer is the minimum width necessary for maintaining water and habitat quality. It is further recommended that the Town adopt an ordinance requiring the implementation of “green-technology” stormwater management practices in lieu of outdated “open-water” stormwater management.

**Recommendation:** Implement ordinances requiring Best Management Practices (BMPs) such as 100-foot buffers and green-technology stormwater management structures.

### **Source Water Protection**

The Plan noted an area of good recharge potential and recommended some level of protection. It is recommended that the Town consider some limit on impervious cover as a means of protection. As with areas of excellent recharge, the Town could consider limiting new development on a site to 20% impervious cover and a requirement to augment recharge via an appropriate technique to maintain pre-development recharge quantities. Since the town relies on individual domestic wells, this measure would afford them some level of protection.

### **Water Supply**

The Town is not currently served by a public water supply. Each resident has their own domestic well. The projected population growth of only 53 people by the year 2030 does not warrant a new water supply system. The aquifers in the Leipsic area (currently, the Frederica, Cheswold and Piney Point) have adequate capacity to supply 53 new residents. The Cheswold and Piney Point aquifers are confined and are not susceptible to saltwater intrusion.

### **Other Planning/Land Use Observations/Comments**

Central sewer and other methods for disposing waste water can have unintended consequences that can impact water quantity and quality. The town depends on its water resources to provide a substantial input to its economy. The presence of central sewer may provide a significant incentive for development. Other land use controls are needed because controlling it is not enough by itself to provide for the type of development that is compatible with the town and the area.

The central sewer in town promotes the continuance of a mixture of uses that is at a walkable scale. This type of development pattern produces lower per-lot storm water runoff impacts to the watershed than conventional low density sprawl suburban development. In low density suburban development there is more runoff per building because for a given number of lots more land is paved, more land is disturbed, more land is compacted and leveled to produce lawns and there are more water resource impacts from greater vehicle miles traveled per lot.

DNREC commends the plan's intent to maintain a walkable community that is protective of its wetlands, critical forested buffers, important open space, floodplains, ground water and surface water.

It is recommended that a similar development pattern be envisioned in the proposed plan for the Intergovernmental Coordination Area as represented in Map 5. The town should be able to control extending sewer from its boundaries and substantially influence any other central sewer allocation for the area in order to provide an inducement to prevent the loss of critical forest areas, wetlands and wetland buffers.

It is recommended that the discussion on page 8 about Land Surrounding Leipsic be revised to show that large lot low density suburban development around town may negatively impact water resources and is therefore not compatible with Leipsic.

Other comments:

1. Map 5, titled "Kent County Comprehensive Plan Land Use with Intergovernmental Coordination Area" shows an impact area extending more than one mile in any direction around the town. Within this impact area there are floodplains, wetlands, poorly drained soils and many low lying areas. Many of these areas may be marginally suitable for the placement of homes, and most likely would not support a standard on-site septic system, requiring an expensive Innovative/Alternative on-site system, or connection to central sewer.
2. Due to the relatively flat topography of the area, storm water management could be a difficult challenge for a community subdivision during major storm events.
3. Rt. 9 is the main road through Leipsic. Widening Rt. 9 may not be possible due to the wetlands that would have to be disturbed to widen the road.
4. In Section 2.7, titled "Future Land Use and Annexation", Recommendation #3 states that new construction within the Town should only be allowed if it is connected to public sewer. How much additional sewer capacity does the Town of Leipsic have?

**State Fire Marshal's Office – Contact: John Rossiter 739-4394**

These comments are intended for informational use only and do not constitute any type of approval from the Delaware State Fire Marshal's Office.

The DE State Fire Marshal's Office has the responsibility to review all commercial and residential subdivisions for compliance with the DE State Fire Prevention Regulations. This Agency asks that a MOU be established between the DE State Fire Marshal's Office and the Town of Leipsic if an when a Planning Commission is established to record plans within the Town. The State Fire Marshal's Office would be issuing approvals much like DeIDOT, Kent Conservation, and DNREC. This Agency's approvals are based on the DE State Fire Prevention Regulations only.

The DE State Fire Marshal's Office has no objection to the Municipal Comprehensive Plan.

- On Map #2 Savannah Road is listed instead of Texas Road. At the PLUS meeting it was determined that Texas Road becomes Savannah Road outside Town Limits.
- Should a central water system ever be installed in the Town Limits fire protection, in the form of fire hydrants capable of providing the required gpm/psi, shall be required.

**Department of Agriculture - Contact: Milton Melendez 698-4500**

The Department of Agriculture would like to compliment the Town of Leipsic on a well written Draft Comprehensive Plan. The Department is especially encouraged by the Town's recognition of the surrounding preserved agricultural land, and desire to preserve and maintain the historic rural/agricultural nature of the town and surrounding area. The Department supports the recommendations made on page 25 (Recommendation 3: Maintain a clear edge between the town and countryside), page 26 (Recommendation 8: Explore agricultural preservation options), and page 30 (Recommendation 2: Explore Agricultural preservation options). The Department would be glad to assist the Town in establishing a "greenbelt" around its perimeter using transfer of development rights (TDR), purchase of development rights (PDR) and/or a combination of these and other land preservation tools. Please feel free to contact Scott Blaier at 698-4530 to discuss these initiatives.

**Delaware State Housing Authority – Contact Karen Horton 739-4263**

DSHA has reviewed the Town of Leipsic draft Comprehensive Plan to determine how the State's goals, policies, and strategies, as they relate to affordable housing, have been incorporated. Since the Town of Leipsic's population is less than 2,000, the Comprehensive Plan is required to include goals and recommendations for providing sound and affordable housing for its residents, which the Plan states. The Leipsic Comprehensive Plan's housing comments are appropriate considering the small rural nature of the community. The DSHA supports the following recommendations: using incentives such as building permit fee waivers to encourage homeowners to maintain and improve properties, pro-active code enforcement for absentee property owners, and considering allowing for accessory uses, such as granny flats. By allowing granny flats (also known as Accessory Dwelling Unit (ADU), it will provide additional affordable housing opportunities within the existing housing stock, as well as, encourage social- and economic-integration, and life-cycle housing. Furthermore, the ADU makes it possible for adult children to provide care and support to a parent in a semi-independent living arrangement and can provide homeowners with extra income to help meet rising homeownership cost. In addition, the ADU will encourage better housing maintenance and neighborhood stability. DSHA would be glad to assist the Town of Leipsic with an ADU ordinance.

**Following receipt of this letter, the Town should make any certification changes noted in this letter and review all other comments for consideration. The plan should then be resubmitted to this office for review before final adoption by the Town. A written response regarding the changes made to the plan should accompany the resubmitted plan.**

Thank you for the opportunity to review this project. If you have any questions, please contact me at 302-739-3090.

Sincerely,



David L. Edgell, AICP  
Director

CC: Kent County

State of Delaware  
Historical and Cultural Affairs

21 The Green  
Dover, DE 19901-3611

Phone: (302) 736.7400

Fax: (302) 739.5660

August 30, 2006

Mrs. Martha Wilkinson, President  
Leipso Planning Commission  
289 Main Street  
Leipso, Delaware 19901

Dear Mrs. Wilkinson:

This letter is in response to your inquiry regarding the listing of the Leipso Town Hall, formerly the Leipso School, on the National Register of Historic Places and the impact of that listing on the potential use for the property. The National Register program is misunderstood in the mind of the general public. Listing in the National Register is a planning tool that does not inhibit property owners from doing anything they wish with the property.

Created in 1966, the National Register of Historic Places was established as part of the National Historic Preservation Act of that year to provide a yard stick for determining which properties were "worthy of preservation." The Act mandated the federal government to take into account the impact of their projects on historic properties, whether the federal connection to the project was through funding, licensing or permitting. There are no other restrictions associated with listing on the National Register. Specifically to address the concern of your constituent, listing provides no direction on how a building can be used.

Listing can provide monetary benefits to individual property owners. Income tax credits can accrue to those who fill out the appropriate paperwork and complete work on their listed properties according to guidelines that mandate conserving and reusing historic materials when buildings are rehabilitated. A competitive small grant program is available for completing work on listed properties from the Delaware Preservation Fund.

As a planning tool is where the National Register program provides its greatest benefits to local government. The exercise of gathering the information for creating a National Register nomination can be a good exercise for the community to help focus the community on which areas in town most identify Leipso as a special place. Individual buildings in town were identified and listed in the National Register in 1983. A more holistic approach to identifying areas that make Leipso a special place would be appropriate for the additional resources that survive in the area.



Mrs. Martha Wilkinson  
August 30, 2006  
Page 2

Should you wish, I would be glad to meet you and anyone else in the community to discuss the National Register and other protection strategies that are available to assist Leipsic maintain its important and unique community character. Please contact me at (302) 726-7400 or via email at [robin.bodo@state.de.us](mailto:robin.bodo@state.de.us). I look forward to working with you.

Sincerely,



Robin K. Bodo  
Historian

Kent



County

## Department of Public Works

Engineering Division 744-2430  
Wastewater Facilities 335-6000  
Facilities Management 744-2357

ROBERT W. O'BRIEN BLDG.  
414 FEDERAL STREET  
DOVER, DELAWARE 19901-3615  
(HANDICAPPED ACCESSIBLE)

May 18, 2005

Martha Wilkinson  
289 Main Street  
Leipsic, DE 19901

**RE: NORTHEAST SANITARY SEWER DISTRICT  
CAPACITY ANALYSIS**

Dear Ms. Wilkinson:

Thank you for your inquiry dated May 13, 2005, with regards to sewer capacity in the Town of Leipsic, part of the Northeast sanitary sewer district expansion area. We have confirmed that approximately 200 additional equivalent dwelling units could be served before major upgrades to the pump station and forcemain are needed.

The Department of Public Works is not involved in land use and sewer capacity is made available on a first come, first serve basis. Currently, only the lots in town can legally be served because they are already in the Kent County Sewage Disposal District. Any other parcels would have to be either annexed into the town of Leipsic or the sewage disposal district would have to be expanded by Levy Court.

I hope this answers your questions.

Sincerely,

Hans Medlarz, P.E.  
Public Works Director

Cc: Representative Bruce Ennis  
Commissioner Brooks Banta  
Commissioner Alan Angel  
Michael Petit de Mange, Planning Director  
Connie Holland, Director State Planning Commission

HM:kl:NESSDcapacityanalysis

State of Delaware  
Historical and Cultural Affairs

21 The Green  
Dover, DE 19901-3611

Phone: (302) 736.7400

Fax: (302) 739.5660

August 30, 2006

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Mrs. Martha Wilkinson  
August 30, 2006  
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Sincerely,



Robin K. Bodo  
Historian

**WATERMEN THAT WORK FROM LEIPSIC WITH LICENSE**

Compiled from: Department of Natural Resources and  
Environmental Control

Fisheries Licensing For 2006

**TOTAL (40) WATERMEN (20) LEIPSIC RESIDENTS (10) ALTERNATES**

Marshall BundeK  
Robert Burrows (R)  
Samuel C. Burrows Jr. (R)  
Jimmy Carter  
Michael Collison  
Mark Craven  
Daniel Fox (R)

Nan Fox (R)  
Samuel J Fox III  
Samuel J Fox IV (R)  
Jared Grove  
John Grove

Bryan Hoffecker  
Robert Hoffecker  
Jeanette A. Killen (R)  
Jeanette V. Killen (R)  
Glen Lowman Sr.  
Sharon A. Lowman  
Frank Marshall Jr.  
Harry Marshall (R)  
Dicky Moore  
John Mozick Jr. (R)  
John Mozick Sr. (R)  
Robert E. Naylor (R)  
Roland Naylor  
Alan Pleasanton (R)  
John E. Pleasanton Jr. (R)  
Mandy Jo Pleasanton (R)  
Sandra Nan Pleasanton (R)

Craig Pugh (R)  
Horace Pugh Jr. (R)  
Ronald Sayers Jr.  
Andrew M. Slaughter (R)  
Sidney Smith  
Barbara Virdin (R)  
Ronald Virdin Jr. (R)  
Ronald Virdin Sr.  
Burton K. Voss  
Lawrence H. Voss  
Leonard Voss Jr.

**ALTERNATES**

Michael Bentley  
Theresa Burrows  
Jack Carey  
George Farbryka  
Christopher Hutchinson  
Glen Lowman Jr.  
Daniel Marshall  
Linda Mozick  
Robert A. Naylor  
Diane Severson