

Town of Galena Comprehensive Plan



2022 Update

Approved by the Planning and Zoning Commission on September 26, 2022

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A special Thank You is extended to:

The citizens of the Town of Galena who provided invaluable input to this Plan by completing multiple surveys during the summer of 2021, by participating in two public workshops sponsored by the Planning Commission in January and February 2022, and by attending Planning Commission work sessions and meetings.

And to:

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Table of Contents

Mayor and Town Council.....	2
1. Introduction.....	5
1.1 Purpose of the Plan	5
1.2 Community Input	5
1.3 Guiding Visions	6
Galena Town Planning Vision	6
Maryland’s Comprehensive Planning Vision Statements	8
1.4 Location and Context	10
1.5 Report Organization	11
2. Existing Conditions.....	12
2.1 The Population of Galena.....	12
Population.....	12
Age.....	13
Households and Housing Units	13
Labor Force, Employment, and Income.....	13
2.2 Natural Environment.....	14
Stream Buffers	15
Steep Slopes	15
Floodplain.....	15
Wetlands.....	15
Forests.....	16
2.3 Water Resources	18
Water Source	18
Sassafras River Watershed.....	19
2.4 Land Use	20
Town Land Use and Zoning.....	20
Land Use and Zoning Beyond Present Town Limits	23
2.5 Housing.....	25
Housing Affordability	25
Other Characteristics of Housing in Galena	26
2.6 Transportation.....	28
Highway System.....	28
Local Street System	29
Bikeways and Trails	29

2.7	Community Facilities	30
	Public Schools	30
	Parks.....	30
	Public Water	31
	Public Sanitary Sewerage.....	32
	Fire and Police Services.....	33
	Other Public Buildings.....	34
3.	The Comprehensive Plan.....	34
3.1	A Plan for Municipal Growth.....	35
	Growth: Potential and Planned	35
	Objectives.....	39
	Designated Growth Area	40
	Guiding Principles for the Growth Area	42
	Galena’s Rural Buffer and Protecting Sensitive Areas Near Town	43
	Financing Infrastructure in the Growth Area	44
3.2	A Plan for Land Use.....	45
	Objectives.....	45
	Recommendations	46
3.3	A Plan for Natural Resources.....	49
	Objectives.....	49
	Recommendations	49
3.4	A Plan for Water Resources.....	51
	Objectives.....	53
	Recommendations	53
3.5	A Plan for Housing	55
	Objectives.....	55
	Recommendations	55
3.6	A Plan for Transportation	58
	Objectives.....	58
	Recommendations	58
3.7	A Plan for Community Facilities	61
	Objectives.....	61
	Recommendations	61
3.8	Implementation.....	65
	Zoning Amendments.....	65
	Studies and Specific Plans.....	66
	Funding Mechanisms	66
	Interjurisdictional Coordination.....	67

1. Introduction

1.1 Purpose of the Plan

This is the 2022 Update of the Galena Comprehensive Plan, the Town's official guide to growth and development. The Galena Planning Commission prepared this Plan in accordance with the Land Use Article of the Annotated Code of Maryland. The purpose of comprehensive planning in general is to bring about the careful development and conservation of a community. That has been the essential purpose of the Town's planning since it first adopted a comprehensive plan in 1975. That initial plan was updated in 1980, 1990, 1996, and 2009. This then is the sixth generation of the Galena Comprehensive Plan.

1.2 Community Input

Beginning in the summer of 2021, the Galena Planning Commission conducted near monthly open work sessions during its regularly scheduled meetings to seek community input. The initial work sessions focused on the design of a survey that was later distributed in multiple phases into the Fall of 2021. Writing the plan and deliberating on goals and recommendations began in September 2021.

The Commission sponsored two public workshops during the planning process. At the first, held on January 28, 2022, the consulting town planner presented results from the 2021 survey, and led participants in reappraising the vision and goals from the 2009 Comprehensive Plan. The Commission collected advice on a renewed set of visions and planning goals. At the second workshop, held on February 15, 2022, the town planner presented updated vision and goal statements for public deliberation and the participants discussed broad recommendations and strategies aligned with those goals. The vision is presented later in this chapter.

The Commission then conducted work sessions through the Spring and early Summer of 2022 and conducted a public hearing on September 12, 2022. On September 26, 2022, after deliberating on the comments and questions received at the hearing, it voted unanimously to approve this Comprehensive Plan and to transmit it the Mayor and Town Council with a recommendation for adoption. The Mayor and Town Council held its public hearing on October 3, 2022.

The Planning Commission's process for seeking input does not begin and end with its work on this project. Rather it is ongoing and extensive. The Commission, which is made up of local volunteers appointed by the Mayor and Town Council, meets in open session nearly every month to deliberate on development plans, to consider amendments to the codes that shape the character of development, and to advise the Mayor and Council on matters pertaining to the physical development of the Town. While doing this work, the Planning Commission

routinely seeks the input and advice of residents and business owners and develops an appreciation for the existing problems the community faces and the goals and aspirations it holds. This new Plan reflects, and has been shaped by, the Commission's long running and ongoing communication with the Galena community.

1.3 Guiding Visions

Galena Town Planning Vision

While State law outlines the essential and shared focus for comprehensive planning throughout all jurisdictions in Maryland, it is Galena's own vision that gives life and special meaning to this Plan. A vision is a marker in time against which each succeeding generation can compare their experience. The vision statement below emerged from the public engagement process.

The basic goal of the 2009 Galena Comprehensive Plan was "To preserve the overall integrity and livability of Galena." The Plan states that the residents of Galena wish to maintain the community in its wholeness and its individuality -- the people, the trees, the farms, the pace of life, the types of homes, the businesses, and the pride. This will be accomplished by observing several fundamental policies when making decisions about the future of the community. They are:

- The rural character, vegetation, and overall visual quality of the Town is to be protected.
- The predominant residential character of the Town along with its housing styles, walking scale, and history of home ownership is to be acknowledged and improved.
- The stability and independence of Galena as a community and the neighborliness and pride of its residents are values to be encouraged and maintained.

These three points are the most important elements of this Plan as they were in the 2009 Comprehensive Plan. They spell out the basis for judging future development and change by defining the present values of the community. They form the integrity and livability of the Town. These fundamental goals still apply but they have been updated, expanded, and shaped into a vision of the future.

Galena strives to remain a comfortable, small town with an active civic life. A place of natural beauty and a place of pride and care. A community of stability for its residents and visitors and a community of opportunity for its businesses. Maintaining balance among these various groups or parties or factions while also meeting continuing challenges of traffic, parking, municipal service levels, business stability, community appearance, and governance is the goal. Galena achieves balance and overcomes conflict by giving constant attention to the long-term foundations of the community – its neighborliness, its care for its residential and commercial neighborhoods, its responsible provision of public and private services, and its vision of the future. The Town's vision is expressed by the seven statements below. The first four are from the 2009 Plan and the last three are new statements.

1. Galena’s careful use and preservation of its small-town character is at the heart of its social and economic vitality.

The highest priority in Galena is the care and protection of its greatest attribute – the small-town character of the Town itself. Galena is a community of diversity; the Town is a vital, year-round working community with a mixture of ages, income levels, architectural styles, commercial activities, and physical environments. Galena values its humane town scale and the sense of face-to-face intimacy that is characteristic of its quality of life. This intangible quality is enhanced by certain tangible aspects of Town layout such as easy walking distances, porches, sidewalks, safe streets, key focal points of activity, an identifiable Town center, and community activities.

2. Galena’s residential areas are reminiscent of a “slower” era and reflect a small-town’s neighborliness.

Galena is a retreat of green places and pleasant memories. It is a community that takes special pride in the appearance of its streets and buildings, in the quality and the preservation of its natural environment, its history, and in the retention of its places of special beauty and interest. It gives continuous attention to the physical connections between resident and visitor. Its neighborhoods are orderly, walkable, and diverse in architecture, dwelling type, spacing, and size.

3. Galena is a year-round, full-service community with residences and local businesses forming its economic base.

Galena is a single locality that fully encompasses and serves its residents and their changing needs with the facilities that support and enhance community life. It has identified and strives to provide the community-serving elements that are critical to maintain living quality, such as open spaces, libraries, and places of worship. It is not only the key supplier of essential needs and services to its own residents and visitors, but also to the residents of surrounding areas. This regional function helps maintain services that the community can’t supply on its own.

4. Galena’s downtown is a balanced mix of local-serving and regional businesses with a distinctive, pedestrian character.

Downtown Galena is readily identifiable in extent, non-uniform in its mix of businesses, and controlled in architecture and signage. New businesses and commercial uses are compatible with the historic downtown. Downtown is oriented to walkers rather than automobiles and contains a mix of private and public uses, local and regional operations, and is dominated by locally-owned, small businesses. All business operators share a responsibility for year-round care and appearance of their establishments as a way of maintaining the overall viability of the downtown area.

5. New buildings and development sites blend well with the Town's traditional building forms and within downtown especially.

New, expanded, and rehabilitated buildings in Galena have a consistent scale and pattern that is compatible with the Town historic and traditional building practices. The character of houses and businesses on Main and Cross Streets within current Town boundaries is the model for future buildings. The Town's position that the essential character defining elements of buildings in Galena must be used as the model for future buildings, site improvement and development has allowed development that complements the Town. By being opposed to formulaic building designs and franchise architecture and signage that impair rather than complement the Town's character, Galena has retained a small town charm and fostered economic vitality.

6. Galena is walkable town where recreational trails and streets, with sidewalks and street trees, safely connect neighborhoods to each other, to downtown, and to parks and open spaces.

Galena has consistently interconnected its neighborhoods, parks, and institutions with sidewalks and walking trails to foster a walkable community. It has retained existing trees and fostered the planting of trees especially along streets and trails that have provided lasting local environmental benefits and seasonable beauty.

7. Our government is well managed and decisions about the amount and pace of growth are made in the context of sustaining the Town's fiscal health and minimizing municipal taxes and fees.

Galena has fostered economical vibrancy through thoughtful planning and fiscal discipline in the provision of services and facilities, recognizing that local citizen property owners must be able to readily cover essential costs without strain or hardship. Within the limits of available public facilities, it has encouraged well planned commercial and residential growth that contributes strongly to the assessable tax base, understanding that capital and operating costs associated with community health, safety, and recreation are more affordable when shared over a larger base.

Maryland's Comprehensive Planning Vision Statements

The Town's vision, as expressed in the statements above, are the foundation of Galena's Comprehensive Plan but there is a larger context within which Galena must operate as a municipality within the State of Maryland. The State has a well-developed planning and growth management program intended to encourage economic growth, limit sprawl development, and protect natural resources. The Maryland Economic Growth, Resource Protection,

and Planning Act, which took effect on October 1, 1992, and legislation adopted since then, have reshape how citizens, developers, the State, counties, and towns conduct planning for growth and resource protection.

In Maryland, local jurisdictions establish priority areas for growth, development, and resource protection and the State prioritizes growth areas for infrastructure investment and resource areas for protection and preservation. This overarching State planning framework is shaped by 12 Visions that are required to be part of the local comprehensive plan:

- Vision - 1. A high quality of life is achieved through universal stewardship of the land, water, and air resulting in sustainable communities and protection of the environment.
- Vision - 2. Citizens are active partners in planning and implementing community initiatives and are sensitive to their responsibilities in achieving community goals.
- Vision - 3. Growth is concentrated in existing population and business centers, growth areas adjacent to these centers, or strategically selected new centers.
- Vision - 4. Compact, mixed use, walkable design consistent with existing community character and located near available or planned transit options is encouraged to ensure efficient use of land and transportation resources and preservation and enhancement of natural systems, open spaces, recreational areas, and historical, cultural, and archeological resources.
- Vision - 5. Growth areas have the water resources and infrastructure to accommodate population and business expansion in an orderly, efficient, and environmentally sustainable manner.
- Vision - 6. A well-maintained multimodal transportation system facilitates the safe, convenient, affordable, and efficient movement of people, goods, and services within and between population and business centers.
- Vision - 7. A range of housing densities, types, and sizes provides residential options for citizens of all ages and incomes.
- Vision - 8. Economic development and natural resource-based businesses that promote employment opportunities for all income levels within the capacity of the State's natural resources, public services, and public facilities are encouraged.
- Vision - 9. Land and water resources, including the Chesapeake and coastal bays, are carefully managed to restore and maintain healthy air and water, natural systems and living resources.
- Vision - 10. Waterways, forests, agricultural areas, open space, natural systems, and scenic areas are conserved.
- Vision - 11. Government, business entities, and residents are responsible for the creation of sustainable communities by collaborating to balance efficient growth with resource protection.
- Vision - 12. Strategies, policies, programs, and funding for growth and development, resource conservation, infrastructure and transportation are integrated across the local, regional, state, and interstate levels to achieve these Visions.

1.4 Location and Context

The Town’s history can be traced back over 250 years, at least to 1763, when the settlement was called “Downes Tavern” and was a stop on the route between Rock Hall and Philadelphia. According to the History of Kent County, Maryland, “It once went by the name of Pennington’s Hotel, Down’s Cross Roads, and somewhere along the line it took the name of Galena, a word describing the horn silver mine that was found close by”. Over the years the Town grew as a farm service community with many fine stores at the convenient junction of two major roads. The Town is built on deep, well-drained soil that provides excellent conditions for the profusion of trees, shrubbery, and flowers that give the community its unique and unified appearance.

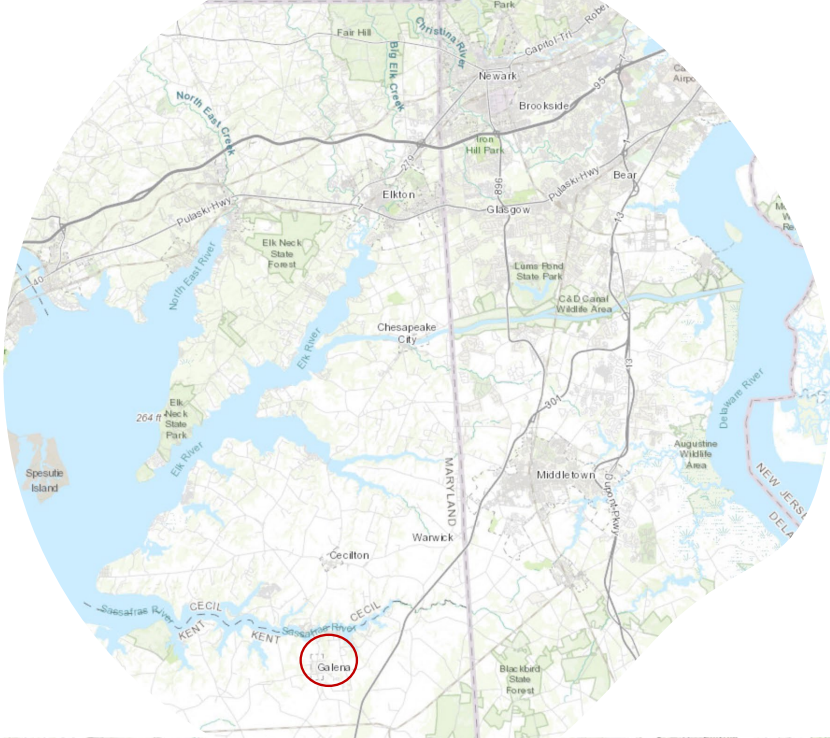


FIGURE 1

Figure 1 shows the location of the Town of Galena. The Town is in northern Kent County just south of the Sassafras River and the Cecil County line, on the upper Eastern Shore of Maryland. In the northern reaches of the Chesapeake Bay region, the Town of Galena is located about 11 miles southwest of the center of Middletown, Delaware and is connected to the Wilmington urbanized area by U.S. Route 301.

Kent County is a rural community with a land use dominated by agriculture interspersed with residential villages and municipalities. Galena is located on the Chesapeake National Scenic Byway, which links the working landscapes and waterfronts, natural areas, and scenic small towns and villages that make Maryland’s Upper Eastern Shore unique among regions in the United States.

1.5 Report Organization

Following this introduction, the report is organized into two main sections. Section 2 presents background information on the population and demographics of Galena, on natural resources and on the physical development of the Town. Section 3 provides projections of households and population through the year 2040 and a plan recommendations in the following subject areas: Municipal Growth, Natural Environment, Water Resources, Land Use, Housing, Transportation, and Community Facilities. The last part of Section 3 addresses plan implementation including recommendation for development regulations and coordination with the State of Maryland in areas of critical state concern.

2. Existing Conditions

Note: The U.S. Census is behind in its release of demographic and economic data. Estimates based on the 2020 actual count for only the number residents and housing units have been released and these are included in this section. The Town will track this and incorporate data as released. Between decennial census years, the Census Bureau uses largely statistical methods to estimate and track many types of population and housing data. At the small town level, however, this approach creates significant margins of error that suggest they ought not be used. As an example, the 2019 Census population estimate for the Town of Galena is 654 with a margin of error of +/- 167 and the estimated number of housing units is 315. By contrast, the population and housing unit estimates based on the actual 2020 Census count is 539 and 258, respectively. This illustrates why the estimates for the Town, between census years, are problematic. In this draft, we've used the Census American Community Survey (ACS) 2019 data only tentatively and highlight it to call attention to the fact that, while the overall trend may in some cases be reasonably accurate, the data itself can be far off the mark. Once the full set of data is released from the 2020 U.S. Census count, this section will be updated and expanded as may be necessary.

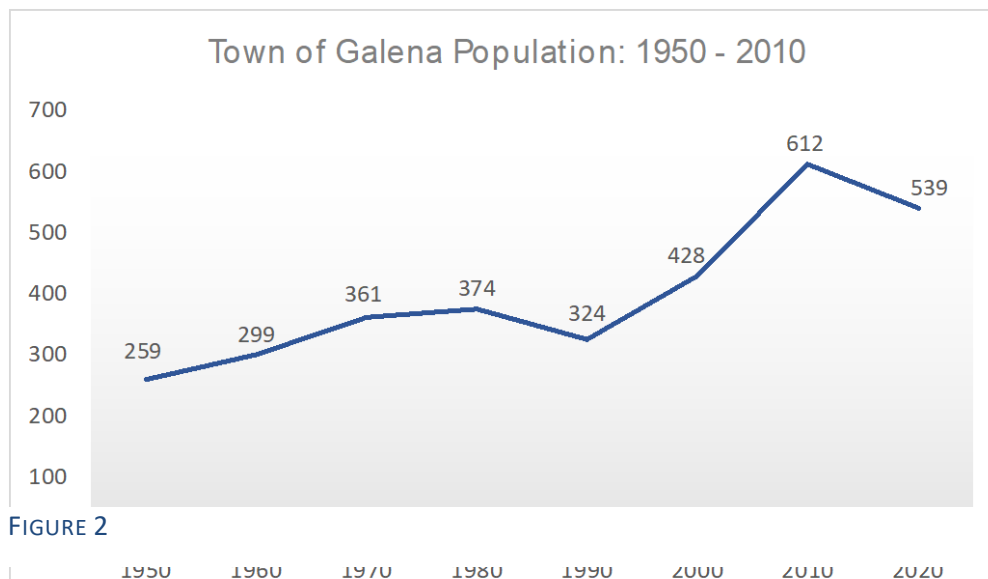
2.1 The Population of Galena

This overview compares Galena's population and housing to that of Kent County. It provides baseline information necessary to project future growth and understand the needs of existing and future residents.

Population

Figure 2 below shows the change in population between 1950 to 2020. During this period, Galena grew by 323 residents at an average annual growth rate of 1.0 percent.

The largest decade-to-decade growth occurred between 2000 and 2010 during which decade the Town grew by approximately 43 percent, from 428 to 612. However, the Town's population decreased between 2010 and 2020, by 73 residents or 12 percent. As shown on the chart, Galena saw a comparable population decrease during the



1980s when the number of residents dropped by 13 percent. The long term trend however has been upward and as discussed in Section 3, population is projected to increase through 2040.

Kent County experienced a steady increase in population from 1950 through 2020 as well, but at a much slower rate of growth, with less than 0.5 percent per year on average over those seventy years. However, it too saw a population decrease during the last decade, losing 958 residents since 2010 for a drop of nearly 5 percent. Currently, the Town's population comprises of 2.8 percent of the County population, which is smaller than the 3 percent recorded in 2010.

Age

The U.S. Census 2019 estimates show Galena's median age as 34 years which is significantly lower than the level recorded in 2010, which was 38.8. About 19 percent of the Town population is estimated to be under 18 years of age and 20 percent is 65 years and older.

Kent County's population, by contrast is older. Kent County's median age was estimated in 2019 to be 48.1 years. Only 16 percent of the resident population is under 18 years old, and 26 percent is over 65 years of age.

Households and Housing Units

A household is an occupied housing unit. Households are the main demand unit when towns prepare for growth and its impacts. By knowing the approximate number of households, for example, Galena can project water and sewer demand, or estimate the traffic impacts of new development. The 2019 estimate for the number of households is 283 (+/-53) according to the American Community Survey. However, upon reviewing historic average household sizes and the 2020 Census population count, this Plan estimates 234 households, which is within the ACS's margin of error.

In Galena, 71 percent of occupied housing units are owner occupied and 29 percent are renter occupied. This is about the same as in Kent County where owner occupied units make up 69 percent of all housing units.

Family households are households that contain persons that are related by birth, marriage, or adoption. In 2010, 67 percent of households in Galena were family households. Non-family households, which are households that might contain only one person or unrelated persons, made up 33 percent of all households. In 2019, children (persons under 18 years of age) were present in 30 percent of all households, which is somewhat higher than that recorded by the decennial 2010 Census in (26.2 percent).

As with population, the number of housing units in Galena decreased over the past decade from an estimated 284 in 2010 to 258, or by 9 percent.

Labor Force, Employment, and Income

Town residents over the age of 16 that are either working or have worked in the past and are looking either for work or are on temporary leave comprise the “labor force”. Galena’s labor force is comprised of 342 people, as of 2019. The mean average commute time for employees 16 and older is 30.6 minutes. The distribution of the Town’s labor force among the various industrial groups is shown on Table 1. The largest concentration, at nearly 21 percent, is in education, healthcare, and social services. The Galena median household income in 2019 was \$65,156 which is higher than the median household income for Kent County at \$58,598.

TABLE 1

Town of Galena Labor Force by Sector

	Number	Percent
Labor Force	342	100.0%
Persons by Industrial Sector		
Agriculture, forestry, fishing and hunting, and mining	12	3.5%
Construction	16	4.7%
Manufacturing	34	9.9%
Wholesale trade	6	1.8%
Retail trade	38	11.1%
Transportation and warehousing, and utilities	14	4.1%
Finance and insurance, and real estate and rental and leasing	11	3.2%
Professional, scientific, and management, and administrative and waste management services	37	10.8%
Educational services, and health care and social assistance	71	20.8%
Arts, entertainment, and recreation, and accommodation and food services	58	17.0%
Other services, except public administration	20	5.8%
Public administration	25	7.3%

U.S. Census 2019

2.2 Natural Environment¹

There are no sensitive areas (such as wetlands, floodplains, or steep slopes) located within the Town. However, Galena is within a unique natural setting between two tributaries to the Sassafra River. Dyer Creek flows along the west side of the Town and Mill Creek flows along the east side. Both flow north to the River which is only about 1.3 miles from the intersection of Main and Cross Streets as the crow flies.

As shown on Map 1, both streams are tidal with associated floodplains, wetlands, and wooded buffers. The Map also shows that the remaining forests associated with the Mill Creek drainage area extend well into the east side of the Town. This Plan designates a planned growth area, which would allow municipal expansion in a manner which could bring sensitive areas within Town boundaries (Section 3.1 of this report). The following descriptions of sensitive areas is intended to provide planning guidance and information on the value of protecting these areas.

¹ There are no mineral resources for extraction within the Town limits of Galena.

Stream Buffers

A stream buffer (riparian buffer) is an integral part of a stream environment. It is the area of land extending outward from the top of the stream bank. The wide and naturally vegetated buffers along Dyer Creek and Mill Creek protect the health and vitality of the streams. Narrow and urbanized buffers can lead to stream warming and allow excess pollutants and sediments to pass into the water. To achieve the optimum protection of a stream's water quality, non-disturbance buffers would be naturally vegetated, fully encompass their floodplains, and, where possible, be at least 100 to 300 feet wide.

Steep Slopes

Steep slopes in the Galena area -- hillsides where grades exceed 15% -- are located along the banks of Dyer and Mill Creeks. Map 1 reveals differences in the land's surface elevation using contour lines, which connect points of equal elevation above sea level. Where contour lines are spaced far apart, the land is relatively level with little change in elevation. Where contour lines run closely together, the land is sloping, and the closer they are, the steeper the grade.

Land disturbances on steep slopes, including clearing trees, can lead to soil erosion, excessive stormwater and pollutant runoff, and stream bank failures. Development of steep slopes can create ongoing maintenance problems related to building foundations, infrastructure, and land instability, especially in areas of mass grading.

Floodplain

The floodplain designation on Map 1 denotes areas covered by the 1% probability flood—that is, the flood that has a 1% chance of being equaled or exceeded in any given year. It is commonly referred to as the 100-year floodplain and is mapped by the Federal Emergency Management Agency (FEMA). Building and development activities are regulated within floodplains by a floodplain management ordinance. The floodplains associated with both Dyer and Mill Creek are closely contained near the stream channel and the Town would only need to administer floodplain regulations if its boundaries one day encompassed these floodplains.

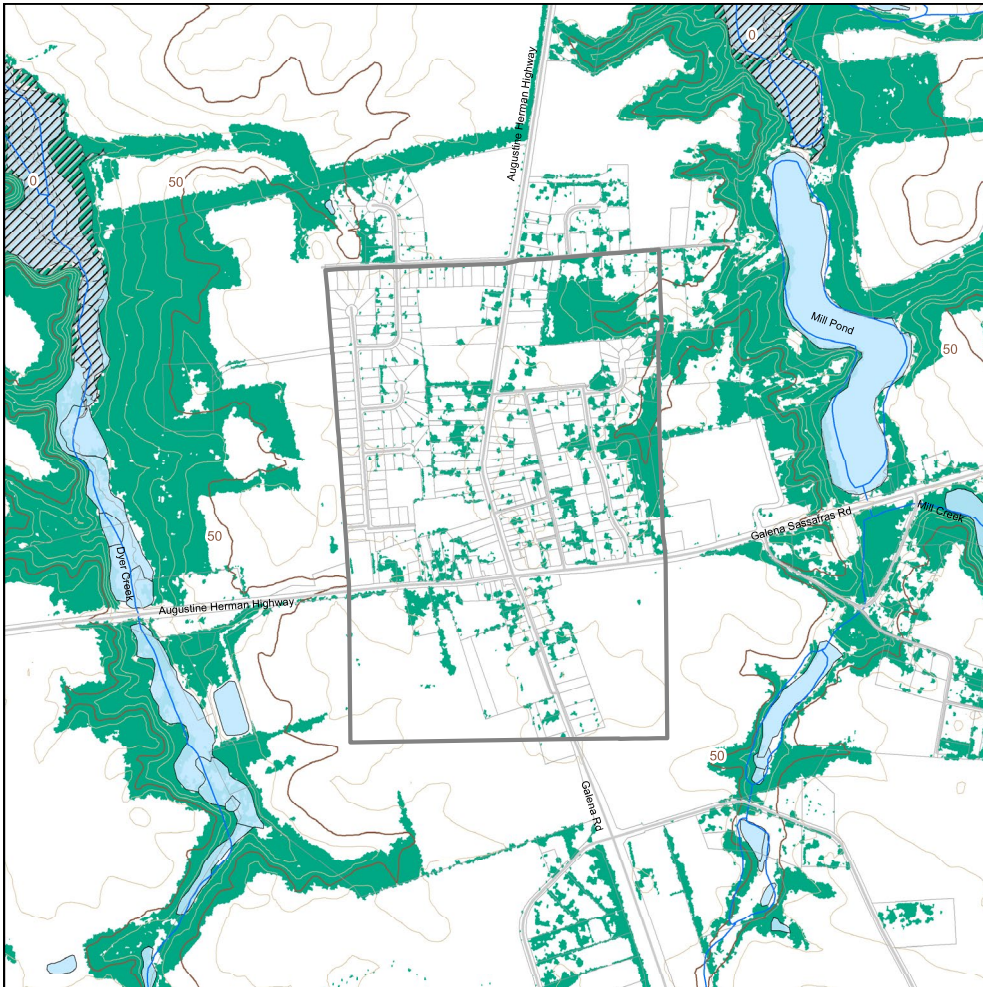
Wetlands

Wetlands are low-lying areas saturated by water or even covered by water year-round or during intervals throughout the year. Wetlands can capture and hold stormwater and reduce flooding. As far as the mapped wetlands in the Galena area, they are exclusively riparian—that is, they are associated with streams. But there may be instances of isolated depressions where precipitation and runoff saturate soils or where groundwater rises to meet the surface to create depressional wetlands or vernal pools. These isolated wetlands are not isolated, hydrologically speaking, because groundwater can be the primary or secondary source for depressional wetlands.

In most cases however, the primary source of water in these wetlands is precipitation and resulting surface or shallow subsurface flows.

Forests

Map 1 also shows riparian forests, separate tree stands, and even small collections of trees such as those found in wooded backyards in Town. The forests are primarily part of the stream buffers, and in the bases of the Mill Creek drainage area, they extend into the northern part of the Town. Forests provide many ecological benefits including producing clean air, protecting streams and groundwater quality, moderating temperature, providing habitat for wildlife and birds, capturing carbon dioxide (CO₂) from the air, and sequestering carbon.



Wetland
Tree Canopy Cover

MAP 1

2.3 Water Resources

This section addresses the Town's drinking water and the quality of water in local streams. The infrastructure related to the supply, production, and distribution of drinking water is discussed in the section titled Community Facilities (Section 2.7). Existing streams, stream buffers and wetlands and the roles they play are discussed in Section 2.2.

Water Source

Groundwater is the sole source for domestic water supplies in Galena and in Kent County comprising 94% of its overall water supply. Surface water is used for irrigation and livestock watering only. As a general matter, the layers of sediments underlying the County contain an abundance of water for wells. The layers are generally deeper in the eastern part of the County and shallower in the northwestern portion. There are four aquifers that supply nearly all groundwater in Kent County: Aquia, Monmouth, Magothy, and Raritan Patapsco Formations. The Town's wells draw from the Patapsco.

The Atlantic Coastal Plain aquifer system in Maryland consists of an alternating series of aquifers and confining units that descend and widen as they extend toward the Atlantic Ocean. The sediments that form the aquifers and confining units range in age from Cretaceous to Quaternary. Most of the Eastern Shore is covered by loose sediments, in layers containing gravel, sand, silt and clay deposited during the present post-glacial period (Tertiary.)

The Town of Galena is part of the Northern Atlantic Coastal Plain aquifer system (NACP) and draws its water from the Patapsco Formation within the Coastal Plain system.

Groundwater in the Coastal Plain is drawn from unconfined (natural water table) and confined (artesian) aquifers. Unconfined aquifers are recharged by rainfall and snow melt and depleted by drought, resulting in fluctuating water levels. Artesian aquifers receive recharge from areas where water-bearing formations crop out, leakage through confining beds, and lateral movement of water from adjacent aquifers. Therefore, artesian aquifers are much less vulnerable to drought conditions.

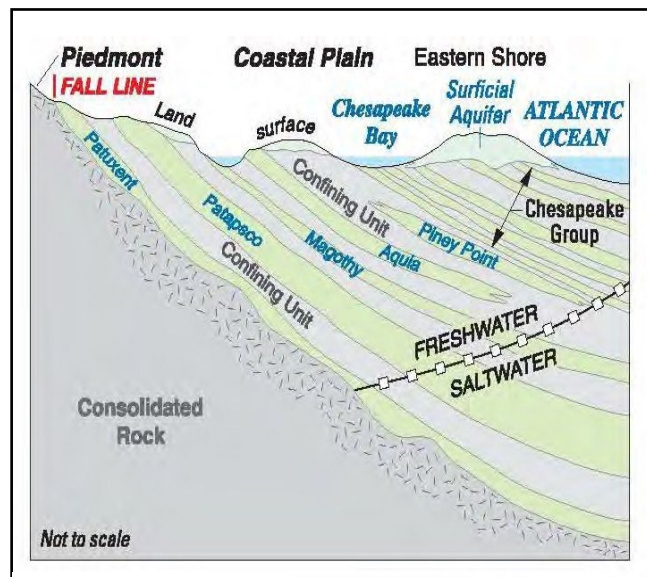


FIGURE 3

The present consumption of groundwater in Kent County is about 4.81 million gallons per day. The estimated ongoing groundwater recharge is much less, at about 0.4 to 0.6 million gallons per square mile per day. The quantity of groundwater appears to be substantial, however. The quality of the groundwater is generally good,

although water from several aquifers contains iron in sufficient quantity to cause some problems to domestic users necessitating iron removal systems for satisfactory domestic use. Within Galena though, the only treatment that is needed is chloritization, not anything for iron.

The Town's existing public water system is described in Section 2.7, along with a map showing the water towers, the treatment facility, and the service area. In summary it consists of two wells with a combined permitted withdrawal of 90,000 gallons per day. The system has more than ample capacity to serve the Town's residents and businesses. As described in Section 3.1, the existing system is also expected to have ample capacity to serve the projected growth of Galena through 2040.

Sassafras River Watershed

Galena is located within the Sassafras River Watershed. The Sassafras River is a tributary of the Chesapeake Bay on the Delmarva Peninsula. Approximately 20 miles long, the Sassafras River begins in western New Castle County, DE and divides Cecil and Kent Counties.

The River is a tidal estuary, and it enters the Chesapeake Bay between Betterton in Kent County and Grove Point in Cecil County. Its watershed area (including the water surface) is 97 square miles, and it drains 83 square miles of land.

Along the northern Kent County shoreline, the Sassafras is comprised of many tributaries, including Lloyd's Creek, Turner's Creek, Freeman Creek, Woodland Creek, Dyer Creek, Mill Creek, Swantown Creek, Jacobs Creek, and Herring Branch. In 2004, the Sassafras River Watershed was added to the Maryland List of Impaired Waters for biological impairments. None of the tributary streams to the Sassafras River, including the two closest streams to the Town's municipal border--Dyer Creek and Mill Creek, qualify as high quality (Tier II) streams under State and federal water quality standards².



FIGURE 4



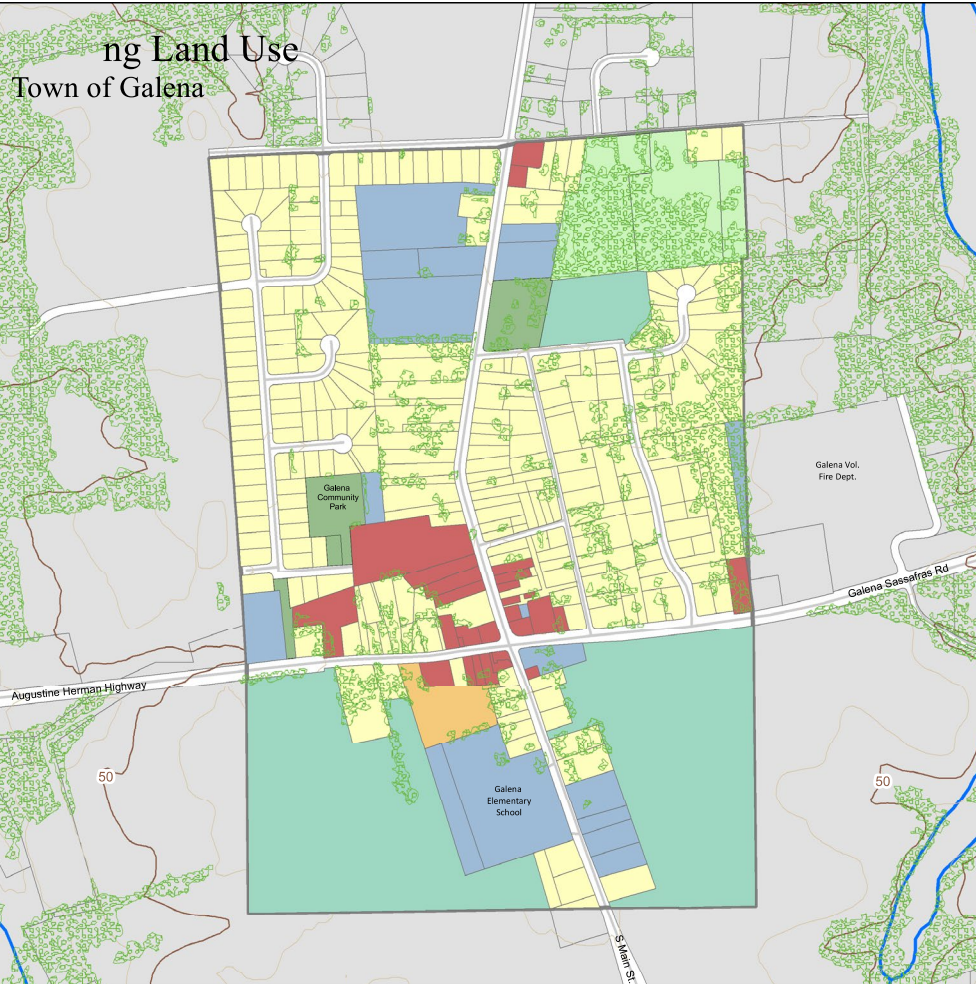
² Tier II is a designation assigned to high quality streams to assist the State of Maryland in implementing federal stream anti-degradation regulations (40CFR131.12). The Maryland Department of the Environment maintains the list of all Tier II streams and considers the potential impacts of certain permitting activities on their quality including impacts associated with water and sewer plan amendments, non-tidal wetland and waterways permits, and new or modified pollution discharge permits. There are no Tier II streams in Galena or its planned growth area, and none that would be impacted by development or permitting activities related to the Town.

2.4 Land Use

Town Land Use and Zoning

The term “land use” refers to the way property owners use land and therefore it reflects the cultural, economic, and environmental character of an area. A land use map is the visual expression of that character, and shows the distribution of residential, institutional, commercial, and natural areas. Existing land uses are shown on Map 2 and an overview of existing pattern follows:

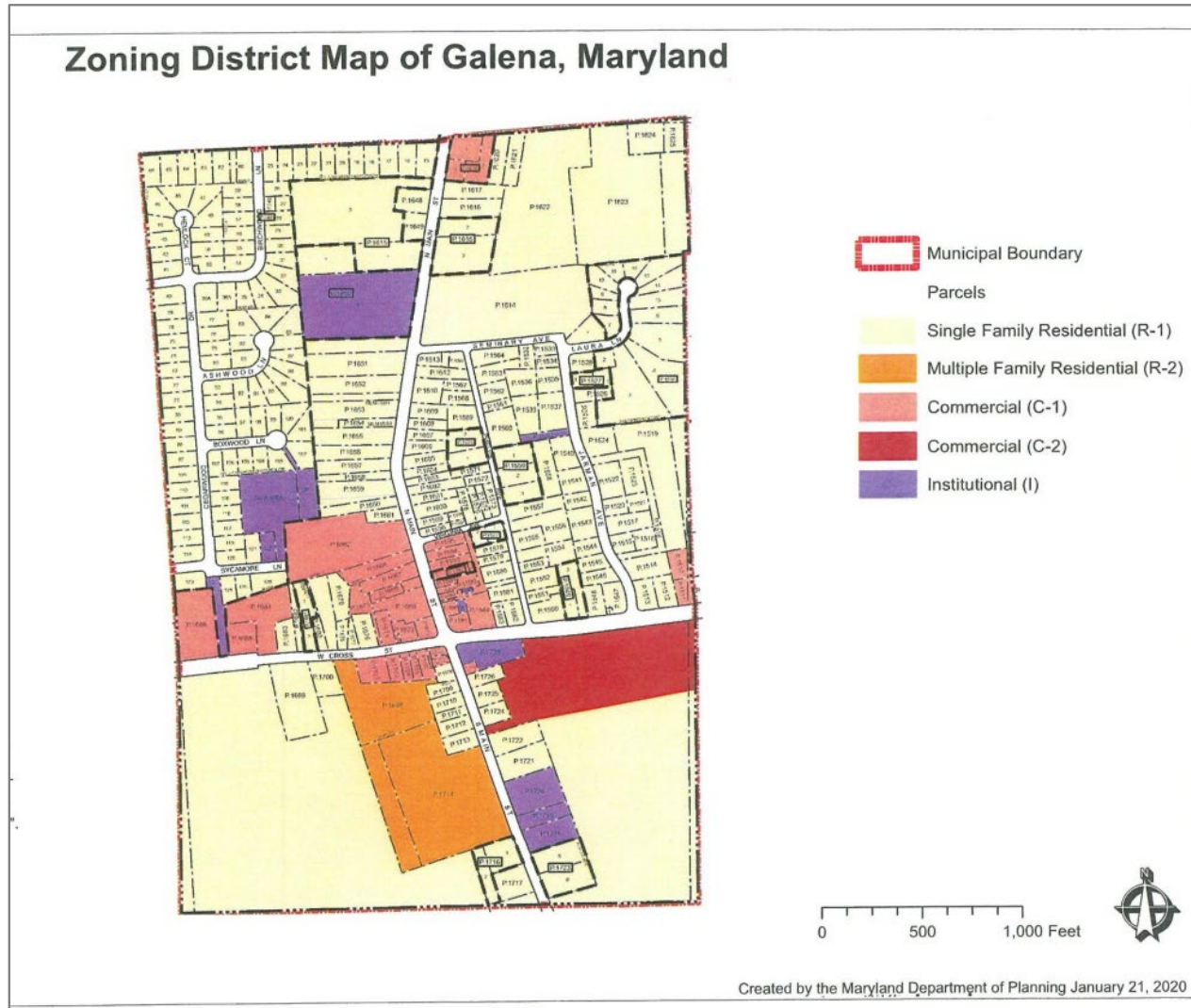
- The land surrounding Galena is dominated by agricultural uses, mostly cropland, and forest stream buffers associated with Dryer and Mill Creeks and Mill Pond. To the immediate east of town limits, between the Town and Mill Pond, there are also patterns of large lot residential use.
- Residential land use is shown primarily in yellow on the map and labeled “Town Residential”, which is mostly single-family detached housing on individual lots served by municipal water and sewer services. Neighborhood streets are mostly patterned on a traditional grid though the grid is disrupted in places by cul-de-sacs.
- There are several very large residential lots accessible via Mill Street which are shown as “Estate Residential”. These contain forests.
- There is one multiple-family housing development which is centrally located in the downtown area. Commercial uses, shown in red on the map, are clustered along Main and Cross Streets (downtown) and at the southeast quadrant of the intersection of Main and Mill Streets north of downtown.
- Institutional land uses are shown in blue and include the Galena Elementary School, the Galena Town Hall, and church and cemetery properties.



MAP 2

Land use and development are regulated by the Galena Zoning Ordinance and Zoning Map. As shown on the Zoning Map, Galena has five zoning districts, each with a set of requirements and standards. The R-1 District permits primarily housing, for example, while the two commercial zones (C-1 and C-2) permit almost exclusively commercial uses.

Following adoption of this Plan, the Town will consider preparing a new zoning map. The current Zoning Map and the adopted zoning ordinance are the main tools for shaping growth and development³. A detailed description of each district is set forth in Table 2 below.



MAP 3

³ The Town’s official zoning ordinance, Zoning Ordinance for Galena, Maryland was last updated and adopted by the Town as Ordinance No. 2020-01, on June 17, 2020.

TABLE 2

Existing Zoning Districts

Zoning District	Description	Sample Permitted Uses
Single-Family Residential (R-1)	Purpose: to provide single-family houses on well-planned lots, where sanitary sewer and public water supplies are available or will be available together with churches, recreational facilities and accessory uses compatible with residential surroundings	Single-family houses, duplexes, day care, libraries, museums, schools, and parks
Multi-Family Residential (R-2)	Purpose: to encourage variety in housing types, and provide residential densities for multi-family developments in areas served by sanitary and public water services which are well located with respect to major thoroughfares, shopping, and centers of employment	Single-family houses, duplexes, townhouses, apartment buildings, group homes, libraries, museums, schools, and parks
Institutional (I)	Purpose: to recognize the Town's major governmental facilities and uses and to provide space for similar uses that provide a public service or fill a public need	Governmental buildings, hospital medical care, libraries, museums and cultural other buildings, nursing and convalescent care, places of assembly, parks, and cemeteries
Commercial (C-1)	Purpose: to provide for a limited variety of small commercial retail, personal and professional uses and other commercial uses without intruding on the general character of the surroundings area	Banks, bed and breakfasts, office buildings, retail including department, drug, and grocery stores, pet shops, restaurants, motor vehicle and boat repair and maintenance, motor vehicle fuel stations, wholesale, nursing care facilities, and retirement housing
Commercial (C2)	Purpose: to promote general commercial uses including retail, wholesale, and businesses generally serving the local region along existing major thoroughfares	Animal hospitals, banks, retail such as department and grocery stores, restaurants, car washes, shopping centers, storage facilities and mini-storage, motor vehicle fuel stations, hotels and motels

Source: Zoning Ordinance for Glens, Maryland, last amended June 17, 2020.

Land Use and Zoning Beyond Present Town Limits

The land surrounding Galena is dominated by agricultural uses and natural areas, and this is reflected in the zoning categories assigned by Kent County. Significant land between the Town’s northern limits and the community of Georgetown is zoned Resource Conservation District (where the allowable residential density is 1 dwelling unit per 20 acres) as is the area along Mill Creek. Also, north of the Town there is a 342-acre parcel (Map 7, Parcel 2) which is zoned Agricultural and protected by an agricultural land preservation easement. As shown in Figure 5 below, developable land remaining to the immediate north of Town limits is zoned Community Residential (1 dwelling unit per acre) and Rural Residential (1 dwelling unit per 3 acres).

The land to the immediate west of Town abutting Dogwood Village is in single ownership and zoned Resource Conservation and Community Residential. Land immediately south of Town is zoned Rural Character (1 dwelling unit per 20 acres). East of Town, land is zoned Village District (where the allowable residential density is 4 dwelling units per acre), Rural Residential, and Rural Character.

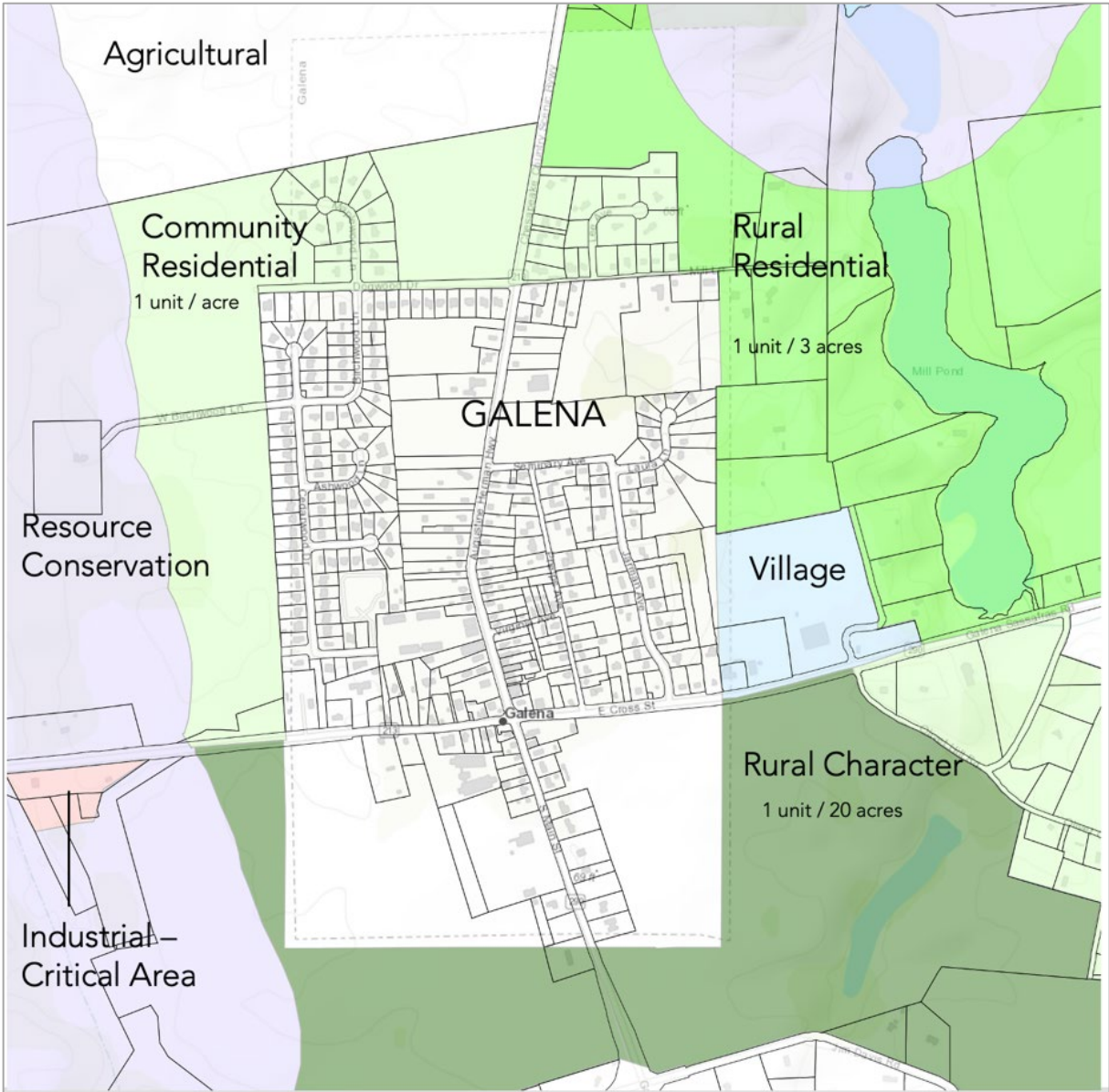


FIGURE 5

The Critical Area lands along Dyer Creek, Mill Creek, and Mill Pond and the agricultural easements on the former Staelin Farm and the property around Mill Pond limit Galena’s growth to the north, east, and west and provide a natural greenbelt in all three directions⁴. There is no natural buffer to the south but most of the land extending south and east to U.S. Route 301 is zoned Agriculture and Rural Character.

⁴ The large parcels that are protected by conservation easements and form a greenbelt are shown in Section 3.1 and on Map 4.

2.5 Housing

The Land Use Article of the Annotated Code of Maryland was amended in 2019 to require that comprehensive plans contain a housing element to address “affordable” and “low-income housing,” where affordability is measured in relation to the Area Median Income (AMI). AMI is a measure set by the federal Department of Housing and Urban Development. The “area” in the term “AMI”, for the Town of Galena, is Kent County in its entirety, where the median annual income is currently \$78,500⁵. This section provides a summary and evaluation of existing conditions.

Housing Affordability

A “housing cost burden” standard, from the U.S. Department of Housing and Urban Development, is the most frequently used measure of housing affordability in the United States⁶. According to the standard, households that are cost-burdened pay 30% or more of their gross income for housing expenses (such as rent, mortgage, utilities, condominium and HOA fees, and taxes). If a household pays 30% or more of its income on housing the people of that household have difficulty affording other necessities such as food, clothing, transportation, and medical care. Not surprising then, households that are most cost burdened are those with the lowest incomes. The following findings are drawn from the Maryland Department of Planning’s *Housing Data Dashboard* and are intended for use in local comprehensive plans. Data at the County scale is used because at the small town scale, the data would be inherently unreliable.

- In Kent County 57.4% of renter households, or 1,247 households, pay more than 30% of their income on housing and are thus considered cost-burdened. This is more than the State of Maryland, where statewide about one-half of renter households are cost-burdened. Relative to the State then, a higher share of the County’s renter households is burdened by housing costs.
- For owner households, 37.6% or 1,222 households pay more than 30% of their income on housing and are thus considered cost-burdened. Again, this is higher than the State where 26.5% of households pay more than 30%. Relative to the State then, a higher share of the County’s home owner households is burdened by housing costs.
- Workforce rental housing is housing that is affordable to households making between 50% and 120% of AMI. For this Plan, this means an income of \$39,250 to \$94,200. Ideally households earning within this range would be able to find a home that rents for less than 30% of their income, but as noted above 57% of them do not.

⁵ Maryland Department of Planning, Housing Data Dashboard. The data there are current to 2021.

⁶ This derives from the Brooke Amendment, Section 213(a) of the Housing and Urban Development Act of 1969, which amended the federal Housing Act of 1937. It capped the rent in public housing at 25% of a tenant’s income. It was revised to 30% in 1981 through another amendment. The 30% standard has since been commonly used as the criterion to measure the affordability of housing generally. This method of measuring housing affordability is mostly effective at describing the problem of affordability for lower- and middle-income households. Households with higher incomes generally have the capacity to take on higher housing costs without impacting the ability to provide for the other necessities. It is in this way that the standard can exaggerate the affordability problem so care must be taken to evaluate household incomes of those classified as “housing cost burdened”.

- For homeowners, workforce housing is housing affordable to households making between 60 and 120% of AMI. For this Plan, this means an income of \$47,100 to \$94,200. Ideally households earning within this range would be able to find a house to own with monthly costs less than 30% of their monthly income, but about 38% of them do not.
- Low income housing is housing affordable for a household making below 60% of AMI. A household earning below 60% of AMI in Kent County has an income of \$47,100 or less. An affordable rental or owner occupied unit house would therefore cost less than \$1,018 and \$1,890 per month, respectively.
- There are 12 designated low income housing apartment communities with 547 housing units for rent within Kent County. One of them, Briscoe Manor Apartments, is in Galena, at 107 W. Cross Street. Persons and families with low incomes and persons with disabilities are eligible to live at this property. Briscoe Manor contains 31 housing units or 5% of the number of such units Countywide. For context, Galena contains 2.5% of the County's total housing units.

Other Characteristics of Housing in Galena

Housing Units

According to the 2020 U.S. Census, the Town of Galena has 258 housing units. The housing stock is overwhelmingly made up of single-family detached houses, though there are some rental apartment units within some houses and above commercial storefronts. There is also one multi-family housing community containing 31 housing units as noted above.

The U.S. Census has not released data on the number of occupied housing units in Galena, (i.e., households), or the split between rental and homeowner households. Current estimates from the U.S. Census' American Community Survey, 2019 indicate that 29 percent of households are renters and 71 percent are owners⁷. This split is about the same as in Kent County where owner occupied units make up 69 percent of all housing units.

Housing Types By Zoning District

Table 3 shows the distribution of permitted housing types by zoning district. The R-1 District restricts dwelling types to single-family houses and group homes. The R-2 District allows duplexes, townhouses, multi-family buildings, and under certain conditions age-restricted retirement housing complexes. Multi-family buildings (such as apartment buildings), as defined in the Galena Zoning Ordinance, are buildings that house three or more housing units. The Town's two Commercial Districts permit apartments above commercial uses. Currently, the only tracts of land undeveloped and zoned for residential use are found in the R-1, District.

⁷ American Community Survey, 2019.

TABLE 3

Housing Types Permitted by Zoning District

Zoning District	Description of Residential Uses Permitted
R-1, Single-Family Residential	Permits single-family houses with min. lot area of 9,000 sq. ft. and duplexes. A Group Home (for up to 8 residents) may be permitted by Special Exception.
R-2, Multi-Family Residential	Permits single-family houses with min. lot size of 6,500 sq. ft., Duplexes, Apartments, and Townhouses. A Retirement Housing Complex is permitted with conditions. A Group Home (for up to 8 residents), and a Boarding and Rooming House (of less than five bedrooms) may be permitted by Special Exception.
C-1, Commercial	Permits Accessory Apartments (housing unit located above the commercial use). A Retirement Housing Complex is also permitted with conditions. Group Homes (for up to 16 persons) may be permitted as a Special Exception.
C-2, Commercial	Permits Accessory Apartments (housing unit located above the commercial use) with conditions. A Group Homes (for up to 16 persons) may be permitted as a Special Exception.
I, Institutional	No housing permitted

Town of Galena Zoning Ordinance, Adopted June 17, 2020.

Because of the way the Zoning Ordinance is written and applied and the existing land use pattern, the only housing types effectively permitted now in Galena are single-family detached houses and duplexes. Accessory apartments are not permitted on any residentially zoned lots. And while, housing types featuring three or more units, and retirement housing complexes, are permitted in the R-2 District, the District is fully built-out. The C-1 District allows retirement complexes but this zone is essentially built-out too.

2.6 Transportation

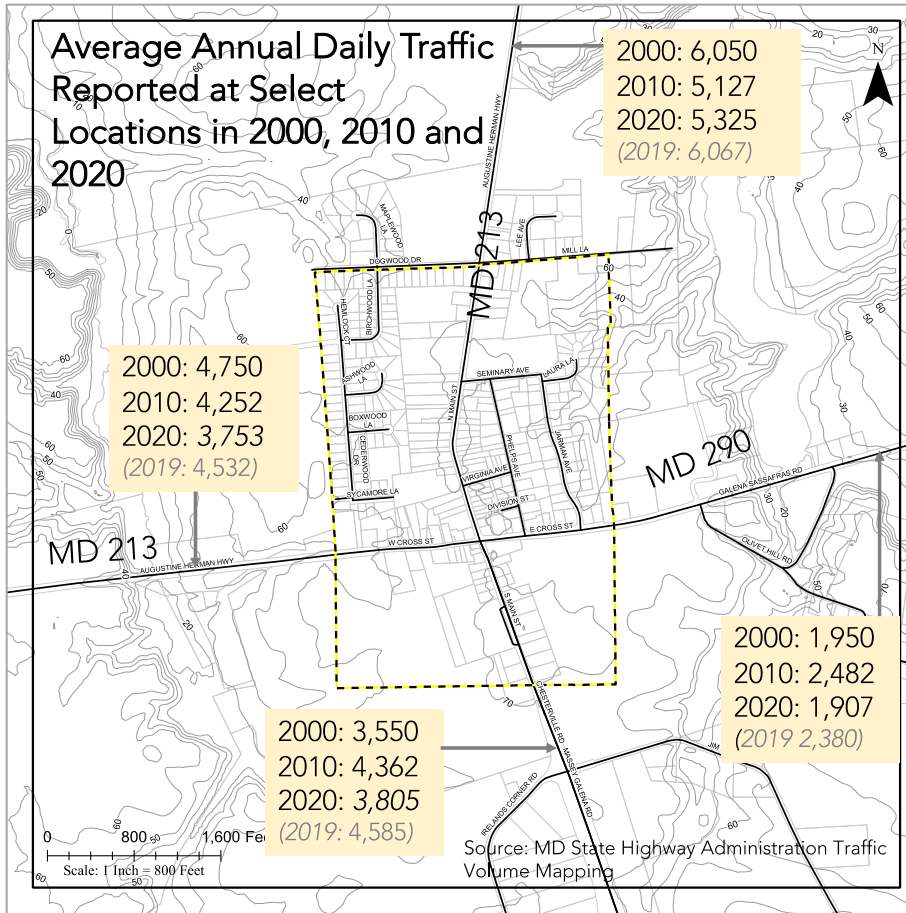
Highway System

MD Routes 213, 290, and 313 form the basic transportation network into and through Galena. MD Route 213 has been designated as part of the Scenic Byway System. These rural highways provide access through Kent County to U.S. Route 301, which lies south and east of Galena. It is a main artery from Delaware to Virginia.

Figure 6 shows traffic volumes reported by the Maryland State Highway Administration in 2000, 2010, and 2020. Because the reported 2020 volumes were likely impacted by the economic shut down due to the pandemic, data for 2019 is also presented. (As shown, at each location the 2020 volumes were significantly lower than in 2019 indicating the pandemic’s likely impact in reducing traffic.) Over the past 20 years, however, traffic volumes have remained relatively stable in the Galena area.

FIGURE 6

These state highways are also Galena’s main streets (i.e., N. and S. Main Street and E. and W. Cross Street). They are essential to safe pedestrian and bicycle movements through Town so heavy and fast



through traffic including truck traffic needs to be counterbalanced with traffic calming, speed enforcement, wide sidewalks, and designated bikeways. Presently there is no walkway from the Town's north limits at Mill Lane to Toal Park, but the Town desires to make this connection soon in coordination with the State of Maryland.

Local Street System

The local street system, comprised primarily of residential streets, is generally a grid pattern. In several cases, streets have been terminated in cul-de-sacs or dead ends. The Town is currently planning to extend Sycamore Street eastward on a rehabilitated roadbed through Dogwood Village to MD Route 213, which will reinforce the grid. Overall, travel speeds and volumes on Town-owned streets are typical of local streets with a residential character.

With narrow widths, small blocks, and intersecting streets, the Town's core is highly interconnected and very walkable. In fact, there are 19,062 linear feet of sidewalks along the streets within the Town's boundaries. The typical public street is narrow, averaging between 20 to 22 feet in width. Some residential lots, particularly in the oldest sections of Town lack parking spaces and on-street parking on narrow streets typically means that vehicles must yield way for oncoming traffic, which effectively keeps traffic speeds slow.

Galena's streets are generally in good condition. However, curb, gutter, and sidewalks are mostly absent on the east side of Town including on Division Street, Phelps Avenue, Jarman Avenue, Seminary Avenue, and Laura Lane. The Town is currently rehabilitating Division Street, whose upgrade will address traffic calming and stormwater management, incorporating bio-retention.

Bikeways and Trails

Gateway Park provides a 430-foot long pathway connecting the sidewalk on W. Cross Street to Cedarwood Drive at Sycamore Lane. This is an important pedestrian linkage from Cross Street to Galena Community Park. The Town's current planning for a multiphase trail network is discussed in Section 3.6, [A Plan for Transportation](#).

2.7 Community Facilities

Community facilities are the part of municipal development that most depends on coordination between multiple agencies and units of government to deliver benefits to all residents. Because of their complexity and the efficiencies that must be obtained, public facilities are provided to all residents within designated service areas. Community facilities, at least when they are operated optimally and provided fairly, are available to everyone in the community and delivered in such a way that one person's enjoyment is not diminished by another person's use.

This section of the report focuses on public water and sewerage services, public education, libraries, parks, and police and fire protection. These are the primary community facilities and services that benefit Galena residents. This section of the report provides a summary and evaluation of existing conditions.

Public Schools

Children in Galena (and in the respective school catchment areas) attend Galena Elementary, Kent County Middle, and Kent County High. Table 4 shows the current enrollment and capacity of each school as of 2021. As shown, the schools are significantly under-enrolled, especially the middle and high school where there is enough excess capacity remaining for 298 and 580 students, respectively. The Kent County Public School's Six Year Facilities Master Plan has projected long term declines in student enrollment at all levels through the foreseeable future.

TABLE 4

Public School Enrollment and Capacity: 2020-2021 School Year

School	Rated Capacity	Enrollment (Spring)	Excess Capacity (students)	Enrollment as a % of Capacity
Galena Elementary School	432	296	136	68.5%
Kent County Middle School	678	380	298	56.0%
Kent County High School	1161	580	581	50.0%

Source: Rated capacities: Kent County Public School Facilities Master Plan. 2021 enrollment: Maryland State Department of Education.

Parks

Parks and recreational resources are best viewed as a system of parts that function together to provide a suite of recreational amenities. There are three levels of municipal parkland: Level 1, Mini Parks; Level 2, Neighborhood Parks; and Level 3, Community Parks. Within the context of the Kent County Land Preservation, Parks and Recreation Plan, neighborhood parks are provided by municipalities and community parks are provided by the County. Community parks generally provide a more diverse set of recreational opportunities than neighborhood parks to address the larger population being served. One Town neighborhood park and one County community park are present in the Galena area. A fourth type of park, the Natural Resource Area, can also fit into the system of recreational assets and these are abundant throughout Kent County.

A mini-park is a very small park that addresses specific needs of a population within a short walking distance. A mini-park is typically less than one-acre in size and can provide amenities for either passive or active recreational pursuits. Mini parks are most often located within a higher density housing developments but can also be monument and memorial sites. There are no mini parks in Galena.

Neighborhood parks by contrast generally serve residents within a distance $\frac{1}{4}$ to $\frac{1}{2}$ mile, which is synonymous with a five to ten minute walk. These parks can contain active recreational amenities like ball fields, tennis or basketball courts, and playgrounds. The Galena Community Park is a neighborhood level park containing two acres. It is well positioned to serve as a park resource for residents living on the west side of Main Street. It is assessable via a 20,000 square foot improved open space (Gateway Park) with a trail connecting W. Cross Street (MD Route 213) to Sycamore Lane.

Galena Elementary School and its five-acre open space includes ballfields and a tennis court. It provides a recreational resource to the broader community for special events but is not readily available or programmed as a typical municipal park.

Community parks are larger than neighborhood parks and serve residents drawn from a larger area. Generally, community parks contain fields for organized team sports and amenities including courts, walking trails, playgrounds, and picnic pavilions. Toal Park is a community park serving Galena and surrounding areas located just 2,000 feet north of the intersection of N . Main and Mill Streets. The entire property, which is owned by Kent County, approximates 52.6 acres, and has waterfront access to Mill Creek. Therefore, it has the added potential of being improved as a natural resource park.

In summary, improved open spaces for recreation in Galena are provided by the Galena Community Park located in Dogwood Village adjacent to Dogwood Plaza and Gateway Park located at 220A W. Cross Street. There are playing fields on the grounds of Galena Elementary School which can be utilized for special events. A County-owned community level park is located at Toal Park north of the Town limits. The Town population is currently well served by parkland, though residents on the east side of Main Street have somewhat limited accessibility to the Community Park by walking.

Public Water

Public water in Galena is supplied by two deep wells with a capacity of 525 gallons per minute (gpd). The Maryland Department of the Environment permits the Town to withdraw 90,000 gpd. The only treatment needed upon withdrawal is chlorination. Daily usage is 45,000 gpd, leaving a remaining capacity of 45,000 gpd, which is equivalent to that needed for another 180 dwelling units. Water is stored in two elevated tanks of 100,000 and

60,000 gallon capacity. The water tower locations, the treatment plant, and the municipal water service area are shown in Figure 7 below which is part of the Kent County Comprehensive Water and Sewer Plan.

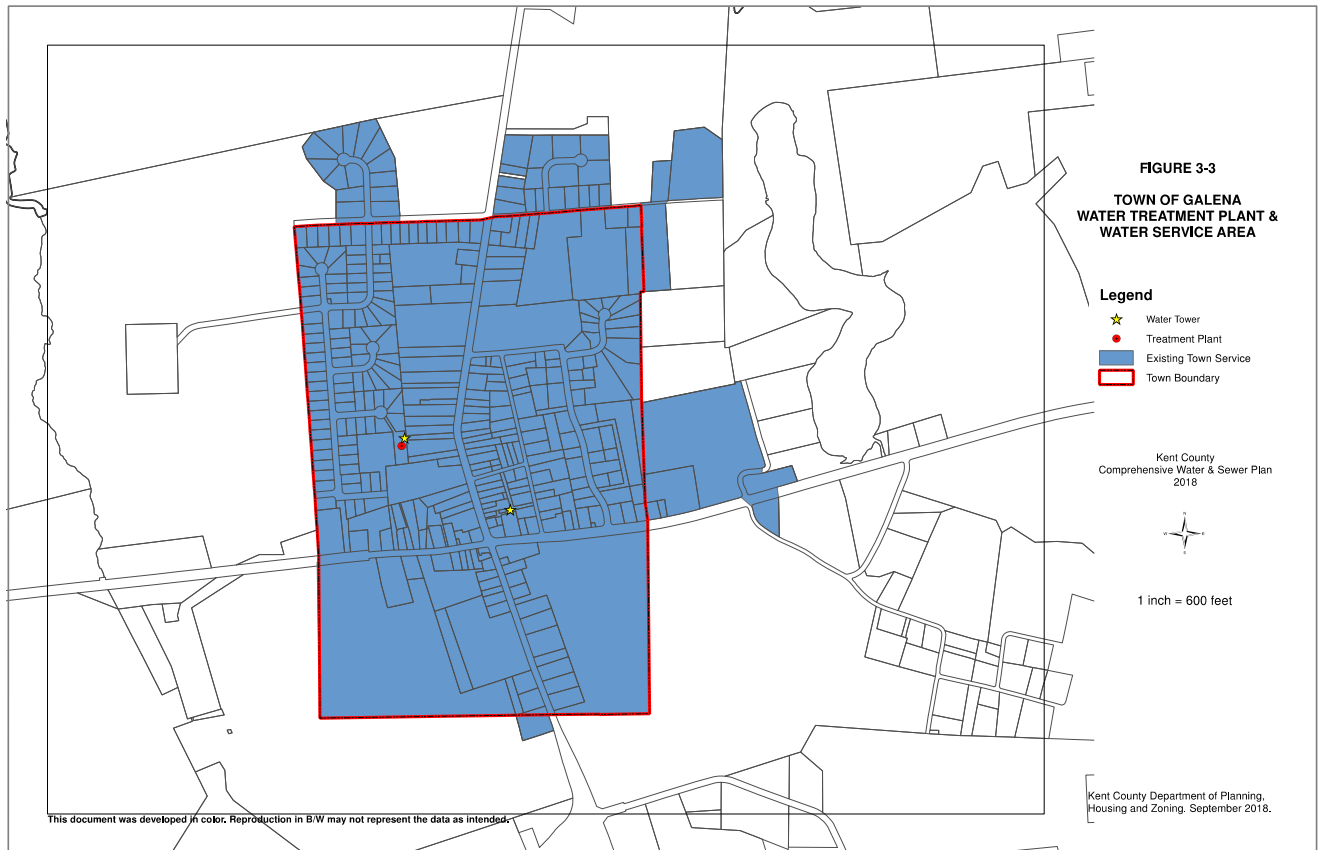


FIGURE 7

Public Sanitary Sewerage

Galena has operated a public sanitary sewer system since 1964. The Town upgraded and expanded its wastewater plant in 2017 bringing the treatment capacity to 110,000 gpd including 30,000 gpd reserved for Kent County⁸. The County’s allotment allows it to serve the developed portions of the Georgetown area deemed by the County Health Department as a public health emergency due to failing septic systems⁹. Service is extended via a County

⁸ A copy of the November 3, 2015 Wastewater Treatment Agreement between the Town of Galena and Kent County is available upon request by contacting the Galena Town Clerk. In 2018 the plant achieved a rating for Enhanced Nutrient Removal (ENR).

⁹ It was also determined that the lot sizes in the Georgetown area were too small to accommodate the repair and replacement of existing onsite septic systems.

owned “denied access” interconnection between Georgetown and the Galena collection system. The County’s 30,000 gpd allotment is equivalent to that needed to serve 120 dwelling units which exceeds that needed to serve the failed septic systems at Georgetown.

The current (2021) average daily flow (use) at the plant is 24,260 gpd. The County’s share of that current use is 5,020 gpd. Since the County can use up to 30,000 gpd, it has a remaining capacity of 24,980 gpd, which is enough to serve up to 100 additional households at a rate of 250 gpd per household. For context, Kent County has 12 dwelling units and a commercial use with an estimated demand equivalent to 21.5 additional dwelling units still to connect to the system.

The Town of Galena’s share of the plant’s capacity is 80,000 gpd. It is using 19,240 gpd of that capacity, leaving it with 60,760 gpd remaining. For context, this remaining capacity is equivalent to that needed to service another 243 dwelling units, assuming each unit contributes 250 gpd. The current sewer service areas are shown in Figure 8 below for both the County and the Town. The exhibit also shows that the wastewater treatment plant is located just west of the Town boundary. It discharges to Dwyer Creek.

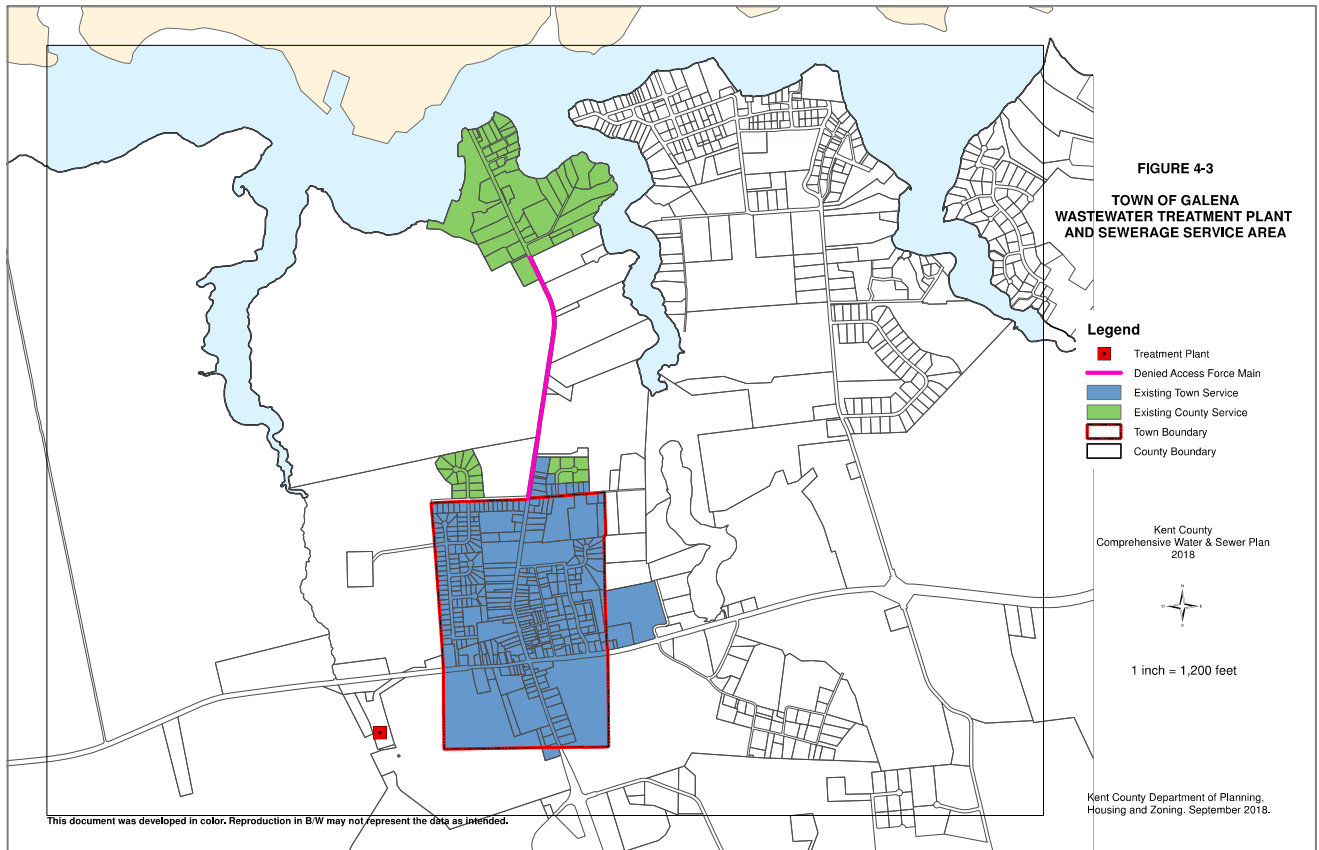


FIGURE 8

Fire and Police Services

Fire protection for the Town and outlying areas is provided by the Galena Volunteer Fire Company established in 1942. The Company's apparatus includes an ambulance, a fireboat, a command vehicle, a wildland/brush truck, two utility vehicles, and the following heavy trucks: a tower truck, a tanker truck, and two engine trucks. The station is located just outside the Town boundary on MD Route 290, and it doubles as a community hall. Police protection is provided by the Maryland State Police and the Kent County Sheriff's Department.

Other Public Buildings

The Town Offices are located at the intersection of Cross and Main Streets. The North County Branch of the Kent County Public Library is at 119 N. Main Street in Dogwood Village.

3. The Comprehensive Plan

This Comprehensive Plan is long-range and general. It provides the organizing framework for more detailed town planning and design. Upon its adoption, development proposals will be evaluated to determine their consistency with this Plan. The Plan is divided into seven sections, plus an implementation section, addressing the required elements for comprehensive plans under the Land Use Article of the Annotated Code of Maryland.

3.1 A Plan for Municipal Growth

Galena has a vital interest in the type, character, and impact of development within and just outside its limits. This municipal growth plan provides the basis for long term infrastructure and facility planning and it signals the potential that the Town may physically expand in a measured and deliberate way over time. Galena will be intentional and purposeful in its decisions about growth and development. It is the intent of this Plan that future growth should advance the Town's improvement, progress, and enhancement--that is, its development as a small town community.

The recommended growth area described in this section encompasses the land beyond the Town's current limits into which Galena may decide to expand in the decades ahead. Municipal expansion occurs when properties are formally incorporated into the municipality through annexation. Only land within the planned growth area is eligible for annexation and development there must be guided by this Plan. This section also recommends future land use within the growth area. It also explores growth alternative projections, evaluates the capacity for new housing, forecasts household levels to 2040, assesses the impact of planned growth on community facilities, and provides recommendations.

Growth: Potential and Planned

In town planning, the household is the "demand unit" considered when contemplating change and its impacts. With a reasonably accurate forecast of households, a town can plan for water and sewerage or future school enrollment for example. As shown in Chapter II, the 2020 U.S. Census recorded a population of 539. The Plan's estimate of households, or occupied housing units, is 234.

Over the long term, since 1950, Galena's resident population has grown slowly, adding 4 persons per year. During the 1990's, the population surged by 236 persons with the development of Briscoe Manor and Dogwood Village. By contrast, during the 1980-1990 and 2010-2020 periods the Town's population decreased. As noted in Section 2.1 while population in Kent County also declined over the past decade, the Maryland Department of Planning projects that Kent County will add 4,292 residents between 2020 and 2040 bringing County population to 23,490 by 2040. This represents an average annual rate of growth of 1 percent.

Alternative Projections

This section describes alternative population projections which establish the bounds within which the Town may grow based on reasonable assumptions. These are 20-year predictions based on trends irrespective of Town policy or planning. Later in this section, a 2040 Forecast is presented. In contrast to the projections, the 2040 Forecast signifies more of a desired outcome based on the goals and recommendations of this Plan. But for now, alternatives are established as described and graphed below.

1. The first projection assumes the Town maintains its historic share of the Kent County population, which is 2.8%, through the year 2040. Under this assumption, the Town's population would grow by 71 residents over 20 years at an average annual rate of 0.62%. In 2040 the population would approximate 610.
2. The second projection assumes the Town would grow at the same rate it did over the 40-year period between 1980 and 2020. Under this assumption, the Town's population would grow by 108 residents over the next 20 years at an average annual rate of 0.92%. In 2040 the population would approximate 647.
3. The third projection assumes the Town would grow at the same rate it did between 2000 and 2020. Under this assumption, the Town's population would grow by 140 residents over the next 20 years at an average annual rate of 1.16% . In 2040 the population would approximate 679.
4. The fourth projection assumes the Town would grow at the same rate it did between 1990 and 2010. Under this assumption, the Town's population would grow by 218 residents over the next 20 years at an average annual rate of 1.71%. In 2040 the population would approximate 757.

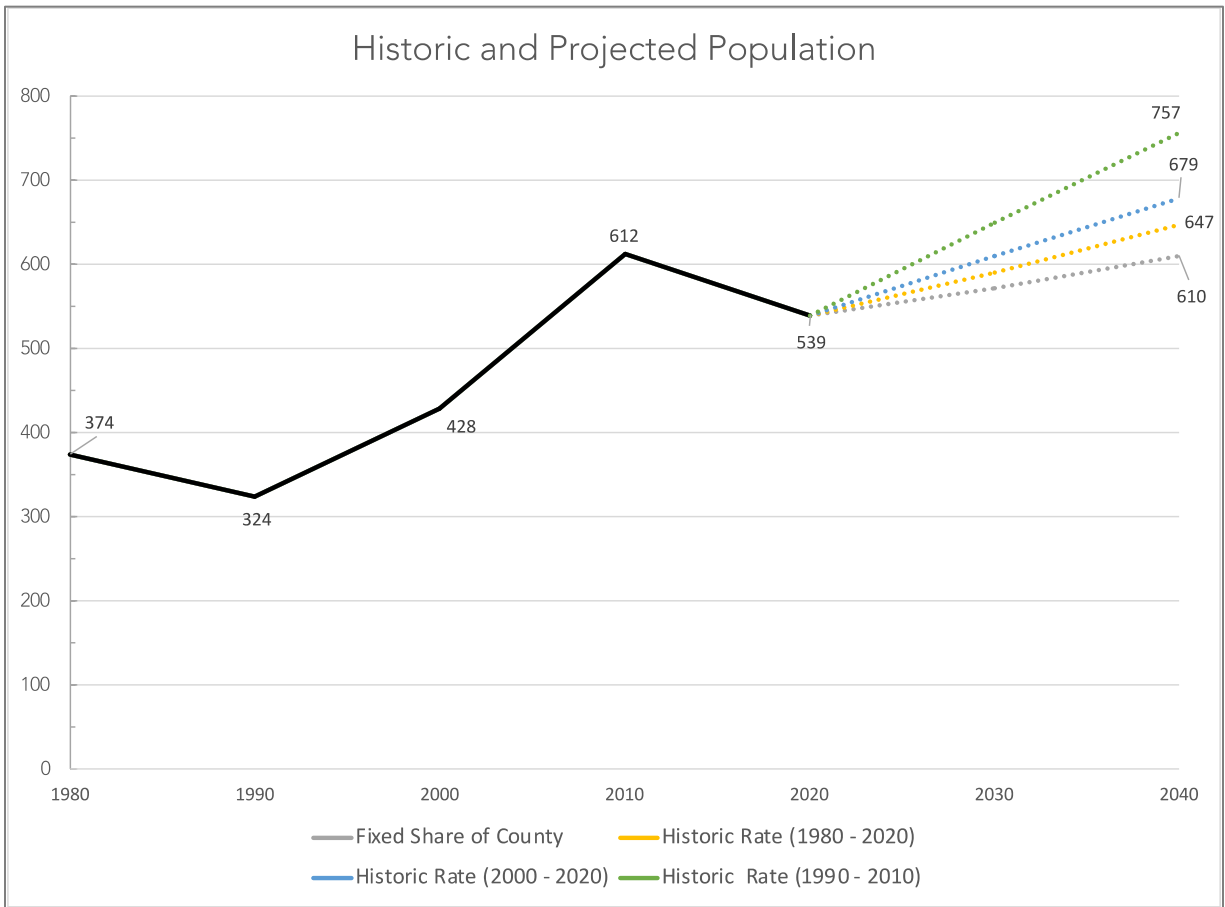


FIGURE 10

Forecast 2040

Considering the amount of developable land adjoining the Town, the available capacities in local public schools and water and sewer facilities, and County and State policies directing growth to the Town, this Plan prepares Galena to accommodate the growth associated with Alternative 4 – that is, about 218 new residents (or about 95 new households) over the next 20 years. Recall that Alternative 4 assumed the growth rate experienced between 1990 and 2010 would be replicated from 2020 to 2040. It is informative to consider that the 1990 to 2010 period was a 20-year stretch of solid growth following a decade of population decline. Like during the 1980’s the Town also lost population over the last decade (2010 – 2020) and it is reasonable to expect that the Town could return to its long term trend of slow and steady growth through the foreseeable future. If the Town were to grow at this rate, its population would approximate 3.2 percent of the County population in 2040, up from its current share of 2.8 percent.

An analysis of the land use plan presented in Section 3.2 provides that the Town’s infill potential is greater than this 2040 Forecast. This means there is enough undeveloped land zoned for residential use to accommodate the 20-year growth of the community. Under this Plan, the Town would have the capacity for 150 new housing units, while the 2040 Forecast provides for about 95 more units.

Impacts of Forecast Growth on Community Facilities

Table 6 below shows the estimated impact of the forecast increase of 95 households on the capacities in local school and other essential public facilities. The table does not account for the potential impact of new households throughout the County in the three school catchment area. It is worth noting that the Kent County Six Year School Facilities Master Plan projects declining or steady enrollments through 2028 and utilization rates well below State rated capacities. As shown in the table, public school and water and sewer facilities would all have substantial remaining capacity in the year 2040 should the Town growth as forecast under this Plan.

TABLE 6

Forecast Growth's Impact on Public Schools and Water and Sewer Capacity in 2040

Community Facility	Capacity	Existing Demand	Projected Increased Demand	Capacity Remaining in 2040	% Utilization in 2040
Schools ¹					
Galena Elementary	432	296	19	117	73%
Kent County Middle	678	380	11	287	58%
Kent County High	1,161	580	14	567	51%
Public Water (gallons per day)	90,000	45,000	24,500	20,500	77%
Public Sewer (gallons per day) ²	80,000	19,240	24,500	36,260	55%

¹The "Projected Increased Demand" (for student enrollment) reflects the following assumed pupil yields for new dwelling units: 0.2 students per unit (for elementary school), 0.1 students per unit (for middle school) and 0.15 students per unit (for high school).

²Only the Town's 80,000 gallons per day share of the 110,000 gpd wastewater treatment plant capacity is used here. The County's share is 30,000 gpd.

Water and sewer capacity would remain in 2040 for non-residential development too. For example, there would be enough water supply capacity for new commercial and institutional uses to accommodate the equivalent demand of 82 dwelling units. Enough sewer capacity would remain in 2040 for the equivalent of 145 dwelling units. Even so, in the later years of the next decade or sooner, if applicable, the Town will need to consider adopting and administering a water and sewer allocation policy as the utilization of these resources approaches 80 percent.

Objectives

1. To grow in a measured way, through deliberate and strategic planning, and to maximize the benefits that accrue to both existing and future residents.

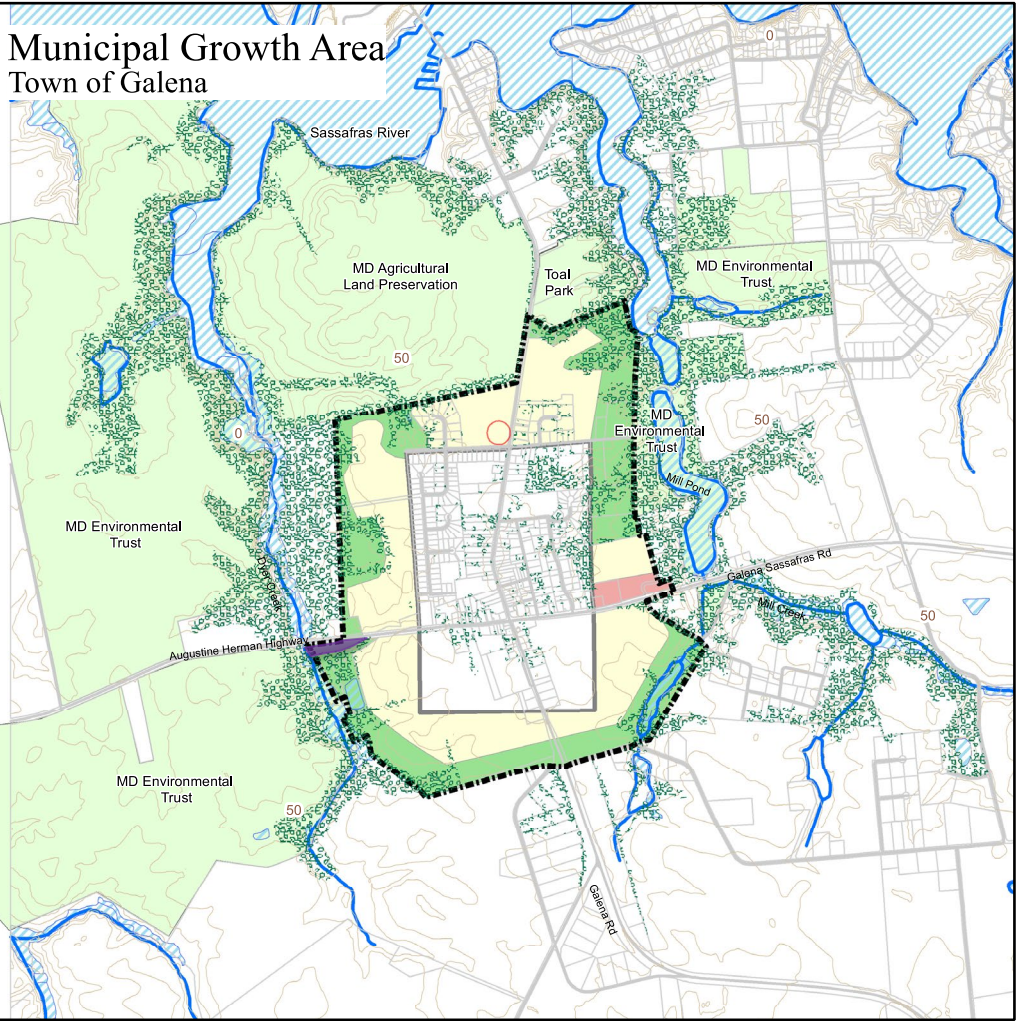
2. To grow only in a manner that assures essential public facilities and infrastructure remain adequately sized and equipped with capacities to deliver exceptional and economical services without compromise to existing residents, institutions, and businesses.
3. Through the physical expansion of the Town, protect, conserve, and even restore where possible natural resource lands, such as forests, floodplains, water recharge areas, and the natural services they provide.
4. Bring about logical extensions of the Town, its streets, infrastructure, parks, and trails, and connect future neighborhoods with those already existing to form a cohesive Galena community.

Designated Growth Area

The designated growth area, which encompasses the 396 acres of land that may be annexed in the future, is shown in Map 4. The map also shows the recommended land uses within the growth area which are described below.

Resource Conservation: Areas designated Resource Conservation encompass parts of the 100-year floodplain associated with Dyer Creek and Mill Creek, and generally all parts of the Critical Area which may become part of the Town. These areas are, to the extent possible, meant to be set aside to perform their essential resource functions, like retaining flood waters and recharging municipal ground water supplies.

Town Residential: The yellow areas on the map indicate areas for new residential neighborhoods or the logical extension of existing neighborhoods where possible. These would primarily be single-family detached houses developed under the Town R-1 zoning district. This zone allows for duplex dwellings too, and institutional uses like day care centers and religious buildings. The Town Residential designation covers approximately 218 acres of land. The build-out of this area could approximate 500 to 550 dwelling units if developed in a pattern like that found along Cedarwood Drive. This estimate of new housing units is meant only as a general guide for long-term planning. It provides a reasonable estimate of development potential if the growth area were to build-out according to the pattern established already within the Town. The capacities of the public water and sewer systems would eventually need to be expanded to accommodate the build-out of the growth area.



Growth Area Recommended Land Use

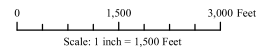
- Commercial
- Resource Conservation
- Town Residential
- Potential for Commercial
- Industrial - Critical Area

- Municipal Growth Area
- Galena Municipal Boundary
-

MAP 4

rea

Map Created: July 8, 2022
 Mapping Data Sourced: Maryland iMap, Maryland Department of Planning, Maryland MDOT, the Chesapeake Conservancy
 Conservation Innovation Center's 1m resolution land cover data, and Kent County.



Commercial: The planned commercial category encompasses the Galena Volunteer Fire Company, existing parcels just east of Town that front MD Route 290, and an area in the northwest quadrant of the Dogwood Drive / N. Main Street intersection which is indicated in the Growth Area Map. The intent of so designating this location is to signal that the Town could consider limited commercial development at this approximate location at a scale and with a character that complements the community-serving businesses now existing on the east side of N. Main Street. In total, about 10 acres of the planned growth area is designated for commercial use.

Guiding Principles for the Growth Area

The complete build-out of the growth area would only occur in the distant future, beyond this Plan's time horizon of 2040. The Town does not want the growth area to develop in an uncoordinated or haphazard way. Mindful of the eventual planned and coordinated development of the growth area, individual development projects must be designed and oriented towards advancing the Town's long-range goals, so Galena expands logically and efficiently. The following principles are intended as guides for how the Town will expand within its growth area.

Land development should occur only through annexation, through the provision of municipal (town) services, and under the Town's land use rules and regulations. All towns have vital interest in the pace, type, character, and impact of development on their periphery and within areas they may expand.

Coordination between the Town and Kent County is essential to achieving the Town's vision as a well-planned community surrounded by natural areas and farmland. This Plan recommends against the subdivision of farmland into large residential lots within the growth area or any new residential development not annexed into the Town, prior to development. To provide optimal conditions for the logical expansion of the Town, this Plan also recommends against farmland preservation within the municipal growth area.

This Plan recommends that the Town and County continue to coordinate in the years ahead concerning land use and development, not just in the Town's planned growth area but also in the area beyond the growth boundary where land use is predominately agricultural. Just beyond the growth boundary, private property owners have preserved considerable acreage through farmland and natural land preservation programs in coordination with Kent County. In combination the public ownership of Toal Park this preserved land creates greater assurance the Town will always have a greenbelt around it.

Natural area should guide the location of future land development within the growth area. In all decisions about development, the underlying resource base should be considered, and natural areas that are at risk of being harmed by development must be protected.

This principle reinforces the idea that environmentally sensitive parts of the growth area are to be protected in perpetuity. As shown previously, the Town and its planned growth area sit between streams that are tributaries to the Sassafras River where floodplains, wooded stream buffers, wetlands, and steep slopes are present. In essence, on the east and west side, the boundaries of the growth area are largely defined by these resource features. It is the Town's policy that development within the growth area not only avoid such areas but be designed in such a

way as to allow for their expansion, such as through the widening of stream buffers, the afforestation of land in close association with existing forests and floodplains, and the avoidance of wetlands and areas of high-water tables.

Development within the growth area must look like it belongs in Galena, support and advance the character of the Town, and be compatible with its surroundings. Development in the growth area must be found capable of providing a lasting benefit to the community, including the conservation of scenic views.

Galena is on the Chesapeake National Scenic Byway (MD Route 213) and elements of its character include rural open spaces, scenic views, small churches, and neighborhoods that are walkable. New development in the growth area will be required to address these elements, to maintain viewsheds where possible, to provide space for institutional uses, to lay out walkable streets, sidewalks, and trails, and to provide high quality parks and open spaces.

The Town and County must strictly review development proposals to ensure the protection of scenic views and to ensure that signage, lighting, and other elements of site development do not distract from the quality of the Scenic Byway. Development and land use activities that are found by the Planning Commission to be sited in a manner that adversely impacts scenic views along MD Route 213 are not consistent with this Plan.

The Town should consider adopting local procedures for the detailed review of annexations by amending the Zoning Ordinance. These procedures, which would need to be consistent with Maryland statutes, could require annexation agreements and that developers submit conceptual development plans for Planning Commission review prior to any public hearing on an annexation. Zoning amendments can further require that there be substantial conformance between site plans or subdivision plats and the earlier concept plans that accompanied annexations. In these ways, the Town can secure optimal development plans and extract strong concessions from developers prior to annexation.

Galena's Rural Buffer and Protecting Sensitive Areas Near Town

Several farms and other properties in the Critical Area form a greenbelt around Galena and its growth boundary. The Town's willingness to accept regional growth is meant to suggest that these outer areas constitute permanent buffers in the landscape and would be off limits to intensive development. Development of private lands under conservation easement, or proposed to be placed under conservation easements, and known sensitive areas should be significantly limited or prohibited.

Owners in these areas will also be urged to participate in any of the various land conservation programs available such as the Maryland Agricultural Land Preservation Foundation (MALPF) farm easement purchase program and the conservation easement programs offered by the Eastern Shore Land Conservancy (ESLC), the Maryland Environmental Trust (MET) and the Maryland Historic Trust (MHT). The MALPF allows rural property owners to derive equity from their lands without developing them in return for placing easements on the property which prohibits or limits development. The ESLC, MET and MHT conservation easement programs provide tax credits and

estate planning benefits to property owners who voluntarily place lands under easements. Properties currently preserved through these means are shown on the Growth Area Map, Map 4.

Financing Infrastructure in the Growth Area

Financing infrastructure and service expansions in the growth area will be governed by the following policies:

- New development will pay its fair-share of the costs associated with community facilities, infrastructure, and transportation improvements.
- Current residents, businesses, and property owners will not be required to fund capital improvements for community facilities, infrastructure, and transportation improvements necessitated by demands solely generated by new development.
- No annexation and development will be approved unless it can be determined that adequate public facilities and infrastructure either already exist or have been planned and funded for construction within a reasonable time in conjunction with the proposed development.
- The timing and phasing of community facilities, infrastructure, and transportation improvements requiring public investment will occur over time in conjunction with coordinated Town and County Capital Improvement Programs. Improvements recommended for areas within the Town and its growth area should receive highest public-sector funding priority.

3.2 A Plan for Land Use

This land use plan focuses on the general pattern and distribution of activities through 2040. A land use plan is not a zoning map, instead it is a guide to the use and development of land, showing the preferred general use of every parcel. A zoning map is more than a guide, it is part of the municipal laws and divides a town into districts, each having its own set of use and development regulations. While a zoning map is not a land use plan, it is required to be consistent with a land use plan.

This new 2040 Plan advances many of the previous plan's recommendations and policies and provides guidance for future land uses and development. Following adoption of this Plan, a new zoning map would be adopted with the aim of implementing the Plan. The land use plan is interrelated with many of the other elements discussed in this report. Some of the ideas and recommendations highlighted here are detailed further in other sections and the land use recommendations for the planned municipal growth area are provided in Section 3.1.

This Plan seeks to support downtown, guide new commercial uses into downtown and along MD Route 290, make the Town a center of economic development within the local region, enhance the potential for the private housing market to deliver a variety of housing types to meet the needs and preferences of residents of different income levels and life stages, expand parks and open spaces, protect the remaining forests in and around the Town to the extent possible, and sustain a small town character.

Galena will absorb a portion of Kent County's household growth and the region's commercial businesses. Over the next two decades, this could happen through new development both within the Town's current boundaries and possibly within the planned growth area. How will this new development be arranged and organized? The answer, is, as it has long been, Galena's existing character and settlement pattern will be the model for future development. Galena will remain a compact community with interconnected neighborhoods, quality open spaces, scenic vistas, and a greenbelt of farms and forests.

Objectives

1. The Town's historic character is protected even as new buildings are built. The design and aesthetic qualities of new buildings and neighborhoods should follow traditional neighborhood characteristics and building forms and be compatible with nearby historic buildings.
2. Within the downtown, foster redevelopment and revitalization and the expansion of commercial and cultural activities that enhance the joy of living in Galena. Downtown will be a vibrant center for the Town and the region.
3. Guide the development of large tracts of land into residential neighborhoods with residential architecture and community design that encourages neighborliness, outdoor recreation, and formal and informal open spaces.

4. New neighborhoods are only developed with thoughtful attention to residential amenities such as walking trails, parks, and open spaces, and are undertaken in compact arrangements at densities that can cost-effectively be served by public facilities and services.

Recommendations

Map 5, Future Land Use, shows the land use plan for the Town through 2040. It is the main guide to Galena's growth and development. The land use classifications and their purposes are discussed below.

Open Space: Areas planned for Open Space include improved parks and private outdoor recreational areas. The designation signals the Town's intention that lands so designated remain in open space through 2040.

Resource Residential: The light green on Map 5 identifies areas where the preservation of open space is essential and allowing for residential use is of secondary importance. This Plan recommends therefore that if such areas develop in residential use, density should not exceed 1.5 units gross per acre and the housing units be clustered together to preserve open space. A standard for this type of development is currently not provided for in the Town zoning Ordinance.

For lands with this use designation, the Plan strongly recommends that the Subdivision Regulations be amended to require clustering of new houses on smaller lots to preserve natural areas, expand existing forests, manage stormwater, and reduce area devoted to streets.

Town Residential: The yellow shading on Map 5 indicates areas planned for, or to remain in, a medium density residential use—that is, Town Residential. The primary purpose is to ensure space within the Town for future neighborhoods. As shown, the main undeveloped tracts of land recommended for future residential use are located to the south of Town. These are close and readily accessible to downtown.

As a general guide, the optimal net density of new residential would approximate three to four housing units per acre¹⁰. However, housing types allowed would include single-family detached houses and other detached housing types, such as duplexes that are architecturally compatible in scale and design with single family houses. The character, density of houses, or patterns of development in neighborhoods already developed in residential use either, at medium or lower densities, are not intended to change; these should be conserved and protected.

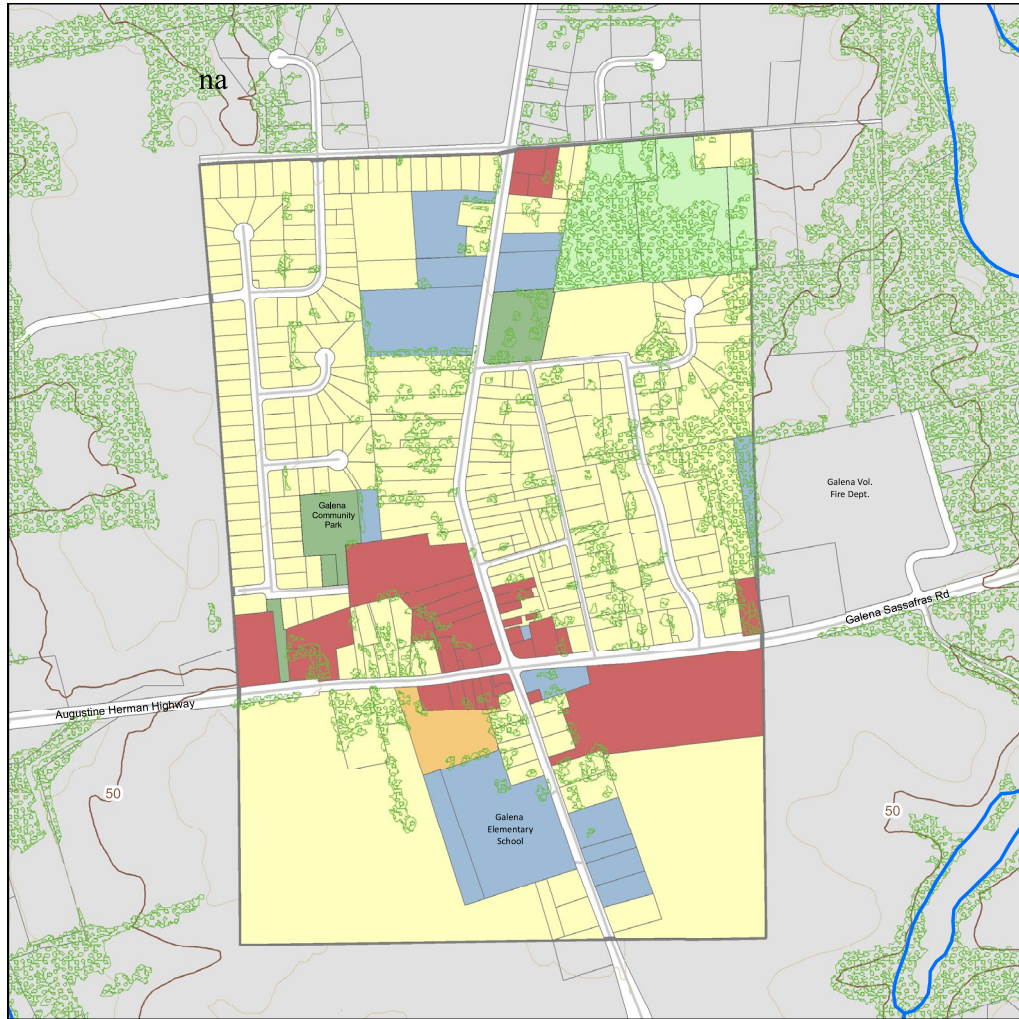
The recommended exception to the above stated rule about uses in future residential area would be cottage housing communities, which are master planned communities of small houses whose residents may share common open spaces and parking lots. A cottage housing project could meet a bona fide public purpose or need such as housing for low-income residents or seniors and could only be developed under strict standards related to compatibility, density, and ownership and maintenance of common areas.

¹⁰ Net density is expressed in housing units per developable acre. It is calculated once the overall acreage is reduced to account for land that either cannot be developed because of environmental constraints or must be set-aside for major open spaces and other non-residential uses.

Institutional: This designation signals the Plan's intent that institutional uses remain the preferred use on those properties so designated. The Plan also supports the development of institutional uses such as places of worship, schools, nursing homes, and day care centers in certain residential and commercial areas as presently permitted by the Zoning.

Commercial: Recommended commercial areas are clustered in downtown and MD Route 290 / Cross Street. As the Town considers updating the Zoning Ordinance following adoption of this Plan it will consider the full list of permitted uses and conditions of development approval that are presently provided for in the downtown area. It will evaluate whether each use can practically be developed in a manner that is compatible with the character of downtown. Future potential uses, with potential to disrupt the historic pattern of downtown Galena should be limited to areas outside of downtown, while uses that presently exist in downtown could be grandfathered. The Plan also encourages:

- Development and/or adaptive reuse of existing buildings for more dining and entertainment uses, including a brewery or brew pub.
- Creating or coordinating with a private developer to create a waterpark which could serve as a recreational amenity for Town residents and or visitors in the region.



MAP 5

3.3 A Plan for Natural Resources

As discussed in Section 2.3, there are no sensitive environmental areas within the Town's current boundaries and no part of the Chesapeake Bay Critical Areas is within the Town. However, because the Town is situated in a narrow band between two tributary streams to the Sassafras River, future growth may encounter sensitive areas such as stream buffers, floodplains, and wetlands. Section 3.1, Municipal Growth calls for protecting natural areas as the Town grows and Section 3.4 provides recommendations specifically related to water resources.

Even though there are no sensitive areas within Town limits now, land use and development can still impact the environment. For example, the remaining forests east of MD Route 213 are within the drainage area of Mill Creek and help protect the quality of that stream. Land use and development must be carefully done to protect natural resources.

Objectives

1. Preserve and protect sensitive environmental features and the local land and water based resources and the roles they play in Galena and its growth area.
2. Protect the trees in Town and increase the overall amount of forest cover with special attention to parks, along streets, and on development sites.
3. Promote energy efficiency and green building and development practices.

Recommendations

Incorporate Low Impact Development into Development Plans

Low Impact Development (LID) uses the natural environment and non-structural stormwater management systems to manage stormwater at its source. LID approaches include preserving the natural landscape and restoring natural features as part of development. This approach seeks to minimize impervious surfaces and to use bio-retention, rain gardens, vegetated rooftops, rain barrels, and permeable pavements.

A Town Forestry Program

Institute a continuous tree planting and maintenance program aimed at increasing tree coverage town-wide by (1) planting street trees, (2) requiring a minimum amount of tree coverage on new lots at time of subdivision approval, (3) encouraging the voluntary planting of native species trees on existing lots, (4) encouraging property owners to conserve wooded areas to the extent possible, and (5) growing local forests through strict enforcement of the Town's Forest Conservation Ordinance. Galena's forest cover currently approximates 24.2 acres exclusive of street trees and stand-alone trees or small pockets.

The Town is filled with large trees distributed throughout the community and there are linear borders of Flowering Dogwood trees (*Cornus florida*). A source of local beauty and community pride, the Flowering Dogwood is a small to mid-size tree native to our region which flowers in early spring. Their care and maintenance is an important part of the Town's identity.

Implement the Galena Forest Conservation Ordinance

The Town administers a Forest Conservation Ordinance, Chapter 84 of the Town Code. The Ordinance applies to development projects and land subdivisions on sites 40,000 square feet in size and larger. It generally requires applicants for development approval to minimize forest removal by retaining existing trees where possible and to mitigate removal of forested areas by planting new trees or preserving designated forested reserves.

This Plan strongly advises in favor of techniques that minimize the clearing of forests to the extent possible. Protecting existing trees on a proposed development site and planting new forests within Town limits are the optimal means for implementing the Forest Conservation Ordinance. Also, the Town should consider updating the Forest Conservation Ordinance to keep it current with zoning district mapping so that it remains applicable town-wide. For example, at present, the requirements for afforestation (planting new trees) are only applicable in the R-1, R-2, and C-1 zoning districts.

Encourage Green Building and Site Planning Techniques

Architectural and land planning techniques that place less stress on infrastructure, create healthier working and living environments, lower operating costs and enhance the reliability of structures are welcome in Galena. The Town will consider adopting a set of guidelines to inform and incentivize applicants for development approval such as the following:

- Using energy efficient site lighting and street lighting fixtures such as LED lamps for energy efficiency and long lamp life.
- Roadway and parking lot construction accomplished using recycled aggregates and base materials when acceptable materials meeting the required physical properties of the design engineer are locally available.
- The HVAC systems in building(s) to be high-efficiency units, not just the minimum SEER ratings set forth in federal standards.
- Water-saving plumbing fixtures for use in buildings.
- Building roofing materials selected for energy efficiency and to minimize the heat island effect of dark roof coverings.
- Building finish materials for use that have high-recycled content where possible and low VOC (Volatile Organic Compound) paints and finishes.

- Employing Maryland Registered Landscape Architects and Professional Engineers with innovative experience in stormwater infiltration, bio-retention, and open channel conveyance, using as little conventional piped conveyance as possible. Using these and other innovative approaches, groundwater recharge and stormwater pretreatment can be satisfied in environmentally friendly and aesthetically pleasing ways.

Protect Open Vistas to the Extent Possible

Developing the Town in a way that protects Galena's rural character and land resources means seeking to preserve open vistas of farm and forest lands where possible. In the big picture, by accommodating new neighborhood or commercial growth within Town limits and within the planned growth area, Galena will be doing its part to protect farmland. The Town can also help retain the existing open space feel and scenic vistas by making the preservation of vistas a central consideration of subdivision and site plan review. Areas in Town and the growth area can develop in ways that protect, in perpetuity, many of the views from the Town's major streets out into the rural landscape. This plan recommends that the Zoning Ordinance be amended to include standards for the documentation and preservation of vistas and viewsheds.

3.4 A Plan for Water Resources

This section of the Plan identifies drinking water and other water resources adequate for the needs of the Town's existing and future development. The essential purpose is to ensure that the future land use plan is balanced with the opportunities and limitations presented by local and regional water resources. This Plan emphasizes (1) ensuring adequate and safe drinking water for future generations and (2) improving water quality in the Sassafras River Watershed and by extension in the Chesapeake Bay, as Galena grows. This section synthesizes data and analyses from and coordinates with the recommendations of the Kent County Comprehensive Plan and the Kent County Comprehensive Water and Sewer Plan¹¹.

Drinking Water: The Town's water system supply and capacity, both existing and planned, are described elsewhere in this report. For the purposes of summarizing that information, please note the following. Public water is supplied by two deep wells into the Patapsco Aquifer. The only treatment needed upon withdrawal is chlorination. The Kent County Comprehensive Plan documents the broad availability of water in the aquifers underlying Kent County.

¹¹ Other source of relevant information include [Total Maximum Daily Loads of Phosphorus for the Sassafras River](#), Feb. 2002; [Total Maximum Daily Loads of Polychlorinated Biphenyls in the Sassafras River, Oligohaline Segment](#), March 3, 2011 Version; [Kent County Phase II Watershed Implementation Plan](#); and [Sassafras River Watershed Action Plan](#), 2010, the Sassafras River Association in Partnership with Center for Watershed Protection.

The Town is permitted to withdraw 90,000 gallons per day (gpd). The daily usage is 45,000 gpd, leaving a remaining capacity of 45,000 gpd, which is equivalent to that needed for another 180 dwelling units. Water is stored in two elevated tanks of 100,000 and 60,000 gallon capacity. By 2040, the growth anticipated by this Plan is expected to increase the percent utilization of available water capacity from 50 percent to almost 80 percent. The Town does not have a source water protection study or wellhead protection ordinance.

Area Water Quality: Chesapeake Bay water pollution is primarily caused by over enrichment, or loading, of nutrients, mainly phosphorus and nitrogen. Within the Sassafras River Watershed, these nutrients primarily enter the water through runoff from farm fields and agricultural operations as the use of land for agriculture represents 45.9 percent of the entire watershed¹². In Kent County septic systems, wastewater treatment plant discharges to rivers and streams, and runoff from streets and lots also contribute nutrients, but much less so. The County's Watershed Implementation Plan targets reductions in pollutant loadings for each of these sources with the greatest reductions expected from the agricultural component. This section of the Plan focusses on the Town's contribution to improving water quality through land use and the management of stormwater.

The Kent County Comprehensive Plan incorporates State prepared projections of growth and nutrient loadings for the County through the year 2040¹³. This 2040 planning horizon coincides with the 20-year horizon of this Town Plan. A central tenant of the County's Plan is that development be directed to areas served with public water and sewer disposal systems, thus, to places like Galena. As a matter of Town policy, no development in Galena or its growth area will be possible without connecting to municipal wastewater treatment and adhering to modern stormwater management regulations.

As documented in Section 2.7, the Town's wastewater treatment plant (WWTP) became rated for Enhanced Nutrient Removal (ENR) in 2018. It discharges to Dyer Creek and there are no other receiving waters identified or intended to be used by the Town for WWTP discharge¹⁴. The plant's ENR technology allows for a high level of wastewater treatment before discharge. This, along with overall improvements and modernization of the facility, has reduced the overall discharge of nutrients into the Dyer Creek, the Sassafras River, and the Bay. The Town's 20-year anticipated growth in wastewater treatment demand, of under 25,000 gpd, would have negligible impact to area water quality.

As for non-point sources of water pollution—that is, the runoff of rainwater from streets, buildings, and lots—the management of stormwater to State standards is a requirement for zoning permit approval within Town. Development often changes the grade and natural drainage of the land and introduces impervious surfaces like buildings, parking lots, and streets which can negatively impact the quality of area streams if stormwater is not properly managed. This happens when stormwater (runoff) carries sediments and nutrients. At its heart, stormwater management is about interconnecting development to underlying natural systems, ideally in a way that mimics natural processes.

The Town's stormwater management regulations are aimed at runoff reduction practices that direct stormwater to infiltrate into the soil, just like it would if the land were forested. The practices, which include rain gardens, rain barrels, cisterns, green roofs, open vegetated swales, in combination with good site planning are called

¹² As of 2011 per the Sassafras River PCB TMDL report by the Maryland Department of the Environment.

¹³ Maryland Department of Planning (MDP) Land Use Change Model 2016 and nutrient loading projections by MDP and the Maryland Department of the Environment.

¹⁴ The County's tributary Strategy for the Sassafras Watershed established limits for nitrogen and phosphorus at 1,339 lbs/year and 101 lbs/year, respectively.

environmental site design (ESD). The Town's Stormwater Management Ordinance requires that ESD be used to the maximum extent practicable.

Objectives

1. Maintain a safe and adequate water supply and adequate wastewater treatment capacity to serve planned growth.
2. Contribute to the protection and improvement of water quality of the Sassafras River by implementing policies in coordination with the Kent County Watershed Improvement Plan.
3. Limit the impact of stormwater runoff through land use policies and the thoughtful and strict application of the Galena Stormwater Management Ordinance.

Recommendations

Wellhead / Source Water Protection

To optimally protect underlying water sources, the Plan recommends that the Town prepare a source water protection plan or coordinate with Kent County when it undertakes such a plan¹⁵. Also important for the Town is adopting a municipal wellhead protection ordinance which could designate protection zones encompassing source water areas and regulate land uses activities to reduce the risk of contamination. The Maryland Department of the Environment has published a model ordinance which the Town could readily customize and adopt. The other aspect of wellhead protection is to mitigate, to the extent possible, any identified contamination sources, which would be identified in the recommended source water protection plan.

Ensure Abandoned Wells are Closed

Coordinate with the Kent County Department of Environmental Health and the State of Maryland to document all abandoned wells and ensure they are properly and permanently sealed to prevent the potential for pollutants to enter the Town's water supply.

Protect Remaining Forest Areas and Steep Slopes

Forests left in a natural condition are optimally suited to protect water quality both surface water and groundwater reserves. To the extent possible the Town should work to prevent them from being cleared, graded,

¹⁵ The adopted 2018 Kent County Comprehensive Plan recommends undertaking a county source water protection plan.

and developed. Certain parts of the planned growth area are currently forested, and the Plan recommends that if these areas do develop, they develop in a manner that prevents mass grading and preserves as much forest as possible.

Committing to Modern Stormwater Management

Development and redevelopment under modern stormwater management regulations can generally improve the quality and reduce the quantity of runoff. The Town will continue to enforce its stormwater management regulations. In the early or conceptual parts of site development, the Town will guide applicants to use low impact development (LID) and ESD which is required by Town Code. Low impact development is described in Section 3.2.

ESD techniques optimize the conservation of natural features, minimize impervious surfaces, slow runoff to maintain discharge timing and increase infiltration and evapotranspiration, and use other nonstructural practices or innovative technologies approved by the Maryland Department of the Environment. Very importantly, ESD emphasizes early planning of a site, where the natural conditions can inform site design so that key elements of the site are identified, preserved, and integrated into stormwater management. This means that the Planning Commission must be professionally guided in the deliberate review of conceptual stormwater plans as part of its work to review and approve development plans.

Minimize New Impervious Surfaces

Over the next 20 years, as development takes place the Town will aim to minimize the amount of new impervious surface area created. This Plan recommends that Galena consider ways of reducing the amount of impervious coverage associated with land development. In this regard, the Town could consider allowing narrower street widths, reducing parking requirements, requiring pervious sidewalk materials where practical, and encouraging optimal subdivision design. For instance, the clustering of houses on smaller lots can reduce the length of both public streets and private driveways. Other ways that can be considered to reduce impervious coverage include reducing parking requirements, requiring pervious materials for parking lots, prioritizing the use of pervious materials in parks, and incentivizing the use of green roofs and the removal of unused lot coverage. Lastly the Town should consider substantially upgrading its lot coverage and on-lot open spaces standards, which presently set the required open space at 10% on most residential lots and 0% on commercial and institutional lots.

Implementation: Sassafra River Watershed Action Plan and Galena's Sustainable Action Plan

While the Sassafra River Watershed Action Plan, discussed is over 10 years old, many of its recommendations pertaining to Galena are still valid and actionable. These include neighborhood improvements such as retrofitting cul-de-sacs with bio-retention facilities and working with homeowners to promote Bay friendly landscaping, more tree planting, and best practice like directing rooftop runoff to rain gardens where it can infiltrate into the soil rather than run off to the street. In 2018 the Town prepared a Sustainable Action Plan that recommended residential-scale practices like rain gardens and rain barrels. This more focused plan overlaps with the Sassafra River Watershed Action Plan and the Town is implementing both¹⁶.

¹⁶ It is currently coordinating with the Eastern Shore non-profit ShoreRivers to add bioswales at the Galena Community Park and is presently seeking grant fundings to implement a concept plan for best management practices along Division Street, the connector between Phelps Streets and MD Route 213. The Town's concept plan was prepared with funding from the Chesapeake Bay Trust in 2021 under the Green Streets, Green Jobs, Green Towns grant program.

3.5 A Plan for Housing

Objectives

1. Encourage a variety of housing types in Galena to ensure there are affordable options to meet the housing needs of the people that make up the Galena community.
2. Remain flexible to accommodate changing housing needs over time in relation to both the production of new housing and the preservation and repurposing of existing units especially considering the aging trends in area population.



Recommendations

The recommendations here balance the goal of promoting overall housing affordability with the goal of maintaining the Town’s primarily single-family character. The Town of Galena, Kent County, and the State of Maryland Department of Housing and Community Development could benefit from ongoing coordination over the next 20 years to address housing.

Encourage Compatible Housing Types

As noted in Section 2.7, current zoning allows single-family houses, duplexes, and apartments above commercial uses. Duplexes are permitted on the same sized lot (9,000 sq. ft.) as single-family houses which allows the housing market to respond, without further zoning regulations, with more affordable options that do not change Town character. As shown in Figure 11, duplexes can be compatible with single-family homes and in fact nearly indistinguishable¹⁷.



FIGURE 11

In fact, both duplexes and accessory apartments can be delivered without

¹⁷ Credit. The source of these photos and the outline of housing types herein is Opticos Design, “Missing Middle Housing” which is available at www.missingmiddlehousing.com.

new land development, and both are compatible within all residential neighborhoods. Currently Town zoning prohibits accessory apartments in residential districts, but the Town could consider adopting basic zoning standards under which they would be allowed.

The Town could also consider allowing buildings with three or four housing units (triplexes and quad-plexes) within the C-1 commercial districts (See Figure 12). This is a smaller-scale form of multifamily housing that can fit harmoniously within the downtown area and in association with businesses. Like with accessory dwelling units, a zoning amendment would be needed. Such an amendment would contribute to the historic qualities of downtown Galena and support a more walkable community.

FIGURE 12

Finally, the Town could incentivize private developers to provide units that are affordable within future market rate housing developments (such as duplexes or tri-plexes) and require a variety of such housing types as a condition of annexation.

Support Low Income Affordable Housing

Over the long term, in coordination with Kent County, the Town could consider coordinating with private low-income tax credit developers to facilitate the development of housing meeting the needs of residents with incomes that place them below 60% of area median household income. However, the Town is already home to Briscoe Manor housing community consisting of 31 housing units and the Town's capacity to support this level of additional multifamily development is limited by water and sewer availability which are necessary to support the planned growth of housing types and businesses that fit the historic fabric of Galena.

Coordinate with the County and other Towns on an Inter-generational Housing

Towns that are intergenerational will have housing and social options that allow older adults and young people and families to mix within neighborhoods. Because workable solutions to any important and complex goal requires focused long-term community attention, the Town might consider sponsoring a Countywide citizen committee to study and recommend approaches for addressing existing and future housing needs for middle- and lower-income seniors especially.

The committee can suggest ways towns and the County might facilitate senior housing and aging in place within existing neighborhoods, rather than only through potential development of retirement complexes. Options might include repurposing larger houses into small senior living and care arrangements, co-housing options where seniors share expenses, and promoting architecture and universal design principles in new or rehabilitated housing to make it easier for seniors to live at home in Galena.

Efforts to promote new senior housing within existing neighborhoods could be investigated and adopted if found workable. A citizen committee could also work to understand the full scope of the needs of older residents in Kent County, like the availability of specialized local medical care, shopping, community events, social interaction, transportation, and recreation. Absent innovations in senior housing, both middle- and lower-income senior citizens may increasingly find housing difficult to afford as retirement savings fall short of high housing and long-term care costs. The Town zoning code may need to become more flexible to accommodate senior housing.

3.6 A Plan for Transportation

This section addresses future access and circulation needs and existing areas of concern. Existing streets will need to be improved and new streets constructed over time to support the Town's planned and gradual growth and expansion. Map 12 shows the planned street system. This section also includes a recommended trail network map.

Objectives

1. Minimize the impact of destination and through traffic on the community.
2. Residents of all stages of life and abilities have the freedom to move about Town and be active participants in the business, cultural, and civic life of Galena without unnecessary transportation obstacles. Safe, convenient, and continuous access by walking throughout Town is ensured.
3. As the Town develops, neighborhoods will be interconnected, and the logical extension of existing and planned streets and trails will be made.
4. Insist on high quality street design that provides ample space for street trees and sidewalks.

Recommendations

Major Through Streets Fitted to the Town's Character and Heritage

This Plan embraces traffic calming on the three primary streets – MD Routes 213, 313, and 290 at the approach and through Town. Traffic calming does not rely only on traffic speed enforcement; in Galena it could include targeted roadway design changes to bring travel speeds into alignment with the small town character and the Town's desire to elevate the importance of walkability. The highest priority for traffic calming is along MD 313 (S. Main Street) approaching and along the frontage of Galena Elementary School. Here are the essential elements:

- The slowing of traffic speeds to ensure a safe and pleasant pedestrian experience.
- Quality and coordinated signage to direct visitors to the Town's businesses, institutions activity, and recreational assets.
- Enhanced pedestrian safety, along the streets, at intersections, and through major crosswalks and walkways over commercial driveway entrances.
- Street trees that can shade sidewalks and create seasonable beauty and a sense of change throughout the year.
- Coordinated intersection spacing and a reduction of driveway connections where possible to provide a more seamless curb line and sidewalk grade.

Use the Town Transportation Map to Guide Streets Development

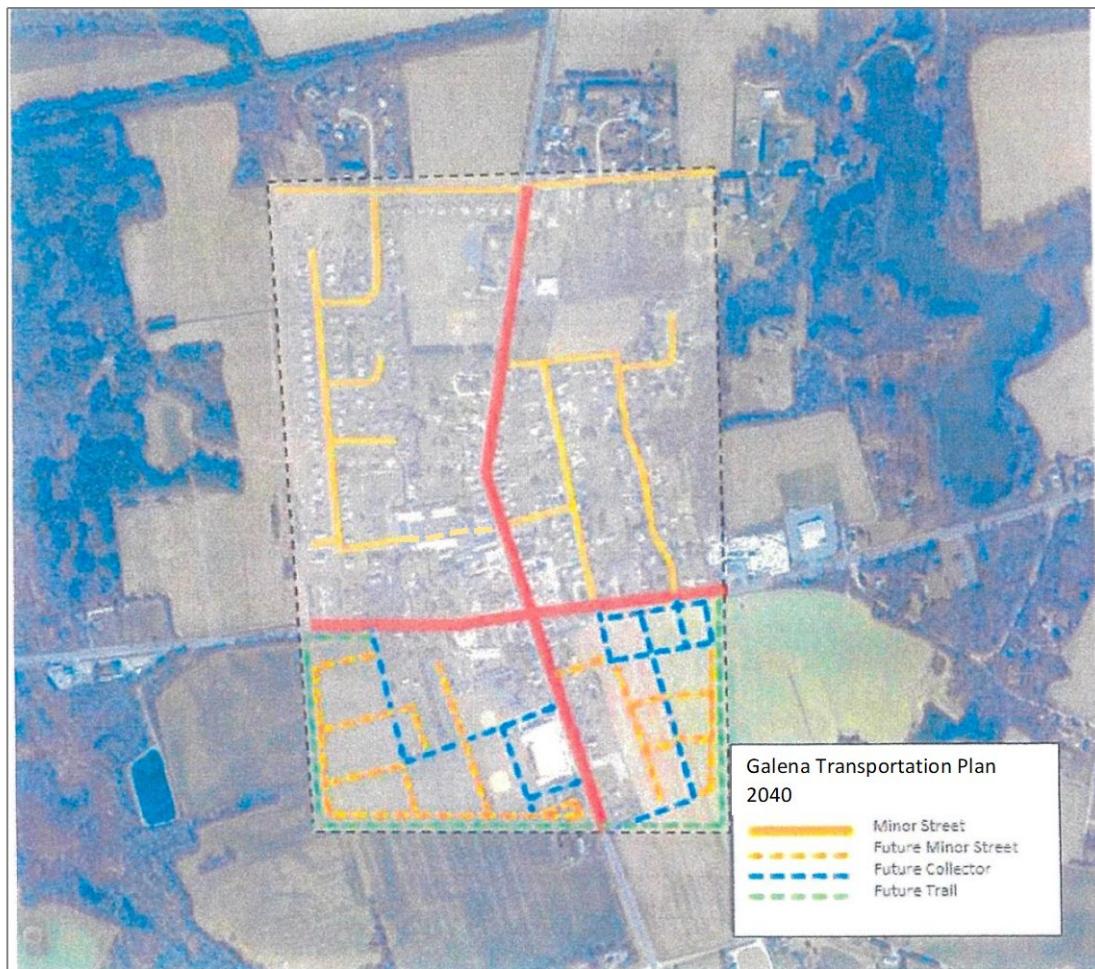
Figure 13 presented below is Appendix H in the Zoning Ordinance and reflects the intended location of streets by type. It is a regulatory plan, meaning it is set forth in the Zoning Ordinance to direct land developers in locating,

aligning, and designing future streets which would be dedicated to Galena as public streets. The figure also provides for the intended function of each existing and planned street.

Section 45 of the Zoning Ordinance provides standards for inter-connecting streets, establishing the length of blocks, and prohibiting dead end streets. It also establishes the design speeds, street widths, and the spacing of street lights. This Comprehensive Plan extends the applicability of Appendix H in the Zoning Ordinance to the year 2040. Future development should be arranged to support implementing this street plan through thoughtful subdivision design to extend existing and planned streets into the growth area to reinforce Galena’s planned modified grid.

Build a Trail Network

The Town already has a start on a town-wide public trail network. Current priorities include extending the walkways along MD Route 290 east to Olivet, and along MD 213 north from Mill Street to Toal Park and from Toal



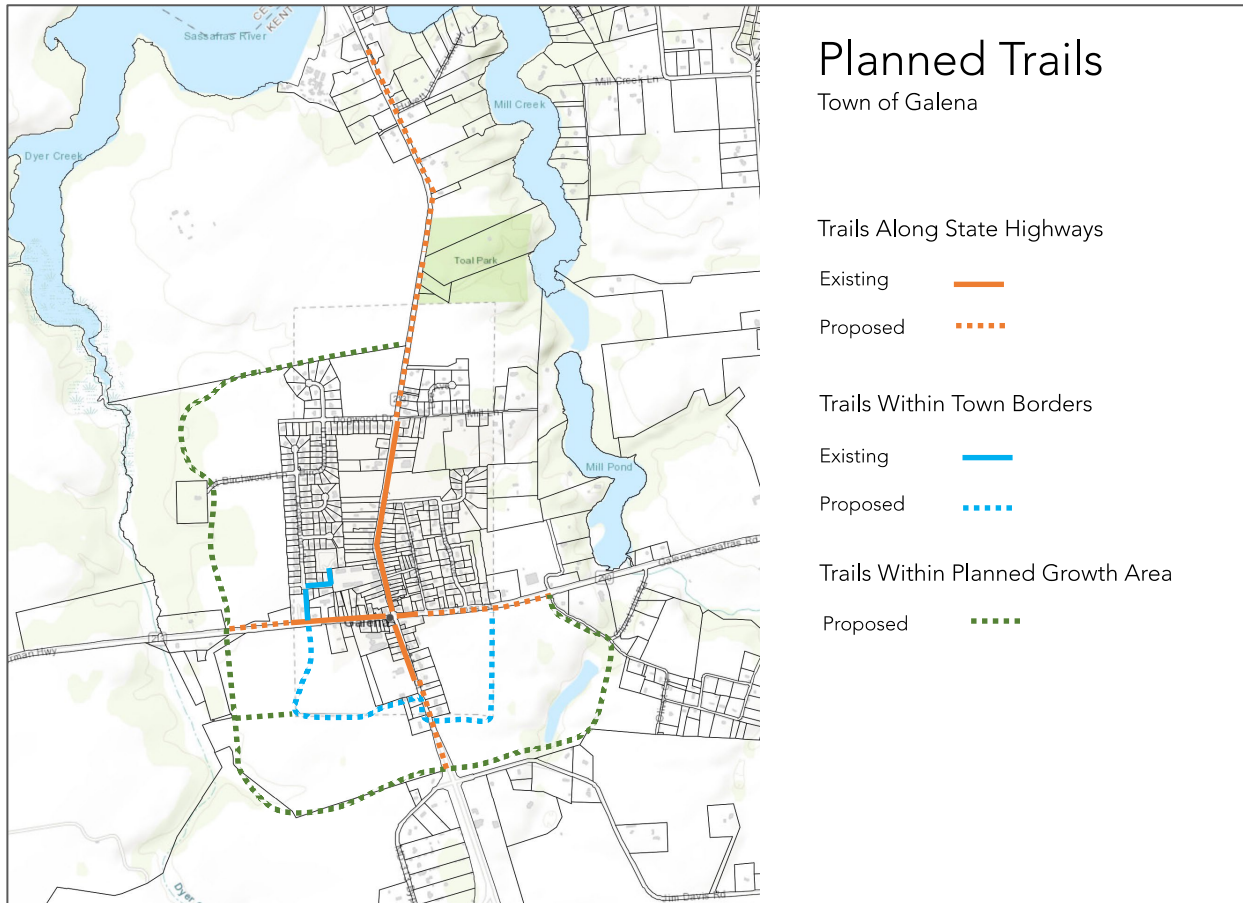
Park to Georgetown. The Exhibit below shows the recommended long-term plan for trails. For the trails in the

FIGURE 14

Town's future infill and growth area, the Town should require developers to build and dedicate them along with ample access and maintenance easements.

Promote interconnections in site design

The Plan recommends that as commercial lots are formed and developed care be taken to ensure that inter-parcel connections are provided for customers and service deliveries. This is especially important along the Main and



Cross Streets where new commercial uses may be proposed. This can allow customers to park just once to visit multiple shops and to circulate through business areas without undue turning movements onto and from these major streets. This policy can be advanced by requiring commercial service drives, shared driveways, shared parking lots, and interconnected sidewalks.

Coordinate with Delmarva Community Transit

Delmarva Community Transit is the public transportation provider in Dorchester, Talbot, Kent, and Caroline counties. It presently operates a fleet of 50 busses that provide service six days a week to the public over fixed routes. None of the routes presently serve Galena but Delmarva Community Transit in coordination with Queen Anne's County does provide a demand responsive bus which is available in Kent County and Galena. This Plan recommends that the Town coordinate with Kent County and the

communities served by Delmarva Community Transit and explore options to enhance transit services as needed.

3.7 A Plan for Community Facilities

Ensuring adequacy of and planning for the expansion of the Town's community facilities is essential to responsible governing. Community facilities include water and sewer, police, fire, schools, and parks. Section 3.1 discusses the impacts that planned growth will have on the Town's facilities through 2040 and notes that the capacity of municipal water and sewer facilities will be adequate to serve Town needs. The Town's basic goal with respect to community facilities is that they be maintained and managed such that they remain equipped to deliver exceptional service to residents, institutions, and businesses.

Objectives

1. Protect and enhance the community's investments in infrastructure by thorough advance planning and continuous maintenance.
2. Maintain the quality of community facilities and services at a level desired by Town residents.
3. Ensure infrastructure plans are balanced with the ability of residents and property owners to absorb the costs.
4. Ensure that future annexations expand community facilities as needed, as a condition for annexation.
5. Use growth management tools as needed to ensure levels of service are maintained as development occurs.

Recommendations

Prepare and Maintain Water and Sewer Allocation Plans

While capacities within the wastewater treatment plant and sewerage system are more than adequate to serve the Town's current users and planned growth, the Town should maintain a program for allocating future connections and regularly review and update it as needed. The same applies to the municipal water system; the use of public water may approach 80% of available supply by 2040 and if so, the Town must then adopt an allocation policy. Allocation plans are important long-term tools for balancing growth against available capacities. Over the next 20 years lands within the growth area will be eligible for annexation so having a firm and enduring

allocation policy will help the Town decide the conditions it would require of landowners/developers seeking annexation.

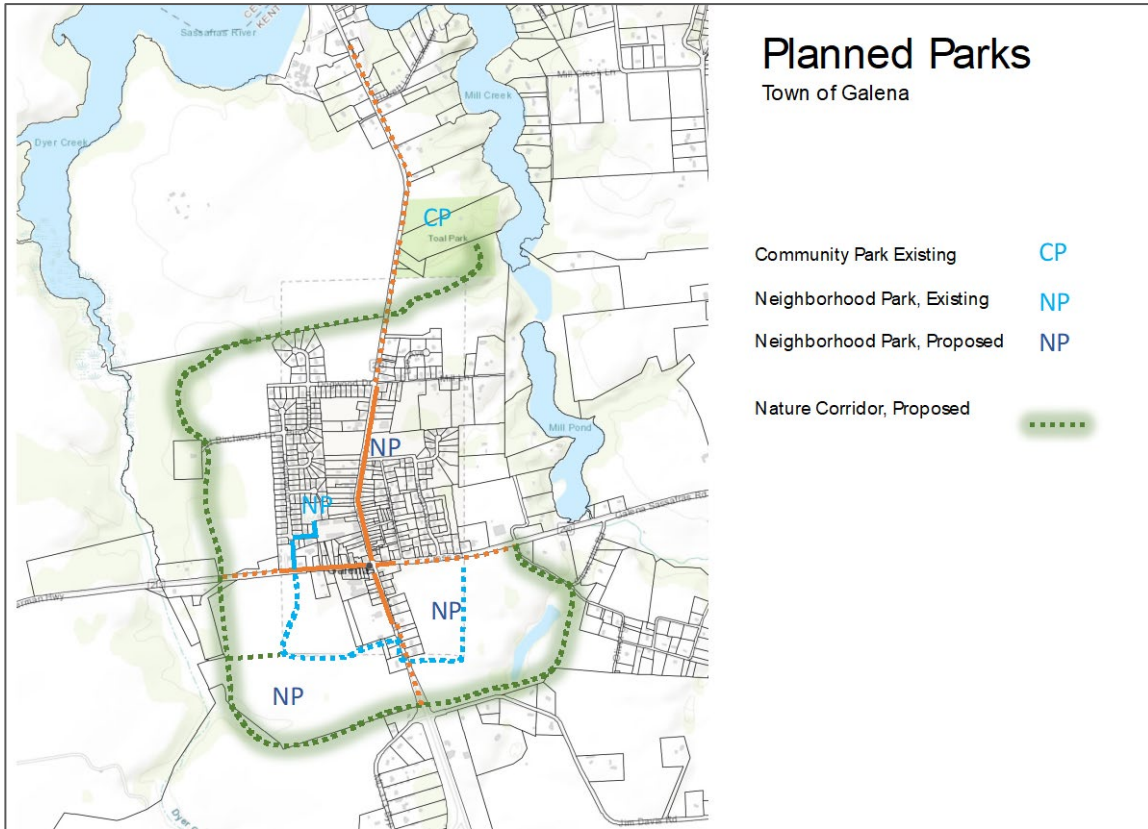
Annexation Petitioners Expand Community Facilities

The Town will use a team approach involving public works, town planning, engineering, and law to assess annexations to ensure that all required community facilities are addressed by the developer. The growth area includes large tracts of land whose owners are eligible to petition the Town to be annexed. The Town will strategically use annexation agreements and guide the timing and pace of annexations to ensure that public facilities are upgraded and improved by developers seeking annexation.

Create a system of Inter-Connected Parks and Trails

The proposed recreational trail network is shown in Section 3. 6. That network is shown again here in Figure 15, but this time with a proposed parkland element. This Plan proposes the development of a small neighborhood park of about two acres in size south of E. Cross Street. It would be created and dedicated to Galena upon the approved subdivision of the tract of land there. The Plan also envision a park on N. Main Street, which would be a community gathering place for special events and festivals. Absent some development or subdivision proposal for the land, the use of the land as a park or community gathering place would depend on the voluntary cooperation of the property owner. However, should the land ever be proposed for a residential development, a park at this location could be dedicated as an open space to the Town of Galena. Within the larger growth area, the Town's park system could be expanded with the addition of another neighborhood park south of W. Cross Street and a linear park or nature / recreational corridor around the perimeter of the Towns' designated growth area as shown on the exhibit below.

FIGURE 15



Support Residential Development Consistent with this Plan

Local rate payers shoulder much of the burden for upgrading, modernizing, and operating municipal wastewater and drinking water systems. Costs increase over time and focused management is needed to operate infrastructure efficiently and cost-effectively over the long term. In small communities there are fewer rate payers to share these costs so promoting sound and thoughtful new development can provide monetary relief to existing rate payers. New development also increases the assessable tax base and, provided a town remains conservative in its provision of services and conducts competent development plan review and inspections of streets, water mains, sewer mains, etc., then new development can readily improve fiscal conditions and be absorbed without undue added municipal costs.

Work to Sustain the Galena Elementary School

Galena Elementary School is an important institution and asset for the Galena community. Having an elementary school within the Town adds to quality of life for residents. So, it needs to be mentioned that the school is

operating now near 68 percent of its State rated capacity. Planned residential growth in the Town will help ensure the long term viability of the local school by helping to ensure a pipeline of enrollment. The modest residential growth anticipated by this Plan over the next two decades would still leave the school operating at less than 75% of its capacity in 2040.

Through coordination between Kent County Department of Parks and Recreation and the Kent County Board of Education, Galena Elementary school is also an important recreational asset for the Galena community. An After School Program is offered at all three County elementary schools, including Galena Elementary, to provide activities between school dismissal and 6:00 PM. During summer, day camps and on-site recreational activities are also available at the school¹⁸.

¹⁸ Kent County Land Preservation, Parks and Recreation Plan, 2017.

3.8 Implementation

At its heart, plan implementation is about bringing people and resources together, so their interactions produce successful outcomes. Recent examples highlight the Town's coordination with Kent County, the State of Maryland, and regional non-profit organizations including: the long-planned upgrade and modernization of Galena's wastewater treatment plant; the ongoing coordination with State Highway Administration to build bikeways and trails; the Sassafras Watershed Action Plan; the Town's Sustainability Action Plan; and Town's work with Chesapeake Bay Trust and ShoreRivers on stormwater management enhancements. Many parts of any comprehensive plan can be achieved through municipal leadership, citizen participation, and inter-jurisdictional coordination.

Plan implementation will involve continued coordination with Kent County and the State of Maryland. Kent County administers zoning and subdivision regulations within what is today the planned Galena growth area so it can play a constructive role in long term development of the Galena community. The State of Maryland, of course, is a partner in many initiatives where its interests overlap those of the Town as discussed later in this chapter.

It can be difficult to implement all parts of a Comprehensive Plan or to achieve all objectives, but much progress can be achieved through sensible and practical actions and a municipal commitment to ongoing progress tracking. This chapter recommends such actions as amending zoning regulations, preparing studies and plans, using a capital improvements program, and annual reporting by the Planning Commission.

Zoning Amendments

The Galena Zoning Ordinance and the Subdivision Regulations regulate the use and development of land within town boundaries. The Zoning Ordinance establishes the purposes of each zoning district and specific standards pertaining to each, such as the maximum allowable building height, the minimum amount of open space required, and the maximum number of dwellings per acre.

The Subdivision Regulations provide standards and procedures for subdividing land into buildable lots and laying out streets, parks, and other public improvements. Both are extremely influential and are amended and improved from time to time following public hearings and deliberations.

Following adoption of this Plan, the Town should conduct a comprehensive rezoning. This is a systematic update of the Zoning Map and Zoning Ordinance to ensure they are compatible with and implement this Comprehensive Plan. The Future Land Use Map in Section 3.2 is mostly consistent with the current zoning map so few if any zoning map changes are contemplated. However, there are some differences which can be resolved through the comprehensive rezoning. The principal differences relate to the planned use designation of the Galena Elementary School and the several properties in active religious use; this Plan designates these uses are "Institutional" while

the current zoning map applies the Town's R-2 and R-1 District, respectively. The Town Planning and Zoning Commission may, after considering the matter and conducting a separate public hearing, want to recommend that the Mayor and Town Council apply the Town's Institutional District to these properties.

The Future Land Use Map also designates the large tracts along Mill Lane as "Resource Residential". As described on Page 48, this Plan recommends that housing density in such areas be capped at 1.5 units per acre and that future houses be clustered as a means for preserving the forested open space. A new zoning classification would be needed to implement this recommendations most effectively.

There are several major amendments to the text of the Zoning Ordinance that would assist the Town in implementing this Plan. Each would require that the Planning Commission devote time and deliberation to their study. Some of the main topic areas to be addressed include local annexation review and approval, accessory dwelling units, small scale multi-family building types (triplexes and quadplexes), and site planning standards for commercial uses.

Studies and Specific Plans

The Plan recommends the Town of Galena coordinate with citizen representatives of Kent County and the other towns in the County to study the area's needs for intergenerational housing and especially to address the housing needs of older residents within municipal borders where a range of services and opportunities for social engagement are available.

The Plan also recommends that traffic calming be investigated and that improvements be made to slow traffic speeds throughout the Town and especially in front of Galena Elementary School.

This Plan views the Stories of the Chesapeake Heritage Area as a vital implementing vision and tool to guide the protection and promotion of the unique cultural heritage of Galena and its region. Therefore, this Plan incorporates, by reference, all the portions of the Stories of the Chesapeake Certified Heritage Area except those portions solely applicable to other jurisdictions¹⁹.

Funding Mechanisms

The Town can and should create a five-year Capital Improvement Program (CIP) which is a financial planning tool for scheduling infrastructure priorities in line with available and projected revenues. A CIP matches planned capital projects with required revenue sources, which may include general obligation bonds, the general fund, and Kent County, State, and/or federal grants.

The Town should continue to work cooperatively with the grant funding programs administered by State agencies to implement key priorities as well as those sponsored by regional non-profit organizations. Each of these agencies has a long-term interest in promoting the harmonious and prosperous development of Galena. As discussed

¹⁹ The program can be viewed at this web address: <https://storiesofthechesapeake.org/>.

above, this value is illuminated in the State’s overarching blueprint for economic vitality and environmental stewardship, called A Better Maryland.

Interjurisdictional Coordination

Kent County

This Plan counts on Kent County’s cooperation in not allowing development activities within the Town’s designated growth area, without municipal annexation. The Town and County share interests in the thoughtful and planned development over the long term. The Town needs to develop its infrastructure maintain a solid assessable tax base, and support patterns of growth that preserve future parkland and resource areas, open space corridors for trails, the rights-of-way for future streets, and opportunities for the efficient provision of emergency services, among other things. These essential goals could be blocked by uncoordinated and unplanned development within the Town’s growth area. Kent County in turn relies on Galena to absorb a share of County residential growth and commercial development so that among other things farmland and open spaces are not converted to development, County roadways are not burdened by traffic, and the costs of bussing children to elementary school from far flung subdivisions is avoided.

This Plan also recommends that the Town participate with Kent County in the regular five-year updates of the Kent County Land Preservation, Parks, and Recreation Plan. The Plan is required by the State of Maryland and makes the County and towns eligible for local Program Open Space (POS) grants. POS is a statewide program that funds the purchase and development of open spaces. In regularly coordinating with the County, the Town can submit land acquisition or development projects for the State’s consideration under the Open Space Annual Program which the County submits to the Maryland Departments of Natural Resources and Planning for approval.

Areas of Critical State Concern

The State of Maryland has prepared and adopted a statewide plan, A Better Maryland, which seeks to support a thriving economy and environmental stewardship throughout Maryland. The Plan’s highlight is its commitment to collaboration between the State and local governments by providing resources and tools for implementing long term plans. To facilitate this collaboration, the State plan advances certain “areas of critical state concern”. The most prominent areas for Galena are shown in the Table 7 below. This Plan recommends close coordination between the State and the Town.

A Continuing Planning Program

Town planning is a continuous process guided by an adopted Comprehensive Plan, and the primary responsibility for planning falls to the Planning Commission. The Galena Planning Commission reviews site development plans and subdivision plats, and it has the authority to lead more detailed studies and plans and advise the Town’s elected officials on changes to zoning and other regulations, annexations, and capital improvements. As part of its work, the Planning Commission should also conduct a yearly assessment of growth and development and a progress report on implementation as part of its Annual Report. The Annual Report should then be made available to Town residents, neighboring jurisdictions, and the Maryland Department of Planning.

The purpose in preparing and approving this update to the Galena Comprehensive Plan is to continue to bring about the careful development of Galena and the conservation of what town citizens find most exceptional about it. Upon its adoption, this Plan will guide public and private decisions on the use of land, protection of the environment, improvement of infrastructure, and other matters related to growth and development through the year 2040.

With this report the Town has recorded existing conditions and explored how these conditions might be improved. The Town has taken note of what the future may hold and assembled findings, projections, and recommendations into charts and maps. This Plan recommends policies that can guide Galena toward a healthy, balanced, and harmonious development over the next 20 years.

It is vital to acknowledge however the Plan will not be realized in the short term or exactly as conceptualized. Departures from the Plan may, from time to time, be suggested; future information and a wider knowledge may point to better solutions or unforeseen opportunities. It is the intention that such departures be studied (before being made) and if found justified considering this Plan's vision and objectives, they should be accepted, and this Plan should be amended in the same way it was originally adopted.

General Policy Areas Overlap with Area of State Concern

Recommendation / Policy Area	Maryland Areas of Critical State Concern		
	Spatially Designated Program	Policy Program	Plan
Planning for flood mitigation, habitat and shoreline protections (potentially applicable in future years within the growth area)	Coastal Community Flood Risk Program	Chesapeake & Coastal Service Program	MD Hazard Mitigation Plan
Protecting water quality and preserving forests	Sustainable Communities Program	Chesapeake & Coastal Service Programs	
Developing neighborhood parks and playgrounds, extending trails		Program Open Space - Local	
Addressing affordable and senior housing	Community Legacy Program	Home Ownership and Affordable Housing (DHCD)	
Tourism and related business development, programming town center activities	Community Legacy Program	Office of Tourism Development assistance	
Promoting business and economic development, downtown revitalization	Community Legacy Program		A Strategic Plan for Accelerating Economic Development
Planting trees, expanding forested areas	MD Treemendous Program		
Building bikeways and sidewalks	Coordination with State Highway Administration		MD Bicycle and Pedestrian Master Plan
Traffic Calming on the State Highways (Main and Cross Streets)	Community Legacy Program, Coordination with State Highway Administration		MD Transportation Plan
Promoting projects that support the heritage of Galena as a community within the unique Chesapeake Bay cultural and physical landscape	Maryland Heritage Areas Authority		Stories of the Chesapeake Heritage Area Plan

Note: Sustainable Community Program designation is a prerequisite for eligibility in the Community Legacy Program.

TABLE 7