

## **Chapter 8 Municipal Growth Element**

The purpose of the Middletown Comprehensive Plan’s “Municipal Growth Element” is to examine the interrelationships among land use, population and housing growth, and their impacts on public facilities and services. In this regard, Middletown Town officials will have a stronger basis for setting land use and growth management policies in the future through a better understanding of the multi-dimensional implications of change.

This chapter presents analyses of land consumption and facilities impacts that can be expected as a result of the projected growth of the town’s population from 4,198 in 2009 to Maryland Department of Planning’s projection of 5,092 in the year 2030. The growing population will require the identification and development of additional water resources, and could impact existing surface water features such as Hollow Creek and Wiles Branch. Additional development will also require an increase in school capacity and wastewater capacity.

### **Municipal Growth Goals**

- *Manage the rate of growth to be consistent with the provision of adequate services and infrastructure.*
- *Maintain the historical rural community nature of the Town.*
- *Continue to provide a sustainable quality of life for residents of the town.*

## **BACKGROUND**

Middletown is located in the western portion of Frederick County. It is a small town in a rural valley setting with outlying picturesque farms and plentiful natural and heritage resources. Major arterials for the region include U.S. Route 40-A and Maryland Route 17. Urban areas near Middletown include Frederick City to the east and the city of Hagerstown to the northwest. These urban areas represent potential places of employment for Town residents, along with Montgomery County and the District of Columbia further to the southeast, and Baltimore further to the east.

Middletown adopted a Policy on Residential Growth for all new residential development, on July 17, 2003, and a Policy on Commercial Growth for all new commercial development on June 14, 2005. The growth criteria under these policies include the provision for adequate water and sewer, adequate school capacity, a traffic impact study identifying all traffic issues related to the requested development (and the correction of those issues), usable recreation space, written Public Works Agreements, a limit on the number of residential permits per calendar year, and the payment of municipal real estate taxes for all properties requesting annexation for commercial development. These policies (attached in Appendix A) address municipal growth issues through 2015 and have established elements of an adequate public facilities ordinance. These policies have proven to be very effective in the last six years in controlling growth in the Town of

Middletown. Currently, the Town is evaluating the development of these growth policies into an Adequate Public Facilities Ordinance.

## **FREDERICK COUNTY LAND USE PLANNING**

Middletown is located in western Frederick County. Predominant land uses in the Middletown region include agriculture, commercial and low density residential development. Rural residential development in the County is located to the south, west and north of the Town, with large-scale development to the east.

Several agricultural preservation easements are currently located south and north of the town. The Haines farm north of the town's growth boundary is under the Maryland Agricultural Land Preservation Foundation (MALPF), as is the Keller farm southwest of the town's growth boundary. According to Frederick County government's website, the MALPF Program has a purpose of preserving prime farmland for future food and fiber production and is designed to pay farmers to extinguish their development rights, therefore keeping the farm in agricultural use in perpetuity. MALPF has been highly successful in Maryland as well as in Frederick County.

The Hawker farm south of the Town's growth boundary at Glenbrook is under the County's Installment Purchase Program (IPP). Frederick County began the Installment Purchase Program in 2002. The IPP program works through installment purchase agreements that pay the farmer tax-free interest over a period of 10-20 years with a balloon lump sum principle payment at the end of the term according to information provided on the County's website.

## **PRIORITY FUNDING AREAS**

Middletown has been designated a growth area in Frederick County in the Frederick County Comprehensive Plan. (add date reference). The region surrounding the Town consists of large agricultural parcels and substantial land exists for municipal growth. The twelve incorporated municipalities in the County as well as twelve unincorporated communities make up the County's Community Growth Areas which are the County's principal residential, commercial, and business centers. These areas are the best locations for future growth and development. The primary goal of this designation as Community Growth Areas is to encourage development to occur within the designated growth areas while preserving the existing character of the communities and their historic and cultural features.

Middletown has also been designated a "Priority Funding Area" (PFA) for Frederick County in the Frederick County Comprehensive Plan. (add date reference). The requirement for designating PFAs was established under the 1997 *Neighborhood Conservation and Smart Growth Areas Act* (Smart Growth) and supports the State "Visions" for growth as expressed in the 1992 Planning and Zoning Enabling Act (*Article 66B of the Annotated Code of Maryland*). PFAs are locally-designated areas targeted for eligible State funding. PFA designations include municipalities, rural villages,

communities, industrial areas, and planned growth areas to be served by public water and sewerage. The 2003 corporate boundaries of Middletown define the current Middletown municipal PFA.

The intent of the State’s “Smart Growth” legislation, as well as other recent changes to Maryland laws affecting PFAs, is to marshal the State’s financial resources to support growth in existing communities and limit development in agricultural and other resource conservation areas. The designation of new PFAs in the State of Maryland must meet minimum density, water and sewer service and other criteria outlined in the law.

It is important to note that as of October 2006, new municipal annexations seeking PFA designation must be submitted to the Maryland Department of Planning (MDP) for “PFA Certification.” According to MDP, County properties annexed into the Town that currently have PFA status, do not retain such status and do not automatically become PFAs if annexed. Annexed properties in Middletown in the last decade include property on Franklin Street that the Middletown Primary School is now located on, property on Coblentz Road that is now the 9-lot Land of Lancaster subdivision, and property to the southeast of the Foxfield subdivision upon which the town’s reservoirs are located.

**GROWTH TRENDS & PATTERNS**

Middletown dates back to the mid-1700’s when it provided agricultural related businesses and services to the nearby rural community. As shown in Table 8-1 from 1900 to 1980, the growth rate for the Town of Middletown was persistently on the rise. From 1960 to 1980, there was a significant increase in population with a 22% increase from 1960 to 1970, and a 39% increase from 1970 to 1980. This is the period in which several large residential subdivisions were started and completed. This growth rate from 1900 to 1980 is consistent with the growth in Frederick County.

The decade of the 1980’s, however, was a period of much slower population growth for the Town of Middletown. Only a 5% increase in population took place between 1980 and 1990, while for the same period the County showed a 31% increase in population. Municipal growth during the early 1980’s was constrained by limits on sewer capacity. Much of the growth occurred outside the Town in developments that used well and septic systems which began during the 1970’s and continued to be built out.

**TABLE 8-1  
HISTORIC POPULATION GROWTH**

Year	Town of Middletown		Frederick County	
	Population	% Increase	Population	% Increase
1900	665	--	51,920	--
1910	692	4	52,673	1
1920	749	8	52,541	--
1930	818	9	54,440	4
1940	839	3	57,312	5

1950	936	12	62,287	8
1960	1,036	11	71,930	16
1970	1,262	22	84,927	18
1980	1,748	39	114,792	35
1990	1,834	5	150,208	31
2000	2,668	45	199,369	33

Growth in the larger Middletown Valley Region was consistent with County growth in the 1990's. As shown in Table 8-2 the Middletown Valley Region during this time frame had a 23% population increase indicating ample development beyond the corporate limits of the Town. The Middletown Valley Region extends south of Middletown, north of Wolfsville, and includes Braddock Heights to the east and South Mountain to the west. The only other municipality included in this region is the Town of Myersville, to the north. The agricultural areas during the 1980's and 1990's were under considerable pressure from development in the Middletown Valley Region as well as other Regions in the County.

TABLE 8-2  
FREDERICK COUNTY  
POPULATION INCREASE BY PLANNING REGION\*  
1980 - 2000

<u>Municipality</u>	<u>1980</u> <u>Census</u>	<u>1990</u> <u>Census</u>	<u>2000</u> <u>Census</u>	<u>Increase</u> <u>1990-2000</u>	<u>%Increase</u> <u>1990-2000</u>
Adamstown	3,093	4,919	6,825	1,906	39%
Brunswick	10,386	12,145	14,201	2,056	17%
Frederick	40,849	59,070	78,760	19,690	33%
Middletown Valley	12,872	14,084	17,383	3,299	23%
New Market	10,627	14,903	27,604	12,701	85%
Thurmont	14,517	15,027	17,267	2,240	15%
Urbana	7,605	9,339	10,686	1,347	14%
Walkersville	14,843	19,344	22,605	3,261	17%
<b>TOTAL</b>	<b>114,792</b>	<b>150,208</b>	<b>195,331</b>	<b>45,123</b>	<b>30%</b>

\*Planning Region Population totals reflect consolidation of Census Tract Population estimates, and may differ slightly from boundaries as defined in Regional Plans

Source: U.S. Census 2000 & Frederick County Planning Department 2008

In comparison with the other 11 municipalities in Frederick County, Table 8-3 shows that Middletown, with the sixth largest population, had the fifth largest percent increase in population during the period of 1990 - 2000. This increase from 5% growth during the 1980's to 45% growth during the 1990's was due to constant residential development in the northeast section of Town and completion of mandatory upgrades to the municipal water and sewer facilities. Based on population estimates from Frederick County Planning Department, as shown on Table 8-4, the growth rate in Middletown from 2000 thru the present (2009) has been even greater at approximately 52%.

**TABLE 8-3**  
**1990-2000 POPULATION CHANGE**  
**FREDERICK COUNTY & MUNICIPALITIES**

<u>Municipality</u>	<u>1980 Census</u>	<u>1990 Census</u>	<u>2000 Census</u>	<u>Increase 1990-2000</u>	<u>%Increase 1990-2000</u>
Brunswick	4,572	5,117	4,894	(223)	-5%
Burkittsville	202	194	171	(23)	-12%
Emmitsburg	1,552	1,688	2,290	602	36%
Frederick City	28,086	40,148	52,767	12,619	31%
Middletown	1,748	1,834	2,668	834	45%
Mt. Airy (F.C.part)	540	1,497	2,967	1,470	98%
Myersville	432	464	1392	918	198%
New Market	306	328	427	99	30%
Rosemont	305	256	273	17	7%
Thurmont	2,934	3,398	5,588	2,190	64%
Walkersville	2,212	4,145	5,192	1,047	25%
Woodsboro	506	513	846	333	65%
Municipal Total	43,395	59,582	79,465	19,883	33%
Non-Municipal	71,397	90,626	120,223	29,597	33%
<u>Frederick County</u>	<u>114,792</u>	<u>150,208</u>	<u>195,277</u>	<u>45,069</u>	<u>30%</u>

Source: County & Municipal Building Permits Issued (2000). Estimates include the Frederick County portion of Mt. Airy

Note: Areas of population decline reflect no building activity and a declining household size.

Table 8-4  
**MIDDLETOWN POPULATION ESTIMATES 2001-2009**

<u>Date</u>	<u>Total Estimated Housing Units</u>	<u>Total Estimated Population</u>	<u>Population Percent Increase</u>
Jan. 2001	1,017	2,768	-
Jan. 2002	1,084	2,951	6.6%
Jan. 2003	1,189	3,237	9.7%
Jan. 2004	1,348	3,655	12.9%
Jan. 2005	1,408	3,833	4.9%
Jan. 2006	1,427	3,882	1.3%
Jan. 2007	1,475	4,013	3.4%
Jan. 2008	1,510	4,110	2.4%
Jan. 2009	1,543	4,198	2.2%
<b>CHANGE</b>	526	1,430	51.7%

Source: Frederick County Department of Planning, 2009

*Future Population Growth*

Population growth for the Town of Middletown from 2010 to 2030 is projected to increase by approximately 892 according to projections received from the Maryland Department of Planning. The projected annual average growth rate between 2010 and 2030 will be approximately 5%. The most substantial increases for Middletown are expected from 2015 to 2020 as additional water sources become available to serve planned developments.

Table 8-5  
FUTURE POPULATION GROWTH

<u>Date</u>	<u>Total Population</u>	<u>Population Percent Increase</u>
2010	4200	-
2015	4423	5.3%
2020	4646	5.0%
2025	4869	4.8%
2030	5092	4.6%
<b>CHANGE</b>	892	21.2%

Maryland Department of Planning, 2009

*Assumptions for Population Projections*

Population projections for Middletown are based on the following assumptions:

- Middletown is expected to grow at a slower rate than other municipalities in Frederick County from 2010 to 2030 due to water supply constraints.
- Population projections account for new infill development in Middletown, which includes completion of the Foxfield and Glenbrook subdivisions, Old Town Villas, Caroline’s View Apartments, Chesterbrook Apartments expansion, and the Coblenz Neo-Traditional Residential development.
- Population projections assume that construction of dwelling units for all developments will occur only after adequate water supply is available.
- Population projections assume Middletown’s average household size will follow the Maryland Department of Planning’s (MDP) projected trend for average household size for Frederick County (a decrease from 2.78 persons per household in 2008 to 2.65 persons per household by 2030 for Middletown).
- Population projections for the year 2030 are based on MDP’s Average Development Pressure Methods (without High and Low)<sup>1</sup> with alterations made based on conversations with staff at MDP taking into account water supply issues.

<sup>1</sup> See Maryland Municipal Projections Methodology in the Appendix B for more information.

**INFILL AND REDEVELOPMENT**

*Infill & Redevelopment Capacity*

Residential infill potential examines a theoretical capacity associated with vacant and underutilized land in the Town. Infill capacity is based on the number of vacant lots currently available for development within the municipal Priority Funding Area for Middletown. Potential yield in Middletown was determined by identifying vacant and underutilized parcels using aerial photography in the Town’s GIS system. These sites constitute lots of record and are expected to develop within the planning period from 2010 to 2030.

Infill capacity includes the Old Town Villas property, the Caroline’s View Apartments property, expansion at the Chesterbrook Apartments, and completion of construction at Glenbrook and Foxfield. The Coblentz property, a neo-traditional residential development, yet to be developed, is also included in this capacity estimate. The estimated total infill and redevelopment potential for Middletown by 2030 is an additional 219 residential dwelling units (see Table 8-6).

Table 8-6  
INFILL AND REDEVELOPMENT POTENTIAL

<b>Land Use</b>	<b>Development</b>	<b>Units</b>	<b>Additional Population</b>
<b>Approved Final Plats</b>			
R-3	Glenbrook - Townhouses	16	44.8
R-1	Glenbrook - Single Family	20	54.0
R-20	Foxfield - Active Adult	23	46.0
R-20	Foxfield - Single Family	24	62.4
<b>Existing Lots of Record</b>			
R-1	204 Lombardy	1	2.7
R-1	108 Linden Blvd.	1	2.7
R-1	217 East Main Street	1	2.7
R-1	500 East Main Street	1	2.7
R-1	502 East Main Street	1	2.7
R-1	201 Franklin Street	1	2.7
R-1	7523 Coblentz Road	2	5.4
R-2	28 Walnut Street	1	2.7
R-2	Walnut Street	1	2.7
R-3	116 East Main Street	1	2.8
R-3	211 South Jefferson Street	1	2.8
TC	406 West Green Street	1	2.8
<b>Approved Site Plans</b>			
R-3	Caroline’s View Apartments	9	25.2
R-1	Old Town Villas	4	10.8
R-3	Chesterbrook Apartments	16	44.8
<b>Concept Plans</b>			
R-3	Coblentz - East Green Street	94	263.2
<b>Totals:</b>		<b>219</b>	<b>586.6<sup>1</sup></b>

<sup>1</sup> Based on population projections of 2.6 for R-20 zoning, 2.7 for R1 and R2 zoning, 2.8 for R3 zoning and TC zoning districts.

### *Assumptions for Infill & Redevelopment*

Infill and redevelopment capacity for Middletown is based on the following assumptions:

- Infill capacity accounts for new infill development in Middletown, which includes Glenbrook and Foxfield (presently being developed), the Old Town Villas and Coblentz subdivisions (potential new developments), and other infill lots within the existing Priority Funding Area.
- Build-out capacity for infill and redevelopment assumes that at least 25% of the Coblentz subdivision will be used for roads, open space, and other uses unrelated to dwelling units.
- Infill capacity assumes development of the Coblentz property, Chesterbrook Apartments expansion, and Caroline’s View Apartments based on current Town residential zoning (R-3), and development of the Old Town Villas based on Town residential zoning of R-1.
- Commercial development assumes an equated amount of allocable water per tap as calculated by the Town of 300 gallons per day (gpd/unit).
- Population estimates assume Middletown’s average household size will decline over time proportionate with the MDP projected average household size for Frederick County, decreasing from 2.78 persons per household in 2000 to 2.68 persons per household by 2030.

## **GROWTH & ANNEXATION AREA PLAN**

The Middletown Growth and Annexation Area (Growth Area) has been refined during this comprehensive planning process to reflect new Town goals in relation to annexation, growth, and future development. Therefore the Growth Area, as defined in the 2003 *Middletown Comprehensive Plan*, has been somewhat resized and altered to a small extent. See Figure 8-1, Growth Boundary Map, following at end of chapter.

### ***Growth Area Analysis***

The total acreage for the Growth Area is roughly 655 acres; not including the subdivisions already established in the County (Remsburg Acres, the Ifert subdivision and Middletown Manor on Coventry Drive) and contains 21 parcels. As shown on Figure 8-1 Growth Boundary Map, the growth boundary represents the Town’s long range growth expectations. Much of the Growth Area is comprised of larger parcels, some of which are already developed.

**Table 8-7  
PROPERTIES IN GROWTH BOUNDARY  
GREATER THAN 2 ACRES**

<b>Tax ID</b>	<b>Acreage</b>	<b>Map</b>	<b>Parcel</b>	<b>County Zoning</b>
1103161021	6.54	65	216	Ag
1103143856	45.2	65	206	Ag
1103139379	2.26	65	140	Ag
1103157474	30.3	65	183	Ag
1103157660	12.41	65	208	Ag
1103155528	7.56	65	183	Ag
1103155501	3.42	65	183	Ag
1103143937	8.84	65	78	Ag
1103133729	3.36	65	132	Ag
1103155633	20	65	184	Ag
1103158012	26.58	65	210	Ag
1103143880	2.43	65	128	R1
1103154696	3.9	55	51	R3
1103124681	105.6	55	92	Ag
1103140547	13.81	55	46	Ag
1103144364	3.28	55	93	Ag
1103124703	2.3	55	103	Ag
1103128636	48.8	55	53	Ag
1103165531	70.07	55	48	Ag
1103135632	93.87	55	54	Ag
1103142582	144.98	65	12	R3
<b>Total</b>				
<b>Acreage</b>	<b>655.51</b>			

Five of the parcels in Table 8-7 are parkland and a town wastewater treatment plant and total 97 acres. Table 8-7 also includes a parcel that occupies a church on 20 acres of land. Fifteen Growth Area parcels, indicated as green in Table 8-7, have the potential for new development. These parcels total approximately 538 acres and are currently being used for agricultural purposes.

***Annexation & Growth Area***

Middletown’s Growth Area has the potential for approximately 829 dwelling units with an estimated population of 2,196 using the Town’s R-20 zoning household size. Additional water and sewer demand associated with this level of growth is 248,700 gallons per day (gpd) respectively (see Table 8-9). Twenty-six acres in the growth area are designated on the 20-Year Plan as commercial land use along Route 40-A.

All land within the Middletown Growth Area currently has a county land use plan designation other than Agricultural/Rural, which generally indicates that development would be appropriate on these properties within a 20-year timeframe subject to

completion of other staging mechanisms (according to the Frederick County Middletown Region Plan adopted December 1997). The vast majority of residentially designated land within the Growth Boundary is zoned Agricultural on the County’s zoning map.

Within the Middletown Growth Area, the annexation process will be the primary staging mechanism used by the Town in relation to its growth. Annexation agreements negotiated between the Town and the petitioner will address development phasing, development limits, and responsibilities for public facilities and transportation improvements.

Middletown’s Comprehensive Land Use plan acknowledges that these properties may be incorporated into the Town at some future date. However, annexation of these properties will not occur until water and sewer capacity issues associated with infill development within the current corporate limits are adequately addressed. In the meantime, the Town would request that the County hold these properties in agriculture and conservation zoning, thus limiting the potential for premature, low-density development on well and septic systems. Middletown has several reasons for this position including:

- Protecting Middletown’s unique identity by controlling the quality of development occurring around the Town corporate boundaries within the Conservation Boundary;
- Requiring development site design that includes mandatory open space requirements;
- Enabling densities for new development that support Smart Growth **if** water resources are adequate;
- Requiring appropriate water-saving construction materials for new development to protect water quantity;
- Requiring “Best Management Practices” (BMPs) for stormwater management to protect and enhance water quality in potential receiving waters;
- Ensuring appropriate expansion of water and wastewater treatment systems to accommodate new development; and
- Eliminating the potential for future failing septic systems.

### ***Annexation Policies***

Annexation of properties located within Middletown’s Growth Boundary will be subject to site specific annexation agreements. The following annexation policies will apply to all future annexations:

1. Proposed annexation areas will be economically self-sufficient and will not result in larger municipal expenditures than anticipated revenues, which would indirectly burden existing Town residents with the costs of services or facilities to support the area annexed.
2. The costs of providing roads, utilities, parks, other community services will be borne by the developer gaining the most value from such facilities through income, profits, or participation.

3. Specific conditions of annexation will be made legally binding in an executed annexation agreement. Such agreements will address, among other things, consistency with the goals, objectives and recommendations contained in the Middletown Comprehensive Plan, planning, zoning and development expectations, responsibility for appropriate studies, and preliminary agreements concerning responsibilities for the cost of facilities and services provided by the Town.
4. For annexations involving larger parcels of land, the Burgess and Commissioners and/or the Planning Commission may require appropriate impact studies, including a traffic impact study, fiscal impact study and an environmental impact assessment that addresses the potential impacts of the proposed annexation and planned development on the environment of the site and surrounding area.
5. Applicants for annexation shall pay the cost of completing all studies related to expanding capacity in existing public facilities and/or services and fund needed capacity expansions.
6. Proposed development must provide 300 gallons of allocable water per unit, and may be required to cover all costs of physical connection to the Town water and sewer system.
7. Proposed development must pay a proportionate share of cost to upgrade/increase sewer capacity, based on all factors at time of Water/Sewer certification.
8. Proposed residential development must provide usable recreation space, as determined by the Town's Planning Commission, at 0.05 acres/unit for the total number of units in the development.
9. Proposed residential developments will receive no more than 20 residential units per year. However, the Town shall not approve more than 30 residential permits per calendar year for all residential development within the Town, and all residential permit allocations for each residential development will be determined by the Town.
10. Proposed commercial development may receive Plan approval from the Town for uses creating a trip generation rating at or above level D as defined in the most recent edition of the Highway Capacity Manual.
11. Proposed commercial development must provide usable contiguous recreation space, as determined by the Planning Commission, at 0.2 acres/gross acreage, which may not be allowed to include required setback, Forest Conservation areas, stormwater management areas, or buffer areas.
12. All property requesting annexation for commercial development shall pay municipal real estate taxes at time of annexation.

Prior to annexing any land area not included in the Growth Boundary Plan, the Town will first consider appropriate amendments to this Comprehensive Plan and will follow the procedural requirements for comprehensive plan amendments and annexation established in State law (Articles 66B and 23A), including those of Maryland House Bill 1141. This will ensure that the proposed annexation is consistent with the goals and objectives of this comprehensive plan, that appropriate consideration has been given to the adequacy of public facilities and services, and that County and State agencies are afforded an opportunity to comment on the proceedings.

***Assumptions for the Growth Boundary Area***

The Growth Boundary Area analysis for Middletown is based on the following assumptions:

- Growth Boundary Area capacity accounts for potential new development on existing agricultural properties and vacant land in the Growth Boundary Area, totaling 538 acres.
- Build-out capacity for these properties utilizes the MDP methodology, which assumes that 25% of the land will be used for roads, open space, and other uses unrelated to dwelling units or commercial/industrial buildings.
- Growth Boundary Area capacity assumes a dwelling unit density based on current Town residential R-20 zoning, which requires a minimum lot size of 20,000 square feet.
- The resulting total developable area in the Middletown Growth Boundary Area is approximately 403.5 acres. This equates to 829 dwelling units, and a commercial area of approximately 27 acres.
- Small, previously-developed lots in the Growth Boundary Area do not have development potential but may require water and sewer service.
- Growth Boundary Area population projections assume Middletown’s average household size will decline in proportion with the MDP projected average household size for Frederick County over time.

**IMPACTS OF GROWTH**

Population growth will impact public services and facilities provided by Middletown and Frederick County. Table 8-8 summarizes the potential impacts of growth from infill and redevelopment in the planning period on public facilities and services (Town and County) based on population projects. Impacts include projected dwelling units from infill and redevelopment, projected population increases, sewer and water demand, as well as other public facilities and services such as schools, libraries, police, recreation land demand, and fire and rescue (emergency services).

**Table 8-8  
IMPACTS OF INFILL/REDEVELOPMENT GROWTH ON PUBLIC FACILITIES  
& SERVICES BASED ON POPULATION PROJECTIONS THROUGH 2030**

<b>Classification</b>	<b>Infill/Redevelopment Areas</b>
<b>Dwelling Units</b>	<b>219</b>
<b>Population</b>	<b>587</b>
New Residential Water/Sewer Demand (gpd)	65,700
New Non-Residential Water/Sewer Demand (gpd)	860
<b>TOTAL</b>	
New Residential/Non-Residential Water/Sewer Demand (gpd)	66,560
<b>School (new students)</b>	<b>96</b>
- High School	42
- Middle School	26

- Elementary/Primary School	28
<b>Library (gfa)</b>	440
<b>Police (personnel)</b>	1
<b>Recreation Land (acres)</b>	none
<b>Fire &amp; Rescue</b>	
- Personnel	Info still needed
- Facilities (gfa)	Info still needed

***Assumptions for Impacts from Infill & Redevelopment Areas***

Impacts from Middletown’s infill growth utilize the following sources and assumptions:

- Future population and dwelling unit projections from 2010 to 2030, as described in this chapter;
- Middletown growth policies which require developer to provide 300 gallons per day of water and sewer per unit;
- Maryland Department of Planning (MDP) multipliers for recreation land;
- Frederick County Public Schools multiplier for school enrollment;
- Frederick County Public Library (facility standards);
- Frederick County Sheriff’s Department (personnel multiplier);
- International City Council Management Association (fire personnel multiplier);
- National Planning Standard (fire facility square footage multiplier).

***Implications of Growth***

The most significant implications of growth (summarized in Table 8-8) are impacts on water and wastewater demand, school facilities, and police. Large-scale developments with significant potential impacts might be required to conduct a fiscal impact analysis to determine if revenues will cover the cost of public services and facilities.

**Public Schools:** The impact of Middletown’s growth on public school facilities during the planning period (by 2030) is illustrated in Table 8-8: a total of 96 new students: 28 elementary school students; 26 middle school students; and 42 high school students. The high school population will experience the largest increase in students by 2030, potentially severely impacting Middletown High School. The facility, and the services it provides, will require expansion to serve the increased demand. The 2009 high school enrollment already exceeds the state rated building capacity.

**Library:** Residents of the Middletown Valley are located within a 6-mile drive of the Middletown branch of the Frederick County Public Libraries, which occupies a total of 2,500 square feet. Currently library facilities will not adequately serve the needs of the projected increase in Middletown’s population. However, the County’s most recent Comprehensive Plan anticipates the need for expansion of the Middletown public library facility by constructing a new facility of 15,000 square feet, which is the current standard for the County, to meet the level of service necessary for the Middletown area.

**Recreation Land:** Between 2010 and 2030, an additional 587 people are projected to be added to the Town from infill development. Based on the State's ratio of 30 acres per every 1,000 people, and the current park acreage in the town (59 acres), Remsburg Park outside of town (88 acres), and including the County Park (78 acres), no additional recreation land will be required in the Town by 2030 to serve additional demand for recreation land as a result of the projected increase in population.

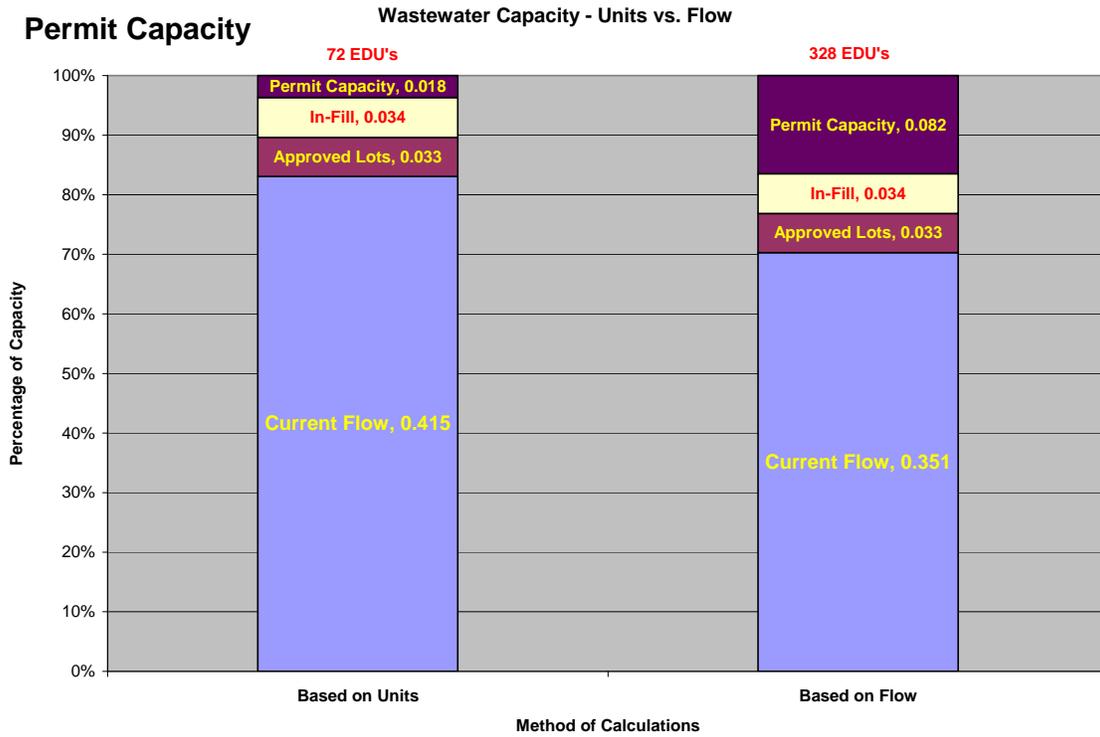
**Public Safety:** Fire and emergency medical services are provided to Middletown residents through the Middletown Fire and Ambulance Company. Police protection in Middletown is provided by the Frederick County Resident Deputy service.

As illustrated in Table 8-8, police and emergency services will be impacted to a moderate degree as a result of the projected increase in Middletown's population by 2030. Based on industry standards for calculating staffing levels of emergency services personnel, one additional police person will be needed by 2030 to serve the projected increase in population. The additional police person will need to be added through the Frederick County Resident County Deputy Program. Information is still needed for the population increase on fire and ambulance personnel and facilities.

**Additional Facility Needs:** Middletown recognizes that any gain in population will require an equivalent increase in municipal meeting space, Town administrative staff, and municipal services (street repairs, trash collection, etc.). The existing Town Hall is currently adequate to serve the needs for hearing and meeting space. A review of staffing levels for administration should be conducted by the Town annually to determine adequacy. In addition, Middletown should review the need to expand the Public Works department. Expansions of Town staff and municipal services can be made and funded as the population and assessable tax base in the Town expands.

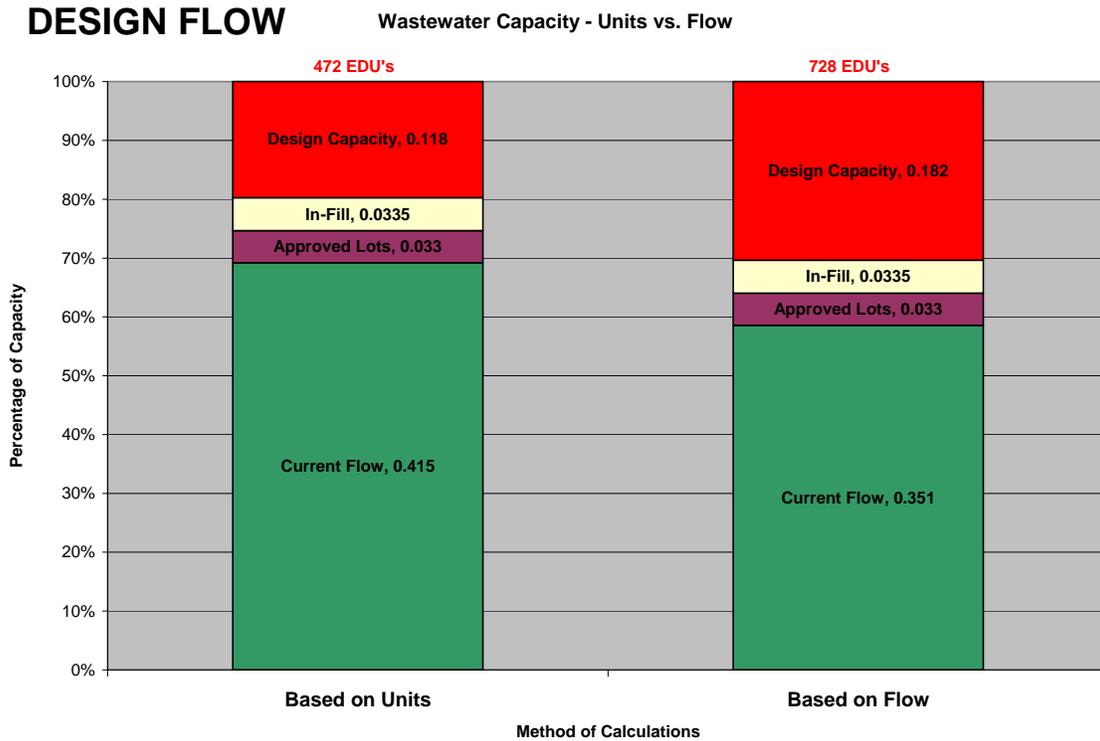
**Water and Sewer:** According to Town and Frederick County sources, the Middletown wastewater treatment plants (WWTP) have an existing design capacity of 600,000 gpd and permit capacity of 500,000 gpd. The average flow in 2008 was 340,000 gpd. Regarding permit capacity, as of February 2009, the Town is at 96% capacity based on calculation by units and 84% capacity based on calculation by flow according to the *Middletown Wastewater Capacity Management Plan 2009*. In terms of design flow, the Town is at 80% capacity based on calculation by units and 70% capacity based on calculation by flow. Based on the current permitted capacity of 500,000 gpd, capacity is not adequate for more than 72 EDU's (equivalent dwelling units) outside of the units accounted for in the in-fill projections provided for in the management plan. It is recommended that the Town consider increasing the NPDES Permit for the East WWTP to the full design capacity of 350,000 gpd at the time of permit renewal in 2013. Appendix C, *Middletown Wastewater Capacity Management Plan 2009*, is attached to this Plan with all appropriate back up and calculations.

Figure 8-2  
WASTEWATER PERMIT CAPACITY



Source: Wastewater Capacity Management Plan 2009, Burgess and Commissioners of Middletown, MD

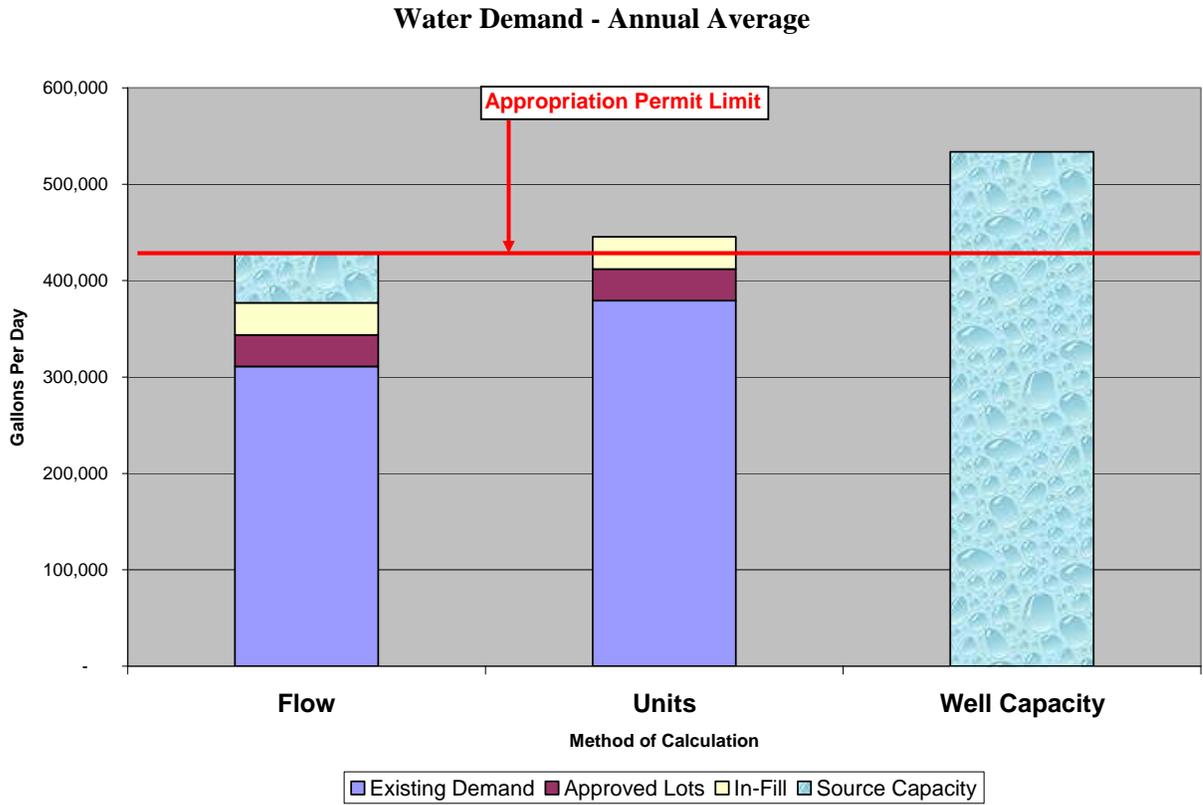
Figure 8-3  
WASTEWATER CAPACITY DESIGN FLOW



Source: Wastewater Capacity Management Plan 2009, Burgess and Commissioners of Middletown, MD

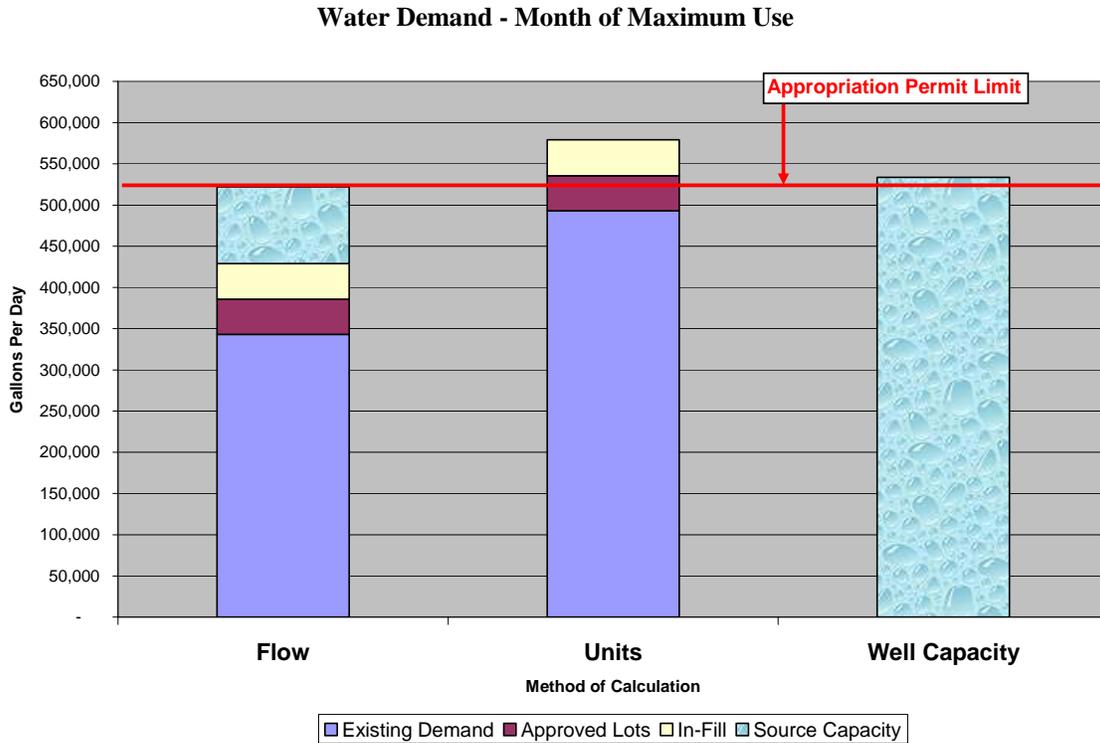
Additional water capacity will be required during the planning period of 2010 to 2030, as water and sewer demand are each projected to increase as a result of residential and non-residential (commercial and/or industrial) infill and development. The combined water appropriation permits limits for withdrawal in the Hollow Creek, Cone Branch, and Catoclin watersheds is 427,900 gpd (Annual Average) and 522,000 gpd (Month of Maximum Use), according to the *Middletown Water Supply Capacity Management Plan 2009*. The current capacity of the Town’s water supply as of February 2009, during drought conditions, has been determined by MDE to be 533,640 gpd for month of maximum use (MOMU). The Town is at 88.1% capacity based on calculations by flow and 104.1% capacity based on calculations by units for Annual Average. Based on Month of Maximum Use, the Town is at 82.2% capacity based on calculations by flow and 110.9% capacity based on calculation by units. Both the Town’s Annual Average and Month of Maximum Use capacities, based on units, exceed 100%. The Town of Middletown has entered into a Consent Agreement with MDE to address the over allocation of water. Appendix D, *Middletown Water Supply Capacity Management Plan 2009*, is attached to this report with all appropriate back up and calculation.

Figure 8-4  
WATER SUPPLY DEMAND – ANNUAL AVERAGE



Source: Water Supply Capacity Management Plan 2009, Burgess and Commissioners of Middletown, MD

Figure 8-5  
WATER SUPPLY DEMAND – MONTH OF MAXIMUM USE



Source: Water Supply Capacity Management Plan 2009, Burgess and Commissioners of Middletown, MD

Development of the Growth Area will require additional upgrades to water and wastewater treatment systems. Water system upgrades will include new wells, storage tanks, and distribution facilities. The East WWTP was designed so that it can be expanded up to 700,000 gpd, subject to permit requirements. Construction of new aeration tanks and clarifiers would be required to complete this expansion. While Middletown is capable of providing wastewater service to its current population, expansion and upgrades will be required to meet its 2030 demand.

***Potential Impacts Associated with the Growth & Annexation Area***

Annexation of most of the Middletown Growth Area is not anticipated within the planning period from 2010 to 2030. The Middletown Growth Area is approximately 538 acres, not including the established subdivisions outside of the town limits, land reserved for parkland and a 20-acre church parcel.

**Table 8-9  
 IMPACTS OF MIDDLETOWN GROWTH ON PUBLIC FACILITIES & SERVICES  
 GROWTH AREA PLANNING PERIOD – BEYOND 2030**

<b>Classification</b>	<b>Growth Boundary Areas</b>
<b>Dwelling Units</b>	<b>829</b>
<b>Population</b>	<b>2,196</b>
New Residential Water/Sewer Demand (gpd)	248,700
New Non-residential Water/Sewer Demand (gpd)	2,226
<b>School (new students)</b>	<b>363</b>
- High School	157
- Middle School	99
- Elementary/Primary School	107
<b>Library (gfa)</b>	1,650
<b>Police (personnel)</b>	2
<b>Recreation Land (acres)</b>	None
<b>Fire &amp; Rescue</b>	
- Personnel	Info still needed
- Facilities (gfa)	Info still needed

The hypothetical impacts for the Middletown Growth Area are calculated based on potential additional dwelling units and population. The Growth Area includes a potential total of 829 dwelling units. In addition, population is estimated at 2,196 new Town residents.

Accommodating growth in the Growth Area will require an expansion of school facilities, increases in personnel for police services, and water and sewer demand will increase substantially. Increases might also be needed in personnel for fire and rescue emergency services. Development of the Middletown Growth Area will require new water and wastewater systems.

**The Middletown Comprehensive 20-Year Land Use Plan, (Figure 8-6).**

The Land Use Plan is a set of proposals including objectives, map designations and suggestions for the Town to enact regulating changes. Also included is a proposal for a comprehensive zoning map which will implement the proposals in the Comprehensive Plan. Any discussion of the land use plan must include identification of issues and formulation of objectives and policies.

The Land Use Plan Concept

The overriding concepts behind the Middletown Comprehensive Plan are: for the Town of Middletown to be the focus for the development which takes place in the Region; and, that Middletown remains an identifiable and distinct community. This Municipal Plan coincides with the Frederick County Comprehensive Plan’s “Community Growth Area”. This concept prescribes that development should be located in and around the existing communities where public facilities and services are in place to efficiently serve new development, and where these communities already have a sense of identity and

community focus. Middletown realizes its importance to the Middletown Planning Region and shares the responsibility for growth management in the Region. It is the intent of this Plan that all new major growth in the vicinity of the Town will first be considered for annexation in cooperation with the Frederick County Board of Commissioners.

To this end, the Town has adopted a growth boundary that includes lands outside the Town boundaries which shall be considered for annexation. It is the intent of the Plan that all properties located within the growth boundary are to develop according to the needs and timing of the Town. It is also the intent of the Plan that properties beyond the growth boundary are not to be developed for new residential, commercial or industrial use except as permitted by existing County zoning. Any rezonings or water and sewer changes outside the corporate limits should be done in full cooperation with the Town.

The ultimate growth limits for the Town of Middletown as defined by this Plan include the Town boundaries to extend ultimately west to Catoctin Creek, generally south along Hollow Creek, east to Hollow Road, and north to those properties which would include a potential northern parkway or collector. These growth limits are intended to be a limit to the eventual expansion of the Town boundaries. Properties within this growth boundary are not necessarily appropriate for annexation or development within 5 or even 20 years, but will be appropriate for development as facilities and services are in place to serve this area. Of prime importance is that major new areas will not be added to the Town ahead of a road system to support the development. New annexations will not be encouraged which will increase the congestion in downtown Middletown. It is envisioned that new annexations will occur from east to west in order for the roads to be built which will carry traffic to Frederick and Interstate 70 to the east.

Middletown desires to remain as a distinct community. In order to ensure this, the Plan proposes a greenbelt or conservation boundary around the growth boundary. The Town's definition for its conservation boundary as shown on Figures 8-1 and 8-6 is: a greenbelt around the designated growth area that defines the community and maintains its rural character, and limits its growth. All new development will be required through the subdivision review process or annexation process to reserve or dedicate lands for open space. The other intent of the greenbelt is to look at the ability to secure water recharge easements on properties in the greenbelt which are under agricultural preservation easements.

### Plan Designations

Plan designations are the proposed land use categories for use by the Town. Plan designations are not specific zoning classifications which include specific zoning regulations, but are guides as to future land uses. In some cases, the zoning and plan designations will correspond but in other cases, the zoning envisioned by the plan designation is not applied until other factors such as community facilities and roads are in place. The proposed zoning changes are designated in Figure 8-7, Proposed Zoning Map. As shown in the text box above the legend on the map, there are five areas in the Town of

Middletown that zoning changes are proposed for. More specific information regarding these changes is referred to in the text below.

### Residential

The predominate Land Use Plan category is Medium Density Residential. Medium Density Residential is designated for those areas currently in Town which have previously been designated as Low Density Residential R-1 or zoned as R-2 Residential. The density of development in the Medium Density Residential areas is approximately 4-7 dwelling units per acre. The compatible zoning categories for the Medium Density Residential designation are R-1 Residential with a minimum lot size of 10,000 sq.ft, and R-2 Residential with a minimum lot size of 6,000 sq. ft. Medium Density Residential areas include the newer subdivisions of Glenbrook and portions of Cone Branch Estates and Foxfield.

High Density Residential which has a maximum density of 6 - 11 units per acre is designated for most of those areas in the middle of Town which have R-3 Residential zoning and/or were previously designated on the Town Plan as High Density Residential. High Density Residential is designated for the Jefferson Village development due to the existing zoning and development density. An additional area shown for High Density Residential is the Chesterbrook Apartments. There are eleven properties on the south side of Main Street in the 100 block that are proposed to be rezoned from R-3 to R-1. An additional property on the south side of Main Street in that same block is proposed to be rezoned from R-3 to R-2. On the north side of the 100 block of Main Street, six properties are proposed to be rezoned from R-3 to R-1, and three properties are proposed to be rezoned from R-3 to R-2. Additionally, two properties on Green Street adjacent to the Main Street properties are proposed to be rezoned from R-3 to R-2.

A Low Density zoning district was created in 1988 in order to give the Town more of a transition from the rural densities found outside of town with the more concentrated development densities in Town. The corresponding zoning classification for the Low Density Residential Plan category is the R-20 Residential zone with an average minimum lot size of 20,000 sq.ft. This is to be located on most of the land within the unincorporated growth boundary. Development in the Low Density Residential area is proposed at approximately two dwelling units per acre, but may include increased levels of density through flexible design of subdivisions that minimize the impact on municipal resources.

The Neo-Traditional Residential (NTR) overlay zoning district was created in 2008 which is intended to permit planned development in the R-3 zoning district. This zoning district has been applied to the Coblenz property on the north side of Green Street adjacent to the school complex. The placement of an NTR district must provide for appropriate vehicular accessibility to major thoroughfares which service the community and surrounding area. Green Street and nearby Route 17 provide that accessibility, and the property is near to the center of town which is appropriate for a higher density planned development.

Commercial:

Commercial land uses in Middletown are in the General Commercial (GC), the Town Commercial (TC), and the Service Commercial/Light Manufacturing districts. Regardless of which district commercial development is located in, the commercial businesses are expected to be of a size and scale that fits in with the existing commercial establishments and the historical context of the Town. Commercial businesses in the TC district are dependent on the character of the older development and restricted parking that is generally available in these areas of Town. The GC businesses are also dependent on the character of the portion of Town in which they are located; however more flexibility is available due to the various locations of the GC districts in town. Some GC districts are located in the older area of Middletown and have many of the limitations generally associated with the TC, while other GC districts are located in newer areas of Town without the restrictions of existing historic development. The SC/LM district is intended to provide areas for business services, light manufacturing, and commercial uses that are relatively nuisance free and compatible with surrounding residential and commercial uses. Commercial development in Middletown is therefore influenced by both the characteristics of the area in which it is to be located as well as by the standards adopted for the district in the Middletown Zoning Ordinance.

A new commercial zoning district was established in the Town's zoning ordinance in 2004 called the MB – Mixed Business District. The Mixed Business district is intended to provide a park-like setting for a community of small to medium sized businesses on a planned tract of land. Unlike the other commercial zoning districts, this district includes more specific performance standards that must be adhered to in the zoning ordinance. This zoning district is not yet reflected on the zoning map of the Town.

Factors such as the location of the commercial development in relation to surrounding uses and the standards for the various commercial zoning districts in the Town ordinance should be considered during future annexations and rezoning requests as the Town addresses the need for additional commercial zoned acreage within the Town to meet the consumer needs of the growing municipal population.

General Commercial (GC) District: This commercial zoning district is defined in the Middletown Zoning Ordinance as intended to provide areas for general commercial activities that service the needs of the entire community and the surrounding area. It also states that such areas should be located such that stores and commercial activities can be grouped together in an attractive and convenient manner that will not infringe on residential areas. This district is also required to be on major thoroughfares in order to provide for vehicular accessibility. In keeping with these requirements, Middletown has five GC zoned areas in town. (1) One located in the center of Town, extending from the Main Street/Church Street intersection northward on the east side of North Church Street. (2) Another GC area is located on West Main Street and Walnut Street in the vicinity of an existing furniture sales business. (3) GC also includes the Town Centre Shopping Center on East Main Street, (4) includes the golf course restaurant and Pro Shop in the Glenbrook development that is located off the Middletown Parkway and an area off the

parkway just south of East Main Street with a proposed re-zoning of the Newton property from R-1 to GC, and (5) also includes a proposed rezoning of two parcels on the north side of East Main Street on the former Ingalls property and the gas station next to it. An additional proposed re-zoning is about 3 acres from R-1 to GC on the rear of the Ahalt and Moser properties adjacent to the Newton property when subdivision of those properties occurs.

**Town Commercial (TC) District:** This commercial zoning district is defined in the Middletown Zoning Ordinance as intended to provide areas that allow for a mixture of uses including residential and small commercial businesses that can meet performance standards that allow for compatibility with the surrounding residential environment. The TC is intended for small attractive commercial uses that cater primarily to pedestrian traffic, allowing for limited parking and minor road (street) access. The uses allowed in this district are generally of a less intense and smaller scale than the commercial uses found in the GC district. The TC zoned areas are located in three general locations in Middletown. (1) The largest TC zoned area is located in the older (center) portion of Town along West Main Street; part of this area includes properties on the north side of Washington Street between South Church Street and Elm Street, and also includes some properties on the south side of the intersection of East Main Street and South Church Street. (2) The other TC zoned area is located on South Church Street and south of Boileau Street (Alley), and includes a few properties fronting on Jefferson Street near Boileau Street. (3) The former Middletown Primary School property and the adjacent library property on Prospect Street.

Properties zoned for light manufacturing uses in Middletown are in the Service Commercial/Light Manufacturing (SC/LM) District. The standards for this district are identified in the Middletown Zoning Ordinance. This district is intended to provide areas for business services, light manufacturing, and commercial uses that are relatively nuisance free and compatible with surrounding residential and commercial uses. The uses permitted in this district have low traffic generation, limited noise and environmental impacts, and includes development scaled to serve local patrons. These areas must have access to a major road as identified in this Comprehensive Plan. Historically, this area has included warehouses and offices with some retail uses. There is one area designated in this Plan for manufacturing use; this is the SC/LM zoned area east of North Church Street and north of East Green Street. It is proposed that the two Coblentz parcels that are currently in this zoning district are to be rezoned to R-3 for development of that property.

**Mixed Business (MB) District:** As stated previously, there currently are no areas in Town designated in this zoning district. This district is intended for “showcase locations” which are planned, promoted and developed for businesses in a park-like setting.

Open Space:

Properties designated as Open Space are zoned in the Open Space District (OS) and are intended primarily for providing permanent open space for its natural beauty and

recreational value, particularly for use as parks. It is also available for limited development for use by essential public services such as schools, medical centers, fire protection services and the like. Areas designated as Open Space are located throughout Middletown including town parks, cemeteries, stream valleys and some essential public service facilities. Development is by definition very restricted in the OS zone.

Institutional:

Institutional properties in the Town of Middletown include schools, wastewater treatment facilities, water treatment facilities and cemeteries. There is no zoning district entitled institutional, therefore these land uses typically use the Open Space zoning district for zoning purposes.

Other Land Use Implementation Recommendations: In addition to the Comprehensive Plan Land Use designations, it is proposed that the following actions be taken:

1. Limited Comprehensive Zoning - The Middletown zoning map is being amended in conjunction with the comprehensive plan update.
2. Consider Potential Low-Impact Development Options - New techniques for land development will be analyzed. In addition, techniques for preserving surrounding agricultural lands will be considered.
3. Evaluation of Development Review Process - The steps involved in development review for site plan, subdivision, annexations, rezonings, and Board of Appeals cases will be reviewed to eliminate unnecessary delays and to streamline the process..
4. Wellhead Protection – Although Frederick County now has a Wellhead Protection Ordinance, steps will be taken to attempt to encourage the Board of County Commissioners to further strengthen that Ordinance.

## **INTER-JURISDICTIONAL COORDINATION**

The *2009 Middletown Comprehensive Plan* highlights the need for increased inter-jurisdictional coordination with Frederick County. From Middletown’s perspective, substantive issues include the following:

- Peripheral development in Frederick County, within the Middletown Growth Area and Conservation Boundary is a concern and should be discouraged, especially in terms of the Town’s recharge area. The Town believes that new development in and around the Town should be consistent with Smart Growth given the water resource limitations, and sound place-making principles. Frederick County should work closely with the Town to address the nature of allowable development adjacent to the Town.
- Protection of the Town’s springs is of utmost importance, and the County should ensure that they remain protected through the County’s Wellhead Protection Ordinance.

- Although towns have been designated as growth areas, no construction of new roads or improvement to existing roads is planned by the County to help existing traffic problems or provide for any new development.
- Discussions with the County need to take place towards the creation of a water resource easement that allows municipalities to purchase water rights on protected lands. Properties need to be identified where conservation easements could be combined with such water resource easements to protect valuable water resources and augment water supplies in terms of water balance.

Issues with the Maryland State Policy of Smart Growth are also a concern and include the following:

- Urban Plan of 3.5 homes per acre is a concept that is not well suited to new developments in existing small towns that are dependent on groundwater as a drinking water supply.
- The Policy does not allow for flexibility of planning to maintain a source of Community identity.
- There is no system for the Town to direct State and County funds to solve problems created by development.
- The Rural Legacy and Agricultural Programs do provide some funds designed to remove land from the possibility of future development.

The Middletown Comprehensive Plan includes the following matters in relation to Municipal Growth:

1. The Town's design for growth at the edges of Town is at a lower density than required by the Smart Growth Plan.
2. The Town does not have adequate services and resources for dense growth i.e., police, schools, roads, water and sewer.
3. Development and revitalization of commercial areas need to be consistent with the character of the Town.
4. Preservation of Open Space and establishing a buffer zone or greenbelt around the Town should be explored through the established Agricultural District and Land Trusts.
5. Preserve Natural Resources and Sensitive Areas found in and around Middletown such as Catocin Creek, Cone Branch, Hollow Creek and prime farm land.
6. The most probable residential growth areas are located north of Town. West of Town would not be appropriate for development in the near future. Development of commercial areas north of Town may be acceptable in the future, but must be done on Town water and sewer and not on well & septic systems in the County.

#### Municipal Growth Element Objectives and Policies

The municipal growth objectives and policies have been developed in the context of the overall goals of the Town through Staff and Planning Commission input.

1. Development shall be orderly and utilize good design techniques. Consideration will be given to the impact of growth on the existing community and facilities.
2. The scale of development shall be compatible with adjoining land uses. This shall include identification of the uniqueness of existing adjoining development.
3. Development will be allowed only where it can be served adequately by public facilities and roads. New development will be planned with respect to future transportation needs.
4. Adequate land shall be reserved for commercial/light manufacturing activities. Commercial uses will be designed and scaled to be compatible with the neighborhood in which it is located.
5. The Town shall give consideration to the historic significance of structures and neighborhoods during the development review process.
6. The Town shall seek to obtain and maintain a physical buffer from the unincorporated areas.
7. The Town shall direct development away from all stream valleys, steep slopes, and natural areas.
8. The Town shall work to provide a buffer around its water resources.

### ***Coordination for Effective Growth Management***

There is a critical need for the Town and County to work together on growth-related impacts. Future growth will depend on sound strategies to address such issues as water quality and quantity, school capacity, demand on emergency services, public infrastructure, and transportation facilities. Growth management in Middletown primarily hinges on effective coordination between the Town and Frederick County because municipal growth thru annexation is located in Frederick County. This sentiment was underscored by the *Frederick County's Future Plan 2009* and provides an open dialogue to begin discussions.

Like public infrastructure, water quality and quantity issues cannot be addressed by the Town alone. Going forward, effective management of non-point source pollution must be based on watershed-wide land use strategies and coordinated administration and enforcement of sediment and erosion control and stormwater management regulations. The planning requirements from Maryland House Bill 1141 direct the Town and County Planning Commissions to meet and discuss this Comprehensive Plan prior to adoption.

At a minimum, an agenda for such a joint County/Town meeting should include coordination of the following:

- Cooperative watershed planning initiatives including discussions of adequate public water supplies;
- Coordinated policies concerning County land uses and PFA designations adjacent to the Town;
- Coordinated policies concerning conservation of green infrastructure and the Middletown Conservation Boundary Area, and the ability to use water rights on land within the greenbelt to increase water supply in the Town;

- Funding for public facilities and services.

Effective mechanisms for County/Town dialogue, coordination, and agreement are needed. Acceptable coordinated strategies should be formalized in ways that bind each participant to a policy process. Forums for on-going coordination and cooperation include the Frederick County municipal and county leaders meetings, and joint steering committees (for example for watershed planning initiatives). Examples of potential formal mechanisms for recording joint policies include a County-Municipal Planning Agreement which is an action item in the County's comprehensive plan.

## **SUMMARY**

Middletown population projections are based on an average annual growth rate of 5 % which is indicative of measured growth. The projections rely on the basic assumption that the Coblenz property and other infill developments will commence construction after 2010 and develop at an average rate of 25 dwelling units per year (250 dwelling units per decade). Regardless of when actual development commences (2010 or later), or how quickly it proceeds (10 units per year or 30 units per year), the impacts over time will be the same and will need to be addressed. Given the Town's limited water supply and sewage capacity, it is not expected that rapid growth would be either possible or desired in the near future. For this reason it is critical that the Town anticipate these consequences of growth and have policies and strategies in place to address them well in advance of need.