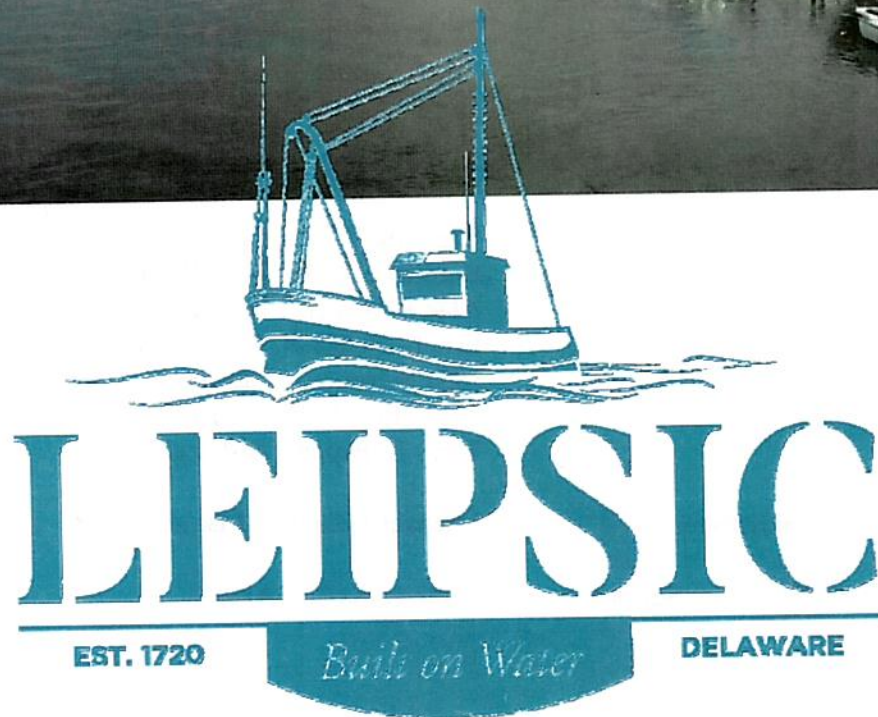
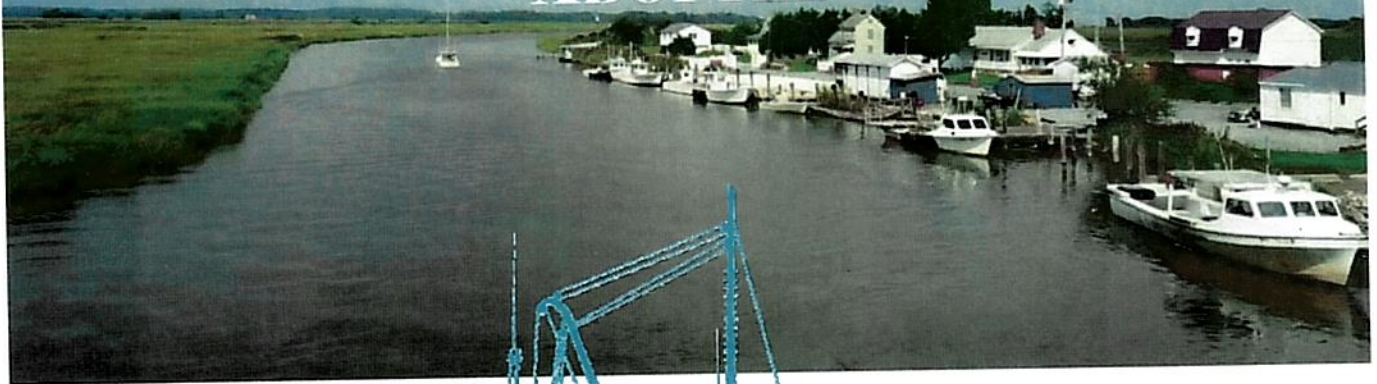




TOWN OF LEIPSIC
2019 COMPREHENSIVE PLAN
ADOPTED



TOWN, COUNTY, AND STATE OFFICIALS

Town of Leipsic

Mayor and Council	Craig Pugh, Mayor/Council President Martha Wilkinson, Deputy Mayor/Vice President Jim Fox, Treasurer Nancy Goodfellow, Secretary Donna Ortelli, Councilmember Debbie McKeever, Councilmember
Planning Commission	Jay Goodfellow, Chairman Flo Burrows, Secretary Horace Pugh Jerry Manley Charles Altfather
Board of Adjustment	Beau Virden Harry Marshall Jules Poppit
Board of Elections	Margie Fox Donna Sipple Willis Jackson
Town Solicitor	Michael Parkowski

Kent County

Commissioners	P. Brooks Banta, President Levy Court, 1 st District Bradley S. Eaby, Vice President Levy Court, 2 nd District Alan F. Angel, 3 rd District Eric L. Buckson, 4 th District Jody Sweeney, 5 th District Glen Howell, 6 th District Terry L. Pepper, At-Large
County Administrator	Michael J. Petit de Mange, AICP
Director of Planning Services	Sarah E. Keifer, AICP

State of Delaware

Governor	The Honorable John Carney
Senate	The Honorable Bruce C. Ennis, 14 th District
House of Representatives	The Honorable William Carson, 28 th District
Office of State Planning	Constance C. Holland, AICP, Director

Acknowledgements

The Town of Leipsic Comprehensive Plan was developed between November, 2003 and August of 2006, by the Town of Leipsic Town Council and Planning Commission, with assistance from the Delaware Office of State Planning Coordination. The State Planning Office was assisted by students and staff at the University of Delaware, Institute for Public Administration. The 2016 Revision and Update to the 2016 Leipsic Comprehensive Plan has been prepared by the Leipsic Planning Commission, with the Assistance of David Edgell, Principal Planner, Office of State Planning Coordination and Ed Lewandowski, Coastal Communities Development Specialist, University of Delaware.

INTRODUCTION

The Town of Leipsic Comprehensive Plan was developed for a variety of purposes. In 2006 the Town initiated development of the Plan in order to establish Zoning Ordinances and a controlled Development Plan for Leipsic. The 2006 Comprehensive Plan has served as a valuable planning guide for the Town of Leipsic since its approval in 2006. Using the Comprehensive Plan as a foundation, the Town of Leipsic was able to achieve the following since last Comprehensive Plan:

1. Leipsic Town Hall has been renovated. We were without water and sewer, and heating facilities while workable were obsolete. There was no air conditioning and the building needed renovation. It had not been used for Town Council meetings for several years.
2. We adopted a Comprehensive Plan and we implemented Land Use Regulation. Our Land Development Ordinance was adopted in July of 2009.
3. We developed the capacity to administer and use regulations in a fair and consistent manner by implementing a procedure where the Planning Commission makes recommendations to Town Council, which then makes a final decision on Land Use Applications.
4. We advanced our governance capabilities by creating an environment where the Planning Commission and Town Council can work together on issues concerning the Town in coordination with Town Residents who have issues they wanted to have addressed.
5. We have not put fee structures in place because Leipsic is a Town of working people of modest incomes and both Town Council and the Planning Commission feel it is in the interest of the Residents of Leipsic and the Town to keep expenses as low as possible.
6. We passed a very complicated Floodplain Ordinance to protect natural resources and this regulation created appropriate environmental regulations.
7. We are exploring opportunities with DELDOT and DNREC to develop our Town Museum and Educational Center and participate in The Bayshore Byway and Route 9 National Scenic Byway. Connection to various greenways is a part of these programs.
8. Storm water management facilities is very important to the Town of Leipsic and we are working on plans to improve our “tax ditch” storm water drainage system with DNREC and other property owners as part of our Comprehensive Bulkheading Plan envisioned for the Town of Leipsic.
9. Our Community Center is Town Hall and our Museum and Educational Center will be a place of learning for young and old alike, about the history of Leipsic and the future development of our working waterfront.
10. Protecting the historic character of Leipsic is important and the Town of Leipsic, by Resolution has formally adopted and created a Historic District in the Town of Leipsic. The Historic District was adopted using plans previously prepared by the Department of Historic and Cultural Affairs. Leipsic is currently working with the Department of Historical and Cultural Affairs to move this process forward.

11. Economic development and home based industries have been encouraged in Leipsic by our zoning policy, which allows residential/commercial use of properties or so called cottage industries. This is important in Leipsic as it allows watermen to keep their fishing equipment on their residential properties and allows other business to operate as home based businesses. Leipsic has always been a business based Town and the Town of Leipsic encourages this.

12. Intergovernmental Coordination is a high priority for the Town of Leipsic and we actively participate with Kent County on a regular basis. Our State Senator Bruce Ennis and our State Representative Bill Carson are always available to work with us in any way they can. The Office of State Planning Coordination is extremely helpful to the Town of Leipsic and David Edgell, as the representative of this department, has always been there to help us.

This Comprehensive Plan serves as an official statement about the future of the Town of Leipsic. First and foremost, the Plan is a unified advisory document to the Council and the Planning Commission on land use and growth issues. It should be used to guide future development decisions, re-zonings, annexations, and capital improvements throughout the Town. The Town has used this Plan as its basis to establish its zoning code and zoning map. In addition, the Town of Leipsic will use this Plan to assist in developing its' Historic District and to insure new development and rehabilitation of existing housing stock is compatible with the Historic District and the working waterfront.

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

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

CHAPTER 1. BACKGROUND

1-1. The Authority to Plan

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

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

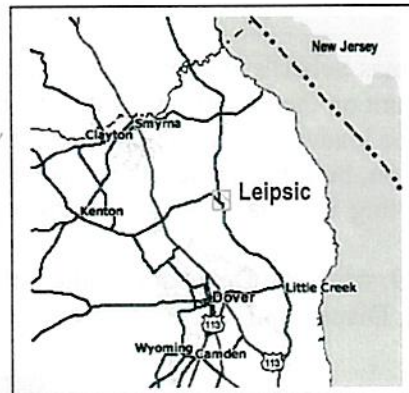
State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document is Leipsic’s Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

In October 2015 the Leipsic Planning Commission contacted the Delaware Office of State Planning Coordination (OSPC) to assist them in preparing the 10 year update of the Leipsic Comprehensive Plan. OSPC has been very helpful with technical assistance and encouraged the Town to participate in a “Pre Plus” meeting with State Agencies to assist in the development of the 2016 Comprehensive Plan.

1-2. A Brief Overview of the Community

1-2a. Location

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



1-2b. History of the Town

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

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



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

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

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



Leipsic District #11 Schoolhouse, 1829

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

The population of Leipsic in 1850 was 250, according to the census. This may have been the height of Leipsic's population. Hopes for continued growth and development, evidenced on recorded maps, were thwarted by the advent of railroads in the 19th century and highway transportation in the 20th century, which left small Delaware ports with little traffic. Development in Smyrna and Dover in the 19th century also undermined their economic base. Leipsic ceased to grow beyond the streets and dwellings designated in Beer's 1868 Atlas of Delaware.

The port of Leipsic has always been central to life in Leipsic. Up until the 1930's Leipsic was a port of call for small steamers, which worked the river towns of the Delaware Bay, offering scheduled weekly visits that connected the port of Leipsic with other small ports on the Delaware Bay, as well as Philadelphia. The produce of local farms including tomatoes, peaches, melons, together with muskrats and salt hay from the local marshes were exported and coal for wintertime heating was imported. The era of Prohibition also brought activity to Leipsic's port. The oyster business was most productive and boats from Leipsic worked the oyster beds around Port Mahon and the mouth of the Leipsic River. In the 1950's a mysterious oyster disease MSX and Dermo decimated the oyster business and eventually oystering ended on the Leipsic River. Only crabbing has survived as a mainstay of the port of Leipsic.

After the decline of the oystering business, Leipsic entered a period of decreased economic activity. Local families with a tradition of life on the bay continued with crabbing, fishing, hunting and trapping and with the advantage of Leipsic as a safe harbor some years a good living could be made. With the advent of the 21st century, Leipsic found itself in the middle of controversy with the real estate boom of the first decade of the new century. The people of Leipsic were anxious to preserve their way of life, which centered around the port of Leipsic and the activities of “watermen” who earned a living like they had always done in Leipsic. The townspeople of Leipsic came together and by petition requested the Legislature of Delaware to amend their Charter, so that any annexation into the Town would be subject to approval of a majority of the townspeople voting at an election called for this purpose. The Charter was amended and Leipsic began an epic battle to restrain irresponsible development east of Delaware Route 1. Because Leipsic is the first firm land or “fast landing” in the great Delaware Marsh, the land is not suited to intensive suburban style development. It was a David vs. Goliath battle with little Leipsic combating powerful development interests, but in the end with the assistance of our two Levy Court Commissioners, our State Senator and our State Representative, Leipsic was able to gain a reprieve and development, while permitted, was made subject to current rules and regulations. The preservation of the Leipsic River and surrounding marshland was successful. Delaware Route 9, which bisects the Town of Leipsic, was recently designated a National Scenic Highway and The Bayshore Initiative, which builds upon the Route 9 National Scenic Highway, has become an important priority of the State of Delaware. This would not have been possible if little Leipsic had not launched its battles with the powerful interests as mentioned above and been ultimately successful in this protracted conflict.

1-3. Existing Land Uses

Land within Leipsic

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

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

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

There are also several *commercial* land uses located in Town. The commercial land uses consist of a seafood restaurant, a deli, a boatyard, a diesel engine repair shop, an antiques store, a blacktop

contractor, and a general contractor with a large warehouse. In addition there are several homebased businesses including several contractors, a crab buyer and small engine repair. Leipsic has always been a business oriented town and the tradition continues today. Next to the seafood restaurant there are multiple parcels that are used for docks for commercial fishing. Because of the small size of the town, all services are within walking distance of the town's residential areas.

Current Zoning of Land

The Town of Leipsic has a zoning code in place. A particular feature of the zoning code is the classification of Commercial Residential. This classification allows residences with this zoning to conduct light business operations, often called cottage industries out of the residence they live in. It also allows watermen to use their property for repairing and storing the equipment they use including hunting and fishing supplies and equipment. One of the principal objectives of our zoning code is to allow the traditional ways of life to continue in Leipsic.

Land Surrounding Leipsic

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

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

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

1-4. Public Participation

To encourage public participation in the comprehensive planning process, the Town of Leipsic has been proactive in involving townspeople in all aspects of planning for the future in Leipsic. A community outreach was held on February 15, 2016 at Leipsic Town Hall and over 20 residents were in attendance. Issues of current concern were addressed and the views of the townspeople were individually solicited and discussed. Notices of the meeting were hand delivered and placed in everyone's door. The Working Waterfront Report was discussed and it was decided that it was a valuable resource for planning relative to this comprehensive plan. The drainage and bulkheading study currently proposed for the town was discussed and while everyone present appreciated the need for bulkheading for the town to go forward it was felt that care had to be taken with the process so that all interested parties had their voices heard and the town's financial condition would not be impaired. The proposal for the Waterman's and Farmer's Museum was supported by everyone in attendance. The Bayshore Initiative/Route 9 Scenic Byway was discussed but there was no presentation of this project as the State employee who was to discuss it was not able to attend. The Whedbee Property at 68 Lombard Street was discussed. This property is now owned by The State of Delaware through DNREC an agency of State Government. The Town of Leipsic Compatible Development of this property is very important to the Town of Leipsic and Leipsic hopes to have a partnership with the State of Delaware in developing this property for the benefit of the Town of Leipsic.

As part of the information gathering for the 2006 Comprehensive Plan the OPC met with Leipsic residents and conducted surveys and the results are listed below. It is important to note that these goals are still important today and it is valuable to repeat them here for consistency.

Summary of Key Findings

- The community features that citizens' value most are sidewalks, mature trees and landscaping, parks and open space, and shopping within walking distance.
- The majority of citizens feel historic homes should be maintained and preserved, rather than torn down and replaced with newer structures.
- The preference for future residential developments in the town is single family homes.
- The majority of respondents feel strongly that it is important to keep local businesses viable.
- Most citizens are satisfied with the services provided by the town.
- Preferred uses for vacant land within the town in order of desirability is maritime commercial, parks and recreational facilities, residential, and community commercial.
- The majority of respondents felt that development outside of the town should be balanced with protection of farmland and open space, and should maintain the small town character of Leipsic.
- Citizens responded that building passive and active recreational opportunities is the most important new or additional facility.
- Senior and young adult housing, more businesses and jobs for residents, and more medical facilities are also seen as important.

1-5. Overall Community Vision and Goals

1-5a. Community Vision

The Town of Leipsic is a historic, small town with a rich maritime heritage that will maintain its “waterman¹,” heritage and small town historic character while allowing for modest growth and redevelopment that is consistent with the town’s character and its agricultural and rural surroundings.

1-5b. Community Goals

- Goal 1: To maintain the Town of Leipsic’s small-town atmosphere in conjunction with the recently enacted adoption of appropriate land use documents and regulations.
- Goal 2: Encourage homeownership in the Town of Leipsic
- Goal 3: To maintain and improve the historic characteristics of Leipsic for both existing properties and new development.
- Goal 4: Enhance economic development opportunities especially for the waterman commercial fishing economy and for home based business development.
- Goal 5: Enhance the Town of Leipsic’s living environment by developing and maintaining appropriate infrastructure and services by making the town more walkable friendly, and improving storm water facilities.
- Goal 6: Enhance intergovernmental coordination with emphases on Town of Leipsic Compatible Development of the Whedbee Property.



Roby United Methodist Church in Leipsic
On the corner of 2nd and Main

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

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

CHAPTER 2. MUNICIPAL DEVELOPMENT STRATEGY

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

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

In 2003, the Town Council established the Town's first Planning Commission. The Commission shall consist of between five (5) and nine (9) members. The Commission has the responsibility for coordinating the development of the Town's Comprehensive Plan. The Commission will consider all Land Use requests prior to submission to Town Council and will make a recommendation to Town Council relative to Land Use Requests. In addition, the Commission will consider all issues referred to it by Town Council and make a recommendation to Town Council. The Chairman of the Planning Commission acts as Temporary Floodplain Administrator under the Town's Floodplain Ordinance, at the pleasure of Town Council, between meetings of Town Council. Town Council is the Floodplain Administrator under the Town's Floodplain Ordinance and at a meeting of Town Council, Town Council will appoint the Permanent Administrator for the project it is considering issuing a Building Permit Permission document for. In addition, Leipsic has a Board of Adjustment with three members and a Board of Elections with three members. All officials of Leipsic Government listed on Page 1 serve without pay and consider it an honor to serve Leipsic.

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

Leipsic's Town Hall is located on Main Street, adjacent to the Roby United Methodist Church. Town Hall is a former brick schoolhouse that has been recently renovated with new water, sewer, and heating and air conditioning systems. Town Hall is located in a historic "DuPont style schoolhouse" and is divided into two large rooms which were previously used as a girl's side and a boy's side. The southernmost side is currently used as Town Hall and the Northern side is currently empty, but is projected to house the Leipsic Watermen and Farmers Museum and Educational Center.

The Town Council conducts Town business, and land use requests are viewed in the context of the Town's Land Development Ordinance adopted July 9, 2009, and the Floodplain Ordinance adopted April 7, 2014 with an effective date July 7, 2014. Leipsic's Town Council must approve any land use permits before they are issued by Kent County.

The Town has recently enumerated Town policies and procedures and following is a list of the policies and procedures that Town Council uses to guide its deliberations:

1. All Town Policies that were previously in force are to remain in force including but not limited to policies currently in force that are additionally enumerated below.
2. No Building Permit Permission Slips will be issued unless all monies due the Town of Leipsic by property owner requesting the permit are Paid in Full.
3. Charge for checks returned unpaid to the Town of Leipsic is \$45.00 each time a check is returned unpaid.
4. Applications for a Variance to the Town of Leipsic "Floodplain Regulations" Ordinance are listed in the Town of Leipsic Ordinance 2014-001 Section 6 Part A Section 1 and Section 2.
5. When contracting services for the Town of Leipsic, the Town Council of Leipsic will use its' considered judgment as to what is in the best interest of the Town of Leipsic and will proceed on this basis.
6. Residential Trash Collection being in the best interest of the Town of Leipsic, it is a requirement that all residents have Trash Collection. Town Council will have the authority to exempt a residence from Trash Collection fees on an annual basis to be renewed each year, if the owner of this residence has demonstrated to the Town of Leipsic that they have other trash disposal facilities acceptable to the Town of Leipsic to dispose of their trash.
7. All property owners having a Land Use Request, which includes a Building Permit or a Building Demolition Permit, must first contact the Town of Leipsic, acting thru the Leipsic Planning Commission and Leipsic Town Council, and must receive a Permission Slip signed by duly authorized Officers of Leipsic Town Council before requesting a Building Permit or a Building Demolition Permit or other Land Use Requests from Kent County, Delaware.
8. All official Documents that bind or contractually obligate the Town of Leipsic are not valid unless signed by the Mayor or Deputy Mayor and attested to by the Secretary, as evidence that said Document is an official act of Leipsic Town Council, of the Town of Leipsic, Delaware.
9. All Committee Meetings must have a quorum present in order for it to be an official Meeting. If less than a quorum is present, a quorum being a majority of the Members present of that Committee, the Meeting will be considered a Workshop.

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

Recommendation 1: Town Ordinances

It is recommended that the Town inform local residents of the Floodplain Ordinance and the Land Use Ordinance and encourage the participation of Townspeople so that the ordinances could become a source of Civic Pride.

Recommendation 2: Make Town more Walkable

It is recommended that the town make its streets more pedestrian friendly by adding paved shoulders to at least one side of the street where possible in Leipsic. Route 42 extending and incorporating Second Street should have the shoulder on the north side paved with a porous pavement to make the town more safe for pedestrians and bicyclists. This shoulder should be a full shoulder wherever possible and should extend from the intersection with Main Street and continue on Route 42 until the historic Snowland property and the first curve on Route 42 approximately 300 feet west of the Dyke Branch Bridge.

Recommendation 3: Develop historic sub districts within the historic area

When developing the Historic District for the Town of Leipsic the Town should incorporate all historic properties in a contiguous manner wherever possible. Structures that maintain a historic viability should be incorporated into districts and new construction or renovations in this area should be encouraged to blend in with the historic character of the districts. An example would be the Downtown area at the junction of Main, Front and Lombard Street, which would incorporate the Waterfront starting at Sambos and continuing east through Lombard Street together with the historic properties at the junction of these three streets which would be anchored by the properties already listed in the National Register of Historic Places. The Main Street Historic District would include the properties south of the Fire Company including properties already listed on the National Register of Historic Properties, and continuing through to Town Hall. The Front Street Historic District would incorporate the properties already listed on the National Register of historic places or officially deemed worthy of such recognition and continue through to Denny Street. The Route 9 and Westside Historic District would incorporate non contiguous properties in Leipsic in this area including second street and throughout Leipsic that were worthy of historic recognition.

Recommendation 4: Town of Leipsic Compatible Development of the Whedbee Property

The town should work towards developing a partnership with the State of Delaware to redevelop the Whedbee property located at 68 Lombard Street This redevelopment would include bulkheading the Whedbee Property and continuing with the adjacent properties on Lombard Street and Front Street. As this is the historic working waterfront area that the Town is anxious to keep economically viable, care would have to be taken that the operation of the local watermen would not be impacted so that the town would not lose this valuable resource. Intergovernmental coordination on a scientific and economic basis between the Town of Leipsic and the State of Delaware and its agencies would be crucial towards preserving this resource.

Recommendation 5: Encourage and assist restoration of existing housing and compatible development of vacant lots

Leipsic has as a goal to make the Town of Leipsic a town families want to come to raise their children as well as a town retired individuals would feel comfortable and safe living in.

2-2 Demographics, Future Population, and Housing Growth

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

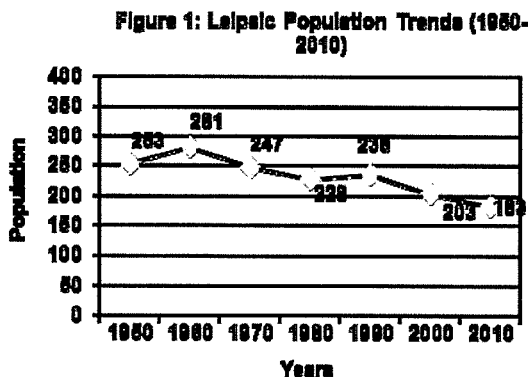
The data for this analysis has been derived from a number of sources, most notably the United States Census and the American Community Survey.

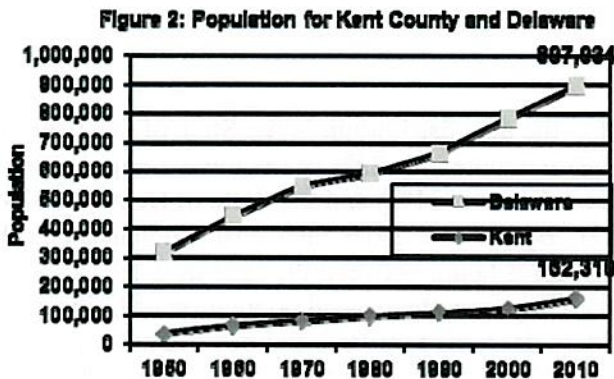
2-2a. Population and Housing

A review of information collected through the century for the United States Census indicates that from 1950 to 2010 while the population in Delaware and Kent County has steadily increased, the population in Leipsic has been more erratic. The town population peaked in 1960 at 281 persons, but then declined during the following decades.

The 2000 Census reported there were 203 people living in Leipsic. The total population for Kent County in 2000 was 126,697 and 783,600 for the State of Delaware. Census 2010 data shows that Leipsic's population decreased by 20 individuals (10%) from 2000 to 2010 while the State and Kent County continued to grow. During the 2000's the State of Delaware population increased by about 15% to 897,934, while Kent County grew by about 28%% to 162,310. Leipsic's total population in 2010 was 183, of which 51% were male and 49% were female.

The following charts show the population trends for Leipsic, Kent County, and the State. Figure 1 shows the population for Leipsic from 1950 to 2010. Figure 2 shows the population trends for Kent County, and the State of Delaware during that same time period.





Source: US Census 2000 and 2010 SF-1

2-2b. Racial Composition

In 2000, Kent County and the State of Delaware showed similar racial composition: Kent County’s population included 74% white, 21% black and 5% all others, and the State of Delaware’s population included 75% white, 19% black and 6% all others. Leipsic’s racial composition differed drastically from both the county and the state in 2000, with over 93% of the population being white.

Census 2010 data indicates that both Kent County and the State of Delaware became more diverse over the past decade. The white population as a percentage of the total population in Kent County decreased from 74% in 2000 to 68% in 2010 while the black population increased from 21% to 24%. Census 2010 data for the State of Delaware indicates that the white population decreased from 75% to 69% while the black population increased from 19% to 21%.

Leipsic also became more diverse, with the population of Native Americans, Alaskan Americans, Asians and people of mixed heritage increasing from 7% to 9% of Leipsic’s population. In 2010 there were 16 members of these heritages in the Leipsic community. Leipsic remains predominately white, however, with 90%, or 164, of residents being white.

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

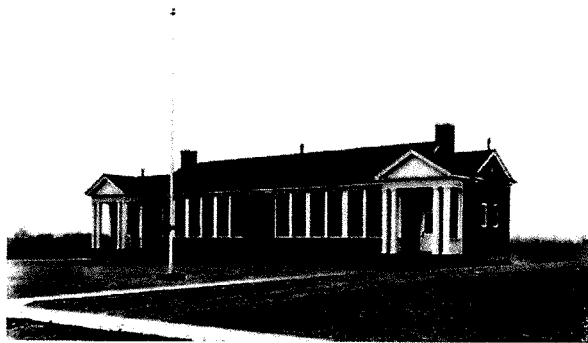
Table 1: Racial Composition of Leipsic, Kent County and Delaware

Race	Leipsic		Kent County		Delaware	
	2000	2010	2000	2010	2000	2010
White	93.1%	89.6%	73.5%	67.8%	74.6%	68.9%
Black	0.0%	1.6%	20.7%	24.0%	19.2%	21.4%
Other	6.9%	8.8%	5.8%	8.2%	6.2%	9.7%

Source: US Census 2000 and 2010 SF-1

2-2c. Age Profile

Leipsic's age distribution is roughly equivalent to the age distribution in the State of Delaware and Kent County. In 2000, school age children (ages 5-19) accounted for 23% of the town's population. The total child population (ages 0-19) was 30%. Kent County (31%) and the State of Delaware (28%) both had roughly equal populations of children (0-19). By the year 2010, the Census indicates that this population decreased in Leipsic, with 20% of residents being between the ages of 0-19. About 13% of the population was school-aged children (5-19). Therefore, the overall population of Leipsic decreased through the past decade and the number of children decreased by 10% and now makes up a smaller portion of the town's population than they did in 2000. Over this same period of time, children as a percentage of the population in the State of Delaware (26%) and Kent County (28%) have decreased despite fluctuations in the absolute number of children.



The population of young working aged adults (20 – 34) also comprises a significant proportion of people in Leipsic – 20%. This is a small change from 2000, in which 19% or 39 individuals were in this age range. Census 2010 indicates that the median age of a resident of Leipsic is 43 years. This is higher than that for Kent County (37 years) and the State of Delaware (39 years).

Table 2: Age Profiles for Leipsic, Kent County, and Delaware, Census 2010

Age	Town of Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
<5	13	7.1%	11,150	6.9%	55,886	6.2%
5-9	11	6.0%	11,286	7.0%	56,486	6.3%
10-14	8	4.4%	11,119	6.9%	56,848	6.3%
15-19	5	2.7%	12,370	7.6%	64,583	7.2%
20-24	9	4.9%	12,237	7.5%	62,867	7.0%
25-29	16	8.7%	10,494	6.5%	57,603	6.4%
30-34	12	6.6%	9,523	5.9%	53,814	6.0%
35-44	21	11.5%	20,570	12.7%	116,087	13.0%
45-54	34	18.6%	23,177	14.3%	133,554	14.8%
55-64	30	16.4%	18,402	11.3%	110,929	12.3%
65-74	16	8.7%	12,699	7.9%	72,453	8.1%
75-84	5	2.7%	6,880	4.2%	41,080	4.6%
85+	3	1.6%	2,403	1.5%	15,744	1.8%

Source: 2010 Census SF-1

2-2d. Educational Attainment

Like Kent County and the State, the great majority of Leipsic residents have a high school education or higher. According to the American Community Survey, about 90% of Leipsic residents of at least 25 years of age were high school graduates or higher. In comparison, about 85% of Kent County residents and 88% of Delaware residents reported that they had received a high school diploma, attended college or received a college degree. The American Community Survey also reports that 7% of Leipsic’s residents have earned a bachelor’s degree or higher.

Table 3: Educational Attainment for Leipsic, Kent County, and Delaware, 2013

Jurisdiction	High school graduate or higher	Bachelor's Degree or Higher
Leipsic	90%	7%
Kent County	85%	21%
State of Delaware	88%	29%

Source: 2009-2013 ACS 5 year estimates

2-2e. Housing Units

From 2000 to 2010, there was a net gain of 4 dwelling units in Leipsic, an increase of 4%. This is in contrast to the growth rate of housing in Kent County (29%) and that of the State (18%). These changes are consistent with the population trends that were seen during the 2000s.

Table 4: Dwelling Units in Leipsic, Kent County, and Delaware, 2000-2010

Year	Leipsic	Change	Kent County	Change	Delaware	Change
2000	89	***	50,481	***	343,072	***
2010	93	4%	65,338	29%	405,885	18%

Sources: Census 2000 and 2010, SF-1

Type of Housing Stock

Table 5 and Table 6 summarize changes in the types of housing in Leipsic, Kent County, and the State. In 2000, 79% of all housing in Leipsic was single family housing units. This number is higher than the same types of units in Kent County (58%) and in the State (56%).

The American Community Survey reported the total housing in Leipsic decreased by 27 dwelling units from 2000 to 2010. The American Community Survey uses a sampling technique which differs from the 2010 Census, which seeks to count all units. This explains the difference between these ACS estimates and the 2010 totals reported in Table 4. The ACS reports that the percentage of single family detached housing units decreased to 71%. Both Kent County and the State experienced increases in the percentage of its housing stock consisting of single-family detached homes during the ten-year period. Between 2000 and 2010, Leipsic experienced an increase in the number of mobile homes in town (from 11 to 16). During the same period, the percentage of mobile homes decreased in both Kent County (from 19% to 13%) and the State (from 11% to 9%).

Table 5: Composition of Housing in Leipsic, Kent County, and Delaware in 2000

Housing Type	Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single Family Detached	73	79%	29,502	58%	191,688	56%
Single family, Attached	0	0%	4,230	8%	48,340	14%
Multi –Family	8	9%	7,324	15%	64,128	19%
Mobile Homes	11	12%	9,392	19%	38,281	11%
Total	92	100%	50,448	100%	342,437	100%

Source: Census 2000 SF-3

Table 6: Composition of Housing Stock, Leipsic, Kent County, and Delaware in 2013

Housing Type	Leipsic		Kent County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
Single Family Detached	46	71%	42,506	65%	238,344	58%
Single family, Attached	2	3%	5,808	9%	60,267	15%
Multi –Family	1	2%	8,774	13%	71,715	18%
Mobile Homes	16	25%	8,812	13%	37,448	9%
Other	0	0%	24	0%	91	0%
Total	65	101%	65,924	100%	407,865	100%

Source: 2009-2013 ACS 5 year estimates. Leipsic percentages add up to more than 100% due to rounding.

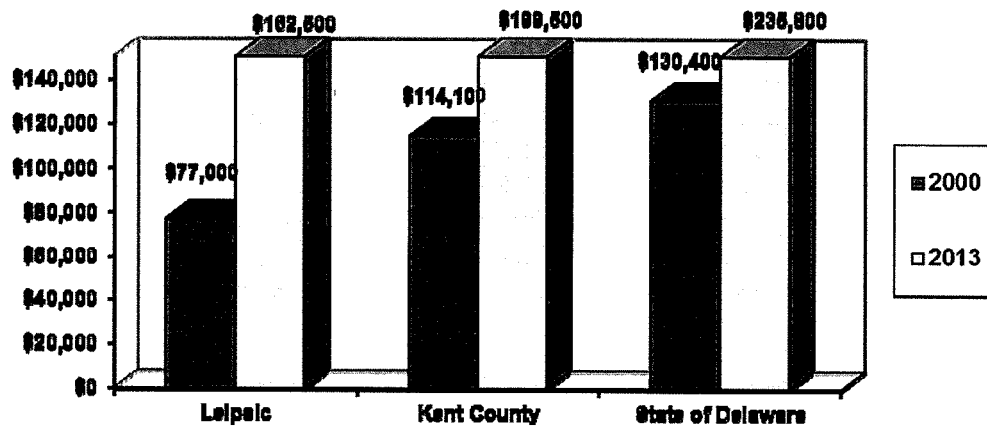
Age of Housing Stock

Leipsic is a community that has retained many of its older structures. The 2009-2013 American Community Survey reports that 35% of Leipsic’s housing was built before 1939, with noteworthy portions also being built in the 1970’s (23%), 1980s (17%) and 1990s (17%). The median year structures were built in Leipsic is 1973. Kent County and Delaware have relatively younger housing structures, with the median years structures were built at 1989 and 1981, respectively.

Housing Value

Figure 3 compares Leipsic’s 2000 and 2013 median housing value with housing values in Kent County and the State of Delaware. With the value of owner-occupied housing units being \$77,000 in 2000 and \$162,500 in 2013, Leipsic has a lower median housing value than found in Kent County (\$114,100 in 2000 and \$199,500 in 2013) and Delaware (\$130,400 in 2000 and 235,800 in 2013).

Figure 3: Median Housing Values for Leipsic, Kent County, and Delaware, 2000 & 2013

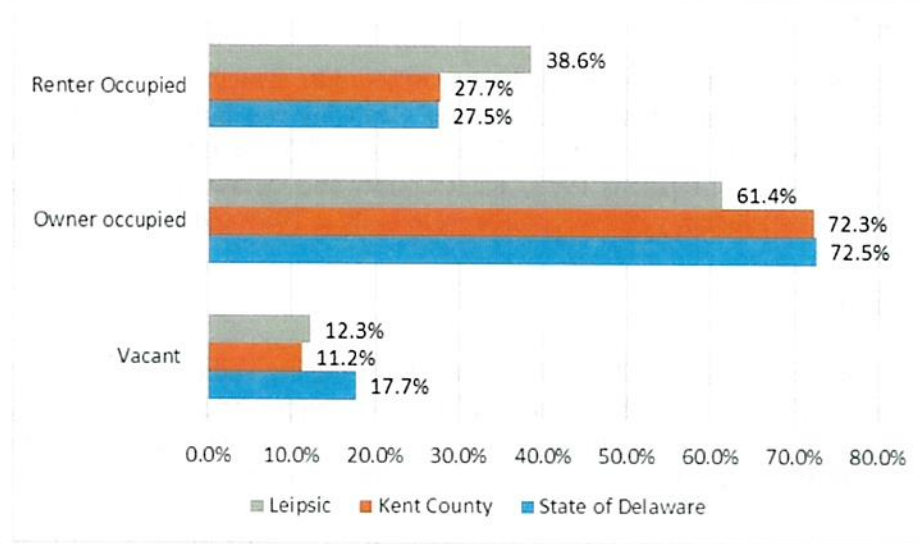


Source: 2000 US Census, SF-3 and 2009-2013ACS 5 year estimates

Ownership and Vacancy

Figure 4 compares the proportion of vacant units, owner-occupied units, and renter occupied units found in Leipsic with those in Kent County and the State. As seen from the chart, Leipsic has a higher rental rate than Kent County or the State, and a slightly higher vacancy rate than Kent County. Leipsic trails Kent County and the State in the percentage of owner occupied units.

Figure 4: Ownership and Vacancy Rates for Leipsic, Kent County, and Delaware, 2013



Source: 2009-2013 ACS 5 year estimates

2-2f. Economic Profile

Leipsic’s median income in 2013 was \$45,250, 18% lower than the median household income in Kent County and 24% lower than the \$59,878 median household income in the State. American Community Survey information also indicates Leipsic has a higher percentage of households receiving Social Security income. 42% of households in Leipsic receive Social Security income, while the percentages for the County and the State are about 32% each. Leipsic’s 23% receiving retirement income is not much less than Kent County (26%) and the State (24%). A higher percentage of the population in Leipsic lives below the poverty level than does in the County or State, and fewer Leipsic residents receive public assistance. No seniors (65+) in Leipsic were reported to live below the poverty level.

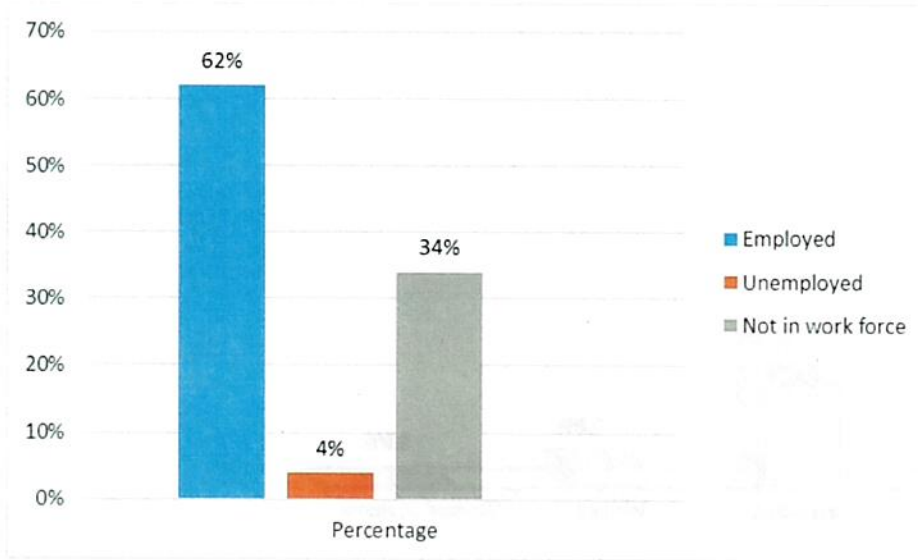
Table 7: Selected Income Data for Leipsic, Kent County, and Delaware, 2013

Item	Leipsic	Kent County	State of Delaware
Median household income	\$45,250	\$55,149	\$59,878
% of households with wage and salary income	75%	77%	78%
Mean wage and salary income	\$49,351	\$65,151	\$77,636
% of households with social security income	42.1%	32.6%	32.2%
Mean social security income	\$11,342	\$17,977	\$18,654
% of households w/ retirement income	22.8%	26.4%	23.6%
Mean retirement income	\$14,385	\$23,029	\$24,596
% of households with public assistance income	0%	3.2%	2.7%
Mean public assistance income	\$0	\$2,501	\$3,028
% of population below poverty level	14.7%	12.9%	11.7%
% of seniors (65+) below poverty level	0.0%	6.8%	7.0%

Source: 2009-2013 ACS 5 year estimates

Figure 5 shows the employment status for residents of Leipsic. Of the 95 residents over the age of 16 living in the town, about 62% of them were employed during the time the American Community Survey was conducted. About 4% of the residents over the age of 16 were unemployed at that time. The Census reports that 34% of the residents were not considered part of the labor force.

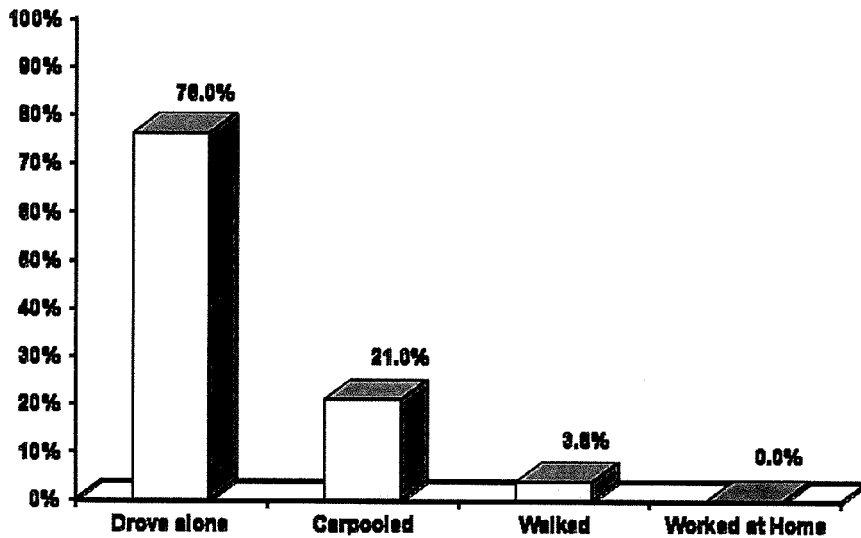
Figure 5: Employment Status for Leipsic residents 16 years and older, 2013



Source: 2009-2013 ACS 5 year estimates

Figure 6 shows the number of residents in Leipsic that commute daily to work. 76% drive alone to work, but almost 21% carpool to their place of business.

Figure 6: Method of Commuting to Work for Leipsic Residents, 2013



Source: 2009-2013 ACS 5 year estimates

Table 8 indicates that workers residing in Leipsic are employed in a variety of industries, with the educational and health and social services (27%) being the most popular. Retail trade (25%), and the arts (15%) round out the dominating industries. The data is derived from the American Community Survey, and has a high margin of error. This information may be of dubious accuracy for a small town like Leipsic. For example, the ACS reports that there are no persons employed in “Agriculture, forestry, fishing, hunting and mining” although one of Leipsic’s major industries is commercial fishing.

Table 8. Occupation of Workers 16 years and older, 2013 Estimate

Occupation	Number	Percentage
Management, business, science and arts occupations	19	32.2%
Service occupations	5	8.5%
Sales and office occupations	22	37.3%
Natural resources, construction and maintenance occupations	8	13.6%
Production, transportation, and material moving occupations	5	8.5%
Total	59	100%

Source: 2009 – 2013 ACS 5 year estimates

Data to be used with caution. Contains high margin of error.

2-2g. Conclusion

Leipsic is a relatively small community that has maintained its civic identity since its founding up to the present day. While the population of Leipsic has remained relatively constant in recent years the heart of Leipsic remains the waterfront, and commercial fishing activity is central. Leipsic is unusual in that there is a way of life here that harkens back to an earlier time and which has continued in Leipsic to the present day. In the contemporary world of pizza stand style architecture and suburban sprawl Leipsic whether by chance or design has kept true to its historic roots and offers a model of small town development and walkable friendly environment that urban planners seek to encourage elsewhere. As Leipsic is neighbor to Bombay Hook Wildlife Refuge ecotourism possibilities await coordination. Recent substantial restoration of historic properties in the Town of Leipsic and the establishment of a Leipsic Historic District by Leipsic Town Council have increased awareness of the valuable resource that Leipsic represents.

2-3 Environmental Features

2-3a. Floodplains, Wetlands and Recharge Areas

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

The Leipsic River Watershed is one of 16 watersheds that flow into the Delaware Bay. As the Leipsic River bisects the Town of Leipsic activity in the Leipsic River Watershed is of great importance to the Town of Leipsic. The Leipsic River Watershed cover approximately 27,000 acres or over 100 square miles. Land use in the watershed is almost 50% forest and wetlands and over 40% agricultural. The largest lake in the watershed is Garrison Lake which is considered the headwater of the Leipsic River. The Towns of Kenton, Cheswold and Leipsic are located in the Leipsic River Watershed. The main body of water in the watershed is the Leipsic River which is a tidally influenced river that flows to the Delaware Bay. After the River leaves Leipsic it flows into The Bombay Hook National Wildlife Refuge which is recognized both Nationally and Globally as a significant ecological resource in that it is one of the largest remaining tidal salt marshes in the Mid Atlantic Area. On many older maps this area is referred to as the Great Delaware Marsh.

No excellent water recharge areas have been identified within Leipsic. However, portions of the northwestern and southern areas of the Town have been delineated as good recharge areas. While these areas do not allow water to pass through them as easily as excellent recharge areas do, it would be worthwhile to consider protecting these areas since they can be important to maintaining water quality for private and public water supply wells.

2-3b. Soils

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

2-3c. The Leipsic River

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

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

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

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

Leipsic River Watershed Nonpoint Total Maximum Daily Loads

Pollutant	Total Maximum Daily Load	Reduction from 2002-2003 Baseline
Total Nitrogen (pounds per day)	559.40	40%
Total Phosphorus (pounds per day)	61.98	40%
Enterococcus (number of colony forming units per day)	1.08E+11	75%

Source: Delaware Administration Code, Title 7, Section 7421, adopted December 1, 2006

To date a comprehensive pollution control strategy for the Leipsic River Watershed has not yet been completed DNREC has been collecting water quality data in the Leipsic River since the mid 1970's through various programs.

Recommendations: Environmental Features

Recommendation 1: Implement Appropriate Environmental Regulations

The Town of Leipsic through implementation of its 2009 Land Use Ordinance and the 2014 Floodplain Ordinance will try to protect the quality of the water in the Leipsic River. In addition the Town of Leipsic through its opposition to what the Town considers irresponsible development including Leipsic's opposition to community sewer plants located in environmentally sensitive areas subject to potential flood danger, works to improve the quality of water in the Leipsic River..

Recommendation 2: Delaware Sediment and Stormwater Regulations

New Delaware regulations effective January 1, 2014 encourage reducing Stormwater runoff by allowing runoff from storms to infiltrate back into the soil as a natural pre development system and results in pollutant removal and stream protection. Porous pavements and infiltration systems including pervious sidewalk systems should be encouraged.

Recommendation 3: Intergovernmental Coordination

Work with DelDOT, DNREC, Department of Agriculture, and other property owners to ensure the best storm and waste water practices are followed and to set new goals for reduction on TMDLs. Determine if drainage areas are adequate or need some level of minimal maintenance or upgrade.

2-3e: Town of Leipsic Floodplain Area

Town of Leipsic Floodplain maps were revised effective July 7, 2014 by FEMA, an agency of The United States Department of Homeland Security. As a result of the Publication of these maps, The Town of Leipsic adopted Ordinance 2014-001 Floodplain Requirements. A Special Flood Hazard Zone is delimited on the maps which covers almost all of both sides of Front Street, all of Lombard Street, the east side of Main Street except for the last two houses near Texas Lane and the west side of Main Street starting approximately 100 feet north of Second Street and continuing past Town Hall. In addition nearly all of the area east of Denny Street is included in the Special Flood Hazard Zone. Copies of the FEMA Maps also known as The Flood Insurance Rate Map (FIRM) are available online from FEMA or at Leipsic Town Hall where they are prominently posted. Although there are some allowances for the rehabilitation or repair of recognized historic structures this ordinance places special restrictions on development in these areas, broadly defines construction and construction related activities, and includes properties owned by State and Local Government and their agencies as parties required to follow the rules of the ordinance. This ordinance was approved by FEMA subsequent to the adoption of the ordinance by Leipsic Town Council, although this ordinance did require an amendment prior to final approval by FEMA. Leipsic Town Council is named in the ordinance as Floodplain Administrator and under current practice in The Town of Leipsic, The Chairman of The Planning Commission serves as Temporary Floodplain Administrator, at the pleasure of Town Council, between Town Council Meetings, or until Leipsic Town Council makes a permanent appointment of The Floodplain Administrator for a particular project. The Town recognizes that it has a special responsibility to ensure responsible development in the Special Flood Hazard Zone and requires that all new construction or

substantial improvement comply with these regulations. The Town of Leipsic proactively works on mitigation strategies to keep development and people out of harm's way.

2-3f: Sea Level Rise Strategies

Preparing for Sea Level Rise and a changing climate has been a first priority for the Town of Leipsic for more than 10 years. Leipsic fought a protracted battle against powerful development forces and their allies supported only by our State Senator and State Representative and Kent County Levy Court. It was Leipsic alone who dared take on these powerful interests and we fought them to a standstill and stopped irresponsible development in our environmentally sensitive areas. Faced with the threat of community sewer plants in our backyard and hundreds if not thousands of new residential lots in our area the local community came together and supported the Town of Leipsic. Leipsic recognized the threat Sea Level rise posed to us long before it became fashionable with policy makers. Leipsic is very concerned with Sea Level Rise and has been working towards a comprehensive Bulkheading of the Town of Leipsic to protect the Town due to a changing climate and Sea Level Rise. It has been a long fight to protect the Historic Port of Leipsic which has served as a safe harbor in times of storm and as an important shipping point for Kent County. The battle to protect this historic area and our water related way of life is still being waged by Leipsic and to long time residents it seems every success is followed by a new threat that we must fight against with all our energy. Leipsic looks forward to working with Local, State and Federal Government in this battle against Sea Level Rise and Climate Change. Leipsic wants to assure all stakeholders in this battle that any monies spent with the cooperation of Leipsic will be money well spent. In Leipsic we are on the Front Line and our Watermen, seasoned by years of struggle against the sea, know well the foe we are fighting.

Recommendation 1: Funding for Sea Level Rise Strategies

As part of the sea level rise and climate change effort the Town of Leipsic will participate in applying for sea level rise strategy grants and will explore the availability and implications for these grants.

2-4. Community Services, Facilities, and Transportation

2-4a. Utilities

Water System

Water supply to the residents in the town is currently provided by individual wells. The town's people at public meetings have indicated very strongly that they are not interested in any public water system Leipsic has been given the right, by the State Legislature in its's charter, to deliver water to town residents and the surrounding area. Should the need for a public water system arise in the future The Town of Leipsic will distribute water via a public water system to the residents and the surrounding area. There is no need to do this at the present time.

Wastewater Treatment System

Kent County has recently completed the installation of a wastewater treatment system called the Northeast Sanitary Sewer District for the purpose of serving the Town of Leipsic, the Hazelwood

development, residences along east and west Dykes Branch Road and residences along west Denny's Road to address the failing on-site systems of these areas. Given the limited capacity of this system, the town expects excess capacity will be reserved for the town as noted in the May 18, 2005 letter to Martha Wilkinson from Hans Medlarz, Director of Public Works for Kent County (see Appendix C).

The number of additional units that can be connected to the Northeast Sanitary Sewer District (Leipsic Sewer System) is very limited. Accordingly Kent County and the Town of Leipsic have agreed that no additional units will be connected to the Leipsic Sewer System unless the Town of Leipsic agrees to their connection by action of Leipsic Town Council.

Solid-Waste Disposal

Refuse collection services are provided to property owners through an agreement with solid waste contractor. Solid waste collection is built into the tax structure of Leipsic and is provided to all residents. Pickup is scheduled once a week Tuesday mornings with recyclable collection every two weeks. Collection waste wheeler units are provided by the solid waste contractor.

2-4b. Community Services and Facilities

Public Safety

Police

Police services are provided to Leipsic through the Delaware State Police. Leipsic contracts with the State Police for one Trooper to patrol the town periodically during each month. The State Police provide 24-hour a day emergency services for the town from the State Police Troop Headquarters office located on Route 13 in north Dover and from Troop headquarters located near Odessa..

Fire

The Leipsic Volunteer Fire Company provides both fire protection and emergency medical services for the residents of the Leipsic area. This is one of the 18 volunteer fire companies operating in Kent County and although each has its own district they all provide mutual assistance when needed. Leipsic has twenty-five active volunteer firefighters. They operate (1) Fire and Rescue Truck, (1) Tanker combo, (2) Brush Trucks, (3) Pumper Trucks, (1) small Brush Utility truck, (1) Rescue Boat, (2) Ambulances, and (2) utility vehicles.

Emergency Medical Services

The Kent County Emergency Medical Service provides emergency medical services. There are four paramedic stations in Kent County; they are located in Dover, Smyrna, Harrington and Frederica. A fifth will soon be added on Route 8 west of Dover. In addition, the Leipsic Volunteer Fire Company provides emergency ambulance transportation services and basic care for minor emergencies.

Kent County All Hazard Mitigation Plan

Leipsic Town Council recently adopted the 2015 Hazard Mitigation Update relative to the Town of Leipsic under authority of the Federal Disaster Mitigation Act of 2000. Acting in conjunction with the Delaware Emergency Management Agency, Leipsic's adopted and Federally approved Plan makes Leipsic pre-positioned and more apt to receive available mitigation funds before and after the next disaster strikes.

Education and Library Facilities

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

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

Senior Services

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

Health Care

There are no health care facilities located within Leipsic. There are several health care facilities located in close proximity to Leipsic and they offer a range of services. Kent General Hospital, now part of the Bayhealth Medical Center is located in Dover and offers emergency services and intermediate medical care. An advanced Cancer Center is also part of Bayhealth Medical Center. Also located in or near Dover are the James A. Williams State Service Center (clinical and social services), the Courtland Manor Nursing and Convalescent Care, the Silver Lake Convalescent Care, and the Crescent Farm Convalescent and Nursing Center. Dover is the capital of Delaware and offers many additional health facilities and “Urgent Care” facilities which offer immediate medical attention.

Postal Service

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

Parks and Recreation

There is one playground adjacent to the Town Hall. There is also some open space parcels on the southern and western part of town that are of sufficient size for an active or a passive town park. The majority of the area to the north of the Lower Leipsic River is marshland not conducive to recreation. The Town of Leipsic is working on a plan to open the Leipsic Waterman’s and Farmer’s Museum and Educational Center in the Town of Leipsic. The site for the museum is projected for the North half of The Dupont Schoolhouse located on Main Street. The South half of the building has been renovated and currently serves as Town Hall. Leipsic is working on completing this project as part of the Bayshore Initiative but to date progress has been glacial.

Stormwater Management

Stormwater management can be a big issue for a town, particularly when the town is growing. As more impervious surfaces are added to the landscape, the runoff from storms can increase and cause problems not previously experienced. Runoff that directly enters waterways, rather than naturally filtering into waterways, can introduce harmful levels of nutrients and bacteria. This is of particular concern for Leipsic since the Lower Leipsic River has had TMDLs established and has been identified as quality-limited water. The Town of Leipsic makes storm water management a high priority and we are currently working with Kent Conservation District to clean out the “Tax Ditch” which runs along the

east side of town. As the mouth of the Tax Ditch enters the Leipsic River on property recently purchased by a Delaware State Agency, it is hoped that as part of the comprehensive bulkheading planned for the Town of Leipsic, the Delaware State Agency that owns the land surrounding the mouth of the tax ditch will assist in stormwater control and inflowing water relative to this Tax Ditch.

2-4c. Transportation

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

There are no regular state-operated DART bus routes passing through the town. As in all of Delaware, paratransit service is available through DART by reservation to eligible elderly and disabled residents. As part of transportation plans for the State of Delaware, Route 9 is designated as a Statewide Bike Route. In Addition Route 42 is designated as a Connector Bike Route. The only connector into Leipsic on Smyrna Road is a narrow bridge with no Bike Lane or Pedestrian Walkway. It would increase walkability in the Town of Leipsic and make Route 9 more bicycle friendly if this bridge was improved so that there was a pedestrian walkway/bike lane.

The Town of Leipsic has as a current goal increasing shoulders on the roads in Leipsic. The Town of Leipsic would like to see permeable pavement used when constructing these shoulders. If this is not an option, Leipsic would still like to see full shoulders constructed where there are no shoulders as this will make the Town more walkable and increase pedestrian safety. Recently a half shoulder was installed on the east side of Denny Street starting at South Street at the Southern end of town and continuing through to just south of 2nd street where a full shoulder already existed. The Town would like to see this shoulder increased to a full shoulder and would like to see permeable paving used on the increased shoulder area.

Recommendations: Community services, facilities, and transportation

Recommendation 1: Explore opportunities to develop parks and recreational facilities

The desirability of a town park with recreational facilities was rated highly in the survey completed by town residents. The town has been in discussions with various divisions of DNREC to move our museum project forward but as noted above progress has not been achieved and it is beyond the financial ability of the Town to move this project forward in an environmentally responsible manner without the cooperation of state agencies.

Recommendation 2: Connect the town to The Bayshore Byway

The Delaware Bayshore Byway is supported by two major federal efforts, The US Dept of Interior's Great American Outdoors Initiative and Delaware's Bayshore Byway part of US Department of Transportation Federal Highway Administration's National Scenic Byways Program. To date the Town of Leipsic has not been successful in obtaining assistance from the Delaware Agencies tasked with

implementing these programs. We have been diligent in our request for assistance and we hope to be successful in the future.

Recommendation 3: Develop stormwater management facilities

DNREC reports that non-point source pollution is a probable contributor to the Lower Leipsic River's water quality problems. To reduce this source of pollution, stormwater management facilities should be designed to reduce the amount of stormwater runoff directly entering the river. Any stormwater management facilities will need to be constructed in close coordination with both DNREC and the Kent Conservation District. In addition it is recommended that the Town incorporate a requirement for Stormwater review into the preliminary approval requirements for new development requests.

Recommendation 4: Move forward with plans for Leipsic Waterman's and Farmer's Museum and Educational Center.

The town has been working on moving plans for the museum forward. The South half of the historic DuPont Schoolhouse now owned by The Town of Leipsic has been renovated and is now used for Town Hall. The north half of the building planned for the museum has a new heating and air conditioning system, and new windows, but no further renovation has been done including no sanitary facilities. The Town has been trying to cooperatively work with DNREC and DELDOT to move the project forward. We are optimistic in Leipsic and considering the Town's strategic location on the Bayshore Byway we are confident that the museum will be open one day and visitors will be able to share in the interesting history of Leipsic.

2-5 Community Character and Design

Leipsic is a small waterfront community that is extremely neighborhood oriented. For example, the threat of Hurricane Isabel on the town prompted the local dockyard to take most boats out of the water, at no cost. This is especially significant because most people in the town depend on the water for their livelihood, with crab boats and fishing boats filling the harbor. The businesses within Leipsic (e.g., Sambos, Stelgis Black Top, Delaware Blue Claw, Old Leipsic Antiques, Smith's Bait Shop, J.L. Manley Contracting and Carey Diesel Engine Repair and Boat Yard), all hire locally.

Leipsic's character is historic and rural/agricultural in nature. Several sites in town are listed on the National Register of Historic Places including the Old Fennimore Store in the center of town and the Ruth Mansion house which has been recently restored in a historically conscious fashion and now is a centerpiece of restoration activity in Leipsic. A district within town has been identified as eligible for listing on the National Register. A letter from the State of Delaware Historical and Cultural Affairs (dated August 31, 2006) is included in Appendix C, that explains the implications of such a designation. Leipsic also has agricultural characteristics because there are many farms within the town and surrounding the town.

As mentioned elsewhere in this plan life in Leipsic has always been centered around our working waterfront. Protection of the town with moving forward on our comprehensive Bulkheading project is a high priority for Leipsic. It addresses our concerns with Sea Level rise and Climate Change and enhances the viability of our fishing fleet. The Town of Leipsic has always been a business town and

today as no different and the town of Leipsic encourages this. Each waterman is an independent entrepreneur wrestling daily with his profit and loss statement.

With our land development ordinance and our floodplain ordinance enacted into law and now part of life in Leipsic the Town would like to encourage young families to move into Town and make Leipsic a family seat for their families. With this in mind the town is trying to make Leipsic more walkable and family friendly while at the same time keeping Leipsic the business town it has always been. To many observers Leipsic is like a drawing out of a Norman Rockwell picture of the 1940's . The Town would like to keep this but update it so that in the 2020's people will say "This is what I want my town to be like."

Recommendations, Community Character and Design

Recommendation 1: Protect the town's historic character

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

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

New housing should be designed to fit in with the town. This can be accomplished by building new housing on existing lots, and by requiring new housing to be consistent with existing homes in town. In addition, open space design techniques should be used in order to maintain the rural character of the town and to ameliorate the environmental impact. The town can write land use regulations that permit and encourage these techniques and encourage new housing or substantial improvement of existing housing to be compatible with the existing structures in the neighborhood. Because of the limited connections available to the Leipsic Sewer System the town has reserved the greater part of these connections for existing lots in town

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

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

Recommendation 4: Improve Mobile phone reception and provide Town wide Internet Service

Mobile phone reception needs to be improved in The Town of Leipsic and surrounding area and the Town should make this a priority. In addition making a basic level of internet service available to residents in Town would help attract more young families and spur restoration or substantial improvement of some of the older structures in town.

Recommendation 5: Pursue economic development that enhances community character

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

Recommendation 6: Permit and encourage cottage industries

Leipsic has a strong tradition of small and home based businesses. These businesses are commonly referred to as cottage industries. . The town encourages the continuation and expansion of these businesses as a key part of economic development. With our Residential/Commercial zoning in place, entrepreneurs are able to use their residence as a business place and this encourages business development in The Town of Leipsic.

Recommendation 7: Explore Agricultural Preservation Options

Part of what makes Leipsic unique is its rural context, and surrounding farmlands. The Delaware Agriculture Lands Preservation Program protects thousands of acres of farmland each year. Since the last Comprehensive plan was written in 2006 the Agricultural Lands Preservation program has added new properties and permanently preserved several properties around the Town of Leipsic. There are other programs through the County and private conservation organizations that have the same goals. Leipsic should continue its dialogue with citizens, local farmers, and the Department of Agriculture to determine what role farmland protection can play in the town's development, and the development in adjacent areas of the County. As mentioned in Recommendation 3, use of such programs can help Leipsic maintain a clear edge between the town and the countryside. The Waterman's and Farmer's Museum planned for the Town of Leipsic will be important in keeping farmers an important part of Leipsic's cultural heritage.

Recommendation 8: Prepare for Town wide 300th Anniversary celebration in Leipsic in 2020

Leipsic was founded in 1720 and our 300th anniversary will be in 2020. Leipsic should prepare for a celebratory festival to be held in 2020. Considering Leipsic's rich maritime and agricultural history a sea food festival would be an appropriate part of the celebrations.

2-6 Housing and Redevelopment Plan

Currently the predominant type of housing in Leipsic is single family detached, which according to the 2000 US census constituted 79% of the housing. The 2010 Census lists the number of dwelling units in Leipsic as 93. The remainder of the housing is split between single multi-family (9%), and mobile homes (12%). Another defining characteristic of the housing in Leipsic is the number of older historic homes; most (52%) of which were built before 1939.

Although the majority of houses in Leipsic are well maintained, there are some residential properties in the town that are in poor condition and in need of repair and maintenance. The Town has a Public Nuisance ordinance and in the event that the grass is not cut or Town Council determines that a property is dangerous to the health and safety of Town of Leipsic residents the Town may declare the property to be a Public Nuisance and pay on the property owners behalf to have the property maintained. In the event the town is required to do this any expenses so incurred will be billed to the property owner and if not paid will be added to the annual tax bill.. There are some historic homes in town that are currently unoccupied and in need of restoration Several of these houses are important structures from a historic

viewpoint and although the current condition is poor they are restorable and the town would like to see a historically correct restoration or substantial improvement done to these houses as opposed to destroying them and creating an empty lot. Recently, the most important structure in Leipsic, The Ruth Mansion house dating from 1720, was lovingly restored with a historic preservation combined with contemporary services including 9 Fireplaces, 8 Bedrooms 7 bathrooms, and a state of the art heat pump system. This has encouraged more preservation activities in Leipsic.

The small size of Leipsic makes it difficult to predict future housing needs. In addition there is a seasonal nature of life in Leipsic with employment opportunities increasing in the spring and summer, staying stable in the fall and decreasing in the winter due to employment opportunities connected with working on the water. According to census reports the population of Leipsic decreased from 203 people in 2000 to 183 in 2010. This decrease in population contrasts with an increase in the number of dwelling units from 89 to 93. In addition the trash billing for the Town of Leipsic indicates 96 properties receive a trash bill. Whatever the case there appears to be more than enough empty lots available to meet future housing needs as there is around 30 percent of the land within the town's boundaries available for new construction: approximately 10 percent of the land is vacant and 20 percent in agricultural use. The type of modest growth projected for Leipsic does not call for any drastic action by the town to increase the available housing stock in the near term. Therefore, the town's housing strategy is focused on protecting the current housing stock and aesthetics of the town.

Recommendations: Housing and redevelopment plan

Recommendation 1: Maintain and improve current historic housing stock

Continue Town policies which encourage the repair and restoration of historic homes. . Between 1990 and 2000 the town lost 8% of its housing stock. Since 2000 the Town has gained 5 new homes.. The older historic homes that make up the majority of Leipsic's housing stock often have more maintenance issues than newer homes. The following steps can be taken to preserve the current housing stock.

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

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

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

Recommendation 3: Take steps to redevelop vacant properties

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

2-7 Future Land Use and Annexation Plan

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

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

2-7a. Residential / Commercial

The residents of Leipsic have a strong entrepreneurial spirit, which is seen in numerous home-based businesses throughout the town. Often called “cottage industries,” these are small-scale businesses run out of residents’ homes. In an effort to accommodate this spirit it is the town’s desire to allow such activity by specifically identifying the location of such activities. Leipsic wants to encourage cottage industries, while ensuring that it will not infringe on the rights of other residents. Here are some general polices that will guide cottage industries in Leipsic:

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

2-7b. Residential Land Uses

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

2-7c. Commercial Land Uses

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

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

2-7d. Institutional Land Uses

There are a number of institutional uses in town. It is the intent of the town to encourage their continued operation and role in the community by designating them for future institutional purposes. The institutional properties include Town Hall, the Leipsic Volunteer Fire Company, churches and cemeteries. Here are some general policies that will guide institutional land uses in Leipsic:

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

2-7e. Agricultural/Open Space

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

2-7f. Waterfront Mixed Use including Downtown Waterfront Historic District

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

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

2-7g. Annexation

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

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

Recommendations: Future land use and annexation

Recommendation 1: Encourage the restoration of properties in the historic districts in town

The town's priority is to develop the historic districts in Town while maintaining the commercial viability of the waterfront. Development of the historic properties can be accomplished by historic restoration or substantial improvement of these properties with the goal of keeping these properties historically compatible with the surrounding properties.

Recommendation 2: Explore agricultural preservation options

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

Recommendation 3: Partner with The State of Delaware for Town of Leipsic Compatible Development of the Whedbee Property.

The Whedbee Property located at 68 Lombard Street occupies 10 acres of ground. It is the largest undeveloped property in Leipsic located on the South side of the Leipsic River. The concept of Town of Leipsic Compatible Development of this property is very important for the Town of Leipsic. If this property is developed in a way that enhances the waterfront commercial viability of the Town, adds to

the possibilities for ecotourism and allows for limited public access to this sensitive ecological area under the local supervision of The Town of Leipsic, it will result in making Leipsic a livable, walkable, enjoyable, and beautiful small town. We will be able to keep our working waterfront heritage and little Leipsic who almost singlehandedly fought off irresponsible real estate development and preserved the heart of the Bayshore will show the way in rekindling the entrepreneurial spirit of the American people..

Recommendation 4: Coordinate town growth with growth in Kent County

The town has cooperated with Kent County for reciprocal notification and coordination on land use and development activities within the Area of Concern. In addition the Town consults regularly with our locally elected State Lawmakers.

2-8 Intergovernmental Coordination

Land-development activities occurring within Leipsic and on the lands within Kent County's jurisdiction surrounding the town affect the quality of life of all of the people living and working in this regional area. Planning for future events in the Town of Leipsic is a very important, goal of which should not be overlooked. Intergovernmental coordination between the Town of Leipsic and Kent County is crucial in determining policies which will guide land use decisions. Planning is crucial to the success of any endeavor and intergovernmental coordination is crucial to any plan. The Town of Leipsic has been fortunate in having good partners in Kent County Levy Court these last ten years.. Our State Senator the Honorable Bruce Ennis and our State Representative, The Honorable Bill Carson have always been there to help us. It was their help that enabled Leipsic to put the road shoulder in on Denny Street as mentioned previously in this plan. The Office of State Planning Coordination has been of great value to us and they have been the Principal State Resource that has assisted Leipsic. The Town of Leipsic shows a one mile "Intergovernmental Coordination Area" on the Kent County Comprehensive Plan Land Use map . This is the area of Kent County which while not a part of Leipsic is important to Leipsic as it is Leipsic's immediate neighborhood and Leipsic has an interest in seeing the area doing well. In addition as part of Leipsic's intergovernmental coordination it is important for Leipsic to let the County know of its need to be informed of land use activities within this area.

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

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

CHAPTER 3. IMPLEMENTATION

3-1 Summary of Recommendations and Actions

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

RECOMMENDATION SUMMARY

Recommendations	Section	Address within 18 months
<i>Make Town more walkable</i>	2-1	
<i>Develop historic sub-districts within the historic area</i>	2-1	X
<i>Town of Leipsic Compatible Development of Whedbee Property</i>	2-1	X
<i>Maintain the Civic Identity of Leipsic as Working Waterfront</i>	2-2g	X
<i>Evaluate governance capabilities</i>	2-1	X
<i>Implement Appropriate Environmental Regulations</i>	2-3	
<i>Intensify Sea Level and Climate Change Strategies</i>	2-3	
<i>Connect the Town Bayshore Byway</i>	2-4	X
<i>Improve stormwater management facilities</i>	2-4	
<i>Move forward with Leipsic Watermen and Farmers Museum and Educational Center</i>	2-4	
<i>Protect the Town's historic character</i>	2-5	X
<i>Improve Mobile phone reception in Town and Provide Limited Internet Service to all residents</i>	2-5	
<i>Maintain a clear edge between the Town and countryside</i>	2-5	
<i>Prepare for 300th Anniversary Celebration in 2020 to include Seafood Festival</i>	2-5	
<i>Pursue economic development that enhances community character</i>	2-5	
<i>Permit and encourage cottage industries</i>	2-5	
<i>Explore Agricultural Preservation Options</i>	2-5	
<i>Encourage the restoration of properties in the Historic Districts</i>	2-6	
<i>Provide housing for people of all ages and economic levels</i>	2-6	
<i>Take steps to redevelop vacant properties</i>	2-6	
<i>Partner with State of Delaware for Town of Leipsic Compatible Development of The Whedbee Property</i>	2-7f	
<i>Explore agricultural preservation options</i>	2-7f	
<i>Improve Intergovernmental coordination</i>	2-8	

APPENDIXES

Appendix A - Municipal Development Strategy Checklist Summary

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

Appendix B – MAPS

Town of Leipsic, Delaware – Aerial View

Town of Leipsic, Delaware – Transportation Map

Town of Leipsic, Delaware – Existing Land Use

Town of Leipsic, Delaware – Future Land Use

Town of Leipsic, Delaware – Intergovernmental Coordination Area

Town of Leipsic, Delaware – Strategies for State Policies and Spending

Town of Leipsic, Delaware – Environmental Features

Town of Leipsic, Delaware – Soils

Town of Leipsic, Delaware – FEMA Floodplains

Town of Leipsic, Delaware – Sea Level Rise

Town of Leipsic, Delaware – Historical Locations



Surdex Corp, 2017

Town of Leipsic, Delaware - Aerial View

-  Municipalities
-  Major Routes
-  Major Rivers
-  Rivers and Streams

October 2018



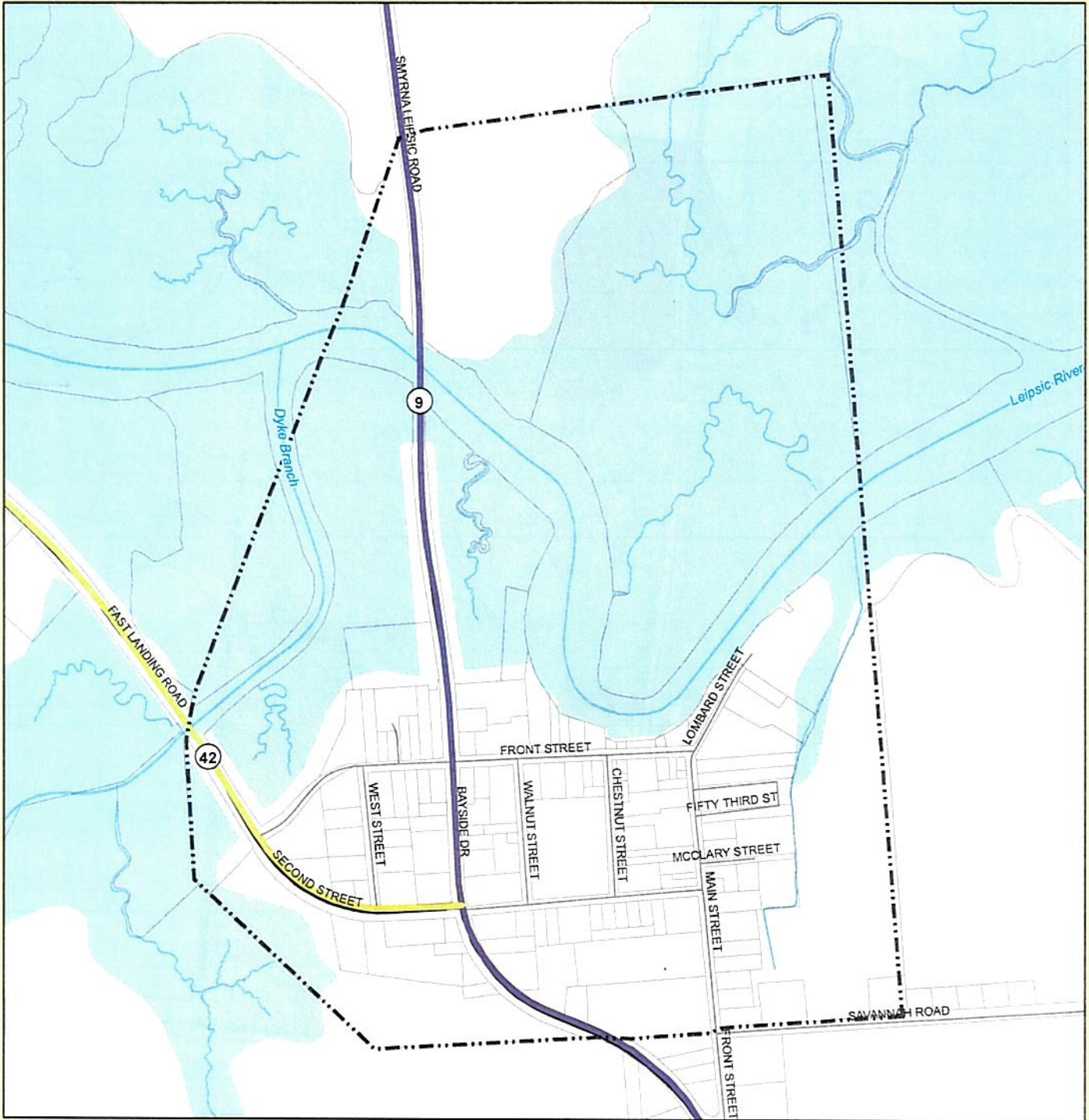
Sources:

Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18.
 Roads - Kent County Planning Department, FirstMap 10/18.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.
 2017 Aerial Imagery, Surdex Corp., FirstMap.

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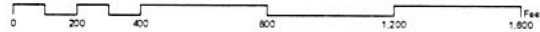
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Town of Leipsic, Delaware - Transportation Map

- Municipalities
- Connector Bike Routes
- Statewide Bike Routes
- Public State Parcels
- Major Routes
- Centerline
- Major Rivers
- Rivers and Streams

October 2018

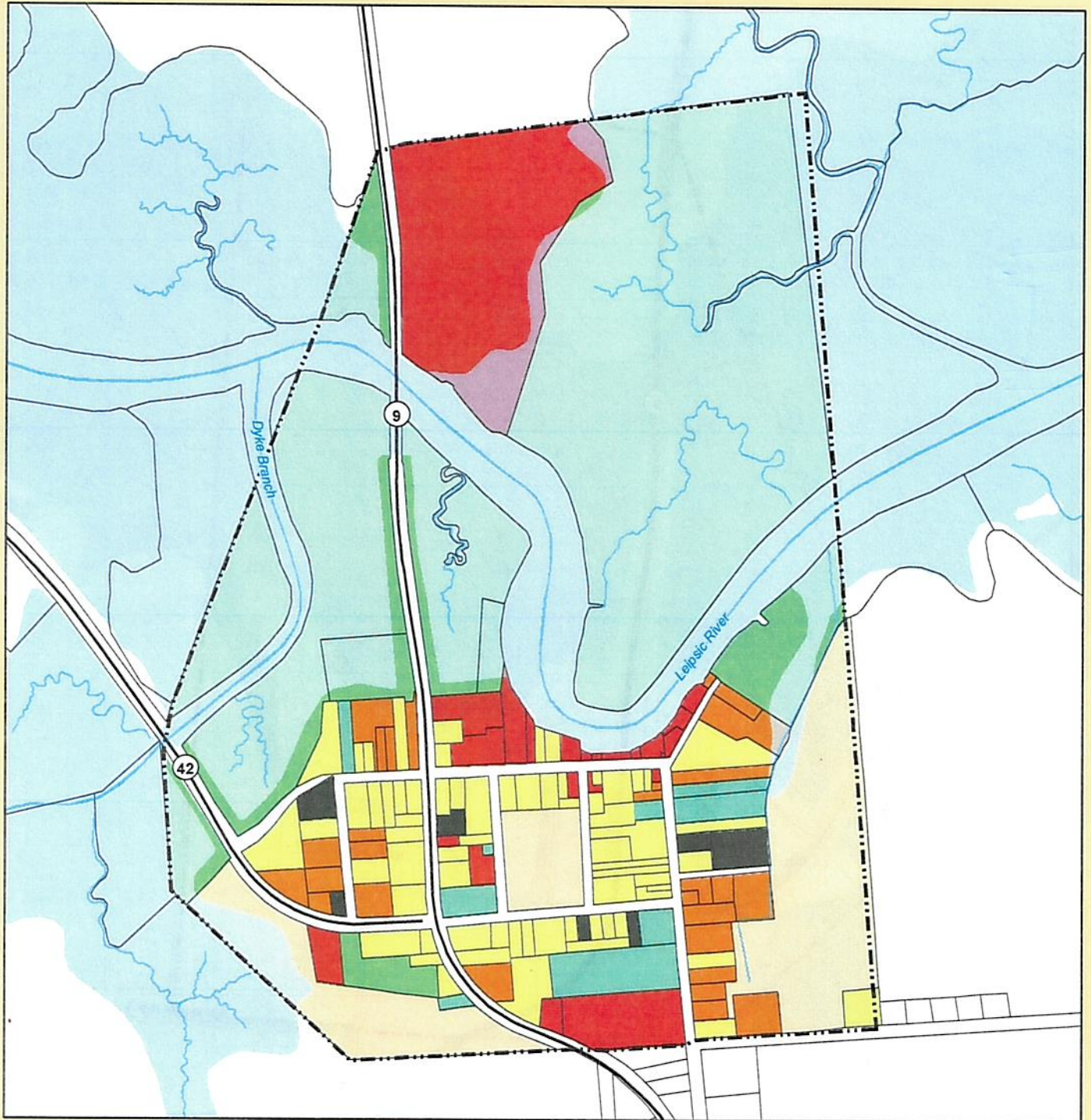


Sources
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18.
 Roads - Kent County Planning Department, FirstMap 10/18.
 Parcels - Kent County GIS Division, FirstMap 10/18.
 Bike Routes - DeIDDY, FirstMap 10/18.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.

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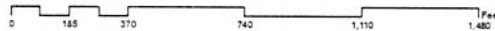
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Town of Leipsic, Delaware - Existing Land Use

Land Use Type	Municipalities
Residential	Major Routes
Comm/Res	Centerline
Commercial	Public State Parcels
Institutional	Major Rivers
Agricultural	Rivers & Streams
Open Space	
Vacant	

October 2018



Sources:

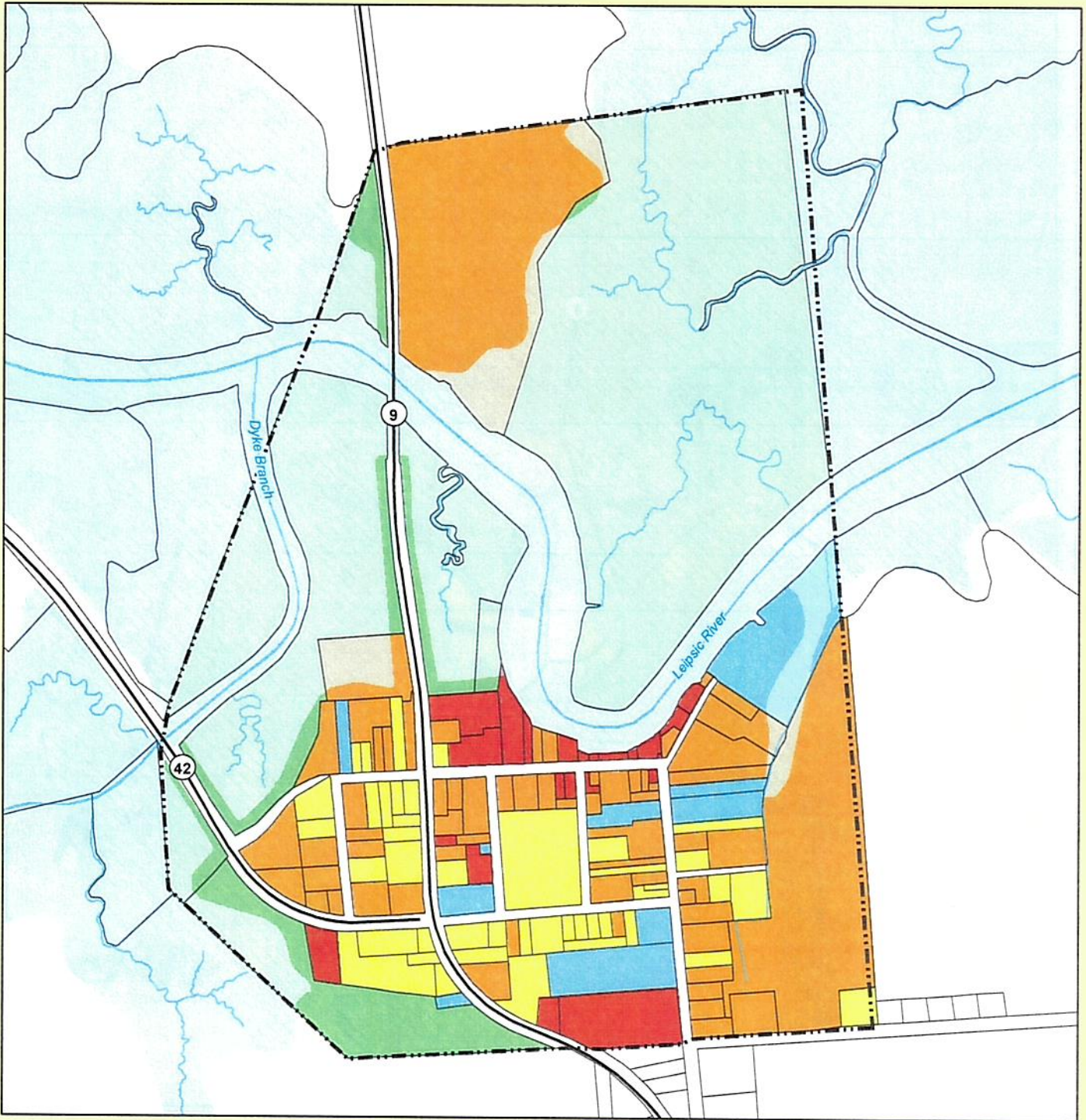
Existing Land Use - Town of Leipsic, 09/06.
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18.
 Roads - Kent County Planning Department, FirstMap 10/18.
 Parcels - Kent County GIS Division, FirstMap 10/18.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.

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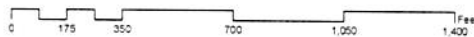
Town of Leipsic, Delaware - Future Land Use

Land Use Type

- Residential
- Res/Comm
- Commercial
- Agricultural/Open Space
- Institutional
- Public State Parcels
- Municipalities

- Major Routes
- Centerline
- Major Rivers
- Rivers & Streams

October 2018



Sources:
 Future Land Use - Town of Leipsic, 07/16
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18
 Roads - Kent County Planning Department, FirstMap 10/18
 Parcels - Kent County GIS Division, FirstMap 10/18
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.

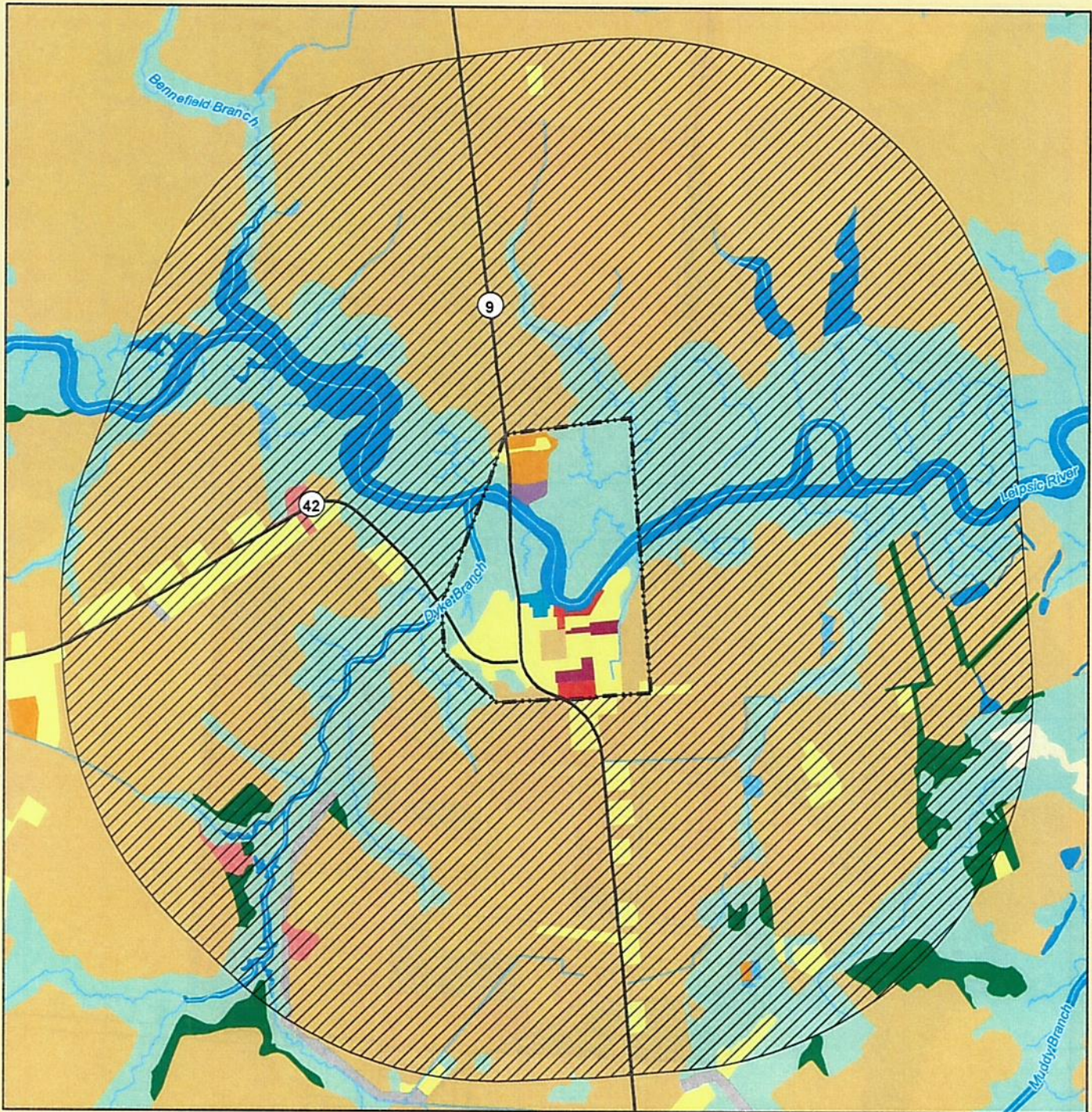
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Kent County, Delaware



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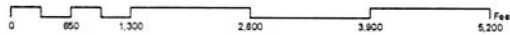
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Town of Leipsic, Delaware - Kent County Comprehensive Plan Land Use Within Intergovernmental Coordination Area

- | | |
|--|-------------------------------|
| Intergovernmental Coordination Area | Recreational |
| Municipalities | Farms, Pasture, Cropland |
| Public State Parcels | Confined Animal Feeding Op. |
| Major Routes | Rangeland |
| Centerline | Orchards/Nurseries |
| Major Rivers | Forest |
| Landuse Landcover 2012 | Shrub/Brush Rangeland |
| Mixed Residential | Clear-cut |
| Residential | Reservoirs & Impoundments |
| Mixed Urban/Built-up | Marinas/Port Facilities/Docks |
| Commercial | Open Water |
| Industrial | Wetlands |
| Transportation/Communication/Utilities | Sandy Areas and Shoreline |
| Institutional/Governmental | Extraction and Transitional |

October 2018

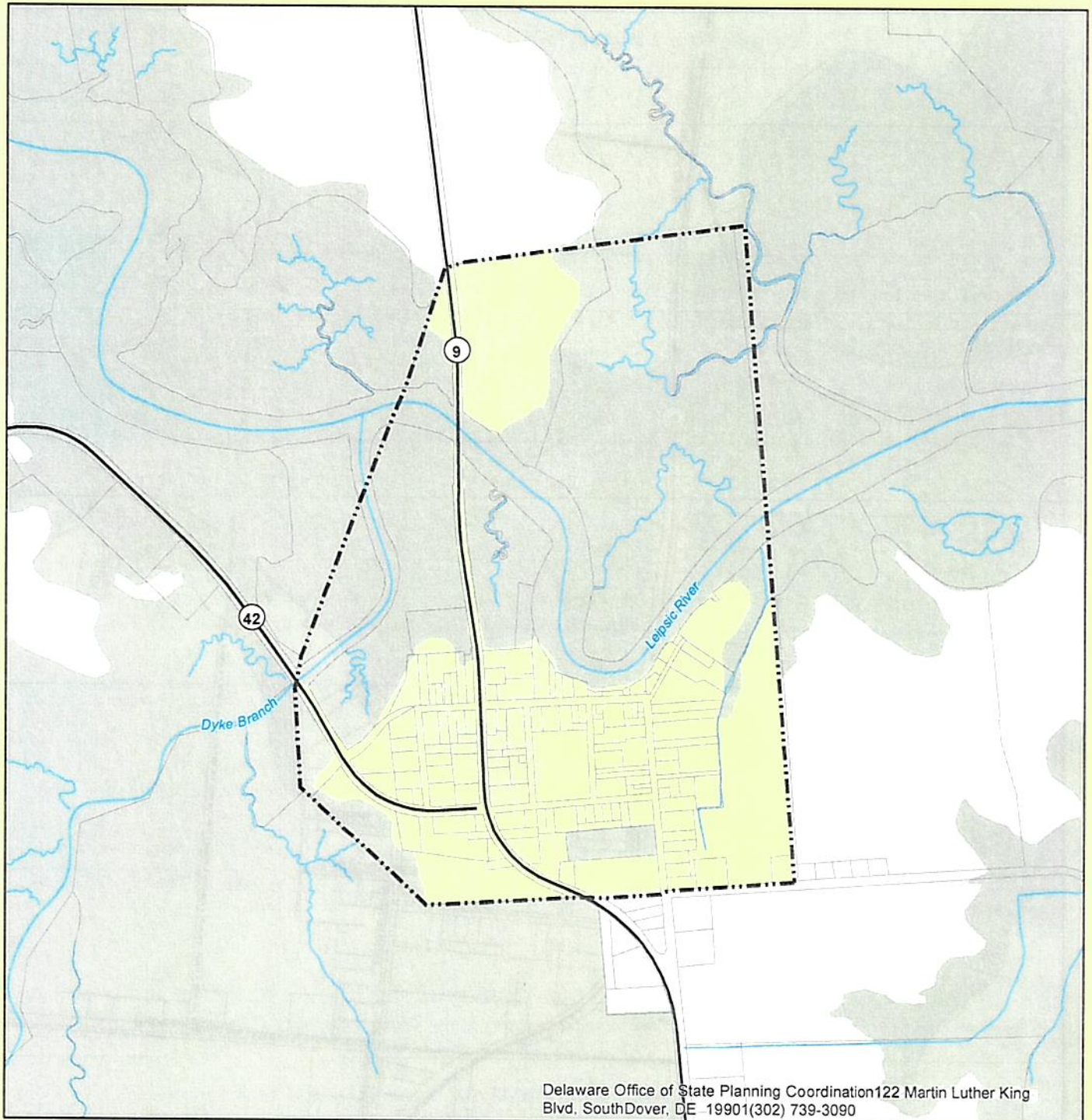


Sources:
 Landuse Landcover 2012 - FirstMap 10/18.
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18.
 Roads - Kent County Planning Department, FirstMap 10/18.
 Parcels - Kent County GIS Division, FirstMap 10/18.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.

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Town of Leipsic, Delaware - Strategies for State Policies and Spending

State Strategies 2015

- Level 1
- Level 2
- Level 3
- Level 4
- Out of Play
- Public State Parcels
- Municipalities
- Major Routes
- Centerline
- Major Rivers

October 2018



Sources:
 2015 Investment Strategies for State Policies and Spending - Office of State Planning Coordination, FirstMap 10/18
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18
 Roads - Kent County Planning Department, FirstMap 10/18
 Parcels - Kent County GIS Division, FirstMap 10/18
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18

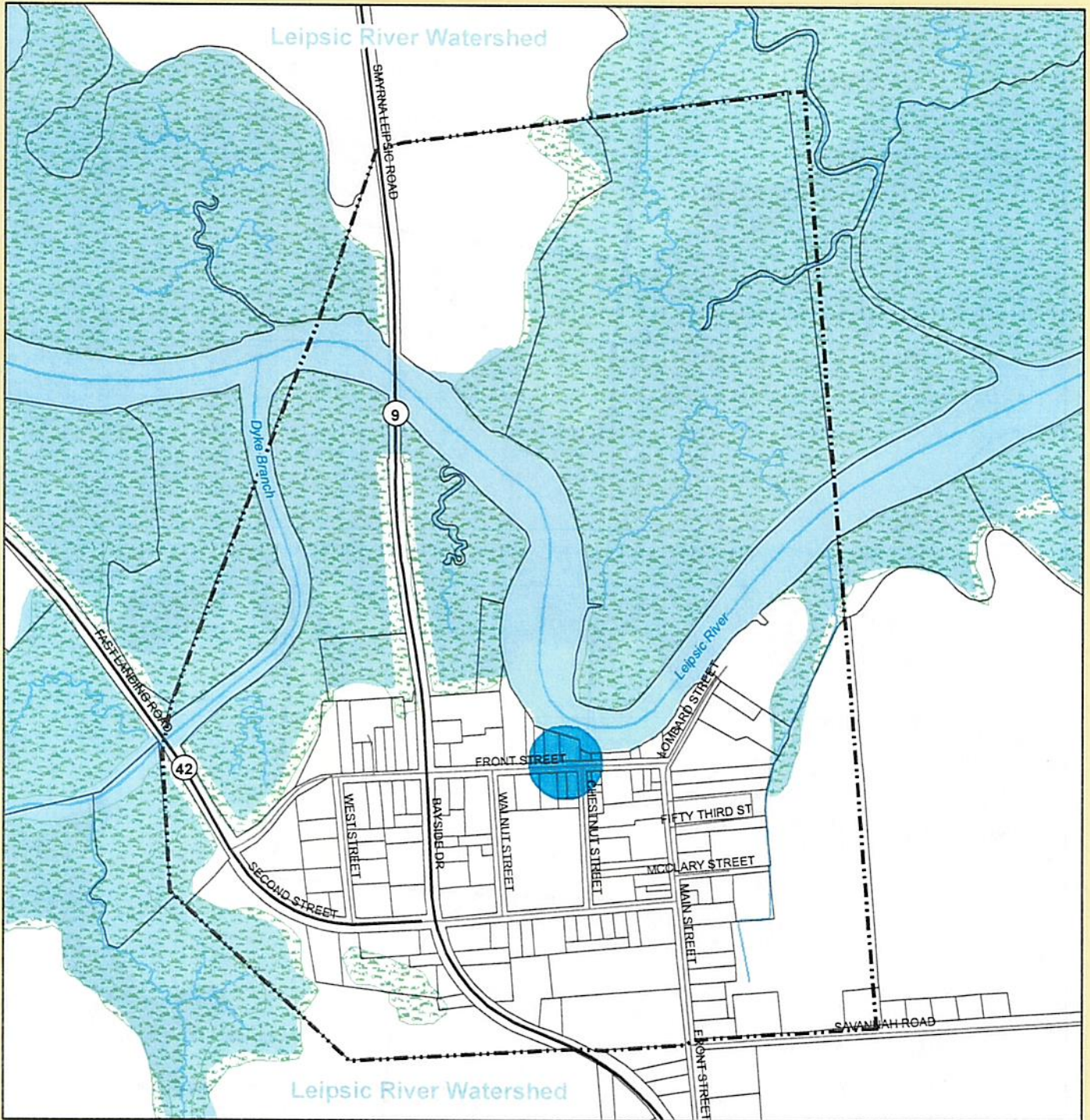
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Kent County, Delaware



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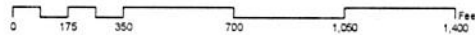
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Town of Leipsic, Delaware - Environmental Features

- Municipalities
- Major Routes
- Centerline
- Public State Parcels
- Major Rivers
- Wellhead Protection Areas
- Wetlands
- Rivers & Streams

October 2018



Sources:

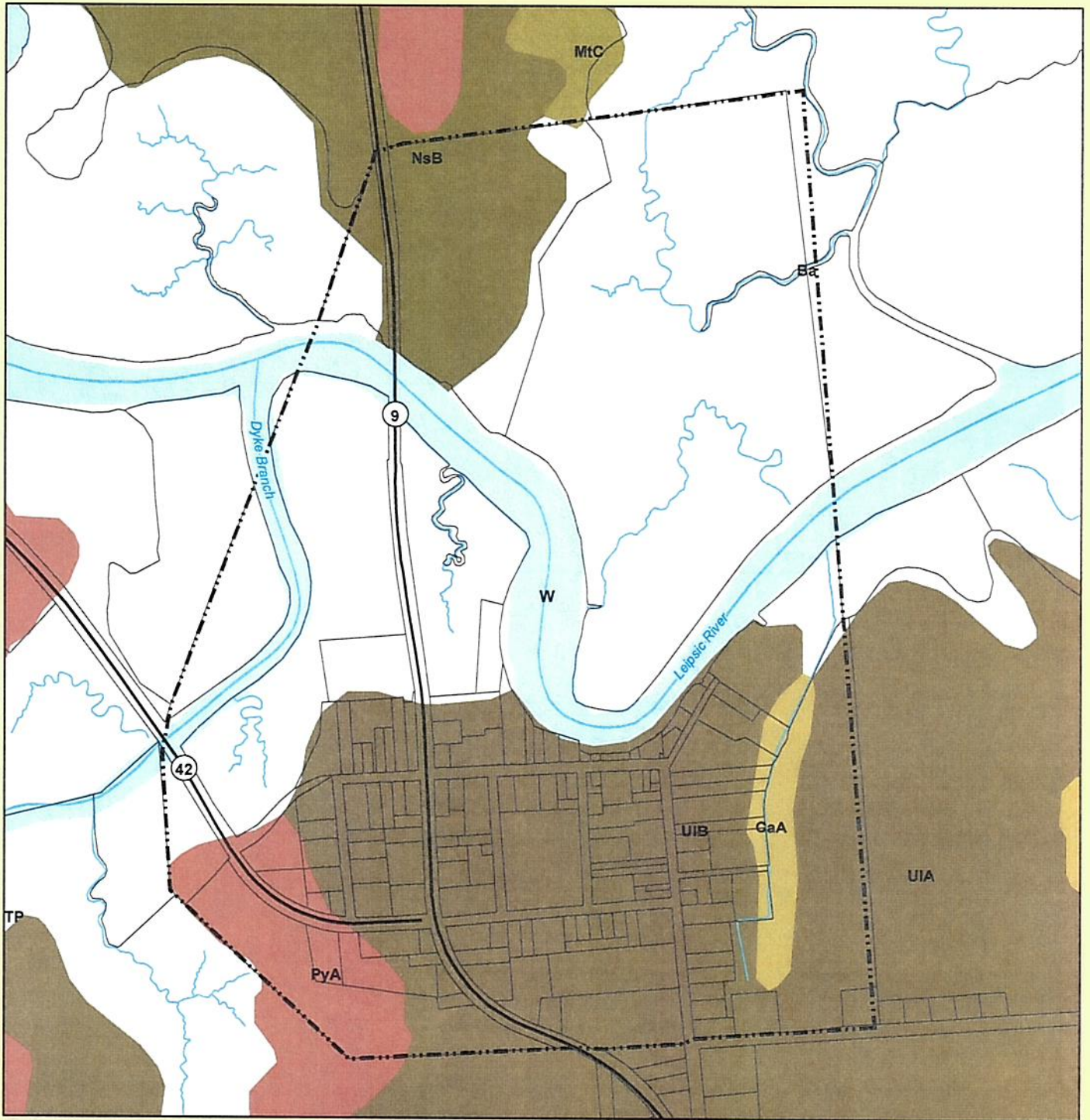
Wetlands - DNREC, FirstMap 10/18
 Wellhead Protection Areas - DNREC, FirstMap 10/18
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18
 Roads - Kent County Planning Department, FirstMap 10/18
 Parcels - Kent County GIS Division, FirstMap 10/18
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18

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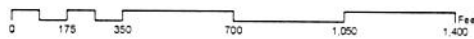
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Town of Leipsic, Delaware - Soils

Soil Survey		Municipalities	
	Broadkill		Municipalities
	Carmichael		Public State Parcels
	Mattapex		Major Routes
	Nassawango		Centerline
	Pineyneck		Major Rivers
	Transquaking		
	Unicorn		
	Water		

October 2018



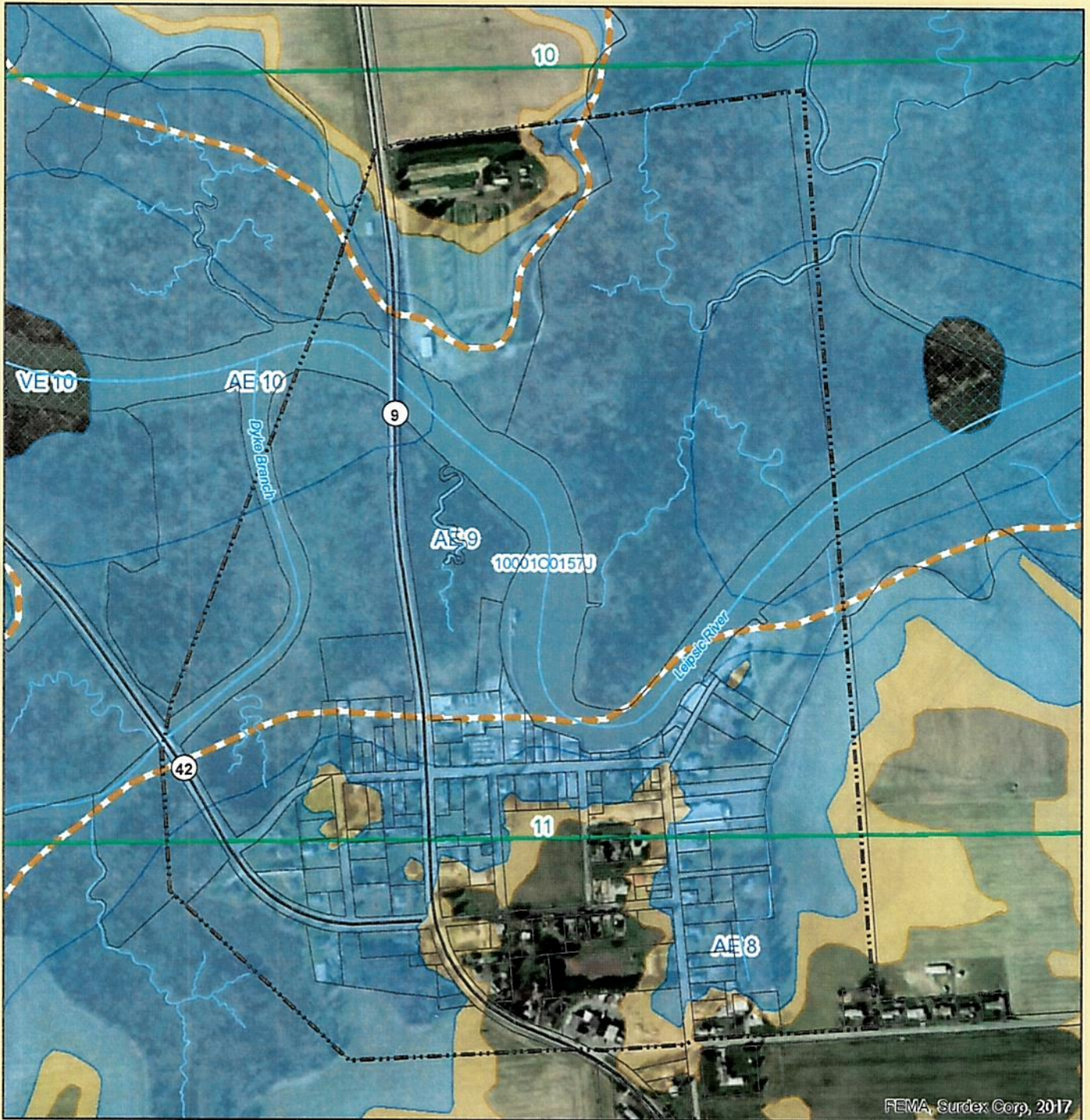
Sources:
 Geology/DE Soils - This data set is a digital soil survey and generally is the most detailed level of soil geographic data developed by the National Cooperative Soil Survey, FirstMap 1018.
 Municipal Boundaries - Delaware Office of State Planning Coordinator, FirstMap 1018.
 Roads - Kent County Planning Department, FirstMap 1018.
 Parcels - Kent County GIS Division, FirstMap 1018.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 1018.

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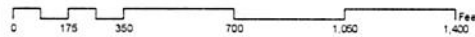


FEMA, Surdex Corp, 2017

Town of Leipsic, Delaware - FEMA Flood Plains

- | | |
|---|------------------------|
| — Base Flood Elevation | ▬ Municipalities |
| FEMA Flood Maps | ▬ Public State Parcels |
| Flood Zone | ▬ Major Routes |
| ■ A | ▬ Centerline |
| ■ AE | ▬ Major Rivers |
| ■ VE | |
| ■ X, 0.2 PCT Annual Chance Flood Hazard | |

October 2018



Sources:

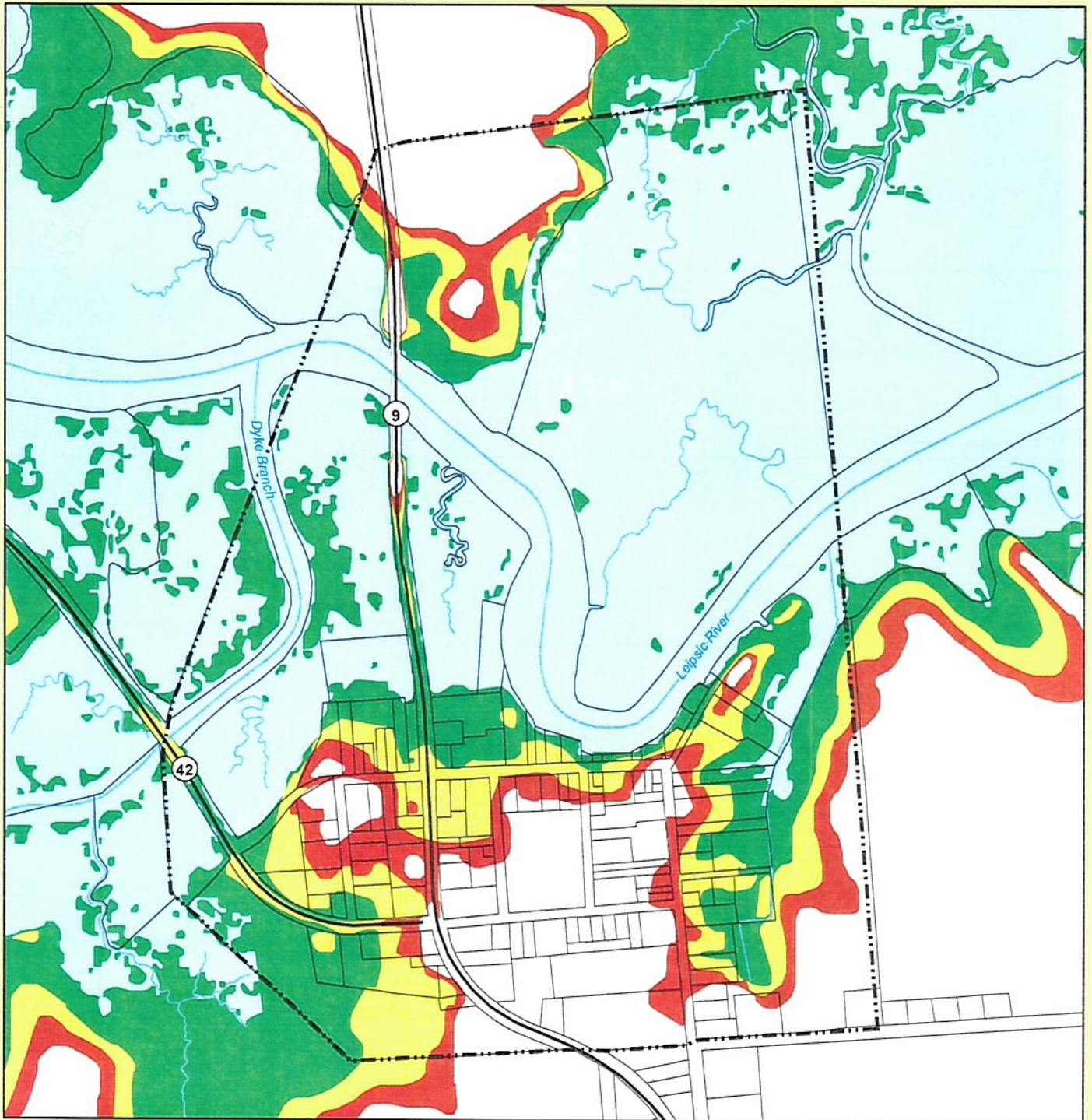
FIRM - FEMA, FirstMap 1018.
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 1018.
 Roads - Kent County Planning Department, FirstMap 1018.
 Parcels - Kent County GIS Division, FirstMap 1018.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 1018.
 2017 Aerial Imagery - Surdex Corp., First Map.

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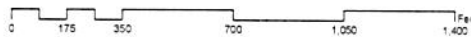
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Town of Leipsic, Delaware - Sea Level Rise

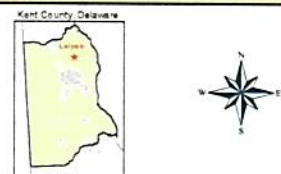
- Mean Higher High Water (MHHW)
- 0.5 Meters
- 1.0 Meter
- 1.5 Meters
- Municipalities
- Public State Parcels
- Major Routes
- Centerline
- Major Rivers

October 2018

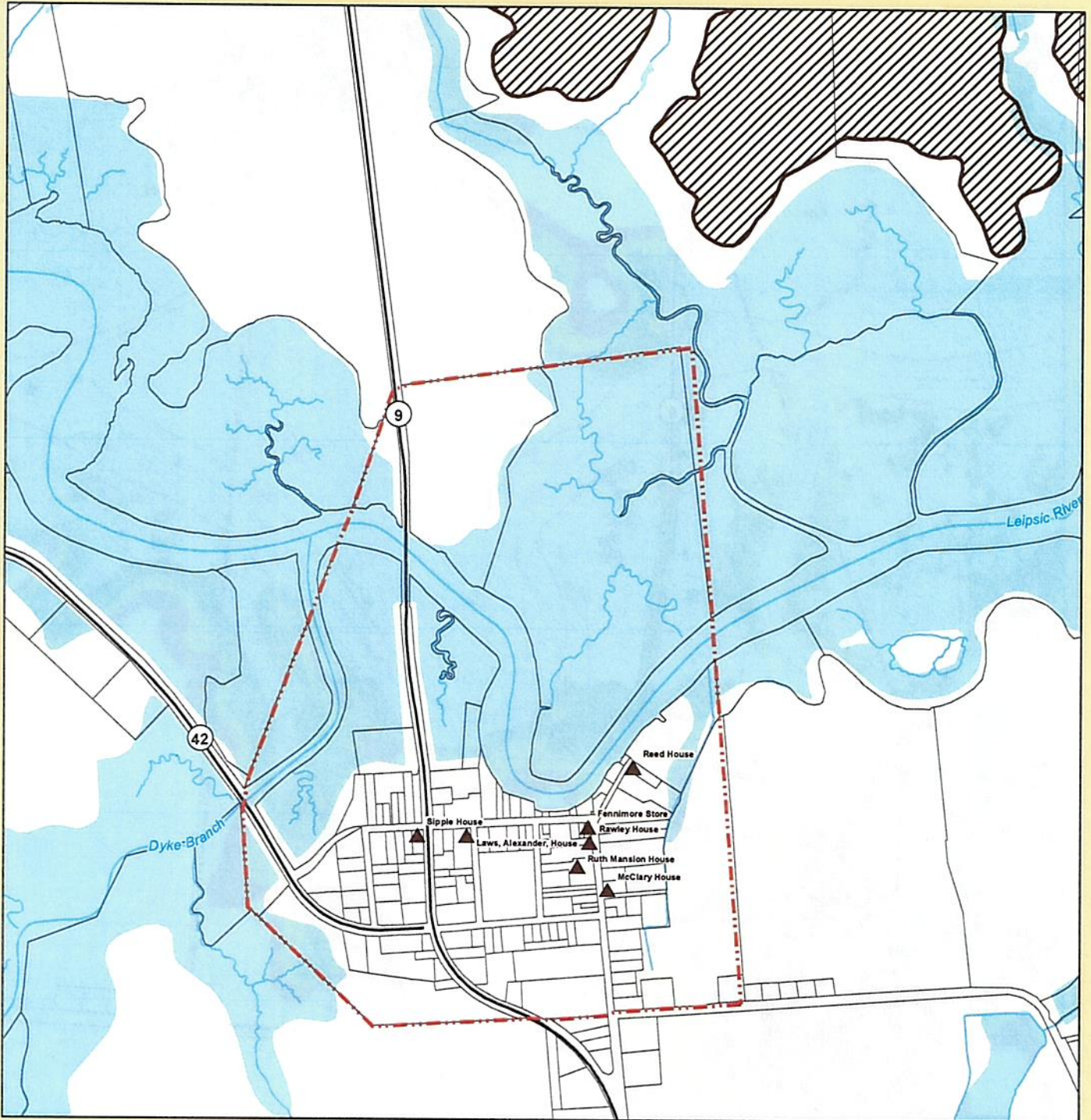


Sources:
 Sea Level Rise - Delaware Coastal Program, FirstMap 10/18
 Municipal Boundaries - Delaware Office of State Planning Coordination, FirstMap 10/18
 Roads - Kent County Planning Department, FirstMap 10/18
 Parcels - Kent County GIS Division, FirstMap 10/18
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18









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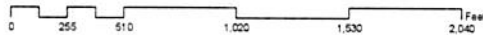
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Town of Leipsic, Delaware - Historical Locations

-  Municipalities
-  National Register of Historic Places
-  National Register Historic Districts
-  Major Routes
-  Centerline
-  Public State Parcels
-  Major Rivers
-  Rivers & Streams

October 2018



Sources:
 Delaware Historic Places - National Register, Division of Historical and Cultural Affairs, FirstMap 10/18.
 Municipal Boundaries - Delaware Office of State Planning Coordinator, FirstMap 10/18.
 Roads - Kent County Planning Department, FirstMap 10/18.
 Parcels - Kent County GIS Division, FirstMap 10/18.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA, FirstMap 10/18.

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Appendix C - Correspondence

1. PLUS Letter September 22, 2016.
2. Letter to Martha Wilkinson on sewer usage from Hans Medlarz, Director of Public Works for Kent County, dated May 18, 2005.
3. State of Delaware Historical and Cultural Affairs Letter, dated August 30, 2005.
4. List: Waterman That Work From Leipsic
5. Letter from Shawn Garvin to Mayor Craig Pugh, dated December 27, 2018



STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF STATE PLANNING COORDINATION

September 22, 2016

Jay Goodfellow
Town of Leipsic
207 Main Street
Leipsic, DE 19901

RE: PLUS review 2016-08-06; Town of Leipsic Comprehensive Plan

Dear Jay:

Thank you for meeting with State agency planners on August 24, 2016 to discuss Leipsic's comprehensive plan. State agencies have reviewed the documents submitted and offer the following comments. Please note that changes to the plan, other than those suggested in this letter, could result in additional comments from the State. Additionally, these comments reflect only issues that are the responsibility of the agencies represented at the meeting.

Certification Comments: These comments must be addressed in order for our office to consider the plan update consistent with the requirements of Title 22, § 702 and Title 29, § 9103 of the Del. Code.

Position on Population Growth

- The plan must better articulate the Town's position on population growth in Section 2-2g of the plan. The current text of this section describes Leipsic as it is today. The revisions should articulate the Town's position on future population growth.

Development of the Whedbee Property (pp. 13, 16, and 40)

- Several sections of the Leipsic Comprehensive Plan discuss the future of the Whedbee Property, located on the east portion of town along the Leipsic River. This property was recently purchased by the DNREC Division of Fish and Wildlife for the primary purpose of providing a permanent dock for its research trawler, the R/V First State. The Division understands and appreciates the Town's interest in the Whedbee Property and will continue to coordinate with Town officials as plans for the property are developed. However, the Division of Fish and Wildlife is concerned about text within the Comprehensive Plan regarding public access to the property and constructing bulkheads along its shoreline.

- Page 13 specifically states that the Town would like to continue “free access” to the Whedbee property. The Division of Fish and Wildlife does not agree with the town’s characterization that this property has been open to the public in the past, as it was private property that was locked before its sale to the DNREC Division of Fish and Wildlife. The primary purpose for the state’s purchase of this property is to provide a permanent dock for the state research vessel. While some level of public access could, in consultation with the Town, be provided in the future, such access is not guaranteed.
- To this end, we request that the following sentence (pg 13) be deleted: “For the property to be kept as a private compound where Town of Leipsic Officials are denied free access is not acceptable to the Town of Leipsic. The Whedbee Property has always been integral to town life and it is only with the Town of Leipsic overseeing the use of this property that its possibilities can be realized.”
- We also request that the following text be removed (pg 16): “this redevelopment would include bulkheading the Whedbee Property and continuing with the adjacent properties on Lombard Street and Front Street.” The Division of Fish and Wildlife has not agreed to install bulkhead on the Whedbee Property. Further, DNREC policies require documentation of erosion issues prior to any shoreline stabilization project and DNREC policies discourage bulkheading of shorelines that are not already bulkheaded.
- Page 29 makes reference to the Whedbee Property within the “Bulkheading Study” section and calls for use of this property for a variety of uses including docking the Leipsic Volunteer Fire Company boat, training facilities, hunters, fisherman and ornithologists. This text regarding public access by hunters, fisherman etc. should be removed. The Division of Fish and Wildlife, in consultation with the Town, may provide public access in the future, but has no current plans to do so.
- Please revise the second sentence on page 40 to state: “The concept of the Town of Leipsic Compatible Development of this property is very important for the Town of Leipsic, and if this property is developed in a way that enhances the waterfront commercial viability of the Town, adds to the possibilities for ecotourism, and allows for appropriate public access to this sensitive ecological area, it will result in making Leipsic a livable, walkable, enjoyable, and beautiful small Town.”

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

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

Our office commends the Town of Leipsic for preparing a very detailed and environmentally sensitive comprehensive plan update. The Town has worked closely with our office, DNREC, DelDOT and other agencies to carefully evaluate the growth of the community and preservation of the critical natural features that surround the town. The integration of detailed strategies to

address climate change and sea level rise is commendable. In addition, the plan is noteworthy for the level of community involvement and reflection of community character and culture.

All land development is regulated by the Town through the Town's Land Development Ordinance. The future land use map does include a number of land use changes from the previously adopted plan. Our office would also like to note that Title 22, § 702 (c) requires that the Town amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive plan.

We do have one recommendation:

- It is recommended that Leipsic develop a "Memorandum of Understanding" with Kent County regarding mutual notification of land use issues within the Intergovernmental Coordination Area if no such agreement currently exists. This will ensure that the Town is made aware of land use applications within this area and offered an opportunity to participate in the County land use process.

Department of Transportation – Contact: Bill Brockenbrough 760-2109

- On page 33, the text supporting Recommendation 5 mentions determining "when a Pavement and Rehabilitation Project may be warranted such that early pedestrian or bicycle measures can be included." While DelDOT tries to accommodate pedestrian and bicycle travel in all our projects, Paving and Rehabilitation projects generally are confined to the maintenance and repair of facilities that already exist.
- We recommend that the Town contact Mr. Jeff Niezgoda, the Assistant Director of Planning in charge of our Local System Improvement Section about possibly initiating Transportation Alternatives project to address sidewalks and shoulders along Delaware Routes 9 and 42. The Transportation Alternatives Program, formerly Transportation Enhancements, addresses small projects, primarily for bicycle and pedestrian improvements. Mr. Niezgoda may be reached at (302) 760-2178.

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

The Department envisions a Delaware that offers a healthy environment where people embrace a commitment to the protection, enhancement and enjoyment of the environment in their daily lives; where Delawareans' stewardship of natural resources ensures the sustainability of these resources for the appreciation and enjoyment of future generations; and where people recognize that a healthy environment and a strong economy support one another.

The Town is to be commended for their many achievements since the adoption of the 2006 Comprehensive Plan and including a list of those achievements in the Introduction to the Plan. The Department was particularly pleased to see that the Town has identified sea level rise and

climate change as a priority in the Comprehensive Plan Update (Summary of Key 2016 Findings).

DNREC's intent is to offer recommendations to improve conservation and protection of the City's resources and to improve the plan elements related to environmental protection, open space, recreation and water quality and supply. DNREC would welcome the opportunity to meet with the City in a collaborative manner to discuss these recommendations and possible future ordinances.

Recommendations for Comprehensive Plan Revisions

Floodplains (pp. 25 and 27)

- Recommend combining the paragraph on page 25 with the section on page 27. Further recommend that Wetlands and Recharge Areas be designated as separate sections.

Soils (p. 26)

- We suggest that the Town of Leipsic Comprehensive Plan reference the Web Soil Survey (WSS), operated by the USDA Natural Resource Conservation Service (NRCS), rather than the outdated 1971 USDA Soil Survey of Kent County, in their Comprehensive Plan Update. The updated soil survey information can be retrieved at the following web link: <http://websoilsurvey.sc.egov.usda.gov/App/HomePage.htm>

For the Town's convenience, the NRCS soil survey mapping update map of soils in the immediate vicinity of the Town of Leipsic is displayed in Figure 1.

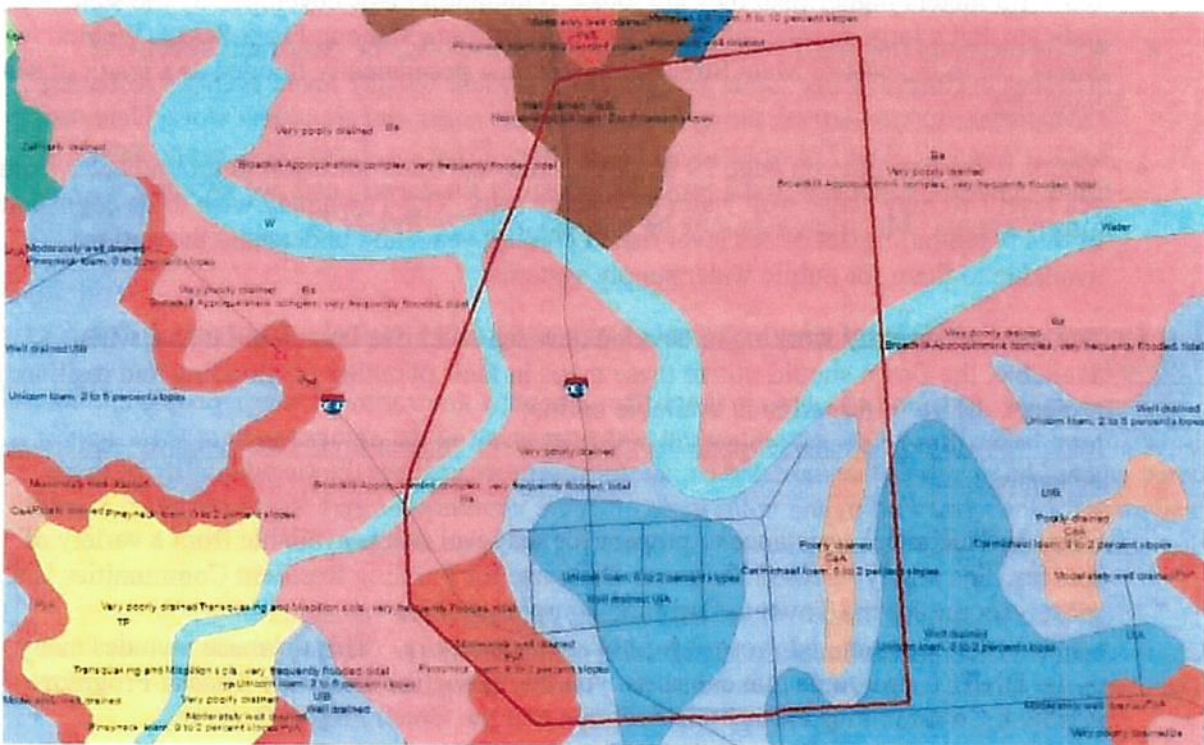


Figure 1: NRCS soil survey mapping update in the immediate vicinity of the Town of Leipsic

Total Maximum Daily Loads (p. 26)

- There is currently no plan to form a Tributary Action Team to develop a Pollution Control Strategy (PCS) for the Leipsic River.

Sea Level Rise (p. 28)

- DNREC supports and commends your efforts to plan for sea level rise and increase your town's resiliency to flooding. Leipsic recently passed a Floodplain Ordinance that requires 18 inches of freeboard. This ordinance will help ensure that new buildings can withstand the increased frequency and severity of flooding that climate change will bring. You may wish to call this out specifically in your document.
- You may wish to provide additional information about sea level rise and its potential impact to the town in section 2-3f: Sea Level Rise. Recommended information includes:
- Sea levels have risen in Delaware by about a foot over the past century. This rate of sea level rise is likely to accelerate in the coming decades as a result of global climate change and local subsidence. Accelerated sea level rise will result in permanent flooding of low-lying coastal areas, increased risk of flood damage during storms and increased frequency of nuisance flooding. Sea level rise will also result in saltwater intrusion into groundwater, which may impact the quality of well water in Leipsic.
- The State of Delaware is preparing for accelerated sea level rise and sea levels that are 0.5 – 1.5 meters higher than they are today. Inundation maps developed by the state indicate that a large number of properties west of route 9, along Front Street, Walnut Street and to the east of Main Street could become permanently flooded as a result of sea level rise.
- You may wish to note on page 29 that over time, saltwater intrusion to groundwater from sea level rise may cause well water to become salty. The Town may wish to be cognizant of this potential impact of sea level rise in coming years and understand the options available to them for public water supply systems.
- The state is currently working to develop new sea level rise inundation maps; when available, the Town should utilize these maps in their planning for flooding and resiliency projects. More information is available online:
<http://www.dgs.udel.edu/projects/determination-future-sea-level-rise-planning-scenarios-delaware>

Grant and technical assistance to prepare for sea level rise is available from a variety of sources. The newly released Delaware Database for Funding Resilient Communities is a great resource for the Town to find funding opportunities:

<https://www.sppa.udel.edu/research-public-service/ddfrc>. This database includes many of the DNREC programs that can assist you, including the Delaware Coastal Programs Resilient Communities Partnership Program and the Green Project Reserve.

Bulkheading Study (p. 28)

- The results of the Waterfront Redevelopment Feasibility study should prove useful in providing additional information and strategies for improving Leipsic's resiliency to flooding and storm events. However, it should be noted that DNREC discourages the construction of new bulkheads along natural shorelines. Reconstruction of existing bulkheads is permissible.

The purpose and linear path of the living shoreline described on page 42 is unclear. There is language in this section that indicates that the living shoreline would be constructed to help provide public access, but living shoreline projects are often incompatible with public access as foot traffic can trample vegetation. The Town may wish to clarify the area and purpose of living shorelines in this section, and provide more details about the desire for public access to the water

While it is not necessary to include permitting requirements in the Comprehensive Plan, the Town should fully understand the potential permitting requirements, issues and procedures before selecting a shoreline stabilization strategy. The DNREC Division of Water offers a monthly Joint Permit Process meeting the third Thursday of every month. Town officials may wish to attend this meeting to present concept ideas and learn about potential permitting issues. For more information, please contact the DNREC Division of Water, Subaqueous Lands Section at (302) 739-9943.

Parks and Recreation (pp. 31 and 32)

- In August of 2011, the Delaware Division of Parks and Recreation conducted a telephone survey of Delaware residents to gather information and trends on outdoor recreation patterns and preferences as well as other information on their landscape perception. These findings are the foundation of the 2013-2018 Statewide Comprehensive Outdoor Recreation Plan (SCORP) providing guidance for investments in needed outdoor recreation facilities and needs within county and municipal comprehensive plans. For the purpose of refining data and research findings, Delaware was divided into five planning regions. The Town of Leipsic is located within SCORP Planning Region 3.
- When looking at the findings from the 2011 telephone survey, it is apparent that Delawareans place a high importance on outdoor recreation. Statewide, 93% of Delaware residents indicated that outdoor recreation had some importance in their lives, while 67% said it was very important to them personally. These findings are very close to the results of the same question asked in the 2008 public opinion telephone survey, indicating a continued demand for outdoor recreation opportunities throughout the State.
- Placing high importance on outdoor recreation resonates throughout the five SCORP regions. In Region 3 (Kent County), 63% said it was very important to them personally.

Outdoor Recreation Needs/Priorities

Based on the public opinion survey, the most needed outdoor recreation facilities in Leipsic include:

High facility needs:

- Walking and Jogging Paths
- Public Swimming Pools
- Bicycle Paths
- Fishing Areas
- Playgrounds
- Community Gardens
- Picnic Areas
- Off-Leash Dog Areas

Moderate facility needs:

- Hiking Trails
- Camping Areas
- Ball Fields
- Basketball Courts
- Football Fields
- Public Golf Courses
- Soccer fields
- Boat Access
- Canoe/Kayak Launches
- Tennis Courts

Stormwater Management (p. 31)

- The Department recommends that the Town of Leipsic incorporate a requirement for a stormwater review into the Town's preliminary approval requirements for new development requests. The *Delaware Sediment and Stormwater Regulations* have been revised and became effective January 1, 2014. A three-step plan review process is now prescribed in the regulations:
 1. Submit a Stormwater Assessment Study for the project limits of disturbance and hold a project application meeting with the reviewing delegated agency,
 2. Submit stormwater calculations, and
 3. Submit construction drawings
- Following the project application meeting, a Stormwater Assessment Report will be completed by the reviewing agency and the developer and forwarded to the Town. This Stormwater Assessment Report will rate the anticipated engineering effort necessary to overcome certain stormwater assessment items such as soils, drainage outlets, and impervious cover. The Sediment and Stormwater Program recommends that the Town consider the ratings from the Stormwater Assessment Report in making a decision to issue preliminary approval for any development request. Further, the Sediment and

Stormwater Program recommends that the Town incorporate the Stormwater Assessment Report as a required element when a plan is submitted to the Town's preliminary plan approval process.

- The revised *Delaware Sediment and Stormwater Regulations*, effective January 1, 2014, have a goal of reducing stormwater runoff for the rainfall events up to the equivalent one-year storm, 2.7 inches of rainfall in 24 hours. Runoff reduction encourages runoff to infiltrate back into the soil as in the natural pre-development system and results in pollutant removal and stream protection. Best management practices (BMPs) that encourage infiltration or reuse of runoff, such as porous pavements, rain gardens, rain barrels and cisterns, green roofs, open vegetated swales, and infiltration systems should be allowed for new development sites within the Town. Furthermore, limiting land disturbance on new development projects and limiting impervious surfaces by allowing narrower street widths, reducing parking requirements, and allowing pervious sidewalk materials will be necessary to help achieve the runoff reduction goals in the revised regulations.

Air Quality

- According to 2010 U.S. Census numbers, 43.7% of Leipsic's population is comprised of senior citizens between the ages of 45-74 and approximately 13% of those aged 0-19 (page 19). Both of these demographics (the elderly and the young,) as well as those with pre-existing respiratory or cardiac conditions such as emphysema or asthma fall under the "high-risk" or "sensitive" category in terms of negative health effects of air pollution. Therefore, improving air quality in the Town of Leipsic is a matter that could be included under "Recommendations: Environmental Features" as a goal to ensure the protection of natural resources for the enjoyment and health of existing and future residents of Leipsic and the surrounding region (page 27).
- The Town of Leipsic is encouraged to implement transportation alternatives and land use measures that will substantially enhance air quality and reduce air emissions. Among these transportation alternatives are efforts to provide increased connectivity to the nearest bicycle, pedestrian and sidewalk networks as well as links to any nearby mass transport systems including parks, public and cultural facilities and residential neighborhoods. DNREC supports Leipsic's efforts to create a more walkable and bikeable town (page 32).
- DNREC also highly encourages the inclusion of public transit as a transportation opportunity in the Leipsic area as "there are no regular state-operated DART bus routes passing through the Town" (page 32). It is recommended that the Town of Leipsic be afforded and have access to public transportation that connects them to Dover, whereby they would be able to make connections to the rest of the State.
- DNREC supports efforts to beautify the Town of Leipsic through the planting of urban trees, landscaping and shrubbery that would aid in both cleaning the air of pollutants and replenishing oxygen into the air. Also, urban trees provide shade for parking areas, help

to reduce heat island impacts, and, by extension, help to minimize the potential for localized ground-level ozone formation. Such measures can also have the additional benefit of channeling or infiltrating storm water.

- There are additional measures that can be implemented to reduce the impact of growth and development on air quality in Leipsic. The Division of Air Quality point of contact is Lauren DeVore, and she can be reached at lauren.devore@state.de.us or at (302)739-9437.

Recommendations for Ordinances and Plan Implementation

Wetlands Delineations:

- *Recommendation:* Require all applicants to submit to the Town a copy of the development site plan showing the extent of State-regulated wetlands (as depicted by the State Wetland Regulatory Maps), and a United States Army Corps of Engineers (USACE) approved wetlands delineation as conditional approval for any new commercial and/or residential development. Additionally, the site plan should depict all streams and ditches which are jurisdictional pursuant to the Subaqueous Act (7 Del. C., Chapter 72) as determined by DNREC.

100 Foot Upland Buffer:

- *Recommendation:* Based on a review of existing buffer research by Castelle et al. (Castelle, A. J., A. W. Johnson and C. Conolly. 1994. *Wetland and Stream Buffer Requirements – A Review*. J. Environ. Qual. 23: 878-882.), an adequately-sized buffer that effectively protects water quality in wetlands and streams, in most circumstances, is about 100 feet in width. In recognition of this research and the need to protect water quality, the Watershed Assessment Section recommends that the town maintain/establish a minimum 100-foot upland buffer (planted in native vegetation) from all water bodies (including ditches) and wetlands.

Impervious Surface Mitigation Plan:

- *Recommendation:* Require the calculation for surface imperviousness (for both commercial and residential development) take in to account all constructed forms of surface imperviousness - including all paved surfaces (roads, parking lots, and sidewalks), rooftops, and open-water storm water management structures.
- *Recommendation:* To encourage compact development and redevelopment in the Town's central business area, require an impervious surface mitigation plan for all residential and commercial developments exceeding 20% imperviousness outside that area, or at least in excellent recharge areas outside that area. The impervious surface mitigation plan should demonstrate that the impervious cover in excess of 20% will not impact ground water recharge, surface water hydrology, and/or water quality of the site and/or adjacent properties. If impacts to groundwater recharge, surface water hydrology will occur, the plan should then demonstrate how these impacts will be mitigated. If the impacts cannot be mitigated, the site plan should then be modified to reduce the impacts from impervious cover.

Poorly Drained (Hydric) Soils:

- *Recommendation:* Prohibit development in poorly or very poorly-drained (hydric) soil mapping units. Building in such areas predictably leads to flooding and drainage concerns from homeowners, as well as significant expense for them and, often, taxpayers. Proof or evidence of hydric soil mapping units should be provided through the submission of the most recent NRCS soil survey mapping of the parcel, or through the submission of a field soil survey of the parcel by a licensed soil scientist.

Green Technology Stormwater Management:

- *Recommendation:* Require the applicant to use “green-technology” storm water management in lieu of “open-water” storm water management ponds whenever practicable.

Stormwater Utility:

- *Recommendation:* Explore the feasibility of a stormwater utility to fund upgrades to existing stormwater infrastructure. Upgrades to the stormwater system may reduce pollutant loads and help reach the established total maximum daily load for nitrogen, phosphorus, and bacteria. Reach out to Kent County, the Kent Conservation District, and the Delaware Clean Water Advisory Council as partners in funding stormwater retrofits.

Drainage Easements:

- *Recommendation:* The Town should pursue drainage easements along waterways and storm drains where currently there is none.

State Historic Preservation Office – Contact: Terrence Burns 302-736-7404

- The Town of Leipsic has done an excellent job of incorporating historic preservation into its comprehensive plan. The topic permeates all parts of the plan, especially in discussing the town’s character, housing stock, maintaining a clear edge, town history, maintaining historic businesses and occupations in the town, proposed town museum, and future goals. The plan discusses ecotourism associated with the Bayshore Initiatives; although this section does not specifically mention historic or heritage tourism, that would seem to be a logical offshoot of the Town’s vision for bringing more people in to enjoy its resources. We note that the town has a mechanism for stepping in to maintain historic buildings which have been neglected by their owners, and would be happy to provide any technical information on historic rehabilitation and maintenance methods which the Town or its contractor may need. The section on climate change and sea level rise discusses the proposed installation of a living shoreline bulkhead and the section on floodplains discusses the importance of storm-water management, both of which we encourage as protections for the historic district; the Town may want to mention that specifically in those sections of the plan. We have a few minor suggestions for clarifications or additions to the plan. Regarding recommendations for future actions for the historic district, we suggest using the phrase “define and protect” instead of the term “develop,” and to note that such protection will include guidelines for compatible infill.

We also suggest the Town add a map noting the existing National Register-listed properties and the boundary of the proposed district. Finally, we ask that our agency be consistently referred to as the Division of Historical and Cultural Affairs.

State Housing Authority – Contact: Karen Horton 739-4263

- DSHA supports the Town of Leipsic’s Comprehensive Plan and its goals and recommendations related to housing. These recommendations were developed through: an analysis of demographic and housing data; public feedback; and, a review of the existing housing stock and environmental constraints. As a result, the recommendations are thorough and appropriate for the Town.

As a resource for municipalities, DSHA has developed a website, **Affordable Housing Resource Center**, to learn about resources and tools to help create housing for households earning 100% of median income or below. Our website can be found at: www.destatehousing.com "Affordable Housing Resource Center" under Other Programs.

If you have any questions, please feel free to call me at (302) 739-4263 or via e-mail at karenh@destatehousing.com.

Department of Agriculture – Contact: Scott Blaier 698-4532

- The Department of Agriculture congratulates the town on a well-written comprehensive plan update.
- The Department is pleased to see farmland preservation discussed on pages 35, 39 and 40 of the plan, and the town’s appreciation of its cultural heritage regarding agriculture. We encourage the town to consider the large area of preserved farmland in any future annexation plans to expand the town’s incorporated area. The department would also be glad to work with the town on any farmland preservation initiatives it explores.
- We encourage the town to periodically download the latest GIS layer showing current Farmland Preservation Districts and Easements, as they change frequently. You can contact Jimmy Kroon at the Department of Agriculture 698-4530 for the latest layers.

Approval Procedures:

- Once all edits, changes and corrections have been made to the Plan, please submit the completed document (text and maps) to our office for review. **Your PLUS response letter should accompany this submission.** Also include documentation about the public review process. In addition, please include documentation that the plan has been sent to other jurisdictions for review and comment, and include any comments received and your response to them.
- Our office will require a maximum of 20 working days to complete this review.

- If our review determines that the revisions have adequately addressed all certification items (if applicable), we will forward you a letter to this effect.
- If there are outstanding items we will document them in a letter, and ask the town to resubmit the plan once the items are addressed. Once all items are addressed, we will send you the letter as described above.
- Once you receive our letter stating that all certification items (if applicable) have been addressed, the Planning Commission and Council should adopt the plan pending State certification. We strongly recommend that your Council adopt the plan by ordinance. The ordinance should be written so that the plan will go into effect upon receipt of the certification letter from the Governor.
- Send our office a copy of the adopted plan along with the ordinance (or other documentation) that formally adopts your plan. We will forward these materials to the Governor for his consideration.
- At his discretion, the Governor will issue a certification letter to your Town.
- Once you receive your certification letter, please forward two (2) bound paper copies and one electronic copy of your plan to our office for our records.

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

Sincerely,



Constance C. Holland, AICP
Director, Office of State Planning Coordination

Kent



County

Department of Public Works

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

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

May 18, 2005

Martha Wilkinson
289 Main Street
Leipsic, DE 19901

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

Dear Ms. Wilkinson:

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

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

I hope this answers your questions.

Sincerely,

Hans Medlarz, P.E.
Public Works Director

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

HM:kl:NE:SSD:capacityanalysis

State of Delaware
Historical and Cultural Affairs

21 The Green
Dover, DE 19901-3611

Phone: (302) 736.7400

Fax: (302) 739.5660

August 30, 2006

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

Dear Mrs. Wilkinson:

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

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

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

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



Mrs. Martha Wilkinson
August 30, 2006
Page 2

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

Sincerely,



Robin K. Bodo
Historian

WATERMEN THAT WORK FROM LEIPSIC WITH LICENSE

Compiled from: Department of Natural Resources and
Environmental Control

Fisheries Licensing For 2006

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

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

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

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

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

ALTERNATES

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



Office of the
Secretary

STATE OF DELAWARE
DEPARTMENT OF NATURAL RESOURCES
AND ENVIRONMENTAL CONTROL
89 KINGS HIGHWAY
DOVER, DELAWARE 19901

Phone: (302) 739-9000
Fax: (302) 739-6242

Mayor Craig Pugh
Town of Leipsic
168 Main St.
Leipsic, DE 19901

DEC 27 2018

Dear Mayor Pugh, *Craig*

In October 2014, the State of Delaware obtained the property at 68 Lombard Street, Leipsic, DE. As we have discussed, the Delaware Department of Natural Resources and Environmental Control (Department) intends to improve the property in the future to dock our research vessel.

The Department is sensitive to the Town's concerns regarding potential uses of the property. At this point, the Department has no other plans for the property, besides securing and/or demolishing structures on the site in compliance with any required approvals from the Town. Any future use of the property will be done in a manner that is consistent with the character of the Town of Leipsic and the mission of the Department.

We are committed to work with the Town during development of any plans. Furthermore, the Department will ensure any future use of the property is performed in accordance with all Federal, State, and local laws and regulations.

If you have any questions, please call me at (302) 739-9001 or email shawn.garvin@state.de.us.

Sincerely,

A handwritten signature in black ink, appearing to read "S. Garvin".

Shawn Garvin

Appendix D - Working Waterfront Initiative

Town of Leipsic

WORKING WATERFRONTS INITIATIVE



Summary report  August 2014

Sustainable Coastal Communities Initiative

School of Marine Science and Policy
College of Earth, Ocean and Environment
University of Delaware

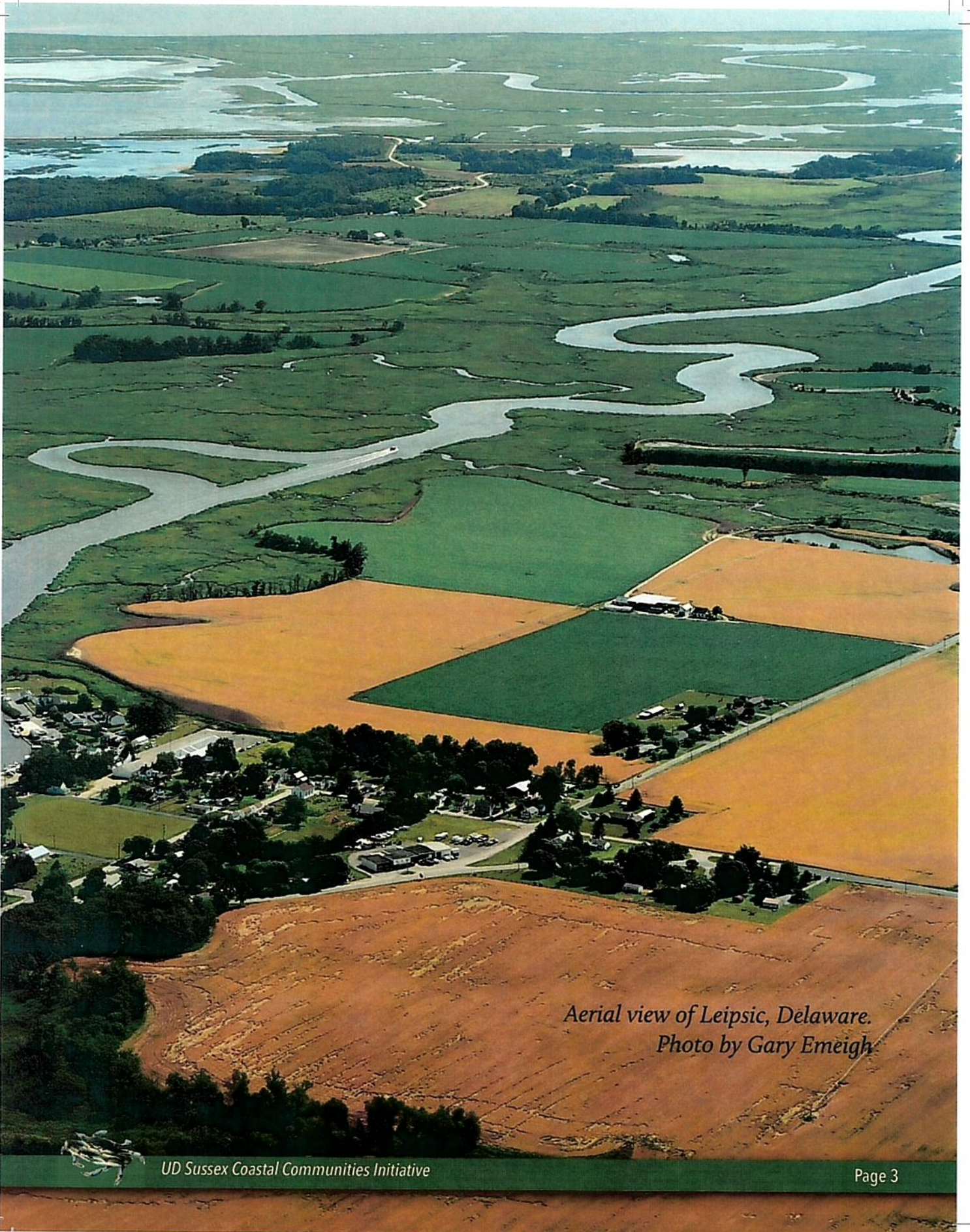
UNIVERSITY OF
DELAWARE.



An aerial photograph of a river system winding through a lush green landscape. The river flows from the top right towards the bottom left, with several meanders. A small town with houses and buildings is visible on the right bank. A bridge crosses the river in the lower middle section. The background shows rolling green hills and a large body of water in the distance.

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*Aerial view of Leipsic, Delaware.
Photo by Gary Emeigh*

Acknowledgements

The UD/Sustainable Coastal Communities Initiative appreciates and acknowledges our project partners, the municipal officials in Leipsic, and community stakeholders for their assistance and contributions to this public service project. We believe that the information collected and analyzed in this report will provide stakeholders with a more complete understanding of their collective challenges to sustain and enhance the working waterfront.

We hope our suggested development and community engagement strategies will help the Town of Leipsic enhance its commercial, water-dependent businesses while preserving the many characteristics that make it a unique, maritime community rich with history, culture and opportunity.

University of Delaware

Principal Investigators/Authors

Ed Lewandowski, Coastal Communities Development Specialist, Delaware Sea Grant, UD
Clark Evans, Contractor, M.A. Marine Affairs, University of Rhode Island 1996

Editorial Review

Jim Falk, Sea Grant Associate Director/Director, Marine Advisory Service, Delaware Sea Grant, UD

Project partners

Delaware Department of Natural Resources & Environmental Control

Karen Bennett, Bayshore Coordinator, Delaware Division of Fish & Wildlife

Delaware Office of State Planning Coordination

David Edgell, Kent County Circuit Rider Planner

Leipsic Steering Committee

Craig Pugh, Mayor

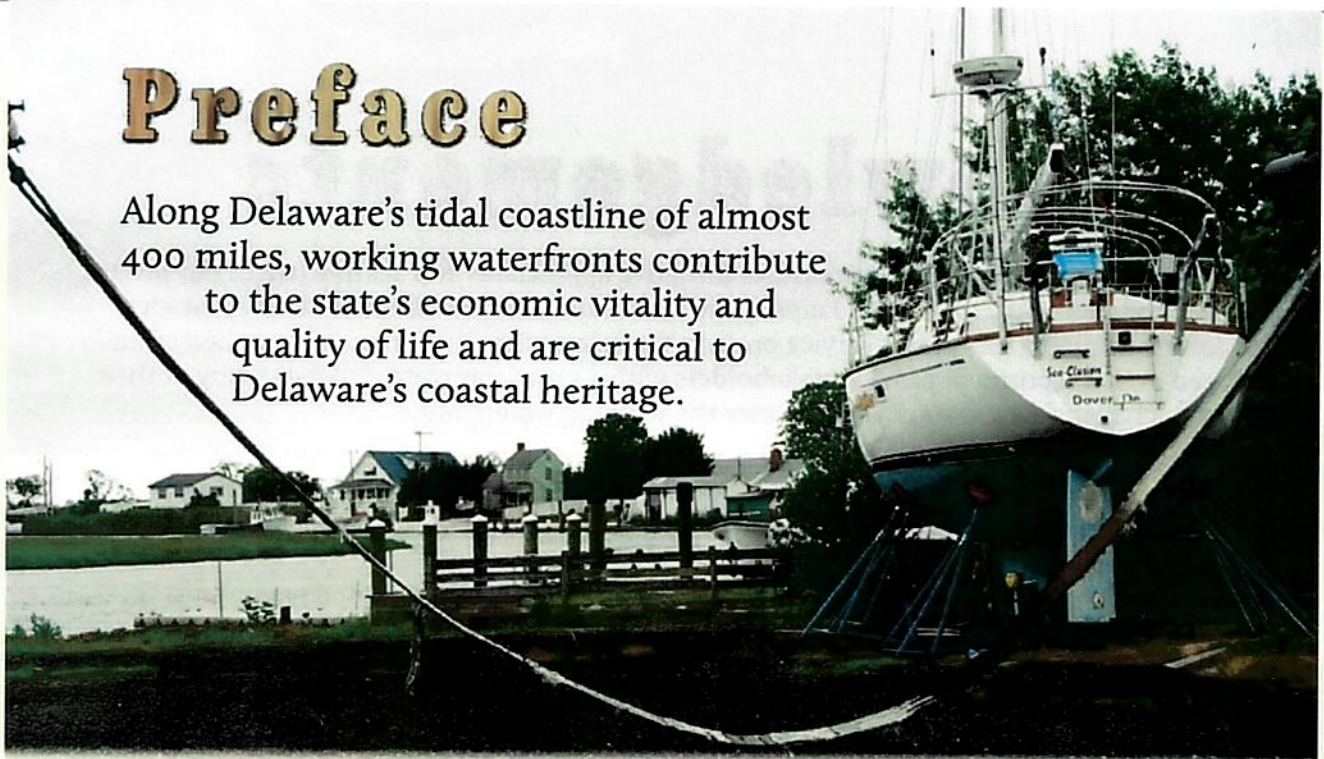
Photography (unless otherwise noted), design and layout by Lee Ann Walling

Leipsic Mayor and commercial waterman Craig Pugh docks his boat, Hope So, next to Sambo's Tavern with the day's catch.



Preface

Along Delaware's tidal coastline of almost 400 miles, working waterfronts contribute to the state's economic vitality and quality of life and are critical to Delaware's coastal heritage.



Unfortunately, many of these working waterfronts have experienced significant decline due to the loss of commercial fishing and processing industries over the last several decades. In addition, the collapse of some recreational fisheries and other water-dependent businesses has caused economic malaise in areas that once supported a robust economy.

Also, as populations shift to coastal areas, new growth and development pressures (tourism, residential housing, condos, etc.) are being exerted on communities with working waterfronts.

Commercial and recreational fishing have long been traditional waterfront uses in most of these communities. Tourism and other recreational pursuits are now vying for a larger share of the uses.

Whether a community views these possible changes as opportunities or threats is critical, since each type of economic development could represent a conflict with some types of water-related businesses. These issues can be especially acute for rural coastal economies.

These challenges emphasize the need for sustainable development of working waterfronts. The tenets of sustainable development support an environment in which economic growth and environmental protec-

tion are viewed as mutually compatible activities and not conflicting ones.

Such a goal requires that various human activities must be integrated within a coherent setting of land-use planning policies, addressing problems of environmental carrying capacity. They also should be planned and developed within the limits of the local socioeconomic and natural carrying capacities.

To determine what the current status and needs are for Delaware's traditional maritime communities, the University of Delaware's Sustainable Coastal Communities Initiative is coordinating the Working Waterfronts Initiative. The objectives are:

- Assess the prevailing socioeconomic conditions of Delaware's working waterfronts; this includes provision of a baseline study and characterizing the existing state of these communities, which will assist in identifying the main areas of concern;
- Analyze the impacts of the prevailing environmental conditions on the socioeconomic structure of the study sites;
- Identify business infrastructure needs; and
- Develop a set of guidelines and/or recommendations for establishing or enhancing viable waterfront communities.



Executive summary

In 2012, the University of Delaware's Sustainable Coastal Communities Initiative launched its Working Waterfronts Initiative to develop sustainability strategies for preserving and maintaining the state's traditional maritime communities.

After a successful pilot study was conducted in Bowers Beach in early 2013, the town of Leipsic requested to be engaged as part of this ongoing study in the Delaware Bayshore communities.

During the fall of 2013 and winter/spring of 2014, numerous community members and regulatory officials were interviewed to obtain their feedback concerning the current status and trends in Leipsic.

Their responses were used to create a qualitative characterization concerning the current economic conditions in the community, the potential for economic development and growth, the needs for quality of life improvements, and actions that could be taken to address these issues.

This summary report represents the findings of these interviews and will be used to inform the stakeholders in Leipsic and the state's resource managers about the potential for enhancing life in this working waterfront community.

Community profile

Located in Kent County Delaware, northeast of Dover, Leipsic was formally incorporated in 1852. The town is situated on high ground amidst a vast tidal marsh west of the Delaware Bay. The town was founded at this location by early settlers because of the deep-water navigation provided by the Leipsic River and the ease of access to the Delaware Bay. In addition to marshlands, the surrounding area is dominated by farm land and the Bombay Hook National Wildlife Refuge (NWR). See maps pages 17-18.

According to 2010 census data, Leipsic has a total population of 183. Historical data record the town's greatest population to have been in the 1860s with a population approaching 300.

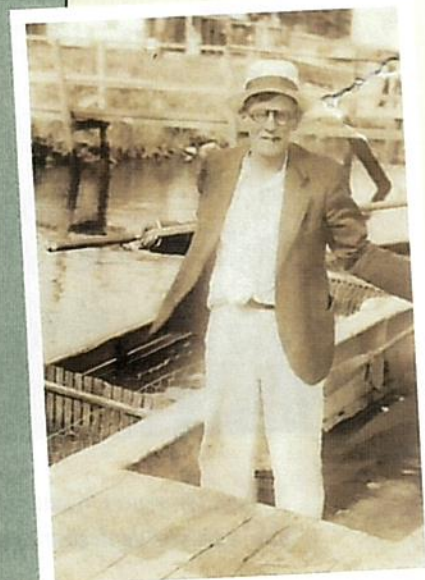
Cultural heritage

Historical records reference the beginnings of what would later become Leipsic in 1687 when John Hillyard purchased a 300-acre parcel from William Penn. At the time, this land was called "Weald," which is Old English for "open country." This parcel was then conveyed to Jacob Stout in 1723 and subsequently renamed "Fast

A snapshot of Leipsic

	Leipsic	Delaware
Population	183	897,934
Median age	43.3	38.8
% Male	51.4	48.4
% White	89.6	68.9
Median household income	\$36,250	\$60,119
% Households considered low- and moderate-income <small>(Delaware State Housing Authority)</small>	45.5	—
% Vacant housing units	14.0	15.7
% High school graduate or higher	87.7	86.8

Source: Unless otherwise noted, 2010 United States Census, 2008-2012 American Community Survey 5-year estimates. Note that Leipsic is a comparatively small sample.



Landing” in reference to the accessible high ground of the natural waterfront.

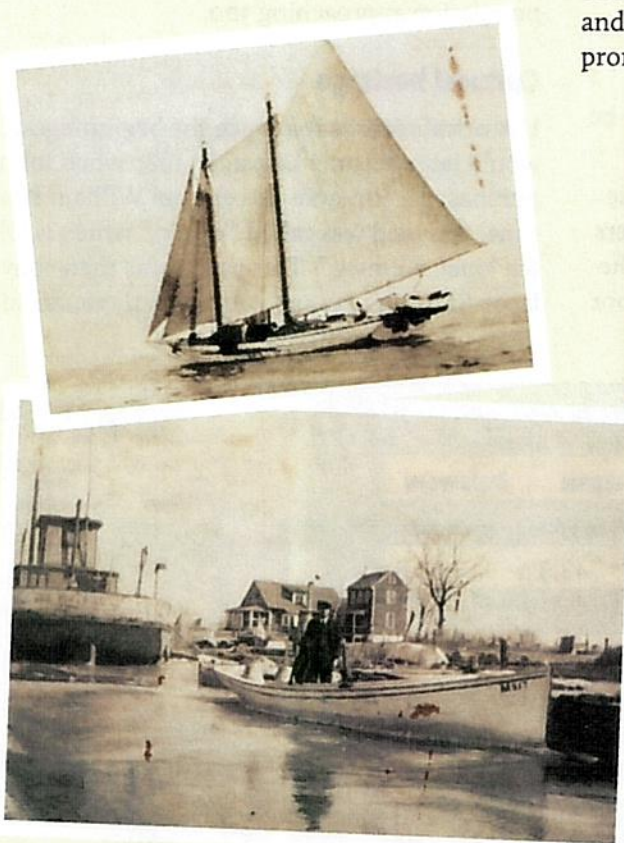
In 1814, the town was renamed Leipsic after the German City of Leipzig in recognition of the area’s fur trading status, which was considered to be on par with its European counterpart. Muskrat meat and pelts were highly sought after commodities at the time. The meat was a staple of the local diet, with the pelts being shipped to nearby Philadelphia. In addition to the fur trade, Leipsic was a shipping hub for lumber, oysters, grain and other agricultural commodities. Ship building was also an important part of Leipsic’s maritime economy during the 1800’s. This thriving economy also supported the Leipsic Cannery, built in 1881. Additionally, steamboats called on Leipsic in the late 1800’s, carrying passengers to larger cities up river.

These steam ships connected Leipsic to other Bayshore communities, such as Bowers and Woodland Beach.

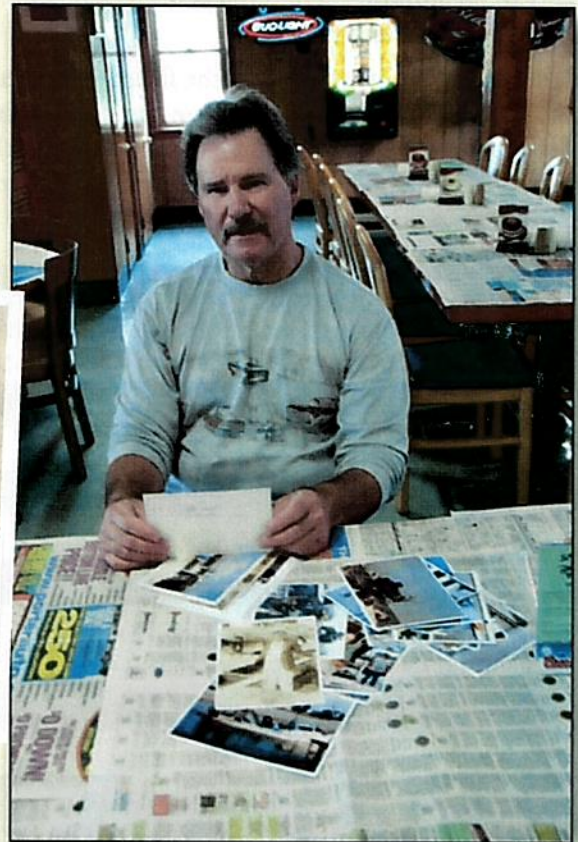
The decline in Leipsic’s maritime economy started in the 20th century as rail and road improvements occurred. This shifted population and associated business growth to nearby Smyrna and Dover.

Conversely, Leipsic has been seemingly insulated from economic pressures of the late 20th and early 21st centuries. Having not been part of the recent real estate boom, then bust and associated economic decline, Leipsic does not have the development problems that were experienced in some of the other Bayshore communities. Part of this is by design, as Leipsic acted in 2006 through its Comprehensive Plan to restrict growth.

The construction of the Route 1 Bypass might also be a reason for Leipsic’s segregation from growth and development pressures. For years, Route 9 was promoted as a means to circumvent the heavy traffic



Isaac Burrows, owner of Sambo’s Tavern, collects photographs depicting Leipsic’s waterfront heritage.



*The 16,000 acre
Bombay Hook
National Wildlife
Refuge next door to
Leipsic attracts birders
from all over the world.*



on Route 113, but the bypass has alleviated those traffic concerns.

The Comprehensive Plan designates a “sphere of influence” that extends outside the town’s boundaries in a one mile radius. This allows the town influence over development beyond its physical area. This creates a unique quality in that the town is a reflection of the surrounding area and vice versa.

As many as six farms totaling more than 5,000 acres are located in this area and are currently part of the State of Delaware’s Agricultural Lands Preservation Program. Coupled with the nearly 16,000 acres in the Bombay Hook National Wildlife Refuge and the extensive wetland acreage under the umbrella of the Bayshore Initiative and private landowners, substantial growth and development in the adjacent areas is unlikely.

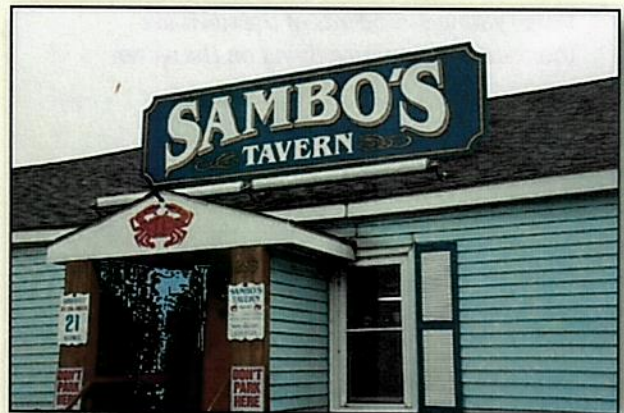
Working waterfront

Leipsic is considered to be one of Kent County’s oldest working waterfronts. Stretching 700 feet along the Leipsic River, the town’s dominant feature is its waterfront area.

Commercial activity on the present day waterfront has changed considerably over the years. Currently, 12-15 watermen use the waterfront area for commercial fishing activities. These watermen identify themselves as crabbers but are involved

in other fisheries as well. Commercial crabbing is characterized by its participants as a “full time – part time” job. Commercial crabbing activities occur primarily from May through October. In addition to crabbing, these watermen also participate in the oyster fishery (May and June), gill net (February through May and then again in November through December), and in the winter months, the crab dredge and conch dredge fisheries.

Regulatory restrictions, such as quotas and seasons have necessitated diversification into other fisheries for these watermen to maintain the economic viability of their chosen livelihood. Interestingly,



Sambo's Tavern is the most recognizable landmark in Leipsic.

diversification into other non-water related vocations does not appear to be occurring.

Watermen in the town see themselves as a dying breed. Recruitment of young people into the business is rare. This is attributed to safer more lucrative opportunities elsewhere and also to the younger generation's reluctance to be engaged in



Fewer younger residents of the town are interested in earning a living on the water.

work that does not offer the stability of other more mainstream employment.

The Leipsic waterfront is also home to a regionally famous tavern, a marine boat yard and a bait and tackle/waterfowl hunting supplier. In addition, DNREC's R/V The First State is docked on the Leipsic River in leased space from the marine boat yard. There are no known for-hire charter boats for recreational fishing operating in Leipsic.

The other two businesses that operate in Leipsic, a deli and an antique store, are both located within a block of the waterfront area.

Problem statement

The population of the town has been in decline since the mid- to late-1800's as result of the loss of water-related commercial activities in the town. The town seeks to preserve the existing waterfront and associated business.

With recruitment into watermen's way of life not likely, the challenges then become maintaining viability of current commercial fishing activities and preserving and conveying the town's heritage to future generations. This should be done while positioning the community to embrace low-impact tourism and other ecotourism opportunities compatible with the nature of the town.



The project

Scope of work

The purpose of this study is to survey community and business leaders to solicit responses regarding different forms of development activity (tourism, residential housing, condos, etc.) near the waterfront area and identify possible resource management issues. This feedback will help the project investigators to assess socioeconomic impacts and identify main areas of concern in order to develop a conceptual framework for sustainable development, including identifying future water-dependent, business infrastructure needs that might enhance profitability within the community.

The desire of the research is to focus and synthesize the discussion. The resulting report is then intended to be a launching point for a more detailed community-wide examination of the issues. It is the intent to surface pertinent issues and shape the conversation for others to participate.

Methodology

The survey method included synthesizing and focusing the discussion of community needs among respondents. This allowed for the development of a conceptual framework for use in strategic planning. The intent was to take input that had been previously only conversational and anecdotal and transform it into more qualitative data.

Twenty-two individuals were contacted and interviewed utilizing a semi-structured interview technique. The respondent pool was comprised of a diverse group of community members representing municipal leaders, community activists, safety officials, business owners, commercial and recreational fishermen, residents and non-residents. Appropriate state and federal agency personnel with direct regulatory responsibility/jurisdiction in and around Leipsic were interviewed as well.

Respondents were initially selected based on the

study team's knowledge of the town and its issues. Additional respondents were identified during the interviews, which allowed the researcher an opportunity to solicit other key people and seek a diverse group of opinions. Every attempt was made to obtain an array of opinions on each issue as it arose.

The interview questionnaire was based on a framework of themes identified in meetings with municipal and business leaders and through a review of planning documents and other related background materials. The interview process was first initiated with community leaders and then expanded to include others as they were identified. This is commonly referred to as a "snowball" approach.

The interview process and questionnaire were meant to be adaptable to allow for subsequent questions to be appropriately modified as a result of individual responses. This allowed the researcher an opportunity to tailor the interview to the specific knowledge and interests of the respondent and more thoroughly explore the theme and associated sub-components as they were discovered.

The semi-structured interview technique is common in the social sciences and particularly within cultural anthropological research (Salant and Dillman, 1994). This method was chosen because it allowed for the open flow of ideas and exchange of opinion. Specifically, it allowed the researcher to identify common issues and themes among respondents as well as areas of conflict (Bernard 1994).

All respondent identities and responses have been kept confidential in accordance with University of Delaware human subject research policy.

Leipsic is a waterfront town. Without the waterfront, what is Leipsic?"

- Property Owner



Project findings

Community attitudes toward the working waterfront

According to respondents, the primary identifying characteristic of the town is the waterfront area and the maritime heritage it represents. There is also a strong association with the agricultural and hunting activities conducted in the surrounding area. This research found that maintaining and preserving this heritage is a primary concern of the town.

Such a finding is consistent with the "Community Vision" expressed in the town's Comprehensive Plan adopted in 2006. A primary goal of this plan is to, "enhance economic development activities for the waterman commercial fishing economy . . ."

Leipsic offers a portal back in time to the rich history and tradition not only of a bygone era, but of a lifestyle maintaining its existence in modern times. The town is self-described by some residents as a time capsule offering a needed look back into the past. To

those individuals, maintaining this heritage is critical to the future of the town.

Needs assessment

This section summarizes the business infrastructure projects identified that would positively benefit the economic viability and sustainability of the working waterfront. These projects are not listed in any particular order.

Bulkheading of the waterfront

Repairing and improving the waterfront bulkhead and docks was a commonly mentioned project. Parts of the bulkhead and docks have fallen into various stages of disrepair. The repairs that have occurred have been made through a mainly piecemeal approach.

It was asserted that the waterfront would benefit from a comprehensive improvement to the docks and bulkhead. Raising the bulkhead 36 inches above flood stage might be considered as part of this refurbishment to protect the town from storm surges.



DNREC regulations are considered an impediment to these improvements. Specifically, they are considered to be regressive when viewed within the context of the footprint of the waterfront within the vast wetlands surrounding the town. It is thought that the economic viability and sustainability of the town are being needlessly hindered by regulations that may be positive on a large scale but become regressive on a small scale such as this.

The bulkhead also protects the town from sea level rise associated with climate change. Bombay Hook National Wildlife Refuge and the State of Delaware are addressing this issue on properties surrounding the town. Those adaptation or mitigation efforts should be coordinated with Leipsic and other coastal communities so they do not worsen flooding problems along working waterfronts.

A secondary goal of improving the aesthetic appeal of the waterfront could also be accomplished as part of this project. Beautification of the waterfront and the town are both considered to be positive steps toward economic viability and sustainability.

Boat Ramp/Kayak Launch

It is well-known among respondents that the Division of Fish and Wildlife would like to obtain property on the Leipsic River to construct a public boat ramp and dock. The boat ramp would provide recreational boating and fishing access to the Leipsic River. The dock also would be used as a permanent home for the R/V

The First State, which is currently moored on property leased from the local boat yard.

It is important to note that all of the property on the waterfront within town limits is privately owned. There are two private boat ramps on the river within town limits, but currently no public access to the Leipsic River. The closest public access is at Woodland Beach to the north and Port Mahon to the south. Both access points are more than 5 miles away by water.

In addition to the state's desire to provide public access, Bombay Hook Refuge officials indicated a need for increased public use of refuge waterways for boating, fishing and bird watching that might be accomplished if the public had access to the Leipsic River.

Leipsic public safety officials indicated a need for a better launch site for the volunteer fire department's fire/rescue boat. The current ramps do not allow for launching of this boat below a half-tide, which presents a public safety issue in terms of ability to respond.

Heritage museum plans

An effort is already underway to create a museum devoted to the town's maritime and agricultural history. An active museum committee appointed by the town council is spearheading this project. The museum is to be housed in the historic Dupont school building. Half of this building is home to the town hall while the other half is designated for use by the museum.

The museum committee is currently working

Continued on page 14

The former DuPont school would be the site of a museum featuring the town's maritime and agricultural history.



Public boat ramp generates mixed opinions

This research found respondents to have mixed opinions about the state siting a public boat launch within town limits. These issues are detailed below and intended to be a starting point for a constructive and more thorough exploration of the concern.

Some people in the town, especially the watermen, are concerned that the ramp/dock would bring additional Division of Fish and Wildlife Enforcement Section presence to the town. The relationship between local watermen and enforcement has become strained over the years.

There is a belief among the watermen that state fisheries' policy has been dictated by enforcement priorities rather than management needs. This is demonstrated by a perceived attitude of a "presumption of guilt" displayed by enforcement officers toward watermen.

Recently, there are reasons to believe tensions between the watermen and state officials are decreasing. Watermen perceive that a culture change is underway within the Division of Fish and Wildlife and in DNREC, as a whole.

Watermen are very positive about the current leadership



DNREC's presence in and influence on Leipsic is a subject of debate. The agency leases waterfront property for its operations.

in DNREC and the Division of Fish and Wildlife. They also indicated that lately, enforcement officers had been focusing more on compliance over ticket writing.

Another issue is one of user conflicts on the river between recreational and commercial boat traffic. A public ramp would bring increased recreational boat and kayak traffic on the river, which would result in public safety concerns, especially in the commercial port area.

Many in the community assume that a kayak launch would be part of any new boating

access point, which is likely consistent with the Bayshore Initiative's focus on ecotourism opportunities. With regard to kayaks, the speed of the river on a full tide is considered to be a possible hazard.

It was suggested that a kayak launch would be better suited west of the Leipsic River bridge and that section of the river toward Smyrna should be designated as a kayak area.

Others in the town see the public ramp as positive because it may generate tourism dollars for the local economy.



“We want to share our story. We believe it is important to embrace the past.”

- Resident

Continued from page 12

with Karen Bennett, DNREC Bayshore Initiative Coordinator, to find appropriate funding sources. This process has revealed a need for the town to identify someone proficient in grant writing.

Officials with the Bayshore Initiative have indicated it is inadequately staffed to assist the town with grant writing opportunities. The committee has made an informal request to determine if graduate students from the University of Delaware's Institute for Public Administration would be interested in assisting the town in this regard.

Walkable town concept

The small size of the town and its flat topography are thought to lend well to a “walkable town concept.” It is envisioned that visitors could embark on a self-guided walking tour around town with historic signs, informational signs and kiosks serving as tour guides. The museum would be an integral part of this self-guided tour. This type of low impact/day-use tourism is desired by the town.

The town has already initiated one small infrastructure project after the Delaware General Assembly obligated Community Transportation Funds to improve the shoulders along Route 9 as well as some of the side streets.



It is easy to walk around Leipsic and view its historic and cultural sites.

Two issues identified in this discussion are the need for public parking and restrooms. Funding sources for these items as well as signs and kiosks would need to be obtained to make the walk-able town concept a reality.

Recreational crabbing/charter boat operation

As noted earlier, there is no public recreational fishing access to the Leipsic river. The community may be missing a significant revenue stream by not taking advantage of recreational fishing opportunities provided by the river. Recreational striped bass fishing is very good on the river as is the crabbing. Opportunities here could include a crabbing pier and a charter fishing operation targeting local crabs and fish.

Bird watching observation platform

A bird watching platform was frequently suggested given the abundance of waterfowl in the area and the town's proximity to the Bombay Hook NWR. This platform could be incorporated into the walkable town concept and dovetails nicely into the Delaware Bayshore Initiative's focus on eco-tourism.

River dredging

Sedimentation of the river is starting to become an issue. As is the case in the other Bayshore communities, a designated funding source is needed to allow for routine dredging of the river. The rivers are the lifeblood of commerce for the towns.

Bed and Breakfast/ meeting location

The historic homes in town offer the opportunity for a bed and breakfast. This type of lodging would be desired over a more modern hotel and is considered to be consistent with the town's identity. A historic home is already being considered by one property owner for renovation and use as a corporate meeting destination.

Opportunities

Several additional non-infrastructure based opportunities were also identified as part of the research.

These generally involve leveraging existing relationships and the town's current assets.

NWR officials indicated a desire for better cross-marketing between the refuge and the town. This might help to increase tourism traffic in the area.

Delaware's Bayshore Byways Council also presents an opportunity to leverage partnerships among towns in the designated byway. Each town could become part of a "Heritage Trail" providing tourists self-guided discovery.

Another opportunity that surfaced included capitalizing on local seafood as a marketing tool. It was noted that most of the seafood harvested in Delaware waters goes out of state. A Leipsic Seafood Festival was suggested as an appropriate marketing tool.

Concern for fisheries management policy

Commercial watermen in Leipsic expressed concerns regarding the regulatory/policy framework that they believe hinders the long term sustainability of those using the working waterfront and by extension, the viability of the working waterfront itself. Comments were targeted mainly at the interstate fisheries management process used to administer marine resources in Delaware and along the entire east coast. Delaware participates in the process as a member of the Atlantic States Marine Fisheries Commission (ASMFC).

The watermen perceive a lack of representation of fishing communities and commercial fishing interests in the ASFMC process. They contend that the three-person caucus representing Delaware is comprised entirely of public officials, which results in the state resource agency's interests being emphasized rather than those of the commercial fishing industry.

Critical to this paradigm is that the state agency should be advocating on behalf of the user groups. The commercial watermen do not believe this is happening at an acceptable level.

A related issue is that the watermen believe that local level interests are obscured when managed in the context of the entire Atlantic seaboard. They think that Delaware is viewed as a smaller, less influential player by the 14 other states in the ASMFC process. Although all states—no matter the size— have one vote support-



Leipsic's commercial watermen believe regional fisheries management policies do not reflect their interests.

ed by three commissioners, the commercial watermen believe that Delaware's small size translates into less influence and point to Delaware's relatively small striped bass quota as an example of this.

Two issues related to data also appeared in conversations. The first concern was the use of "very little or no data" to create regulations. Management agency statements regarding a paucity of data on the American eel at public hearings in 2013 and 2014 were highlighted as examples.

The second issue mentioned was the lack of incorporation of socio-economic data in the decision-making and management process. The ASMFC is required to consider socio-economic data and impacts when promulgating regulations. Commercial watermen assert that this is not occurring. They point to numerous meetings during which fisheries managers admit that they have no data or very poor socio-economic data. Menhaden, spiny dogfish, and American eel management measures were all cited.

Consideration of the market impacts of regulations on fishing communities is also perceived to be lacking in the process. The menhaden reductions and resultant increases on bait prices for crabbers was provided as an example. Watermen shared that prices doubled in some cases, which affects the bottom line of crabbers. This increase in operating costs is then passed along to



wholesalers, restaurants and ultimately, the consumer at the retail level.

Strategic doing/Path forward

This report summarizes the attitude of the town towards the working waterfront, identifies business infrastructure needs, addresses issues associated with these needs, and then lists additional opportunities.

It is evident from this research that the town wants to preserve and enhance the working waterfront, embraces low impact, day-use tourism and wants to take advantage of eco-tourism opportunities. The questions now become, “Does the town want to move forward? And if so, how?”

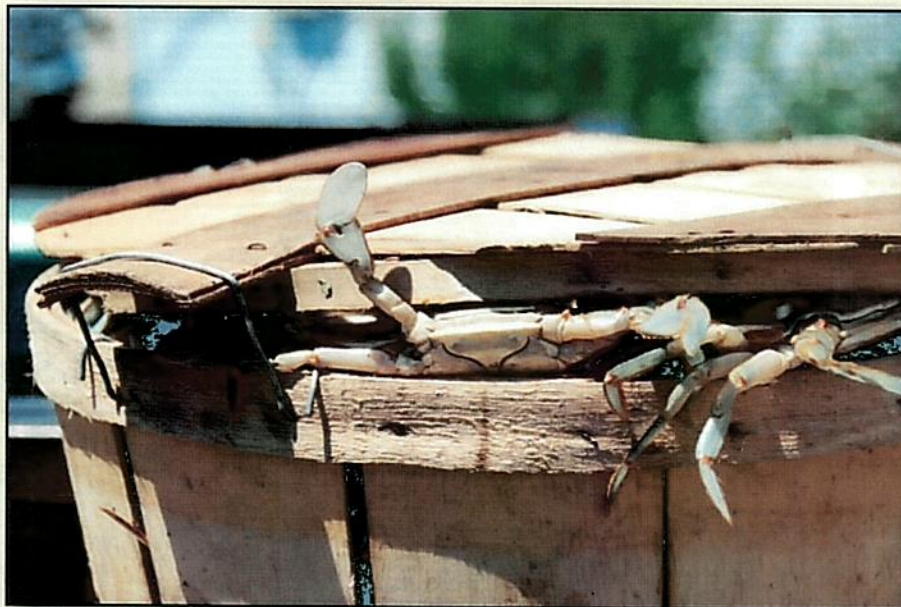
This research represents the first step in the Strategic Doing Process. **Step One** is a Needs Assessment that looks at “What Could We Do?” **Step Two** is “What Should We Do?” The answer(s) to this question will evolve during a town meeting facilitated by the University of Delaware’s Sustainable Coastal Communities staff.

This conversation will then lead to **Step Three**: “What Will We Do?” and involves prioritization of preferred projects through the development of an action framework. During Step Three, community members will need to determine roles and responsibilities by assigning appropriate tasks for the desired projects.

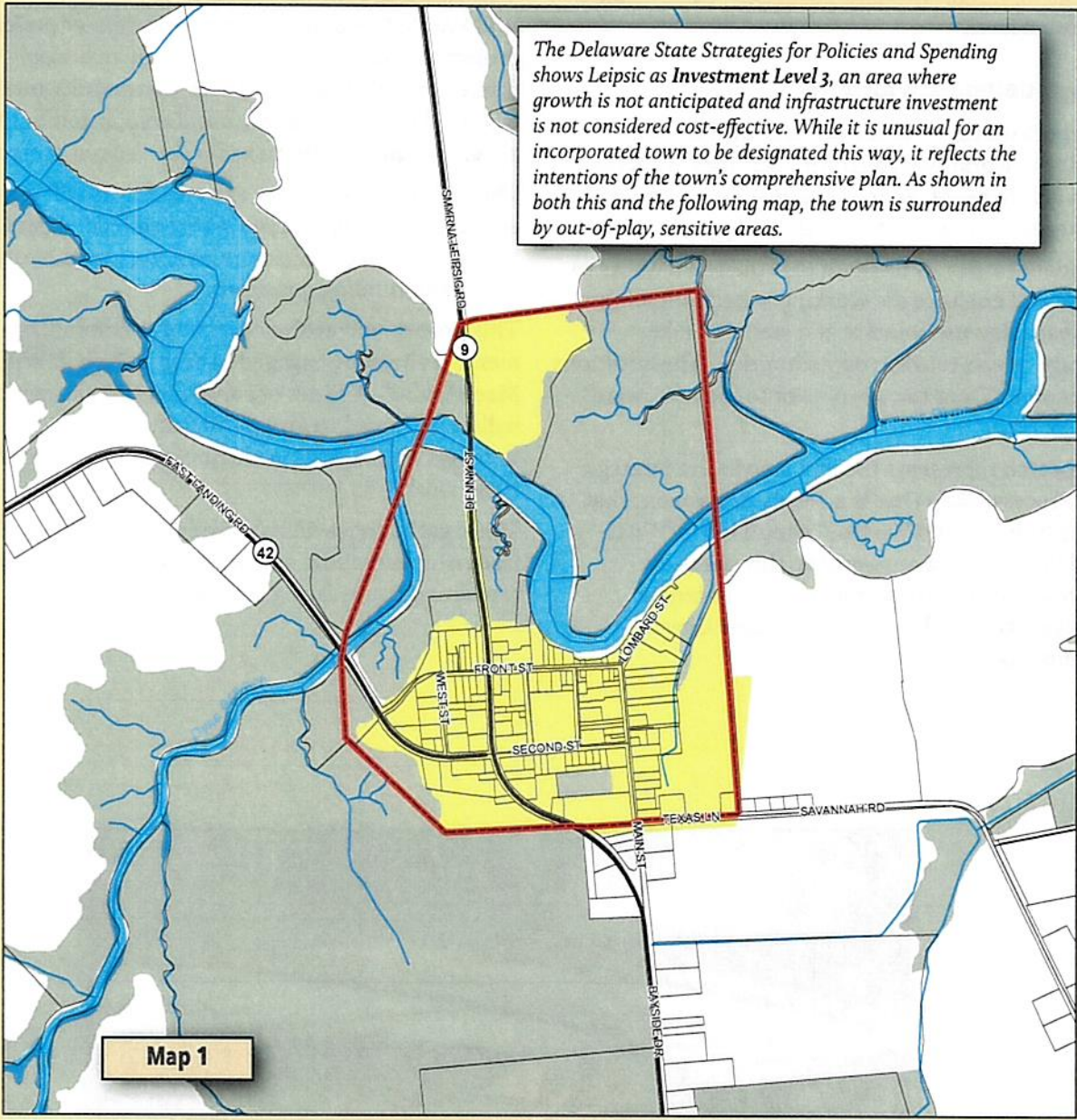
Throughout this process, the facilitators will make efforts to have appropriate state and federal personnel involved in the conversation to answer regulatory, policy and funding questions.

This process will evolve over time as community members become engaged in **Step 4**: “When Will We Meet Again?” A series of subsequent public meetings will be convened to give participants an opportunity to report on progress made implementing the action framework.

These gatherings will also involve open participation, leadership direction, and problem solving to address the remaining issues facing the community.


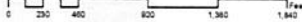


The Delaware State Strategies for Policies and Spending shows Leipsic as Investment Level 3, an area where growth is not anticipated and infrastructure investment is not considered cost-effective. While it is unusual for an incorporated town to be designated this way, it reflects the intentions of the town's comprehensive plan. As shown in both this and the following map, the town is surrounded by out-of-play, sensitive areas.




Map 1

Town of Leipsic, Delaware - State Investment Strategies

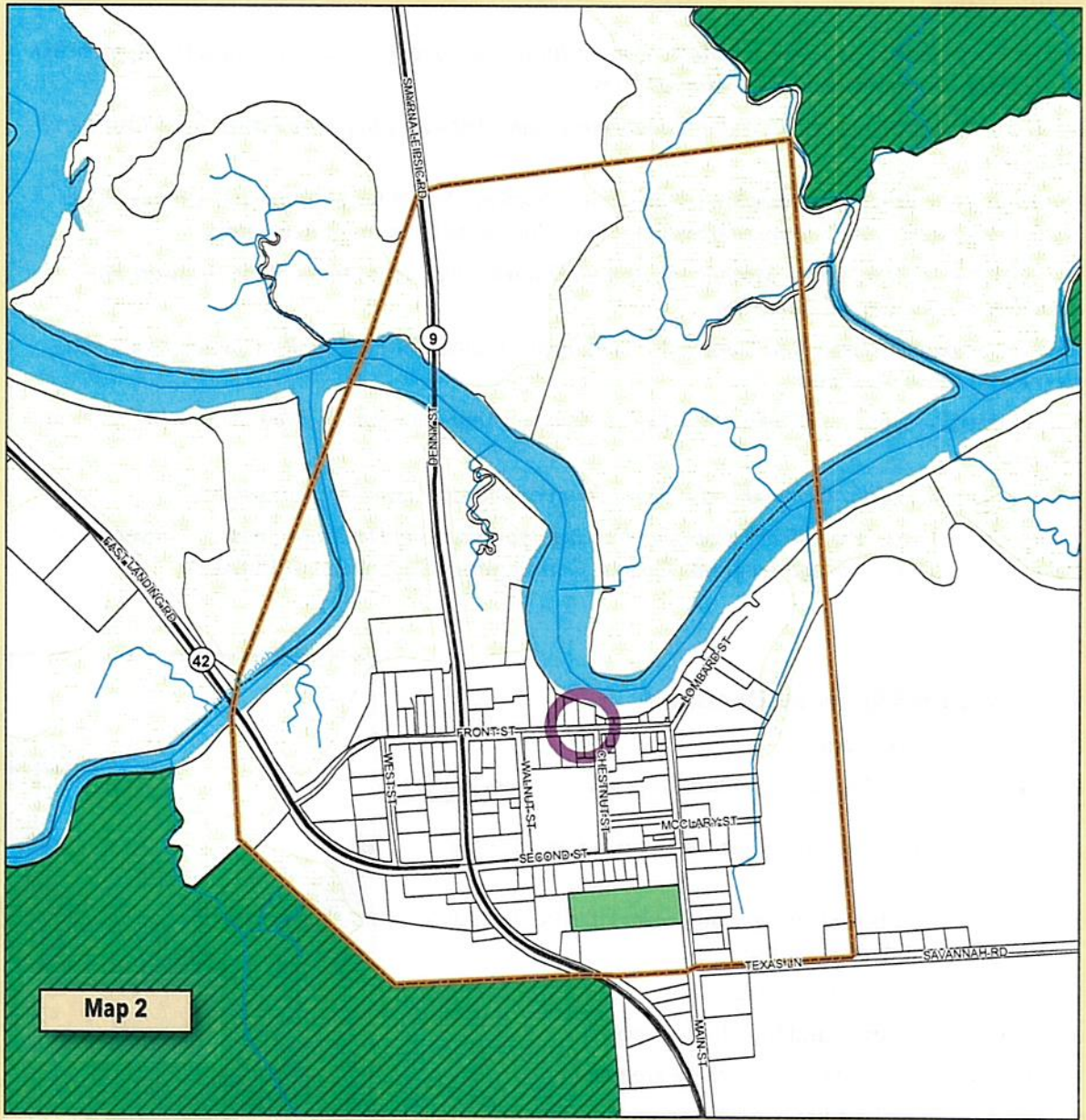
<p>2010 State Investment Strategies</p> <ul style="list-style-type: none"> Level 1 Level 2 Level 3 Level 4 Out of Play Town of Leipsic Major Routes Minor Roads 	<ul style="list-style-type: none"> Parcel Boundaries Railroad Rivers and Streams 		<p>DRAFT - July 2014</p> 
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Sources:
 Investment Strategies for Policies and Spending - Office of State Planning Coordination (OSPC), Sept. 2010.
 Parcel Boundaries - Kent County GIS Department, 05/14.
 Municipal Boundaries - Delaware Office of State Planning Coordination, 05/14.
 Roads - Kent County Planning Department, 05/14.
 Rail Network - Delaware Department of Transportation, 05/14.
 Hydrography - National Hydrography Dataset (NHD), USGS and EPA.

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Map 2

Town of Leipsic, Delaware - Environmental Features

- Town of Leipsic
- Agricultural Preservation
- Leipsic Municipal Playground
- Wellhead Protection Areas
- Rivers and Streams
- Swamp/Marsh
- Parcel Boundaries
- Major Routes
- Minor Roads
- Railroad



Sources:
 Agricultural Preservation - Delaware Department of Agriculture, 06/14
 Wellhead Protection Areas - Department of Natural Resources & Environmental Control, 05/13
 Outdoor Recreation Inventory - Department of Natural Resources & Environmental Control, 05/13
 Parcel Boundaries - Kent County GIS Department, 05/14
 Municipal Boundaries - Delaware Office of State Planning Coordination, 05/14
 Roads - Kent County Planning Department, 05/17/14
 Rail Network - Delaware Department of Transportation, 06/14
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DRAFT - June 2014



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Semi-Structured Interview Questions

Interviewer: Clark Evans

Interview subjects: Municipal, community and business leaders

1. Describe your family/civic/business association with the waterfront in Leipsic
2. Describe what Bowers waterfront looked like "x" years ago (specific to their association)
3. Describe the present day waterfront.
4. How has it changed and for what reasons?
5. How could it be revitalized/is there are need?
6. What could make it happen/and/or what are the impediments?
7. What access/business infrastructure needs/improvements are needed?
8. If funding were to become available, how could it best be spent?
9. Please identify other key people to be interviewed (and for community networking/mapping)



Every road in Leipsic leads to the waterfront.



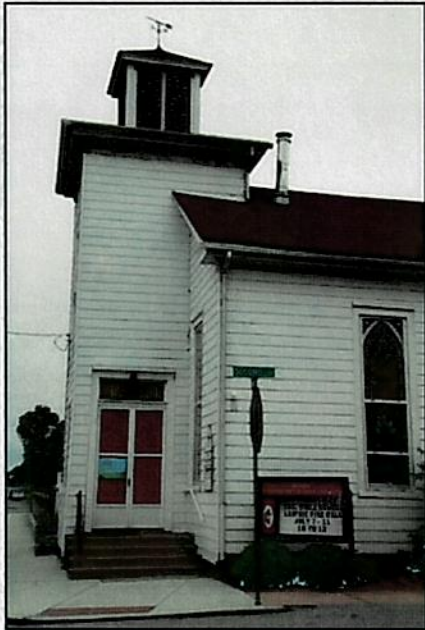


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