

2014 Report on State Planning Issues



Prepared for the Governor &
the 148th General Assembly

Presented by
The Cabinet Committee
on State Planning Issues

OCTOBER 2014

Acknowledgements

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This report has been prepared by the Delaware Office of State Planning Coordination, in concert with and on behalf of the Cabinet Committee on State Planning Issues, in accordance with 29 Delaware Code Chapter 91. The Cabinet Secretaries and State agency staff provided data, ideas, expertise, and editorial comments to the OSPC staff to assist in the preparation of this report.

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STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF STATE PLANNING COORDINATION

October 1, 2014

Dear Governor Markell and the Members of the 148th General Assembly,

On behalf of the **Cabinet Committee on State Planning Issues** I am pleased to present this 2014 Report on State Planning Issues. This report details our activities over the past year and presents an agenda for the current program year. The activities highlighted in this report demonstrate how our office and the State agencies continue to work toward implementing Governor Markell's land use agenda (outlined on page 2 of this document) to create a more efficient and effective government, which in turn fosters economic growth and enhances our quality of life.

With this report, we are excited to highlight several new initiatives we feel will promote both the Governor's and the Cabinet Committee on State Planning Issues' goals and objectives for land use as noted here:

- **Downtown Development Districts (DDD):** The Downtown Development District Act was created to leverage state resources in a limited number of designated areas in Delaware's cities and towns to: spur private investment in commercial business districts and other neighborhoods; improve the commercial vitality of our cities and towns; and, help build a stable community of long-term residents in our downtowns and other neighborhoods. Selected districts must include a traditional mixed-use downtown area, commonly known as a Central Business District. Under the Act, investors (both nonprofit and for-profit) who make qualified real estate improvements in a district would be entitled to receive DDD Grants of up to 20 percent of their "hard costs" such as exterior, interior, and structural improvements.
- **Fort DuPont Complex Master Plan:** Under a new master plan developed over two years, Fort DuPont is expected to undergo a transformation into a lively community of residents living in renovated historic homes and new canal housing. Some envision the area becoming an attraction for boaters, eco-tourists and history buffs. To help implement this master planning vision, Governor Markell signed House Bill 310. This Act creates the Fort DuPont Redevelopment and Preservation Corporation, the entity that will spearhead the renovation, redevelopment, and preservation of the complex.
- **FirstMap—Delaware's Enterprise GIS System:** For over 15 years, the State of Delaware has worked toward implementing a centralized repository for all shared geospatial data. Most recently, the Office of State Planning Coordination (OSPC) worked closely with the Department of Technology and Information (DTI) and many other state agencies in developing FirstMap, which was successfully launched in September 2014. This launch included a website to provide users with information (<http://firstmap.gis.delaware.gov/>), instructions and links to the geospatial data, as well as an online mapping application providing agencies the capability to share information with their constituents. Among other things, this infrastructure provides storage for extremely large datasets (aerial imagery) and reduces the data storage needs for all state agencies.

As this report shows, the **Cabinet Committee on State Planning Issues** along with the OSPC and other state agencies remain dedicated to working with our local governments to achieve a vision of Delaware that keeps it a great place to live and work while supporting an environment that grows businesses and preserves our critical natural and fiscal resources through sensible land use planning practices.

Feel free to contact my office if you have any questions or comments concerning this report.

Sincerely,

Constance Holland, AICP
Director, Office of State Planning Coordination

Purpose of Report

As required by 29 Delaware Code Chapter 91 § 9101 (d), the Cabinet Committee on State Planning Issues (CCSPI) is to provide a report to the Governor and General Assembly on its recent activities as well as propose legislative and/or administrative changes to improve the general pattern of land use within Delaware.

This report highlights the outcomes of the Committee's support, through their representative agencies, of implementing the *Strategies for State Policies and Spending*, including a brief analysis on development and demographic trends that support the recommendations for future action contained herein.



Grand opening of 302 Fitness in downtown Milton, Del.

The Office of State Planning Coordination

This report is prepared by the Office of State Planning Coordination (OSPC) on behalf of the CCSPI. The OSPC reports to the Governor's Office and works closely with the CCSPI. The OSPC's mission is the continual improvement of the coordination and effectiveness of land use decisions made by State, county, and municipal governments while building and maintaining a high quality of life in the state of Delaware.

The OSPC meets its mission through

- ◆ Coordinating state, county, and local planning efforts.
- ◆ Coordinating state agency review of major land-use-change proposals prior to submission to local governments.
- ◆ Researching, analyzing, and disseminating information concerning land use planning.
- ◆ Meeting the information and resource needs of all state agencies and local governments.
- ◆ Coordinating the spatial data and geographic information (GIS) needs of state agencies and local governments.

The Governor's Land Use Agenda

Governor Markell recognizes the important role that land use planning has in implementing his overall agenda and has focused his land use agenda—as elaborated on in the 2010 *Strategies for State Policies and Spending*—around the following principals:

- ◆ **Develop a More Efficient and Effective Government** by coordinating local land use actions with State infrastructure and service delivery, largely through implementing the *Strategies for State Policies and Spending*.
- ◆ **Foster Economic Growth** by enabling a predictable and transparent land use review and permitting process and leveraging state and local investments in infrastructure.
- ◆ **Improve Educational Opportunities** for Delaware's children by working with school districts and local governments to locate new schools in cost-effective neighborhood settings in accordance with the *Strategies for State Policies and Spending* and local government comprehensive plans.
- ◆ **Enhance the Quality of Life for All Delawareans** by creating "Complete Communities" rich in amenities and services, encouraging a range of choices for residence and businesses, and protecting natural resources and our agricultural economy.



Former U.S. Representative and Governor Mike Castle cuts the ribbon opening the Mike Castle portion of the multi-use path in St. Georges, Del. named in his honor. (Photo by James Pernol)

Land Use Planning in Delaware – A Brief Overview

- ◆ Land use decisions are made at the county and municipal levels.
- ◆ The majority of infrastructure and services needed to support such decisions are provided by the State.
- ◆ The guiding documents for land use decisions are the local comprehensive plans, which are reviewed at least every five years and updated at least every ten years.
- ◆ Comprehensive plans are legal documents with the force of law, requiring development to be consistent with certified comprehensive plans.
- ◆ Comprehensive plans must be implemented within 18 months of adoption by amending the official zoning map(s) to rezone all lands in accordance with the uses and intensities of uses provided for in the future land use element of the comprehensive plan.
- ◆ The State's overall guide to land use policy is articulated in the *Strategies for State Policies and Spending*, which is updated every five years.
- ◆ The comprehensive plans are certified by the State as to their consistency with the State land use policies as articulated in the current *Strategies for State Policies and Spending*.
- ◆ The Preliminary Land Use Services (PLUS) review process coordinates land use with local governments, whereby major land use change proposals, e.g., large subdivisions proposals, comprehensive plan amendments and comprehensive plan updates are reviewed by State agency representatives along with local government representatives and developers.



Groundbreaking for Uzin Utz Manufacturing North America, Inc. in Dover, Del.

The Policy Framework for Land Use Planning in Delaware

Background

One of the major goals for land use planning in Delaware is to direct development to growth areas as agreed to by State and local governments as articulated in the *Strategies for State Policies and Spending* and local comprehensive plans. These are areas where State, county, and local governments are prepared for development with existing infrastructure and/or where infrastructure investment is planned.

We continue to make progress toward this goal due to the many significant actions that have occurred since the mid 1990s, which have led to a more efficient land use planning process, including the reestablishment of the Cabinet Committee on State Planning Issues, the development of the PLUS process, and the development of the *Strategies for State Policies and Spending* in 1999 (updated in 2004 and 2010). Also, the local comprehensive planning process was strengthened through legislation that included giving comprehensive plans the force of law, the creation of a comprehensive-plan certification process, a requirement to implement approved comprehensive plans, and other related initiatives.



Governor Markell greets students at the expanded East Side Charter Pre-K School

The State Role in Land Use

Delaware is growing and changing, in population size, composition, and where people live. Though land use decisions are made by local jurisdictions (municipal and county), the impact of local government land use decisions, land development patterns, and each Delawarean's decision of where to live affects us all statewide. The effect can be felt both fiscally—as taxpayers—and in the livability of our state.

Unlike most other states, Delaware's State government provides many of the services and a great deal of infrastructure throughout the state. For example:

Roads and Other Facilities — The State maintains approximately 90 percent of Delaware roads, as compared to a national average of 20 percent. This includes more than 14,000 lane miles, 1,600 bridges, 1,200 traffic signals, 54 Park-and-Ride facilities, and 250,000 signs.

Schools — The State provides between 70 and 80 percent of school operating funding and provides between 60 and 75 percent of educational-facility capital-construction funding, depending upon a local school district's relative property wealth.

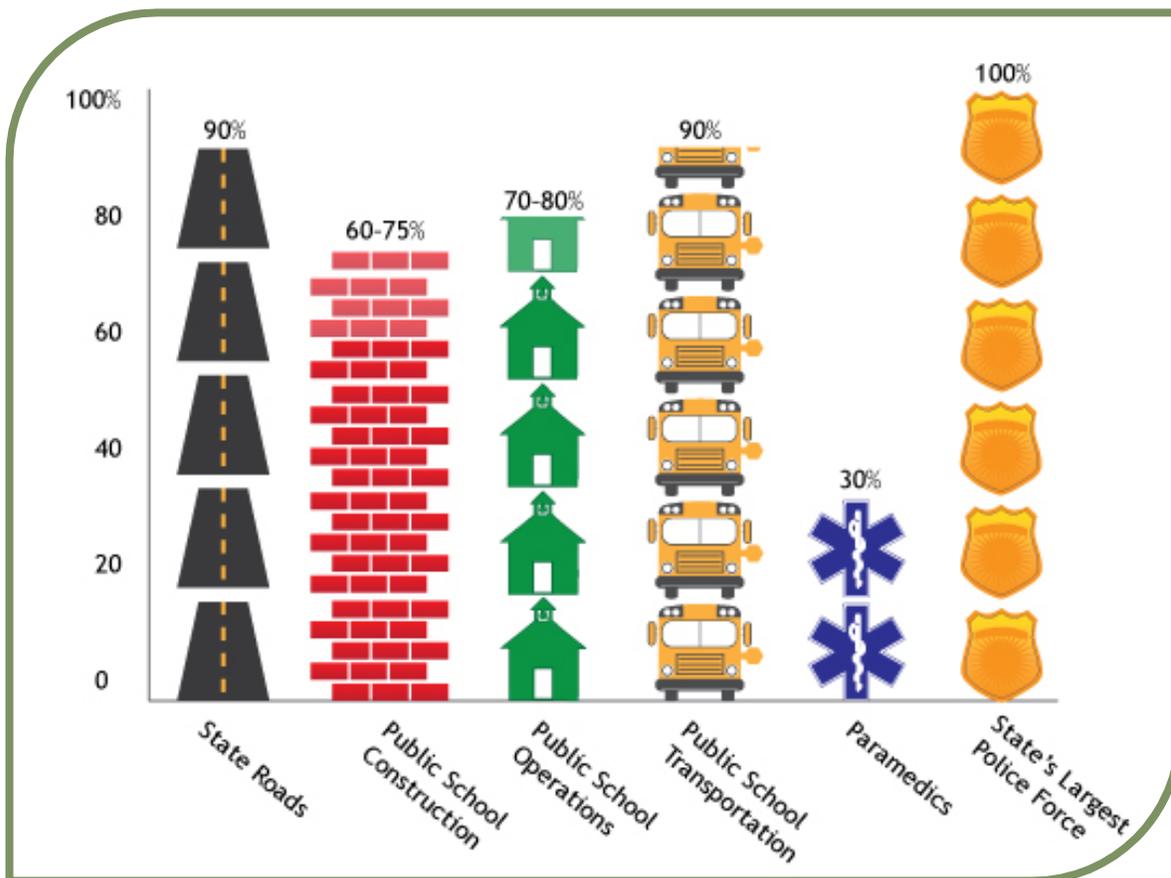
School Transportation — The State provides 90 percent of school transportation costs.

Police and Paramedic Services — The State Police is Delaware's largest police force, and the State provides 30 percent of paramedic funding to local jurisdictions.

In addition to the services already mentioned, the State also provides the following:

- ◆ **Service Centers** – The State funds 15 State Service Centers that deliver more than 160 programs and services on approximately 600,000 visits annually.
- ◆ **Delaware Transit Corporation (DTC)** – In 2013 just over one million paratransit trips were made by DTC at a per-person cost to the State of approximately \$54, compared to \$5 per-person cost of a fixed-route DART bus ride with about 10.2 million riders.

As can be seen from the above, State government has a large stake in where and how land is developed, and as such, the cost of providing these services is greatly affected by our pattern of land use. In general, the more spread out we are, the more costly it is for taxpayers. Thus, for the State to allocate resources efficiently, we need to determine a clear path to our goal of conserving our fiscal and natural resources. If State and local governments aren't working together, a great deal of waste and inefficiency can occur. The two most important documents to insure a coordinated approach are the local comprehensive plan and the *Strategies for State Policies and Spending*.



As illustrated above, Delaware's State government provides many services and infrastructure needs throughout the state

Cabinet Committee on State Planning Issues

One of the most significant actions in regard to improving the coordination of land use activities was the re-establishment of the Cabinet Committee on State Planning Issues in 1994. The Committee's primary purpose is as an advisory body to promote the orderly growth and development of the State, including recommending desirable patterns of land use and the location of necessary major public facilities. In essence, the mission of the Cabinet Committee is to advise the Governor and General Assembly on coordinating the State's provision of infrastructure and services with the land-use decision-making process that is controlled by local governments.

The Strategies for State Policies and Spending

The *Strategies for State Policies and Spending*, last updated in 2010, is the key policy document that provides a framework for land use planning in Delaware. The next update of this document will begin sometime in 2015. Developed by the Cabinet Committee on Planning Issues to fulfill its directives under Title 29, Chapter 91 of the Delaware Code, the

Strategies for State Policies and Spending provide a framework for the infrastructure and service investments by state agencies. The *Strategies for State Policies and Spending* is used in a variety of ways, including for State agency capital budgeting, PLUS reviews, school site reviews, and public facility locations. Local governments rely on this document for the preparation of comprehensive plans, especially as they relate to Titles 9 and 22 of the Delaware Code and are certified by the State as directed by Title 29, Chapter 91 of the Delaware Code.

The Preliminary Land Use Services (PLUS) Review Process

Another tool developed to coordinate state- and local-government land use activities is the PLUS review, which looks at certain size development activities and comprehensive plan updates, and amendments. This is a monthly review process that brings State and local land use officials together with developers to review development proposals and feasibility studies in the earliest stages of the development process to note possible issues and make suggestions before a developer has invested substantial funds in a project.

Strategies Purpose

To coordinate land use decision-making with the provision of infrastructure and services.

Why Coordinate?

- ◆ *Land use decisions are a local responsibility.*
- ◆ *The provision of infrastructure and services is a State responsibility.*
- ◆ *If the above aren't coordinated, then waste and inefficiency can occur.*

Highlights from 2013-2014

State Government has worked on a variety of projects and initiatives during the 2013-2014 time period in accordance with the Governor's agenda. The Office of State Planning Coordination (OSPC) has carried some of these initiatives out, while others are programs and functions administered by the various state agencies. This section includes a summary of the most noteworthy activities that have occurred this year.

Legislative Initiatives from the 147th General Assembly that Relate to Planning

Senate Bill 191, The Downtown Development Districts Act of 2014

This Bill was passed by the General Assembly on April 3, 2014, and signed by the Governor on June 5, 2014. Governor Markell proposed the Downtown Development Districts Act of 2014 (the Act) that was enacted by the General Assembly in order to:

- ◆ Spur private capital investment in commercial business districts and other neighborhoods;
- ◆ Stimulate job growth and improve the commercial vitality of such districts and neighborhoods;
- ◆ Help build a stable community of long term residents by improving housing opportunities; and,
- ◆ Assist municipalities in strengthening neighborhoods while harnessing the attraction that vibrant downtowns hold for talented people, innovative small businesses, and residents from all walks of life.



Signing of Senate Bill 191, The Downtown Development Districts Act of 2014

Downtown Development Districts (DDD) will be a small number of areas in our cities, towns, and unincorporated areas that will qualify for development incentives and other state benefits. Districts must include a traditional mixed-use downtown area, commonly known as a Central Business District (CBD)¹. Districts must be no more than 85 acres in area for jurisdictions with a population under 9,000² persons, no more than 170 acres in area for jurisdictions with a population between 9,000 and 30,000 persons, and no more than 225 acres in area for jurisdictions with a population over 30,001 persons. Municipalities must apply for District designation. In the case of unincorporated areas, counties must apply. Applications are due November 1, 2014.

Under the Act, investors (both nonprofit and for-profit) who make qualified real estate improvements in a District would be entitled to receive DDD grants of up to 20 percent of their “hard costs” such as exterior, interior, and structural improvements. The incentive is modeled after a similar program in Virginia, which has been extremely successful in leveraging significant amounts of private capital in under-served areas. The OSPC is charged with managing the application process, and Delaware State Housing Authority (DSHA) will be administering the grants. Investors would need to invest at least \$25,000 in a building or facility to qualify, and the 20 percent incentive would only qualify with respect to investments above \$25,000. For example, an investor making \$45,000 worth of qualifying investments in a District would be entitled to a DDD grant of up to \$4,000 (i.e., 20% of \$20,000). The Act gives DSHA the authority to cap the amount of grants and to establish further conditions and limitations.

House Bill 310, an Act to Establish a Fort DuPont Redevelopment Corporation

This Bill was passed by the General Assembly on June 30, 2014, and signed by the Governor on July 23, 2014. This Act creates the Fort DuPont Redevelopment Corporation, along with a board of trustees and an advisory council, to oversee the economic redevelopment of the Fort DuPont Complex (see a project description under “Master Planning Activities” below) near Delaware City while preserving the historical and environmental interests of the Complex and surrounding areas. The Act allows the Corporation to take title to the land and to manage redevelopment through sales, leases, or other means and to take necessary steps to implement the pending redevelopment plan. The Act also provides a mechanism for the City of Delaware City to annex the land and upon that action, the Corporation will be required to comply with all laws of the State of Delaware and the City of Delaware City in the exercise of its powers.

Delaware Coalition for Healthy Eating and Active Living (DE HEAL) Access to Healthy Communities in the Built Environment, Breaking Barriers to Healthy Communities

DE HEAL supports and encourages programs, environments, and resources that promote healthy eating and active living to reduce the prevalence of obesity and related chronic diseases. DE HEAL is made up of a network of partners and members, including state agencies. State agencies actively participate in DE HEAL with the Environment and Policy Setting subcommittee whose focus is on how the physical environment affects our health. Key programs in this regard are listed on the following page.

¹ Central Business District: An area around the downtown portion of the city or town allowing for higher intensity residential uses as well as commercial, office, personal services, governmental, and similar uses intended to serve the community and surrounding areas of the city or town.

² Population to be based on the 2010 US Census.

- ◆ **Delaware's Recognition for Community Health Promotion program:** This year DE HEAL honored 5 communities for awards recognizing municipalities' efforts to advance the health and overall well being of their communities. Municipalities were selected based on their planning and implementation of best practices facilitating public health. The 2014 honorees were Gold—City of Newark; Bronze—City of Dover, Town of Smyrna and City of Seaford; **Special Recognition for a Small Municipality** —Town of Fenwick Island. In May 2014, Governor Markell, DE HEAL, and the Delaware Council on Health Promotion and Disease Prevention (CHPDP) recognized the municipalities at an event held at Sewell C. Biggs Museum of American Art in Dover.



Pictured from left to right: Senator Bethany Hall-Long, Delaware Division of Public Health Director Karyl Rattay, Town of Seaford Mayor David Genshaw, Newark City Manager Carol Houck, Town of Fenwick Island Manager Merritt Burke IV, Governor Jack Markell, Smyrna Town Council member Andrea Rodriguez, Brian Rahmer of the Delaware Coalition for Healthy Eating and Active Living, Dover Director of Planning and Community Development Ann Marie Townshend, and Delaware Health and Social Services Secretary Rita Landgraf.

- ◆ **PLUS Development Checklist:** DE HEAL was instrumental in formulating a development checklist used to assess PLUS applications. The Department of Public Health (DPH) had recently completed a State Health Improvement Plan, which identified the systematic importance of the built environment on public health. Specifically, the plan identified active transportation and active recreation as elements of the built environment that have a great impact on public health. As a result, DPH is now involved in the PLUS review process. See the PLUS section on page 20 for a description of their involvement.

Master Planning Activities

A “master plan” can be defined as a land use plan focused on one or more sites within an area, which identifies access and general improvements and is intended to guide growth and development over a number of years or in phases. Master planning is a tool that can benefit

Governor Markell's land use agenda to make government more efficient, promote economic development, and, in general, improve the quality of life for Delaware citizens. Such a plan can do this because of the involvement of a wide range of stakeholders, both public and private. In many cases, the process of master planning can work towards pre-approving an area to be "shovel-ready." "Shovel-ready" permitting gives such areas a distinct advantage in attracting economic-development activities. There are several major efforts underway at this point in all three counties.

- ◆ **Southern New Castle County (SNCC) Master Plan:** The SNCC master study-area is defined by Route 13 to the east, Route 896 to the west, the C&D Canal to the north, and generally Middletown and Townsend to the south. The New Castle County Land Use Department and nine other stakeholders entered into a memorandum of understanding (MOU) in 2006 for "comprehensive planning of land development, infrastructure and services in 'Southern New Castle County.'" This effort established the framework for the current SNCC Transportation Improvement District (TID) and provided necessary, early analysis that was and is used for structuring the TID agreements.
- ◆ **Milford Master Plan:** The plan was adopted in July 2011, and the City has begun the implementation process. This past year significant infrastructure projects have been completed as envisioned by the Master Plan. The Delaware Department of Transportation (DelDOT) has completed the construction of the Route 1 and Route 30 grade-separated intersection. This improvement will enhance the safety of that intersection, as well as provide safe access to the east of Route 1. The City of Milford has almost completed the construction of water system upgrades in the southern portion of the City, which will provide service to the Master Plan area. The upgrades will include new water mains, a well, and a water tower to serve this area. Both of these significant infrastructure investments will further the goal of making the master plan area "shovel ready" for economic development.
- ◆ **Town of Smyrna Route 13 Corridor Plan:** The Town of Smyrna adopted the Route 13 Corridor Plan on June 17, 2013 as an amendment to the Town's Comprehensive Plan. This plan was developed as a partnership between the Town, the Dover/Kent Metropolitan Planning Organization (MPO), DelDOT and the OSPC. It creates a vision for the entire Route 13 corridor by addressing transportation, land use, and urban design issues. The Town is currently constructing a sewer and water system to extend along this northern corridor and it is hoped that the availability of utilities will encourage development and redevelopment in accordance with the corridor plan. Phase I is complete, which involved installing sewer and water lines under Duck Creek and constructing a pump station. The second phase involves installing the utilities along the corridor and connecting customers. In order to ensure the urban design goals expressed in the plan are achieved, the Town has adopted a new zoning ordinance that contains elements of a form-based code. Finally, the Town worked with DelDOT and the Dover/Kent MPO to



Smyrna Charrette Meeting

develop a plan for safe access to the proposed KRM Industrial Park to enable the efficient development of this key economic development parcel.

- ◆ **Bridgeville/Greenwood Master Plan:** As part of the State’s efforts to implement water quality improvement activities and to ensure environmental issues are addressed, the Towns of Bridgeville and Greenwood are working through a Department of Natural Resources and Environmental Control (DNREC) grant to develop a master plan to provide a safe, reliable, and clean waste water service while phasing growth in the region that supports the communities’ rich agricultural economy. The public meetings for the master plan have been completed and the towns are moving to the next phase, which will be to write the master plan documents and amend the respective comprehensive plans to reflect the new wastewater strategy. In 2014 the master plan document was completed and reviewed through the PLUS process. Both towns are working to adopt the master plan.
- ◆ **Fort DuPont Complex:** Under a new master plan developed over two years, Fort DuPont could undergo a transformation into a lively community of residents living in renovated historic homes and new canal housing. Some envision the area becoming an attraction for boaters, eco-tourists and history buffs. Portions could be carved out for a marina district and a college, corporate campus, or healthcare facility. The surrounding parkland would provide opportunities for sports, walking, hiking, biking, and camping. The 443-acre complex is designated as a National Historic District and is located along the Delaware River adjacent to Delaware City. It includes Fort DuPont State Park, Governor Bacon Health Center, and a complex of state-owned buildings and residences—many of which are vacant. In short, the possibilities are wide open as the State considers redevelopment concepts that are visionary but also practical in terms of financing and implementation. To help implement this master planning vision, Governor Markell signed House Bill 310. This Act creates the Fort DuPont Redevelopment and Preservation Corporation, the entity that will spearhead the renovation, redevelopment, and preservation of the complex.



This map from the Fort DuPont Master Plan shows land use distinctions. Land marked as LU-4 is reserved for future mixed-use development (e.g. research, office, education, housing, etc.)

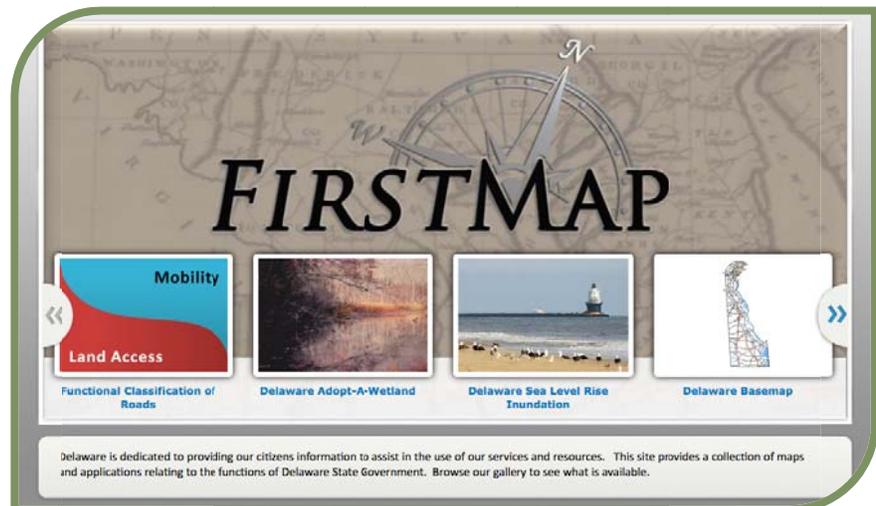
Geospatial Coordination

The Delaware Geographic Data Committee (DGDC) is a cooperative effort among government, the academic sector, and the private sector to build a Delaware GIS (Geographic Information System) Community and improve the coordination of the use of GIS tools and spatial data in Delaware. The DGDC is established in Delaware state law at 29 [Delaware Code](#), Chapter 91, Subchapter IV to ensure the availability of geospatial data, promote the use and sharing of that data and of geographic information system (GIS) software and tools, establish data standards, and support a community of geospatial data providers and geospatial data users in Delaware.

FirstMap (Centralized Geospatial Data Consolidation): The biggest accomplishment of this past year has been the centralization of GIS data for a single point of Geospatial data distribution. OSPC has spearheaded the effort and is working closely with the Department of Technology and Information (DTI) and all state agencies for system development. Over this past year OSPC has had the business case approved and DTI has agreed to fund the infrastructure for the Enterprise GIS system now known as FirstMap. The system launched in September 2014. It will be the repository into which all public geospatial data will be housed and accessible to all state, county, and local agencies as well as the public. The system will provide the single, authoritative data source for all state agencies as well as the public. Each of the three counties will participate and provide regular updates of their parcel, road, and addressing data that are essential for almost every state agency's daily business needs.

FirstMap will provide significant savings to state agencies, specifically in their data storage needs. Data available in the system will be updated on a regular basis (agency and data specific) to assure the most current data is always being used for mapping and applications throughout the state.

In addition, FirstMap will have an ArcGIS Online presence to provide agencies with the ability to create quick and easy maps to share with their constituents. Other applications, which require customized enhancements, will continue to be available to the agencies with capability to develop them.



The general public can view maps that have been shared through the FirstMap ArcGIS Online Portal, shown here

In addition to FirstMap, subcommittees of the DGDC have made significant progress on the following projects:

- ◆ **Land Use Land Cover (LULC) Data Collection:** A contract was initiated with Aerial Information Systems (AIS) to develop a statewide LULC data set based on the 2012 Aerial Imagery. Many state and local agencies contributed funding (DeIDOT, DNREC, DDA and the Dover/Kent County MPO). A grant through WILMAPCO in the amount of \$80,000 covered the remaining cost for this effort. This new dataset will be served through FirstMap.
- ◆ **Long-Term Funding Plan:** A DGDC working group was formed to develop a plan to create a long-term funding account and market the idea to the Cabinet Secretaries to provide dedicated funding for the three main geospatial datasets used by everyone: Ortho Imagery—high resolution aerial images; LiDAR (Light Detection and Ranging)—a GIS dataset which provides elevation data for Delaware; and LULC. The DGDC remains committed to coordination and fiscal responsibility regarding data.

GIS Activities

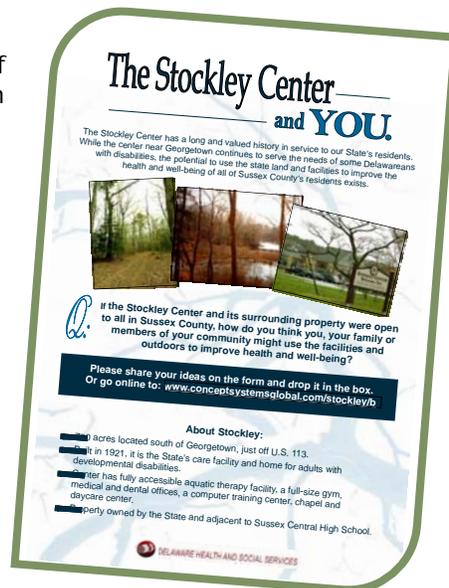
- ◆ **GIS Education:** In November 2013, the DGDC sponsored another successful GIS Day field trip for 280 fifth-grade students in Delaware. The annual event exposes students, through hands-on activities, to geospatial technology.
- ◆ **Conference:** The DGDC subcommittee coordinates a statewide GIS conference bi-annually. The 2014 Delmarva GIS Conference was a huge success with nearly 180 attendees from the Delmarva region, and 10 sponsors and vendors.
- ◆ **United States Geological Survey (USGS):** The State of Delaware was awarded Sandy Supplemental Funds for a new round of LiDAR acquisition. (LiDAR is now our best source of elevation data.) The LiDAR data has been acquired and it is now being processed for quality assurance and quality control. Delaware expects delivery of the final products in October 2014.
- ◆ **US Census Coordination:** Delaware continues to coordinate with US Census on their Geographic Support System (GSS) initiative to assist with addressing needs for the Census. All three counties in Delaware have provided the necessary data to participate in this effort.

State Land Inventory

The OSPC, in collaboration with other state agencies, continues to work on an inventory of state-owned property. The inventory currently contains 1,947 state-owned land parcels, 1,738 state-owned buildings and 148 leases of space for state agencies. The information is contained in a Microsoft Access relational database and is tied to agencies' codes so the information can be sorted in many different ways.

Stockley Center Collaborative

This 750-acre state-owned facility, located south of Georgetown, was once home to over 700 persons with disabilities and now houses less than 100 such residents. As such, an initiative started in 2011 seeks to look at a broader approach to serving the community at large with a comprehensive vision for the land and facilities. In 2013, a task force, that included the Director of the OSPC, issued a report that looked into stakeholder recommendations in four key areas: 1) medical, health and wellness; 2) housing and infrastructure; 3) learning and education; and, 4) recreation and community—including a model mixed-use development that would accommodate these four areas. In this report, the task force recommended that a permanent group be appointed called the “Stockley Collaborative” to be responsible for overseeing the planning and implementation of the task force’s report recommendations.



Executive Order 41

In September of 2013 Governor Markell signed Executive Order 41 which,

- ◆ Created a Governor’s Committee on Climate and Resiliency (CoCaR);
- ◆ Directed that an implementation plan maintaining and building on the achievements of Executive Order 18—Leading By Example Towards A Clean Energy Economy & Sustainable Natural Environment—be developed; and,
- ◆ Directed the CCoCaR to develop agency-specific actionable recommendations for improving Delaware’s preparedness and resiliency to climate impacts.

Throughout 2014 the CCoCaR has undertaken the work necessary to produce the plans called for in Executive Order 41. GIS mapping products depicting areas vulnerable to sea level rise have been produced, agency best practices are being formulated, and funding priorities have been identified to address future capital and operational needs. Additionally, as a result of the work undertaken in Executive Order 41, the OSPC and DNREC are working together to include sea level rise as a specific planning component of municipal comprehensive plans.

Sea Level Rise Initiative

The Delaware Sea Level Rise Advisory Committee (SLRAC) published its *Recommendations for Adapting to Sea Level Rise in Delaware* in September 2013. The Recommendations were developed with a three-year planning and public involvement process that helped to build support for on-the-ground adaptation action.

Significant progress has been made toward implementing the *Recommendations for Adapting to Sea Level Rise in Delaware* at the state level. Governor Markell signed Executive Order 41, which in part, directed state agencies to incorporate sea level rise into state projects. A committee composed of affected state agencies is now drafting flood avoidance and design criteria for state agencies. A separate committee is developing specific actions that each state agency can take to address climate change, including sea level rise.

State agencies have already taken action in many instances. The Delaware Open Space Council has incorporated sea level rise into the criteria for decisions about land conservation. Sea level rise has been incorporated into state and regional plans including the statewide Hazard Mitigation Plan, the state Coastal and Estuarine Land Conservation Program and the State Wildlife Action Plan. Significant research is also underway to determine the impact of sea level rise on ground water, wetlands, and contaminated soils.

Many recommendations approved by the SLRAC are aimed specifically at increasing the ability of municipal and county governments to incorporate sea level rise into their plans and decision-making processes. To this end, in 2014, DNREC provided grant funding to the towns of Frederica, Slaughter Beach, New Castle, and Fenwick Island to conduct projects that will increase their resiliency to sea level rise. DNREC is also providing technical assistance to the Town of Milton to incorporate flooding and sea level concerns into their comprehensive development plan. In addition, DNREC, Delaware Sea Grant, and the University of Delaware's Institute for Public Administration collaborated to design and host a new course about flooding and sea level rise for Delaware's Academy for Excellence in Local Government Leadership.



Martin Wollaston welcomes the attendees of the Creating a Flood Ready Community workshop

In the coming year, DNREC and the OSPC will continue to provide technical assistance to local governments and state agencies to incorporate sea level rise into their plans and decision-making and will improve the data and tools necessary for informing decision-making.

Contract with University of Delaware's Institute for Public Administration

The OSPC continues to have a strategic partnership with the University of Delaware's Institute for Public Administration (IPA). IPA worked on several key projects this year:

- **PLUS Project Review Tracking and Analysis:** IPA has completed Phase 1 of a comprehensive research study using our PLUS project data and GIS-based development trends data to track the outcomes of all PLUS projects since the program's inception in 2004. The purpose of Phase I of this project (completed) was to develop the GIS methodology to track projects from the PLUS application through local government development approvals and eventually building permits, and then spatially analyze the locations of these active projects as it relates to the *State Strategies*. The second phase of this project, to commence in fiscal year (FY) 2015, will involve tracking the effectiveness of the PLUS comments in a selected sample of active and completed projects, as well as process changes to our PLUS procedures in order to integrate data collection with the new FirstMap system discussed on page 10. A full description of this project can be found in Appendix F.
- **Complete Communities Project:** In order to follow up on the 2013 series of workshops with private-sector leaders, developers, regulators, planners, and state and local elected

officials IPA hosted a “shovel ready development workshop” in August. The purpose of this workshop was to gain input on creating shovel ready development sites in Delaware and potential solutions to address any perceived barriers. Also, IPA is continuing to develop and support the *Delaware Complete Communities Planning Toolbox* on its existing Complete Communities website (www.completecommunitiesde.org).

- **Development Trends:** IPA continues to assist the OSPC to develop a better system for analyzing and tracking the development trends data using GIS.



Complete Communities website

*Development Trends Reporting
(See Appendix A for details)*

The OSPC has been collecting building-permit and development-approval data from all 60 local jurisdictions since the start of 2008. The purpose of this reporting is to inform State, county, and municipal efforts to promote development activity around existing infrastructure and in compliance with comprehensive plans and the *Strategies for State Policies and Spending*. These data are unique in that they are collected and reported in a consistent way based on information gathered directly from all statewide jurisdictions that issue building permits and development approvals. It should be noted that “Development Approvals” are seen as more speculative in nature compared to “Building Permit” data because pulling a permit is done when construction is expected to start.

Appendix A includes data and analysis on development activity in calendar years 2008 through 2013. Key findings include:

Development Approvals 2008-2013

- ◆ From 2008 through 2013, local governments in Delaware approved a total of 32,042 residential units for future development. New Castle County jurisdictions approved the most units—13,959, or 44 percent of the total. Development approvals were the highest in 2008 when 10,324 units (40% of the total statewide) were approved. This number declined steadily over the period, with a slight spike in 2010. In 2013 the statewide number had declined by more than 1,300 units from 2012, to 2,716 units.
- ◆ During this period, local governments approved 28,150 residential units in growth areas, defined as Investment Levels 1, 2, and 3 in the *Strategies for State Policies and Spending*. Overall, this represents 88 percent of all units approved in the state. In both New Castle and Kent Counties, more than 99 percent of all residential units approved by local governments were in Levels 1 through 3. In Sussex County only 66 percent were located in levels 1 through 3.
- ◆ From 2008 through 2013, local governments approved 20,202,617 square feet of non-residential development. More than half of this development was approved in New Castle County (72%). The remainder was split between Kent and Sussex Counties (17% and 14%, respectively). The most notable trend from this data set is the decline of approvals in all three counties in 2013. Also, another notable trend from this data set is the 56 percent drop statewide in approval activity from 2008 to 2013.
- ◆ Most of the non-residential development approved by local governments in Delaware (96%) was located in Investment Levels 1, 2, or 3.

Building Permits 2008-2013

During this period, local governments in Delaware issued building permits for 21,201 residential units. The majority of these permits were issued in Sussex County, where local governments issued permits for 10,870 residential units (51% of all units permitted in the state). The most notable trend from this data set is that New Castle County saw the largest rebound in housing permits, with 1,569 units permitted in 2013, a nearly 100 percent increase from the previous year.

- ◆ Statewide, 84 percent of residential units permitted by local governments were located in Investment Levels 1, 2 or 3 as defined by the *Strategies for State Policies and Spending*. New Castle County jurisdictions issued permits for 97 percent of their residential units in Levels 1 through 3, followed by Kent with 82 percent and Sussex with 79 percent.
- ◆ From 2008 through 2013, local governments issued permits for 16,926,981 square feet of non-residential development. As with non-residential development approvals, most of the activity (nearly 61%) was focused in New Castle County. Sussex County jurisdictions permitted 21 percent of the total, while Kent jurisdictions permitted the remaining 18 percent of non-residential development activity. The most notable trend from this data set is the more than 50 percent decrease statewide in permitting activity from 2012 to 2013.
- ◆ Statewide, nearly 94 percent of all non-residential square footage was permitted in Levels 1 through 3.

Key State Investments for FY2014 (See Appendix B for details)

- ◆ First State Trails and Pathways initiative has been funded with \$15.7 million from DNREC and \$10 million from DeIDOT during FY12-FY15.
- ◆ Public school enrollment continues to rise, topping 132,800 students in 2013-2014. To meet this continued demand, the State expended over \$1.21 billion in operating costs for public education, which is roughly one-third of Delaware's \$3.71 billion operating budget.
- ◆ Three new public schools opened in fall 2014 (FY15) to meet the needs of increasing public-school enrollment and replace aging school infrastructure. One new elementary school is under construction, and two others are in the planning stages. In FY14 the State spent over \$55.5 million on new construction and land acquisition for public schools.
- ◆ In FY14, the State has expended over \$372 million of state and federal monies on capital transportation projects to address the maintenance and expansion of our transportation system, which is a slight decrease from FY13.
- ◆ For FY14, the State has provided approximately \$825,000 of state and federal funds to local governments for water and sewer infrastructure through the Water Pollution Control Fund.
- ◆ The State has expended \$133.6 million to operate the State Police, an increase over FY13, which provides support to all local police agencies and serves as the primary police service for unincorporated portions of Kent and Sussex Counties.
- ◆ The State is planning to construct new police facilities for Troop 3 in Camden and Troop 7 in Lewes to address overcrowding and maintenance needs at the existing facilities. The total cost of both facilities combined will be nearly \$29 million.
- ◆ In FY14, the Delaware Agricultural Lands Preservation Foundation preserved 44 farms comprising 4,360 acres at a cost of \$1,936 per acre.
- ◆ Delaware State Housing Authority (DSHA) has provided foreclosure prevention assistance, including loans, grants, and counseling, to 1,242 homeowners in FY14.
- ◆ In FY14 the DSHA provided more than \$86 million in mortgage assistance in the form of below-market rate mortgages, down-payment and settlement assistance.



Source: Delaware State Police Aviation Section Facebook Page

Comprehensive Planning (See Appendixes D and E for details)

The Governor certifies comprehensive plans once it is determined that they are consistent with Delaware Code and State land-use policies as articulated in the *Strategies for State Policies and Spending*. This year, the Governor certified one comprehensive plan, Harrington. In addition, the OSPC has worked with nine towns that have completed their 5-year review and have determined that they intend to use their certified plan until the 10-year update is due.

The OSPC has worked with local jurisdictions on a variety of comprehensive plan amendments and other activities as follows:

- ◆ **Camden** – Review of a comprehensive plan amendment to reflect development and annexations since the last update.
- ◆ **Dover** – Review of two comprehensive plan amendments. One was to change the future land use map to accommodate a potential rezoning and the other was an addendum to the comprehensive plan to include current projects such as the Central Dover Neighborhood Plan, the Transportation Improvement District for the Route 13 and Bay Road Corridor and a city-wide recreation needs assessment.
- ◆ **Felton** – Review of a comprehensive plan amendment to update information, such as the demographics, resulting from the 5-year review.
- ◆ **Georgetown** – Review of a comprehensive plan amendment regarding Route 113 improvements. Also completed a Pre-Update review through PLUS. This review allows agencies to look at a current plan and determine what changes should be made as the town updates their plan.
- ◆ **Farmington** – Review of the existing comprehensive plan to determine changes needed during the proposed update. Update is now in progress.
- ◆ **Frederica** – Review of the existing comprehensive plan to determine changes needed during the proposed update (Pre-Update PLUS review). Update is now in progress. Town is utilizing grant funds from Delaware Coastal Programs and will be the first town to integrate Sea Level Rise adaptation into their comprehensive plan.
- ◆ **Laurel** – Review of a comprehensive plan amendment to reflect recent annexations and to update the Future Land Use map to reflect the correct zoning of parcels.
- ◆ **Milford** – Review of a comprehensive plan amendment to change the Future Land Use to correct the zoning on several parcels.
- ◆ **New Castle County** – Review of two text amendment to the Unified Development Code (UDC)
- ◆ **Newark** – Review of the existing comprehensive plan to determine changes needed during the proposed update (Pre-Update PLUS review). Once the update was completed a review of the proposed update was also sent through PLUS.



- ◆ **Seaford** – Review of a comprehensive plan amendment to include recently annexed areas and to update the Future Land Use Map to correctly reflect the zoning of a recently annexed parcel.
- ◆ **Smyrna** – Review of a comprehensive plan amendment to clarify regulations in the Residential Land Use Plan in the comprehensive plan.
- ◆ **Townsend** – Review of a comprehensive plan amendment to add six parcels to the annexation area in the town of Townsend.
- ◆ **Viola** – Review of the existing comprehensive plan to determine changes needed during the proposed update (Pre-Update PLUS review). Update is now in progress.

Municipal Boundaries

The OSPC and the Kent County Department of Planning Services continue to work with local governments in Kent County to record municipal boundary maps as specified in some local charters. Since last year's municipal boundary workshop the towns of Camden, Harrington, Dover, Smyrna, and Clayton have recorded municipal boundary maps. The OSPC is meeting with Kent County to develop a method to manage and distribute the boundary data from these recorded boundary maps through GIS and other methods to ensure the consistency and accuracy of this official data.

School Site Selection

The OSPC works closely with the Department of Education (DOE), the Office of Management and Budget (OMB), and the local school districts to identify viable sites for new school construction. The process involves GIS analysis and a review of the *Strategies for State Policies and Spending*, utility availability, local government comprehensive plans, school district needs, transportation, and other factors. All potential school sites are reviewed through the PLUS process, and the Secretary of Education and the directors of OMB and the OSPC must approve the site. Currently the OSPC, DOE and OMB are working with Sussex Technical and Milford school districts on the selection of new high school sites.

Preliminary Land Use Services (PLUS) Reviews

The Preliminary Land Use Service (PLUS) process is a monthly review process that brings state and local land-use officials together with developers to review development proposals in the earliest stages of the development to note possible issues and make suggestions before a developer has made substantial investment in a project. The process is also used to review comprehensive plans for updates and amendments. Since last year's report, the State has reviewed 57 PLUS applications, down from the 67 reviews in 2013. These applications included comprehensive plan reviews, updates and amendments, rezonings, and subdivision plans.

In the spring of 2014 the OSPC and the Department of Public Health (DPH) sought a way to effectively include DPH's comments on applications. DPH's recently completed the State Health Improvement Plan, which identified the systematic importance of the built environment on public health and identified PLUS as a platform to incorporate programmatic goals of encouraging active transportation, and active recreation. In partnering with and building on the work already done by the DE HEAL Coalition, OSPC and DPH drafted and implemented a checklist review of PLUS applications. The checklist evaluates the degree to which residential developments facilitate healthful activity in transportation and recreation as well as identifying opportunities for improvement with PLUS applicants.

Land-Use Agenda Work Plan for 2014-2015

In order to continue to implement Governor Markell's land use goals for Delaware, the following work plan is proposed.

Downtown Development Districts

As discussed under the Legislative Initiatives above, the Office of State Planning Coordination (OSPC) will review the applications in order to make recommendations to the Cabinet Committee on State Planning Issues (CCSPI). The CCSPI, in turn will make its recommendations to the Governor who will then choose up to three districts in the first program year—one in each county. Once the districts are selected, grants will be available for all types of projects (residential, commercial, and mixed-use), and may be used by for-profit builders and investors, nonprofit organizations, businesses and homeowners. The Delaware State Housing Authority (DSHA) will administer the grants. OSPC will continue to support the program as needed and collaborate with DSHA on the required reports.

Complete Communities

The project is focused on the Governor's agenda of creating more efficient government, promoting economic growth, and improving the quality of life for all Delaware citizens. Like master planning, it is felt that helping local communities promote this concept will help make areas "shovel ready" for development activities that state and local governments can use to promote economic development activities. The OSPC will continue working with the University of Delaware's Institute for Public Administration (IPA) and the Delaware Department of Transportation (DeIDOT) to develop a framework using this concept to promote place-making and economic development in Delaware. IPA will continue to work with OPSC and DeIDOT to craft and update the online *Delaware Complete Communities Planning Toolbox* to advance the complete-communities policy framework.



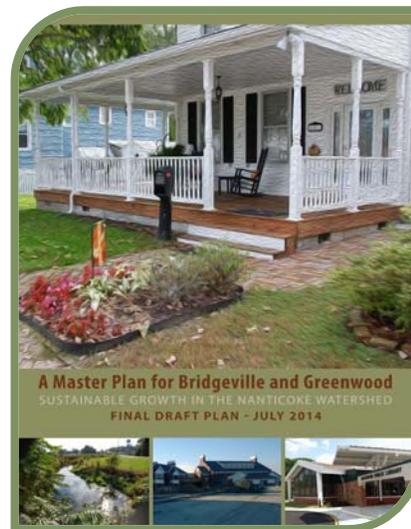
Market-Ready (Re)Development workshop

Master Planning

The OSPC will continue to promote the development and implementation of the master plan concept (see Highlights Section for a description of "Master Planning"), including the following current projects.

- ◆ **Kent County Transportation Master Plan** — Kent County's comprehensive plan identifies a number of areas where Transportation Improvement Districts (TIDs) are desirable to assist in programming and funding needed for transportation improvements. The OSPC is available to assist the County and DeIDOT in the completion of these studies, which are expected to begin this fiscal year.

- ◆ **Milford Master Plan** — The City of Milford continues to implement their Southeast Neighborhood Master Plan. The City continues to work on utilities, while DeDOT has completed the grade-separated intersection at Routes 1 and 30.
- ◆ **Bridgeville/Greenwood Master Plan** — To meet requirements of protecting and preserving the Chesapeake Bay, the towns held public meetings to seek input on a proposed master plan. The towns are working to complete the document and will then have additional public meetings before adoption. Both towns are currently working to adopt the plan. Once the plan is adopted, both towns will need to update their current comprehensive plan to reflect the visions of the master plan.
- ◆ **Town of Smyrna Route 13 Corridor Plan** — The Town of Smyrna is currently installing utilities (water and sewer) in the northern portion of the Route 13 corridor. This is expected to generate economic development activity and redevelopment of older properties once completed. The utilities will also connect to the Smyrna Rest Stop, and future phases have the ability to connect to the DEMA facility on Brick Store Landing Road. The OSPC is assisting the Town, the Dover/Kent MPO and DeDOT in the development of an access management plan for this portion of the corridor in order to provide predictability for developers while ensuring that transportation goals and objectives are met.
- ◆ **Fort DuPont Master Plan** — As discussed in the "Highlights for 2013-2014 section, implementation of the finalized plan will be spearheaded by the Fort DuPont Redevelopment Corporation, along with a board of trustees and an advisory council, created by House Bill 310. The OSPC will be represented within the redevelopment corporation.



Delaware Population Consortium

The Delaware Population Consortium (DPC) was formed in 1975, with the goal of "providing a continuing forum for debate and discussion of matters relating to state and local population growth." The DPC is an informal organization with representation from state agencies, local jurisdictions, counties, and metropolitan planning organization.

The Delaware Population Consortium, in conjunction with the State Data Center and the US Census Bureau, will offer a series of training sessions on Census topics in 2014 and 2015. Topics will include Census data resources, geospatial topics, local employment dynamics and an economic training session.

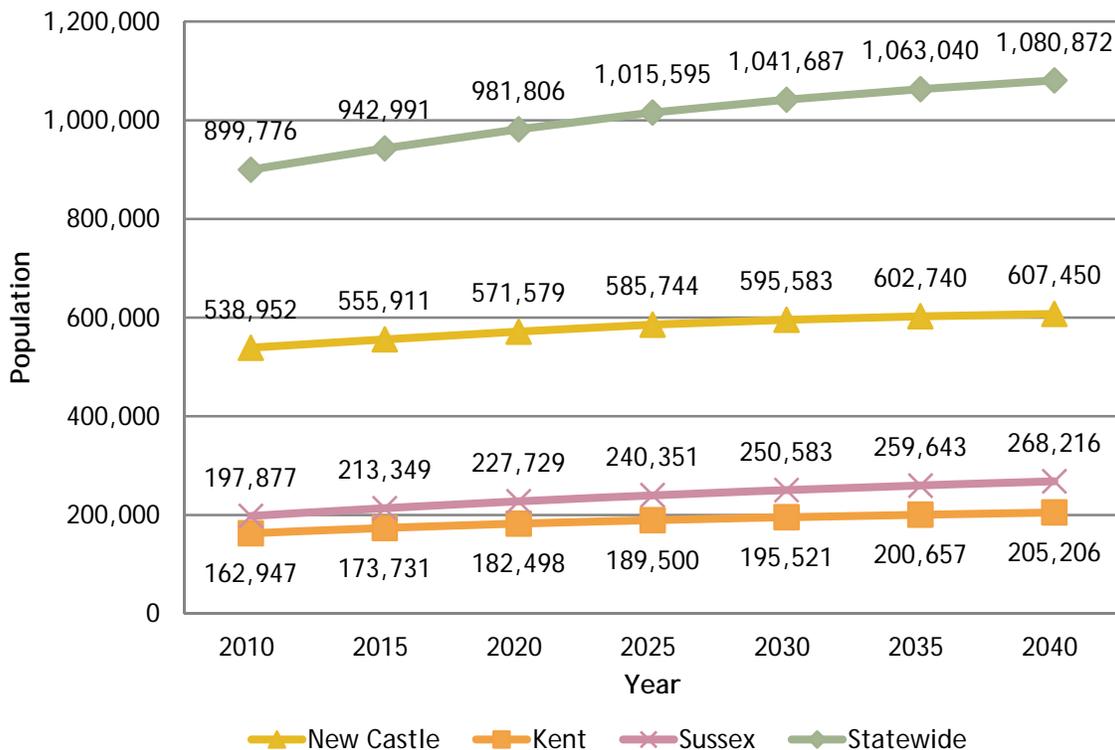
Today the DPC is at a crossroads. Although the projections produced by the DPC are indispensable to so many planning and forecasting processes throughout the State, it has never been formalized or adopted by the State as the authority.

In addition to not being codified by the State, the DPC has long relied upon the services of a single employee of the University of Delaware's Center for Applied Demography and Survey Research (CADSR). This employee has, for decades, provided the technical expertise and time to preparing projections each year. However, this employee has announced plans for retirement. With this retirement will go the vast knowledge and skills necessary to continue the reproduction of population and economic projections for the State of Delaware.

This year the DPC has garnered funding through the Metropolitan Planning Organizations (WILMAPCO, and the Dover/Kent County MPO) to fund one more year of population projections from the University of Delaware CADSR group. This is a transition period as the employee moves into retirement and he can pass along his knowledge and methodology to the other CADSR staff. A long-term funding strategy is being developed to ensure all users of these data are asked to contribute towards development of the projections yearly.

In order to ensure that the Delaware Population Consortium continues to provide the projections that are so critical (and in some cases, required by Delaware Code) to our government and private sector entities, it is recommended that the following work items be explored again this year.

- ◆ Develop executive order or legislation to formalize the role of the Delaware Population Consortium as the authority, which produces the official population projections for Delaware.
- ◆ Develop executive order or legislation to require that all state agencies use the DPC projections. This is currently the practice, but it is not required.
- ◆ Develop a plan to ensure the continuance of staff to produce the population projections each year.
- ◆ Develop the funding plan and mechanism to ensure future projections.



*Delaware County and State Population Projections (2010-2040)
Source: Delaware Population Consortium, October, 2013*

Geospatial Coordination

The Delaware Geographic Data Committee (DGDC) will continue working on the following initiatives.

- ◆ **FirstMap** – OSPC will continue to work with the Department of Technology and Information (DTI) to ensure the enterprise geospatial system is maintained moving on from the full launch in September 2014. There are many enhancements and future applications that are desired. A committee of GIS users will provide guidance for these enhancements and applications. Our first enhancement will be a geo-coding service to provide all agencies the ability to spatially locate and assess their business needs. In addition, agencies have expressed a desire to have a metadata tool and standardized base maps.
- ◆ **Geospatial Governance** – With the launch of FirstMap, it's become increasingly evident that Delaware is in need of a geospatial coordinator to not only implement the standards of the system, but to guide future enhancements and ensure the long-term success of this investment in infrastructure. Successful coordination will require full time attention to the geospatial needs of all state agencies. A strategic plan and business plan were developed in 2010 and updated in 2012 detailing the needs of the state agencies and a proposed path forward. These documents should be reviewed again and implemented as appropriate.
- ◆ **Long-Term Funding Plan** – A dedicated funding stream for data of statewide importance will be sought to improve government efficiency. Without such dedicated funding for data the State spends more time negotiating contracts and coordinating funding through a variety of agencies.
- ◆ **Federal Coordination** – OSPC and the DGDC will continue to work with our federal partners to seek opportunities to leverage our local data at a national level to improve the quality of their datasets. We will also continue to seek partnerships to reduce the funding obligation at the state level where available.

School Site Planning

The OSPC, Department of Education (DOE), the Office of Management and Budget (OMB), will continue to work on assisting the school districts with identification and approval of future school sites. Current projects include new high school sites for the Sussex Technical and Milford school districts.

Delaware Coalition for Healthy Eating and Active Living (DE HEAL) Access to Healthy Communities in the Built Environment, Breaking Barriers to Healthy Communities

OSPC and other state agencies will continue to work with DE HEAL, which supports and encourages programs, environments, and resources that promote healthy eating and active living. In particular, state agencies actively participate in DE HEAL with the Environment and Policy Setting subcommittee, which focuses on how the physical environment affects our health.

The Environment and Policy Setting subcommittee is scheduled to undertake the following projects this coming year:

- ◆ Develop two new PLUS checklists, one specific to commercial developments and one specific to new school construction.
- ◆ Refine the existing Recognition for Community Health Program by expanding participation to a greater number of municipalities as well as fully accounting for the efforts of smaller municipalities.

State Land Inventory

The OSPC will continue to work on the inventory of state-owned property. This work will also identify the group that will be responsible for the updating process. The inventory also contains leases and state-owned buildings. Work is also continuing with the agencies to update the data and coordinate the uses of the data.

Contract with University of Delaware's Institute for Public Administration

The OSPC will continue its strategic partnership with the University of Delaware this fiscal year. In addition to ongoing research into fiscal analysis, IPA will assist with GIS analysis and database management strategies for Phase II of the PLUS Tracking project and the development trends data.

Stockley Center Collaborative

This initiative, as described in the Highlights section above, will focus on overseeing the planning and implementation of the task force's report recommendations. Planning for the implementation of a model mixed-use development is of particular interest.

Regularly Occurring Activities as Required in Delaware Code

The OSPC staff will continue to perform their regular duties as they relate to the PLUS process, development data collection and analysis, municipal annexation reviews, comprehensive plan reviews, local government assistance, demographic data collection and analysis, and other related activities.

Appendices

The following sections represent the detailed information supporting the information and analysis presented in this report.

Appendix A: Development-Trends Data and Analysis

Appendix B: State Financial Investments Supporting Recent Trends

Appendix C: Demographic Data

Appendix D: Comprehensive-Planning Progress

Appendix E: Highlights from Local Jurisdiction Annual Reports

Appendix F: Summary Report of Preliminary Land Use Service (PLUS) Project Tracking, Phase I

Appendix A: Development-Trends Data and Analysis

Introduction

To assist in the tracking of development trends in the state, the Office of State Planning Coordination (OSPC) has been collecting building permit and development approval data from all 60 local jurisdictions since the start of 2008. These compilations allow for consistent comparisons of development activity across the study period. The process of compiling the data used for this analysis required that information from many sources, much of it in dissimilar formats be reconciled and combined. Differences in the way data are collected, including which type of information is recorded, have created challenges to consistently track trends. For instance, assessment files sometimes do not include the physical location of the properties involved.

OSPC has been collecting, collating, and structuring the data received from local jurisdictions into a consistent set of data in Geographic Information Systems (GIS)-compatible formats. The data include the date of the development application or building permit approval, the number of units proposed (for residential applications) or square footage (for non-residential applications), the county or jurisdiction, acreage, and physical location, among other attributes. This structured, consistent format allows for analysis of the spatial patterns of development across the state for the years 2008 through 2013.

Policies at the state level seek to help guide appropriate development. For instance, the 2010 *Strategies for State Policies and Spending* (the "*Strategies*"), defines four levels of growth. Levels one and two constitute areas where growth is most encouraged, level three is considered a secondary growth zone, and level four defines the zone where growth is discouraged by the state. It is straightforward to map and quantify the intensity of development (based on either initial applications or building permits) according to which jurisdiction it falls within. Similarly, it is possible to investigate the degree to which development is focusing on areas identified as growth zones the *Strategies*, and therefore the relative efficacy of that policy.

Two types of development activity information are considered in this analysis: development approvals and building permits. It is important to note that there is potentially a considerable time gap between the application process and the issuance of a building permit. For instance, building permits issued in one year are not necessarily based on applications from the same year. Further, applications (and permits) do not necessarily indicate that development has taken place (or will ever take place) at that location. These measures do, however provide a snapshot of the market forces tending to foster or suppress development.

Each data type offers a slightly different view of development. Development approvals show where developers have obtained approvals from local governments to build projects, and indicate where it is likely that building will occur in the future. These projects may or may not be built, depending on a variety of factors related to the economy, financial markets, real estate market demand, and the viability of the developer. Building permit data are a stronger indication of where actual land development activity is occurring or will occur. Because permits indicate where building is able to occur, it is a better proximate indicator of current market demand and development trends.

This consistent, structured data on development trends is crucial for future efforts at "tracking the trajectory" of development proposals through time. By linking the development application process to the issuance of building permits, and to the initial PLUS review process, the potential for fine-grained analysis of the fate of each individual proposal (from the initial review process through final construction) is enhanced. This would provide valuable insight into how different areas of the state, counties, and local jurisdictions are faring. The

recent major recession, which affected the building industry heavily, is an instance where the information from such analysis could be invaluable. The OSPC and the University of Delaware's Institute for Public Administration (IPA) conducted the following analysis.

Development Trends Summary

Residential Trends

Development Applications

From 2008 through 2013, a total of 32,042 residential units were approved for development by local governments in Delaware. Development approvals were the highest in 2008, when 10,324 units were approved. This number declined steadily over the period, with a slight spike in 2010. In 2013 the statewide number had declined by more than 1,300 units from 2012, to 2,716 units. The high initial number may reflect real estate speculation stemming from the extremely active housing market in 2008, rather than realistic market conditions. Table A.1 presents the distribution of residential development application activity based on local jurisdiction.

Table A.1 Residential Units Approved by Development Application

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
New Castle County*	2,497	225	3,310	2,387	3,093	488	12,000
Bellefonte	-	-	-	-	-	-	-
Delaware City	-	-	-	-	-	-	-
Elsmere	1	-	-	-	-	-	1
Middletown	534	14	472	-	-	-	1,020
New Castle	8	-	-	-	-	-	8
Newark	30	26	144	32	39	412	683
Newport	-	-	-	-	-	-	-
Odessa	-	-	-	-	-	-	-
Smyrna	-	-	-	-	-	-	-
Townsend	-	-	-	-	-	-	-
Wilmington	-	90	63	14	75	5	247
<i>New Castle Total</i>	3,070	355	3,989	2,433	3,207	905	13,959
Kent County*	1,226	-	444	-	36	646	2,352
Bowers Beach	-	-	-	-	-	-	-
Camden	-	-	-	-	-	-	-
Cheswold	-	-	-	-	-	-	-
Clayton	2	1	-	-	200	-	203
Dover	17	378	119	188	245	82	1,029
Farmington	-	-	-	-	-	-	-
Felton	-	-	-	-	-	-	-
Frederica	1,871	-	-	-	-	-	1,871
Harrington	411	-	-	6	-	-	417
Hartly	-	-	-	-	-	-	-
Houston	-	-	-	-	-	-	-
Kenton	-	-	-	-	-	-	-
Leipsic	-	-	-	-	-	-	-
Little Creek	-	-	-	-	-	-	-
Magnolia	-	-	-	-	-	-	-
Milford	9	1,067	-	2	-	-	1,078
Smyrna	-	4	-	-	-	-	4
Viola	-	-	-	-	-	-	-
Woodside	-	-	-	-	-	-	-

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
Wyoming	-	-	-	-	-	-	-
<i>Kent Total</i>	3,536	1,450	563	196	481	728	6,954
Sussex County*	1,316	1,169	588	1,541	355	352	5,321
Bethany Beach	-	-	-	-	-	-	-
Bethel	-	-	-	-	-	-	-
Blades	-	-	-	-	-	-	-
Bridgeville	-	-	-	-	-	-	-
Dagsboro	-	-	741	17	-	-	758
Delmar	933	-	-	-	-	-	933
Dewey Beach	-	-	-	-	-	-	-
Ellendale	-	405	-	-	-	-	405
Farmington	-	-	-	-	-	-	-
Fenwick Island	-	-	-	-	-	-	-
Frankford	-	-	-	-	-	-	-
Georgetown	187	28	-	-	-	-	215
Greenwood	-	-	-	-	-	-	-
Henlopen Acres	-	-	-	-	-	-	-
Laurel	653	-	-	-	-	-	653
Lewes	-	-	102	17	-	-	119
Milford	317	392	-	306	-	-	1,015
Millsboro	-	48	-	-	-	55	103
Millville	185	-	-	-	-	-	185
Milton	23	337	-	-	-	-	360
Ocean View	-	-	-	-	-	300	300
Rehoboth Beach	-	-	-	15	-	-	15
Seaford	104	159	104	4	-	72	443
Selbyville	-	-	-	-	-	304	304
Slaughter Beach	-	-	-	-	-	-	-
South Bethany	-	-	-	-	-	-	-
<i>Sussex Total</i>	3,718	2,538	1,535	1,900	355	1,083	11,129
<i>State Total</i>	10,324	4,343	6,087	4,529	4,043	2,716	32,042

*Represents development applications in unincorporated areas of the county

The following maps show the location of each residential development application in Delaware from 2008 to 2013. The size of the dots relate to the number of proposed housing units associated with that application. This map indicates the intensity of applications in southern New Castle County and in Kent and Sussex Counties. These areas indicate where residential development might be likely to occur in future years. The map indicates a degree of residential development outside traditional areas of residential activity, south of the populated northern portion of the state, and in the southern part of the state, just inland from coastal development centers. Note that applications do not necessarily lead to development. In particular many of the applications granted prior to the economic slowdown in 2008 are unlikely to be realized.

Figure A.1 Residential Development Applications 2008-2013

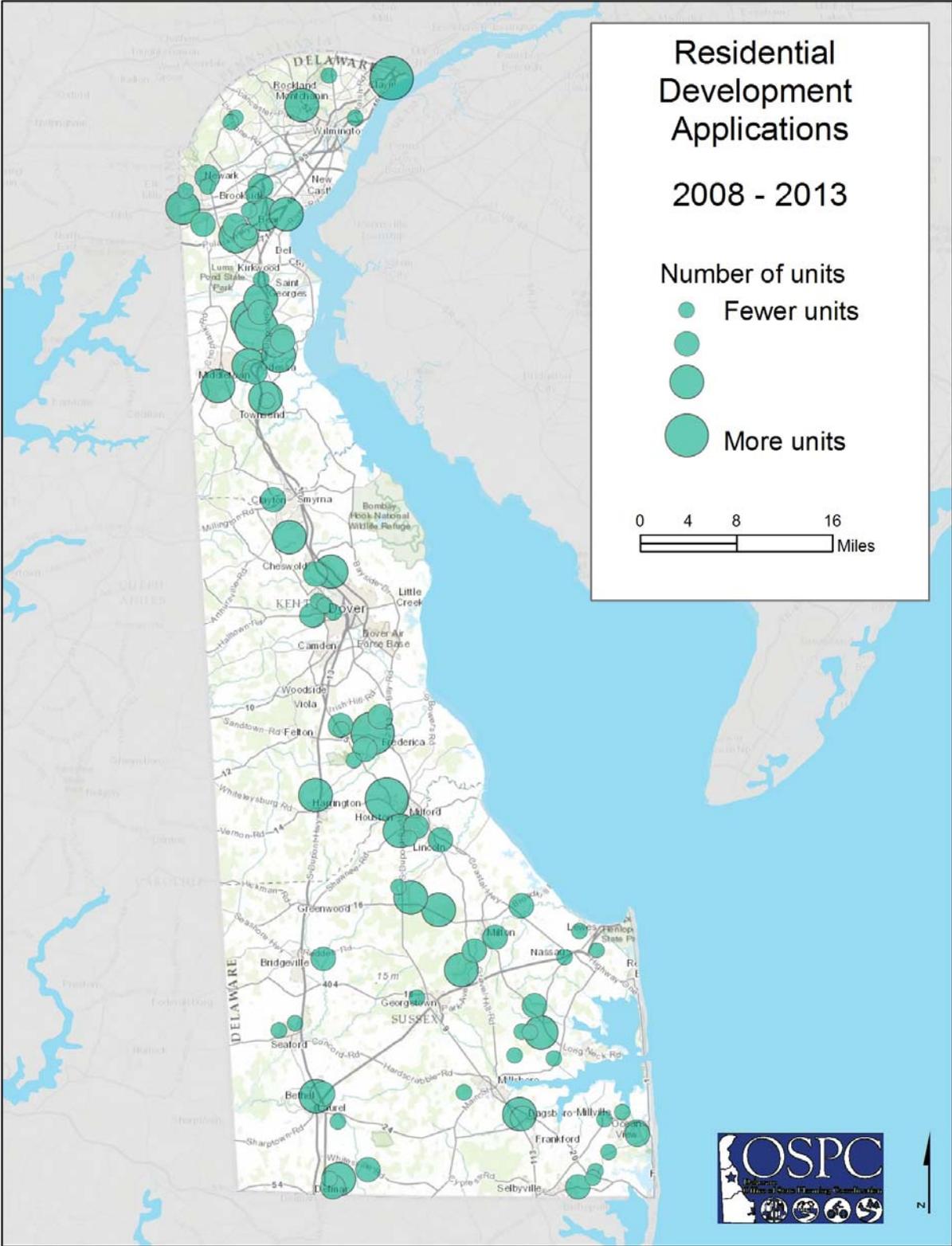
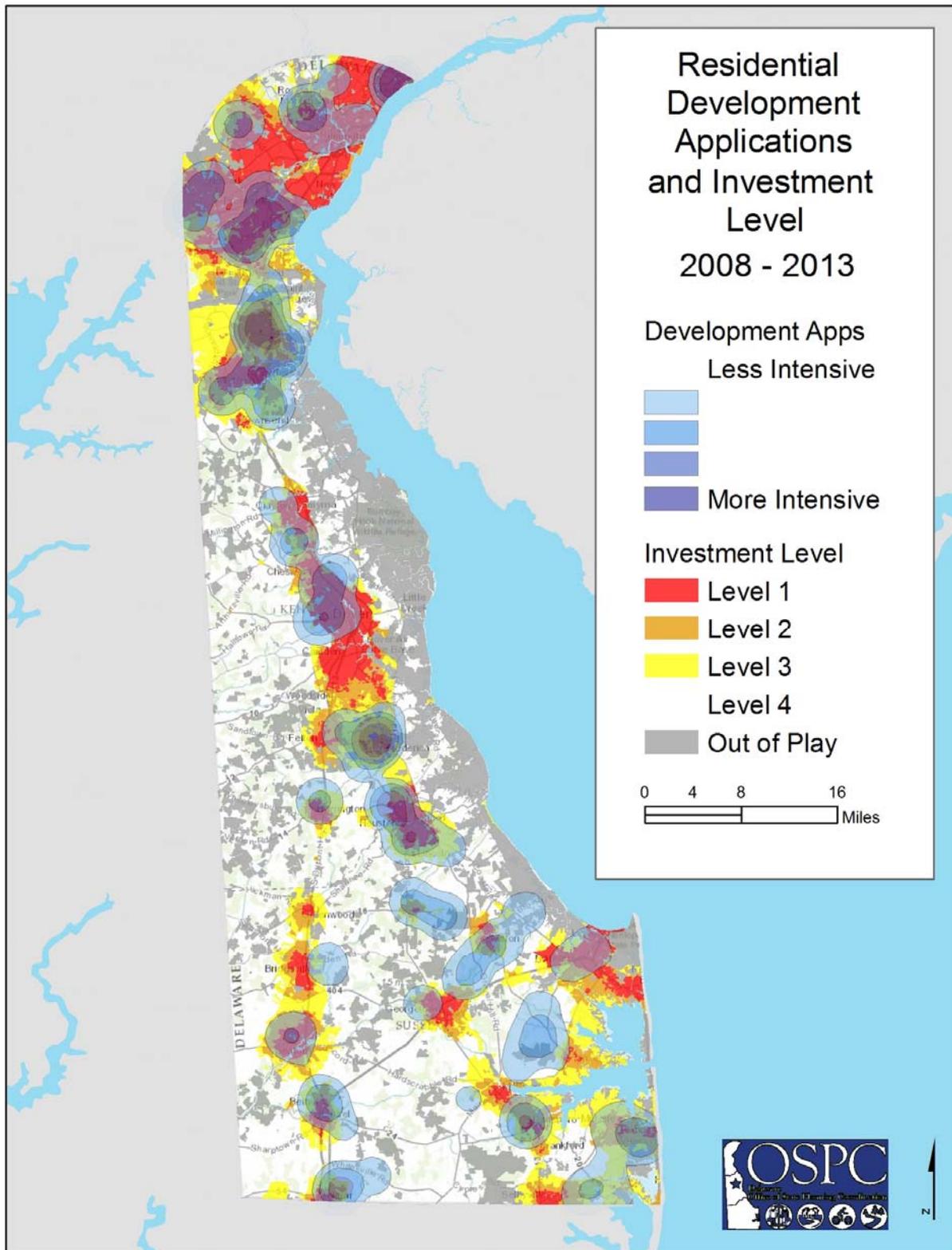


Figure A.2 Residential Development Applications and Investment Level 2008-2013



The location of these approvals is an indication of the extent to which local governments are following their certified plans and, by extension, the *Strategies for State Policies and Spending*. Figure A.2 illustrates the intensity of residential development applications, mapped relative to the location of the investment zones (this presentation can be thought of as a “heat map” indicating hot-spots of activity, with darker blue indicating more intensity). There is generally a close concordance with the investment zones, with the exception of intensive activity west of the Sussex County beach communities, in Level 4.

Table A.2 summarizes residential development applications based on investment level as defined by the *Strategies for State Policies and Spending* (e.g., Levels 1, 2 and 3 are designated higher growth areas, with 1 and 2 being the preferred areas where the state encourages development, while in Level 4 growth is discouraged).

Table A.2 Residential Units in Development Applications by County and Investment Level, 2008-2013

	2008	2009	2010	2011	2012	2013	2008-2013
New Castle	Units	Units	Units	Units	Units	Units	Total Units
Level 1 & 2	3,032	330	3,810	2,103	2,994	889	13,158
Level 3	30	-	162	326	200	9	727
Level 4	8	25	17	4	13	7	74
New Castle Total	3,070	355	3,989	2,433	3,207	905	13,959
Kent							
Level 1 & 2	2,336	1,450	118	196	480	728	5,308
Level 3	1,200	-	445	-	-	-	1,645
Level 4	-	-	-	-	1	-	1
Kent Total	3,536	1,450	563	196	481	728	6,954
Sussex							
Level 1 & 2	2,600	1,066	1,058	359	268	872	6,223
Level 3	237	615	31	93	63	50	1,089
Level 4	881	857	446	1,448	24	161	3,817
Sussex Total	3,718	2,538	1,535	1,900	355	1,083	11,129
Delaware							
Level 1 & 2	7,968	2,846	4,986	2,658	3,742	2,489	24,689
Level 3	1,467	615	638	419	263	59	3,461
Level 4	889	882	463	1,452	38	168	3,892
State Total	10,324	4,343	6,087	4,529	4,043	2,716	32,042

The following pie graphs (Figures A.3-A.6) present the occurrence of residential development applications by *Strategies for State Policies and Spending* level, for each county and the state as a whole, over the entire study period (2008-2013). New Castle County has the highest percentage (94%) of applications occurring in Level 1 and 2 areas, while Sussex County has the lowest, with only 56 percent occurring in higher growth zones.

Figure A.3 Residential Units Based on Development Applications, by Investment Level, 2008-2013 New Castle County

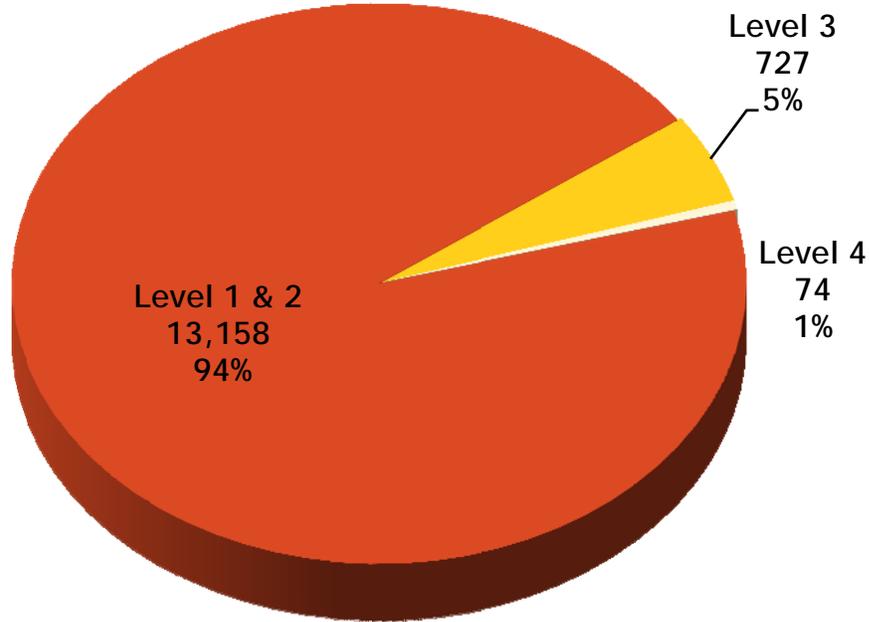


Figure A.4 Residential Units Based on Development Applications, by Investment Level, 2008-2013 Kent County

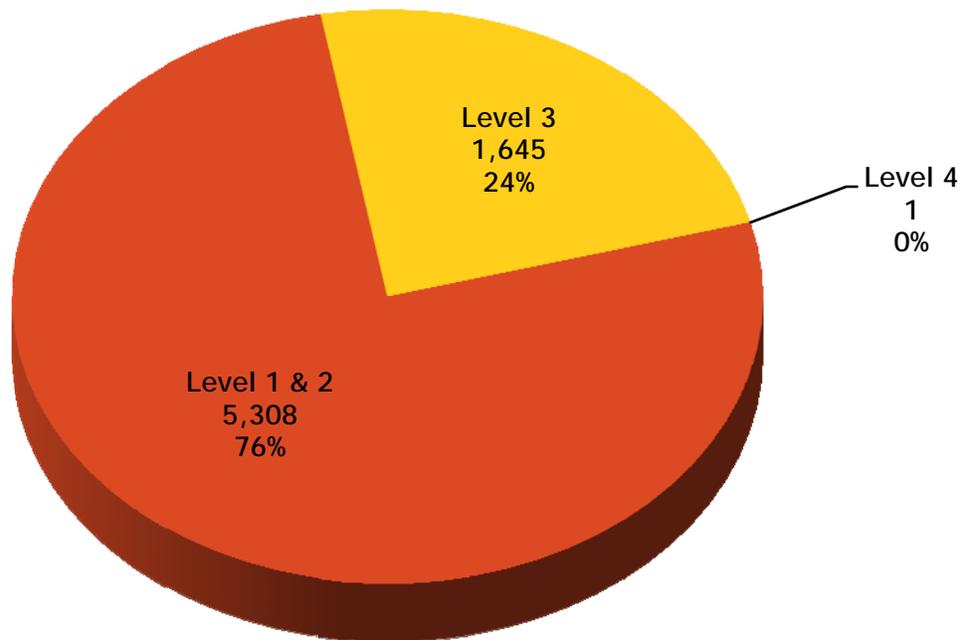


Figure A.5 Residential Units Based on Development Applications, by Investment Level, 2008-2013, Sussex County

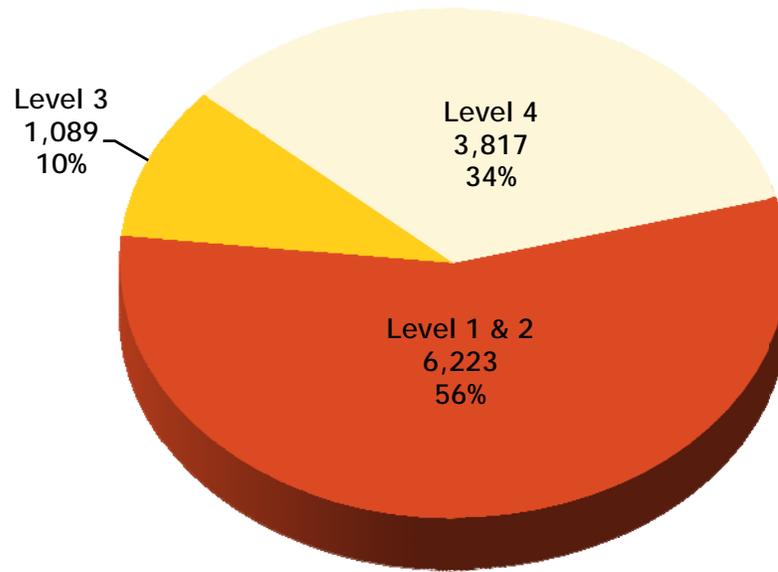
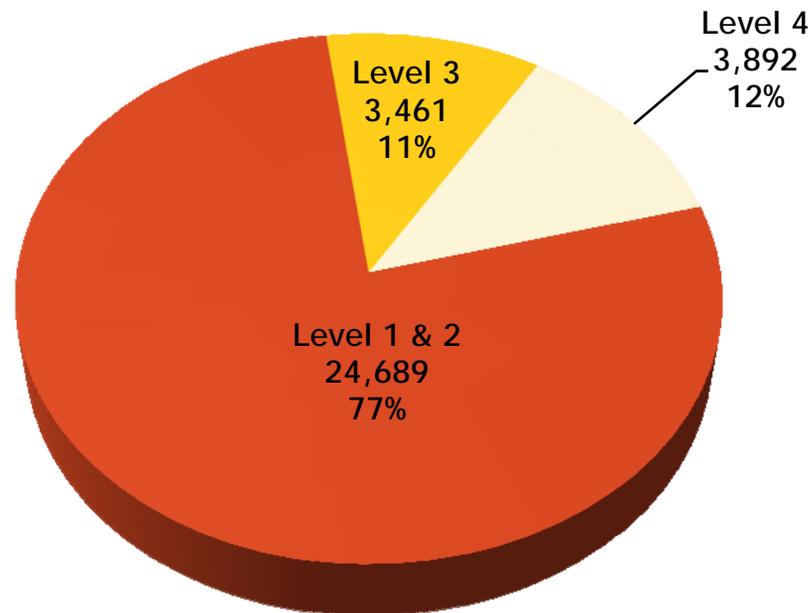


Figure A.6 Residential Units Based on Development Applications, by Investment Level, 2008-2013, State of Delaware



Figures A.7 to A.10 show the prevalence of residential development applications by *Strategies for State Policies and Spending* zone and by year (2008-2013).

Figure A.7 Residential Units Based on Development Applications, New Castle County

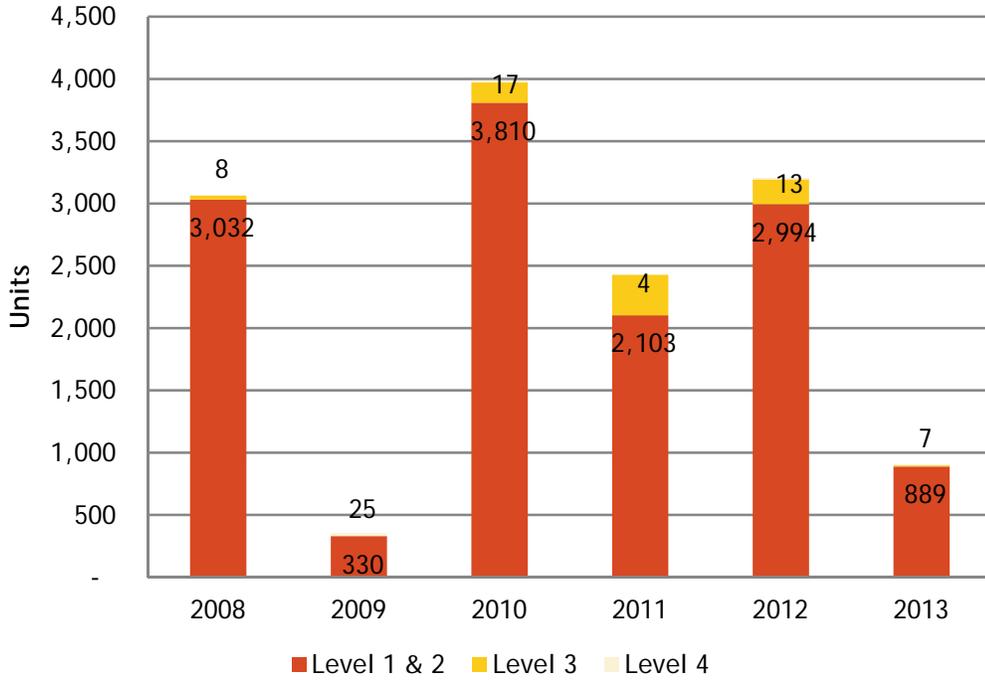


Figure A.8 Residential Units Based on Development Applications, Kent County

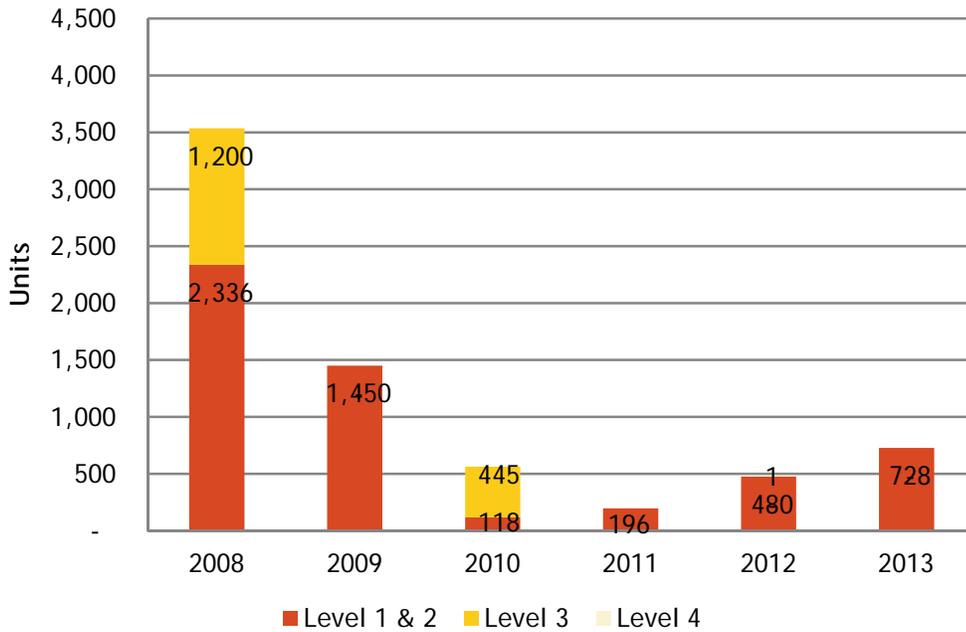


Figure A.9 Residential Units Based on Development Applications, Sussex County

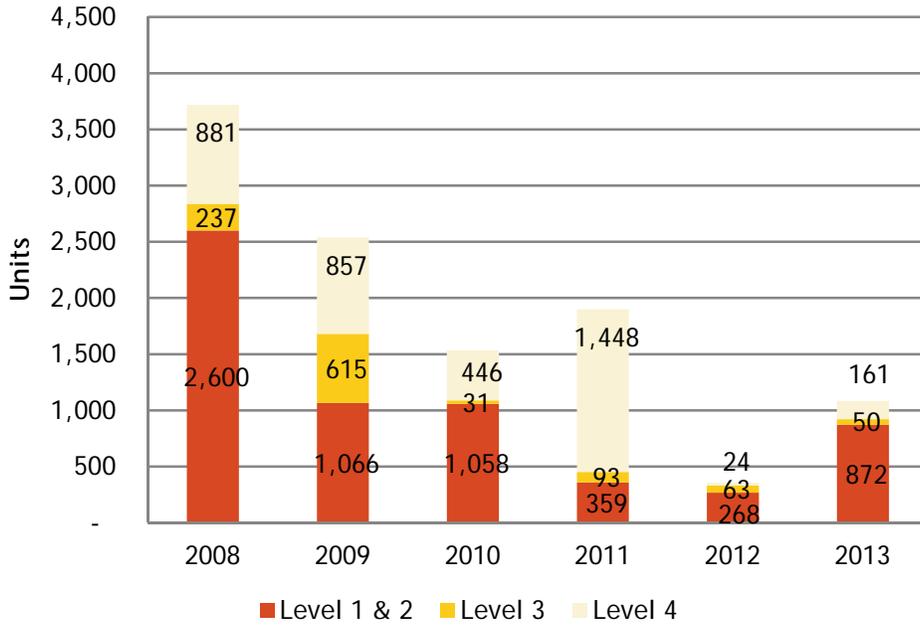
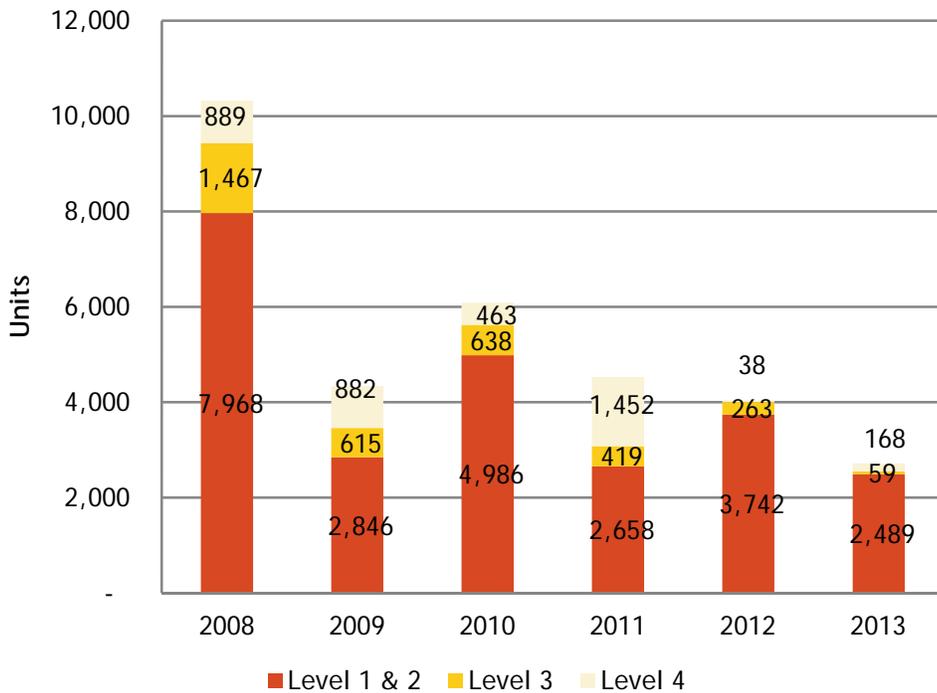


Figure A.10 Residential Units Based on Development Applications, State of Delaware



Building Permits

Table A.3 Residential Units Approved by Building Permit

County	2008	2009	2010	2011	2012	2013	Total
New Castle	960	764	779	639	787	1,569	5,498
Kent	1,159	723	574	685	778	914	4,833
Sussex	1,694	1,683	1,524	1,678	1,881	2,410	10,870
Total	3,813	3,170	2,877	3,002	3,446	4,893	21,201

The location of new residential units is perhaps the best measure of how planning coordination, land-use regulations, real estate market trends, and consumer preferences are converging. Building permits offer a more accurate view of actual development activity than do development applications. Table A.3 summarizes the occurrence of residential building permits by county from 2008 through 2013, based on number of units permitted.

Residential permits show a marked increase in all counties from the previous year. Overall Kent County saw the fewest permits for housing (4,833 units) and Sussex County the most (10,870 units). New Castle County saw the largest rebound in housing permits, with 1,569 units permitted in 2013, a nearly 100 percent increase from the previous year.

Table A.4 shows the distribution of residential building permit activity by local jurisdiction. Figure A.11 presents the distribution and intensity of residential building permits across the state. Building permits reflect a closer correlation than do development applications with existing areas of development, including towns and population centers, and the intensive development seen in the beach communities in Sussex County.

Table A.4 Residential Building Permit Activity

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
New Castle County*	456	449	582	497	630	1,166	3,780
Bellefonte	-	-	-	-	-	16	16
Delaware City	9	-	3	1	-	-	13
Elsmere	2	-	1	-	-	-	3
Middletown	256	148	105	47	72	113	741
New Castle	10	78	4	-	4	-	96
Newark	126	33	33	31	45	21	289
Newport	-	-	-	-	-	-	-
Odessa	-	-	-	2	-	-	2
Smyrna	-	-	-	-	-	-	-
Townsend	23	11	12	14	15	18	93
Wilmington	78	45	39	47	21	235	465
<i>New Castle Total</i>	960	764	779	639	787	1,569	5,498
Kent County*	481	397	317	451	561	652	2,859
Bowers Beach	6	1	-	-	-	-	7
Camden	33	4	-	-	-	4	41
Cheswold	2	-	-	-	1	-	3
Clayton	30	13	4	22	9	28	106
Dover	325	78	129	98	38	99	767
Farmington	1	-	-	-	-	2	3
Felton	4	5	2	3	5	2	21
Frederica	7	2	4	6	-	17	36
Harrington	14	6	27	3	1	1	52
Hartly	1	-	-	-	-	-	1

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
Houston	1	-	1	-	-	-	2
Kenton	-	-	1	-	-	-	1
Leipsic	-	-	-	-	-	-	-
Little Creek	-	-	-	-	-	-	-
Magnolia	-	3	-	-	-	-	3
Milford	82	7	3	6	88	3	189
Smyrna	165	201	80	80	65	89	680
Viola	-	-	-	-	-	-	-
Woodside	-	-	-	1	-	-	1
Wyoming	7	6	6	15	10	17	61
<i>Kent Total</i>	1,159	723	574	685	778	914	4,833
Sussex County*	1,344	1,296	1,229	1,160	1,518	1,886	8,433
Bethany Beach	22	8	22	8	5	12	77
Bethel	-	-	1	1	-	-	2
Blades	9	-	1	1	2	-	13
Bridgeville	20	24	20	28	31	49	172
Dagsboro	9	6	6	3	3	8	35
Delmar	1	1	3	7	7	2	21
Dewey Beach	3	2	1	4	-	1	11
Ellendale	1	1	-	-	-	-	2
Farmington	-	-	-	-	-	-	-
Fenwick Island	6	5	4	4	6	5	30
Frankford	-	1	-	1	-	1	3
Georgetown	18	50	2	8	53	6	137
Greenwood	-	3	4	2	1	7	17
Henlopen Acres	3	-	3	3	-	-	9
Laurel	6	6	6	15	-	-	33
Lewes	10	24	22	26	47	59	188
Milford	4	13	38	19	21	16	111
Millsboro	68	41	35	123	45	89	401
Millville	34	80	35	83	79	115	426
Milton	63	33	19	19	17	33	184
Ocean View	19	36	37	30	14	-	136
Rehoboth Beach	12	18	10	16	20	31	107
Seaford	27	7	8	100	3	67	212
Selbyville	10	16	7	3	-	9	45
Slaughter Beach	1	2	3	3	3	-	12
South Bethany	4	10	8	11	6	14	53
<i>Sussex Total</i>	1,694	1,683	1,524	1,678	1,881	2,410	10,870
<i>State Total</i>	3,813	3,170	2,877	3,002	3,446	4,893	21,201

*Represents building permits in unincorporated areas of the county

Figure A.11 Residential Building Permits 2008-2013

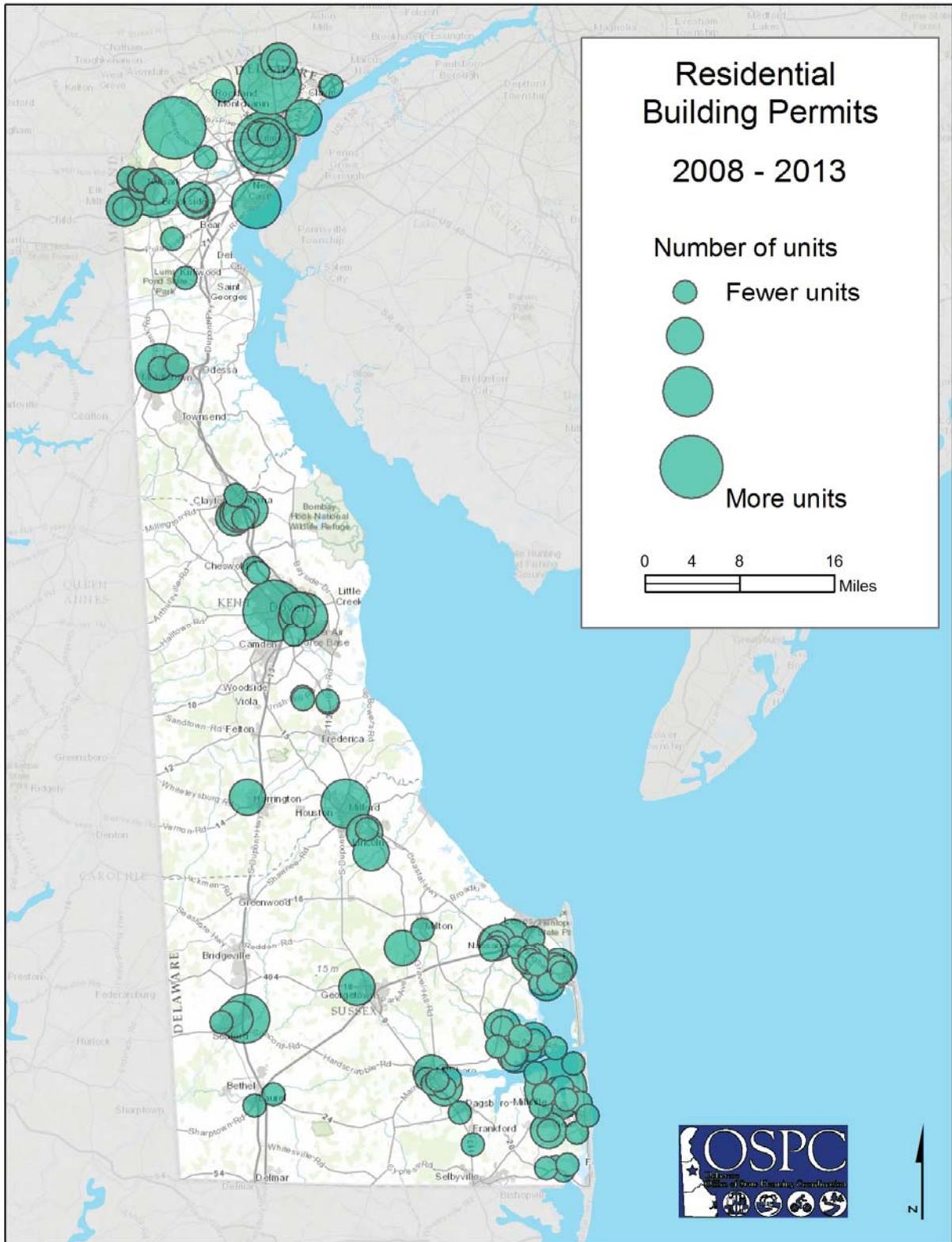
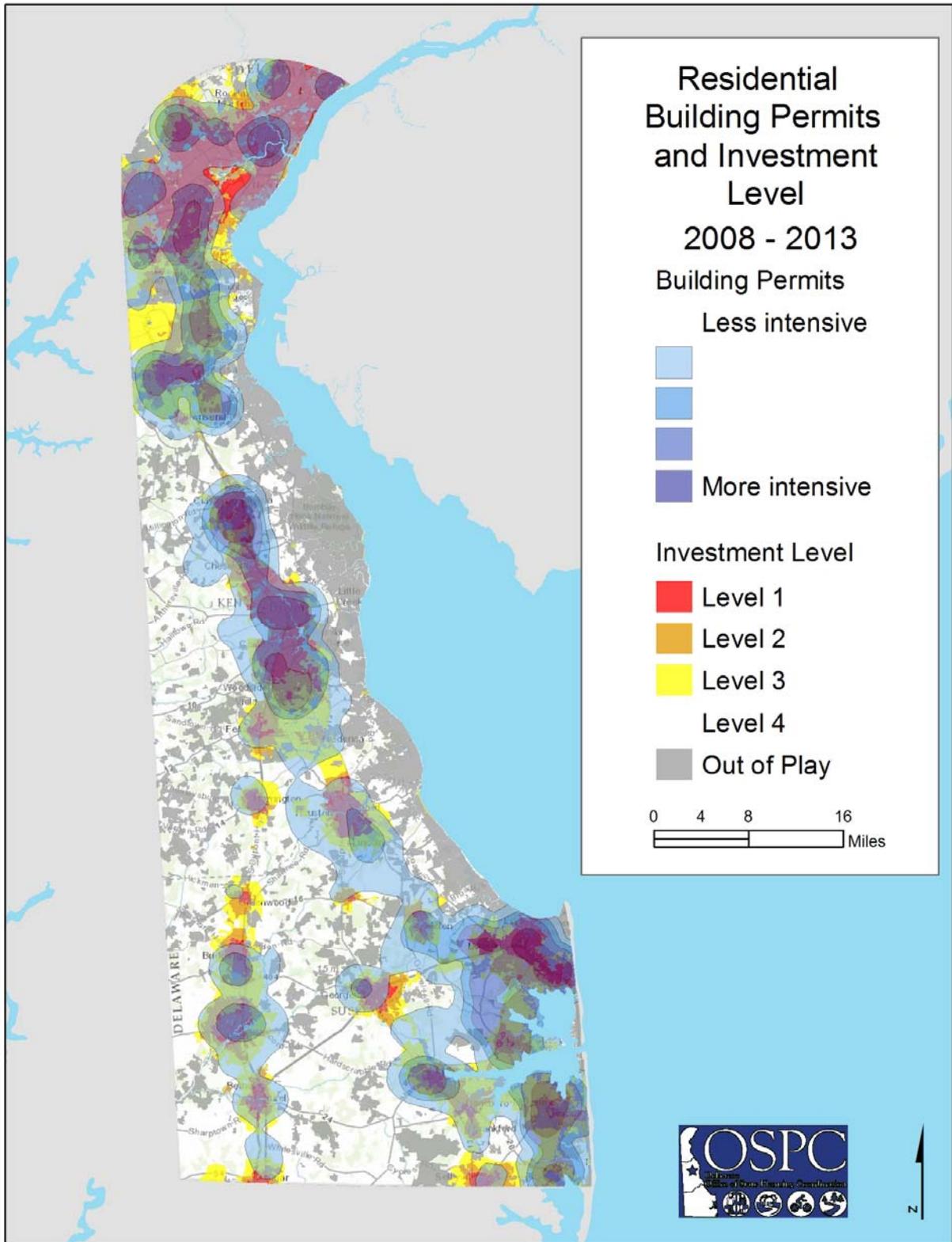


Figure A.12 Residential Building Permits and Investment Level 2008-2013



Building permits exhibit a relatively close agreement with investment levels as defined by the *Strategies*.

Figure A.12 shows the “heat map” of permit activity. Clearly the larger permits are focused on areas of existing development within Level 1 and 2 investment levels. Table A.5 shows the distribution of residential building permits by county, for each investment level.

Table A.5 Residential Units in Building Permits by County and Investment Level, 2008-2013

	2008	2009	2010	2011	2012	2013	2008-2013
New Castle	Units	Units	Units	Units	Units	Units	Total Units
Level 1 & 2	849	646	667	539	660	1,430	4,791
Level 3	92	102	89	74	101	108	566
Level 4	19	16	23	26	26	31	141
New Castle Total	960	764	779	639	787	1,569	5,498
Kent							
Level 1 & 2	950	535	442	520	596	706	3,749
Level 3	40	22	23	23	42	53	203
Level 4	169	166	109	142	140	155	881
Kent Total	1,159	723	574	685	778	914	4,833
Sussex							
Level 1 & 2	1,060	894	834	1,023	1,002	1,328	6,141
Level 3	249	339	379	382	478	611	2,438
Level 4	385	450	311	273	401	471	2,291
Sussex Total	1,694	1,683	1,524	1,678	1,881	2,410	10,870
Delaware							
Level 1 & 2	2,859	2,075	1,943	2,082	2,258	3,464	14,681
Level 3	381	463	491	479	621	772	3,207
Level 4	573	632	443	441	567	657	3,313
State Total	3,813	3,170	2,877	3,002	3,446	4,893	21,201

The graphs in Figures A.13-A.16 show the percentages of permits issued by investment zone. They indicate a significant degree of residential activity outside of the *Strategies* growth zones, mainly in Kent and Sussex Counties.

Figure A.13 Residential Units Based on Building Permits, by Investment Level, 2008-2013 New Castle County

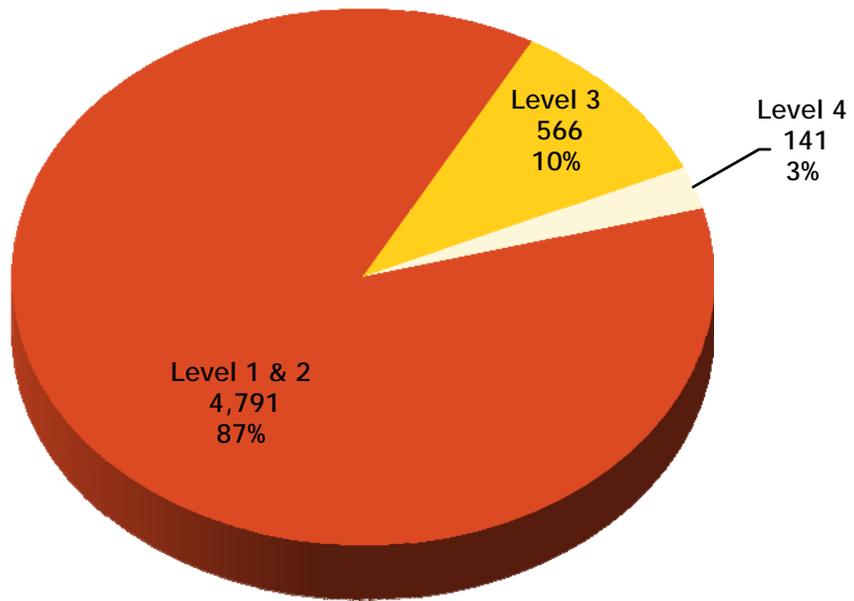


Figure A.14 Residential Units Based on Building Permits, by Investment Level, 2008-2013 Kent County

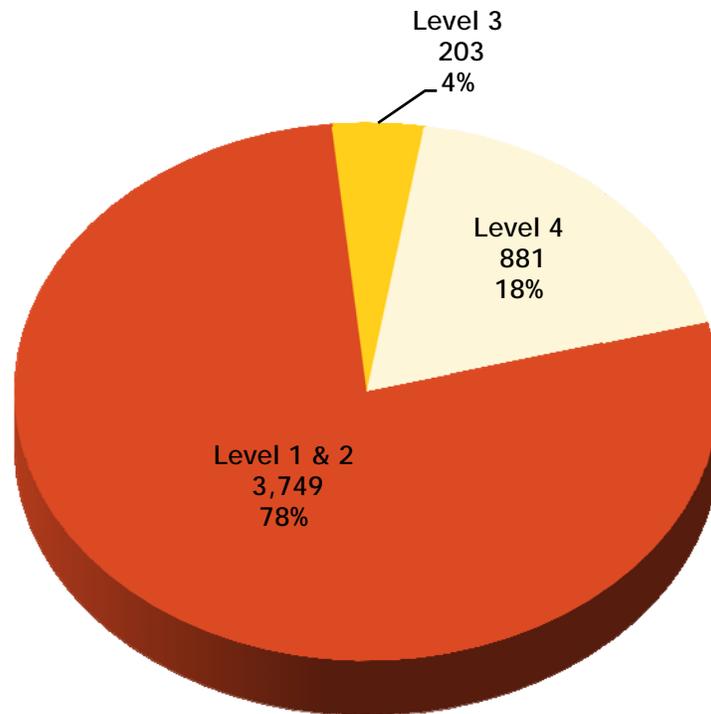


Figure A.15 Residential Units Based on Building Permits, by Investment Level, 2008-2013 Sussex County

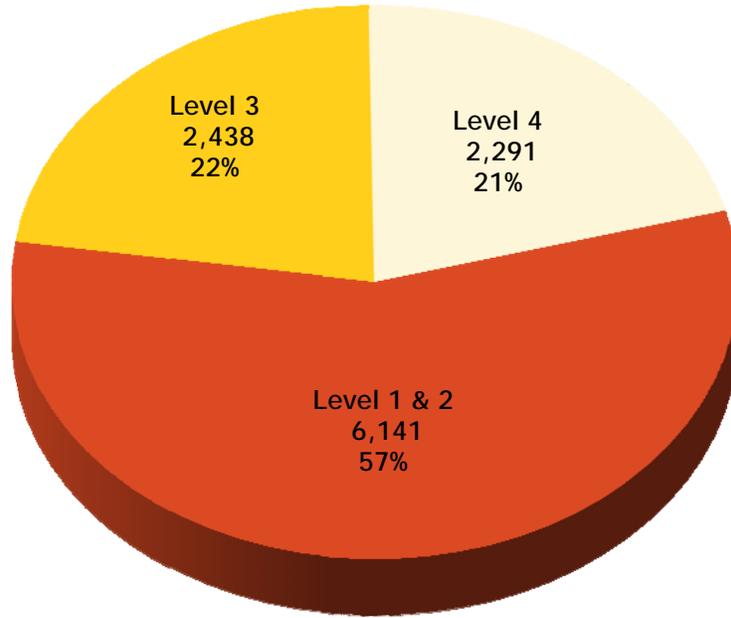
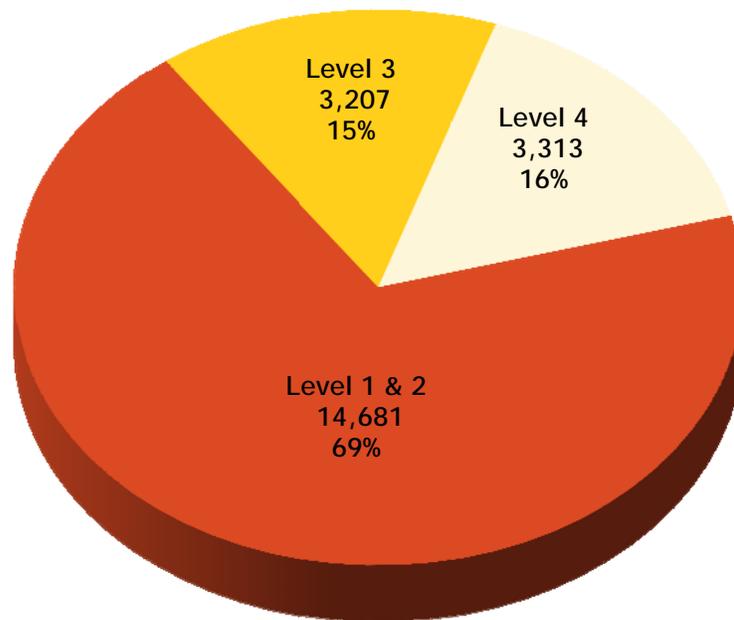


Figure A.16 Residential Units Based on Building Permits, by Investment Level, 2008-2013 State of Delaware



The graphs in Figures A.17-A.20 show the breakdown by level for each county and for the state as a whole, by year (2008 to 2012).

Figure A.17 Residential Units Based on Building Permits, New Castle County

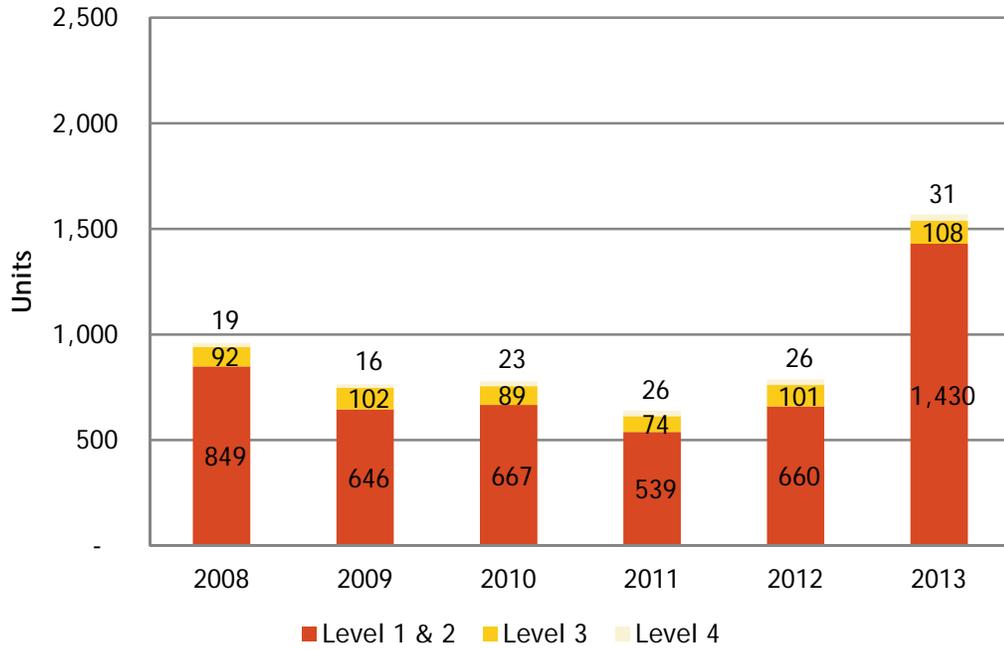


Figure A.18 Residential Units Based on Building Permits, Kent County

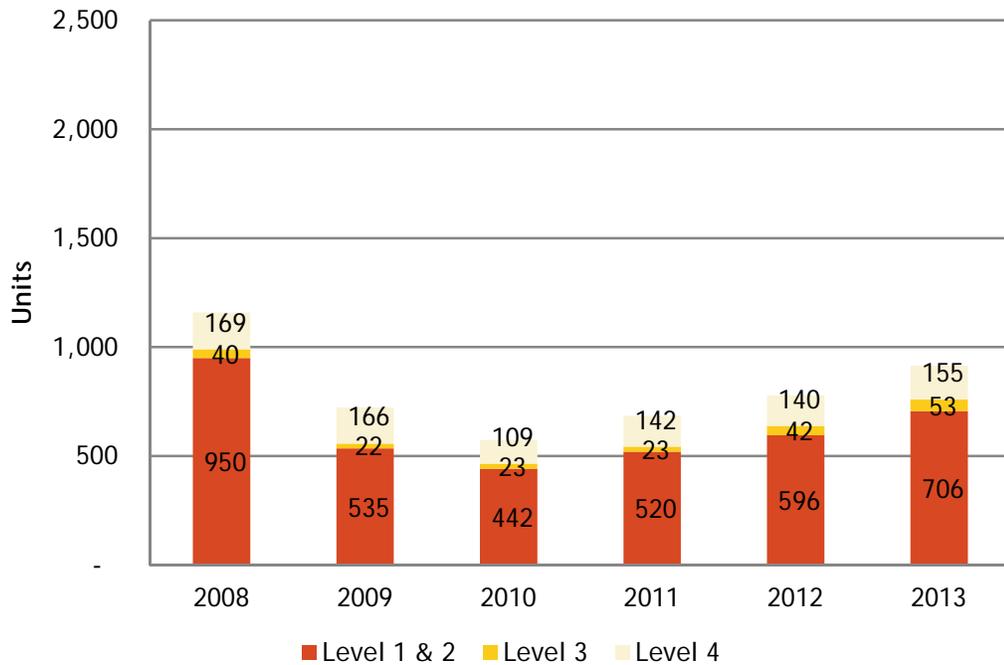


Figure A.19 Residential Units Based on Building Permits, Sussex County

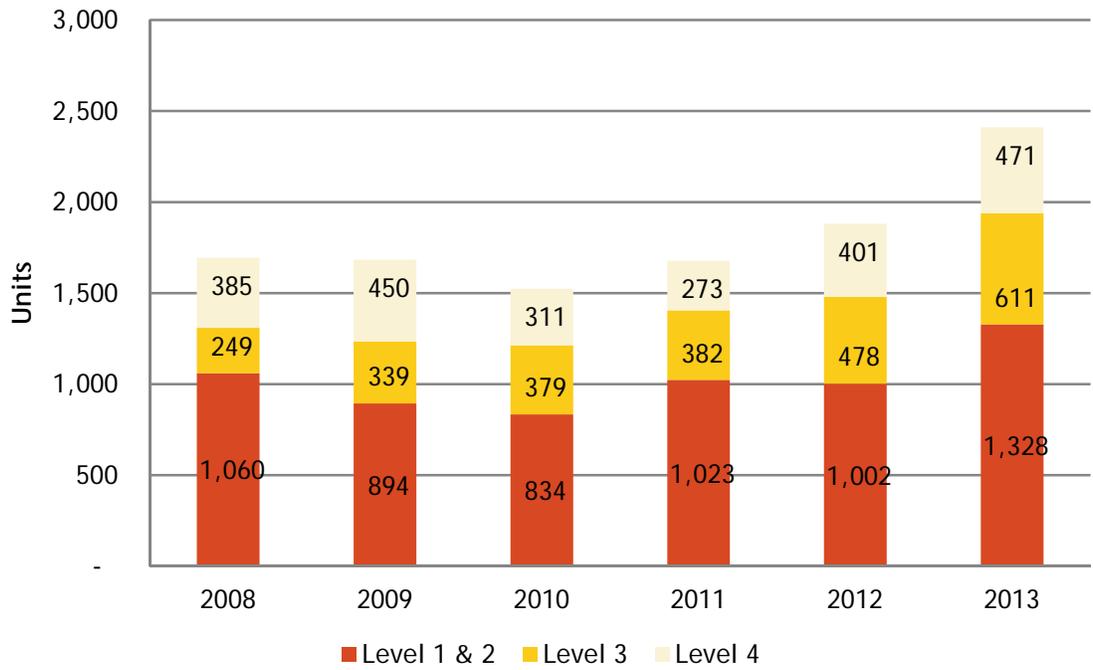
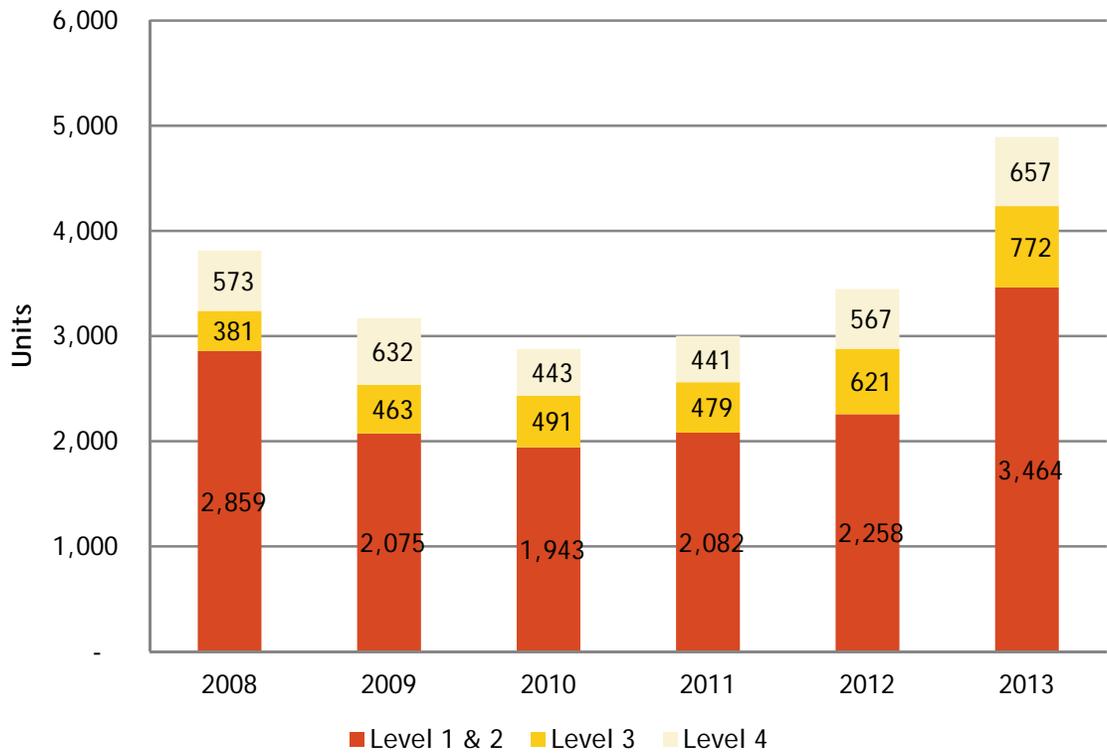


Figure A.20 Residential Units Based on Building Permits, State of Delaware



Non-residential Trends

Development Applications

Non-residential developments include commercial, office, industrial, and institutional uses. The unit of measure for this analysis is the total square footage of approved and permitted non-residential development. Table A.6 summarizes the square footage approved in development applications from 2008 through 2013. There has been an overall decline statewide in the square footage approved, . 2011 and 2012 saw a marked increase in development application activity in New Castle. The greatest amount (and degree of recovery) of intensity of non-residential development application activity has occurred in New Castle County, which has 72 percent of all activity on a square footage basis. Table A.7 summarizes this activity by year at the local jurisdiction level.

Table A.6 Non-residential Square Footage Approved by Development Application

County	2008	2009	2010	2011	2012	2013	Total
New Castle	2,824,514	1,447,092	1,207,256	3,928,832	3,115,308	2,090,496	14,613,498
Kent	1,451,750	307,654	776,004	263,734	344,307	292,839	3,436,288
Sussex	1,275,214	617,060	37,119	62,858	100,000	60,580	2,152,831
Total	5,551,478	2,371,806	2,020,379	4,255,424	3,559,615	2,443,915	20,202,617

Table A.7 Non-residential Development Application Activity

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
New Castle County*	1,589,477	497,482	1,038,406	2,349,202	2,785,874	1,911,279	10,171,720
Bellefonte	-	-	-	-	-	-	-
Delaware City	-	-	-	-	-	-	-
Elsmere	980	-	-	-	-	-	980
Middletown	1,158,004	931,713	-	1,168,631	2,950	148,416	3,409,714
New Castle	666	-	-	191,466	191,466	-	383,598
Newark	65,787	14,580	168,850	8,671	107,260	-	365,148
Newport	-	-	-	-	-	-	-
Odessa	-	-	-	-	-	-	-
Smyrna	9,600	-	-	-	-	-	9,600
Townsend	-	-	-	-	-	-	-
Wilmington	-	3,317	-	210,862	27,758	30,801	272,738
New Castle Total	2,824,514	1,447,092	1,207,256	3,928,832	3,115,308	2,090,496	14,613,498
Kent County*	9,520	127,388	-	89,628	100,316	171,879	498,731
Bowers Beach	-	-	-	-	-	-	-
Camden	-	-	63,339	-	-	-	63,339
Cheswold	-	-	-	-	-	-	-
Clayton	-	-	-	-	-	-	-
Dover	639,056	122,057	702,415	120,592	200,363	120,960	1,905,443
Farmington	-	-	-	-	-	-	-
Felton	-	-	-	-	-	-	-
Frederica	-	-	-	-	-	-	-
Harrington	-	-	10,250	25,706	-	-	35,956
Hartly	-	-	-	-	-	-	-
Houston	-	-	-	-	-	-	-

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
Kenton	-	-	-	-	-	-	-
Leipsic	-	-	-	-	-	-	-
Little Creek	-	-	-	-	-	-	-
Magnolia	-	-	-	-	-	-	-
Milford	478,945	32,389	-	19,200	38,628	-	569,162
Smyrna	324,229	25,820	-	8,608	5,000	-	363,657
Viola	-	-	-	-	-	-	-
Woodside	-	-	-	-	-	-	-
Wyoming	-	-	-	-	-	-	-
Kent Total	1,451,750	307,654	776,004	263,734	344,307	292,839	3,436,288
<i>Sussex County*</i>	328,949	376,476	-	-	-	38,280	743,705
Bethany Beach	-	-	-	-	-	-	-
Bethel	-	-	-	-	-	-	-
Blades	-	-	-	-	-	-	-
Bridgeville	-	96,500	-	18,800	-	-	115,300
Dagsboro	-	-	-	33,933	-	-	33,933
Delmar	9,950	-	15,400	-	-	-	25,350
Dewey Beach	-	-	-	-	-	-	-
Ellendale	-	-	-	-	-	-	-
Farmington	-	-	-	-	-	-	-
Fenwick Island	-	-	-	-	-	-	-
Frankford	-	-	-	-	-	-	-
Georgetown	59,384	33,340	5,719	-	-	-	98,443
Greenwood	-	-	-	-	-	-	-
Henlopen Acres	-	-	-	-	-	-	-
Laurel	19,673	-	-	5,125	-	-	24,798
Lewes	-	-	-	-	-	-	-
Milford	320,134	79,544	-	-	-	-	399,678
Millsboro	382,061	-	-	-	-	16,000	398,061
Millville	-	-	-	-	-	-	-
Milton	139,063	-	-	-	100,000	-	239,063
Ocean View	-	-	-	-	-	1,500	1,500
Rehoboth Beach	-	-	-	-	-	-	-
Seaford	16,000	31,200	16,000	5,000	-	4,800	73,000
Selbyville	-	-	-	-	-	-	-
Slaughter Beach	-	-	-	-	-	-	-
South Bethany	-	-	-	-	-	-	-
<i>Sussex Total</i>	1,275,214	617,060	37,119	62,858	100,000	60,580	2,152,831
<i>State Total</i>	5,551,478	2,371,806	2,020,379	4,255,424	3,559,615	2,443,915	20,202,617

**Represents development applications in unincorporated areas of the county*

Figure A.21 presents the map of non-residential development applications across the time period, with the size of the dot representing the proposed square footage. The prevalence of applications and square footage in New Castle County is evident from this map.

There is generally a high degree of agreement with non-residential development applications and the investment zones defined by the *Strategies for State Policies and Spending*, see Table A.8. The “heat map” in Figure A.22 illustrates this point, with the highest intensity of applications restricted to Level 1 and 2 investment zones.

Table A.8 Non-residential Square Footage in Development Applications by County and Investment Level, 2008-2013

	2008	2009	2010	2011	2012	2013	2008-2013
New Castle	Sq. Ft.	Total Sq. Ft.					
Level 1 & 2	2,791,743	1,447,092	954,239	3,712,623	2,937,661	2,081,351	13,924,709
Level 3	4,164	-	205,400	72,553	36,915	-	319,032
Level 4	28,607	-	47,617	143,656	140,732	9,145	369,757
New Castle Total	2,824,514	1,447,092	1,207,256	3,928,832	3,115,308	2,090,496	14,613,498
Kent							
Level 1 & 2	1,451,750	307,654	776,004	239,418	320,792	243,190	3,338,808
Level 3	-	-	-	18,904	-	6,361	25,265
Level 4	-	-	-	5,412	23,515	43,288	72,215
Kent Total	1,451,750	307,654	776,004	263,734	344,307	292,839	3,436,288
Sussex							
Level 1 & 2	980,363	283,618	37,119	62,858	100,000	34,300	1,498,258
Level 3	285,901	2,104	-	-	-	24,480	312,485
Level 4	8,950	331,338	-	-	-	1,800	342,088
Sussex Total	1,275,214	617,060	37,119	62,858	100,000	60,580	2,152,831
Delaware							
Level 1 & 2	5,223,856	2,038,364	1,767,362	4,014,899	3,358,453	2,358,841	18,761,775
Level 3	290,065	2,104	205,400	91,457	36,915	30,841	656,782
Level 4	37,557	331,338	47,617	149,068	164,247	54,233	784,060
State Total	5,551,478	2,371,806	2,020,379	4,255,424	3,559,615	2,443,915	20,202,617

Figure A.21 Non-residential Development Applications 2008-2013

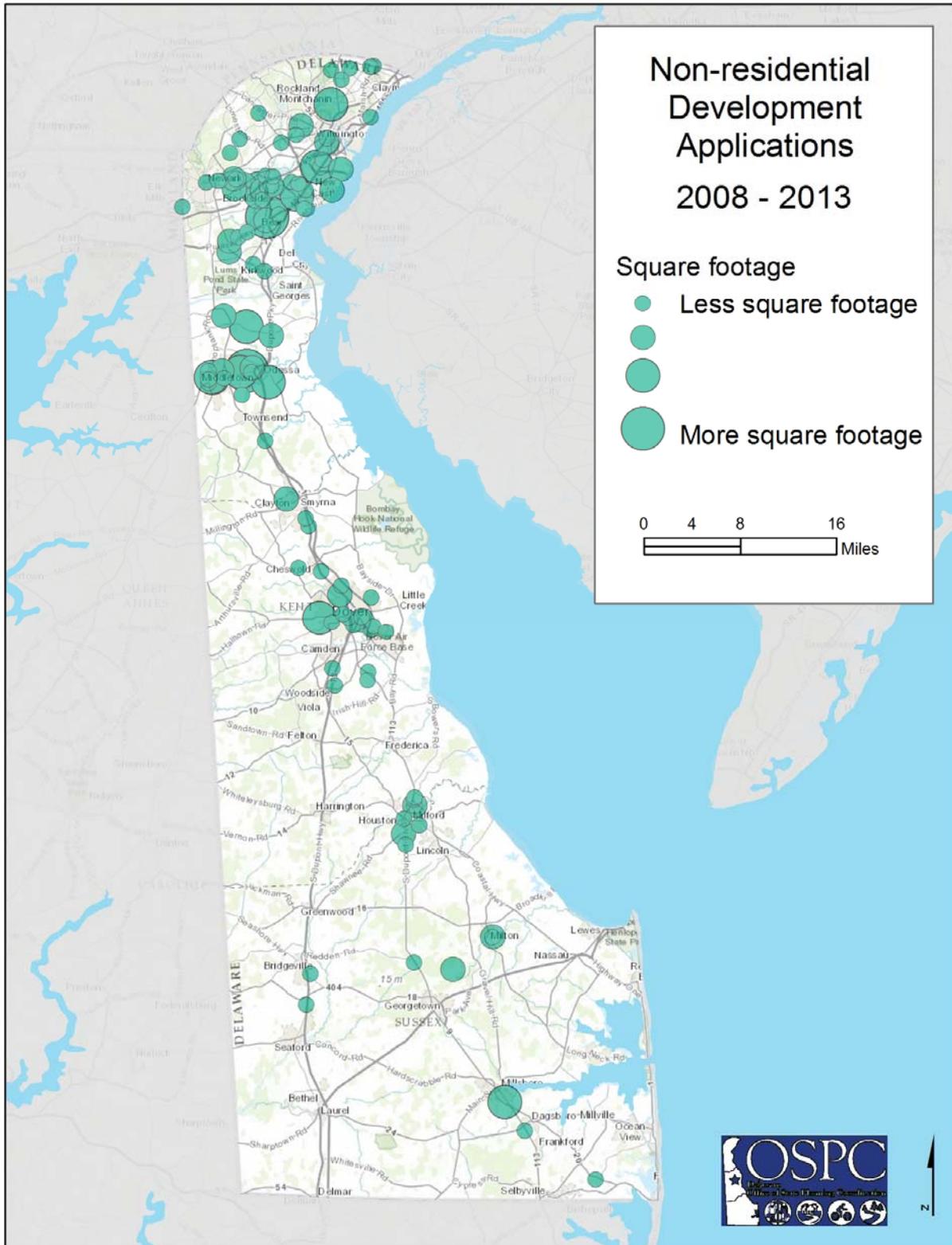
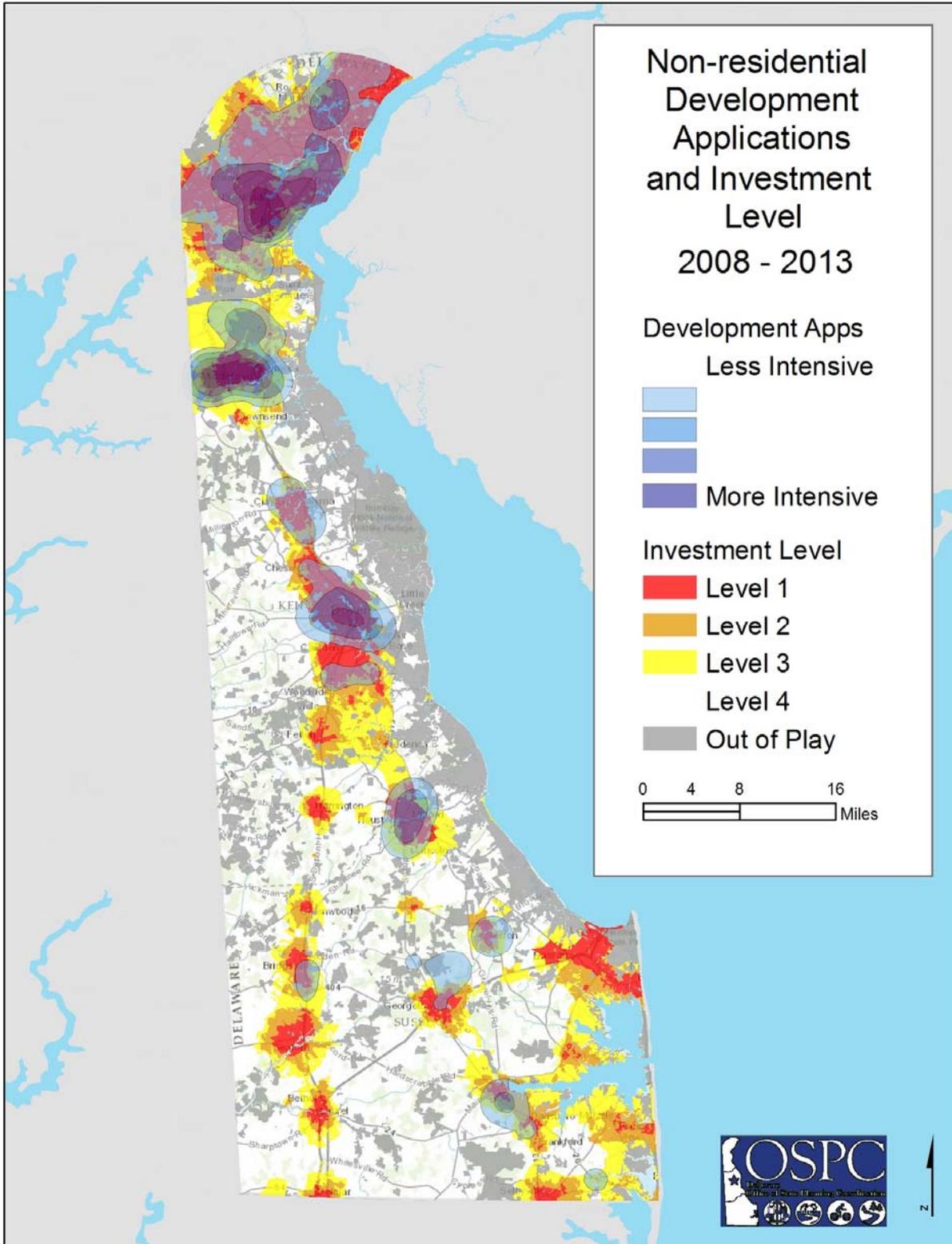


Figure A.22 Non-residential Development Applications and Investment Level 2009-2013



The following pie charts (Figures A1.23-A1.26) illustrate the proportion of non-residential square footage approved within each county and across the state as a whole, by investment level.

Figure A.23 Non-residential Square Footage Based on Development Applications, by Investment Level, 2008-2013 New Castle County

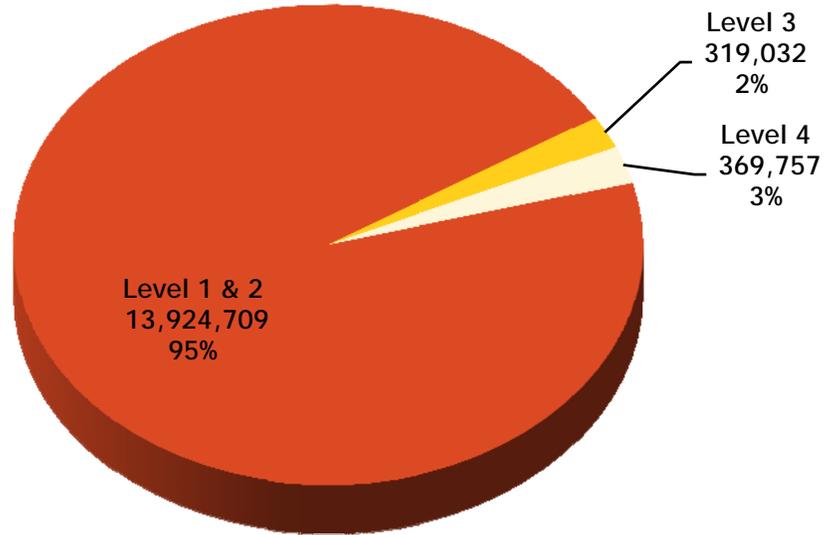


Figure A.24 Non-residential Square Footage Based on Development Applications, by Investment Level, 2008-2013 Kent County

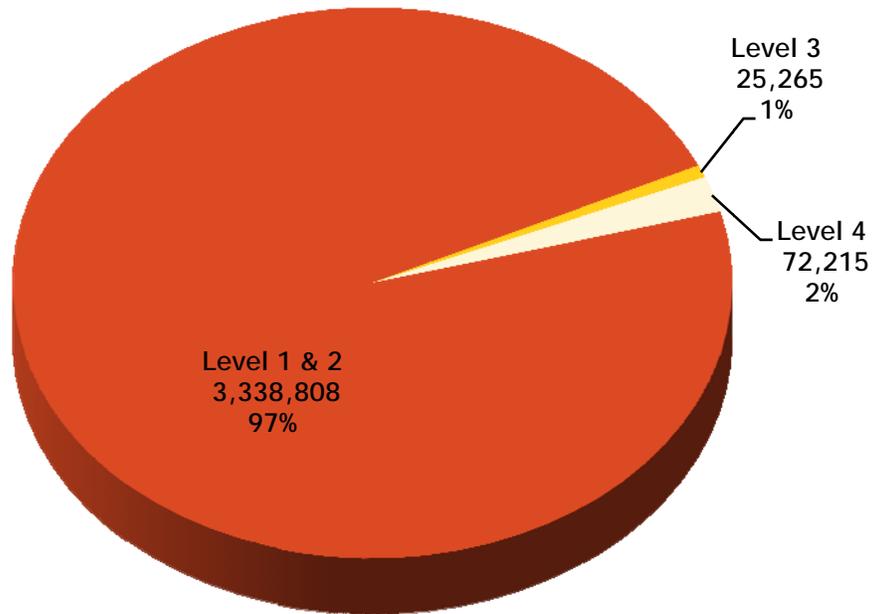


Figure A.25 Non-residential Square Footage Based on Development Applications, by Investment Level, 2008-2013 Sussex County

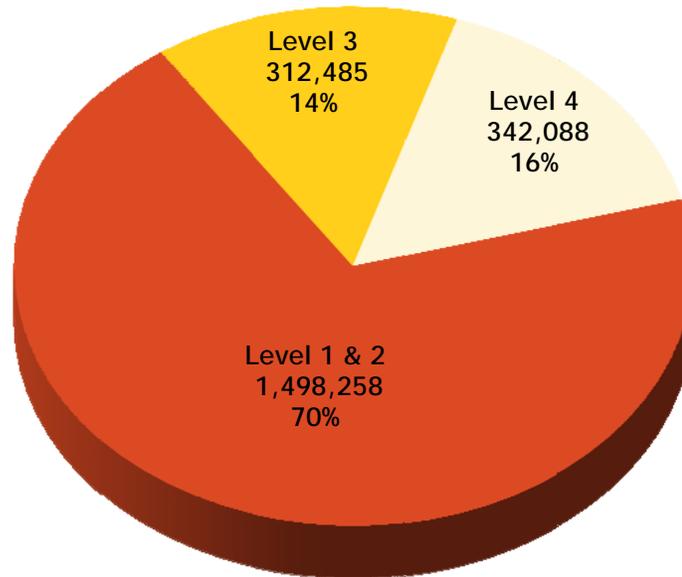
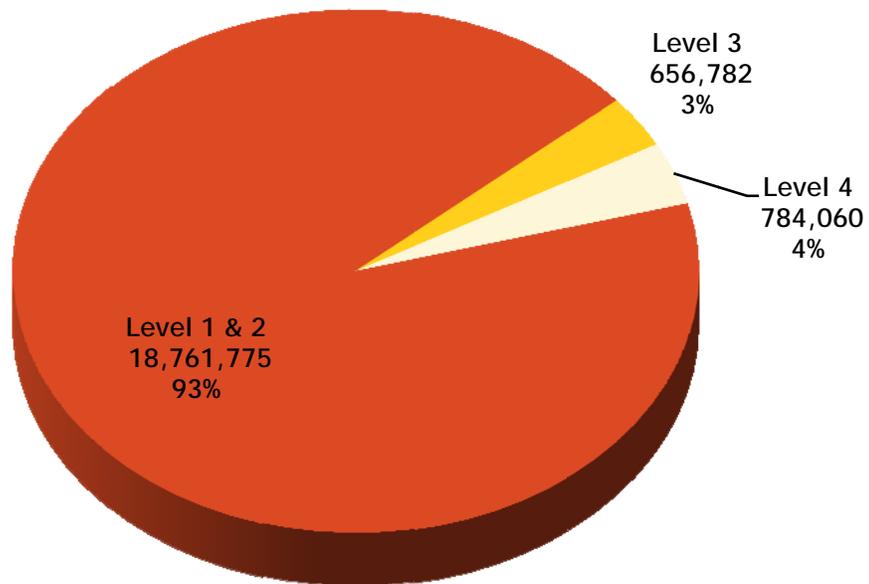


Figure A.26 Non-residential Square Footage Based on Development Applications, by Investment Level, 2008-2013 State of Delaware



Figures A.27-A.30 shows the proportion of non-residential development applications, by investment level, for each year in the study period. With the exception of Sussex County in 2009 (when 53 percent of the square footage was approved in Level 4 areas), the development applications were largely confined to the higher growth zones (Levels 1 and 2).

Figure A.27 Non-residential Square Footage Based on Development Applications, New Castle County

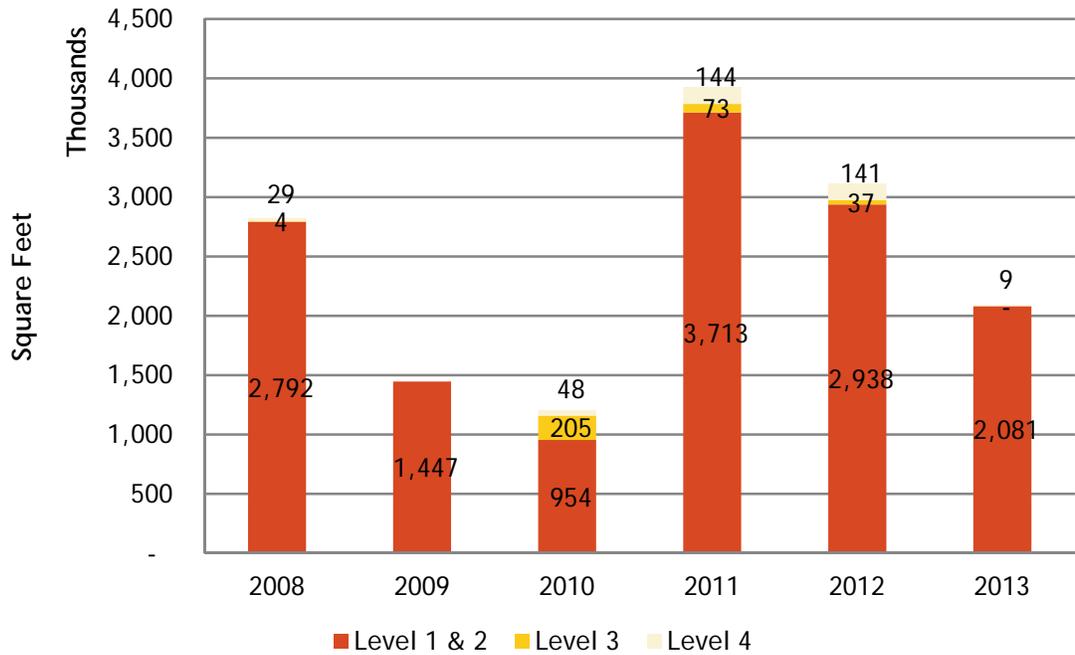


Figure A.28 Non-residential Square Footage Based on Development Applications, Kent County

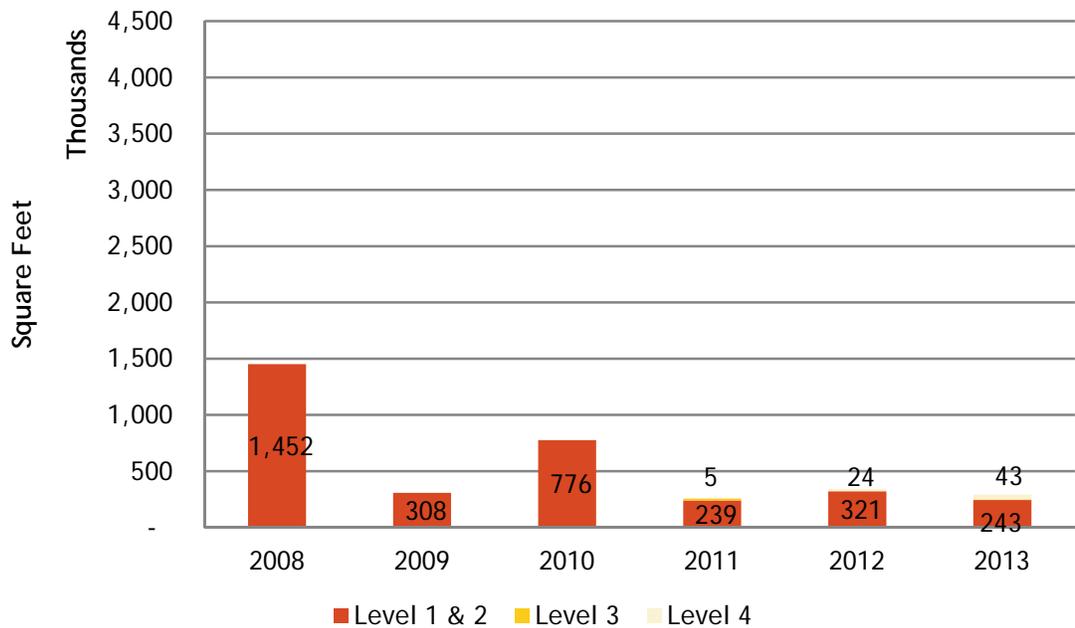


Figure A.29 Non-residential Square Footage Based on Development Applications, Sussex County

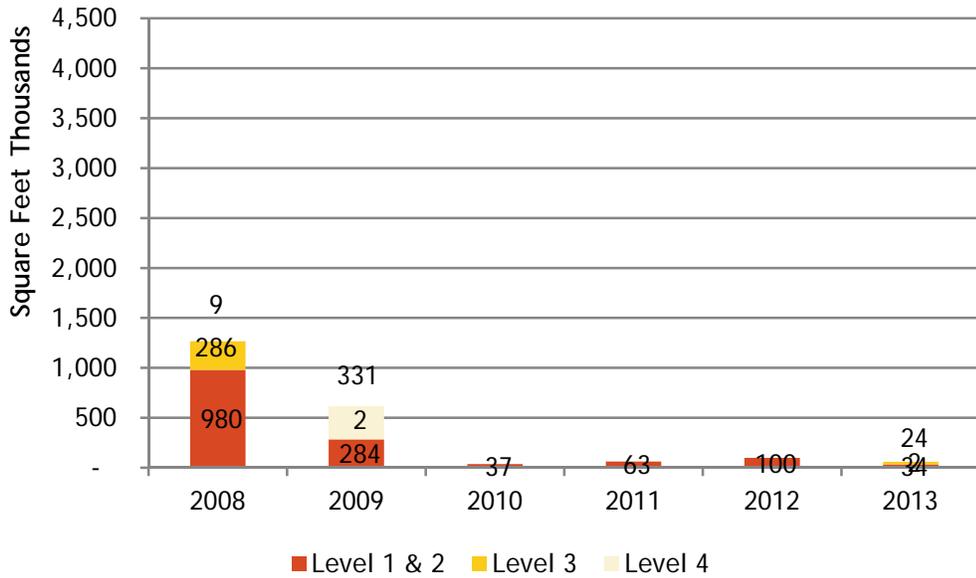
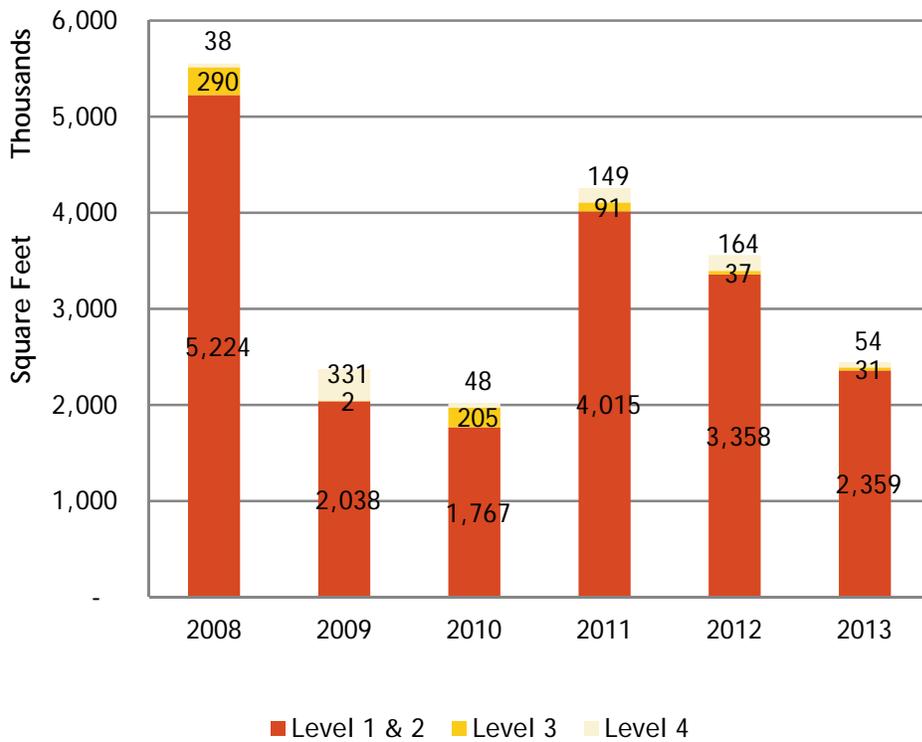


Figure A.30 Non-residential Square Footage Based on Development Applications, State of Delaware



Building Permits

Non-residential building permits are a better indicator of commercial activity compared to Development Applications since they are likely to result in actual development in a shorter period of time. Table A.9 summarizes non-residential building permits by square footage for each county and the state. There is a clear trend of declining activity across the period from 2008 through 2011, with a strong recovery in 2012 in New Castle and Sussex Counties. 2013 saw a decrease in activity in New Castle and Sussex counties and a small increase in Kent County. As with development applications, the preponderance of non-residential building permit activity was seen in New Castle County (nearly 61% of the total).

Table A.9 Non-residential Square Footage Approved by Building Permit

County	2008	2009	2010	2011	2012	2013	2008-2013
New Castle	2,193,275	1,114,275	1,320,617	1,274,651	2,842,924	1,545,518	10,291,260
Kent	1,091,591	576,839	414,963	321,718	252,944	355,212	3,013,267
Sussex	909,973	169,016	283,456	461,592	1,425,829	372,588	3,622,454
Total	4,194,839	1,860,130	2,019,036	2,057,961	4,521,697	2,273,318	16,926,981

Table A.10 presents the level of non-residential building permit activity at the local jurisdictional level.

Table A.10 Non-residential Building Permit Activity

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
New Castle County*	1,331,766	579,224	858,277	589,629	1,241,297	1,403,488	6,003,681
Bellefonte	-	-	-	-	-	-	-
Delaware City	15,025	-	-	-	-	-	15,025
Elsmere	-	-	-	-	-	-	-
Middletown	325,300	48,982	10,460	429,691	1,322,377	117,750	2,254,560
New Castle	209,320	-	1,200	-	1,200	-	211,720
Newark	59,682	21,330	414,710	10,500	-	-	506,222
Newport	-	-	-	-	-	-	-
Odessa	-	-	-	-	-	-	-
Smyrna	-	-	-	-	-	-	-
Townsend	-	-	-	-	-	-	-
Wilmington	252,182	464,739	35,970	244,831	278,050	24,280	1,300,052
<i>New Castle Total</i>	2,193,275	1,114,275	1,320,617	1,274,651	2,842,924	1,545,518	10,291,260
Kent County*	104,317	311,740	229,182	-	23,145	153,498	821,882
Bowers Beach	-	-	-	-	-	-	-
Camden	25,160	-	-	-	62,556	33,420	121,136
Cheswold	-	-	-	-	-	-	-
Clayton	-	-	90,075	-	-	-	90,075
Dover	822,399	161,099	67,281	310,807	93,739	142,041	1,597,366
Farmington	-	-	-	-	-	-	-
Felton	-	-	5,125	-	9,100	-	14,225
Frederica	-	-	-	-	-	-	-
Harrington	1,200	-	16,300	5,125	-	-	22,625
Hartly	-	-	-	-	-	-	-
Houston	-	-	-	-	-	-	-
Kenton	-	-	-	-	-	-	-
Leipsic	-	-	-	-	-	-	-
Little Creek	-	-	-	-	-	-	-
Magnolia	-	-	-	-	-	-	-
Milford	23,150	99,000	7,000	5,786	21,984	25,425	182,345

Jurisdiction	2008	2009	2010	2011	2012	2013	2008-2013
Smyrna	105,465	5,000	-	-	42,420	828	153,713
Viola	-	-	-	-	-	-	-
Woodside	-	-	-	-	-	-	-
Wyoming	9,900	-	-	-	-	-	9,900
Kent Total	1,091,591	576,839	414,963	321,718	252,944	355,212	3,013,267
Sussex County*	254,372	46,200	215,473	313,156	813,326	233,058	1,875,585
Bethany Beach	9,800	-	-	-	-	-	9,800
Bethel	-	-	-	-	-	-	-
Blades	-	-	-	-	-	-	-
Bridgeville	13,500	-	-	-	-	-	13,500
Dagsboro	43,742	-	-	5,000	32,601	-	81,343
Delmar	66,479	-	15,400	-	-	8,282	90,161
Dewey Beach	22,000	-	-	-	-	-	22,000
Ellendale	-	-	-	-	-	-	-
Farmington	-	-	-	-	-	-	-
Fenwick Island	-	-	-	2,952	-	-	2,952
Frankford	-	-	-	-	-	-	-
Georgetown	50,064	4,300	5,719	48,218	18,850	46,600	173,751
Greenwood	3,000	-	-	-	25,000	-	28,000
Henlopen Acres	-	-	-	-	-	-	-
Laurel	29,200	-	-	-	-	-	29,200
Lewes	1,800	-	-	6,817	-	6,000	14,617
Milford	11,506	74,544	27,588	49,223	4,800	-	167,661
Millsboro	282,612	1,656	9,500	11,722	55,863	-	361,353
Millville	-	-	-	-	9,700	36,184	45,884
Milton	6,324	6,253	-	-	101,000	-	113,577
Ocean View	-	-	-	-	13,000	-	13,000
Rehoboth Beach	5,000	-	-	-	-	2,080	7,080
Seaford	94,699	21,388	7,276	24,504	351,689	5,880	505,436
Selbyville	15,875	14,675	2,500	-	-	34,504	67,554
Slaughter Beach	-	-	-	-	-	-	-
South Bethany	-	-	-	-	-	-	-
Sussex Total	909,973	169,016	283,456	461,592	1,425,829	372,588	3,622,454
State Total	4,194,839	1,860,130	2,019,036	2,057,961	4,521,697	2,273,318	16,926,981

*Represents building permits in unincorporated areas of the county

As with non-residential development applications, there is a high degree of concordance with investment levels defined by the *Strategies* in non-residential building permits, except for a few prominent developments in Sussex County. Table A.11 summarizes the square footage, by county and the entire state, based on which investment level it falls within.

Figure A.31 shows a map of building permit activity with each dot indicating a permit and the size of the dot indicating the square footage permitted.

Figure A.32 shows the degree to which the intensity of non-residential development is focused on growth zones. Activity is focused on growth areas, except for a few areas in Sussex County, where a relatively higher degree of building permit activity is occurring in Level 4 areas, particularly in the south of the county, and west of Seaford.

Table A.11 Non-residential Square Footage in Building Permits by County And Investment Level, 2008-2013

	2008	2009	2010	2011	2012	2013	2008-2013
New Castle	Sq. Ft.	Total Sq. Ft.					
Level 1 & 2	2,161,492	1,086,766	1,272,482	1,261,901	2,835,861	1,523,452	10,141,954
Level 3	8,059	10,891	48,135	8,900	5,440	-	81,425
Level 4	23,724	16,618	-	3,850	1,623	22,066	67,881
New Castle Total	2,193,275	1,114,275	1,320,617	1,274,651	2,842,924	1,545,518	10,291,260
Kent							
Level 1 & 2	993,311	525,436	379,134	321,718	237,633	321,977	2,779,209
Level 3	3,762	4,256	23,809	-	4,549	6,375	42,751
Level 4	94,518	47,147	12,020	-	10,762	26,860	191,307
Kent Total	1,091,591	576,839	414,963	321,718	252,944	355,212	3,013,267
Sussex							
Level 1 & 2	753,362	139,016	93,028	171,002	716,289	326,097	2,198,794
Level 3	71,067	-	67,480	134,018	376,346	11,896	660,807
Level 4	85,544	30,000	122,948	156,572	333,194	34,595	762,853
Sussex Total	909,973	169,016	283,456	461,592	1,425,829	372,588	3,622,454
Delaware							
Level 1 & 2	3,908,165	1,751,218	1,744,644	1,754,621	3,789,783	2,171,526	15,119,957
Level 3	82,888	15,147	139,424	142,918	386,335	18,271	784,983
Level 4	203,786	93,765	134,968	160,422	345,579	83,521	1,022,041
State Total	4,194,839	1,860,130	2,019,036	2,057,961	4,521,697	2,273,318	16,926,981

Figure A.31 Non-residential Building Permits 2008-2013

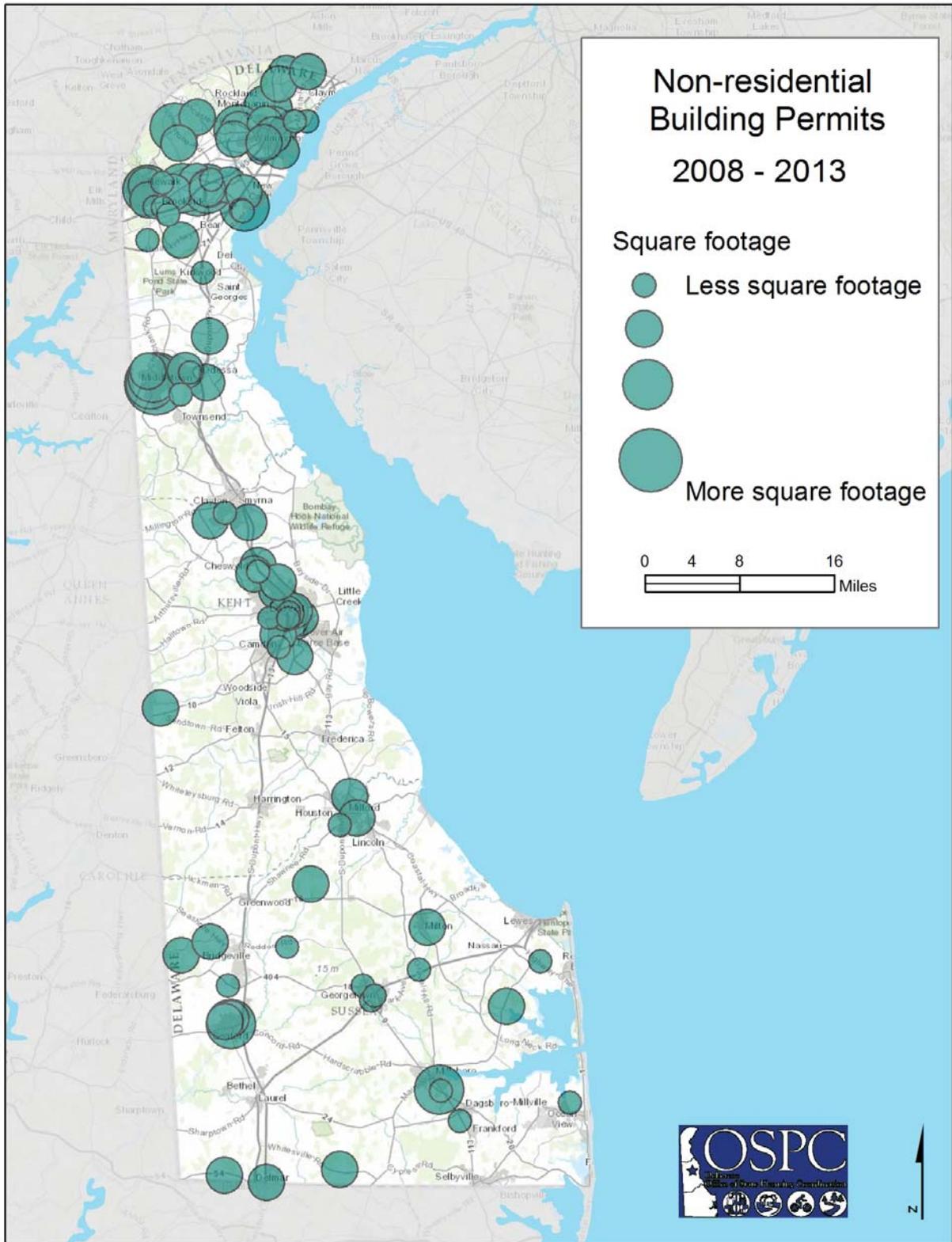
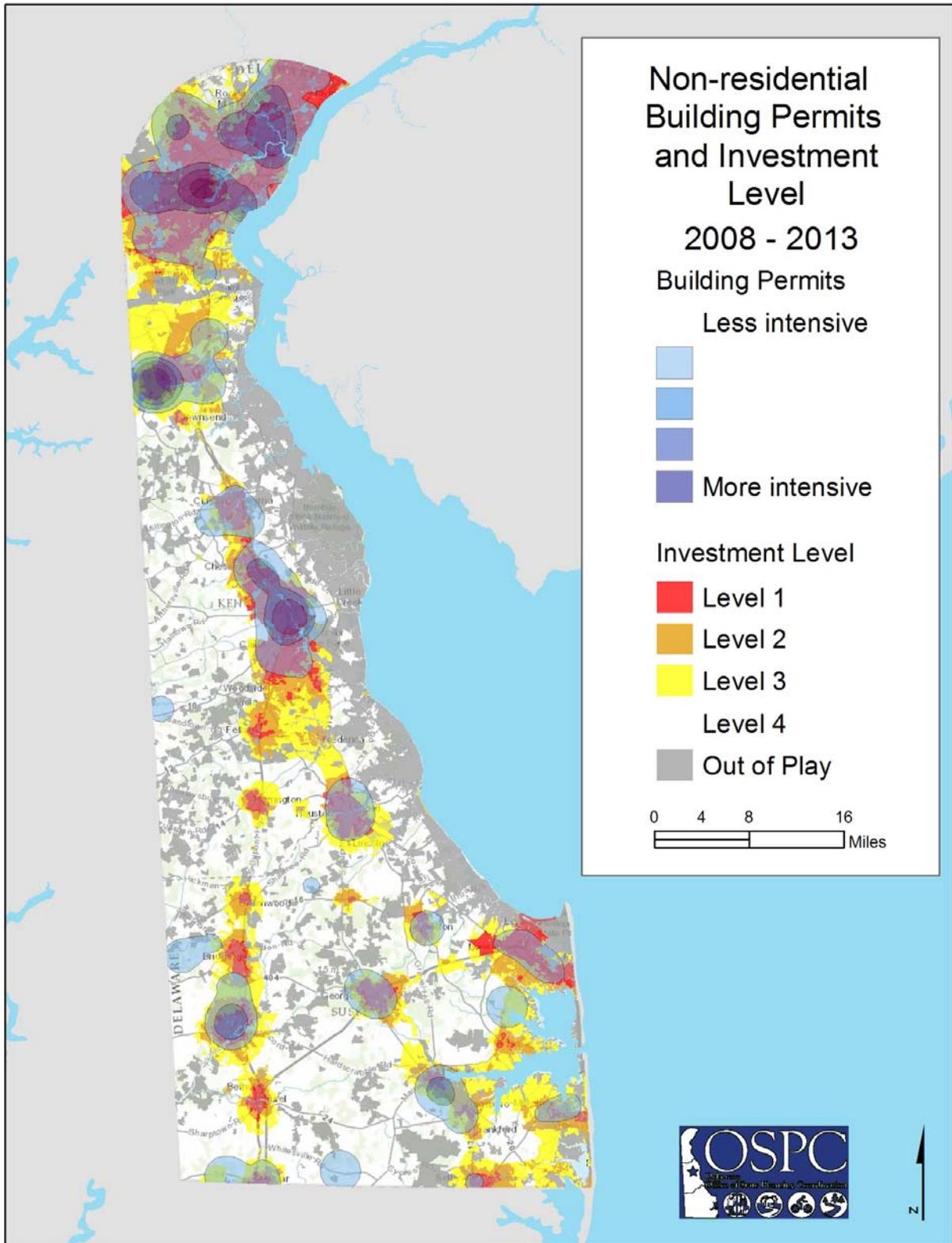


Figure A.32 Non-residential Building Permits and Investment Level 2008-2013



The pie charts in Figures A.33-A.36 show the proportion of non-residential square footage permitted within each county and across the state as a whole, by investment level.

Figure A.33 Non-residential Square Footage Based on Building Permits, by Investment Level, 2008-2013 New Castle County

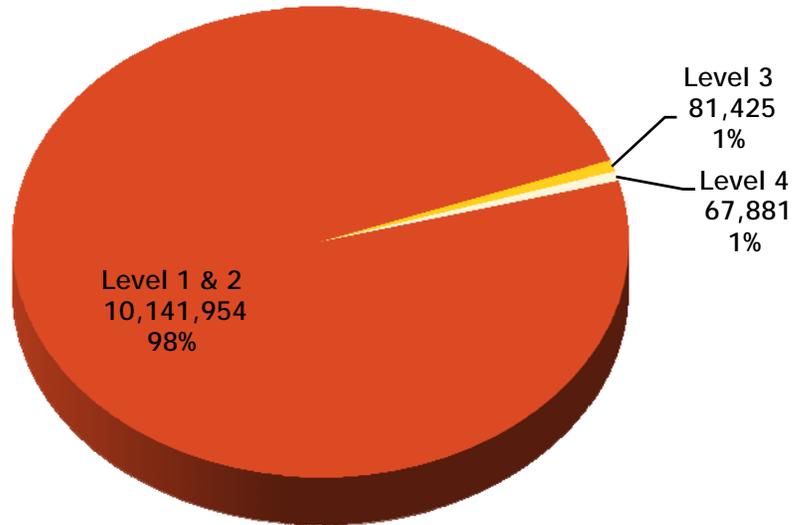


Figure A.34 Non-residential Square Footage Based on Building Permits, by Investment Level, 2008-2013 Kent County

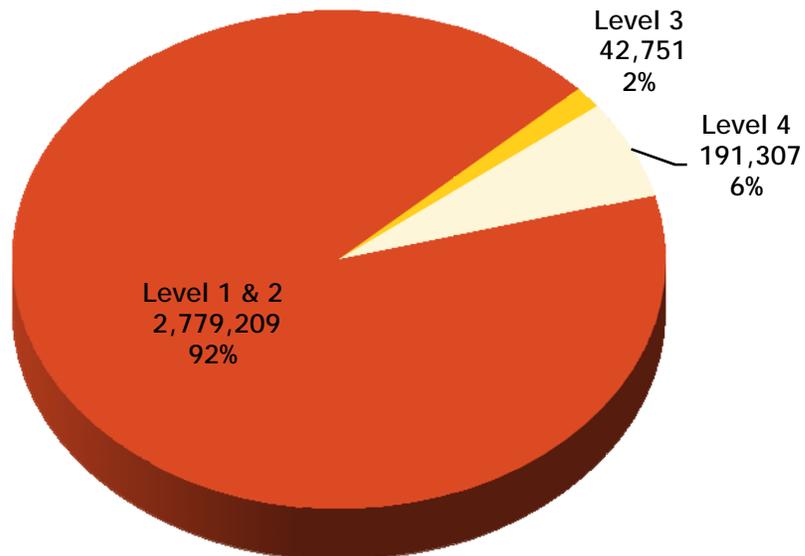


Figure A.35 Non-residential Square Footage Based on Building Permits, by Investment Level, 2008-2013 Sussex County

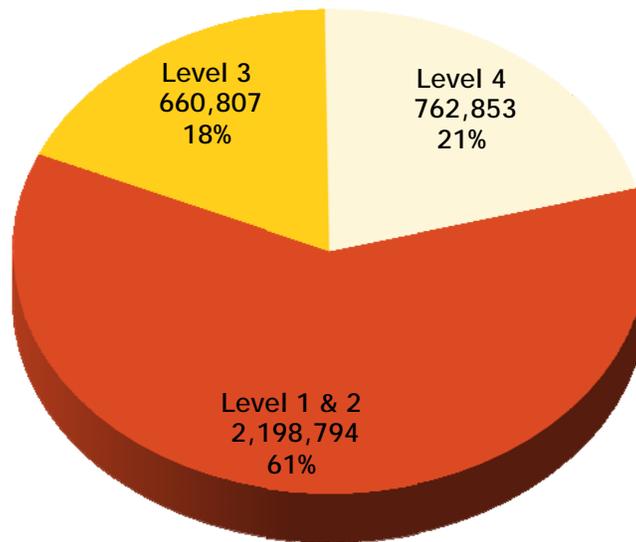
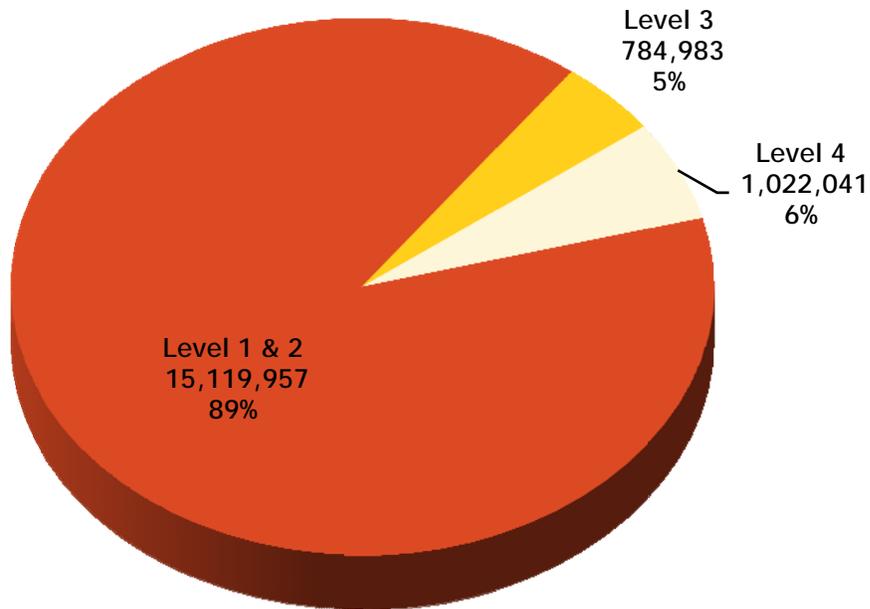


Figure A.36 Non-residential Square Footage Based on Building Permits, by Investment Level, 2008-2013 State of Delaware



Figures A.37-A.40 show the proportion of non-residential building permits, by investment level, for each year.

Figure A.37 Non-residential Square Footage Based on Building Permits, New Castle County

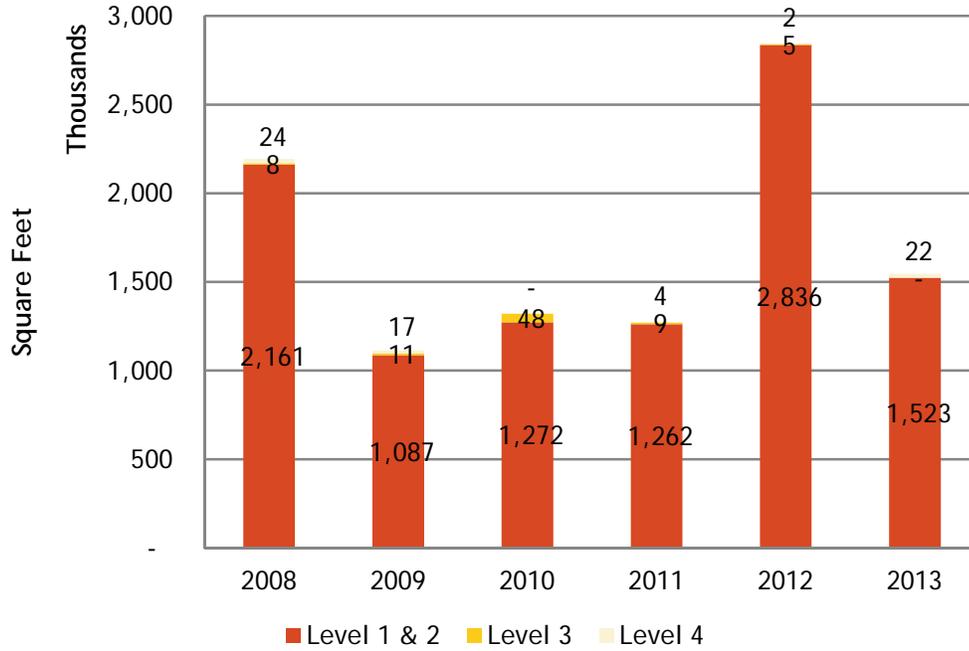


Figure A.38 Non-residential Square Footage Based on Building Permits, Kent County

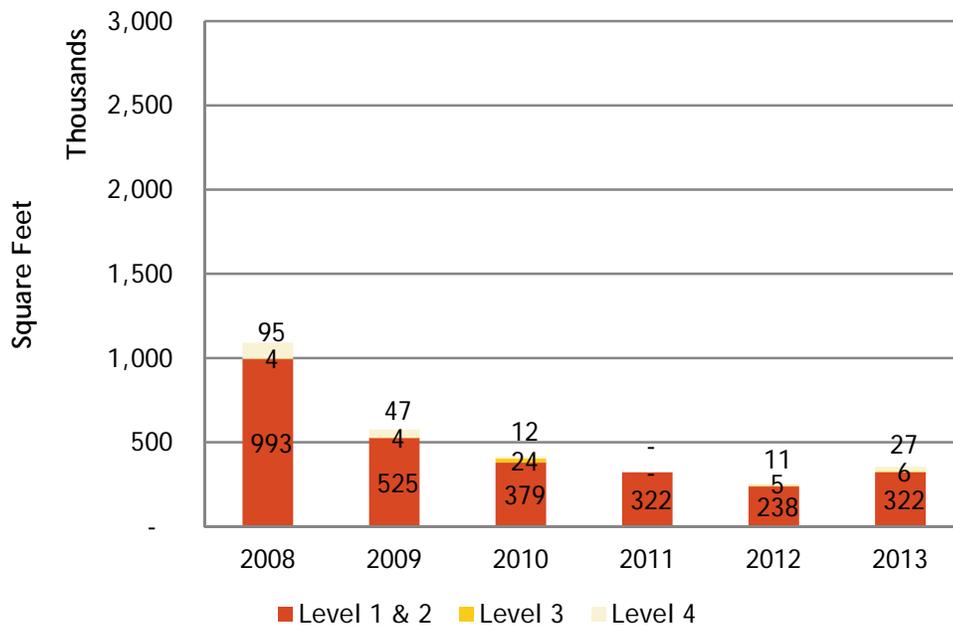


Figure A.39 Non-residential Square Footage Based on Building Permits, Sussex County

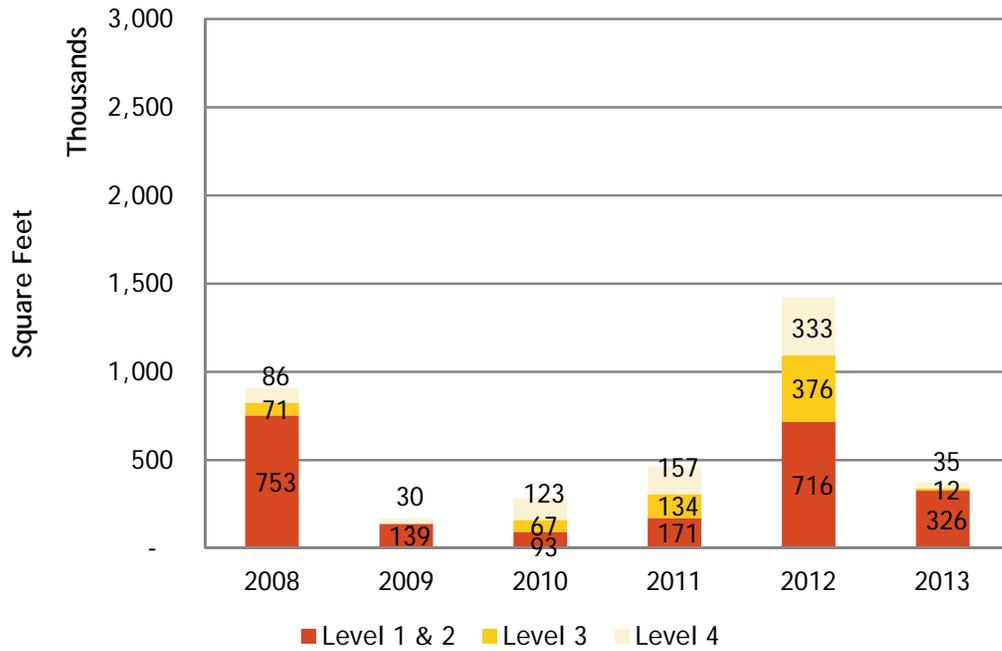
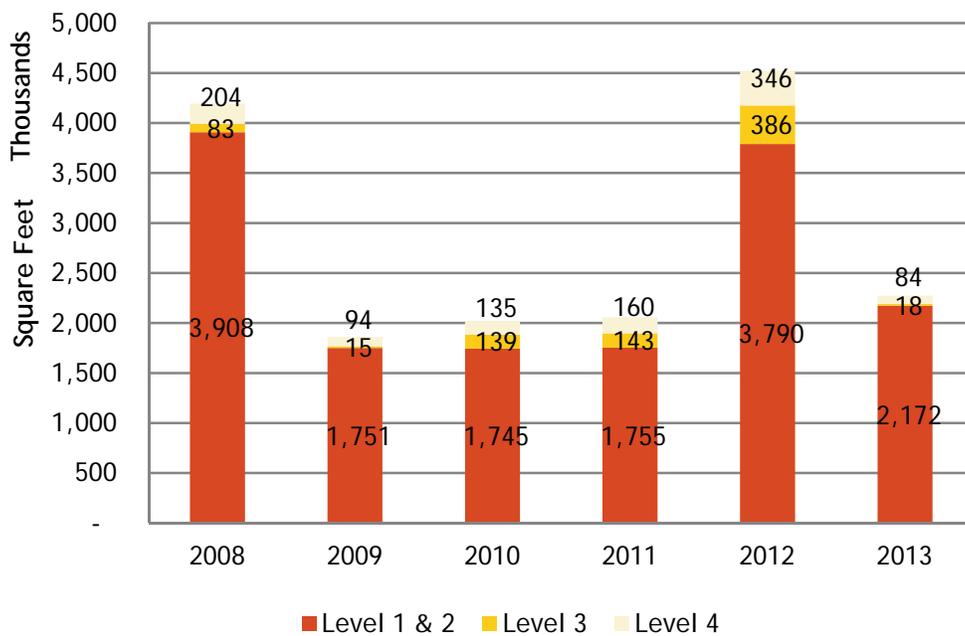


Figure A.40 Non-residential Square Footage Based on Building Permits, State of Delaware



Development Trends Discussion

Residential Development

Development applications and building permits have both seen wide variation over the period (2008-2013). Development applications tend to reflect land speculation, since they represent a preliminary step in the development process. As a result this measure tends to overstate the actual building activity and also precede any building by up to several years. Residential applications show a large drop in speculative activity in 2009 compared to the previous year, during which, across the state, development application activity was the highest. New Castle County saw a strong rebound in applications in 2010, while the trend in residential applications in Kent and Sussex Counties have continued to decline, and remain at relatively low levels in 2013. New Castle County also saw a steep decline in 2013.

Building permits are another story; each county saw an increase of activity in 2013. This is hopefully a good sign for the Delaware economy. As noted earlier, permit activity generally reflects a more accurate picture of development activity as opposed to development applications.

Non-residential Development

Non-residential development activity, as reflected both in development applications and building permits has centered primarily in New Castle County. That county saw a significant decline in square footage in the period 2008-2010, with a strong recovery in application activity in 2011 and 2012. There was a decline in New Castle County for 2013. Kent and Sussex also saw a decline in development application (in terms of square footage) across the period. In particular Sussex County saw very little activity from 2010 to 2013.

Building permits, on a square footage basis, also were strongest in New Castle County, but saw a steady decrease through 2011, with a very strong rebound in 2012. Kent County stayed rather flat after decreasing in building permit square footage from the 2008 peak with a slight uptick in 2013. Sussex County also saw weak growth after 2008, but in 2012 saw a very large recovery in terms of square footage with a decline in 2013.

Concordance with Growth Policies

The location of new development depends on many factors, including state infrastructure investments, county and municipal land-use plans, local government land development regulations, real estate market demands, lending practices, the viability of individual land developers, and consumer preferences. Governmental regulation and incentives relating to land use development seek to encourage building in appropriate areas, such as where there is adequate infrastructure, provision of services, and fewer environmental constraints. By tracking the level of development activity within various zones defined in the 2010 *Strategies for State Policies and Spending*, for instance, it is possible to assess whether the policy aims of that document are being achieved.

Development data for the period 2008-2013 show that, statewide, 69 percent of residential building permits were issued in Levels 1 & 2 and 15 percent in Level 3. Only 16 percent were in Level 4. Commercial permits were even more concentrated, with 89 percent of square footage occurring in Levels 1 & 2. The *Strategies* appears to be relatively effective, particularly in Kent and New Castle Counties, at steering growth into those areas encouraged by the State's policies.

Overview of Methodology

The OSPC and IPA conducted a spatial analysis in order to examine the location and extent of recently approved development across Delaware. Spatial analysis was performed using the ArcMap GIS software package produced by Environmental Systems Research Institute, Inc. (ESRI). The best available spatial datasets were identified and used in order to perform the analysis and compare development activity relative to the 2010 *Strategies for State Policies and Spending* growth priority zones.

The OSPC requested that Delaware's municipalities and counties submit data on the location and characteristics of development applications approved and building permits issued during calendar years 2008 through 2013 on an annual basis. These submissions formed the basis for the spatial analysis. For each building permit or development application, the submissions included parcel identification data, the number of residential units and/or amount of non-residential square footage associated with the permit/application. In some cases street address or other locational information (e.g., subdivision name, parcel number, etc.) pertaining to the particular permit/application was included. All development data were structured and compiled into a single, consistent data set (in ESRI Geodatabase format).

The data compiled from the many submissions were merged with county-level parcel information to create a spatial dataset representing the location and relevant characteristics of Delaware's approved development applications and issued building permits. To determine concordance with the investment levels as defined by the *Strategies for State Policies and Spending*, the development data were combined with the digital version of the Strategies map. In this way the number of residential units and amount of non-residential square footage approved in each of the four investment levels was determined.

The results of this analysis should be used to gauge general trends in development activity across the state. The magnitude and direction of trends can be determined in this way, but precise levels of development should not be inferred from the analysis.

Methodological and data considerations:

- ◆ Development applications and building permits that were marked "expired" were excluded from consideration.
- ◆ In some cases the number of units or square footage was not recorded, and these were not considered in the analysis.
- ◆ Where development activity was found for the same tax parcel, the latest record of activity was used.
- ◆ There was the potential for human error during the recording or transfer process.

Appendix B: State Financial Investments Supporting Recent Trends

In support of a growing population and changing demographics, the State government provides a variety of infrastructure and services. In accordance with the *Strategies for State Policies and Spending* and the Governor's land use agenda, Delaware has strategically invested state taxpayer dollars in important infrastructure and services. These funds help pay for public education, transportation, water and wastewater, public safety, agricultural and forest preservation, and housing. The following are some highlights showing fiscal trends and indicators from the past five fiscal years.

Education

In fiscal year 2014 the Department of Education's capital expenditures for public education equaled \$158,961,642.72, which included \$94,842,047.28 for new construction and land acquisition (combined State and local funds). The remaining funds were used for maintenance and upgrades to existing school facilities. The operating budget for public education was \$1.22 billion in FY14, which represented approximately one third of Delaware's general fund budget.

Table B.1 Public Education Trends and Indicators FY10-FY14

	FY10	FY11	FY12	FY13	FY14
Total Enrollment*	126,801	128,503	130,102	131,029	132,841
Charter School Enrollment	9,173	9,525	10,322	10,438	11,078
State Portion, Public Education Operating Budget (in thousands)	\$1,121,078.7	\$1,044,165.8	\$1,109,671.9	\$1,168,662.8	\$1,217,757.5
State Portion, Education Bond Bill	\$137,672,800	\$102,369,017	\$125,547,000	\$119,800,000	\$103,621,200
State Portion, New Construction and Land Acquisition**	\$84,678,000	\$57,822,117 [^]	\$67,932,000	\$71,194,800	\$55,542,500
New Schools Opened<<	4	1	3	3	0

Source: Delaware Office of Management and Budget; Delaware Department of Education

* Total enrollment includes charter school enrollment.

** New Construction and Land Acquisition is a subset of the Education Bond Bill. The remaining portion of the Education Bond Bill funded other capital projects at school facilities.

[^] FY11 Education Bond Bill includes extraordinary site costs for two school projects that were necessary to complete before construction could begin.

<< New schools are public schools that involve the construction of a new building utilizing State capital funds. Building additions and charter schools are not included.

Enrollment in public schools continues to rise, having increased from 126,801 during the 2009-2010 school year to 132,841 in the 2013-2014 school year. These figures include students in charter schools, which receive operating funds but not capital funds from the State.

In order to address increasing enrollment and the need for modern, updated facilities there were three new schools opened in the fall of 2014 (FY15). These include new high schools in the Capital and Woodbridge school districts, and a combined middle and high school in the Laurel School District. In addition, there is one new elementary school in the Red Clay School District that is under construction, and new elementary schools in the Laurel and Cape Henlopen school districts that are in the planning stages. In order to maximize the benefits to

the communities and leverage State and local school-district investments, all of these facilities are located in Levels 1, 2, or 3 of the *Strategies for State Policies and Spending*.

Infrastructure

Trails and Pathways

In 2011, Governor Jack Markell requested the Delaware Department of Transportation (DelDOT) and Delaware Natural Resources and Environmental Control (DNREC) to research and develop a comprehensive statewide trails and pathways plan to establish a premiere interconnected network of shared-use pathways and trails that will support non-motorized travel and recreational trails opportunities within the State of Delaware for Delawareans and visitors alike.

This initiative of the Governor's recognizes the benefits of an integrated non-motorized pathway and recreational trail network to provide opportunities for pedestrians and bicyclists to travel safely and efficiently and to expand outdoor recreation opportunities while enjoying the natural, cultural and historic assets of Delaware. It also recognizes the benefits of an integrated multi-modal transportation infrastructure in improving the economic and environmental sustainability of communities, thereby improving the quality of life for all citizens.

Furthermore, the initiative will support the creation of jobs resulting in investments for bicycling and walking. It will also support construction and trail maintenance jobs. Investing in trails and pathways will create tourism opportunities, support tourism-related jobs, and support recreationally related goods and services.

Since the initiative's inception in July 2011, it has been funded in FY12, FY13, FY14, and FY15 as indicated in the table below.

Table B.2 First State Trails and Pathways Funding FY12-FY15

Agency	FY 12	FY 13	FY14	FY15	Total
DNREC	\$7,000,000	\$3,000,000	\$3,000,000	\$2,700,000	\$15,700,000
DeIDOT	\$0	\$10,000,000	\$0	\$0	\$10,000,000
Total	\$7,000,000	\$13,000,000	\$3,000,000	\$2,700,000	\$25,700,000

This program has enabled the construction of trails in all three of Delaware's counties. The following table details the projects that are currently under construction. Numerous other projects are in the design and concept planning stages.

Table B.3 Trail Project Summary and Status

Name	Summary and Status
<i>New Castle County</i>	
C&D Canal Mainline Pathway	Total of 9.5 miles of pathway and 2 trail heads. Completed.
C&D Branch Canal Section	Section of trail that connects the C&D canal trail (east end) to Delaware City. Construction started July 7, expected completion in early 2015.
C&D Canal, Mainline to MD Border	Section of trail connecting west end of C&D Canal trail to MD state line. Construction scheduled to start October 2014 for completion in summer of 2015.

Name	Summary and Status
Hopkins Bridge Road Pedestrian Improvements	Trail improvements along Hopkins Bridge Road near White clay Creek State Park. Connecting 2 trail systems. Completed
Northern Delaware Greenway, Tally Road Trail	Greenway path constructed along Tally Road between Weldin Ridge Road and Miller Road. Completed.
Route 273 Multi-Use Pathway	Multi-use trail from Farmers Market to 10 th Street. Scheduled to be complete by September 2014.
New Castle Industrial Track, Phase III	Bridge crossing of the Christiana River and elevated boardwalk through the marsh to connect to DuPont Environmental Center and Wilmington River Walk. Construction anticipated in summer of 2016.
<i>Kent County</i>	
Capital City Trail Phase I	Multi-use trail from Public Safety Blvd. along US13 north to MLK Blvd. and terminating near Legislative Hall. Completed.
Capital City Trail Phase II	Multi-use trail from Archives building to Lookerman Street. Scheduled to be complete by September 2014.
Capital City Trail Phase III	Extends multi-use trail. Construction anticipated in October 2014.
Route 10 Bridge Crossing to Gateway Shopping Center	Multi-use pathway on south side of Route 10 from Generals Green to the Gateway South shopping center. Construction anticipated in March of 2015.
Delaware State University	Working with DSU to install pedestrian safety improvements along Route 13 adjacent to campus. Conceptual planning studies are complete. Next steps are prioritization, funding, design, and then construction.
<i>Sussex County</i>	
Garfield Parkway Pedestrian and Bicycle Improvements	Pedestrian and bicycle improvements along Garfield Parkway from SR1 to Atlantic Avenue. North side construction complete. South side construction scheduled to begin in October 2014.
Junction and Breakwater Trail, Showfield Extension	Extends existing trail at Gills Neck Road along an acquired permanent easement to Kings Highway and ending at a point along Gills Neck Road. Construction started on July 24, 2014. Completion expected in November 2014 pending outcome of court hearing.
Georgetown to Lewes Rail with Trail, Phase I	Trail to be located along abandoned railroad corridor from Gills Neck Road to Savannah Road within the City of Lewes. No funding in current budget. Programmed construction funding in 2016.

Roads and Bridges

DeIDOT is responsible for maintaining approximately 90 percent of all roads in Delaware compared with other states, which maintain about 20 percent of their roads. The State also is responsible for transit services. Responding to the demands of Delawareans for a safe, efficient transportation system is a challenge, especially in light of recent growth and development trends. In FY14, DeIDOT made capital expenditures of over \$170 million in State funds to address Delaware's transportation needs. Total capital spending in FY11 was more than \$372 million, including federal funds.

Table B.4 demonstrates a number of trends that are relevant to transportation planning. After several years of decline, the number of registered motor vehicles and the vehicle miles travelled (VMT) in Delaware are both on the rise again, and have been since FY12. This increase in driving activity has led to an increase in Transportation Trust Fund Revenue, which is in part derived from the gas tax. Ridership of the Septa R2 rail line has increased during the last fiscal year while the Dart fixed-route service ridership decreased for the second fiscal year in a row. Paratransit ridership also decreased this past fiscal year from last year's 1.2 million trips to just over a million trips. This still represents the second highest ridership figure in the past five fiscal years.

Table B.4 Transportation Trends and Indicators FY10-FY14

	FY10	FY11	FY12	FY13	FY14
Licensed Drivers	645,000	652,336	657,243	666,515	672,744
Registered Motor Vehicles*	825,000	822,151	828,708	837,214	855,051
Vehicle Miles Traveled* (billions)	9.1	8.9	9.0	9.1	9.3
DART R2 Rail Ridership	1,237,000	1,158,650	1,207,921	1,006,698	1,208,279
DART Fixed Route Ridership (millions)	9.16	9.9	10.6	10.2	9.9
Paratransit Ridership	901,000	968,323	993,011	1,232,098	1,018,249
Transportation Trust Fund Revenues (thousands)	\$436,211	\$432,400	\$496,514	\$506,955	\$531,611**
State Capital Expenditures (thousands)	\$170,337	\$127,500	\$191,304	\$188,030	\$170,970
Federal Capital Expenditures (thousands)	\$239,114	\$200,700	\$213,176	\$214,535	\$201,257
Total Capital Expenditures	\$409,451	\$328,200	\$404,480	\$402,565	\$372,227

Source: Delaware Office of Management and Budget; Delaware Department of Transportation

* Data for calendar year

** FY14 Transportation Trust Fund Revenues is an unaudited estimate

Water and Wastewater

While the operation of drinking water and wastewater systems has traditionally been the domain of Delaware's local governments, the State Department of Health and Social Services (DHSS) and DNREC do provide significant funding to allow for the improvement and expansion of these systems. Table B.5 lists recent State and federal expenditures on water and wastewater projects through the Water Pollution Control Funds, which are programs that are administered by DNREC to provide support for community water and wastewater service projects. The State has also provided assistance for wastewater projects through a 21st Century Fund Wastewater Management Account.

Table B.5 Water and Wastewater Funding to Local Governments FY10-FY14

	FY10	FY11	FY12	FY13**	FY14
Projects Funded	17	8	3	6	2
Water Pollution Control Funds (State)	\$7,279,347	\$3,014,796	\$525,000	\$7,683,817	\$137,500
Water Pollution Control Funds (Federal)	\$40,866,269	\$15,073,979	\$2,625,000	\$38,419,090	\$687,500
Water Pollution Control Funds (Total)	\$48,145,615	\$18,088,775	\$3,150,000	\$46,102,907	\$825,000
21st Century Wastewater Fund*	\$150,000	\$0	\$150,000	\$0	\$0

Source: DNREC Financial Assistance Branch

* State Funds

** Adjustments made to FY13 to reflect the value of four loans settled prior to June 30, 2014 and not reported previously

Public Safety

Paramedic Program

The State currently provides 30 percent of the funding that the counties use to provide their jurisdictions with paramedic service. In the first three quarters of FY14, the State provided \$7,845,357 in funding to the counties to support the paramedic program. The fourth quarter spending for this program was not available at the time of publication, so the actual total will be higher in FY14.

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Table B.6 State Paramedic Program Funding FY10-FY14

	FY10	FY11	FY12	FY13	FY14
State Portion	30%	30%	30%	30%	30%
New Castle County	\$5,299,828	\$4,047,353	\$3,728,050	\$4,258,254	\$3,657,753
Kent County	\$1,392,085	\$1,320,692	\$1,353,820	\$1,416,538	\$1,045,115
Sussex County	\$4,365,867	\$5,756,634	\$3,568,988	\$3,895,153	\$3,142,489
Total	\$11,058,500	\$10,788,253	\$8,650,858	\$9,569,945	\$7,845,357

Source: Delaware Office of Management and Budget

* FY14 reflects three quarters only. Final expenditures were not available at time of publication.

State Police

Over the past five years, the funding necessary to support the State Police has steadily increased from \$112,920,500 in FY10 to \$133,621,600 in FY14. In addition, the number of personnel employed to meet Delaware's public safety needs has increased from 922 in FY10 to 960 in FY14 (total employees include both troopers and related support staff).

In FY12 through FY14, funds were appropriated for the purpose of replacing the Delaware State Police Troop 3 facility in Camden and Troop 7 facility in Lewes. Both facilities are overcrowded and have significant maintenance and renovation needs. Of the \$16,399,200 estimated total cost for new Troop 3 facility, \$1,860,000 was appropriated for programming, land acquisition and design. Currently, programming and planning are complete, the site has been purchased, and construction began in the spring of 2014. Regarding the new Troop 7 facility, \$150,000 of the \$13,500,000 estimated total cost was appropriated for a study. Additional funds were appropriated in FY14 for the new Troop 7 facility. Land acquisition for the new Troop 7 facility is anticipated in the winter of FY15 and construction is anticipated to begin in FY16.

Table B.7 State Police Personnel and Budget FY10-FY14

	FY10	FY11	FY12	FY13	FY14
Total Employees*	922	913	947	954	960
Budget** (thousands)	\$112,920.5	\$114,265.9	\$120,373.8	\$125,341.6	\$133,621.6

Source: Delaware Office of Management and Budget

* Includes both troopers and civilian staff

** State Police budget reported is General Fund only. It does not include special funds.

Agriculture

Farmland Preservation

Delaware has one of the best-regarded and most productive farmland preservation programs in the nation. Administered by the Department of Agriculture, farmers and other landowners sell easements to their land to the State, which essentially extinguishes their right to develop the land but continues to allow a wide range of agricultural uses. In the past five fiscal years, the program has preserved 293 farms, totaling just over 26,600 acres. This has been accomplished using a combination of federal, state, and local funds.

In FY14 the program preserved 44 farms comprising 4,360 acres. The cost per acre of farmland easement has decreased significantly, from a peak of \$6,634 per acre in FY07 to \$1,936 per acre in FY14. This value represents a slight increase in the per-acre cost from \$1,881 in FY13. The easement value is partially based on the assessed market value of the land for "highest and best use," which is usually housing development. This decrease can be attributed to the state of the economy in general, and, more specifically, to the reduced demand for new housing and land-development projects. The result of this situation is that more acres of land can be preserved for each tax dollar in the current market.

Table B.8 Farmland Preservation by Easement FY10-FY14

	FY10	FY11	FY12	FY13^	FY14>>
Farms Preserved	59	74	51	63	44
Acres Preserved	4,457	6,650	5,375	5,768	4,360
State Funds	\$5,061,207	\$9,971,073	\$5,068,732	\$5,883,300	\$4,177,000
Federal Funds	\$5,793,895	\$8,971,887	\$4,079,931	\$4,370,600	\$4,169,000
Local Funds	\$654,523	\$743,947	\$595,714	\$597,147	\$95,526
Legal and Survey*	\$218,708	\$317,131	\$190,158	\$230,000	\$175,000
Total Funds	\$11,728,423	\$20,004,038	\$9,935,016	\$11,081,047	\$8,616,526
Cost per Acre**	\$2,582	\$2,960	\$1,813	\$1,881	\$1,936

Source: Delaware Department of Agriculture

- * State Funds
- ** Cost per acre paid to land owner excludes legal and survey costs.
- ^ FY13 totals have been adjusted because two settlements did not occur due to mortgage issues. These are still estimates as there are still 2 settlements pending.
- >> FY14 totals are estimates because all settlements have not occurred yet.

Young Farmers Loan Program

The Young Farmers Loan Program was established in FY12 by the Department of Agriculture to help individuals acquire farmland. Applicants who meet the criteria for the program (age 18 to 40, net worth not exceeding \$300,000, and at least 3 years of farming experience) can apply for a loan to help purchase a farm (the property must have at least 15 acres of cropland). If approved, an applicant can receive a 30-year, no interest loan for up to 70 percent (not to exceed \$500,000) of the appraised value of the property's development rights. The applicant has to secure the funding for the remainder of the purchase price through a private lender (bank, Farm Credit, etc.). The loan with the private lender is their primary loan and is paid first. Once their primary loan is paid, then the applicant pays the Young Farmer loan up to a maximum of 30 years. For example, if their private loan is 20 years, then they have 10 years to pay the Young Farmer loan. The property is placed into a permanent conservation easement at settlement, and the applicant must actively farm the property for the life of the Young Farmer loan.

In the program's inaugural year in FY12, a total of 10 farms comprising 889 acres were preserved. The program's scope increased in FY13 to 12 farms totaling 1,153 acres. In FY14 there were 4 additional farms preserved representing 218 acres.

Table B.9 Young Farmer's Program FY12-FY13

	FY12	FY13	FY14***
Farms Preserved	10	12	4
Acres Preserved	889	1,153	218
State Funds	\$2,572,293	\$3,012,534	\$594,277
Legal and Survey*	\$52,425	\$66,769	\$24,709
Total Funds	\$2,624,718	\$3,079,303	\$618,986
Cost per Acre**	\$2,893	\$2,635	\$2,726

Source: Delaware Department of Agriculture

* State Funds

** Cost per acre paid to landowner excludes legal and survey costs

*** FY14 totals are estimates, as one of these settlements has not occurred

Forestland Preservation

The Forest Preservation Program was initiated in FY10 by the Department of Agriculture. In that year there were nine forest tracts preserved totaling 872 acres. The funding for these easements included state funding combined with funding from The Nature Conservancy, a private conservation organization. Although the program is still in place, it has been inactive since FY10.

Table B.10 Forest Preservation by Easement FY10

Forest Tracts Preserved	9
Acres Preserved	872
State Funds	\$1,038,400
Federal Funds	N/A
Local Funds	N/A
Private Conservation Funds	\$412,403
Legal & Survey*	\$49,428
Total Funds	\$1,500,231

Source: Delaware Department of Agriculture

* State Funds

Environment

Community Water Quality Improvement Funds

The purpose of the Community Water Quality Improvement Fund Program is to provide a source of financing to enhance water quality in an environmentally sound and cost-effective manner. These funds allow homeowner associations, municipalities, government agencies, nonprofit organizations, and estuary programs to obtain financing for the implementation of Nonpoint Source (NPS) initiatives to improve water resources throughout the State.

Table B.11 Community Water Quality Improvement Funds FY10-FY14

State Funds	FY10	FY11	FY12	FY13	FY14
DNREC	\$500,000	\$500,000	\$500,000	\$350,000	\$500,000

Source: DNREC Division of Watershed Stewardship, based on the annual allocation of funds for multi-year projects

Nonpoint Source Program

Nonpoint source (NPS) pollution, unlike pollution from industrial and sewage treatment plants, comes from many diffuse sources. NPS pollution is caused by rainfall or snowmelt moving over and through the ground. As the runoff moves, it picks up and carries away natural and human-made pollutants, finally depositing them into lakes, rivers, wetlands, coastal waters, and even our underground sources of drinking water.

Table B.12 NPS Grant Funding for FY10-FY14

	FY10	FY11	FY12	FY13	FY14
State	\$1,016,966	\$822,540	\$814,063	\$730,000	\$775,823
Federal	\$1,525,448	\$1,221,055	\$1,123,000	\$1,085,000	\$1,158,523
Total	\$2,542,414	\$2,043,595	\$1,931,063	\$1,815,000	\$1,934,346

Source: DNREC Division of Watershed Stewardship, based on the annual allocation of funds for multi-year projects

The Delaware NPS Program addresses NPS pollution through educational programs, publications, and partnerships with other Delaware organizations. The Delaware NPS Program also

administers a competitive grant made possible through Section 319 of the Clean Water Act, providing funding for projects designed to reduce NPS pollution.

Housing

DSHA strives to make housing affordable to low- and moderate-income families in Delaware. This is accomplished by operating and funding both homeownership and affordable rental housing programs, as well as through partnerships with other government, private, and non-profit entities. In meeting the agency's strategic goal of advancing and sustaining homeownership, DSHA helped 653 homebuyers with more than \$86 million in financing of first, second, and acquisition/rehabilitation loans in FY14. DSHA also continued to preserve homeownership through the rehabilitation of 393 homes to ensure they are safe and habitable.

The Multi-State Mortgage Settlement continues to provide the state with resources to help reduce the impact of mortgage delinquencies. Delaware Homeowner Relief, an umbrella program created by DSHA and the Department of Justice, supports housing counseling, education and outreach, foreclosure mediation, mortgage fraud investigation and prosecution, emergency mortgage assistance, manufactured housing lot rent assistance, and servicer events. Through this effort, DSHA provided foreclosure prevention and mitigation assistance to 1,242 families last year.

As rental market demand continues to strengthen, DSHA works diligently to ensure those most in need have access to safe, affordable, and accessible housing. This is accomplished through DSHA's Public Housing units and Housing Choice Vouchers, and through new rental units created through the Low Income Housing Tax Credit Program or the Housing Development Fund. In order to address the special needs of people who have been at risk of institutionalization, DSHA created the State Rental Assistance Program (SRAP) in 2011. In partnership with the Department of Health and Social Services and the Department of Services for Children Youth and the facilities, the number of SRAP clients assisted annually has continued to grow with over 600 vouchers having been issued so that people can live independently in the community with supportive services.

Table B.13 DSHA Trends and Indicators FY10-FY14

	FY10	FY11	FY12	FY13	FY14
Homebuyers Assisted	910	1,177	968	751	653
Mortgage Assistance* (millions)	\$85	\$158	\$126	\$118	\$86
Homeownership Rehabilitation	415	393	458	337	393
Rental Units Produced or Preserved	211	364	344	326	60**
DSHA Public Housing & Housing Choice Vouchers Managed	1,413	1,413	1,413	1,413	1,413
Rental Assistance for Special Populations	156	183	275	355	477
Foreclosure Assistance: Loans, Grants, Counseling	713	1,814	1,666	1,108	1,242
Housing Development Fund (millions)	\$6.5	\$8.5	\$18	\$8	\$10

Source: Delaware State Housing Authority

* Below-market rate mortgages, down payment, and settlement assistance.

** DSHA's method for tracking funding for rental housing projects changed in FY14. Actual activity did not decrease but is being counted differently. Reported units will rebound in FY15.

Appendix C: Demographic Data

The U.S. Census Bureau's latest population estimates indicate that Delaware had 925,749 residents in 2013, an increase of 27,815 or 3 percent since the 2010 Census. Among the counties, Kent and Sussex County grew by just over 4 percent each. The estimates show New Castle County growing by only 2 percent, or a bit more than 7,000 new residents.

Table C.1 U.S. Census Population Change, 2010-2013, State of Delaware and Counties

	Population Estimates		Change 2010-2013*	
	2010	2013	Number	Percent
Delaware	897,934	925,749	27,815	3.0%
Kent County	162,310	169,416	7,106	4.1%
New Castle County	538,479	549,684	11,205	2.0%
Sussex County	197,145	206,649	9,504	4.6%

Source: U.S. Census Bureau, Table 1. Annual Estimates of the Population for the United States, Regions, States, and Puerto Rico: April 1, 2010 to July 1, 2013 (NST-EST2012-01) and Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2013

Table C.2 Delaware Population Projections: 2010-2040

	Population Projections		Projected Change 2010-2040	
	2010	2040	Number	Percent
Delaware	899,776	1,080,872	181,096	16.8%
Kent County	162,947	205,206	42,259	20.1%
New Castle County	538,952	607,450	68,498	11.3%
Sussex County	197,877	268,216	70,339	26.2%

Source: Delaware Population Consortium, Release Date: October 2013

According to the Delaware Population Consortium, Delaware's population is projected to grow by more than 181,000 between 2010 and 2040, an increase of 16.8 percent, reaching a projected population of just under 1.1 million. Sussex County is expected to see the largest percent increase in population by 26.2 percent. Kent County's population is projected to reach 205,206 by 2040, an increase of 20.1 percent. New Castle County is expected to grow by 11.3 percent over the same period, adding 68,498 to reach a 2040 population of 607,450.

Appendix D: Comprehensive-Planning Progress

Since September 2013, the Governor has certified one comprehensive plan, which was for the Town of Harrington.

In addition, the Office of State Planning Coordination has worked with six towns that have completed their 5-year review and have determined that they intend to use their certified plan until the 10-year update is due.

The following table shows the current status of all municipal comprehensive plans. Municipalities that are currently known to be updating or amending their comprehensive plans are noted to be "in progress." There are three municipalities in New Castle County that do not have plans because they have ceded control of planning and zoning to the county. In addition, there are three very small municipalities in Kent County that do not have plans due to the lack of capacity and resources to develop them.

Table D.1 Municipal and County Comprehensive Plan Activity 2008-2013 YTD

Municipality	County	Latest Planning Activity	Certified
Bowers Beach	Kent	Plan Review 2013	05/15/2009
Camden	Kent	Amended 2013	05/05/2008
Cheswold	Kent	No Activity	12/18/2010
Clayton	Kent	No Activity	12/08/2008
Dover	Kent	Amended 2014	02/09/2009
Farmington	Kent	Update in Progress	11/17/2004
Felton	Kent	Reviewed and amended 2014	11/10/2008
Frederica	Kent	Update in Progress	03/17/2004
Harrington	Kent	Plan certified in 2013	12/16/2013
Hartly	Kent	No Activity	
Houston	Kent	Reviewed 2014	07/12/2007
Kenton	Kent	Comp Plan in Progress	
Leipsic	Kent	No Activity	11/06/2006
Little Creek	Kent	No Activity	08/07/2006
Magnolia	Kent	Reviewed 2014	03/16/2009
Viola	Kent	Update in Progress	03/17/2004
Woodside	Kent	No Activity	
Wyoming	Kent	No Activity	05/02/ 2011
Milford	Kent/Sussex	Amended 2014	01/26/2009
Smyrna	Kent/New Castle	Amended 2014	2/04/2013
Arden	New Castle	Under County Control	n/a
Ardencroft	New Castle	Under County Control	n/a
Ardentown	New Castle	Under County Control	n/a
Bellefonte	New Castle	Reviewed 2014	08/13/2007
Delaware City	New Castle	Master Planning	11/24/2008
Elsmere	New Castle	No Activity	08/12/2010
Middletown	New Castle	Amended 2013	09/10/2012

Municipality	County	Latest Planning Activity	Certified
Newark	New Castle	Plan update in progress	10/27/2008
New Castle	New Castle	Update in Progress	07/21/2009
Newport	New Castle	Extension filed	05/01/2008
Odessa	New Castle	No activity	10/01/2012
Townsend	New Castle	2014 amendment in progress	07/07/2010
Wilmington	New Castle	No Activity	09/28/2010
Bethany Beach	Sussex	Amended 2013	2/17/2012
Bethel	Sussex	Review in Progress	07/08/2008
Blades	Sussex	No Activity	04/17/2008
Bridgeville	Sussex	Master Planning	09/11/2006
Dagsboro	Sussex	No Activity	04/27/2009
Delmar	Sussex	Amended 2013	10/25/2010
Dewey Beach	Sussex	No activity	07/29/2007
Ellendale	Sussex	No Activity	10/06/2009
Fenwick Island	Sussex	No activity	10/16/2007
Frankford	Sussex	No activity	09/08/2008
Georgetown	Sussex	Amended 2013/Review for update in progress	01/13/2010
Greenwood	Sussex	Master Planning	01/08/2008
Henlopen Acres	Sussex	Update in Progress	07/09/2004
Laurel	Sussex	Amended 2013	6/20/2011
Lewes	Sussex	Update in Progress	10/19/2005
Millsboro	Sussex	Reviewed 2014	06/01/2009
Millville	Sussex	No activity	02/10/2009
Milton	Sussex	Update in progress	05/03/2010
Ocean View	Sussex	No Activity	07/13/2010
Rehoboth	Sussex	No Activity	07/23/2010
Seaford	Sussex	Amended 2014	01/12/2010
Selbyville	Sussex	No activity	08/06/2007
Slaughter Beach	Sussex	No activity	01/14/2008
South Bethany	Sussex	No activity	07/14/2006

Appendix E: Highlights from Local Jurisdiction Annual Reports

In order to make the most of the annual reports that municipal and county governments are required to submit to the Office of State Planning Coordination (OSPC), we have added a new section to this report that highlights accomplishments and issues with local government as noted in their reports. We feel this will help the state to maintain and strengthen the partnership approach to land use planning we have been nurturing over the years.

As of September 1, 2014, 48 local jurisdictions have submitted an annual report. After reviewing the reports, it is noted that most of the municipalities and all of the counties are working to implement the goals and objectives set forth in their comprehensive plans. Of those jurisdictions reporting, twelve municipalities are working with the OSPC to update their comprehensive plans, six have completed a 5-year review, ten have completed updating or are working to update their zoning code, two are working on or considering bike and/or pedestrian plans or trails, and four are working to create a master plan or have completed a master plan in the past year.

In addition, five local jurisdictions have noted that amendments to their comprehensive plans are needed and eleven local jurisdictions have identified issues that they feel will require technical assistance from the OSPC.

Many municipalities noted they could better implement and update their current plans if the planning grant program was still available through the State.

New Castle County

Bellefonte	Reviewed plan and determined no update was needed at this time. Moving forward with several annexations that were identified in their certified plan.
Delaware City	Town working with state agencies to complete a Fort DuPont master plan.
Elsmere	The Town has amended its zoning regulations to be in harmony with the comprehensive plan. The town's concept plan for greenway trail using existing rail line to connect Maple Park and Fairgrounds park has been approved; the town is hoping to see action on this plan in the next year.
Middletown	The town continues to experience commercial and residential growth. There is now a Christiana Care Freestanding Emergency Department within the town.
Odessa	The town is working with Artesian Water on public water, easements, and rights-of-way.
Townsend	The town has adopted comprehensive plan amendments relating to rezoning parcels within the town. In addition, they are currently in discussions with New Castle County regarding the annexation of properties.
Wilmington	The city is actively engaging city departments and state agencies in the planning process and working more proactively collect development data to look at development trends within the city. In addition, they are looking at a new approach to their comprehensive plan by making it a single, city wide document.

Kent County

Kent County	The county is working to address challenges posed by unfinished subdivisions and homeowners associations. Kent County is also working to partner with DeIDOT on Transportation Investment Districts.
Bowers Beach	Working with the Delaware Bayshore Initiative Program to accomplish goals related to eco-tourism.
Camden	Town experiencing commercial growth. The town is working to secure resources to assist with their comprehensive rezoning project.
Clayton	Town is working to update their plan to include new sourcewater protection map and an updated future land use map. Town is also working to adopt an official town boundary map, which will be recorded with Kent and New Castle County Recorder of Deeds.
Cheswold	The Town has acquired an additional full-time police officer and a building inspector/code enforcement officer. In addition, the town has updated and approved their floodplain requirements and efforts are underway to resolve the issued related to the M-1 Zoning code district.
Felton	Town has updated the zoning ordinance, adopted a maintenance code, and worked with a new subdivision to obtain open space for recreational purposes.
Frederica	The town is working on a comprehensive plan update that will include sea level rise adaptation strategies.
Harrington	City working to update their zoning ordinance and complete a comprehensive rezoning.
Leipsic	No significant changes or accomplishments were reported.
Magnolia	Town is working to enhance property values by removing failing structures from properties. The town is focusing on improving the quality of life within the existing town boundaries rather than look into expanding through annexation.
Milford	The American Planning Association named Walnut Street a "Great Street" In addition, the town is looking into another master planned area.
Smyrna	The town continues to move forward with their comprehensive plan implementation items, including looking at ways to redevelop their downtown areas and Route 13.

Sussex County

Sussex County	The county continues to work to promote affordable housing. In addition the county actively works to bring a diversity of economic development opportunities to all areas of the county.
Bethany Beach	The town amended their comprehensive plan to include a CL-1 (Commercial Lodging District).
Blades	The town is considering an annexation along Concord Road to Route 13.
Bridgeville	The town is moving forward with master plan. After the master plan is adopted, they will begin working to update their comprehensive plan.
Dagsboro	Town is working to update the demographics and transportation sections of their certified plan. The new Dagsboro Volunteer Fire Department building was completed this past year, which made it more centrally located in the town.
Delmar	Completed a streetscape project with new decorative lighting in the downtown area. The town continues to work to attract new businesses to the downtown area.
Ellendale	Town continues to grow residentially through the Ingram Village Subdivision, which broke ground last summer.
Fenwick Island	Town has worked with DNREC to improve water quality in the Inland Bays and amended their current zoning ordinances to introduce stormwater vegetative buffers.
Georgetown	Town has adopted revisions to zoning code definitions and off-street parking and loading requirements as a result of the recommendations of the "Transitional Housing Task Force Report."
Greenwood	The town is moving forward with their master plan document with hopes of adopting this spring. In addition, they are making upgrades to their water system.
Henlopen Acres	Working to address the issue regarding the Rehoboth Art League so the comprehensive plan can be submitted for review. This update also includes air quality and a vehicular and pedestrian traffic study.
Laurel	The town is not seeing new development at this time. They have completed one annexation and they have begun the construction of water and sewer infrastructure along US 13.
Lewes	The city is working to complete their comprehensive plan update in hopes to have it adopted by October 2015. In addition, the town is working with state agencies to better understand coastal storms and sea-level rise impacts.
Millsboro	The town is working to draw new visitors to their downtown by increasing activities and events. In addition, a 48,000 sq. ft. medical building will be developed.
Ocean View	The town is preparing a 5-year park plan and will attempt to reduce enclaves by discussing annexation with the subdivisions that are within the town's future growth areas.
Rehoboth Beach	City has completed a major study of the city's lakes and some stormwater improvements have been made. A tree-planting project has been completed and the city is looking to amend the tree ordinance to increase the city's tree canopy.
Selbyville	The industrial park within the town is full and is currently being utilized by a major e-commerce company. That, along with, their poultry processing company has contributed to the economic growth of the town.
South Bethany	The town is partnering with the Center for the Inland Bays, DeIDOT, DNREC, the Delaware Forest Service and the University of Delaware and others to gain grants and work on important issues such as stormwater drainage and water quality. In addition, the town has formed a Sea Level Rise and Storm Surge Committee to conduct a SLR and SS Vulnerability Assessment.

Appendix F: Summary Report of Preliminary Land Use Service (PLUS) Project Tracking, Phase I

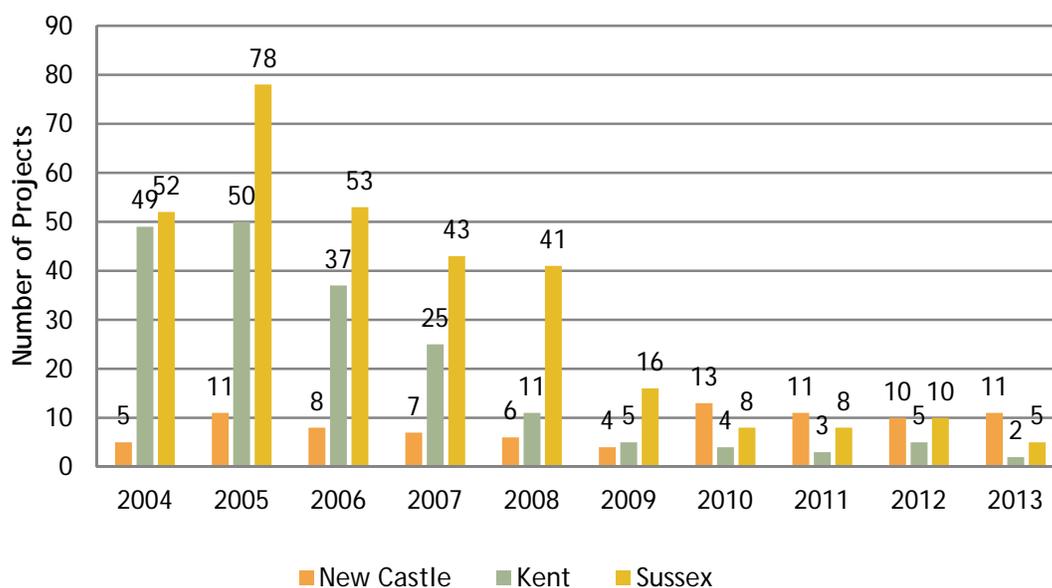
Introduction

The Preliminary Land Use Service (PLUS) is a process established through the Office of State Planning Coordination (OSPC) to assist planners, regulators, and the development community by beginning a conversation in the early planning stages of land development or comprehensive plan formulation. The program is an enhancement of and replacement for the Land Use Planning Act (LUPA), which ran from 1996 to 2004. PLUS review is required only under a specific set of circumstances (as defined in Sections 9204 and 9205 in Chapter 92 of Title 29 in the Delaware Code). The OSPC has the power to waive pre-application requirements if a project, “was expected to provide an extraordinary benefit to the State and the local jurisdiction through economic development, job creation, educational opportunities, etc.”

Through PLUS, development plans are submitted by developers and reviewed by a variety of interested state agencies. Meetings are generally held monthly and offer planners, regulators, and developers the opportunity to consider development well before plans are finalized. State agencies are given the opportunity to comment on design and express concerns within their purview; developers are able to sit at the table with all relevant regulators at the same time, identifying and thus avoiding potential regulatory pitfalls.

Phase I of a two phase project was completed in the summer of 2014 by the University of Delaware’s Institute for Public Administration (IPA). The project developed a set of procedures to enable better tracking of PLUS projects, and all related data, through a GIS-based data tracking system. Such a system facilitates tracking of development trends in the state and enables ready access to information and documents related to PLUS projects. Additionally, methods were established to facilitate the assessment of the PLUS process itself: its effectiveness at addressing the land use priorities of the state and its agencies, and the degree to which it assists the development community in identifying and preventing costly and inefficient delays as the development process progresses.

Figure F.1 Number of PLUS Projects by Year and County

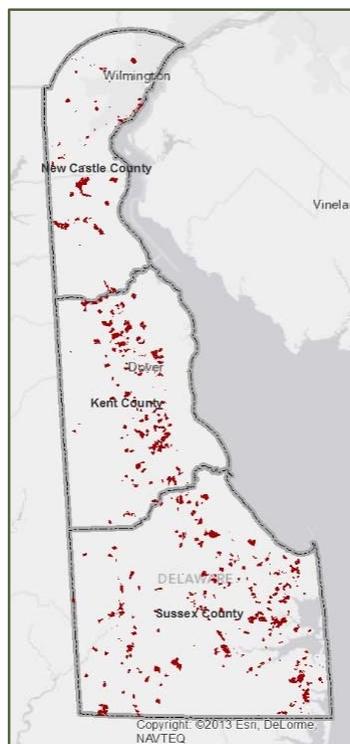


PLUS in Delaware

There were 591 subdivision and site plan projects that went through PLUS review between 2004 and 2013. These projects were compared to development data (development applications and building permits) for the period 2008-2013, and were found to correspond to 214 development applications and 1892 building permits. Linking PLUS projects to development information in this way is critical to enhancing understanding of a project's trajectory from conception through the subsequent development process.

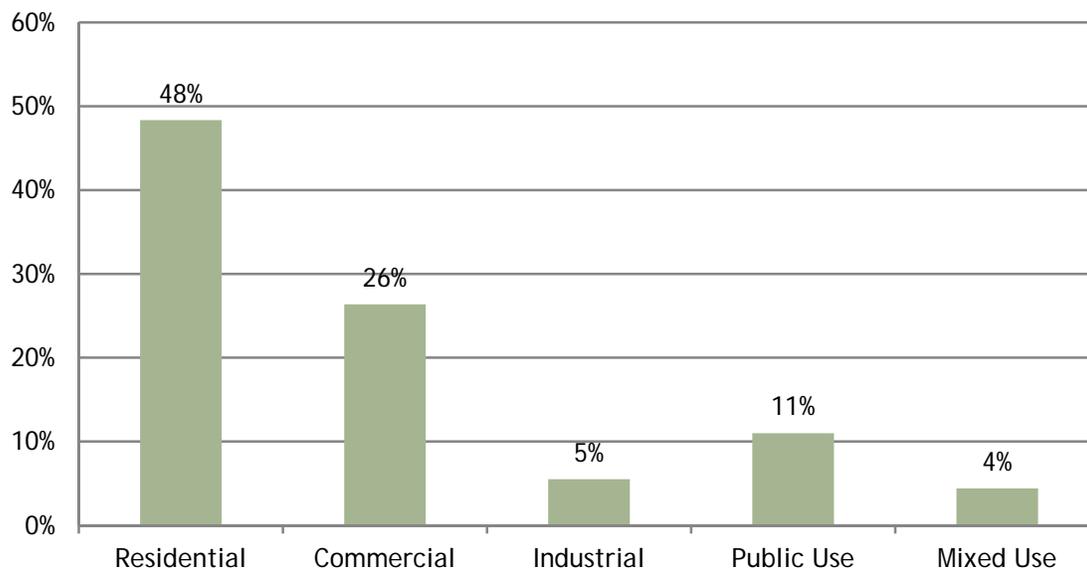
Over the period 2004-2013, there has been a marked decrease in the number of PLUS projects reviewed annually, possibly indicating a decline in speculative land purchases and "flipping" of properties, as well as an overall drop-off of development activity due to the recent recession. The chart in Figure F.1 shows the number of PLUS projects reviewed annually, by county in Delaware.

The majority of PLUS projects have occurred in residential areas, with larger lots being subdivided for housing units. There is a smaller, but still significant portion of PLUS projects for commercial, industrial, or other uses.



Locations of PLUS Projects, 2004-2013

Figure F.2 PLUS Projects By Type, 2004-2013



Phase I Results

Enhancing the Tracking Process

To make the tracking of PLUS projects more efficient and enhance the ability to assess the program's effectiveness, several material and procedural modifications were developed in this phase. A database of tax parcels, both current and historical (where possible) was compiled, and each PLUS project linked to its corresponding parcel(s). Since parcel boundaries and tax numbers can change, these were given unique PLUS identifiers, to provide analysts access to information about, and fate of, the original tax parcels. Similarly, development activity (the issuance of development applications and building permits) subsequent to PLUS review were linked to both tax parcel and PLUS project identifier (where possible). This will enable the tracking of outcomes of PLUS projects as they proceed through development phases to completion on the ground.

Several database enhancements and software tools were created to facilitate the tracking of PLUS projects through time, and to visually (through a mapping interface), trace the history of each project from the time it came up for review to the present day (see Figure F.3). Methodologies for standardizing and measuring both agency comments on PLUS plans as well as developer response were created. Some comments from agencies, for instance, are fairly standard and could apply to all projects, while others are quite site-specific and could signal potential stumbling blocks for development as plans progress. Figure F.5 shows an example of how the State's level of concern was quantified. Additionally, web-based tool prototypes, such as a searchable database, and input forms for application, review, and comment submission were created.

Figure F.3 Mapping Tool to Track PLUS Projects

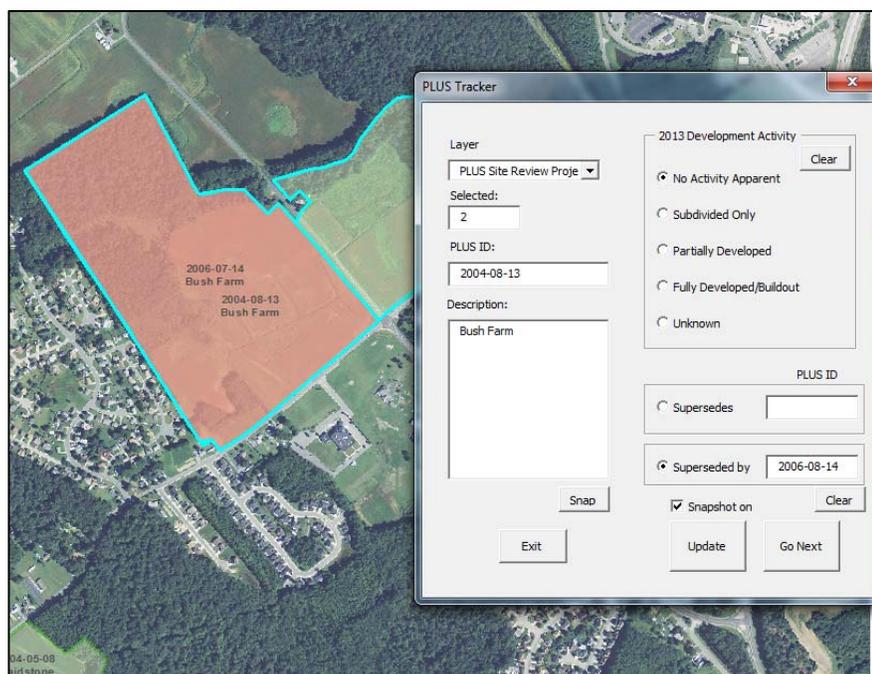


Figure F.4 Detail of Prototype Online PLUS Application

Preliminary Land Use Service (PLUS) Application

Delaware Office of State Planning Coordination
122 William Penn Street • Dover, DE 19901 • Phone: 302-739-3090 • Fax: 302-739-5661

Purpose of PLUS The PLUS process is intended to provide consolidate State comments regarding the proposed project. The Applicant is encouraged to submit the application during the concept stages of planning as this process often offers recommendations for changes to the plan. The application should be submitted after the pre-application meeting with the local jurisdiction but before formal application is made.

Please complete this PLUS application in its entirety. **All questions must be answered. If a question is unknown at this time or not applicable, please explain.** Unanswered questions on this form could lead to delays in scheduling your review. This form will enable the state staff to review the project before the scheduled meeting and to have beneficial information available for the applicant and/or developer at the time of review. If you need assistance or clarification, please call the State Planning Office at (302) 739-3090.

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PLUS Information and Contacts

1. Project Title/Name *

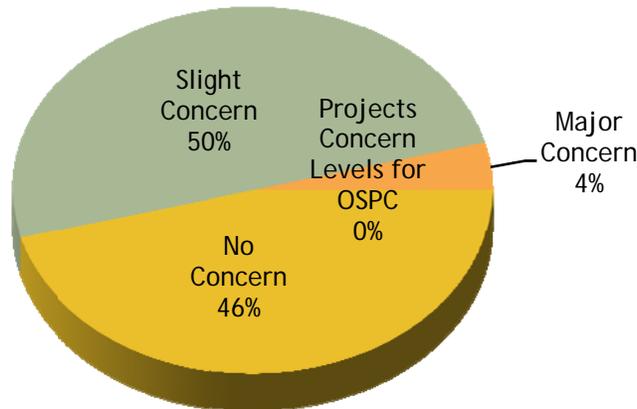
2. Location (please be specific) *

3. Primary County * 4. Primary jurisdiction *

5. Parcel ID(s) (one per line) *

6. Are you seeking a municipal annexation? yes no

Figure F.5 State’s Level of Concern Regarding PLUS Projects, Based on PLUS Comments, 2004-2013



Measuring success

Using the enhanced methods and tools generated in this phase of the PLUS tracking project, it should be easier for planners, regulators, and analysts to assess the effectiveness of the PLUS process, or evaluate portions of the program, by year, geographic area, development type, etc.

By examining PLUS project locations over time, it is possible to assess the degree to which proposed development conforms to other priorities of the state, such as those outlined in the *Strategies for State Policies and Spending* (the *State Strategies*). The *State Strategies* designates certain areas as priorities for development and others as priorities for preservation. Areas designated “Level 1” or “Level 2” are good candidates for state investment in infrastructure, while development is less encouraged in “Level 3” areas, and “Level 4” areas represent priorities for preservation. Figures F.6 through F.8 shows the acreage of PLUS projects which fall within each investment level, by county. Bars in red, orange, and yellow indicate that development is being introduced in growth zones, while green indicates that growth pressure is occurring in protected zones. Note that over the period, there has been a smaller portion of projects being proposed in protected, “Level 4” areas.

Figure F.6 PLUS Acreage by Investment Level for New Castle County

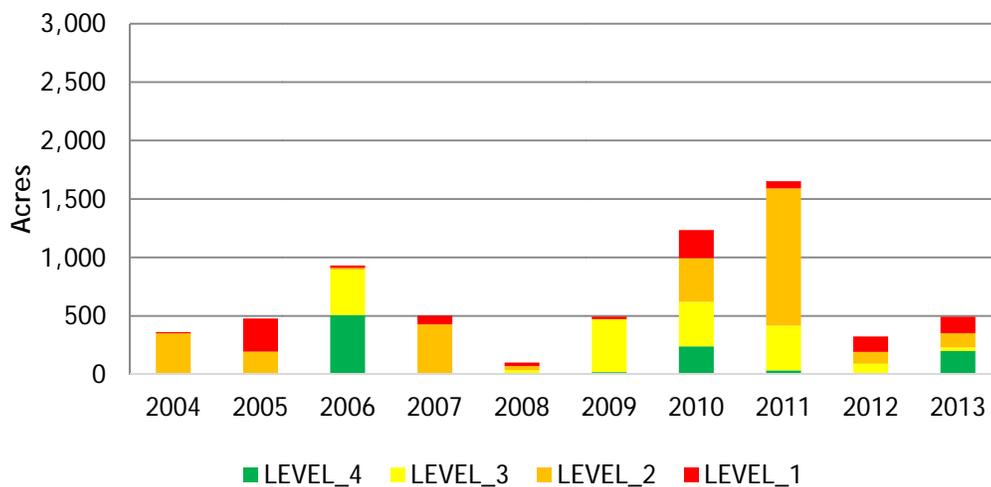


Figure F.7 PLUS Acreage by Investment Level for Kent County

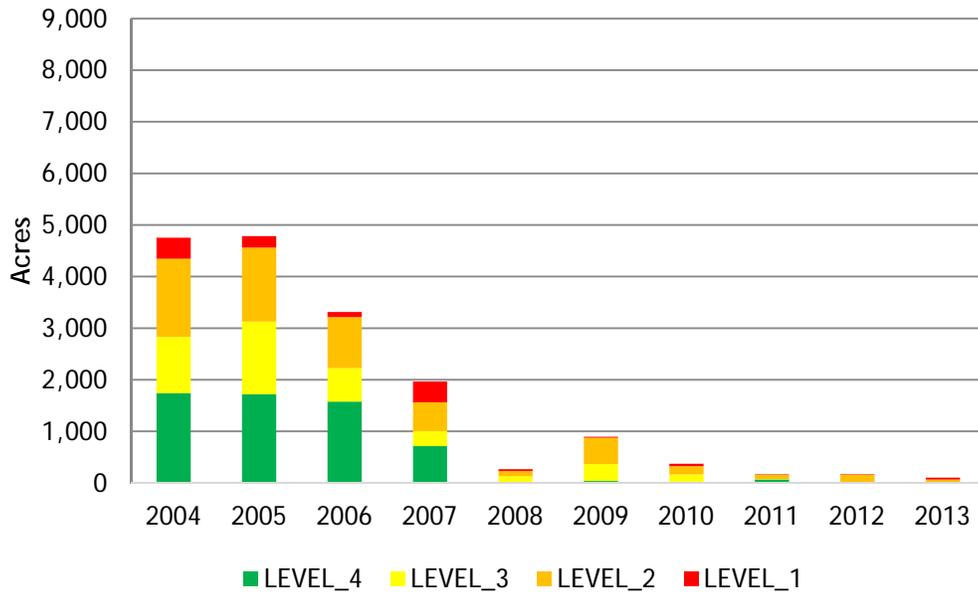
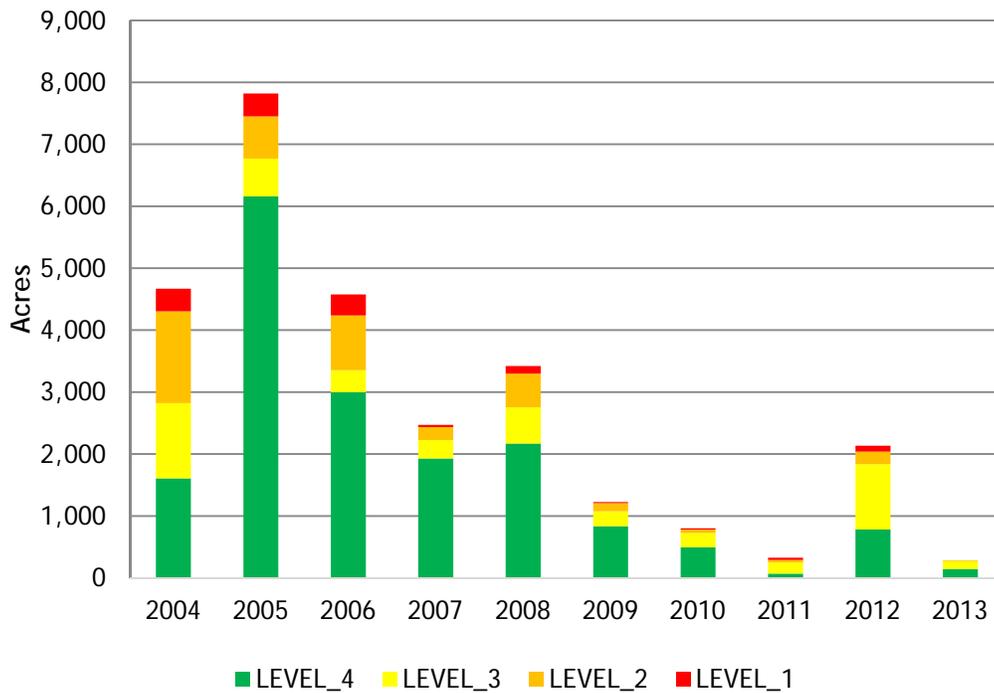
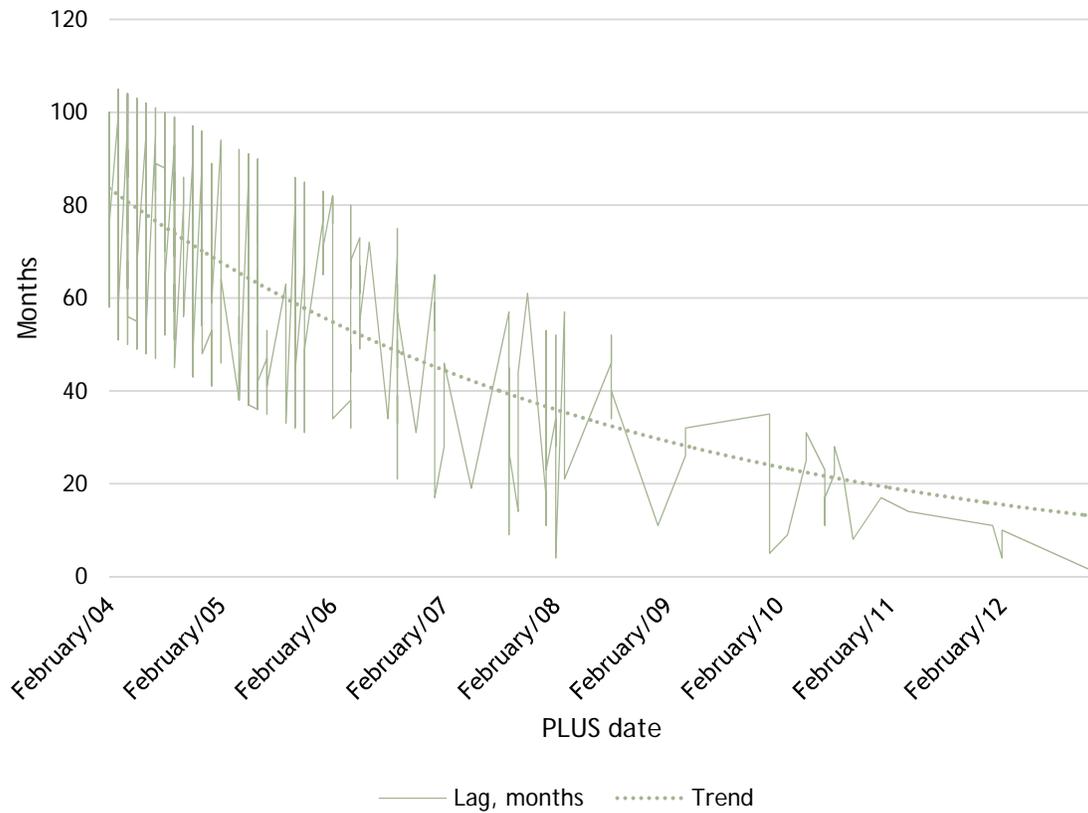


Figure F.8 PLUS Acreage by Investment Level for Sussex County



Another preliminary measure of the effect of the PLUS process is the time lag between when a project goes through PLUS and when building permits are issued for that project. The graph in Figure F.9 indicates that the time lag (in months) between PLUS review and building permit process has been decreasing over the period 2004-2013.

Figure F.9 Approximate Time, in Months, Between Original PLUS Application and Associated Building Permits



Next Steps

In phase II of this project, the IPA will work with the OSPC to create tools and procedures to enable greater tracking and assessment of the PLUS process. The final fate (to the present) of each PLUS project will be examined and analyzed. A selection of projects, or case studies, will be reviewed in more detail to develop an understanding of the full life-cycle of a PLUS project. Planners, regulators, and analysts will be given on-line tools to enable the tracking of and accounting for PLUS projects. IPA, in conjunction with the OSPC and the Department of Technology and Information (DTI), will develop standardized application forms and reporting instruments to make the procedures more transparent, user-friendly, and easily-maintained.

Acknowledgements

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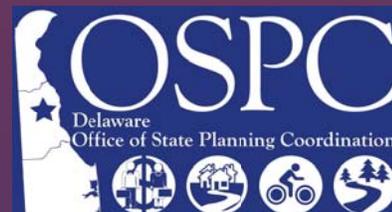
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*Special thanks go to Sarah Pragg, from IPA,
for formatting and editing this document and
Andrew Homsey for his contributions in data analysis.*



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