

2012 Update to the 2006 *Town of* **Odessa** Comprehensive Plan

adopted October 2012
and certified
November 2012



Institute for Public Administration
School of Public Policy & Administration • College of Arts & Sciences • University of Delaware

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2012 Update to the 2006
Town of
Odessa
Comprehensive Plan

adopted October 2012 and certified
November 2012

*prepared in cooperation with the Wilmington Area Planning Council, the U.S. Department of
Transportation, Federal Highway Administration, and Federal Transit Administration*



STATE OF DELAWARE
OFFICE OF THE GOVERNOR
TATNALL BUILDING, SECOND FLOOR
WILLIAM PENN STREET, DOVER, DE 19901

JACK A. MARKELL
GOVERNOR

PHONE: 302-744-4101
FAX: 302-739-2775

November 13, 2012

The Honorable Kathleen Harvey, Mayor
Town of Odessa
P.O. Box 111
Odessa, DE 19730

Re: Certification of Comprehensive Plan

Dear Mayor Harvey:

I am pleased to inform you that as per the recommendation of the Office of State Planning Coordination, the 2012 Comprehensive Land Use Plan of the Town of Odessa (the "Plan") is hereby certified as of October 1, 2012, provided no major changes to the Plan are enacted. This certification confirms that the Plan complies with the requirements of Title 22, Section 702 of the Delaware Code.

I would like to thank the Town for working with the various state agencies to incorporate the State's comments into the Plan. We look forward to working with you as you implement the Plan.

Congratulations on your certification.

Sincerely,

A handwritten signature in blue ink, appearing to be "J. Markell".

Jack A. Markell
Governor

Town of Odessa

THE MAYOR AND COUNCIL OF THE TOWN OF ODESSA

ORDINANCE: 2012-03

AN ORDINANCE TO ADOPT THE 2012 COMPREHENSIVE PLAN

WHEREAS, Title 22§702(e) of the Delaware Code requires that all municipalities in Delaware develop, update, and adopt comprehensive plans that address issues established in this section; and

WHEREAS, on September 2011, the Town of Odessa applied for and received a grant from WILMAPCO to assist the Town in preparing this Comprehensive Plan update; and in November 2011 contracted with the University of Delaware, IPA to complete the work.

WHEREAS, the Odessa Planning Commission has reviewed this Plan and recommended in May 2012 that the Town Council adopt this Comprehensive Plan;

NOW, THEREFORE, BE IT ORDAINED BY THE MAYOR AND COUNCIL OF ODESSA THAT THE TOWN HEREBY ADOPT THIS, THE 2012 COMPREHENSIVE PLAN, A COPY OF WHICH IS ATTACHED TO AND MADE PART OF THIS ORDINANCE.

This ordinance shall take effect immediately upon its enactment by the Mayor and Council of Odessa

FIRST READING: September 10, 2012

BY COUNCIL MEMBER: Kathleen Harvey

PUBLIC HEARING: October 1, 2012

FINAL PASSAGE ON: October 1, 2012

VOTE: 5 Ayes, 0 Nays
Harvey Smith, Aye
Lindsay Rice, Aye
Betts Jackson, Aye
John Freeman, Aye
Kathleen Harvey, Aye



Kathleen H. Harvey

Kathleen H. Harvey, Mayor

Attest: *Barbara Roberts*

Barbara Roberts, Secretary

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TOWN, COUNTY, AND STATE OFFICIALS

Town of Odessa

Mayor and Council	Kathy Harvey, Mayor John Freeman Robert Grove Betts Jackson Lindsay Rice
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Planning Commission	Carole Coleman, Chair Tom Carle Joan Mason Connie Miller
---------------------	---

Town Secretary	Barbara Roberts
----------------	-----------------

Town Solicitor	Katherine Garrison
----------------	--------------------

Town Treasurer	Vacant
----------------	--------

New Castle County

County Executive	Paul G. Clark
------------------	---------------

Department of Land Use	Dave Culver, General Manager
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State of Delaware

Governor	Jack A. Markell
----------	-----------------

Senate	Bruce C. Ennis, Senator 14th District
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House of Representatives	Rebecca Walker, Representative 9th District
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Office of State Planning Coordination	Constance S. Holland, AICP, Director
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INSTITUTE FOR PUBLIC ADMINISTRATION

This plan was prepared by the Town of Odessa Planning Commission with assistance from the Institute for Public Administration (IPA), a unit within the University of Delaware's School of Public Policy & Administration. IPA links the research and resources of the University of Delaware with the management and information needs of local, state, and regional governments in the Delaware Valley. IPA provides assistance to agencies and local governments through direct staff assistance and research projects as well as training programs and policy forums.

Comprehensive plans produced by IPA are a true team effort. Ted Patterson serves as a planner for the IPA Planning Services group and functioned as project manager of the Odessa plan update. IPA staff planners William DeCoursey, AICP, and Martin Wollaston provided research and drafting support to the plan. IPA graduate research assistants Brandon Rudd and Eric Connelly also provided valuable support throughout the update process.

Institute Director

Jerome R. Lewis, Ph.D.

Odessa Comprehensive Plan Team

Theodore Patterson, Project Manager
Martin Wollaston, IPA Planning Services Manager
William DeCoursey, AICP, Planner
Brandon Rudd, Graduate Research Assistant
Eric Connelly, Graduate Research Assistant

Mapping and GIS Development

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Nicole Minni, Associate Policy Scientist
Steven Thorp, Graduate Research Assistant

Editorial Review and Cover Design

Mark Deshon, Associate Policy Scientist

Acknowledgements

In addition to the IPA staff listed above, special thanks go to Herb Inden, the Office of State Planning Coordination's Circuit Rider Planner for New Castle County, for his guidance with this update.

A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR ODESSA, DELAWARE

CHAPTER 1. BACKGROUND

1-1. 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 a population of 2,000 or fewer.

The municipal comprehensive plan for small communities (such as Odessa) with fewer than 2,000 people is 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.)

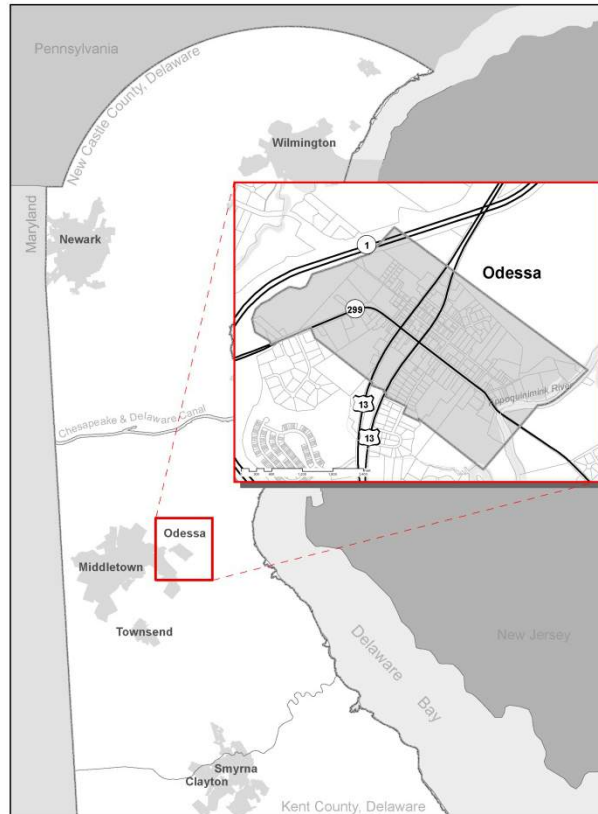
State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document serves both as an update to Odessa’s 2006 comprehensive plan and Odessa’s municipal comprehensive development plan as required by state law.

1-2. A Brief Overview of the Community

Location

The Town of Odessa is located in the portion of New Castle County situated south of the Chesapeake & Delaware Canal. The northbound and southbound lanes of U.S. Route 13 pass through the town, intersecting with State Route (SR) 299, Odessa’s Main Street. The limited-access SR 1 toll road bypasses the town to the west, with the SR 299 exit providing access to and from Odessa and Middletown.

SR 1 is a wide, four-lane toll highway that forms a sizable boundary just outside the western edge of Odessa. The Appoquinimink River forms a natural boundary to the east of town, and another natural boundary consisting of a ravine area of woods and wetlands lies to the north of town. A combination of wetlands, wooded areas, and residential housing is located to the south of town.



History

Odessa's early history began in the 1660s, when the Dutch settled the Appoquinimink area and adopted the Native American name for the area, "Apequinemy." They were attracted to the area for its location along the river and had hopes of establishing a trading route with colonies to the west. Alexander DeHinijossa, upon his retirement as Vice-Director at New Castle, built a plantation on a tract of land given to him at Apequinemy and intended to reside there and engage in trading.

During those years, the English began to colonize the region and peacefully gained control of the Apequinemy area in 1664. A few months later, the estate of Mr. DeHinijossa was confiscated by the British and granted to Captain Edmund Cantwell, the first sheriff of New Castle County under the government of William Penn. A roadway called "Old Hermann's Cartroad" was established during these years, connecting Bohemia Manor, Md., with the village.

In 1731 permission was granted to Edmund Cantwell's son, Richard, to erect a toll bridge over the Appoquinimink Creek at Appoquinimink Landing. It was called Cantwell's Bridge, and the town took the same name. In 1767 William Corbit opened the first industry in the town, a tannery, and it continued in operation until the 1850s. In 1817 a blacksmith shop was opened, and in 1855 the New Castle County Bank was incorporated. Throughout the 1800s, industries opened for the manufacture of fertilizers, the drying of fruits, and the canning of fruits and vegetables.

The first schoolhouse was erected by a Quaker group, but in 1817 it was closed. In 1855 a railroad was built, with the route going through nearby Middletown. Town officials, worried about the effect the rail could have on the busy shipping business on the Appoquinimink River, decided to change the town's name from Cantwell's Bridge to "Odessa" after the Ukrainian grain port located on the Black Sea. Shortly afterward, the nationwide railroad network opened, causing Odessa's grain boats to become obsolete.

In 1873 the State of Delaware granted Odessa a municipal charter. From 1870 to 1917, a steamboat operated from Odessa, transporting mainly agricultural and industrial products. A newspaper, *The Odessa Herald*, operated in town around 1890, but in 1892 it relocated to the Town of New Castle as the *County Herald*. A second paper materialized in 1890, but that soon failed. From 1903 to 1907, a trolley operated from Middletown to Odessa as an attempt to link the railway with the riverfront. Until the end of World War I, Odessa's Main Street also served as a state highway. In 1923 the DuPont Highway was built, allowing Main Street to go back to its status as Odessa's primary street.

In 1926 the Odessa Fire Company was established. Throughout the 1920s and 1930s, carnivals, bingos, and other fundraisers were held to earn money to build a firehouse. The building was finally realized in 1936 through the carnival revenues, donations from town residents, and land donated by Mr. Corbit. In 1927 Odessa was provided with electricity for the first time. Street lighting was expanded (using mercury-vapor lights) in 1958. Today, Odessa is a small, history-rich town located in the midst of the rapidly growing Middletown-Odessa-Townsend (MOT) region.

The first annexation by the town of Odessa occurred in 2008. The 48-acre parcel of land is located on SR 299.

Historic and Cultural Resources

The historic atmosphere of Odessa is the town's most prominent characteristic. Odessa's historic district and several individual buildings are listed on the National Register of Historic Places. The Corbit-Sharp House, furnished for the late 18th century period, is a historic house museum that is owned and operated by Historic Houses of Odessa. Five properties, including the Corbit-Sharp House, the Wilson-Warner House, the Collins-Sharp House, the Brick Hotel, and the Odessa Bank are available for tours from March through December. Approximately 20 acres of gardens are also available for visitors to tour.

On December 1, 2011, Cantwell's Tavern Restaurant officially opened. The Tavern is a re-creation of a typical early 19th century tavern. The Tavern is located in the renovated Brick Hotel at 109 Main Street. Great care was taken to preserve the historical nature of the Brick Hotel to provide visitors with an authentic taste of 19th century hospitality. Proceeds from the restaurant's lease will benefit the Historic Odessa Foundation's historic-preservation efforts and educational programming.

The major historic buildings in Odessa are listed in Table 1 and are further detailed in Appendix A: Historic Buildings.

Table 1. Major Historic Buildings in Odessa

Historic Structure	Original Construction Date	Present Usage and Address
Collins-Sharp House	1700	Museum, 110 Second St.
Thomas House	1740	Residence, 628 Main St.
Frame & Log House	1740	Residence, 114 Main St.
John Corbit House	mid-1700s – 1870	Residence, 206 Main St.
Wilson/Warner House	1769	Museum, 202 Main St.
Maily House	1770	Residence, 300 Main St.
January House	1772	Residence, 2 Main St.
Corbit-Sharp House	1774	Museum, 118 Main St.
John Janvier House	1775	Residence, 400 Main St.
Judge Lore House	1775	Residence, 310 Main St.
Pump House	1780	Residence, 116 Main St.
Friends Meeting House	1785	Meeting House, 624 Main St.
Davis Store/Residence	1821	Residence, 205 Main St.
Brick Hotel	1822	Restaurant, 109 Main St.
Cyrus Polk House	1846	Residence, 301 High St.
Old Academy Building	1847	Town Hall, 315 Main St.
Old St. Paul’s Church	1851	Odessa Women’s Club, 506 High St.
Miller-Polk House	1852	Residence, 303 High St.
First National Bank of Odessa	1853	Shop/Visitor’s Center, 201 Main St.
Crouch House	1854	Residence, 203 Main St.

Source: Town of Odessa Comprehensive Plan, 2001, updated 2011.

1-3. Community Goals

Public-Participation Process

The deliberations resulting in Odessa’s comprehensive plan update were conducted in open, public Planning Commission meetings beginning in December 2011. A visioning exercise was conducted at the January 17, 2012, meeting where Planning Commissioners in attendance identified strengths and weaknesses of Odessa. Strengths identified included the town’s history and architecture, friendly residents, small-town atmosphere, museum tours, a walkable downtown, and low crime rate. Weaknesses identified included traffic problems related to SR 299 and U.S. Rt. 13 bisecting the town, vacant commercial/residential properties, noise problems related to motorcycles coming through town, lack of funding for redevelopment projects, and potential parking issues. At the February 22, 2012, meeting, updates on Plan progress were given by IPA staff, discussion of existing land use mapping occurred, and final planning for the March public workshop was completed. Plan components were discussed during all meetings, and Odessa Planning Commissioners provided feedback for IPA staff to integrate into the plan. On March 20, 2012, a public workshop was held to solicit input from the general public on the plan update. The workshop started at 6:00 p.m. Several residents from Odessa and public officials were in attendance, and comments collected during the workshop have been incorporated into several plan components. At the April 17, 2012, meeting, the Odessa Planning Commission conducted final review of Plan elements and approved the draft plan for PLUS review.

On May 23, 2012, the draft plan was presented for review by PLUS members and comments were received. On June 20, 2012, the Town of Odessa received written comments from PLUS members and

the Office of State Planning Coordination following the PLUS review. On July 19, 2012, the Odessa Planning Commission discussed the PLUS comments with IPA staff in a public meeting and new Plan revisions were approved. On August 30, 2012, the Odessa Planning Commission held a public hearing on the draft comprehensive plan and voted to recommend approval of the draft by the Town Council. On September 10, 2012, a public meeting of the Mayor and Town Council was held during which the draft comprehensive plan was presented for review and first reading. On October 1, 2012, the Odessa Town Council met in a public meeting voting to adopt by ordinance the draft comprehensive plan.

Overall Plan Goals

The following goals are meant to serve as general guidance for Odessa's planning activities and were developed by referencing the town's previous plans and through discussions with town officials and residents.

- Conserve, encourage, and promote the town's unique historic character and place in Delaware history.
- Continue to provide necessary municipal services and facilities, including access to sanitary sewers, street lighting, and refuse disposal while expanding the suite of municipal services provided as necessary.
- Provide for the safe, efficient, and convenient movement of pedestrian, bicycle, and automobile traffic.
- Provide park and recreational facilities for residents of Odessa.
- Preserve the quality of the natural resources in and around Odessa.
- Ensure that the development of vacant lands in and near Odessa is consistent with the town's small-town, historic character.
- Coordinate with local jurisdictions, the state, and appropriate private entities on issues related to the development of the greater Middletown-Odessa-Townsend region.

CHAPTER 2. MUNICIPAL DEVELOPMENT STRATEGY

2-1. Community Profile

This section of the plan provides details regarding Odessa’s past, present, and future population. The data contained in this section may be useful in providing information regarding future service and facility needs, as well as information regarding anticipated changes in the social character of the Odessa community. Demographic data used in this planning document were collected from the 2000 & 2010 U.S. Census, the 2010 Delaware Population Consortium report, the 2005-2009 American Community Survey (ACS) 5-year estimates and both the 2001 and 1969 Town of Odessa Comprehensive Plans.

The ACS is a nationwide survey designed to provide communities with reliable and timely demographic, social, economic, and housing data every year. The ACS replaced the decennial census long form in 2010 and thereafter will collect long-form-type information throughout the decade rather than only once every 10 years. The ACS samples nearly three million addresses each year, resulting in nearly two million final interviews. The ACS combines population or housing data from multiple years to produce reliable numbers for small counties, neighborhoods, and other local areas, including Odessa. The primary purpose of the ACS is to measure the changing social and economic characteristics of the U.S. population. As a result, the ACS does not provide official counts of the population in between censuses.

Demographics

Current Population

According to historic data provided in the 1969 Odessa Comprehensive Plan, the Town experienced its most significant population growth prior to the turn of the 20th century. In 1940 the population was reported to be 391 residents. The population peaked in 1970 at 547. Since then, the number of residents in Odessa steadily declined until 2010. The 2010 Census showed a 27 percent increase in the Odessa population from 286 to 364.

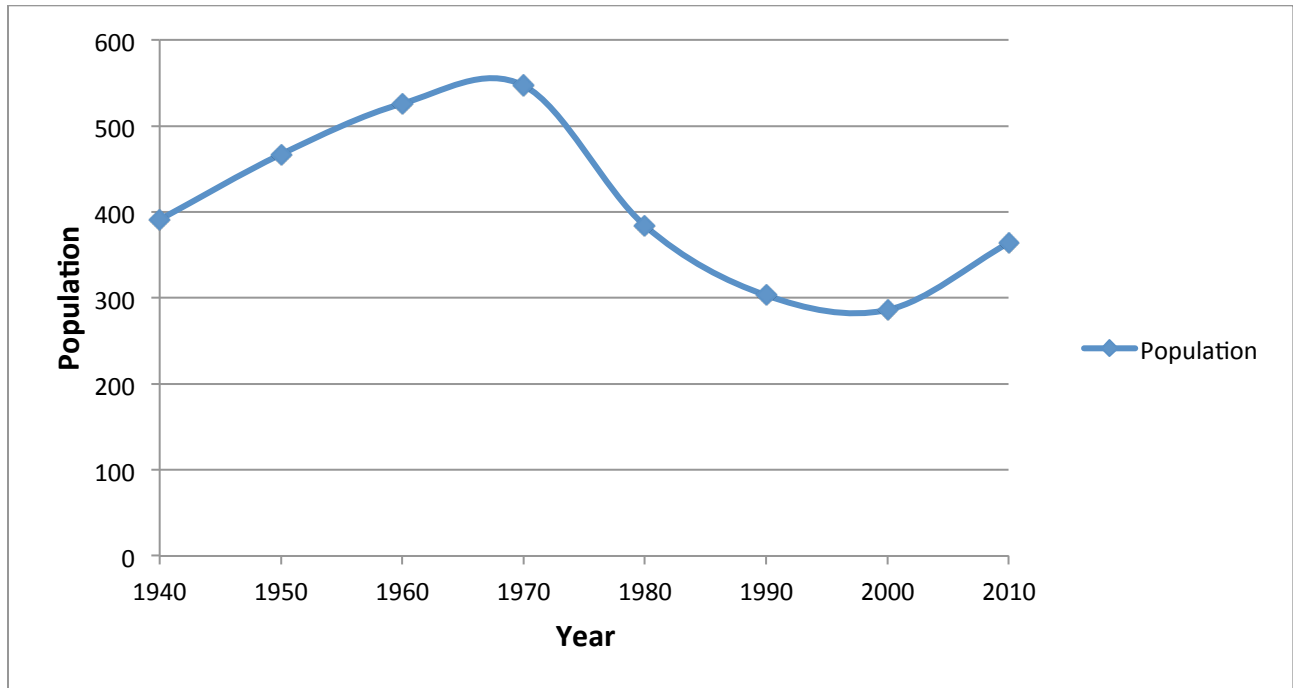
Table 2 and Figure 1 show the population of Odessa and the percentage change from decade to decade. Population trends for New Castle County and Delaware are also provided for comparison. The data indicate that the population of Odessa peaked in 1970 and declined through the 1990s until rising again in 2010. The populations of New Castle County and Delaware have been consistently increasing.

Table 2. Population Change in Odessa / New Castle County/ Delaware

Year	Odessa		New Castle County		Delaware	
1940	391	-	179,562	-	266,505	-
1950	467	+19%	218,879	+22%	318,085	+19%
1960	526	+13%	307,446	+41%	446,292	+40%
1970	547	+4%	349,674	+14%	548,104	+23%
1980	384	-30%	367,562	+5%	594,338	+9%
1990	303	-21%	441,946	+20%	666,168	+12%
2000	286	-8%	500,265	+13%	783,600	+18%
2010	364	+27%	538,479	+8%	897,934	+15%

Source: U.S. Census Bureau 1940-2010

Figure 1: Odessa Population Trend 1940-2010



Source: U.S. Census Bureau 1940-2010

Population Projections

Population projections are difficult to make with a significant degree of accuracy, particularly for areas as small as Odessa. Two methods were used to estimate the future population of Odessa. The first method involved taking the current growth trend of 27 percent reported by the U.S. Census Bureau for Odessa and carrying it forward to 2040. This method forecasts an increase in the town’s population from 364 in 2010 to 462 by 2020, to 586 people by 2030 and to 744 by 2040.

The second method of estimating future population trends for Odessa is based upon Delaware Population Consortium population projections for New Castle County. The October 28, 2010, version of the Delaware Population Consortium Annual Population Projections was utilized for this purpose. Operating under the assumption that Odessa’s population will increase at the same rate as New Castle County’s population, this method estimates that the town would reach a population of 383 by 2020, 397 by 2030, and 408 by the year 2040.

Table 3. Town of Odessa Population Projections

Projection Method	2010	2020	2030	2040
U.S. Census Trend for Odessa	364	462	586	744
Delaware Population Consortium Projection for County	364	383	397	408

Source: U.S. Census Bureau 2010 and Delaware Population Consortium 2010

As depicted in Table 3, the methods used to estimate Odessa’s future population revealed that Odessa’s population by 2040 will be somewhere between 408 and 744 persons. Clearly this range does not provide a clear and definite answer about the future of Odessa’s population. Market factors and future town-policy decisions will play a large role in determining the town’s future population.

Development in the Middletown-Odessa-Townsend region is continuing and, based on already approved developments, is expected to continue for some time into the near future. As the development of commercial and cultural amenities to serve this development increases, the desire to locate in Odessa and the surrounding region may increase.

The planned Odessa Common development will increase the future population of Odessa. The development is planned for a 48-acre tract of land located between downtown Odessa and the nearby SR 1 bypass. The Conceptual Land Use Plan depicts a variety of housing types, a proposed hotel, neighborhood businesses, office space, a proposed school, an expanded Odessa Memorial Park and shared parking facilities.

This plan calls for a future land use policy of planned neighborhood development on most of the vacant land in town and the potential annexation of areas intended or already constructed for a mix of future commercial and residential use. These land use policies are not expected to result in a rapid increase in Odessa’s population, because they do not call for high-density residential development. Odessa also faces geographic limitations to its growth, including SR 1, the Appoquinimink River, and open space lands to the north of town. These boundaries will keep the town from greatly increasing in size and population through annexation. Therefore, it is expected that regional conditions will result in Odessa being a desirable location for development, but Odessa’s land use policies and geographic location will likely moderate population growth. Individual property-owner decisions and future land use policy decisions will more exactly determine the magnitude of Odessa’s population growth, but considering the previously discussed factors, a doubling of Odessa’s population over the next 20 to 25 years is certainly possible.

Age

As reported by the U.S. Census 2010, the median age of Odessa’s population (42) is above those of the national (37), state (39), and county (37) medians. As indicated in Table 4, in the year 2010, children (0-19 years old) comprised 27 percent of all Odessa residents, and 20 percent were school-aged children (5-19 years old). The percentage of Odessa’s population 19 years old or younger is less than that of both the state (26%) and New Castle County (26%). Young, working-aged adults (age 20-34) comprised 12 percent of Odessa’s population, somewhat lower when compared to state and county figures. However, residents 65 and older made up 20 percent of Odessa’s population, compared to 15 percent of state residents and 13 percent of county residents.

Table 4. Age Profiles for Odessa, New Castle County, and the State of Delaware

Age	Town of Odessa		New Castle County		State of Delaware	
	Number	Percent	Number	Percent	Number	Percent
<5 yrs	25	7	33,249	6	55,886	6
5-19 yrs	73	20	110,129	20	177,917	20
20-34 yrs	43	12	111,201	20	174,284	19
35-54 yrs	90	25	155,285	29	249,641	28
55-64 yrs	59	16	62,393	12	110,929	12
65-84 yrs	62	17	57,026	11	113,533	13
85+	12	3	9,196	2	15,744	2

Source: U.S. Census Bureau, 2010 Census

Racial Composition

As noted in Table 5 and reported by the U.S. Census Bureau, Odessa’s population in the year 2010 was less racially diverse than that of New Castle County or the state.

Table 5. Racial Composition of Odessa, New Castle County, and the State of Delaware

Race	Town of Odessa	New Castle County	State of Delaware
White	89%	65%	69%
Black	7%	24%	21%
Other	4%	11%	10%

Source: U.S. Census Bureau, 2010 Census

Education

As noted in Table 6 and reported by the ACS, Odessa’s population in the year 2010 had a higher percentage of high school graduates and bachelor degree recipients than New Castle County and the state of Delaware.

Table 6. Educational Attainment for Population 25 years old and above

Place	High School graduate or higher	Bachelor’s degree or higher
Town of Odessa	95%	44%
New Castle County	88%	32%
State of Delaware	87%	28%

Source: U.S. Census, American Community Survey, 2006-2010

Housing

This section describes Odessa’s housing stock. Table 7 compares changes in the number of dwelling units from 1940-2010 in Odessa, New Castle County, and the state of Delaware, as recorded by the U.S. Census Bureau. Between 1970 and 1980, New Castle County and the state of Delaware expanded their housing stocks at faster rates than did the Town of Odessa. From 1970 to 1990, growth in housing units for New Castle County was slower than that of the state. During that same time period, Odessa experienced a significant decrease in housing units that continued to 2000. From 2000 to 2010, the number of housing units increased for the first time since 1970.

Table 7. Housing Units in the Town of Odessa, New Castle County, and the State of Delaware

Year	Town of Odessa	New Castle County	State of Delaware
1940	150	47,588	75,567
1950	180	62,901	97,013
1960	170	94,688	143,725
1970	210	120,704	180,233
1980	147	148,563	238,611
1990	146	173,560	289,919
2000	127	199,521	343,072
2010	154	217,511	405,885

Source: U.S. Census Bureau , 2010 Census

Age of Housing Stock

As may be expected in a small historic town, the majority of the housing stock in Odessa is more than 60 years old. Fortunately, much of the housing stock is in good condition due to town codes, the town’s code-inspection program, historic-zoning-district regulations, and the commitment of the residents of

Odessa, who take pride in the history and heritage of their town. Table 8 lists the percentage of housing units in Odessa built over a variety of time periods.

Table 8. Age Distribution of Occupied Housing Units, 2010

Year Built	Odessa	
	Number	Percent
2000 or later	4	2.3%
1980-2000	14	9.2%
1940-1979	62	40.2%
1939 or earlier	74	48.3%

Source: U.S. Census, American Community Survey, 2006-2010

Type of Housing

Table 9 compares the mix of housing types found in Odessa, New Castle County, and the state of Delaware from 2005-2009. According to the ACS, from 2005-2009, single-family, detached housing units comprised 97 percent of all housing in Odessa, a significantly higher percentage than that found across the county (56%) or state (61%).

Table 9. Composition of Housing Stock in Town of Odessa, New Castle County, and the State of Delaware

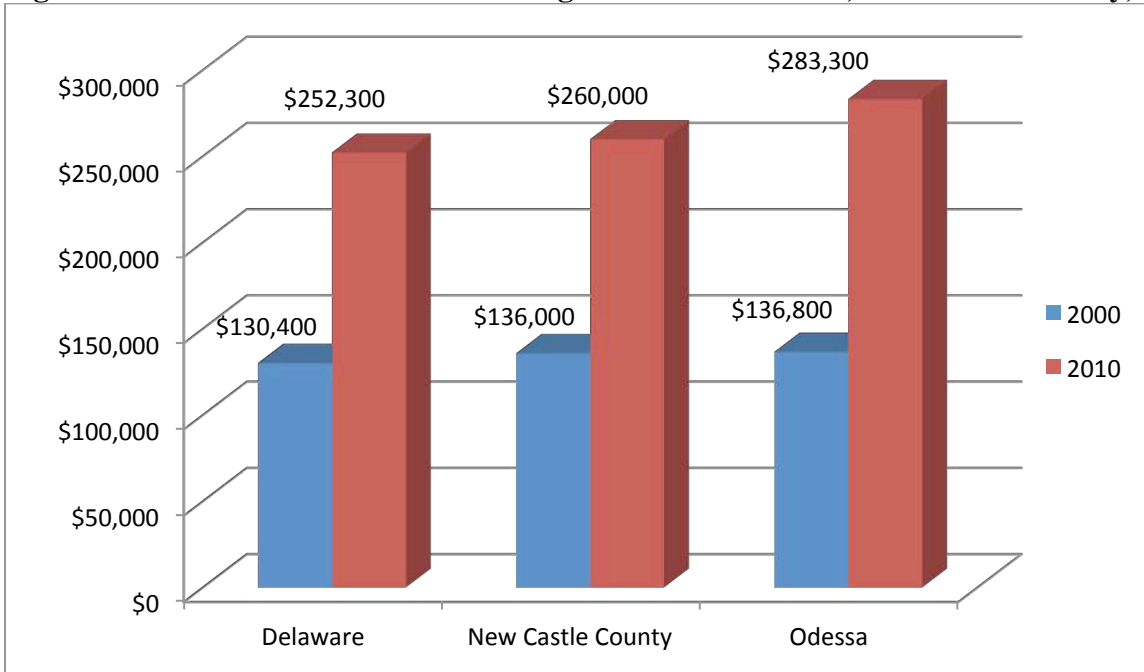
Housing Type	Town of Odessa	New Castle County	State of Delaware
Single Family Detached	97%	56%	61%
Single Family, Attached	0%	20%	15%
Multi-Family	3%	21%	16%
Manufactured Homes	0%	3%	8%

Source: U.S. Census, American Community Survey, 2006-2010

Housing Value

Figure 2 compares Odessa’s 2000 and 2010 median housing values with housing values in New Castle County and the state of Delaware. Nationwide, housing prices have generally increased substantially since 2000. As depicted in Figure 2, the median housing value in Odessa has tended to be slightly higher than the values found across New Castle County and the state of Delaware.

Figure 2. 2000 and 2010 Median Housing Values in Delaware, New Castle County, and Odessa

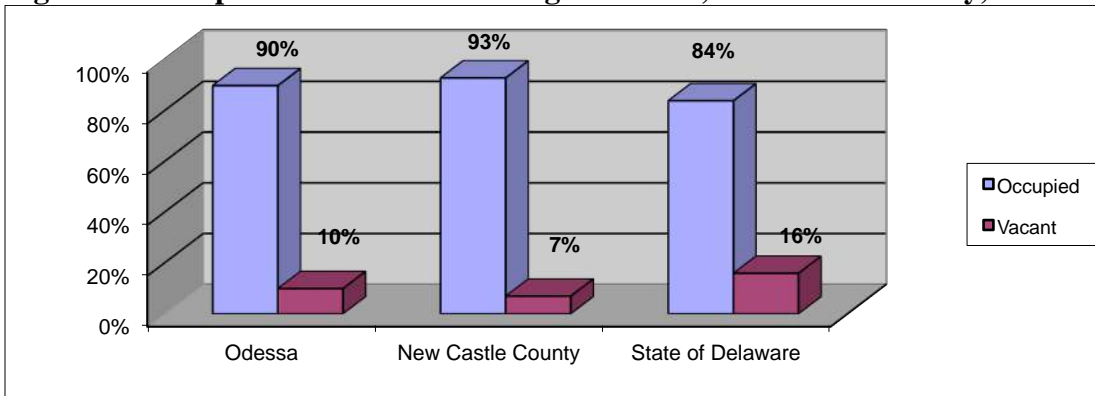


Source: U.S. Census, American Community Survey, 2006-2010

Ownership and Vacancy

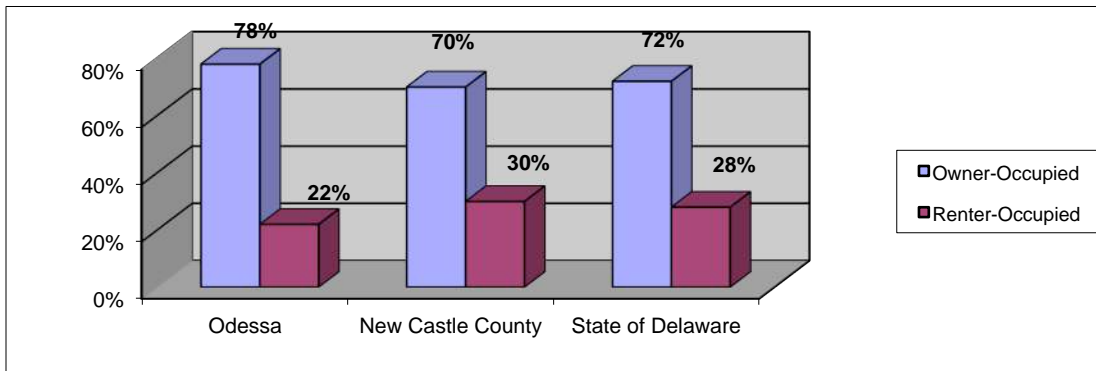
Figures 3 and 4 display information regarding the occupancy status of housing units in Odessa, New Castle County, and the state of Delaware, as reported by 2010 Census. Odessa’s housing occupancy status is generally on par with those experienced across the county and state.

Figure 3. Occupied and Vacant Housing in Odessa, New Castle County, and Delaware, 2010



Source: U.S. Census Bureau, 2010 Census

Figure 4. Owner-Occupied and Renter-Occupied Housing in Odessa, New Castle County, and Delaware, 2010



Source: U.S. Census Bureau, 2010 Census

Economic Profile

Table 10 shows selected economic information for Odessa, New Castle County, and Delaware. Odessa’s median household income in 2010 was \$88,750— 1.02 percent higher than the median household income in New Castle County and 10.3 percent higher than that of the state.

Census information also indicates that Odessa has a higher percentage of households with social security income and other retirement income, indicative of the higher concentration of seniors in the community. The U.S. Census also indicated that, as of 2010, no individuals in Odessa received public-assistance income.

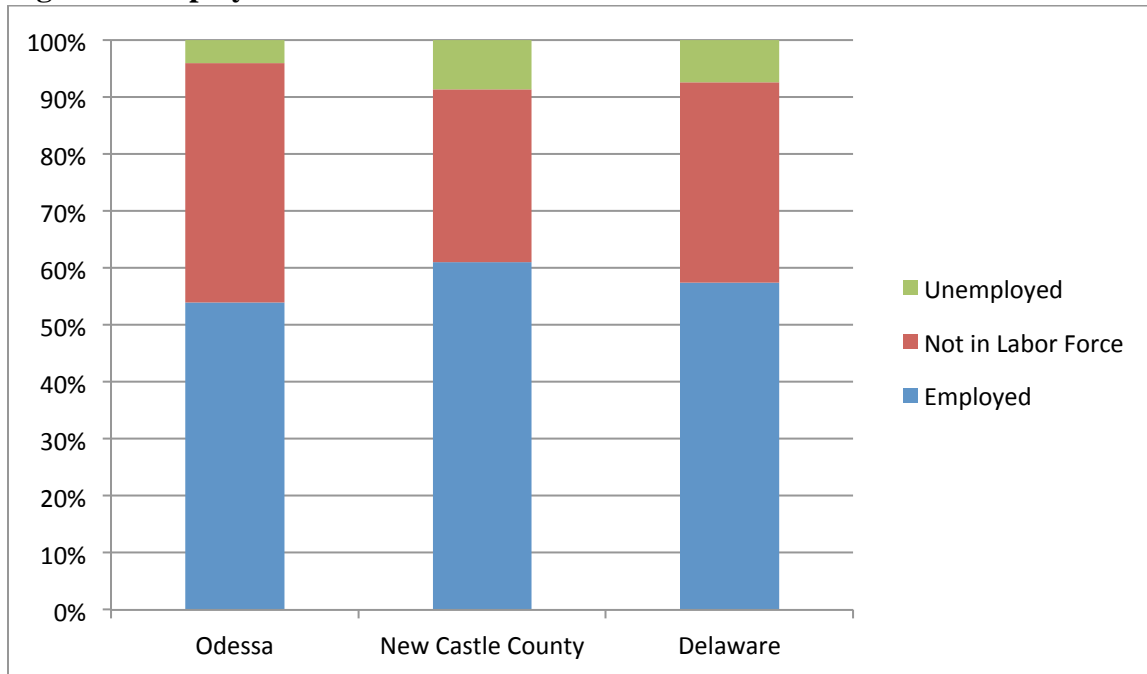
Table 10. Selected Income Data for Town of Odessa, New Castle County and the State of Delaware, 2010

	Town of Odessa	New Castle County	State of Delaware
Median Household Income	\$88,750	\$86,651	\$79,608
% of households with wage and salary income	75	83	80
Mean wage and salary income	\$84,321	\$81,501	\$74,703
% of households with social security income	40	27	30
% of households with retirement income	47	20	24
% of households with public assistance income	0	2	2

Source: U.S. Census, American Community Survey, 2006-2010

Figure 5 shows the employment status for residents of Odessa. Of the Odessa residents over the age of 16, about 54 percent of them were employed during the time the U.S. Census was conducted, about 4 percent were unemployed, and about 42 percent were not considered part of the labor force. A significant population of retirees in Odessa may explain the employment breakdown. It is worth noting that due to small sample size in Odessa, there is a high level of variation in employment data.

Figure 5: Employment Status for Residents of Odessa



Source: U.S. Census Bureau, 2010 Census

Conclusions

Odessa is a small historic town that has not experienced drastic population increase or decline over its history. On average, Odessa’s residents are slightly wealthier, older, and better educated than their counterparts in the state and county, and homes in Odessa have tended to be more valuable than those found across the county and state. Odessa is located within the rapidly growing Middletown-Odessa-Townsend region, and its future character is likely to be impacted by the scale and location of development in this region. Odessa’s growth as a town is limited by geography, and the policies set forth in this plan do not propose a drastic expansion of the town’s boundaries. However, growth outside of Odessa will likely bring increased traffic to town and change the character of the regional landscape. Odessa’s demographic characteristics are also likely to change, as newcomers to the area begin to outnumber long-time residents. In the midst of significant regional growth and development, it will become increasingly important for Odessa’s residents and government to consciously work to maintain Odessa’s small-town, historic character.

2-2. Government, Community Services, and Facilities

This section of the comprehensive plan provides an overview of Odessa's government structure and functions and the variety of community services and facilities available to Odessa residents.

Town Government

The Town of Odessa is an incorporated area with powers granted by the state to govern itself through its elected officials and authorized appointees. The powers of the town were established in its charter, approved by the Delaware General Assembly and amended in June 2000. The elected governing body consists of a five-member Town Council, comprising a mayor and four councilpersons. Officers serve a two-year term. The mayor, treasurer, and two members of Council are elected in odd-numbered years, and the other two council members are elected in even-numbered years. Municipal elections are held each year on the first Monday in April. The Town Council meets the first Monday of each month at 7 p.m. in the Old Academy Building on Main Street.

Through the Town Council, and in accordance with Title 22, Chapter 7 of the Delaware Code, a Planning Commission has been formed to assist the Council with its zoning and land use duties. The Planning Commission is composed of five members who must be registered voters of Odessa. Commission members are appointed by the mayor and confirmed by Council. The Planning Commission is an advisory body to the Council. Its major responsibilities are to interpret and recommend revisions to the town's zoning ordinance and to develop and update the town's comprehensive plan, as needed. The Planning Commission is responsible for arranging public hearings for proposed subdivision plans and forwarding the commission's recommendations on subdivision plans to mayor and Council. The Planning Commission meets as necessary to review development proposals and address needed modifications to the town's comprehensive plan and land use ordinances.

The mayor, with the confirmation of a majority of the Council, appoints members to Odessa's Board of Adjustment. The town's solicitor is a non-voting advisor to the Board. The Board has the task of ruling on appeals from aggrieved parties concerning zoning variances, administrative reviews, and Historic Commission decisions.

Odessa has a Historic Commission to advise the elected officials on proposed changes to the exterior of buildings within the Odessa Historic District. The Commission consists of five members appointed by the mayor with the consent of Council. The Commission must review applications and issue a historic-review report to the Zoning Administrator for exterior changes visible from the street and demolitions, additions, and the construction of new structures within the Odessa Historic District.

Odessa has no full-time employees and has contracts for services necessary for the operation of the town. Building inspections, police service, snow removal, street lighting, and refuse collection are contracted. Through commercial contracts, the town maintains the local streets and sidewalks in common areas and town parks.

Utilities

Odessa does not directly provide and invoice for any utility services. However, electric, natural gas, phone, and sanitary sewer services are available. The residents and businesses in Odessa are provided electric service by Delmarva Power, natural gas by Chesapeake Utilities Corporation, and communication services by a variety of companies.

Community Services

Public Safety

Police services are provided to Odessa through a jurisdictional agreement between the New Castle County Police and the Delaware State Police. This agreement provides for 24-hour-a-day police services for the town from the State Police Troop 9 office, located on 414 Main Street in Odessa. The location of this office also provides a continuous police presence.

Emergency medical and fire-protection services are provided by the Odessa Volunteer Fire Department and dispatched through the New Castle County 9-1-1 Emergency Communications Center. The Odessa Volunteer Fire Company is located on Main Street. The Company operates a dry-hydrant system that draws water from the Appoquinimink River and is pressurized using a pump located at the east end of town. The Fire Company participates in mutual-aid agreements with surrounding volunteer fire companies. The old Odessa Volunteer Fire House was demolished in April 2012. A new firehouse facility is being constructed to serve the people of Odessa.

Educational Services

The Town of Odessa is located within the Appoquinimink School District. This district is among the fastest growing districts in Delaware, averaging 15 percent annual increases in student enrollment since 2001-2002. During the 2011-12 school year, the district will serve approximately 9,180 students in southern New Castle County. The Appoquinimink School District operates three early-childhood centers, six elementary schools (grades K-5), three middle schools (grades 6-8), and three high schools (grades 9-12), one of which is an evening secondary school for adults and youth who have not completed high school.

Every school within the district has been remodeled or renovated in the past decade, and several of the facilities, including Appoquinimink High School, are newly constructed. Over this time period, seven new facilities have opened.

To meet the increasing demands on the Appoquinimink School District, a 272-acre, K-12 campus is to be built on the west side of Old State Road south of Odessa. The campus will include an early-childhood center, an elementary school, a middle school, a high school, an environmental-education center, and a field house. Also included on the campus will be multiple athletic fields.

Traffic is anticipated to increase in and around Odessa due to the construction of the K-12 campus. The campus is expected to generate approximately 5,600 new trips on an average weekday during the school

year. It will be important for the Appoquinimink school administration to work closely with Odessa town officials and Delaware State Police, to mitigate negative consequences of the increased traffic.

These efforts to satisfy the growing educational needs in the area are supported by a capital expenditure referendum. The referendum will also allow for extensive renovations at Louis L. Redding Middle School and the construction of new athletic fields at Middletown High School. Children in Odessa attend Silver Lake Elementary School, Redding Middle School, Middletown Middle School, and Middletown High School. Buses transport children residing in Odessa to these schools. Table 11 lists the enrollment numbers for the school district from the 2001-2002 school year through the 2010-2011 school year. Schools in the Odessa area that are not operated by the Appoquinimink School District include MOT Charter School, St. Andrew’s School, and St. Anne’s Episcopal School.

Table 11. Appoquinimink School District Enrollment Breakdown

School	2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	2006-2007	2007-2008	2008-2009	2009-2010	2010-2011
Appoquinimink Early Childhood Center	425	372	442	481	228	247	307	253	182	201
Cedar Lane Early Childhood Center					636	303	363	284	303	256
Townsend Early Childhood Center								193	207	171
Silver Lake Elementary	735	640	569	623	640	622	672	745	532	520
Cedar Lane Elementary	817	695	607	609	636	655	666	678	614	628
Townsend Elementary	458	457	331	317	353	374	490	611	452	424
Olive B. Loss Elementary		505	569	610	601	623	677	677	665	694
Brick Mill Elementary			561	599	694	762	796	771	767	765
Bunker Hill Elementary									665	690
Redding Middle School	995	818	724	724	771	790	836	695	692	725
Everett Meredith Middle School	969	763	884	931	1,019	1,097	1,142	616	639	662
Alfred G. Waters Middle School								777	809	821
Middletown High School	,1422	1,531	1,708	1,816	2,067	2,115	1,679	1,747	1,412	1,220
Appoquinimink High School							565	657	1,019	1,406
District Totals	5,821	5,781	6,395	6,710	7,294	7,588	8,193	8,704	8,958	9,183

Source: Appoquinimink School District, 2011

Post-Secondary Education

Wilmington University’s Middletown campus, located at 651 N. Broad St., Middletown, Del., currently offers undergraduate- and graduate-level courses to students in the region. University of Delaware

offers evening courses at Middletown High School for people living in southern New Castle County. These courses are useful to those who want to complete a bachelor's degree or are seeking professional-development opportunities.

Library

The library in Odessa was established in 1847 and is the oldest free library in Delaware. The Corbit-Calloway Memorial Library, located at Second and High Street, is a contract library to the New Castle County Department of Libraries. The library was originally located in the Old Academy Building. A fire in 1893 damaged the library and forced its relocation to a newly constructed west wing of the building later that year. In 1924 the library was moved to occupy a parlor in the David Wilson Mansion. The library moved into its current, newly constructed location in 1968.

Odessa residents also have easy access to a much larger community library—the Appoquinimink Library, a 20,000-square-foot facility located at 651 North Broad Street in Middletown.

Health

There are no healthcare facilities within the Town of Odessa, although there are a variety of regional and local providers located in nearby Middletown.

The Middletown Health Unit run by the Delaware Department of Health and Social Services' Division of Public Health is located at 216 North Broad Street in Middletown. It provides dental care for Medicaid eligible children, cancer screening, a prenatal clinic, post-partum and family-planning clinics, mental health, hygiene, pediatrics, and geriatric screening. The Middletown Medical Center specializes in cardiology, cancer care, family medicine, general surgery, mental health, obstetrics/gynecology, and pediatrics. It is located at 209 East Main Street in Middletown.

The Christiana Care Health System (formerly the Medical Center of Delaware) operates a Family Health Care Center at 200 Cleaver Farm Road in Middletown. A Wound Care Center was recently added to this facility.

The closest major regional hospital is the Christiana Hospital, located north of the Chesapeake and Delaware Canal in Newark, Del., at 4755 Ogletown-Stanton Road, about 25 miles from Odessa. To the south, the Kent General Hospital, a Bayhealth Medical Center, is located about 25 miles away from Odessa at 640 South State Street, Dover.

A new medical center operated by Christiana Care will be located at the intersection of Brick Mill Road and SR 299. This 108-acre medical campus will include a two-story emergency center, a medical office building, doctor offices, specialty medical facilities, and a four-story 200-bed hospital. A helicopter-landing area will be included so that trauma victims can be transported from the hospital to the Christiana Hospital in Newark. The new facility is scheduled to open in fall 2012.

Postal Service

Odessa is served by a United States Post Office building. The building is located at 312 Main Street and

serves as a central gathering point in town, since mail must be picked up at the post office. A Town Bulletin Board is located at the post office and is used for posting meeting notices and public announcements.

Solid-Waste Disposal

The Town currently provides refuse collection to residential and commercial properties in its incorporated area through a contract with Waste Industries. Also through a contractual arrangement with Waste Industries, Odessa residents participate in the Delaware Solid Waste Authority's curbside recycling program. Property owners are assessed a fee to fund both trash pickup and recycling services. Approximately three miles south of Odessa, on Road 25 West, the Delaware Solid Waste Authority has constructed the Pine Tree Corners Transfer Station in response to requests from citizens in the Middletown-Odessa-Townsend region. It provides residents and commercial haulers with a convenient location to dispose of municipal solid waste on site.

Recreation

Recreational space for residents is available at Memorial Park and at a park located behind town hall. Memorial Park is located on the western side of town on four acres. Since the completion of Odessa's 2001 comprehensive plan, the town has received grant funding to improve Memorial Park. In addition to the small basketball court that was present prior to improvements, the park now has playground equipment, a walking path around the park's perimeter, and a small parking area. Since Memorial Park is located to the west of U.S. Rt. 13, it is not easy for many residents to walk to the park. A second town park, located behind the Old Academy Building, offers a tennis court and playground equipment and is reportedly often used by residents. At the eastern edge of Odessa, the State operates a small boat ramp located on the east side of the Appoquinimink River.

State Services Center

The Division of State Service Centers offer a wide range of public and not-for-profit services to help with health and human service needs. The center located closest to Odessa is the Appoquinimink State Service Center located in Middletown. This center offers client services administered by Delaware Department of Health and Social Services (DHSS) divisions, including the Division of State Service Centers, the Division of Social Services, and the Division of Youth Rehabilitative Services, as well as the Delaware Department of Labor's Division of Vocational Rehabilitation.

Conclusions and Recommendations

Odessa's residents are provided with a wide range of services by the town and other government and community-service providers. The continued existence of local amenities such as the Corbit-Calloway Memorial Library, the fire company, and the town's parks will help to maintain Odessa's unique, small-town character and identity. In general, it will be necessary for the town to continually monitor the completeness and effectiveness of the suite of services offered to its residents to ensure that they keep pace with both local growth and development and changing demographics. Recommendations are provided in two particular areas, government services and recreation, as a guide to future action on these topics.

Government Services

As a town that has not dealt with many large developments in recent years and does not have professional planners on staff, it is recommended that Odessa consider seeking assistance from both the Office of State Planning Coordination and appropriate planning consultants on some of its more complicated and time-consuming land use issues. Assistance may be particularly useful when considering items including zoning-code amendments, such as those allowing for planned developments as called for in this plan, the crafting of design guidelines for new development, and the development review of any of the relatively larger planned-development areas.

Recreation Facilities

The town's parks are a great asset to its residents. The Town should continually monitor the usage and condition of the parks to ensure that residents are provided with adequate access to the parks and that the facilities in the parks are in good working order. Consideration should be given to improving crossings at U.S. Rt. 13 and/or improving parking facilities so that use of the park can be made more accessible. The town should consider seeking funding through the Delaware Land and Water Conservation Trust Fund Grant Program for any needed improvements to the town's parks. This grant program is administered by the Division of Parks and Recreation within the Delaware Department of Natural Resources and Environmental Control (DNREC).

2-3. Water and Wastewater

The provision of drinking water and wastewater-disposal services are two elements that are vital to the public health of a community. This section of the plan reviews the condition of these services in Odessa and recommends action to improve the long-term provision of these services.

Water

Public Water Supply

Currently, most of Odessa is not served by a public-water-supply system, although a small water supplier, Cantwell Water Company, provides water to some residences in and around the southern part of the town. The primary drinking-water issue in town is whether a public-water-supply system should be developed for the entire town. There are two basic benefits served by a public water system. First, a water system provides potable water supply to residents and businesses to satisfy their daily needs. Second, a system provides a reliable source of water to combat fires through a constantly pressurized network of water mains and hydrants. Public water systems are highly regulated by federal and state statutes and are continually monitored for water-system pressure and water quality.

Potable water needs for most residents and businesses in Odessa are now met by the use of small, private wells. In most instances, the cost for water supply is the installation cost for the well, the electricity used to run the pump, and perhaps the cost of operating a water-conditioning unit. Comments offered by residents indicate that there have been some quantity or quality problems reported with these private wells in the past. When there is a problem, it is usually resolved by replacing the well.

The value of a public water system for fire protection has been recognized for decades by insurance companies that typically offer lower rates for structures located near a public-water-supply system. Odessa does not have a public water system; however, there are a series of pipes and “dry hydrants” in town that are used by the Odessa Volunteer Fire Company to fight fires. This system was installed in the mid-1970s and consists of several miles of ductile-iron water mains, about a dozen fire hydrants, and a diesel-powered-pump station on the eastern boundary of Odessa next to the Appoquinimink River. When a water supply is needed at the hydrants, fire company personnel start the pump, which draws water from the river and pumps it into the water mains for withdrawal at the hydrants. The Odessa Volunteer Fire Company has owned and maintained the dry-hydrant system since it was constructed.

A public water system is considered a necessary service for most towns, since it provides residents and businesses with reliable access to an adequate quantity and quality of water. A public water system would also increase the ability of the Odessa Fire Company to minimize fire damage to structures within town. The dry-hydrant system currently in use is not as reliable as a continuously pressurized water system and is a maintenance issue for the operator. The availability of flow at the hydrant is dependent on the operation of the pump and the level of the water in the river. A continually pressurized hydrant system would provide a constant source of water for fighting fires and should reduce fire-insurance premiums. With many of the valued historic structures in Odessa located so close to each other, a pressurized water system would reduce the possibility that a fire in one structure would spread to other structures.

The costs for constructing, operating, and maintaining a public water system are substantial. There would be initial costs for installing the system and connecting structures to the water main at the curb. Additionally, there would be continual private costs paid by the consumer to the water provider. When a home is connected to a public water system, the well must be completely disconnected from the distribution system for the dwelling. The well can be maintained for outside watering as long as proof is provided that the well water is not interconnected with the public system.

It should be noted that the establishment of a public water system was recommended in Odessa's 1969 and 2001 comprehensive plans. If the town decides to pursue the establishment of a system, there are several options that can be explored. Odessa could develop its own town system, including developing the water-source, -treatment, and -distribution facilities and administrative mechanisms for billing and system repairs. This would be expensive for a town the size of Odessa. Odessa could approach Middletown and request that it extend its municipal water system across SR 1 into Odessa. This option is also unlikely since the costs of extending service would be difficult to absorb by a system as small as Middletown. Most of these costs would be passed to Odessa water customers, increasing their initial costs.

The Town could contract with a private water supplier to establish service. Two private suppliers, the Artesian Water Company and Tidewater Utilities, operate in this area of New Castle County. A contract with a private supplier would be the most economical option for establishing a public water system in Odessa. A water supplier would need to obtain a Certificate of Public Convenience and Necessity (CPCN) from the state before it would have the right to provide water supply to customers in Odessa. The CPCN is a state permit that grants exclusive rights to an entity to provide public water within a specific area. The Odessa Town Council would also need to approve the establishment of a public water system.

Wastewater

Sanitary sewer service is available in most of the town. A large transmission pipe for the New Castle County sanitary-sewer system runs from Middletown to the bridge on the east end of Odessa. A pump station pushes the flow across the Appoquinimink River and onto the Water Farm #1 wastewater-treatment facility operated by New Castle County. The 1990 Census reported that 102 of the 146 housing units in Odessa were connected to the sanitary sewer. Additional units were connected during the 1990s, although updated census information on this topic is not available. The remaining housing units utilize on-site septic systems.

It was reported that there is an area in Odessa where sewer service is not readily available due to the location of the transmission mains. This area is located on the northwest side of Odessa along SR 299 where the road sharply bends. This is also an area where new development is likely to occur in the future. It is important that when development occurs in this area, the provision of sewer service to new development is secured from the provider, New Castle County.

In March 2006, then-New Castle County Executive Chris Coons announced his plan for providing

sewer service in southern New Castle County. In the short term (5-7 years), the plan was to purchase 100,000 gallons per day (gpd) of treatment and disposal capacity from Middletown and lease an additional 150,000 gpd of capacity from Middletown. The capacity from Middletown is expected to be enough to service approximately 800 homes. Additionally, surplus capacity at Water Farm #1 will be utilized to service approximately 1,200 units in the short term. Infrastructure for system expansions is also to be constructed in the short term. The long-term plan is to evaluate a variety of wastewater-treatment and disposal alternatives during the short term in order to ensure sustainable sewer provision in southern New Castle County.

The scale of potential growth and development in Odessa is relatively small compared to growth occurring in Middletown, Townsend, and unincorporated areas of southern New Castle County. Odessa is located in the region that New Castle County plans to service with Water Farm #1. Already recorded plans have the priority for wastewater capacity at Water Farm #1, and New Castle County will develop an allocation plan to distribute the additional short-term capacity. Preliminary discussions between the town and county have indicated that the County will likely be able to provide Odessa with wastewater service, utilizing expected short-term capacity.

Recommendations

Seek Public Water System

The decision to provide a town-wide public-water-supply system is a major one. Residents will need to be involved in any deliberations that might lead to the establishment of a public system. This plan recommends that the Town adopt the long-term goal of establishing a public water system. The intent would be for this system to provide drinking water to residential, commercial, and institutional customers in town while replacing the dry-hydrant system currently used for fire protection.

In December 2009, the Town of Odessa entered into a water service agreement with Artesian Water Company that would provide water service to Odessa Commons, a proposed development, and all future development in Odessa.

Coordinate with New Castle County for Wastewater Provision

While initial conversations with the County have been hopeful about the ability to provide wastewater services to development in Odessa, the town should continue to coordinate with the county to ensure that new development in Odessa is able to be served by wastewater-disposal and -treatment services.

In addition to continued cooperation with New Castle County, the Town of Odessa has also entered into agreements with the Town of Middletown and Artesian Waste Water Management Inc., regarding wastewater-service provision. In April 2009, the Town of Odessa entered into a sewer agreement with the Town of Middletown for the provision of increased capacity and services. In September 2009, the Town of Odessa entered into a contract for wastewater services with Artesian Waste Water Management Inc.

Pursue Continuously Pressurized Water System for Fire Protection

This plan recommends that the town investigate and pursue measures necessary to provide for a

continuously pressurized water system for fire protection in Odessa. This recommended action would afford residents enhanced public safety, without requiring that all residents connect to a public water system.

In December 2009, the Town of Odessa entered into a water-service agreement with Artesian Water Company that included a provision that Artesian Water Company would enter into a separate agreement with the Odessa Fire Company to pressurize the existing fire line in Odessa. As of this plan update, pressurizing of the fire line is still pending.

2-4. Natural Resources

This section of the comprehensive plan provides an inventory of the environmental features present in Odessa, reviews existing policies related to these features, and recommends improvements to town policy in order to preserve and protect town and regional natural resources.

Physical Characteristics

Odessa is located in southern New Castle County, Delaware, within the interior lowlands portion of the Atlantic Coastal Plain. Its topography is characterized by elevations ranging from about ten feet near the Appoquinimink River to about 60 feet in the northern part of the town. The Appoquinimink River, with wooded areas and wetlands in the southeast of the town, and a small ravine area, with woods and wetlands just north of the town, form Odessa's natural boundaries.

Water Resources

Watershed

A watershed is all of the land that water moves across or under while flowing to a specific body of water. A watershed includes the land and the water in it as well as the plants, animals, and humans who live and work there. Odessa is located within the Appoquinimink River Watershed. This watershed drains approximately 47 square miles in New Castle County and consists of three main tributaries—the main stem of the Appoquinimink River, Deep Creek, and Drawyers Creek. Expansive tidal wetlands at the mouth of the Appoquinimink River are part of one of the largest undisturbed marsh systems in Delaware. These wetlands serve as important habitat for wildlife and waterfowl, spawning grounds for fish and other aquatic species, and passive recreation for local birdwatchers. The Appoquinimink watershed is home to many species of wildlife, including the federally endangered bog turtle, bald eagles, hawks, herons, egrets, kingfishers, osprey, swallows, otters, minks, beavers, deer, flying squirrels, meadow jumping mice, bats, and opossums.

Water-Recharge Areas

There are few regions designated as excellent-recharge areas within Odessa's existing boundaries. Designation as an excellent-recharge area means that these regions have properties allowing for water from the surface to easily reach the water table. The closest excellent-recharge area is located on SR 299 heading west toward Middletown.

Much of this area is located within one of Odessa's recently annexed areas; therefore it is important that the Town consider instituting appropriate protections for these areas. Protecting these areas is critical because they allow for the relatively rapid transmission of potential contaminants to drinking-water sources and, ultimately, to water bodies. Measures aimed at protecting excellent-recharge areas include prohibiting the storage of hazardous materials within their boundaries and limiting impervious-surface cover within these areas to best allow for the natural replenishment of aquifers.

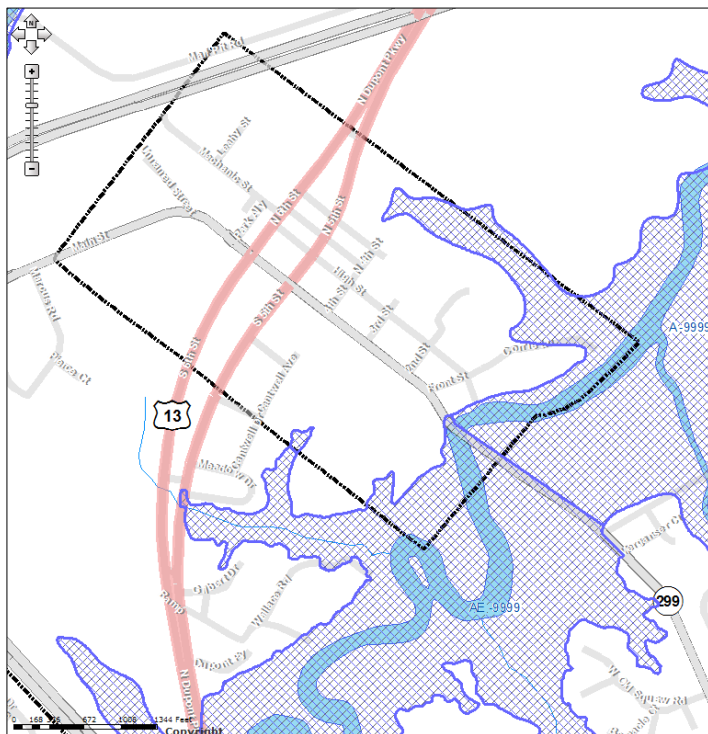
Wetlands

Most of the wetlands in the Odessa area are outside the town boundary. There are tidal and non-tidal wetlands immediately surrounding the Appoquinimink River. A strip of tidal and non-tidal wetlands extends across the northern reaches of town, with a small area of tidal wetlands located at the southeast corner of town. Wetlands protect water quality by naturally filtering runoff on its way to water bodies, providing wildlife habitat, and providing protection from flooding. Protection of wetlands falls under the regulatory jurisdiction of Section 404 provisions of the federal Clean Water Act. In Delaware, non-tidal and tidal wetlands are regulated under this act. Tidal wetlands are subject to additional, more stringent regulatory protection under Title 7, Chapter 66 provisions of the Delaware State Code.

Floodplains

Floodplains occur naturally along water bodies and refer to the areas where increased stream flows are accommodated during storm events. Floodplains in Odessa surround the Appoquinimink River and accompany the northern and southeastern wetland areas in town. The maintenance and protection of Odessa's floodplains are important in order to both minimize property damage during storm events and maintain the natural filtration of storm water runoff on its way to water bodies. Floodplains are determined by FEMA and depicted on Flood Insurance Rate Maps.

Figure 6: Odessa Floodplains

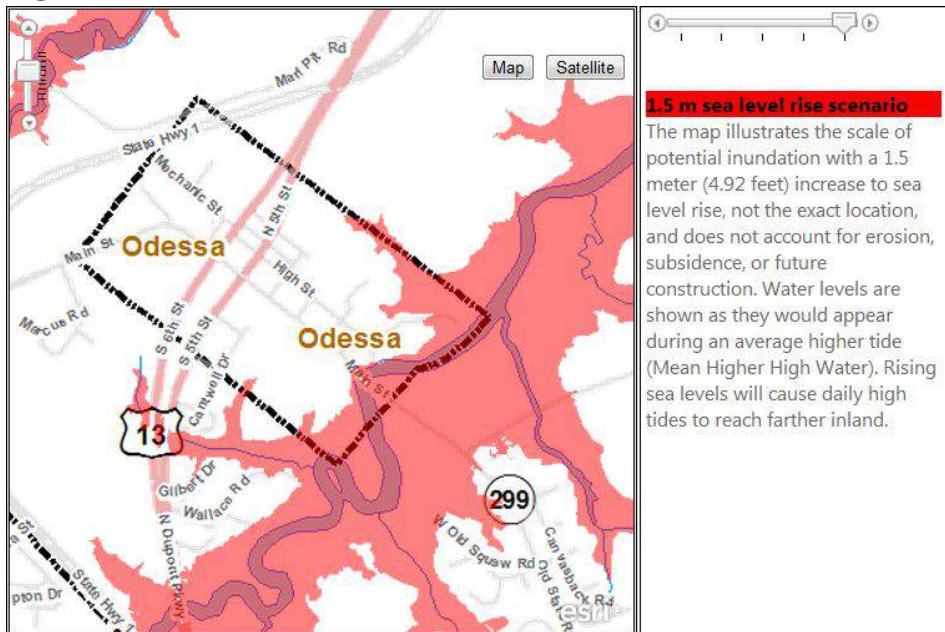


Source: DNREC, Floodplain Maps, <http://maps.dnrec.delaware.gov/navmap/>

Sea-Level Rise

Potential sea-level rise resulting from climate change may impact Odessa. The Department of Natural Resources and Environmental Control (DNREC) generated statewide maps calculating what areas in Delaware may be impacted based on various sea-level rise scenarios. Figure 6 shows how Odessa will be impacted if a 1.5m sea-level rise occurs.

Figure 7: Odessa Sea-Level Rise (1.5m Scenario)



Source: DNREC, Sea-Level Rise Inundation Maps, <http://www.dnrec.delaware.gov/Pages/SLRMaps.aspx>.

Relevant Programs, Policies, and Regulations

Total Maximum Daily Load (TMDL)

The Clean Water Act and the U.S. Environmental Protection Agency's Water Quality Planning and Management Regulations were developed to maintain the health of our nation's waters. As such, they provide for the regulation of impaired waters that are not meeting their designated uses. Designated uses are those water uses identified in state water-quality standards that must be achieved and maintained as required under the Clean Water Act. For example, in the Appoquinimink watershed portions of the waterways have specific designated uses as a warm-water fishery or general statewide uses as areas for aquatic life and recreation. When waters do not meet these designated uses, they are required to have a Total Maximum Daily Load (TMDL). A TMDL specifies the maximum amount of pollution that is allowed in a water body in order to still meet water-quality standards.

Before 1998, several portions of the Appoquinimink River were not meeting the water-quality standards for their designated uses. As such, the U.S. Environmental Protection Agency established the first nutrient and dissolved-oxygen TMDL in the Appoquinimink watershed for just the tidal portions of the river. Research found that these waters of the Appoquinimink were 20 percent above the TMDL levels of nutrients (nitrogen and phosphorus), and, as such, reductions were required. After further examination through December 2003, a second TMDL was issued for the entire watershed. This re-evaluation demands a more stringent 60-percent reduction in the nitrogen and phosphorus levels throughout all the waters in the Appoquinimink.

In December 2006 a TMDL was issued for bacteriological impairments in the Appoquinimink River. A regulation was approved for the reduction of nonpoint source - bacteria loading. The regulation calls for

the reduction of nonpoint source - bacteria loading into the Appoquinimink by 9 percent in fresh waters and 68 percent in marine waters.

To meet the TMDL-designated nutrient reductions, a Pollution Control Strategy was developed by DNREC with participation by local stakeholders. A Pollution Control Strategy is a document that specifies where pollution reductions can be made to meet the TMDL targets.

Source Water Assessment and Protection Program

The Safe Drinking Water Act Amendments of 1996 mandated that each state develop a Source Water Assessment and Protection (SWAP) program to better protect public-drinking-water sources. There are three basic components of all SWAP programs:

- Delineate the boundaries of the land area most important to public water sources.
- Identify the potential sources of contamination within those boundaries.
- Assess the susceptibility of the public water source to these contaminants.

In Delaware, the SWAP Program was coordinated mainly by DNREC, which developed the majority of the assessments for all public water systems in Delaware, including Odessa. The assessment for Cantwell, Odessa Sunoco, and Odessa Campground was completed in 2004 and can be viewed at www.wr.udel.edu/swaphome/phase2/finalassessments2.html. The regulatory provisions of any source water ordinance will refer to the most current source water protection datasets from DNREC located online here: <http://www.nav.dnrec.delaware.gov/DEN3/DataDownload.aspx>

All jurisdictions with a population greater than 2,000 are required to implement measures to protect sources of public drinking water within its boundaries by 2007 (7 Del. C., Section 6082). Even though Odessa has a population less than 2,000, the protection of those sources is recommended. There are a variety of tools available to assist jurisdictions in their efforts to better protect sources of public drinking water, including ordinances, best management practices, and public education. These measures are provided in a manual developed for DNREC by the Institute for Public Administration's Water Resources Agency (WRA) called *Source Water Protection Guidance Manual for the Local Governments in Delaware*.

Appoquinimink River Association

In 2000 DNREC established the Appoquinimink Tributary Action Team as a first step in addressing how to improve water quality in the Appoquinimink River and comply with TMDLs. DNREC created this group, comprising local stakeholders and residents, to make it possible for everyone to take part in the process of determining how to reduce pollution in the Appoquinimink. The Tributary Action Team has since been incorporated as a nonprofit organization—the Appoquinimink River Association (ARA). ARA's mission is to preserve, protect, and enhance the rivers and related natural resources of Southern New Castle County. Its volunteer members are educators, landowners, farmers, citizens, scientists, and elected officials who care about the quality of the water that residents drink, play in, and near which they live. They work to make other community members more aware of how their actions can help to ensure clean water in the Appoquinimink River areas of Delaware.

Recommendations

Adopt Environmental Protection Measures

Odessa should adopt environmental protections as part of its existing zoning and subdivision codes. These protections should be aimed at protecting public and private water supplies in Odessa and protecting the health of the Appoquinimink River. Measures to consider could include requiring riparian buffers in areas near water bodies, buffering development from wetlands, floodplains, and water bodies, and limiting impervious cover and the storage of hazardous materials on properties within areas that provide drinking-water supplies. Additionally, the town should consider requiring that the U.S. Army Corps of Engineers–approved wetlands delineations be conducted as part of the land-development process when appropriate. Odessa should also consider emission mitigation measures aimed at protecting air quality.

In 2010 the Town of Odessa resolved to comply with the regulations of the National Flood Insurance Program and adopted the New Castle County Multi-Jurisdictional All Hazard Mitigation Plan.

Promote Green Space

In addition to beautifying a community, the provision of forested and open spaces offers environmental benefits. It is recommended that the town promote the development and preservation of forested and open-space areas. For new developments, the town could amend its development codes to require that a certain percentage of a subdivision's area be forested and specifically define those trees that must be preserved during development (e.g., trees exceeding a certain trunk size). The town could also actively promote the development of forested areas through participation in the Urban and Community Forestry Program. This program is administered by the Delaware Forest Service within the Department of Agriculture and offers grants and technical assistance to communities for tree-planting, -care, and -management projects on publicly owned lands (www.state.de.us/deptagri/forestry). Finally, the town could amend its codes to require that a set percentage of a lot's area be preserved as open space at the time of subdivision.

Coordinate on Stormwater-Management Issues

Currently, the New Castle Conservation District is responsible for implementation of the Sediment and Stormwater Program within Odessa. The town should work with the New Castle Conservation District to ensure that sediment and stormwater-plan review becomes part of the town's planning process.

2-5. Transportation

This section of the plan provides an inventory of the transportation system in Odessa, notes planned improvements to the transportation network, identifies issues that need to be addressed, and recommends action to ensure safe and efficient mobility for all transportation modes in Odessa.

History, Trends, and Future Projects

History

Most historic towns owe their existence to a fortuitous location along major transportation routes, and Odessa is no exception. The town developed on the banks of the Appoquinimink River and near a well-traveled road, affording residents and businesses easy access to the surrounding area. The landing on the river and “Old Herman’s Cartway” represented two of the most significant pieces of regional transportation infrastructure in the late 17th and early 18th century and undoubtedly drew many early residents to settle in Odessa.

Today, Odessa remains a crossroads town, bisected and impacted by major regional transportation facilities. River transportation is no longer a primary mode of travel, and the landing has been replaced by a recreational boat ramp. Old Herman’s Cartway has been replaced by three regional roads that define the town. Odessa’s Main Street (SR 299) runs east-to-west through town connecting Odessa to Middletown. U.S. Route 13 was, until the completion of SR 1, the main north-south transportation artery in northern Delaware. It bisects the town, occupying the areas that had been once occupied by 5th and 6th streets. SR 1 is a limited-access toll road that moves traffic north and south through the state. It was constructed just to the west of Odessa with one of its limited interchanges at SR 299.

The main transportation issues facing Odessa concern the impact of these regionally significant roadways on the town, the maintenance of the municipal streets serving the town, and the opportunities for alternative transportation, like public transit, bicycle, and pedestrian routes.

Transportation-Planning Trends

Since Odessa’s most recent plan update, the state has somewhat shifted the focus/goals of its statewide transportation agenda. While motor vehicle - related projects do, and will continue to, receive the overwhelming majority of investment, there has been an increasing focus on non-motorized modes, mainly biking and walking.

In 2009 Governor Jack Markell signed Executive Order Number Six—Creating a Complete Streets Policy. This order compels DelDOT to ensure that the needs of pedestrians are taken into account whenever the state builds or does significant maintenance work to existing state-maintained roadways. Effectively, the order strengthens the standard concerning the presence of pedestrian amenities to the level where their exclusion must be demonstrated to be wholly infeasible or impracticable.

Similarly, in 2011 the 146th General Assembly passed Senate Concurrent Resolution #13. The Bond Bill Committee voted to fund the measure with \$7.5 million, a figure the state hopes to leverage into the tens of millions via various grants. This measure requests that DelDOT explore and plan how “to create

contiguous systems or networks of walkways and bikeways within and between cities and towns in Delaware in order to provide travelers with the opportunity for safe, convenient, cost-effective and healthy transportation via walking and bicycling.”

Finally, in October 2011, an MOU was initiated between DNREC and DeIDOT to implement the resolution and, among other things, “link Delaware communities internally to support more sustainable local economies and externally expand the linkages between the state’s neighborhoods, towns, and cities.”

There has long been informal discussion regarding trails linking towns in the Middletown-Odessa-Townsend (MOT) region of Southern New Castle County. The town may wish to pursue these types of projects in the future.

Planned Transportation Projects and Studies

Several projects are planned in the area surrounding Odessa that may affect traffic conditions in the near term. Bridges near Odessa have been identified by WILMAPCO as needing improvements. Two bridges on Silver Run Rd. over the Appoquinimink River are scheduled for rehabilitation. The existing bridge will be rehabilitated by replacing the bridge substructure and replacing the existing road surface. The guardrails will be upgraded to improve the safety of the bridges. Construction on the bridges will be completed in one stage under a detour. The projects are intended to extend the service life and increase the safety of both bridges. The Silver Run Road bridge projects are scheduled to be completed by 2015.

Another bridge on Old Corbitt Road, east of Odessa has been identified as needing improvement. The Old Corbitt Road Bridge improvement project was initiated through the New Castle Conservation District in an effort to raise the road above the normal tide. Currently, the high tide overtops the road twice a day and local residents have complained about the situation. The improvement project will raise and reconstruct the approaches of the bridge to an elevation above normal high tide. The Old Corbitt Road Bridge Project is scheduled to be completed in 2016.

Inventory

The transportation system in Odessa consists of roadways, sidewalks, and DART First State buses. This portion of the transportation section provides a brief overview of the major modes of transportation currently found in Odessa.

U.S. Route 13

For decades Odessa has been significantly impacted by traffic from what was once the only major highway running north-south in Delaware, U.S. Rt. 13. Where it passes through Odessa, U.S. Rt. 13 is actually two one-way, two-lane thoroughfares running in opposite directions and separated by a town block where homes and businesses are located. Impacts from this road include the normal daily impact of vehicular noise and air pollution and the ever-present chance for accidents. For years, residents have voiced concerns about dirt and vibrations from the steadily increasing traffic on U.S. Rt. 13. Perhaps even more important to the functioning of the town, the traffic makes it very dangerous for pedestrians to move across the town from east to west since they must cross U.S. Rt. 13 twice. U.S. Rt. 13

effectively cuts Odessa in half. Residents in the eastern portion of the town are separated from Memorial Park. Additionally, most residents find it difficult to access the town’s commercial area. The State Department of Transportation (DelDOT) has monitored and recorded the volume of traffic passing through Odessa for many years. The measurements of traffic volumes are expressed as the “Average Annual Daily Traffic,” or AADT. This measurement represents the average number of vehicles that pass through various locations on a given day. Since this is an average, there are some periods when traffic is much less, but also peak periods with greater traffic than the numbers reported below. Table 13 shows the AADT at various locations along U.S. Rt. 13 in the vicinity of Odessa in 2004 and 2011.

Table 13. 2004 and 2011 Traffic Summaries

Road Segment		AADT	
Between	and	2004	2011
Pine Tree Corner	Southern Odessa Limits	10,337	13,256
Southern Odessa Limits	SR 299 Intersection	12,203	10,478
SR 299 Intersection	Northern Odessa Limits	21,105	N/A

Source: 2004 and 2011 Traffic Summary, Delaware Department of Transportation.

Note: The AADT count for U.S. Rt. 13 from the SR 299 intersection to the northern Odessa limits was only completed in 2004.

State Route 1

The construction of State Route 1 (SR 1), now the major north-south transportation corridor for the state, has had direct impact on Odessa. The road intersects Odessa in the town’s northwest corner. There is also an interchange on SR 299 that provides an exit to Middletown or Odessa, about a half mile from the town’s western boundary. The completion of SR 1 has created a large amount of traffic near Odessa and has drawn a significant amount of traffic away from the portion of U.S. Rt. 13 that runs through town.

State Route 299

SR 299 simultaneously serves as Odessa’s Main Street and as Odessa’s primary east-west connector. To the west SR 299 serves as Odessa’s primary connection to Middletown. To the east SR 299 connects to housing developments outside of Odessa town limits. For this reason, it is recommended that the town remain in contact with the Department’s Division of Transportation Solutions in order to monitor the schedule of the planned SR 299 project.

In 2004 an Odessa Transportation Plan was prepared through the cooperative efforts of the town, interested residents, and DelDOT and its consultants. The town is generally satisfied with the recommended improvements included in this plan. Close coordination with DelDOT and its consultants will be necessary to ensure that improvements remain consistent with the town’s desires as they enter the design stages.

In the near term, the current plan calls for the mitigation of cut-thru traffic through the use of do not enter streets, improvements in pedestrian infrastructure (sidewalks, crosswalks, etc.), and improvements to the parking area at Memorial Park. Mid- and long-term, the plan also calls for new street furniture and streetscaping, improved pedestrian lighting along Main Street, and the construction of a park along the western shore of the Appoquinimink River.

The transportation plan suggests that the town adopt a “pedestrian first” policy when considering capital improvements, work with the state police to curb speeding, and actively work with county and state agencies to ensure Odessa’s voice is heard in the consideration of any new development that could negatively impact its transportation infrastructure.

Bicycle and Pedestrian Traffic

The *New Castle County, Delaware, Bicycle Map*, produced by DelDOT, evaluated the cycling conditions on roadways in New Castle County, including Odessa. The map showed that Odessa’s roadways received mixed ratings for bicycle-friendliness.

The section of Main Street west of the U.S. Rt. 13 intersection in Odessa was identified as having “Above Average” cycling conditions, as was the segment of U.S. Rt. 13 north of Main Street. The section of Main Street east of the U.S. Rt. 13 intersection was ranked as having “Average” cycling conditions. The definitions of cycling conditions are provided in Table 14.

Table 14. Cycling Conditions

Above Average: Most suitable for on-road cycling. A majority of cyclists would find conditions favorable.
Average: Moderately suitable for on-road cycling. Cyclists of lesser skill and experience riding in traffic may find conditions unfavorable.
Below Average: Least suitable for on-road cycling. Cyclists of advanced skill and experience riding in traffic may find conditions unfavorable.

Source: *New Castle County, Delaware, Bicycle Map*, DelDOT, 2002

Odessa is located a short bike ride away from the Chesapeake & Delaware Canal Greenway. This greenway runs from Delaware City in the east to Chesapeake City, Md., in the west, and connects with Lums Pond State Park. Odessa is also located a short bike ride away from Wiggins Mill Park, which is being upgraded by New Castle County to include significant recreational opportunities. While these bike rides are relatively short in distance, safety on these routes can be an issue.

Sidewalks are present throughout most of Odessa. There are also some opportunities for Odessa to develop new pedestrian and bike paths within town limits. Priority should be given to developing pathways for improving accessibility to Memorial Park. Pedestrian and bicycle paths should also be considered when development of properties on the western side of Odessa are proposed. Additionally, there may be opportunities for creating a pedestrian path along the river. River walkways have been very successful in many areas in the region.

In early March 2006, IPA staff conducted an assessment of the mobility-friendliness of Odessa’s transportation infrastructure. Mobility-friendly design is a planning principle and a way of measuring a transportation network’s utility in serving non-automotive users, most typically pedestrians and bicyclists. As noted earlier, Odessa has a fairly comprehensive system of sidewalks and is conducive to cycling in general. Most of the structures in Odessa have a uniform setback less than 50 feet from the street. The close proximity of structures to the street creates a sort of outdoor room and a human, rather than auto, scale, which pedestrians find comforting. In addition, pedestrians are buffered from vehicular

traffic by a grassy landscaped strip, typically three to five feet, between the sidewalk and roadway. Street trees, street furniture, and on-street parking serve to further separate the pedestrian from higher-speed uses. While the town, in general, is laid out and developed in a way that favors the pedestrian and cyclist, the infrastructure supporting these uses is somewhat lacking. Odessa's charming brick sidewalks are, for the most part, too narrow and not in good repair. In a significant number of areas, the surface is extremely uneven, with some bricks standing an inch or higher above those adjacent to them. Tree roots and years of freezing and thawing have left the sidewalks in a state where they may be hazardous to those who depend on them (persons who cannot drive due to disability, age, eyesight, etc.)

Moreover, Odessa's wide, historic boulevards pose an obstacle to those who would cross the street. Of particular concern are the pedestrian crossings at U.S. Rt. 13. Without crossing signals and marked crosswalks, these areas represent the greatest obstacles to multi-modal travel. All of these deficiencies are accurately noted in the town's 2004 transportation plan and are at least in the pipeline to be addressed by DelDOT.

Chesapeake & Delaware Canal Recreation Study/SR 9 Scenic Byway

The C&D Canal stretches 17 miles through Delaware and Maryland, connecting the Delaware River and the Chesapeake Bay. According to the U.S. Army Corps of Engineers, the study's main goal is to work with Delaware and Maryland agencies and other interested partners to investigate potential future recreational uses and connections to this unique natural feature. Delaware has proposed a heritage scenic byway, traversing the canal, running north/south along SR 9, roughly parallel to the Delaware River. At present, a corridor management plan for SR 9 is being performed. The proposed route is slightly east of Odessa. The possibility of a connection between Middletown and Odessa exists, particularly with recent improvements to SR 299.

Details on all of the projects listed above are available in DelDOT's and WILMAPCO's transportation/capital improvement plans. Each is updated periodically and available online for review. Detailed trail plans and proposals throughout the state can be reviewed at:
<http://governor.delaware.gov/information/proposedprogram.shtml> and
<http://www.dnrec.delaware.gov/parks/Information/Pages/1st-State-Trails.aspx>

Public Transportation

Currently, there are some alternative-transportation options available to Odessa residents. The town is on public bus routes serviced by DART First State that stop at the Odessa Park-and-Ride facility and at Main Street and Dupont Highway in Odessa.

DART First State operates fixed-route service in New Castle County. In 2009 DART added services between Middletown and Odessa- Route 43. Actually, an expansion of the Middletown Shuttle, the new service connects the two towns with the upgraded SR 299 Park-and-Ride. The new service also makes DART Route 45 (Odessa to Wilmington) a viable option for Odessa's transit users. Route 45 is an express route, stopping only at the SR 299 Park and Ride, Boyd's Corner, and Downtown Wilmington.

There are several Park-and-Ride facilities near Odessa. The Park-and-Ride/Park-and-Pool lots in the Odessa area are:

- Odessa Park-and-Ride, at the intersection of SR 1 and Pole Bridge Road
- South Odessa Park-and-Pool, U.S. Rt. 13 and Wallace Road

DelDOT also operates DART First State Paratransit service. This door-to-door service is only available to Americans with Disabilities Act (ADA)–certified customers and needs to be arranged at least one day in advance.

Aviation

The Summit Aviation airport is the closest airport facility to Odessa and is located northwest of town on U.S. Rt. 301 at Summit Bridge. Summit Aviation services small planes and consists of a 4,500-foot paved runway. The nearest larger facilities are the New Castle County Airport near Wilmington, with a 7,165-foot paved runway, and the Dover Air Force Base Civil Air Terminal, with a 13,000-foot paved runway. The nearest regular passenger air service is provided at the Philadelphia International Airport approximately 45 miles northeast of Odessa. In addition, the Baltimore-Washington International Airport is located approximately 80 miles to the southwest. The Delaware Airpark in Cheswold, Delaware, located 22 miles due south, is home to 45 aircraft and Delaware State University’s flight-training program. It serves both corporate and recreational flyers year-round.

Conclusions and Recommendations

Though Odessa must still contend with the legacy of U.S. Rt. 13 bisecting the municipality, the completion of SR 1 has had a significant impact on the transportation network in and around Odessa. Though the community still must contend with cut-thru traffic and some congestion on SR 299, partial remedies, if not solutions, are in the planning phase at DelDOT. The town is advised to stay abreast of any new developments and continue to work closely with DelDOT’s consultants as they move forward with the plan for the town.

Equally important will be the town’s handling of new development in and around the municipality. Odessa is well known for its historic district and distinct community character. Its gridded-street system and small-town Main Street serve as prominent reminders of the town’s heritage. For the sake of its unique identity and continuity in its transportation network, it is imperative that Odessa take proactive steps to ensure that new developments are compatible, functionally and contextually, with the existing town and its transportation network. Contemporary zoning codes, subdivision codes, and street standards favor an entirely different layout of streets, sidewalks, parking, and building location and articulation, not at all consistent with what currently exists in Odessa. Particular attention should be paid to ensuring adequate connections between any new development and the existing street network. The following recommendations are offered to guide future town actions on the topic of transportation.

Coordinate with DelDOT

The town should continue to work closely with DelDOT and its agents to finalize and implement a comprehensive transportation strategy. Key issues to coordinate include sidewalk maintenance, SR 299 traffic, and crosswalk development.

Determine Priority Issues

Conduct public outreach to ascertain which previously identified transportation issues remain high priorities for Odessa residents and which have been resolved since the completion of SR 1.

Review and Update Land Use Codes

Comprehensively review and update the municipal land use codes before the annexation, or any subsequent development approvals, pertaining to the town's planned-development areas. Particular attention should be paid to ensuring

- Consistent building setbacks
- The presence of sidewalks and crosswalks
- Street trees and street furniture
- Street layout (grid-like, not curvilinear)
- Insistence on interconnectivity (pedestrian and automotive) to the existing street hierarchy
- A mix of uses to give the pedestrian a number of possible destinations
- Parking to the side or rear of structures

Explore Future Use of County Owned Property as Town Parking Area

New Castle County owns a property located at 307 N. Sixth St. that is approximately four acres in area. The building on this property is currently used by the local American Legion. This plan recommends that Odessa explore and discuss with New Castle County the opportunity to utilize this property as a parking area for visitors to the town's commercial and historic attractions.

2-6. Community Character and Design

This section of the plan briefly reviews Odessa's unique characteristics and offers recommendations for the preservation and improvement of these distinctive features.

Community Character

Odessa is one of Delaware's most historic communities. Odessa's historic, small-town character remains intact in spite of the rapid growth and development that has occurred in the Middletown-Odessa-Townsend region. Odessa's history and historic resources are discussed in depth in the history section of this plan and in *Appendix A: Historic Buildings*. Odessa remains a mostly residential community with a large historic district at its core. The town has grown very little in size since it was incorporated, and current town policy and surrounding geography limit extensive growth of Odessa. Commercial uses are primarily located along U.S. Rt. 13 in town. This plan calls for a continuation of these commercial uses and also for the provision of several downtown commercial uses along Main Street between northbound and southbound U.S. Rt. 13 and immediately to the east of southbound U.S. Rt. 13. The downtown commercial uses are intended to provide for limited, appropriately scaled commercial uses that complement existing historic residential and museum uses. The provision of a nonprofit estate district near the eastern edge of town is intended to increase the financial viability of preserving Odessa's historic homes and museums while enhancing the experience of visitors to these resources. The hope is that the development of downtown commercial, nonprofit estate, and additional residential and commercial uses will contribute to increased quality of life and enjoyment of Odessa's historic character for current and future residents. Additionally, the limited development of small-scale, contextually sensitive commercial uses on Main Street and within nonprofit historic homes and museums is intended to increase the attractiveness of Odessa as a destination for those interested in heritage tourism.

Principles for Better Development

The handbook *Better Models for Development in Delaware* was jointly produced in 2004 by the Conservation Fund and the Delaware Office of State Planning Coordination and sets forth six principles necessary for better development. This section of the plan uses these principles as a framework to evaluate Odessa's development and recommend steps the town can take to ensure the maintenance of its unique character.

Six Principles for Better Development

1. Conserve farmland, open space, and scenic resources
2. Maintain a clear edge between town and countryside
3. Build livable communities
4. Preserve historic resources
5. Respect local character in new construction
6. Reduce the impact of the car

Conserve Farmland, Open Space, and Scenic Resources

Odessa is fortunate to have significant open spaces located in and immediately surrounding the town. Forested, recently preserved open spaces lie just to the north of town, bordering open space within Odessa. There is also deed-restricted open space located at the southeast edge of town. Preserved agricultural lands lie to the east of town, just beyond and adjacent to state fish and wildlife areas along the Appoquinimink River. These open spaces help to make Odessa a desirable place to live. This plan recommends that the town continue to work to preserve these lands as they are now.

Maintain a Clear Edge Between Town and Countryside

Surrounding geography has been helpful to Odessa in maintaining separation between the town and the surrounding area. The Appoquinimink River effectively serves as the town's eastern border, while open spaces serve as the town's northern border. The town's southern and western borders are not well defined. Unincorporated lands lie to the south of town, with a barrier eventually formed to the south by SR 1. Just to the west of SR 1 lies the relatively large, growing town of Middletown. While SR 1 effectively serves as a boundary between the two towns, it will be increasingly important for Odessa to work on its gateway into town on SR 299 so that the distinction between the communities is not blurred. Therefore, the careful development of the large planned development area just on the western edge of town will be extremely important for Odessa. Prominent "Welcome to Odessa" signage would be useful for this property. Additionally, the property should be designed in keeping with Odessa's small-town, historic character in order to distinguish it from more suburban-style developments prominent in the region. Similar considerations should be made for the large planned-development use at the north of town.

Close coordination with New Castle County will be necessary to ensure that the unincorporated areas south of Odessa do not develop in a manner or at a scale that will detract from the town's character. The town should consider entering into a Memorandum of Understanding with New Castle County to establish notification and commenting procedures for areas within Odessa's areas of concern.

Build Livable Communities

Odessa should continue to offer its residents a high quality of life by focusing on appropriately mixing commercial and residential uses within identified areas. Commercial uses in town should cater to visitors to the town's historic district and to residents seeking convenient access to retail and services. While there are a few highway-oriented commercial uses in town, this should not be the focus of new commercial development in town. Instead, future commercial uses should be developed in a manner consistent with the size and character of buildings in Odessa's historic district. In both the nonprofit estate and downtown commercial areas, the intent is to permit small-scale commercial uses that are in keeping with Odessa's historic character. Particular focus should be placed on developing future commercial uses so that easy pedestrian access is facilitated.

The provision of affordable housing is another necessary component of a livable community. Median housing values and household incomes in Odessa have tended to be higher than those found across Delaware and New Castle County. However, there are significant rental opportunities in Odessa. The continued provision of affordable housing in Odessa will most likely depend upon conscious efforts to minimize household maintenance expenses and maintain rental options. Older homes, such as those

prevalent in Odessa, can be more expensive to maintain than newer construction is. There are existing programs in Delaware that provide funding for housing rehabilitation and affordable-housing development. The town should promote individual involvement in the variety of funding programs administered by the Delaware State Housing Authority and in the Historic Preservation Tax Credit Program administered by the State Historic Preservation Office. There will likely be no significant new development of rental housing in Odessa, as available land is relatively limited and large-scale multi-family housing is not generally consistent with the town's character. The maintenance of existing rental options, therefore, will be important to ensure the existence of affordable housing in Odessa.

Preserve Historic Resources

As has been noted throughout this plan, Odessa's historic resources are one of the town's great assets. The town should work toward enhancing Odessa's historic resources by preserving the character of the historic district, promoting appropriate redevelopment within the district, and facilitating heritage tourism to Odessa. First, the town should continue to ensure that changes to buildings within the Odessa Historic District are consistent with the neighborhood's character through the maintenance of the Historic District and the town's Historic Commission. Next, the town should promote the necessary redevelopment of properties within the historic district. The town should ensure that residents are aware of the Historic Preservation Tax Credit Program that can assist property owners in preserving and rehabilitating their historic properties. Additionally, the town should work with property owners to ensure that new construction is not out of character with the historic district. Finally, this plan recommends that the town permit the development of a very limited number of small-scale commercial establishments to support increased visitation to the historic homes and museums along Main Street.

Respect Local Character in New Construction

In addition to ensuring that properties within the historic district are consistent with Odessa's historic character, the town should ensure consistency with the historic character of Odessa by requiring that new developments in Odessa contribute a high level of design quality to the built environment. A well-crafted standard would afford developers, architects, and designers the flexibility to meet the challenge of designing attractive new communities while compelling them to meet minimum design standards and provide for adequate variety in new construction.

Reduce the Impact of the Car

In order to reduce the impact of the car in Odessa, new development and transportation-infrastructure improvements in town should focus on the importance of pedestrian movement. The transportation section of this plan details some of the impediments to pedestrian movement in town and recommends both amendments to the town's land-development codes and the completion of planned infrastructure improvements to improve walkability in town. These recommendations are important to maintain and improve pedestrian mobility throughout Odessa.

2-7. Land Use and Annexation

This section of the plan examines existing land use in Odessa, discusses the development climate in Odessa and the surrounding region, and prescribes a future land use plan for lands both within Odessa and those identified for potential annexation.

Existing Land Use

A variety of land uses are found within the corporate boundaries of Odessa. Research conducted in the winter and spring of 2012 by town officials and research assistants from the University of Delaware's Institute for Public Administration catalogued the existing land uses in Odessa. This mapping was reviewed by staff and town officials for accuracy. A summary of these findings appears in Table 15 and on the Existing Land Use Map.

Residential uses accounted for the largest area among all the land uses in Odessa and approximately 35 percent of the parcels within Odessa. The majority of the housing stock in Odessa consists of single-family homes. Because the 1997 revision of Odessa's Zoning Ordinance permits only the construction of single-family homes in its residential districts, the composition of housing stock is not expected to significantly change in the future.

Vacant land accounted for approximately 33 percent of the parcels and land area in town. Vacant land refers to parcels that did not appear to be used for residential, commercial, institutional, or open space purposes at the time of mapping, but are potential candidates for development or redevelopment. Vacant uses may include unoccupied/abandoned homes or commercial structures, empty lots, or agricultural areas without significant accessory uses such as barns or silos. The distinction between open space and vacant parcels is that the development of open space parcels tends to be restricted. Vacant parcels appear throughout town and are particularly concentrated north and east of Osborne Street and in the northwest and southwest portions of town.

Thirteen parcels used for commercial purposes were identified. These parcels represent just fewer than three percent of the town's total land area and either border U.S. Rt. 13 or Main Street. The commercial uses in town included a gas station/convenience store, day-care centers, small specialty shops, and professional offices.

Institutional uses in town included the Town Hall, the Post Office, Volunteer Fire Company, Appoquinimink School District Offices, the Delaware State Police, historic homes, and various churches. These uses occur throughout town, with the largest concentration located along Main Street. Institutional land uses accounted for 27 acres, or fewer than ten percent of the total land within Odessa.

Nine large open-space areas account for approximately 48 acres and are located at the northeastern and southeastern extremes of town, respectively. The future development of these parcels is limited due to a variety of restrictions placed upon them. Large portions of these parcels consist of flood plains and tidal and non-tidal wetlands.

Just over four acres in Odessa were dedicated to park and recreational uses. There are two municipal parks located in town, and there is a State Fish and Wildlife Area on the eastern side of town.

The few utility uses located in town include a natural gas substation owned by Chesapeake Utilities Corporation and telecommunication equipment owned by Verizon.

Table 15. Odessa Existing Land Use Composition

Land Use Categories	# of Parcels	Total Acreage	% of Total Area	Median Parcel Size (acres)
Commercial	13	7.2	2.57	0.34
Institutional	20	27.6	9.81	0.80
Open Space	9	47.7	16.97	2.26
Parks	2	4.1	1.45	2.03
Residential	167	97.8	34.79	0.26
Utilities	4	2.6	.91	0.09
Vacant	59	93.4	33.25	0.43
Total	274	280.4	99.75	-

Source: IPA GIS Analysis, Spring 2011

Note the percentage of total area does not equal 100 due to rounding.

Table 16. Future Land Use of Currently Vacant Land

Future Land Use	# of Parcels	Total Acreage
Residential	39	18.21
Planned Development	8	46.94
Commercial or Downtown Commercial	5	11.58

Source: IPA GIS Analysis, Spring 2011

Town Zoning

The current Odessa Zoning Ordinance defines seven zoning districts: 1) single family residential, 2) general commercial, 3) historic, 4) non-profit estate, 5) restricted downtown commercial, 6) planned neighborhood development, 7) planned commercial development. Areas zoned for commercial use are located either along U.S. Rt. 13 or on Main Street, within a short distance of the intersection of Main Street with U.S. Rt. 13. Restricted downtown commercial areas encompass a small strip largely located between northbound and southbound U.S. Rt. 13 on the northern side of Main Street. Areas zoned non-profit estate are located in a cluster on Main Street in the southeastern portion of Odessa. Planned neighborhood development districts are located on the northern side of Main Street in the far northwestern portion of Odessa. The rest of the town is zoned for residential uses. The town’s zoning map is depicted in Appendix B.

The Odessa Zoning Ordinance permits single-family dwelling, church, library, museum, art gallery, school, garages, public service facilities, public works facilities, home occupations, bed & breakfast establishments, and park uses in the residential zoning district. Uses permitted in the general commercial district include laundromats, grocery stores, furniture stores, hardware stores, professional offices, restaurants, banks, gift shops, banks, day-care centers, tailors, and woodworking shops. A more complete discussion of the uses permitted throughout town in all zoning districts is found in the Odessa Zoning Ordinance.

The residential and commercial zones are overlaid by the Historic District of Odessa. The purpose of this overlay zone is to preserve the historic character of the buildings in the Historic District. This district runs along Main and High streets and includes approximately one-fourth of Odessa. Buildings within the district are protected and must be maintained in compliance with the standards set forth by the U.S. Secretary of the Interior.

Development Climate

Due to the limited amount of land available for large-scale development within Odessa, the town has not been faced with strong development pressure. However, the Middletown-Odessa-Townsend region has experienced rapid growth since the mid-1990s that has significantly impacted, and will continue to, life in Odessa. Coupled with the significant level of residential and commercial development expected in Middletown and Townsend, development in the greater Middletown-Odessa-Townsend region will likely create demand for increased government service and infrastructure offerings.

State Investment Strategies for Policies and Spending

In 1999 the Cabinet Committee on State Planning Issues adopted the State Investment Strategies for Policies and Spending, outlining needs and concerns for future state planning and growth and identifying geographic areas where the state was most prepared for growth. Building on this foundation, Governor Ruth Ann Minner announced the Livable Delaware agenda in 2001. As part of this policy, the State aims to focus on spending taxpayers' dollars efficiently, slowing sprawl, preserving farmland and open space, encouraging infill and redevelopment, facilitating attractive affordable housing, and preserving quality of life through sustainable development.

The State Investment Strategies were updated in the fall of 2004 and again in 2010, resulting in the continued delineation of four investment levels across the state, with different types of state investments targeted for each investment level. The State is most prepared for growth to occur in Levels 1 and 2, and plans to make most of its intensive investments, such as new school facilities, roads, state service centers, and public-safety facilities, in these areas. The State of Delaware anticipates that the Level 3 areas are the future growth areas and looks for future investments in these areas. Development is not currently preferred in Level 4 areas, and the State plans to make investments in order to preserve the rural character of these lands.

The State Investment Strategies for the Odessa region are mapped and located in Appendix B. The majority of the areas within Odessa's municipal boundaries are designated as Investment Level 1 with small areas designated at Investment Level 2. The State Investment Strategies call for state investment in these areas to encourage dense residential developments and a mix of commercial, employment, educational, and public-service uses. Investments aimed at minimizing congestion, such as public transportation and walking and bicycle paths, are also targeted for these areas.

Investment Levels 2 & 3 areas are found around all but the eastern portion of Odessa's periphery. These areas serve as a transition between more urbanized environments found in Level 1 and the more rural environment found in Level 4 and Out-of-Play areas.

Level 4 – investment-strategy areas and Out-of-Play areas compose the eastern side of Odessa. The majority of this land is protected agricultural land, State Fish and Wildlife Areas, and other environmentally protected and sensitive areas the State has designated as Out of Play.

Key Land Use Issues and Recommendations

Preservation of Historic Character

Odessa's long and rich history is still readily apparent and recognized as worthy of preservation. In order to continue to preserve Odessa's historic character, this plan recommends the pursuit of the following policies:

- Historic District - Continue to ensure that changes to buildings within the Odessa Historic District are consistent with the neighborhood's character through the maintenance of the Historic District and the town's Historic Commission.
- Design Guidelines - Research and adopt design guidelines appropriate to ensure that new development and infrastructure improvements in Odessa are consistent with the historic character of the community. These guidelines may consider elements including housing styles, construction materials, and street and sidewalk layout and should be applied to new construction to provide an additional layer of protection for Odessa's unique, historic character.

Architectural design guidelines for the Town of Odessa were adopted by ordinance on August 1, 2011.

- Support Odessa's Role as a Heritage-Tourism Destination - Odessa's museums and historic homes attract many visitors to the town. This plan recommends a future land use policy that allows for the provision of a limited number of small-scale commercial establishments along Main Street that are complementary to Odessa's historic atmosphere and museum uses. These uses will be permitted in the downtown commercial and nonprofit estate areas with the intent of increasing the financial viability of preserving Odessa's many historic homes while offering visitors to Odessa an enhanced, authentically historic experience.
- Enhance Community Green Space - The provision of appropriate open spaces and forested areas can enhance the small-town feel of a community. Odessa should aim to maintain existing open spaces and require the provision of new open spaces through the subdivision process. The town should also consider requiring that a minimum percentage of a residential subdivision's area be forested and specifically identify those trees that must be preserved during development. Street trees within new and existing developments are also desirable to enhance the town's pedestrian orientation. The town should work with the State Urban Forester at the Department of Agriculture to identify the most appropriate species for street trees.
- Allow for Planned Developments - Properties planned as a whole unit, rather than as individual lots, can lead to higher-quality development. Often, they are more consistent with the surrounding community than more standard developments may be. Two large areas in town,

each owned by a single entity, could benefit from a planned-development approach. Elements of a planned development often include permitted land uses, on-site circulation, open-space requirements, parking standards, setback requirements, and architectural features. The town should work with the Office of State Planning Coordination to continue efforts supportive of the planned-development approach.

The Town of Odessa Zoning Ordinance currently has two planned development zoning districts: Planned Neighborhood Development and Planned Commercial Development.

Coordination with Nearby Jurisdictions

Development in incorporated and unincorporated areas of the Middletown-Odessa-Townsend (MOT) region has a significant impact on the character and quality of life in Odessa. While the town regulates land use within its boundaries, this plan recognizes that regional development significantly impacts local conditions. The following recommendation is made to enable coordination with New Castle County, Townsend, Middletown, and the Office of State Planning Coordination on issues including transportation, drinking water and wastewater infrastructure, public safety, and social services:

- Odessa should seek to coordinate with New Castle County, Middletown, Townsend, and the Office of State Planning Coordination on issues related to land use in the MOT area. This coordination should take place via both formal and informal means, including, but not limited to the following:
 - Participate in the comprehensive-planning processes of other jurisdictions and provide an opportunity for other jurisdictions to review and comment on Odessa's plans.
 - Enhance, as needed, Memoranda-of-Understanding (MOUs) to establish notification and commenting procedures for areas proposed for development within annexation areas or areas of concern.
 - Attend other jurisdiction's planning commission and town/County Council meetings when land use issues impacting Odessa will be covered.
 - Participate in Preliminary Land Use Service (PLUS) reviews of those projects impacting Odessa.

Future Land Use and Annexation Plan

The plan calls for the continuation of historical land use practices, the permitting of a very limited number of appropriately scaled commercial uses on Main Street, the potential annexation of a few areas into town, and the identification of an area of concern to the south of town. The town's future land use and annexation plan is more fully discussed in the remainder of this section.

Future Land Use

Title 22, Chapter 7 of the Delaware Code requires that a municipal comprehensive-development plan indicate the jurisdiction's position on the "general uses of land within the community" and further specifies that "within 18 months of the adoption of a comprehensive development plan... [the jurisdiction shall] amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan." This section of

the plan provides details on the future land use of parcels located within the corporate boundaries of Odessa and shall be used as a guide for any zoning changes necessary to implement this plan in accordance with the Delaware Code. Five areas are numbered on the Future Land Use map in Appendix B, and the particular circumstances regarding the development of these areas are discussed in this section and in the Potential Annexation Areas plan section.

Residential Uses

Consistent with Odessa's largely residential character, the predominant future land use in town is residential. Areas designated for future residential use should be primarily maintained and developed as single-family detached dwellings, as specified in the town's zoning code. Additionally, the limited development of public and semi-public uses, such as libraries, museums, churches, and schools, is to be expected within this land use designation.

Area 1 is a plotted tract of land consisting of 13 subdivided lots on about nine acres. The subdivision was recorded before the Zoning Ordinance was adopted in 1997. To date, no improvements have been made to the site. The design of this proposed subdivision, consisting of three curved streets ending in cul-de-sacs and curvilinear building lots, is out of character with the overall layout of the town. If the opportunity were to arise, the town would be interested in reconfiguring the layout of this subdivision to better fit with existing development in town, particularly including the extension of the existing street grid.

Downtown Commercial Uses

The future "downtown commercial" area is a use designation that did not appear within the town's 2001 plan. The intent of this area is to provide for limited, appropriately scaled commercial uses on Odessa's Main Street that complement existing historic residential and museum uses. It is desirable that uses in this area be of a variety that serves customers like those patronizing the various historic attractions in Odessa. Such uses may include restaurants and cafes, antique shops, book stores, and small-scale handicraft/artisan workshops and stores. Finally, in keeping with the existing historic character of the area, it is highly desirable that existing buildings in this area be reused and maintained in their historic state to the greatest extent possible.

The Planning Commission decided to pursue a phased strategy in designating areas for downtown commercial usage. This plan identifies an initial, relatively small area for use as downtown commercial. The Planning Commission's intent is to monitor the success of this district. Factors used in considering the success of the downtown commercial area should include the quality of new businesses attracted and the consistency of these uses with the historic, downtown area. Any expansion of this land use district would be accomplished through the comprehensive-plan amendment or update process. Additionally, the annual report on comprehensive-plan implementation, as required by Title 22, Chapter 7 of Delaware Code, would be a good time to initiate discussions with the Office of State Planning Coordination regarding potential comprehensive-plan amendments.

Nonprofit Estate Uses

Four parcels near the southeastern edge of town (currently owned by the Historic Odessa Foundation) comprise the future nonprofit estate uses in Odessa. The purpose of this use is to permit nonprofit

corporations, whose primary goals are to preserve and maintain historic structures, and to educate the public about the history of the region and early American family life, to operate certain small-scale commercial ventures in order to sustain their nonprofit operations. Permitted uses in this district would need to be consistent with their historic context, and may include uses such as coffee shops or tea rooms, colonial-style restaurants, gift shops, artisan workshops, and bookstores. This future land use designation will require that Odessa amend its zoning code by adding a district with appropriate permitted uses. Although this future land use will initially be limited to the four parcels indicated, nonprofits will be able to request nonprofit estate status by submitting a plan of intent, in keeping with the district's purposes, to mayor and council.

Commercial Uses

Future commercial uses in town are all located along U.S. Rt. 13 or SR 299. As noted in the town's zoning code, a wide variety of convenience, retail, and personal-service establishments would be permitted in the area slated for future commercial land use.

Area 2 (Parcel ID #2400300049) is a commercially zoned property, approximately ten acres in area. The parcel is located to the west of U.S. Rt. 13 south, has road frontage on both Main Street and U.S. Rt. 13 south, and borders already developed residential properties to the west. The town envisions this property developing as a series of commercial uses on moderately sized lots (approximately ¼ acre to ½ acre) with a street-and-sidewalk grid providing both internal and external access to the development. The development of a strip mall with stores arranged in a row, a large parking lot in front, and few, if any, pedestrian connections to surrounding neighborhoods is not desirable for this property. Instead, this property should be developed with the commercial uses laid out on individual lots in keeping with Odessa's historical development along Main Street. Additionally, parking should be provided to the side or rear of commercial uses so that conflicts between pedestrian and automobile traffic can be minimized within this development.

Institutional Uses

There are several existing public and semi-public uses throughout Odessa. The intent of this plan is to maintain these uses in the areas designated for future institutional use. As noted in the Existing Land Use section of this plan, institutional uses in town include Corbit Calloway Library, Town Hall, the Post Office, Volunteer Fire Company, Appoquinimink School District offices, museums, and the Delaware State Police station. The town does not have a zoning category devoted solely to institutional uses, as a variety of institutional uses are listed as permitted uses within the town's residential zoning district. The intent of the institutional future land use designation is to express the town's desire for those parcels identified as institutional to maintain their largely public and semi-public uses.

Parks/Open-Space Uses

Significant portions of Odessa will be maintained as parks or open spaces. These uses are a combination of parks used for recreational purposes and lands that have been and will be maintained as open space. The intent of this future land use designation is to ensure the maintenance of these lands in their current state as park and open-space uses.

Area 3 consists of two properties, comprising about 21 acres of open space, located behind several parcels to the south of Main Street near the Appoquinimink River. These properties have limited accessibility and are deed-restricted to remain as open space. This open land provides a nice vista from the front of the Corbit-Sharp House as well as from several of the adjoining properties. Development of this parcel would have a number of impacts on the town, including traffic, noise, and the impairment of the visual aesthetics of this part of historic Odessa. For these reasons, the Town of Odessa is supportive of the continued open-space use of these properties.

Planned-Development Uses

Areas 4 and 5 are intended for future planned-development uses. These areas are located at the western and northern gateways into town, respectively. Therefore, the quality development of these locations is extremely important to the town. The intent of the planned-development use designation is to enable the development of each of these areas as a single, cohesive unit rather than as an aggregate of subdivided lots. The town feels this approach will allow it to realize innovatively designed developments with superior architectural, design, and development standards while integrating with Odessa's historical, small-town character. As noted in the recommendations portion of this plan section, allowing for planned-development uses in Odessa will require amendment of the town's zoning ordinance.

Area 4 is a large (approximately 42 acres), planned neighborhood development zoned property that is within the Odessa town limits, located at the town's western boundary along Main Street. This property serves as an important visual gateway into Odessa. The property is adjacent to Memorial Park and is currently within a residential area. A primarily residential, neo-traditional development, with a mix of small-scale commercial uses serving the local population is desirable for this property. The neo-traditional technique seeks to mimic and improve upon design styles that were prevalent before World War II. Some characteristics of these styles include grid-like street patterns, shallow front and side setbacks that place the front of the houses close to the street, narrow lots, and sidewalks. Additional considerations for this area include buffering residential and commercial uses from Memorial Park and providing pedestrian access from this development to the park. Development of this property would also be subject to consistency with Town of Odessa design guidelines.

Area 5 is a series of three parcels (totaling approximately 20 acres) under single ownership located at Odessa's northern entrance, west of U.S. Rt. 13 south. One of the parcels is currently within Odessa's corporate limits. The two other parcels lie just north of the town in unincorporated New Castle County. The parcel within town is zoned for general commercial use. The parcels in New Castle County are zoned for suburban use. This property has good exposure to regional traffic, making it both attractive for development and an important gateway into Odessa. This property should be developed for primarily commercial and office use. However, big-box and strip-style commercial development is not desirable. These uses should be accessible both to existing Odessa residents and to visitors. Consideration may be given to developing the southwest portion of this property residentially, in keeping with adjacent residential uses in town. In general, effort should be made to integrate this development with the rest of the community through both appropriate transportation connections and adherence to design guidelines consistent with historic Odessa.

Potential Annexation Areas

Title 22, Chapter 7 of the Delaware Code indicates that a municipal comprehensive-development plan should address annexation policy. The annexation areas depicted and discussed in this section represent all the areas that Odessa may consider for annexation within five years’ time of this plan’s adoption, provided that there is not an amendment of the plan during that time period. The areas identified for potential annexation total 31 parcels and approximately 46 acres in area. Of these 31 parcels, 29 have already been developed as residential properties.

It should be noted that the identification of areas for potential annexation into Odessa does not guarantee that these areas will eventually be part of incorporated Odessa, nor does it obligate the town to annex property if the property owners should petition the town to do so. Odessa’s charter spells out the procedure for the annexation of adjacent property into the town. Any area to be annexed would need to be identified and be approved for annexation as specified in the town’s charter. The town’s annexation procedure is summarized in Table 17. Additionally, Title 22, Chapter 1 of the Delaware Code stipulates that “at the time of annexation the jurisdiction shall by ordinance rezone the area being annexed to a zoning classification consistent with the adopted comprehensive plan.” That is, any area annexed by Odessa would need to be zoned in a manner consistent with its future land use and described within this plan.

Table 17. General Procedures for Annexation

1. Property owners in area contiguous to town petition Town Council for annexation or Town Council adopts resolution proposing annexation of territory contiguous to town.
2. Council adopts resolution notifying property owners in territory proposed for annexation and town residents of territory proposed for annexation and public hearing is scheduled and advertised.
3. Public hearing held for purpose of obtaining public opinion and legislative fact-finding regarding proposed annexation.
4. Council may pass a resolution ordering special election.
5. Special election held and majority favorable vote of town residents and property owners in territory is needed for property to be annexed.

Source: Town of Odessa Charter. www.state.de.us/research/Charters/odessa.shtml. Accessed December 2005.

Potential Residential Annexation Areas

Several parcels lying west of town, southeast of SR 299, have been identified for potential annexation into the town for future residential uses. The parcels located to the south of SR 299 are within the Evergreen Farms and Appoquinimink Acres subdivisions and are existing residential uses. The annexation of these areas would represent the furthest possible westward expansion of Odessa because the right-of-way of SR 1 lies just beyond these parcels. Again, the annexation of these parcels could only occur if the procedures found in Odessa’s charter were followed. If any of these parcels were to be annexed into Odessa, they would be zoned in a manner consistent with the description of future residential uses within this section of the plan.

Potential Planned-Development Annexation Areas

Area 5, encompassing two parcels totaling about nine acres in area, has been identified for potential annexation into the town for future planned-development use. The planned future use of these parcels has been previously discussed within this plan section.

Area of Concern

Odessa has identified an area of concern within which the town would like to remain aware of any potential developments, since changes in these areas could result in significant impacts to Odessa. Although they have not been identified for annexation within the five-year planning period, these areas may be candidates for potential future annexation. Odessa's area of concern can be generally described as those areas lying to the south and southeast of town that are bounded by the intersection of SR 1 and Hangman's Run.

The above Recommendations portion of this plan section discusses possible coordination procedures that would be worthwhile for the area of concern. Odessa should be involved in ongoing and future New Castle County Comprehensive Plan Update processes, particularly in regard to the intergovernmental coordination component. Odessa's participation in plan-update processes will allow the town to inform New Castle County about any issues, land use or otherwise, that is and/or will be of mutual concern in the Middletown-Odessa-Townsend region. The town should enhance, as needed, the MOU with the county that establishes procedures for coordination on the identified area of concern. These procedures would ideally establish a mechanism to notify Odessa of proposed developments in the area and allow for some formal town comment on potential development.

CHAPTER 3. IMPLEMENTATION AND COORDINATION

A plan is only as useful as the outcomes that result from it. Without effective implementation, a municipality can be stuck knowing where it wants to go but not making any progress toward getting there. The purpose of this chapter of the plan is to lay out the steps that Odessa needs to take in order to reach the goals set forth in this plan. Also, it is recognized that Odessa cannot implement this plan on its own. The need for coordination with other governments and agencies is stressed throughout this chapter, and partners for coordination are identified. While not specifically identified as partners for coordination throughout this chapter, the residents of Odessa will have to play a major role in the implementation of this plan.

This chapter recounts the major implementation steps identified throughout this plan. Details on these and other implementation steps can be found in their respective plan chapters. These steps are organized by topic area, and general goals and partners for coordination are also identified for each topic. Additionally, specific topics to be coordinated with New Castle County are summarized at the end of this chapter.

Community Services and Facilities Implementation

Goals

- Continue to provide necessary municipal services and facilities, including access to sanitary sewers, street lighting, and refuse disposal while expanding the suite of municipal services provided, as necessary.
- Provide park and recreational facilities for residents of Odessa.

Implementation Steps

- Expand government services and capabilities as needed to ensure quality growth and development.
- Monitor the usage and condition of town infrastructure and seek funding for needed improvements.

Partners for Coordination

- Office of State Planning Coordination
- Appropriate planning consultants
- Delaware Department of Natural Resources and Environmental Control, Division of Parks and Recreation
- Delaware Department of Transportation

Water and Wastewater Implementation

Goal

- Continue to provide necessary municipal services and facilities, including access to sanitary sewers, street lighting, and refuse disposal while expanding the suite of municipal services provided as necessary.

Implementation Steps

- Adopt the long-term goal of providing a town-wide public water – supply system for both drinking water and fire-protection purposes.

- Coordinate with Middletown and Townsend to ensure that new developments in Odessa have access to wastewater-disposal and -treatment services.
- Pursue a continuously pressurized water system for fire-protection purposes.

Partners for Coordination

- Water providers
- Middletown
- Townsend

Natural-Resources Implementation

Goal

- Preserve the quality of the natural resources in and around Odessa.

Implementation Steps

- Adopt environmental-protection measures as part of the town's land use codes with the aim of protecting public and private water supplies in Odessa and protecting the health of the Appoquinimink River.
- Provide for forested and open spaces within both new and existing developments in Odessa.
- Ensure that sediment- and stormwater-plan review becomes part of the town's planning process.

Partners for Coordination

- Appoquinimink River Association
- Delaware Department of Natural Resources and Environmental Control, Division of Water Resources
- Delaware Department of Natural Resources and Environmental Control, Division of Fish and Wildlife
- Delaware Department of Agriculture, Delaware Forest Service
- New Castle Conservation District

Transportation Implementation

Goal

- Provide for the safe, efficient, and convenient movement of pedestrian, bicycle, and automobile traffic.

Implementation Steps

- Coordinate with DelDOT and its consultants in order to finalize and implement a comprehensive transportation strategy for the town.
- Review and update land use codes prior to the development of planned-development areas in order to ensure consistency with Odessa's transportation goals.

Partners for Coordination

- DelDOT and relevant consultants
- Office of State Planning Coordination
- Appropriate planning consultants

Community Character and Design Implementation

Goals

- Conserve, encourage, and promote the town's unique historic character and place in Delaware history.
- Ensure that the development of vacant lands in and near Odessa is consistent with the town's small-town, historic character.

Implementation Steps

- Preserve historic resources.
- Carefully consider development of properties serving as gateways into Odessa.
- Institute design guidelines for new development both inside and outside the historic district.
- Educate residents about tax incentives available for certified rehabilitation projects on National Historic Register-listed properties.
- Investigate the potential for federal grant funding, such as that offered by Preserve America.
- Pursue the status of a Certified Local Government for historic preservation.
- Improve and maintain the walkability of Odessa.

Partners for Coordination

- State Historic Preservation Office
- Developers and property owners
- DelDOT and relevant consultants

Land Use and Annexation Implementation

Goals

- Ensure that the development of vacant lands in and near Odessa is consistent with the town's small-town, historic character.
- Conserve, encourage, and promote the town's unique historic character and place in Delaware history.

Implementation Steps

- Support Odessa's role as a heritage tourism destination.
- Allow for planned developments.
- Coordinate with nearby jurisdictions.

Partners for Coordination

- Office of State Planning Coordination
- Town of Middletown
- Town of Townsend
- New Castle County

APPENDIX A. HISTORIC BUILDINGS

The historic atmosphere of Odessa is one of the town's most prominent characteristics. There are a large number of pre-1855 buildings that have historical or architectural interest and are located in town. The following is a brief description of the houses in chronological order.

The Collins-Sharp House is the oldest historic home in Odessa. This structure was built around 1700 as two frame houses and was joined together by a connecting hallway about 1730. Known in later years as the Collins-Johnson House, it was located on the Delaware Bay near Taylor's Bridge. In 1962 Mr. H. Rodney Sharp purchased the house and had it moved to Odessa. Today it is called the Collins-Sharp House.



The Collins-Sharp House (1700) is the oldest structure in Odessa. (Photo Credit: Historic Odessa Foundation)

The next two oldest houses date back to 1740. These structures are the Thomas House and the Frame & Log House. The Thomas House was built with hand-hewn logs, and hand-split shingles and laths. In later years, a white-frame addition was added. The Frame & Log House was built with white oak logs. The woodwork, floors and beaded beams in the kitchen are quite exceptional. In 1942 the house was restored by Mr. H. Rodney Sharp.

The Wilson-Warner House at 202 Main St. was built by David Wilson in 1769 and is of brick construction. The house remained in the Wilson Family until 1829 when David Wilson, Jr., sold it to William Polk as a result of business reversals. In 1901 the house was sold to Mary Corbit Warner, a granddaughter of David Wilson, Jr. Mrs. Warner died in 1923 and, under a provision of her will, the house became a museum. For a period, the house was the second home to the library before reverting to a museum again. It is now part of the Historic Odessa Foundation Complex.

The Corbit-Kabis House was built by John Corbit in the mid-1700s. The construction date of the front section is c. 1820s. In the second half of the nineteenth century (c. 1870s), the house was remodeled for John Corbit. The last member of the Corbit family, Daniel Corbit, died in 1941.

The Maily House at 300 Main St. was constructed in three sections, the oldest of which is the middle and dates from about 1770. The front section was built about 1939, and the rear portion replaced a frame addition and was constructed in the early 1970s.

The January House at 2 Main St. is a brick structure that seems to have been constructed in many stages. The name is derived from the earliest known owners, Peter and Janet January, who conveyed it to David Wilson on May 29, 1773. The house was later completely restored by Mr. H. Rodney Sharp.

One of the main attractions in Odessa is the Corbit-Sharp House. This house is one of the finest Georgian homes on the eastern seaboard. Located near the banks of the Appoquinimink River, it is a two-story, 22-room, brick structure built between the years 1772 and 1774. It was built by William Corbit, a Quaker who operated a tannery that was the first industry in Odessa. The last male Corbit to occupy this house died in 1922. In 1938 the property was purchased by H. Rodney Sharp who restored the house to its original state. In 1958 he endowed the house and presented it to Winterthur Museum.



The Corbit-Sharp House (1772-74) is a main attraction for visitors. (Photo Credit: Historic Odessa Foundation)

The John Janvier House (400 Main St.) was constructed of brick in 1775. In the nineteenth century, a front porch was added but later removed. The house served as a parsonage for St. Paul's Methodist Church, but is currently privately owned. The paneled chimney section in the parlor has been restored, and the front bedroom on the second floor retains its original paneled fireplace wall. The old stable, which dates back to 1791, was moved to the Brick Hotel lot. The present St. Paul's Church stands on the ground where John Janvier had his cabinet-making shop.

The Judge Lore House (310 Main St.) was originally built with logs in 1775. It has had several additions over the years. It has a winding stairway that climbs four floors. The cellar, once used as a kitchen, is paved with brick and has a large fireplace at one end. The name of the house comes from its famous resident, Delaware Supreme Court Chief Justice Charles B. Lore (1831-1911), who was born in the house.

The Pump House was the middle section of a three-part row house built in 1780. In its earlier days, the house was used as a store. In 1948 H. Rodney Sharp renovated the deteriorating building. Adjoining it is another row house that Mr. Sharp converted to a garage. Mr. Sharp demolished the third row house that was located to the left of the Pump House because of its poor condition.

The Friends Meeting House, which was built in 1785, is a small brick building about 20 feet square. It was built by David Wilson and deeded to four trustees for “A Society of Friends” in Appoquinimink. The “Society” waned for a while but has recently been reactivated and has weekly meetings of about 15 people.

The Davis Store was built from brick in 1821. It was remodeled in 1870, but no further renovation is known to have taken place. In 1830 the Davis Residence was attached to the store.

The Brick Hotel located at 109 Main St. was built for William Polk in 1822 and operated as a hotel for nearly 100 years. In 1956 Mr. H. Rodney Sharp bought and restored the building. Today it is part of the Historic Odessa Foundation museum complex and a local restaurant, Cantwell’s Tavern.



The Brick Hotel (1822) is a familiar site on Main Street. (Photo Credit: Historic Odessa Foundation)

The Old Academy Building was erected in 1844 and is the oldest surviving public school building in town. In 1846 a library was donated by William B. Corbit and housed there, making it the earliest free library in Delaware. Later, the Corbit Library was moved to the Wilson-Warner House and then to its present location on High Street as the Corbit-Calloway Memorial Library. H. Rodney Sharp, who had once taught at the Academy, restored the building in 1938 and gave it to the Odessa Community Center Association, which later gave it to the town for public use.

The Cyrus Polk House is a white, late-Federal-period frame house. The house was built in 1846 and is located at 301 High Street.



The Old Academy Building (1847) now serves as Town Hall for Odessa.

The Miller-Polk House, located at 303 High St., was constructed in 1852. This house is made of brick in the “Italian Villa” style.

Old St. Paul’s Church and Graveyard was built in 1851 and served as a Methodist church for decades. When a new Methodist church was built, St. Paul’s was abandoned for years until the Women’s Club of Odessa eventually acquired it. The Club has been working for many years to restore it to its original condition and uses it for club functions.




The John Zelefro Crouch House (203 Main St.) was built from brick in 1854 in the “Italian Villa” style. It is reminiscent of the Sloan-designed building next door and may have been directly or indirectly inspired by it. Additions were added to the left rear of the house very soon after the front was built.

The Bank building (201 Main St.) was built in 1855 in the “Italian Villa” style and is also thought to have been designed by Samuel Sloan. It was originally chartered as the New Castle County National Bank of Odessa. It is now part of the Historic Odessa Foundation museum complex.

APPENDIX B. MAPS

Aerial View
Roads and Boundaries
State Investment Strategies for Policies and Spending
Environmental Features
Historic Resources
Existing Land Use
Future Land Use
Area of Concern without Out of Play Areas
Zoning
New Castle County Adjacent Zoning

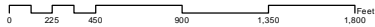


-  Town of Odessa
-  Major Routes
-  Streams and Rivers

Town of Odessa, Delaware

Aerial View

Adopted by the Odessa Town Council 10/01/2012
 Certified by the Governor 11/13/2012.

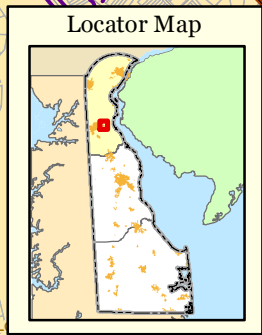
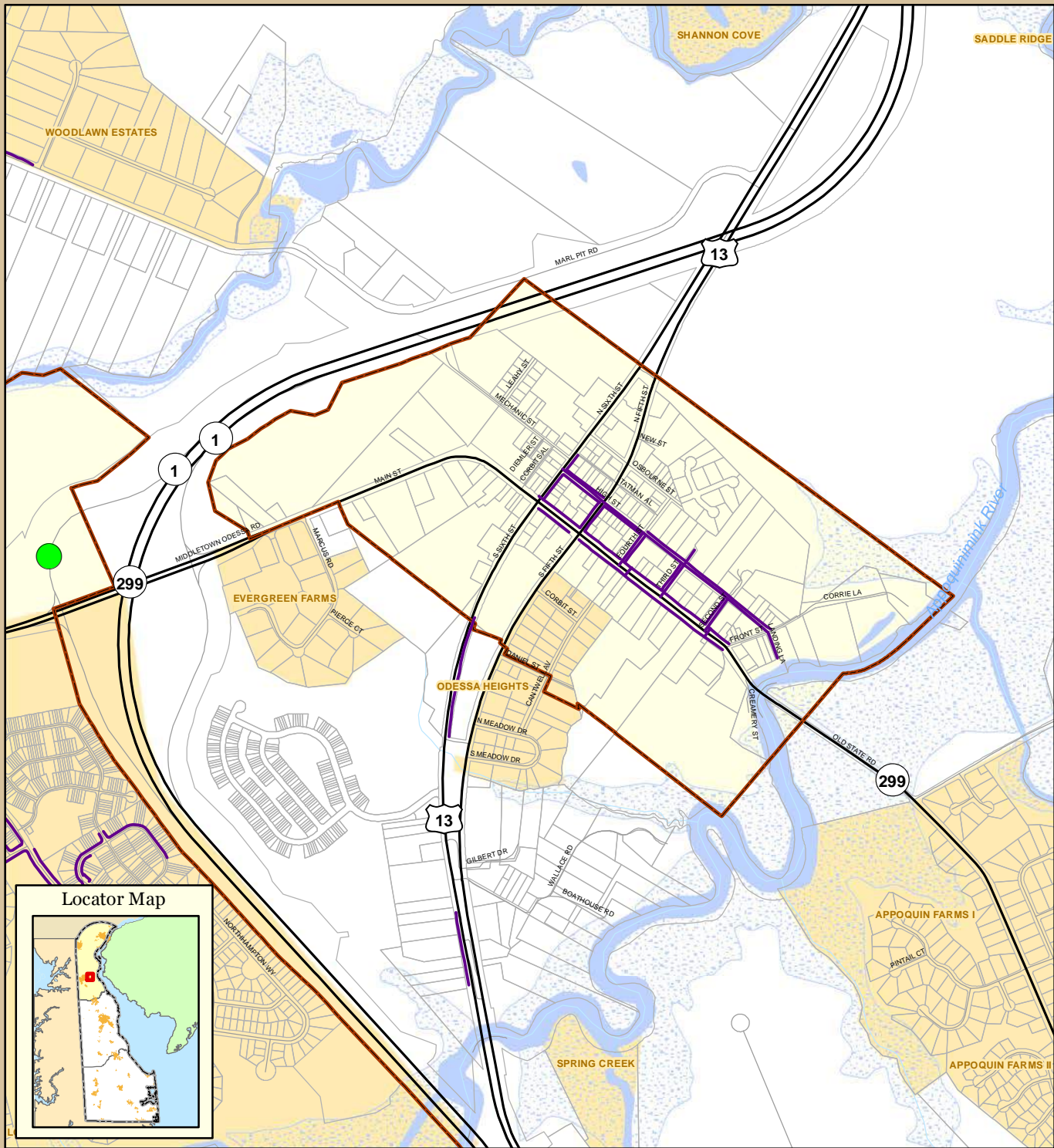


Sources:
 Aerial Imagery - Bing Aerial Imagery, ESRI, 2010.
 Roads - Delaware Department of Transportation, 2010.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.
 Municipal Boundaries - Delaware Office of State Planning Coordination (OSPC), 09/12.

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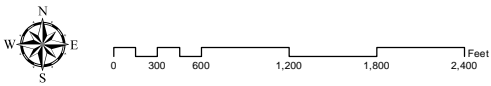


- Municipal Boundaries
- NCC Communities
- Parcel Boundaries
- NCC Park and Ride
- Major Routes
- Minor Roads
- Sidewalks
- Railroads
- Streams and Rivers
- Water Bodies
- Swamp/Marsh

Town of Odessa, Delaware

Roads and Boundaries

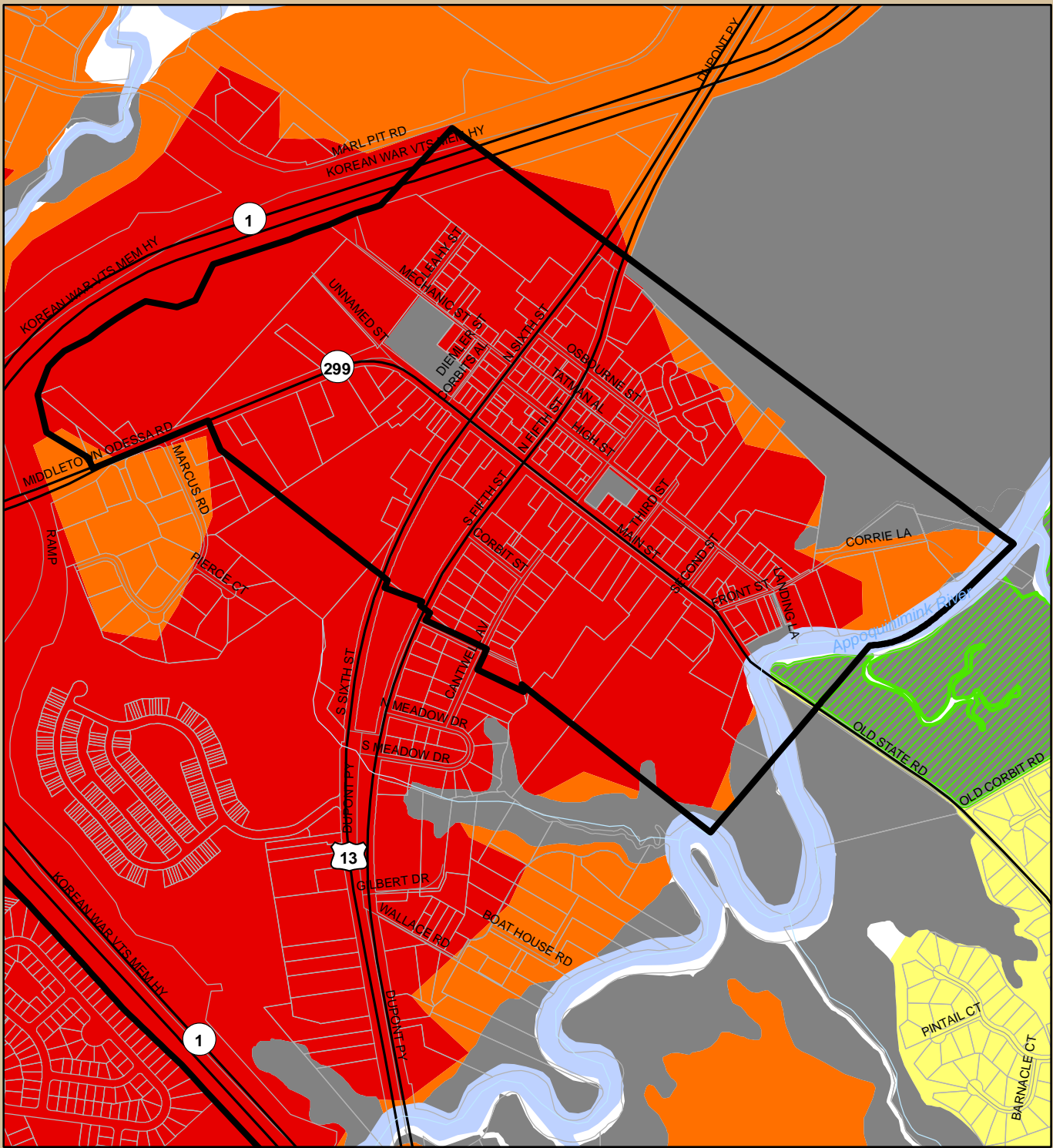
Adopted by the Odessa Town Council 10/01/2012
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





Sources:
 Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
 Sidewalks - New Castle County, Delaware.
 Communities - Provided by New Castle County, 01/11.
 Parcel Boundaries - Provided by New Castle County, 06/12.
 Roads - Delaware Department of Transportation, 2011.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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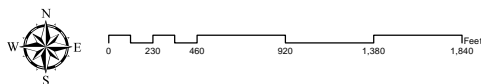


-  Municipal Boundaries
-  State Agricultural Easements
- 2010 State Investment Strategies
-  Level 1
-  Level 2
-  Level 3
-  Level 4
-  Out of Play
-  Parcel Boundaries
-  Major Routes
-  New Castle County Roads
-  Streams and Rivers

Town of Odessa, Delaware

State Investment Strategies for Policies and Spending

Adopted by the Odessa Town Council 10/01/2012
Certified by the Governor 11/13/2012.

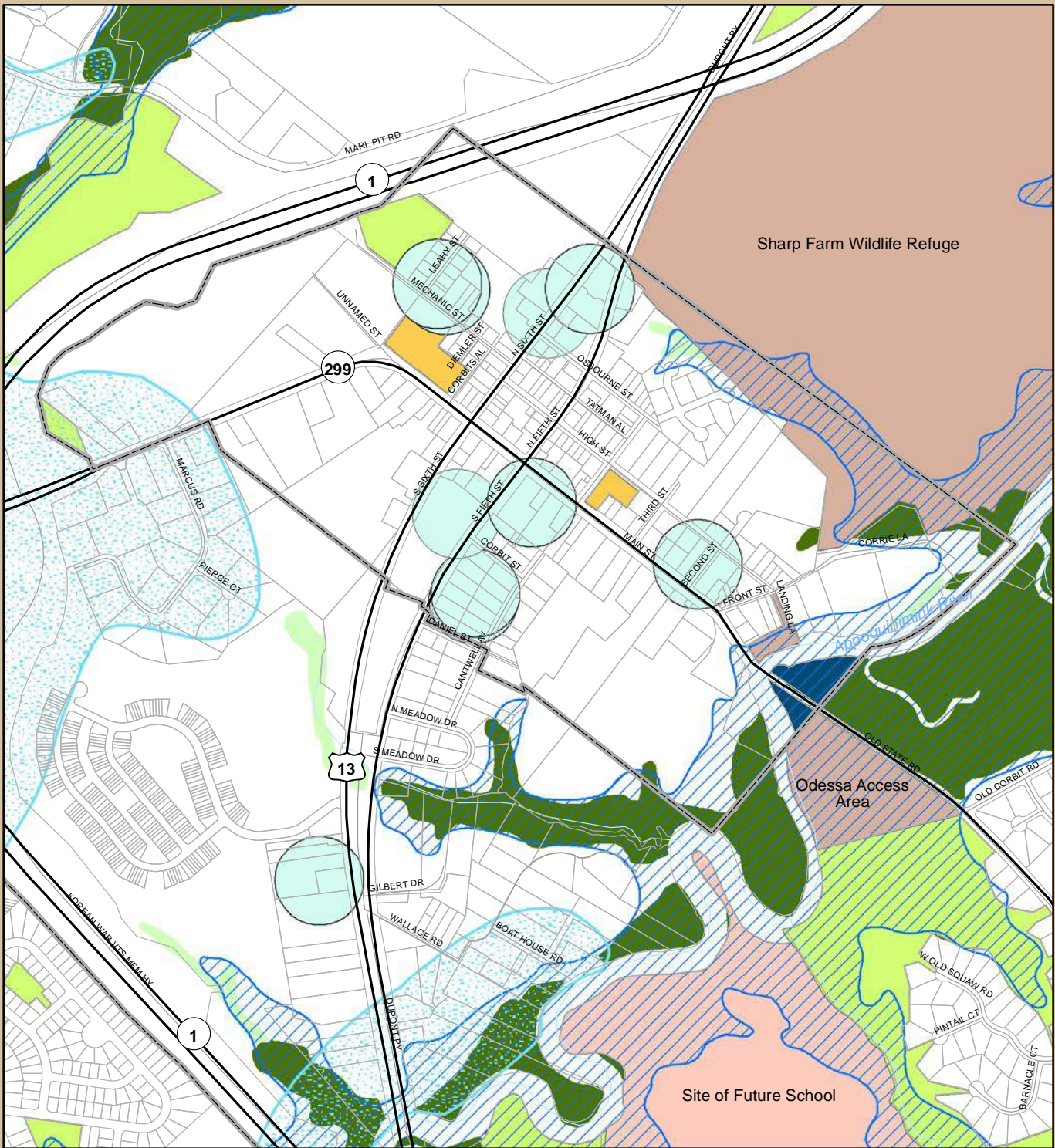


















Sources:
State Investment Strategies for Policies and Spending - Office of State Planning Coordination (OMB), 2010.
Agricultural Easements - Delaware Department of Agriculture, 05/12.
Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
Parcel Boundaries - Provided by New Castle County, 06/12.
Roads - Delaware Department of Transportation, 2011.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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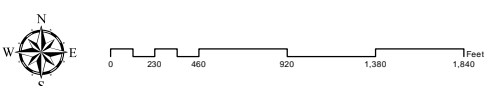


-  100 Year Floodplain
-  Excellent Recharge Areas
-  Wellhead Protection Areas
-  Non-Tidal Wetlands
-  Tidal Wetlands
- Outdoor Resources Inventory
 -  Natural Area
 -  Open Space
 -  Wildlife Area
 -  Boat Ramp
 -  Park
 -  School
-  Municipal Boundaries
-  New Castle County Roads
-  Parcel Boundaries
-  Major Routes
-  Streams and Rivers

Town of Odessa, Delaware

Environmental Features

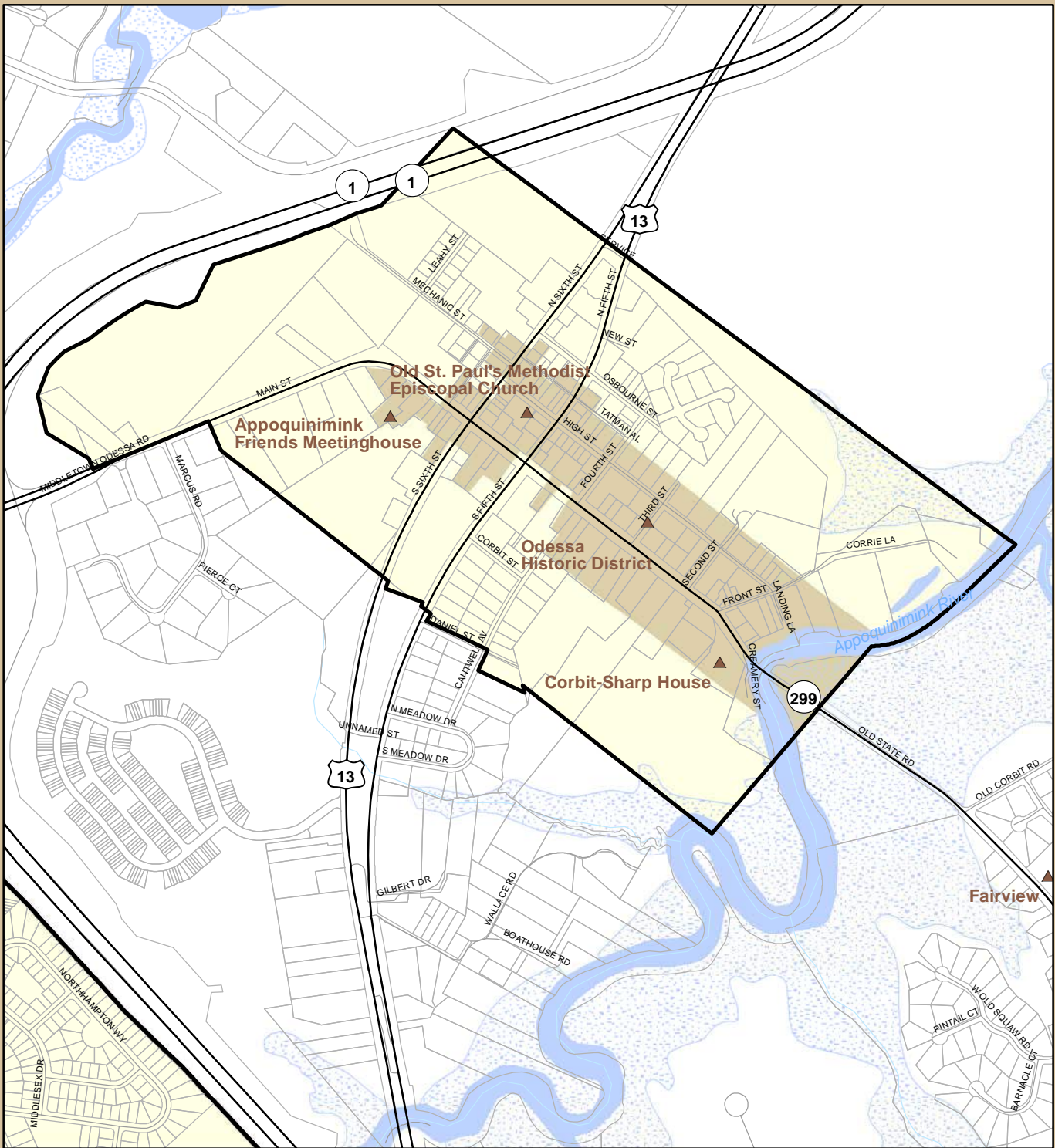
Adopted by the Odessa Town Council 10/01/2012
 Certified by the Governor 11/13/2012.



Sources:
 Excellent Recharge Areas and WHPA, 2009b - derived from NCC Water Resource Protection Area Maps 2011.
 Protected Lands - Delaware Department of Natural Resources & Environmental Control, Division of Parks, 03/12.
 Wetlands - Delaware Department of Natural Resources & Environmental Control, 2007.
 Floodplains - National Flood Hazard Layer - Floodplains are determined by FEMA and depicted on Flood Insurance Rate Maps (2010).
 Municipal Boundaries - Delaware Office of State Planning Coordination (OMB), 08/12.
 Parcel Boundaries - Provided by New Castle County, 08/12.
 Roads - Delaware Department of Transportation, 2010.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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- National Register Historic Districts
- National Register of Historic Places
- Municipal Boundaries
- Major Routes
- Minor Roads
- Parcel Boundaries
- Railroads
- Streams and Rivers
- Water Bodies
- Swamp/Marsh

Town of Odessa, Delaware

Historical Resources

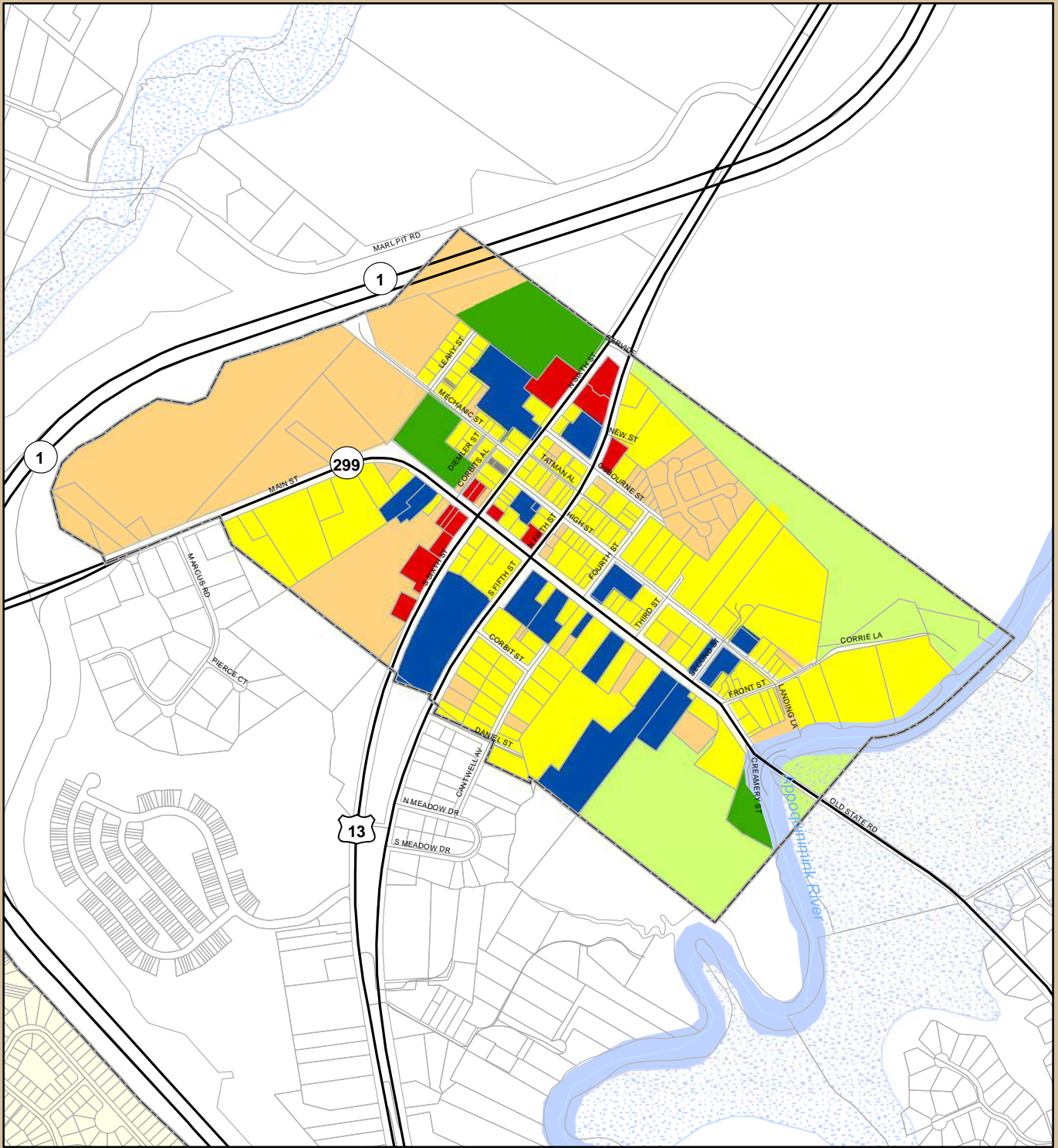
Adopted by the Odessa Town Council 10/01/2012
 Certified by the Governor 11/13/2012.



Sources:
 Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
 National Register of Districts and Places - 01/11.
 Parcel Boundaries - Provided by New Castle County, 06/12.
 Roads - Delaware Department of Transportation, 2010.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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- Municipal Boundaries
- Residential
- Commercial
- Institutional
- Open Space
- Parks
- Utilities
- Vacant
- Parcel Boundaries
- Major Routes
- New Castle County Roads
- Railroads
- Streams and Rivers
- Water Bodies
- Swamp/Marsh

Town of Odessa, Delaware

Existing Land Use

Adopted by the Odessa Town Council 10/01/2012
 Certified by the Governor 11/13/2012.

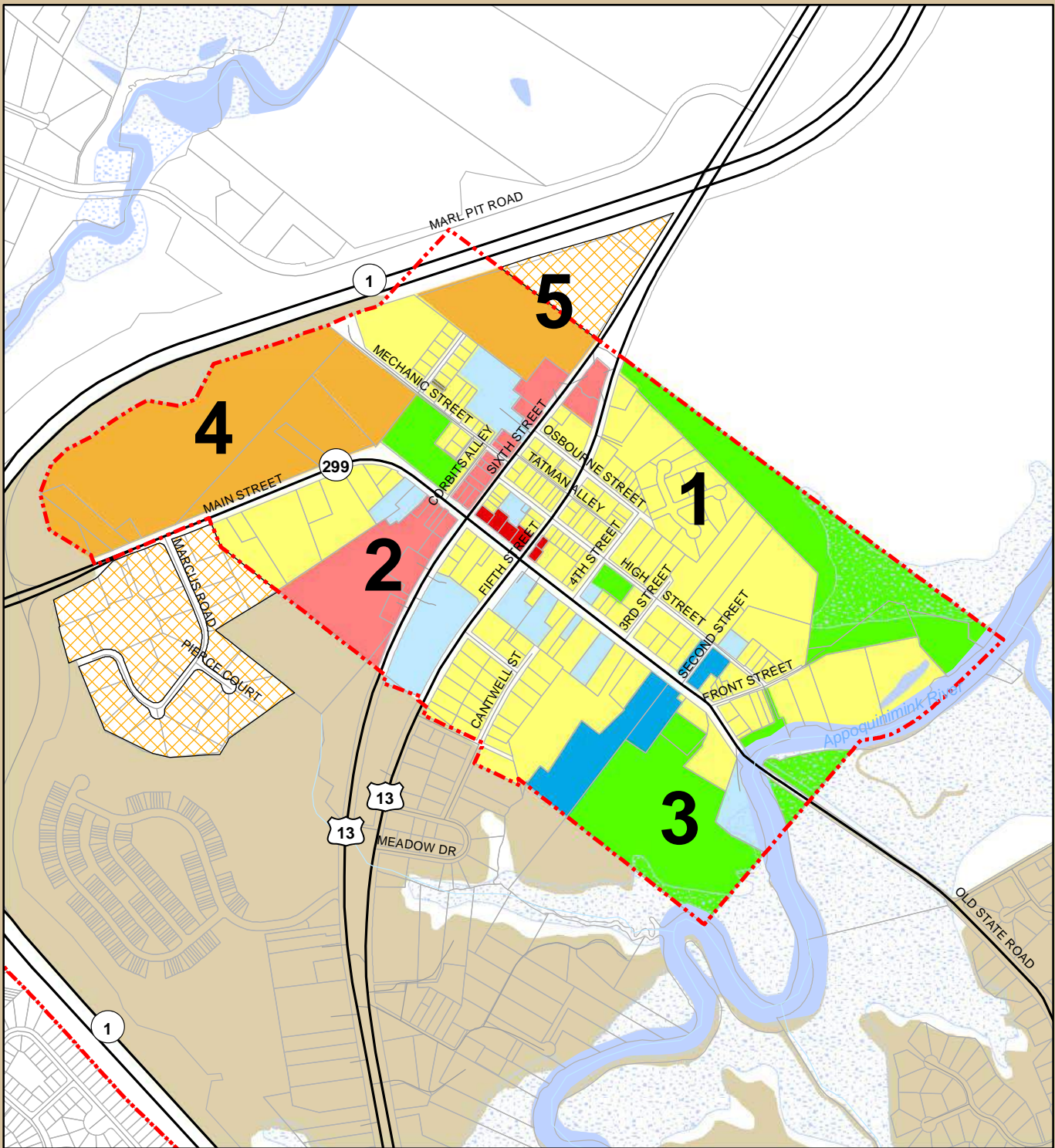


Sources:
 Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
 Parcel Boundaries - Provided by New Castle County, 06/12.
 Roads - Delaware Department of Transportation, 2011.
 Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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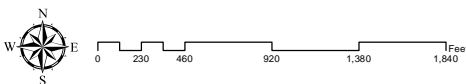


- Municipal Boundaries
- Annexation Area
- Area of Concern Buildable Land
- FutureLandUse2006**
- Residential
- Planned Development
- Downtown Commerical
- Commercial
- Institutional
- Nonprofit Estate
- Parks/Open Space
- Utilities
- Parcel Boundaries
- Major Routes
- Minor Roads
- Railroads

Town of Odessa, Delaware

Future Land Use

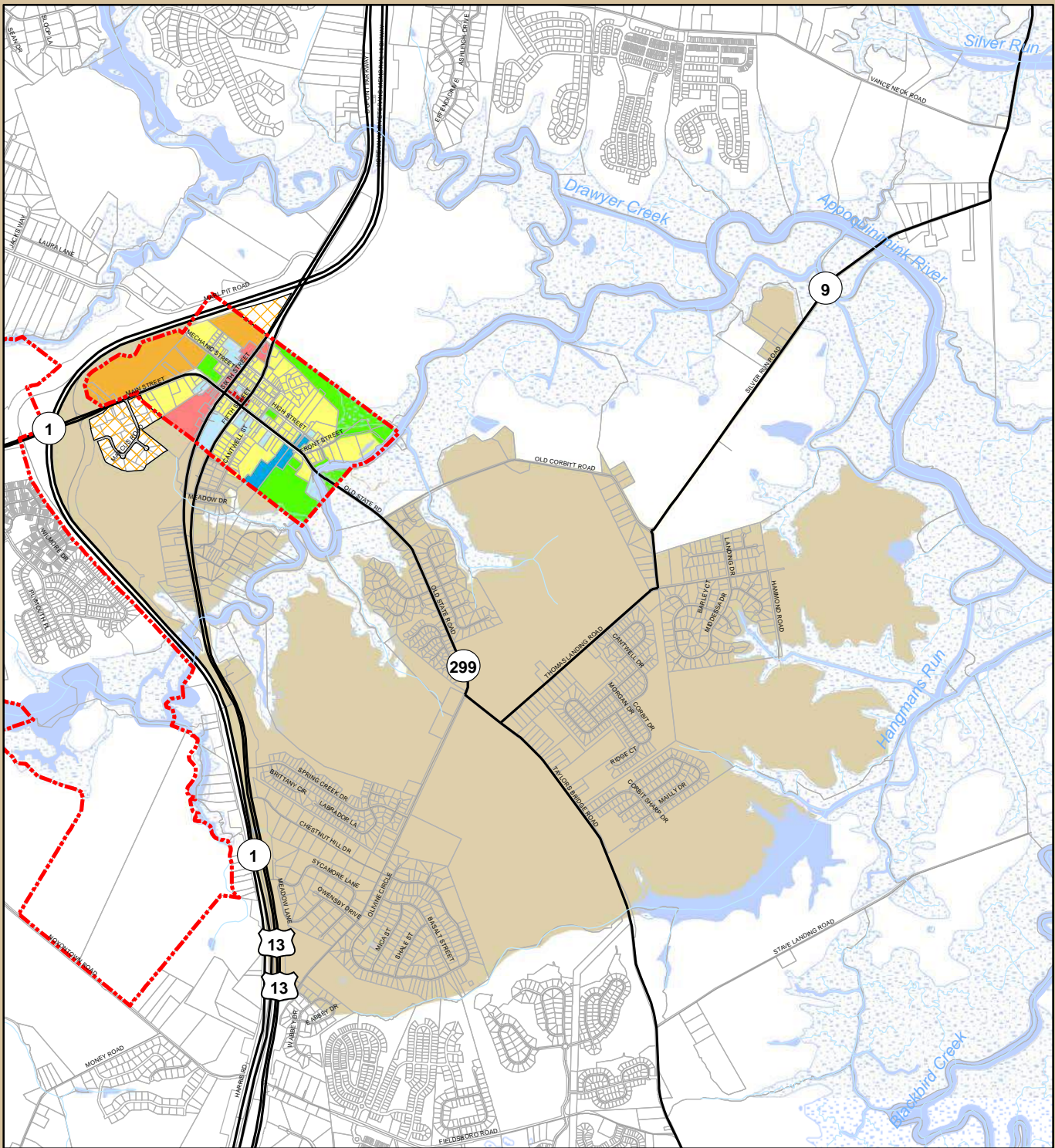
Adopted by the Odessa Town Council 10/01/2012
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Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
Communities - Provided by New Castle County.
Parcel Boundaries - Provided by New Castle County, 06/12.
Roads - Delaware Department of Transportation, 2010.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.

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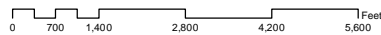


- AOC Buildable Land
- Annexion Area
- FutureLandUse2006
- Residential
- Planned Development
- Downtown Commerical
- Commercial
- Institutional
- Nonprofit Estate
- Parks/Open Space
- Utilities
- Municipal Boundaries
- Parcel Boundaries
- Major Routes
- Minor Roads
- + Railroads

Town of Odessa, Delaware

Area of Concern without Out of Play Areas

Adopted by the Odessa Town Council 10/01/2012
Certified by the Governor 11/13/2012.

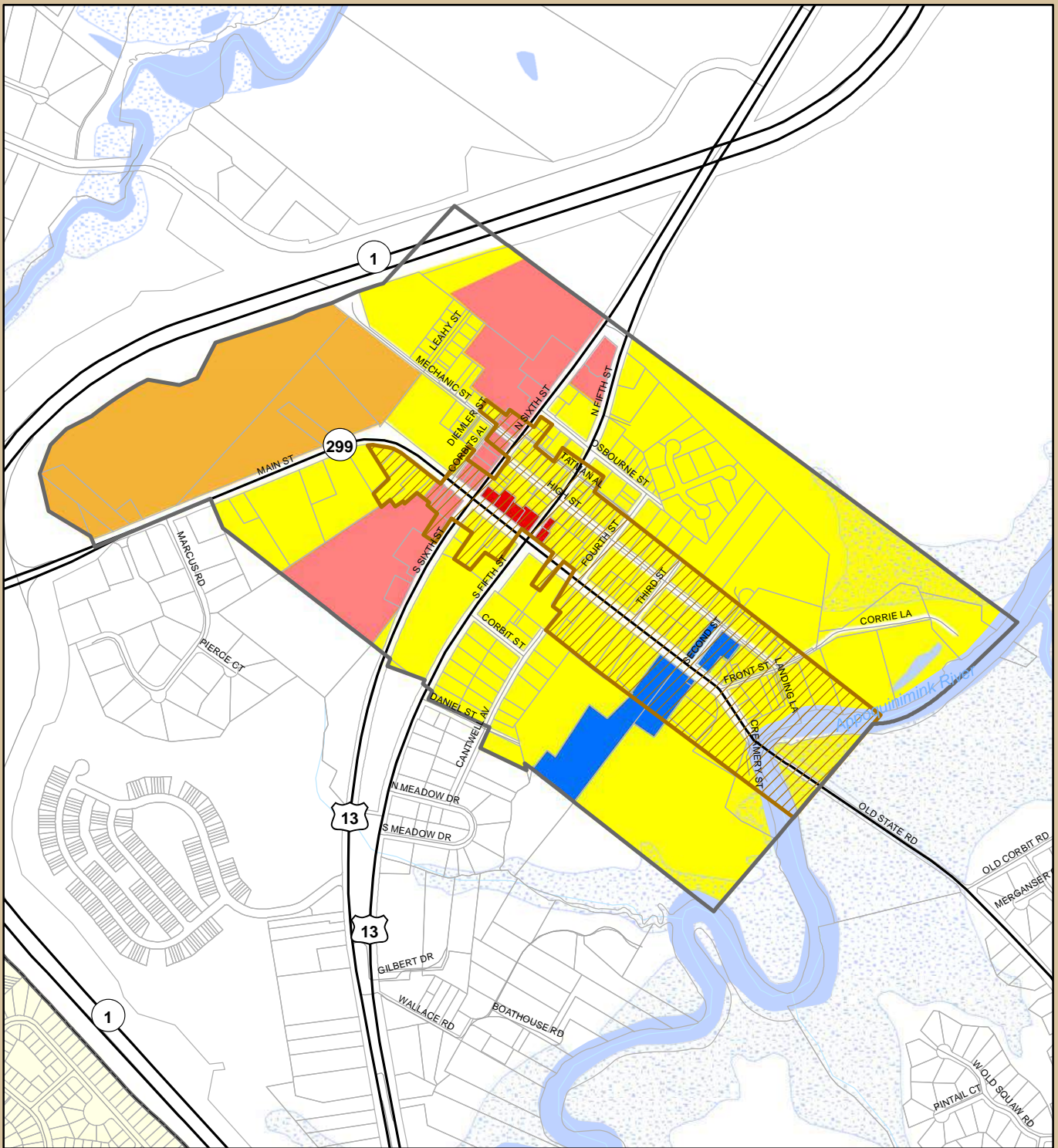


Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), 05/12.
Communities - Provided by New Castle County.
Parcel Boundaries - Provided by New Castle County, 03/12.
Roads - Delaware Department of Transportation, 2010.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.
Zoning - Odessa Zoning, 05/12.

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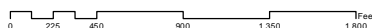
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- National Register of Historic Districts
- Odessa Zoning**
- Single Family Residential
- Planned Neighborhood Development
- General Commercial
- Restricted Downtown Commercial
- Non-Profit Estate
- Municipal Boundaries
- New Castle County Roads
- Major Routes
- Parcel Boundaries
- Railroads
- Streams and Rivers
- Water Bodies
- Swamp/Marsh

Town of Odessa, Delaware Zoning

Adopted by the Odessa Town Council 10/01/2012
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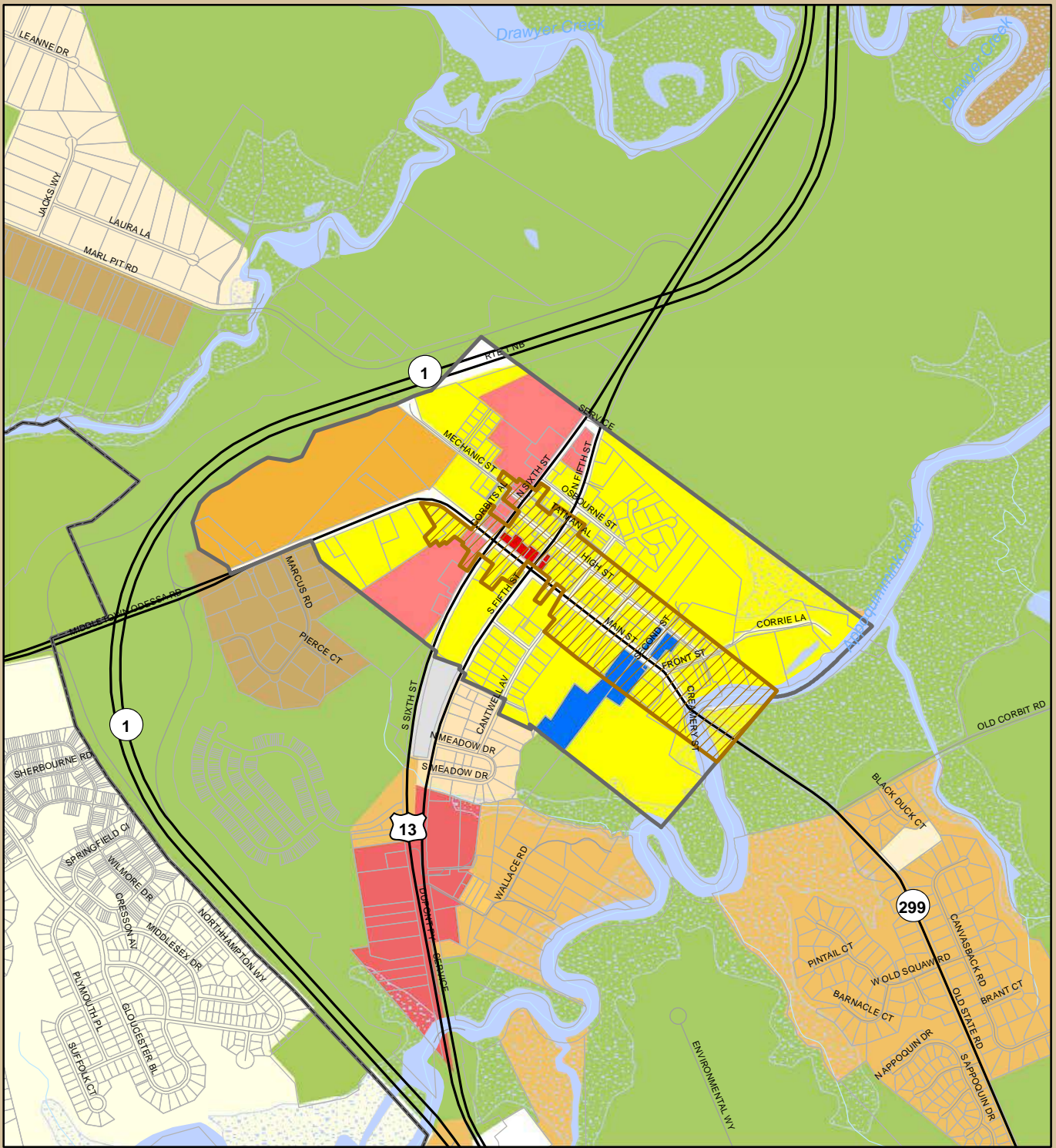


Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
Historic Districts - Delaware State Historic Preservation Office, Division of Historical and Cultural Affairs, 03/12.
Parcel Boundaries - Provided by New Castle County, 06/12.
Roads - Delaware Department of Transportation, 2010.
Hydrology - National Hydrography Dataset (NHD) flowlines and waterbodies, USGS and EPA.
Zoning - Odessa Zoning, 02/12 and New Castle County, 2003.

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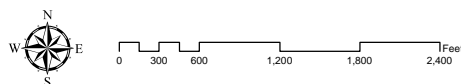


- Odessa Zoning**
- Single Family Residential
 - Planned Neighborhood Development
 - General Commercial
 - Restricted Downtown Commercial
 - Non-Profit Estate
- New Castle County Zoning**
- Single Family 2 acres
 - Single Family 6,500 sqft
 - Single Family 15,000 sqft
 - Single Family 21,000 sqft
 - Single Family 40,000 sqft
 - Commercial Neighborhood
 - Office Neighborhood
 - Suburban
 - National Register of Historic Districts
- Legend**
- Municipal Boundaries
 - Major Routes
 - New Castle County Roads
 - Railroads
 - Parcel Boundaries
 - Streams and Rivers
 - Water Bodies
 - Swamp/Marsh

Town of Odessa, Delaware

New Castle County Adjacent Zoning

Adopted by the Odessa Town Council 10/01/2012
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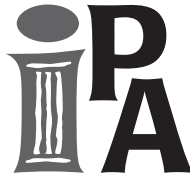


Sources:
Municipal Boundaries - Office of State Planning Coordination (OMB), 08/12.
Historic Districts - Delaware State Historic Preservation Office, Division of Historical and Cultural Affairs, 03/12.
Parcel Boundaries - Provided by New Castle County, 06/12.
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