

TOWN OF VIOLA
VIOLA.DELAWARE.GOV
COMPREHENSIVE PLAN
FEBRUARY 2019

The Town of Viola Comprehensive Plan

Municipal, State & County Officials	3
Acknowledgements	4
Chapter 1 Background	5
1-1 Authority to Plan and Legislative Requirements	5
<i>Objective</i>	5
<i>The Authority to Plan</i>	5
1-2 History, and a Brief Overview of the Community	5
1-3 Existing Land Use in Town and Area	6
1-4 Community Vision and Goals	7
1-5 Demographics, Future Population Growth	
<i>Total Population</i>	9
<i>Future Housing and Population Projections</i>	9
<i>Racial and Ethnic Composition</i>	10
<i>Age Profile</i>	10
<i>Educational Attainment</i>	12
<i>Housing</i>	13
<i>Age of Housing Stock</i>	13
<i>Housing Occupancy and Tenure</i>	13
<i>Housing Value</i>	13
<i>Economic Profile</i>	14
<i>Labor Force</i>	15
Chapter 2 Municipal Development Strategy	18
2-1 Future Land Use, Annexation, and Area of Concern	18
2-2 Community Infrastructure	18
2-2.1 Water Supply	18
2-2.2 Wastewater	19
2-2.3 Transportation	19
2-2.4 Community Facilities	20
2-2.5 Community Services	21
2-2.6 Identified Issues and Future Needs	22
2-2.7 Recommendations	23
2-3 Community Character and Design	23
2-3.1 Identified Issues and Future Needs	24
2-3.2 Recommendations	25
2-4 Redevelopment	25
2-4.1 Identified Issues and Future Needs	25
2-4.2 Recommendations	25
Chapter 3 Implementation	26
3-1 Zoning Ordinance Development, Adoption, and Administration	26
3-2 Summary of Recommendations and Actions	26
3-3 Coordination	26
Appendix A: Maps	28

Municipal, State & County Officials

Town of Viola

Board of Commissioners

Hon.(ret.) Ernst M. Arndt, Commissioner-at-large
Steve Jingoian, Commissioner-at-large
Karl Kiessling, Treasurer
Gina Miserendino, President
Betty Torbert, Secretary

Planning Commission

George Apostolos
Hon.(ret.) Ernst M. Arndt
Shirlaine Dickerson
George Mayer
Karl Kiessling, Ex Officio
Gina Miserendino, Ex Officio

Town Attorney

William W. Pepper, Sr.
(Schmittinger & Rodriguez)

Kent County Levy Court

Hon. Allan F. Angel, Commissioner
Hon. P. Brooks Banta, Commissioner-President
Hon. Eric L Buckson, Commissioner
Hon. Jeffrey W. Hall, Commissioner
Hon. Glen M. Howell, Commissioner
Hon. Terry L. Pepper, Commissioner-Vice President
Hon. George Jody Sweeney, Commissioner (Levy Court District 5)

State Officials

Hon. John C. Carney, Jr., Governor
Hon. Bethany Hall Long, Lieutenant Governor
Hon. Colin Bonini (Senate District 16)
Hon. W. Shannon Morris (House District 30)
Hon. Lyndon D. Yearick (House District 34)

Constance Holland, AICP, Planning Director, Office of State Planning Coordination
David Edgell, AICP, Principal Planner, Office of State Planning Coordination

Acknowledgements

David Edgell, principal planner with the Office of State Planning Coordination, acted in a substantial advisory role throughout the drafting of the plan. His professionalism and encouragement are deeply appreciated. Stephen Bayer and Dorothy Morris of the State office assisted as well. The Town of Viola also acknowledges and is thankful for the significant assistance from Sarah Keifer, Director of Kent County's Department of Planning Services and her staff.

Chapter 1 Background

1-1 Authority to Plan and Legislative Requirements

Objective

The Viola Comprehensive Plan has been developed to guide the future growth of the Town of Viola. It strives to be consistent with the recommendations of the State Office of Planning Coordination and all applicable guidelines.

The Authority to Plan

Under Delaware enabling legislation, the preparation of a comprehensive development plan is the legal responsibility of the Town of Viola. Title 22 of the Delaware Code Chapter 7 Section 702 specifies that "[a] planning commission established in any incorporated city or town under this chapter shall make a comprehensive development plan for the development of the entire area of such city or town or of such part or parts thereof as said commission may deem advisable."

Section 702 also defines a comprehensive development plan as the following: "Comprehensive plan means 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."

Section 703 provides additional legal authority for the planning commission as stated: "The planning commission shall have the full power and authority to make such investigations, maps and reports of the resources, possibilities and needs of the city or town as it deems desirable..."

1-2 History, and a Brief Overview of the Community

Viola is located approximately one-half mile west of U.S. Route 13, six miles south of the City of Dover, and was originally settled in 1730 on a 400-acre tract known as the "Golden Thicket" (See *Map 1. 2002 Orthophoto and Town Boundary*). This settlement was located one mile west of the Village of Canterbury, at that time a vibrant small town situated on King's Highway. The settlement became known as Canterbury Station in 1856 when the railroad was built through the center of town. Canterbury Station received a post office in 1878. In 1880, Charles Coolbaugh, the town's first postmaster, renamed the town "Viola" in honor of his daughter. In 1885, the Viola United Methodist Church, originally located two miles west of Viola, was taken down and reconstructed on its present location in town.

Viola became even more formalized as a town in the early 20th century. The Viola School House opened in 1910. Prior to that point, children in the community had attended school in the Village of Canterbury. Children attended the Viola School House until it closed in 1943. Already having a post office, church, and school of its own, Viola became an incorporated town in 1913. The Town first organized with a town council on June 1, 1916.

Commercial activity in Viola grew thanks in part to the town's location on the railroad and amidst vital farmland. Industries located in Viola in the late 19th and early 20th centuries included a lumberyard, a husk factory that made mattresses with cornhusks, a sawmill, and a depot and freight platform built at the train station. Peaches have been cited as a main source of income, with nearly all the farms in the Viola area having orchards around the beginning of the 20th century. Later, tomato factories grew in regional importance and this growth was accompanied by the opening of a tomato cannery in Viola in the early 20th century. As the importance of the railroad and Viola's industrial base declined, the raising of crops such as peas, lima beans, corn, wheat, and soy beans in the Viola area remained viable.

As with many small towns, patterns of transportation use have affected the historical development of the Town of Viola. Industries located in Viola as the popularity of the railroad increased and these same industries disappeared as the railroad's importance was superseded by other modes of transport. Today, Viola is a small-town with a largely residential and agricultural character.

1-3 Existing Land Use in Town and Area

In support of the comprehensive planning process, the Viola Planning Commission conducted a land use survey in the spring of 2003. The results of this survey are summarized below in Table 1. Since that time the Town has annexed an approximately 1.19 acre parcel on the western boundary of the Town, which is reflected in *Map 2, Current Land Use*. This property is owned by Paragon Contracting whose intent is to build single family homes. The results of the land use survey ring true with Viola's residential and agricultural character.

Residential uses are the most prevalent land uses in Viola. Over 75% of the town's parcels are used residentially. Residential uses compose approximately 46% of the town's 112-acre total land area. The median parcel size for the town's residential uses is approximately 0.4 acres. This parcel size translates to a residential building density of approximately 2.5 dwelling-units per acre.

Agricultural uses comprise the next largest portion of Viola's total land area. Nearly 40 acres of land, or slightly over 30% of the town's total land area, are used for agricultural purposes.

The remainder of the land uses in Viola fit into the categories of governmental, semi-public, and vacant uses. The sole governmental use in town, about one-fifth of an acre in land area, is the U.S. Post Office on Main Street. Three semi-public uses, including the church and a portion of the Ruritan property, take up slightly over one acre in land area. The land use survey reported that there are nine vacant parcels within Viola's town limits. Three large, vacant parcels lie in the southwest portion of Viola. Four more vacant parcels lie along the town's northeastern border. The town-owned property along Howard Street was formerly the site of the Viola Schoolhouse. It now hosts the cell phone tower, constructed on the northeast section of the property, which is leased by Verizon. At the time of the land use survey, vacant uses comprised slightly more than eight acres of the town's land area.

Table 1. Existing Land Use in the Town of Viola.

Land Use	# Of Parcels	Median Parcel Size (acres)	Acres in Land Use	% Of Total Land Area in Town
Agricultural	7	3.7	37.5	33.5
Governmental	1	0.2	0.2	0.2
Residential	71	0.4	51.3	45.9
Semi-public	3	0.4	1.2	1.1
Vacant	9	0.7	8.3	7.4
Right-of-way	N/A	N/A	13.3	11.9
Total	92	0.4	111.8	100.0

Source: Town of Viola Land Use Survey, 2003.

The land surrounding the town is primarily residential and agricultural in character. In general, the Kent County Comprehensive Plan calls for low-density development in the area surrounding Viola, although there is some commercially designated land east of the town along U.S. Route 13. Viola is within Kent County's Growth Zone, which permits a density of three dwelling units per acre for land development within the County's jurisdiction. Additionally, the 2015 State Strategies for Policies and Spending identifies the corporate limits of Viola as a Community area and the immediate area surrounding Viola as Investment Levels 2 and 3, and Investment Level 4 West of the municipal boundary. (See *Map 3. State Strategies and Sewer District*)

Viola has and will continue to experience pressure from surrounding residential development. It is bounded on the southeast by residential development that has occurred in the County. There is existing residential strip development as well as Mount Vernon Estates, a 76 lot recorded subdivision. There are two existing major subdivisions to the south of Viola that are completely developed. They are Summerfield and River Dale Estates. Residential strip development has also occurred to the west and northeast of the town limits. The majority of the surrounding residential parcels in the County have been developed. The balance of the land surrounding the town appears to be vacant or used for agricultural purposes.

With the possible introduction of County sanitary sewer service and public water to Viola and its environs, it can be expected that over time the land within Viola's corporate limits and that under the County's jurisdiction may become indistinguishable. It can be reasonably anticipated that more residential development will be proposed for the agricultural land surrounding the town.

1-4 Community Vision and Goals

The Town hosted a community breakfast at the VCF Ruritan building on June 7, 2014. The purpose of this breakfast was to elicit input into the planning process from as many community members as possible. With this in mind, the "price of admission" to the breakfast was a completed community questionnaire dealing with issues related to future growth and development in the Viola area. The questionnaire had been distributed to town residents in advance of the breakfast. Those who had not had a chance to complete the survey were given an opportunity to do so at the breakfast with an extension to June 17, 2014.

Thirty-eight people attended the community breakfast. The general sentiment expressed by residents who spoke at the breakfast was that many residents had moved to Viola in order to live in small-town, rural America and they wanted the character of Viola to remain largely unchanged. The importance of the comprehensive plan and regulations such as zoning and subdivision ordinances in order to preserve the town's character was also stressed.

A total of 48 questionnaires regarding planning issues in the Viola area were completed and returned. Almost all of the responses came from homeowners who live in the Town of Viola. Approximately 2% came from 18-24 year-olds, 23 percent of responses came from residents between the ages of 25 and 45. Forty six percent of the questionnaires were completed by residents between the ages of 46 and 65, 16.0 percent were from 66-75 year-olds, and 76 and older submitted 10 percent.

The vast majority of questionnaire respondents were in favor of maintaining Viola's small town atmosphere and generally in favor of Viola and the surrounding area remaining largely the same as it is today.

Agricultural and parkland uses were the most popular potential future land uses for currently vacant land within town. Manufacturing, commercial, office, and, especially, industrial uses were the least popular option. The majority of respondents identified residential uses as marginally acceptable.

There was overwhelming support (75%) for the idea that development in the Viola's surrounding area should be balanced with the protection of farmland and open space. Approximately two-thirds of respondents disagreed or strongly disagreed with the idea that development should be encouraged primarily within Viola's boundaries. Opinions on annexation were mixed. Fifteen percent of respondents agreed or strongly agreed that the Town should seek to annex areas adjacent to the current boundaries, while 42% of respondents disagreed or strongly disagreed with this idea.

Questionnaire respondents expressed a generally high level of satisfaction (82%) with the provision of community services in Viola. While a strong majority (83%) of those responding reported they were either satisfied or very satisfied with police service in town. Half (50%) of all respondents indicated that they were not satisfied or were very unsatisfied with stormwater management in Viola.

Only about 25 percent of respondents identified central drinking water and sewer service as important or extremely important potential new facilities for the Town. However, sewer and water were mentioned as important issues when respondents were given the opportunity to identify their own concerns.

Taken as a whole, responses to Viola's public questionnaire indicated a general desire to leave things as they are, while there was some disagreement as to exactly how that goal should be accomplished.

In order to guide the comprehensive planning process, Viola's Planning Commission adopted the following goals and objectives on October 6, 2003. The Town's response to these objectives are shown in italics. These goals and objectives were renewed and amended (shown in all caps) on June 6, 2017:

Goal: To preserve Viola's rural, small-town atmosphere.

Objective: To adopt land use ordinances allowing for uses and practices consistent with Viola's small-town values and rural setting. *Land Development ordinance adopted October, 2004*

Goal: To provide for and protect existing open space and agricultural uses in the Viola area.

Objective: To promote the use of agricultural and open space land preservation techniques in the Viola area. *Land Development ordinance adopted October, 2004*

Goal: To ensure a sufficiently high quality of life for current and future residents of Viola.

Objective: To enable the adequate provision of services such as drinking water, wastewater disposal, police services, and stormwater management. *The Town reinstated the Police Department (District 14) and initiated storm water management.*

Goal: To promote development patterns in Viola's immediate area that complement Viola's small-town character.

Objective: To coordinate with Kent County and the State of Delaware on issues related to development in the Viola area.

Goal: To enhance the recreational options of current and future residents of the Town of Viola.

Objective: To enable the provision of safe and accessible recreational opportunities for Viola residents.

GOAL: TO OPTIMIZE ENERGY OPTIONS FOR TOWN RESIDENTS

OBJECTIVE: TO EXPLORE THE POTENTIAL OF AND IMPLEMENT AS POSSIBLE NATURAL GAS ACCESSIBILITY

1-5 Demographics, Future Population and Housing Growth

The following section offers a brief profile of the demographic conditions in the Town of Viola. Comparisons to conditions in Kent County and the State of Delaware are provided, where applicable. The data presented in this section were drawn largely from U.S. Census Bureau material. In order to account for sampling error and miscounting, particularly considering Viola's relatively small population, figures from the U.S. Census should not be taken to reflect absolute conditions but should serve to offer the best available representation of the conditions in town.

Total Population

The State of Delaware and Kent County have experienced significant and steady population growth over the last sixty years. During this same time period, the Town of Viola has experienced more modest and varied population change. The populations of the State of Delaware and Kent County have more than doubled over the past sixty years.

The State experienced its most significant population growth during the 1950s, 1960s, and 1990s. Kent County's most significant population growth occurred between the 1950s and 1970s and during the 1990s. Viola's population has grown by approximately 17% from its 1950 population of 134 to the town's Census 2010 population of 157. Viola's population peaked at 167 in 1980, declined during the 1980s, and has since remained remarkably steady. Figures 1 and 2 display the population trends experienced by the State of Delaware, Kent County, and the Town of Viola between 1950 and 2010.

Figure 1

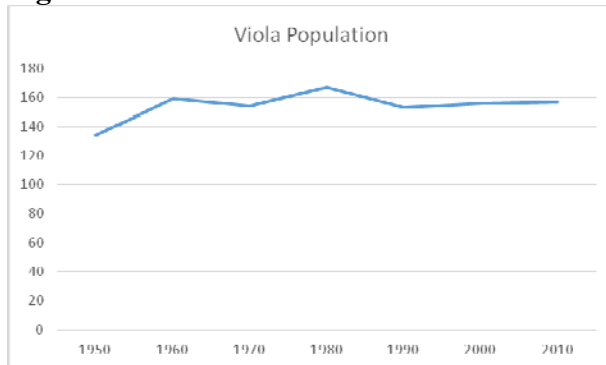
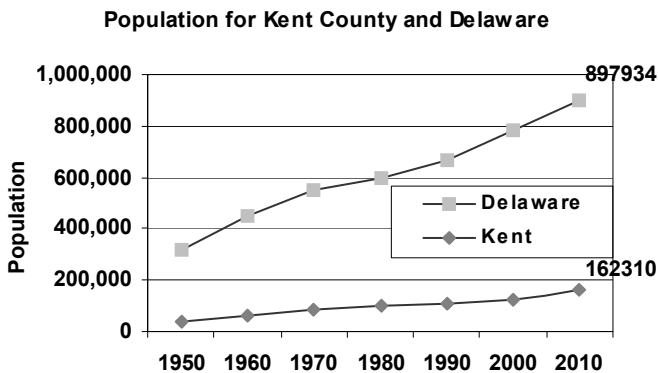


Figure 2



Racial and Ethnic Composition

The U.S. Census 2000 reported similar racial compositions for both the State of Delaware and Kent County. The State was comprised of approximately 74.6% whites, 19.2% blacks, and 6.1% of other races while Kent County was comprised of 73.5% whites, 20.7% blacks, and 5.8% of other races. The Town of Viola is less racially diverse than both the State of Delaware and Kent County. According to the U.S. Census 2010, Viola's population was comprised of approximately 91.1% whites, and 7% blacks. These figures represented a slight increase in

racial diversity from 2000, when blacks made up approximately 4.5% of Viola's population. Table 4 displays the racial compositions of the State of Delaware, Kent County, and the Town of Viola, as reported by the U.S. Census Bureau in 2000 and 2010.

Table 2. Racial Composition, 2000-2010.

Race	State of Delaware	Kent County	Town of Viola	State of Delaware	Kent County	Town of Viola
	2000	2010	2000	2010	2000	2010
White	74.6%	68.9%	73.5%	67.8%	93.6%	91.1%
Black	19.2%	21.0%	20.7%	24.0%	4.5%	7%
Other	2.0%	3.0%	1.0%	2.0%	1.9%	1.9%

Source: 2000 and 2010 Census SF-1

While the number of persons of Hispanic origin has grown significantly in the State of Delaware and Kent County, this has not been the case in Viola. Between 2000 and 2010, the number of persons of Hispanic origin increased from 15,820 to 37,277 in the State of Delaware and from 2,540 to 4,069 in Kent County. The number of persons of Hispanic origin in Viola remained the same, with three persons in both 2000 and 2010.

Age Profile

According to the U.S. Census 2010, Viola's residents are, on average, notably older than residents of the State of Delaware and Kent County. Census 2010 indicates that Viola's median age was 48.1 while the State and County were 38.8 and 36.6 respectively. Table 5 provides a detailed breakout of resident age in the State of Delaware, Kent County, and the Town of Viola.

Table 3
2010 Census

	State	Kent	Viola
Under 5	6.2%	6.9%	5.7%
5-9	6.3%	7.0%	8.3%
10-14	6.3%	6.9%	2.5%
15-19	7.2%	7.6%	2.5%
20-24	7.0%	7.5%	5.1%
25-29	6.4%	6.5%	8.9%
30-34	6.0%	5.9%	5.7%
35-39	6.2%	6.1%	3.8%
40-44	6.8%	6.6%	6.4%
45-49	7.5%	7.4%	8.3%
50-54	7.3%	6.9%	10.2%
55-59	6.4%	5.8%	12.7%
60-64	5.9%	5.5%	5.7%
65-69	4.7%	4.5%	7.6%
70-74	3.4%	3.4%	5.1%
75-79	2.7%	2.6%	0.6%
80-84	1.9%	1.6%	0.0%
85-89	1.2%	1.0%	0.6%
90 & over	0.6%	0.5%	0.0%

Educational Attainment

2010-2014 American Community Survey 5-Year Estimates reported that residents of the Town of Viola have achieved levels of education lower than the State of Delaware and Kent County for high school graduation and generally comparable to the State and County for Bachelor's degree or higher. Table 6 lists educational attainment figures for the State of Delaware, Kent County, and the Town of Viola.

Table 4. Educational Attainment of population over the age of 25.

Jurisdiction	High School diploma or higher	Bachelor's degree or higher
State of Delaware	82.6%	25.0%
Kent County	79.4%	18.6%
Town of Viola	83.5%	21.2%

Source: U.S. Census 2000, Summary File 3.

Housing

Between 2000 and 2010 the number of housing units in Viola remained steady. The 2000 Census listed 62 total units and the 2010 Census listed 64.

Age of housing stock

Housing Occupancy and Tenure

The U.S. Census 2010 reported that 62 of 64 housing units in Viola were occupied. Viola's occupancy rate was higher than both Kent County (92.3%) and the State of Delaware (84.3%).

Renters occupy a smaller percentage of Viola's housing units than they do in Kent County or the state as a whole. The U.S. Census 2010 reported that renters occupied 16.1% of the housing units in town. Renters occupied 27.9% of occupied housing units in the State of Delaware and 28.6% of occupied housing units in Kent County.

Housing Value

As reported by the 2010-2014 American Community Survey 5-Year Estimates, the median value of owner-occupied housing in the Town of Viola was \$167,400.

This is less than the median housing values reported for both the State of Delaware (\$232,900) and Kent County (\$200,200).

Economic Profile

The median household income in the Town of Viola, as reported by the 2010-2014 American Community Survey 5-Year Estimates was \$53,750. This was more than the median household incomes reported for both the State of Delaware (\$47,381) but less than Kent County (\$55,149). Table 8 includes income information for the Town of Viola, Kent County, and the State of Delaware.

Compared to Kent County and State of Delaware residents' income, Viola residents' income is composed slightly less of wage or salary income and slightly more of Social Security and retirement income. 15.2% of individuals in the Town of Viola were reported to have an income below the poverty level. This was generally similar to figures for Kent County and the State of Delaware at 13% and 9% respectively. The Town of Viola observed a notably lower percentage of seniors below the poverty level.

Table 5. Income Data.

	Town of Viola	Kent County	State of Delaware
Median Household Income	\$53,750	\$55,149	\$47,381
% Of households with wage or salary income	87.9%	77%	81%
% Of households with Social Security income	32.8%	33%	27%
% Of households with Public Assistance income	0%	3%	3%
% Of households with Retirement income	27.6%	26%	21%
% Of individuals below poverty level	15.2%	13%	9%
% Of seniors below poverty level	0%	7%	8%

Source: 2009-2013 ACS 5 year estimates, 2010-2014 ACS 5 year estimates. Please note the data referenced has a significant margin of error.

Labor Force

Of the 155 residents over the age of 16 estimated to be living in the Town of Viola by the 2010 – 2014 ACS, about 54.8% were employed and 17.4% were unemployed. The ACS estimates that roughly 27.7% of this population were not in the labor force. Table 9 details occupation classifications for Viola residents.

Table 6 displays the number of Viola residents employed by various industries. Sales and office occupations, Management, business, science and arts occupations employment the most Viola residents. Production, transportation, and materials moving occupations follow in third place

Table 6. Number of Viola Residents Employed, by Occupation

Occupation	Number	Percentage
Management, business, science and arts occupations	26	30.6%
Service occupations	10	11.8%
Sales and office occupations	28	32.9%
Natural resources, construction and maintenance occupations	9	10.6%
Production, transportation, and material moving occupations	12	14.1%
Total	85	100%

The Town of Viola has reviewed the demographic trends as presented in the 2000 and 2010 Census reports. The population of Viola has remained consistent over the past decade. This contrasts with trends in surrounding Kent County and the State of Delaware overall. The demographics indicate an older population with a median age of 48.1 compared to 36.6 in Kent County and 38.8 for the State. The racial composition is less diverse than either the County or State although Viola has seen an increase in the black population that has grown from 4.5% to 7 % between 2000 and 2010. The Hispanic population was unchanged during this time. The Town concurs with these data.

Position on Population and Housing

The stability of the population is important because of the Town's limited land, infrastructure, and financial resources. Crucial to the Town is the expressed wish of the residents for Viola to remain small and to retain its small town atmosphere.

The Town would welcome modest growth that could come with the building of houses on the annexed property (5 +/- houses with /20 +/- residents) and with potential ownership turnovers from those of older residents to families with children (10+/-). Although this addition of 30 residents would be statistically significant, it would not affect infrastructure demands because only five new houses would be built. The very small base number makes any changes appear greater than would ordinarily be considered.

In order to promote homeownership and to maintain and improve housing conditions, the Town will provide links to State of Delaware and other resources in order for residents to be aware of appropriate housing-related assistance on its website. When appropriate the Town will consider participation in housing programs such as it did with the State's energy efficiency program in 2011-2012 through which homeowners received a tax benefit for improving the energy efficiency of their houses and/or major appliances.

The Town will work to maintain a welcoming environment to all current and future residents who seek a small town atmosphere that promotes a high quality of life for all.

A balance of homeownership and rental opportunities should be available. Viola wishes to facilitate residents' ability to maintain and improve their properties through state- or federally-sponsored green initiatives, home improvement including septic and water, and other appropriate efforts. The Town will endeavor to maintain and improve public infrastructure i.e. roads, storm water drainage, and streetlights to accommodate these efforts.

Chapter 2 Municipal Development Strategy

2-1 Future Land Use, Annexation, and Area of Concern

The general sentiment expressed by Viola's residents is that they would like their town to remain largely unchanged. With this in mind, Viola's Planning Commission has adopted a future land use scenario that respects the largely residential and agricultural character of their community. As shown on *Map 4. Future Land Use and Annexation Areas*, future land uses in town are characterized as Residential, Agricultural Residential, or Institutional. Those parcels identified as Residential include all parcels in town currently used in a residential manner and all but one of the currently vacant parcels in town. This future land use category should be translated into residential zoning categories respecting the current lot sizes in these areas. All of the parcels in Viola currently used for agricultural purposes have had their future land use designated as Agricultural Residential. This category should be translated into a zoning category permitting appropriate agricultural uses and residential lots of sufficient size to maintain the agricultural character of these areas. The Institutional future land use category includes those parcels whose existing use is identified as governmental or semipublic and the currently vacant town-owned parcel on Howard Street. These parcels should be zoned to allow for appropriate community uses.

Viola's residents have expressed no significant growth ambitions throughout this comprehensive planning process. Since Viola offers very few municipal services and residents do not wish the town to grow significantly, a small number of parcels have been identified as areas to be considered for annexation only after Viola adopts a zoning ordinance (See *Map 4. Future Land Use and Annexation Areas*).

These areas are parcels that fall partially underneath both county and town jurisdiction. The purpose of identifying these parcels as potential annexation areas is to facilitate consistency and clarity in the determination of jurisdictional boundaries and responsibilities.

Parcels constituting an area of concern have also been identified (See *Map 6. Area of Concern*). While Kent County currently notifies the town of development proposals in the Viola area, the purpose of this area of concern is to highlight areas of particular concern to Viola. It is recommended that the Town coordinate with Kent County to continue the current notification process, and work actively to make their opinions and feelings on development proposals in their identified area of concern known to the County.

2-2 Community Infrastructure

2-2.1 Water Supply

There is currently no public water system in Viola. Water is provided for by individual private wells. Tidewater Utilities holds the CPCN to provide central water service to Viola and already operates a well within town limits. The Town would need to either coordinate with Tidewater or

explore the feasibility of operating its own system if it wished to have central water service in the future.

2-2.2 Wastewater

There is also no public sewer system in Viola. Wastewater is handled by individual, on-site septic systems. Kent County provides sewer service in areas nearby Viola and would be the town's sewer provider if Viola decided to pursue this service. Septic system quality varies throughout town. Some systems are in good repair or have been recently replaced with new systems. Other property-owners may in the near future face the possibility of costly repairs and/or replacement of their septic systems due to failing or near-failing conditions. Of those property-owners who need to abandon a failing septic system, some may have difficulty obtaining a permit for a new septic system due to relatively small lot-sizes. At least in part, this variation in septic system quality creates a variation in opinion among Viola's residents regarding the prospect of the provision of sewer to the town. Generally speaking, those residents who have recently repaired or replaced their septic systems appear to be less in favor of Kent County providing sewer service to Viola than those residents facing septic system repairs or replacement in the near-term.

2-2.3 Transportation

The Town is responsible for the maintenance of 0.67 miles of local roads. These include Temple, Gulden, Church, and the east end of Howard Street. This maintenance is primarily accomplished through the use of Municipal Street Aid Funds. The Town is also responsible for snow removal on these roads. Viola contracts out for snow removal service on an as needed basis.

The remaining roads in town are DelDOT maintained. These include Main Street and Evens Road. There had been concerns raised about speeding through town on Main Street. These concerns have been at least partially addressed by:

- **Enforcement:** Viola's Board of Commissioners with assistance of Delaware Department of Justice reestablished a police force in town and hired part-time police officers.
- **Signage:** The Town worked with DelDOT to increase the visibility of speed limit signage along Main Street, Evens Road and Howard Street.
- **Intersection Control:** The Town could work with DelDOT to investigate the possibility of locating a stop sign or stoplight at the intersection of Howard and Main Streets. This has been accomplished.
- **Road Character:** One reason for speeding along Main Street may be that drivers are unaware of the fact that they are entering a residential community. Viola could work to address this issue in a few ways. The Town could invest in highly visible gateway signage that would alert drivers that they are entering Viola. There are now signs notifying drivers that they are entering the corporate limits of Viola and that speed limits are strictly enforced.
- **Sidewalks:** The Town is reviewing current ordinances regarding sidewalks and researching potential funding options.

The Delmarva Secondary Line of the Norfolk Southern Railroad bisects the town into eastern and western sections and runs parallel to and just west of Main Street. This rail line provides freight service to the entire Delmarva Peninsula.

DART First State does not operate any public transit within Viola. The closest Park and Ride locations are located in Dover and Milford. There is a Park and Pool lot located in Canterbury available for those persons who participate in a car or vanpool. A bus stop has been added in Canterbury. The lack of accessibility to public transit for Viola residents seems to support the Census 2000 figures that report 84.7% of those in the labor force drove alone to work, 0% used public transit to get to work, and 8.3% carpooled.

2-2.4 Community Facilities

Town Government

The official name of Viola's legislative body is the "Board of Commissioners". The board is composed of five members that serve two-year terms. If there are contested seats on the board then registered voters elect the board members in at-large elections with either two or three seats up for election every year. In the recent past, board member seats have typically been uncontested so elections have not taken place. The Commissioners select one from their membership to be President of the board and also appoint a secretary and treasurer.

The town also has an appointed Planning Commission of seven members that was formed for the purposes of completing the update to this Comprehensive Plan.

Postal Service

The U.S. Postal Service operates a post office part-time in Viola at the intersection of Howard and Main Streets.

Schools

With the closing of Viola's schoolhouse, children residing in the Town of Viola now attend schools in the Lake Forest School District. Elementary age children attend Lake Forest North Elementary School in Felton. Viola's children in middle school then attend W.T. Chipman Middle School in Harrington. Finally, Lake Forest High School is located in Felton.

Libraries

There are no public libraries located in the Town of Viola. The closest public library to Viola is located just north of Woodside on Rte 13 in Camden.

Health Care

The health care facilities closest to Viola are Bayhealth Medical Center formerly known as Kent General Hospital in Dover and Milford Memorial Hospital in Milford respectively. Both of these facilities offer a full range of both inpatient and outpatient medical services.

Parks

The largest park facility in the Viola area is Killens Pond State Park. This park is complete with swimming, fishing, boating, and other recreational attractions.

Churches

The Viola United Methodist Church which moved to the town in 1885, is located on Church Street within town. This congregation is for the most part inactive with services offered a few times a year.

Ruritan

A local club of the Ruritan National community service organization is located just east of Viola's town limits. This organization promotes many community activities in the Viola area and its meeting place often accommodates community and government meetings.

2-2.5 Community Services

The public questionnaire conducted in support of this comprehensive plan indicated that the majority of questionnaire respondents were generally satisfied with the quality of community services provided to Viola's residents.

Public Safety

The Felton Community Fire Company provides both fire and emergency medical services to Viola. In addition, Kent County Emergency Medical Services provides paramedic services within the entire county.

Viola has reestablished its own police force, #14. Troop 3 of the Delaware State Police provides service when the part-time police officer is not on duty. A second part-time officer has been employed.

The Town contracts with a local resident to plow and treat the roads when there is a minimum of 3 inches of snow.

Trash Collection

The Town of Viola contracts for trash removal service with Republic Services. In addition the Town receives curbside recycling from Republic. The Town provides a dumpster for yard waste for Town residents through the same company. Residents are billed for this service on their tax bills.

Social Services

The closest State Service Centers are the James W. Williams State Service Center in Dover and the Milford State Service Center. Both locations administer a variety of social service and public health programs.

Senior Services

Senior centers nearby to Viola are located in Camden, Dover, Frederica, and Harrington.

Electric Service

Delmarva Power provides electric utility service to Viola's residents.

Stormwater Management

The Town of Viola is responsible for stormwater management within the town's limits. Traditionally, the church has been the drainage dividing point with water on each side of the church draining to a ditch on that side of the church. The drainage problems have been partially resolved by work of the Kent Conservation District on the north side of town. There are still several areas that need remediation.

2-2.6 Identified Issues and Future Needs

Transportation Safety: Traffic speeding through Viola on Main Street creates safety concerns for both pedestrian and automobile traffic in town. A variety of options to deal with this issue have been identified and discussed above. In order to maintain a safe and secure environment, the Town has hired part-time police officers to address the issue of speeding.

Stormwater Management: Just over a quarter of respondents to Viola's public questionnaire indicated that they were not satisfied or were very unsatisfied with stormwater management in town. This finding highlights the continuing need to either construct new drainage ditches or repair the existing drainage ditches in town. The parcel of land east of the Tidewater facility on East Evans Road is being considered as a green zone water recharge area.

Water Supply and Wastewater Disposal: Viola has three basic options to consider regarding water supply and wastewater disposal. First, the Town could pursue sewer service in the near-term and not take any immediate action on the provision of a central water system. Next, the Town could pursue the possibility of both sewer service and a central water system in the near-term. Finally, the Town could take no immediate action on the possibility of either central sewer or water service. The Town has decided that no action in the foreseeable future will be taken regarding public sewer service.

Town Park: 59% of respondents indicated interest in parks or open space. The Town has examined the possibility of locating a park on the town-owned site. Concerns persist over the ability to pay for liability insurance and addressing similar safety issues.

2-2.7 Recommendations

Upgrade Stormwater Management Facilities: The Kent Conservation District has coordinated Phase II of the drainage project which was worked on in the late summer of 2018. A modification to the work performed at one area on Temple Street will commence in the near future.

Explore Park Partnership and Funding Opportunities: It is clear that while many residents would like for a park to be located within Viola's limits there remain multiple concerns regarding safety, maintenance, liability, etc.

Community Character and Design

Viola's location along the railroad and amidst agricultural areas has largely influenced the town's pattern of development. The town of Viola remains a small community with evident agricultural and railroad influences. The results of this plan's public participation process indicated that there was a strong desire among residents to preserve Viola's existing small-town atmosphere.

In the summer of 2002, the Delaware State Historic Preservation Office (SHPO) identified a potential historic district in Viola. This district, encompassing a sizable portion of the town's land area, was considered eligible for National Historic Register listing based on the architectural significance of its buildings dating from the late 19th to mid 20th century, and for the district's historic role as a commercial hub for surrounding farmland. SHPO's evaluation of the district's eligibility also described this portion of the town as a "well preserved example of a small Kent County town that developed along the railroad line."

The railroad and Main Street run parallel to each other and divide the town into eastern and western portions. Howard Street and Evens Road run east to west through town, perpendicular to Main Street and the railroad. The remaining streets in Viola are side streets and alleyways confined to the area south of Howard Street and east of the railroad. Sidewalks line the east side of Main Street. While sidewalks are not prevalent throughout the rest of town, the lack of significant traffic on most streets in town allows for a fairly pedestrian friendly environment.

Residential uses characterize the majority of the parcels in town. All of the houses in town are of the single-family, detached variety. Reflective of Viola's agricultural heritage, parcel sizes in town indicate a fairly low residential density of approximately 2.5 dwelling units per acre. There are also several large working agricultural parcels in town. The few parcels in town that are not used either residentially or agriculturally include the post office on the corner of Howard and Main Streets and the Viola United Methodist Church.

Viola is located on a relatively flat tract of land, just west of U.S. Route 13. No wetlands have been delineated within the Town, however, the entire town lies within an area identified as having excellent recharge potential (See *Map 5. Recharge Area and Floodplain*). The town is located within the boundaries of the Murderkill River Watershed. Due to high nutrient and bacteria levels, DNREC has identified this segment as quality-limited water.

Section 303(d) of the Clean Water Act requires the determination of Total Maximum Daily Loads (TMDLs) for quality-limited waters. A TMDL is the maximum amount of a pollutant that a waterbody can assimilate and still maintain a sufficient level of water-quality. The TMDL for the entire Murderkill River, promulgated in 2001 by DNREC, is 966.3 pounds per day (lbs/d) for nitrogen, 123.3 lbs/d for phosphorus, and 672.1 lbs/d for oxygen consuming compounds.

2-3.1 Identified Issues and Future Needs

Zoning Code: In October 2004 the Town of Viola adopted Land Development Ordinance. A zoning code is an important measure that can help to maintain Viola's community character by specifying permitted uses and intensity of uses within the town.

Historic character: Delaware's State Historic Preservation Office has identified an area in Viola as potentially eligible for listing on the National Register of Historic Places. Listing this district as a national historic district would likely increase town and area residents' knowledge of Viola's historic character while not placing restrictions on the actions that homeowners in that district may undertake. Additionally, properties listed on the National Register of Historic Places are eligible for a variety of financial incentives in the form of federal, state, and county historic preservation tax credits and grants. The Town of Viola is considering the option of establishing an historic district.

Excellent Recharge Area: The entire area of the town has been identified as an excellent ground-water recharge area by DNREC. This designation means that this area has properties that allow for the best ability to transmit water from the surface to the water table. Particularly since all of the town's residents rely on individual wells, it is important to protect these areas so that ground-water will be properly replenished.

Murderkill River TMDL: *Murderkill River TMDL: The TMDL(s) for the Murderkill watershed was first developed in December 2001 and revised in 2005.* Water quality monitoring performed by DNREC has shown that the waters of the Murderkill River and several of its tributaries and ponds are impaired as the result of low dissolved oxygen and high nutrients. Low concentrations of dissolved oxygen are harmful to fish, shellfish, and other aquatic life. Excessive nutrient levels can result in decreased water clarity, reduced diversity of native species of plants and animals, and possible human health effects. The Murderkill River TMDL calls for reductions in both point and non-point sources of pollution in the watershed. In this watershed, 30% and 50% nitrogen and phosphorus respectively must be reduced from baseline conditions. Additionally, 32% and 65 % must reduce bacteria from baseline conditions in fresh and marine waters, respectively. While there are no point sources of pollution in Viola, the mandated reduction of non-point source pollution will impact Viola.

2-3.2 Recommendations

Historic District: The Town of Viola is considering the option of establishing an historic district. The Town will request for SHPO to resend study on Viola.

Compliance with TMDLs: The Town of Viola will coordinate with DNREC in order to comply with the TMDL regulation of the Murderkill River Watershed.

Farmland Preservation: The Town will coordinate with Department of Agriculture with regard to farmland preservation within the Town limits.

2-4 Redevelopment

No pressing redevelopment issues have been identified in the Town of Viola. Houses in town are generally well maintained. With the presence of existing problems at a minimum, Viola's redevelopment strategy should be focused on a proactive approach that seeks to address issues before they become pressing concerns.

2-4.1 Identified Issues and Future Needs

Older Housing Stock: According to the U.S. Census 2000, a significant portion of the houses in Viola was constructed prior to 1940. The age of the housing stock could create maintenance concerns. Older homes are generally associated with an increased need for and greater expense related to maintenance.

In 2011/2012 the Town participated in the energy audit program which provided incentives for homeowners to have an energy audit conducted and to have identified problems such as lack of insulation addressed. Several households participated in this program managed by DNREC.

2-4.2 Recommendations

Remain Attentive to Condition of Housing Stock: To date, Viola's older housing stock has not created significant concerns. It is important that the Town continues to ensure a sound housing stock for its residents. If new problems in property upkeep are observed, the Town should consider coordinating with Kent County to inspect properties in Viola. If a problem became more widespread and residents were increasingly unable to pay for needed repairs, Viola could consider contacting the Delaware State Housing Authority for assistance.

Chapter 3 Implementation

3-1 Zoning Ordinance Development, Adoption, and Administration

The primary recommendation of the 2004 plan was that the Town of Viola develop, adopt, and begin to administer a zoning ordinance as soon as possible. This has been accomplished.

Kent County committed to assist with the administration of Viola's zoning ordinance. This arrangement has been formalized and is working well.

3-2 Summary of Recommendations and Actions

These recommendations are listed below and discussed in detail in the appropriate sections of this plan.

<i>ISSUE</i>	<i>STATUS</i>
<i>Work with DelDOT to Evaluate Transportation Safety Options:</i>	<i>Completed</i>

Upgrade Stormwater Management Facilities: Work performed; one modification to be completed.

Petition Residents Regarding Desirability of Sewer: Accomplished

Upgrade Streetlights as Feasible: Accomplished/Monitor

Explore Park Partnership and Funding Opportunities: On hold

Assess Residents' Opinions Regarding Historic Assets: Still open

Remain Attentive to Condition of Housing Stock: Continue to monitor

Compliance with TMDLs: Coordinate with DNREC

3-3 Coordination

In order to continue to administer this plan, the Town of Viola will need to coordinate its actions with, and seek assistance from various organizations. The details of the need for this coordination have been discussed throughout the plan. The coordination efforts necessary for Viola's plan implementation are summarized in Table 10.

Table 10. Summary of Necessary Coordination Efforts.

Organization	Associated Implementation Task(s)
DNREC	Compliance with TMDLs
Kent Conservation District	Upgrade Stormwater Management Facilities: Phase II worked on late summer 2018 ; modification to be completed to this Phase II work.
Kent County	Administer Zoning Ordinance
Murderkill Tributary Action Team	Compliance with TMDLs
Office of State Planning Coordination	Town to participate in PLUS process as necessary and coordinate on other

	planning issues relevant to the Town of Viola
Dover/Kent County MPO	Town will attend/participate as appropriate
Various civic organizations	Town purchased church property from Felton Viola United Methodist late summer 2018 for use as Town Hall

Appendix A: Maps

Map 1. 2012 Aerial and Town Boundary

Map 2. Current Land Use 2017

Map 3. State Strategies 2015

Map 4. Future Land Use and Annexation Areas

Map 5. Recharge Area and Floodplain

Map 6. Area of Concern



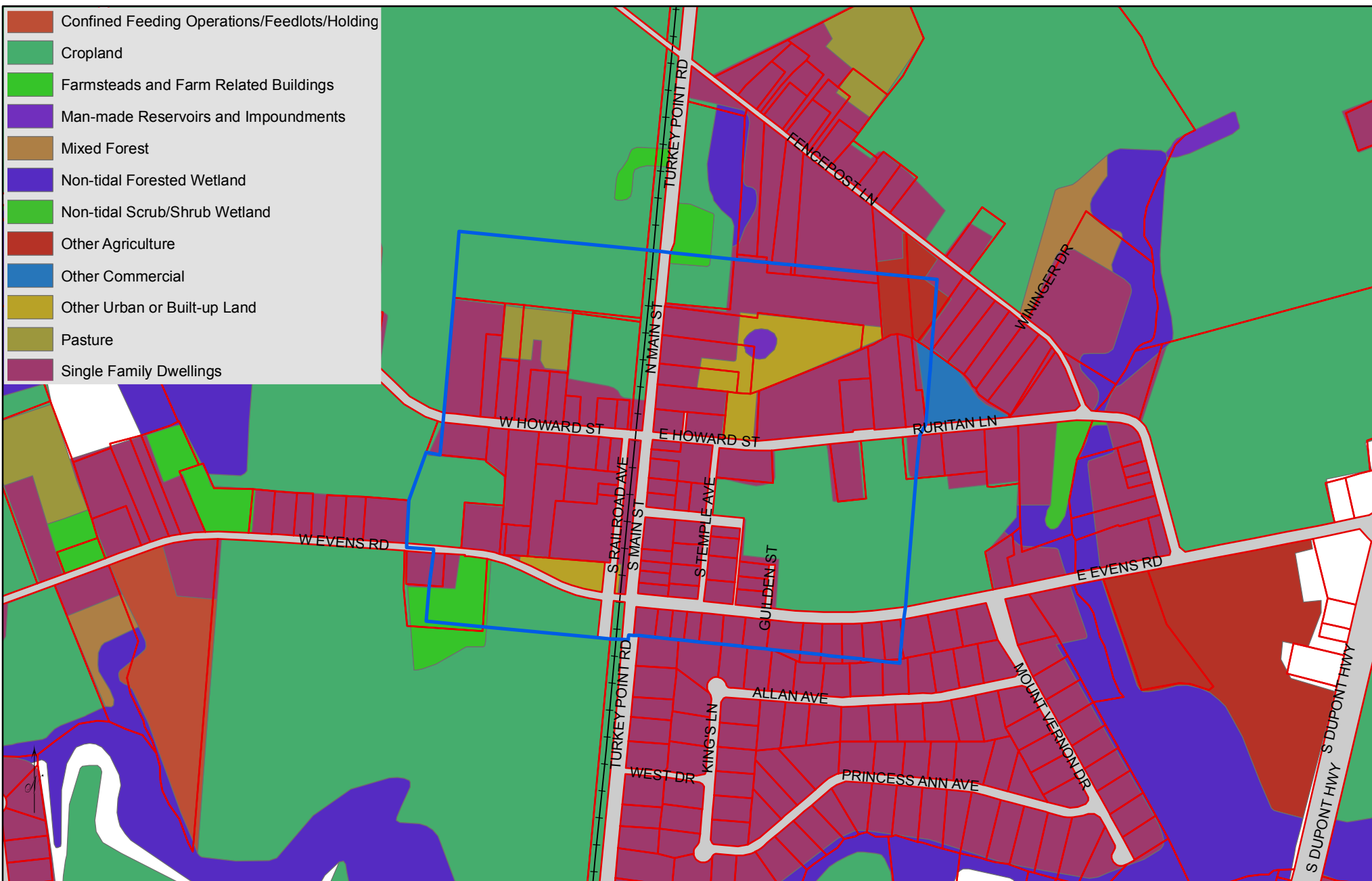
- Town Boundary
- Parcels

Town of Viola

Date: 10/24/2017

Map 1 – 2012 Othphoto and Town Boundary

Map prepared for the Town of Viola by the Kent County GIS Division.
This map is for informational purposes only and Kent County does not take any responsibility for the accuracy of the information shown.



Kent County Parcel Map

Town of Viola

Date: 10/24/2017

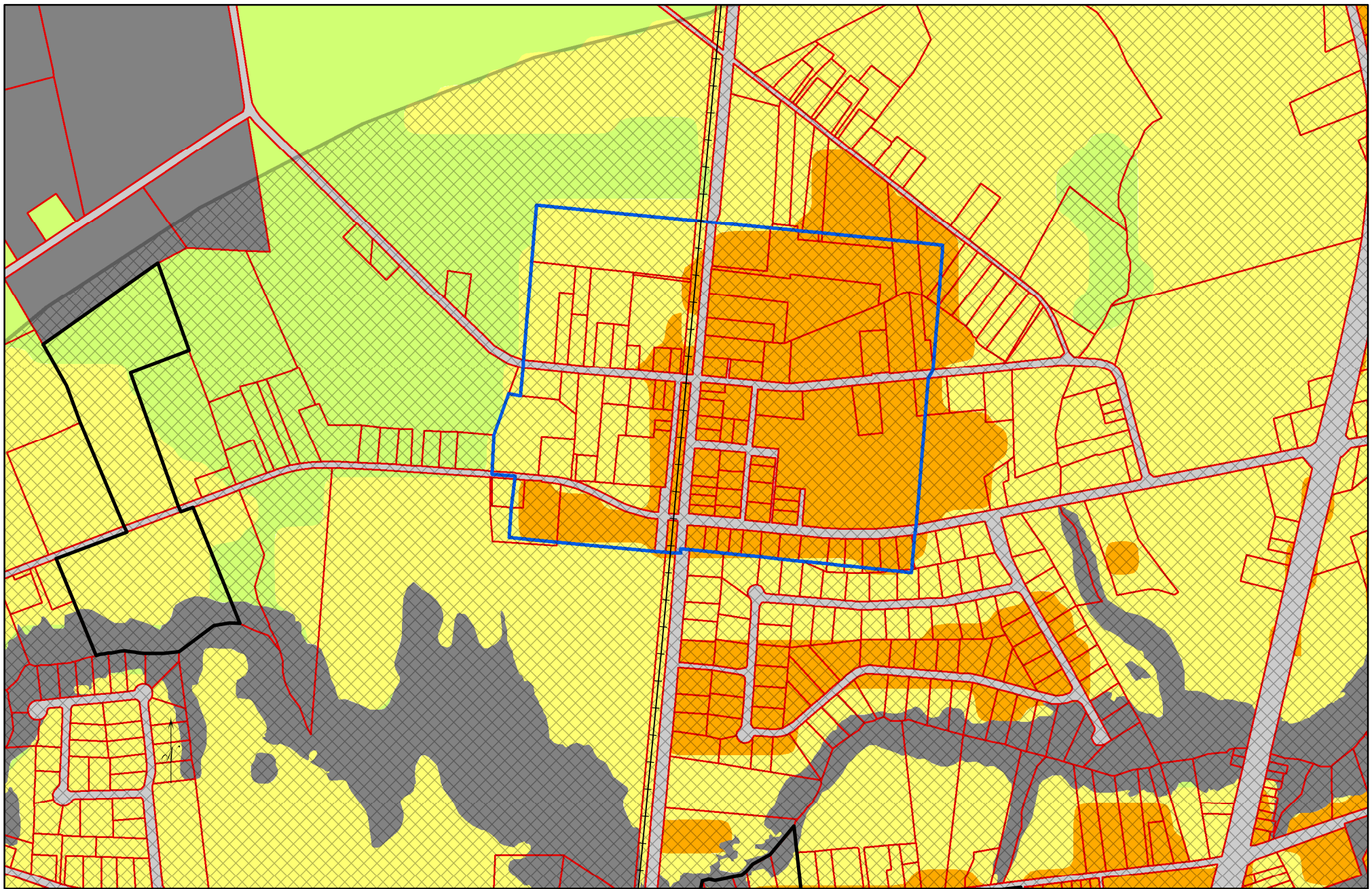
 Parcels  Town Boundary

Map 2 – Current Land Use

Map prepared for the Town of Viola by the Kent County GIS Division.

This map is for informational purposes only and Kent County does not take any responsibility for the accuracy of the information shown.

Additional information
provided by:
FirstMap@DE



2015 State Strategies

- | | | |
|--|--|--|
| Level 1 | Level 3 | Out of Play |
| Level 2 | Level 4 | |

Town Of Viola

Map 3 – State Strategies and Sewer District

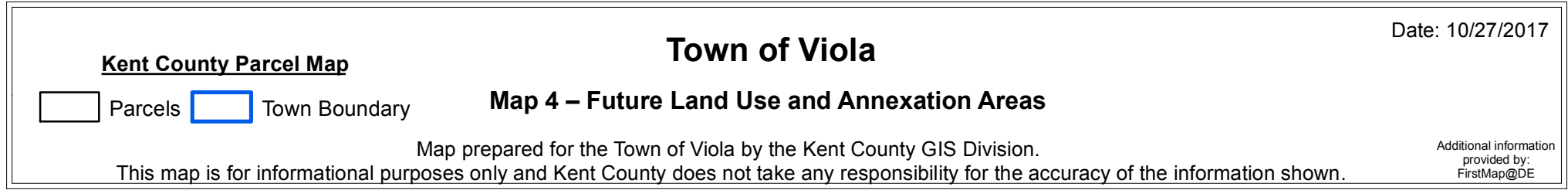
- | | |
|---|--|
| Town Boundary | Growth Zone |
| Parcels | SewerDistrict |

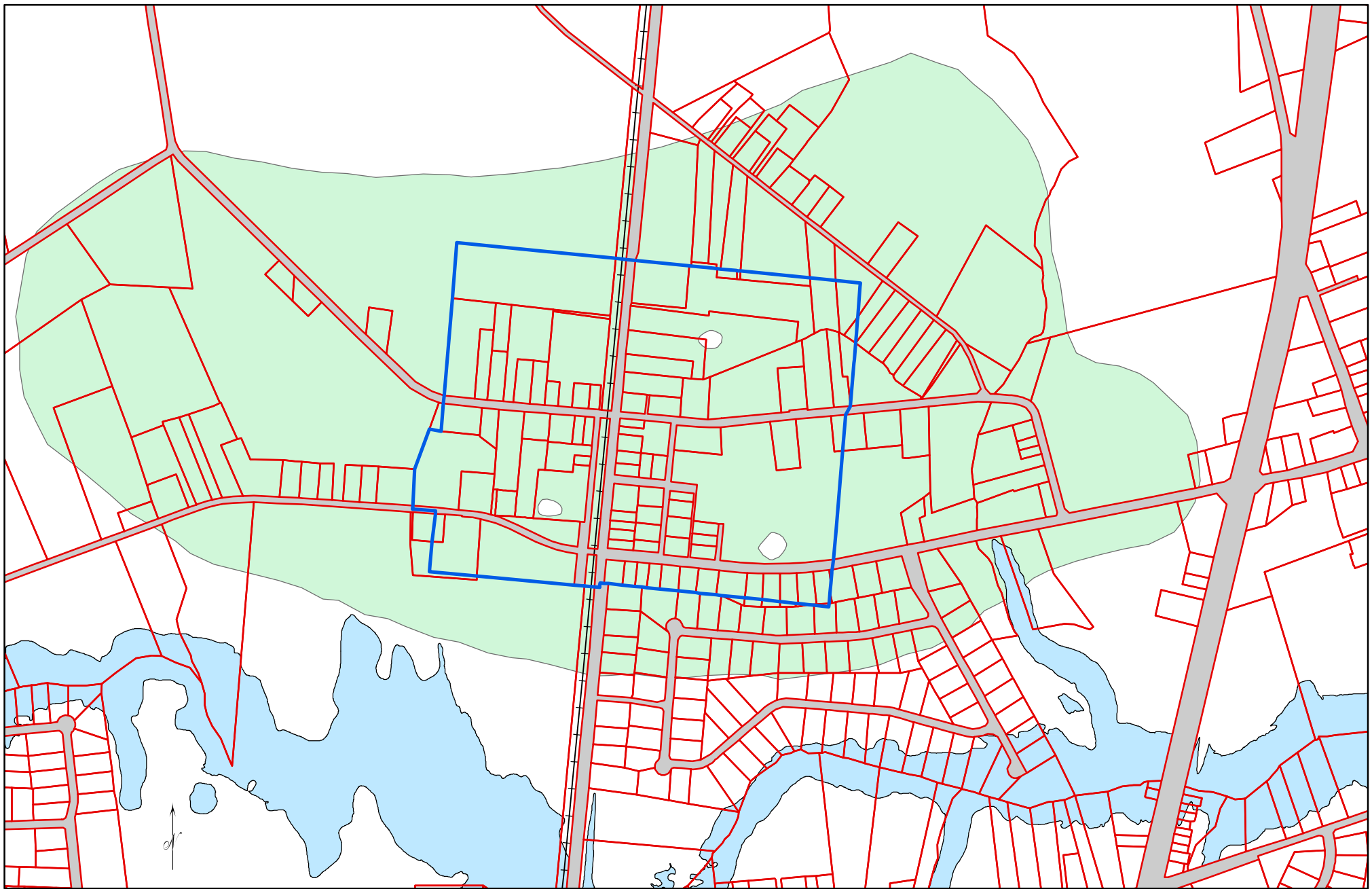
Date: 10/24/2017

Map prepared for the Town of Viola by the Kent County GIS Division.

This map is for informational purposes only and Kent County does not take any responsibility for the accuracy of the information shown.

Additional information
provided by:
FirstMap@DE





Date: 10/24/2017



Recharge Area and Floodplain

Town Of Viola

Kent County Parcel Map

 Floodplain  Recharge Area

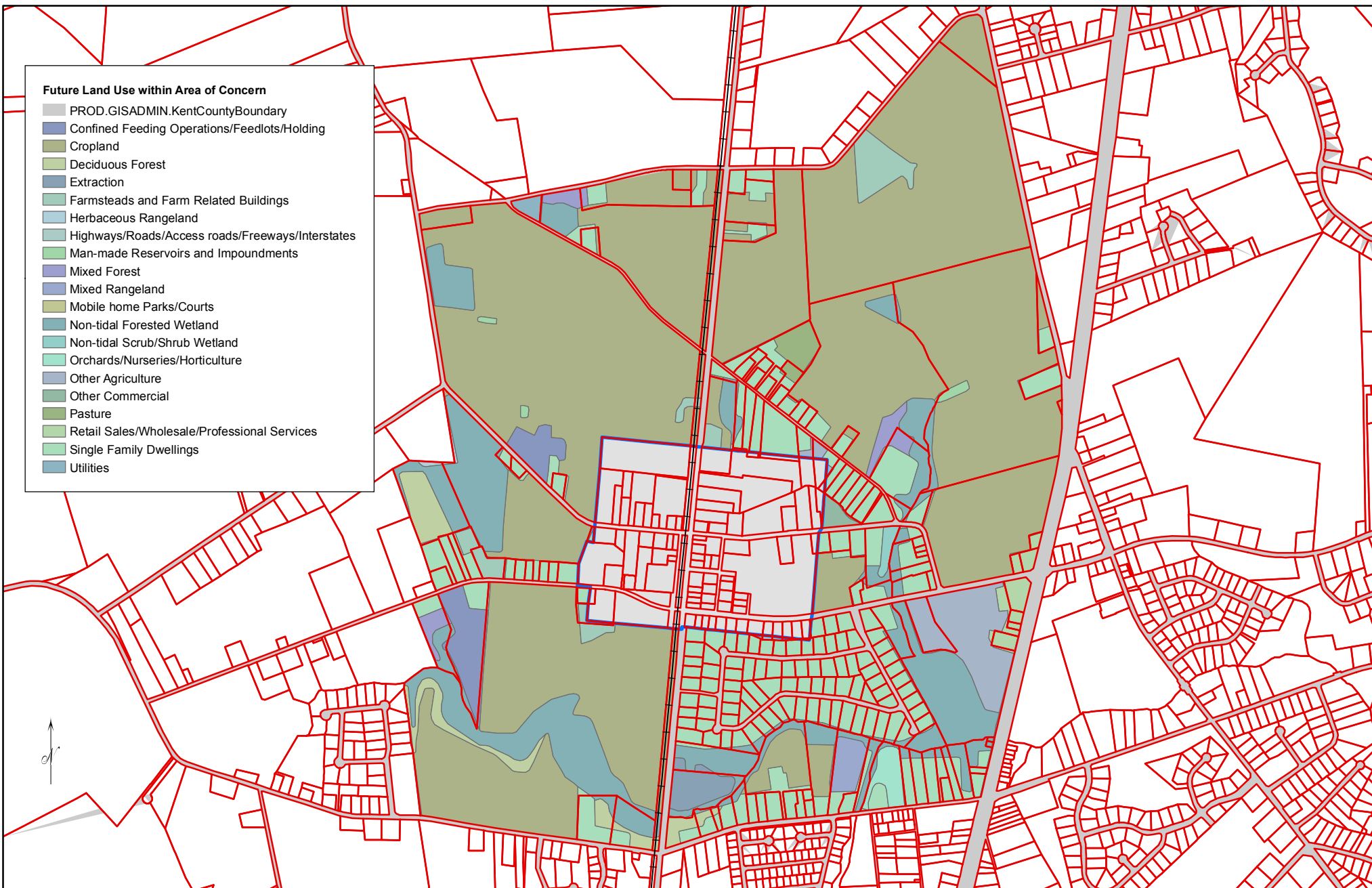
Map 5 – Recharge Areas and Flood Plain

 Town Boundary  Parcels

Map prepared for the Town of Viola by the Kent County GIS Division.

This map is for informational purposes only and Kent County does not take any responsibility for the accuracy of the information shown.

Additional information
provided by:
FirstMap@DE





Town of Viola

Date: 10/24/2017

Kent County Parcel Map

Map 6 – Area of Concern

 Parcels  Town Boundary

Map prepared for the Town of Viola by the Kent County GIS Division.

This map is for informational purposes only and Kent County does not take any responsibility for the accuracy of the information shown.

Additional information
provided by:
FirstMap@DE