

# 2017 Report on State Planning Issues

Prepared for the Governor and the 149th General Assembly  
Presented by the Cabinet Committee on State Planning Issues



OCTOBER  
2017

*Cover photos feature Westown, Middletown (New Castle County), Eden Hill, Dover (Kent County), and Southeast Neighborhood, Milford (Sussex County). Read the “Special Report: Planning in Action – Master Plans in Delaware” section of this document for more details on these projects.*

## ACKNOWLEDGEMENTS

### Governor

John Carney

### Cabinet Committee on State Planning Issues

#### Chairperson

Jennifer Cohan

Department of Transportation

#### Committee

Director Anas Ben Addi

State Housing Authority

Director Constance Holland

Office of State Planning Coordination

Secretary Michael Scuse

Department of Agriculture

Director Cerron Cade

Division of Small Business, Development, and  
Tourism (formerly known as the Delaware Economic  
Development Office)

Secretary Robert Coupe

Department of Safety and Homeland Security

Secretary Shawn Garvin

Department of Natural Resources and  
Environmental Control

### Delaware Office of State Planning Coordination

Constance Holland, AICP, Director

Tricia Arndt, Planner

Stephen Bayer, Planner

Temple Carter, Planner

David Edgell, AICP, Planner

Dorothy Morris, AICP, Planner

Miriam Pomilio, Planner

This report has been prepared by the Delaware Office of State Planning Coordination (OSPC), 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.

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b> .....	<b>1</b>
Projects and Work Plan Highlights .....	2
<b>INTRODUCTION</b> .....	<b>6</b>
<b>GOVERNOR JOHN CARNEY’S ACTION PLAN FOR DELAWARE</b> .....	<b>8</b>
Education .....	8
Economy.....	8
State Budget.....	9
Environment.....	9
Crime.....	9
Agriculture .....	10
<b>STATE PLANNING POLICIES AND PROGRAMS SUPPORT GOVERNOR CARNEY’S ACTION PLAN FOR DELAWARE</b> .....	<b>11</b>
<b>OVERVIEW OF STATE PLANNING IN DELAWARE</b> .....	<b>14</b>
The State Role in Land Use Planning .....	14
Delaware Land Use Planning Overview .....	16
<b>STATE OF DELAWARE LAND USE PLANNING STRUCTURE</b> .....	<b>17</b>
Cabinet Committee on State Planning Issues .....	17
Office of State Planning Coordination .....	17
The Strategies for State Policies and Spending .....	18
Delaware State Strategies for Policies and Spending Investment Levels.....	19
<b>SPECIAL REPORT: PLANNING IN ACTION – MASTER PLANS IN DELAWARE</b> .....	<b>20</b>
Definition of a Master Plan .....	20
Case Studies of Master Plans in Delaware.....	21
Westown, Middletown (New Castle County) .....	21
Eden Hill, Dover (Kent County).....	25
Southeast Neighborhood, Milford (Sussex County) .....	28
Lessons Learned .....	31
Status of Other Master Plans in Delaware.....	31
Auburn Valley .....	31
Fort DuPont Complex Master Plan .....	32
State Route 141 Corridor 20-Year Land Use and Transportation Plan .....	34
The Glasgow Avenue Planning Study .....	35
North Claymont Area Master Plan .....	36
Route 9 Corridor Land Use and Transportation Master Plan .....	37
The Ramble in Laurel.....	38
<b>DATA AND TRENDS THAT INFLUENCE PLANNING</b> .....	<b>39</b>
Demographics.....	40

U.S. Census Data.....	40
Census State Data Center.....	41
<b>Delaware Population Consortium .....</b>	<b>42</b>
<b>Development Trends Analysis.....</b>	<b>42</b>
<b>Key State Investments .....</b>	<b>45</b>
<b>PLANNING PROJECT HIGHLIGHTS AND WORK PLAN.....</b>	<b>49</b>
<b>Downtown Development Districts .....</b>	<b>49</b>
<b>Downtown Development District Grant Funds.....</b>	<b>50</b>
SOFA Grant.....	51
<b>Neighborhood Building Blocks Fund .....</b>	<b>54</b>
<b>Planning Healthy Communities .....</b>	<b>55</b>
<b>Geospatial Coordination .....</b>	<b>59</b>
Accomplishments .....	60
<b>State Land Inventory .....</b>	<b>63</b>
Accomplishments .....	63
<b>University of Delaware Collaboration .....</b>	<b>65</b>
<b>Municipal Planning Activities and Collaboration .....</b>	<b>66</b>
<b>Preliminary Land Use Service.....</b>	<b>67</b>
<b>School Site Selection.....</b>	<b>68</b>
<b>Annexation Plan of Services Review .....</b>	<b>69</b>
<b>OSPC Website Redesign.....</b>	<b>70</b>
<b>Metropolitan Planning Organization Coordination.....</b>	<b>70</b>
<b>Climate Resiliency/Adaptation .....</b>	<b>71</b>
Executive Order 41 Implementation .....	71
Resilient and Sustainable Communities League.....	71
Sustainable Communities Planning Grant.....	72
<b>Resilient Community Partnership .....</b>	<b>73</b>
Delaware Bayshore Initiative .....	76
<b>DelDOT Long-Range Transportation Plan .....</b>	<b>78</b>
<b>APPENDIX A: DEVELOPMENT TRENDS DATA AND ANALYSIS .....</b>	<b>A.1</b>
<b>APPENDIX B: STATE FINANCIAL INVESTMENTS SUPPORTING RECENT TRENDS.....</b>	<b>B.1</b>
<b>APPENDIX C: DEMOGRAPHIC DATA .....</b>	<b>C.1</b>
<b>APPENDIX D: COMPREHENSIVE PLANNING PROGRESS .....</b>	<b>D.1</b>
<b>APPENDIX E: HIGHLIGHTS FROM LOCAL JURISDICTIONS ANNUAL REPORTS.....</b>	<b>E.1</b>



**STATE OF DELAWARE**  
**EXECUTIVE DEPARTMENT**  
**OFFICE OF STATE PLANNING COORDINATION**

October 5, 2017

Dear Governor Carney and the Members of the 149th General Assembly,

On behalf of the **Cabinet Committee on State Planning Issues (CCSPI)**, I am pleased to present the 2017 Report on State Planning Issues. This report details our activities over the past year and presents an agenda for the current program year.

As a part of preparing this report, we are constantly evaluating the data and trends that are influencing Delaware's growth today and guiding the changes coming to Delaware tomorrow. Population and development trends data show that Delaware's growth is approaching levels not seen since the great recession in the late 2000s. Some highlights:

- **Population Growth:** Since 2010, an additional 55,000 people call Delaware home.
- **Building Permits:** Since 2011, builders have pulled permits for over 28,000 housing units throughout Delaware. In fact, the 5,900 building permits issued in 2016 is an amount not seen since the housing crisis of 2007–08.
- **Projections:** It is projected that an additional 177,000 people will live in Delaware by 2050, necessitating the construction of over 77,000 new housing units statewide.

With this amount of activity projected throughout Delaware, it is critical that state agencies and local governments work together to plan for a future that includes economic development as well as the preservation of our quality of life and natural environment.

The activities highlighted over the past year, in my mind, represent resiliency. The focus on resiliency permeates the work we do and your mission to create stability and security for all citizens of Delaware.

The Office of State Planning Coordination (OSPC) is proud to share some of the initiatives we feel will promote your mission and the Cabinet Committee on State Planning Issues (CCSPI) goals for land use:

- **Master Plans:** This year's report contains a special section on master planning activities, showing how this method of planning leads to predictability, economic development, and efficient infrastructure investments.
- **Healthy Communities:** The report describes our continued efforts to work with a variety of agencies and other partners to improve the health of Delaware's citizens through efforts to improve the quality of the built environment.
- **Downtown Development Districts (DDD) and Neighborhood Building Blocks:** In the past year, these two programs have focused resources in some of the Delaware communities most in need of revitalization, and the DDD program in particular has leveraged an astounding amount of private capital and development activity.

- Geospatial Coordination: FirstMap has evolved into an essential data resource for all levels of government, and our office has taken the lead on important data projects such as the new aerial photography for the State.

We hope that you enjoy reading about these and the many other initiatives that are found in this year's Annual Report on State Planning Issues. As we move forward in 2017/2018 the OSPC and the CCSPI are excited about the future of Delaware. Our state is resilient, strong, and vibrant. We will continue to work together to safeguard our wonderful state and its resources while making Delaware a place where our citizens are pleased to call home. Feel free to contact my office if you have any questions regarding this report.

Sincerely,

A handwritten signature in cursive script that reads "Constance C. Holland".

Constance C. Holland, AICP

Director, Office of State Planning Coordination

# EXECUTIVE SUMMARY

**The Delaware Office of State Planning Coordination (OSPC), on behalf of and in collaboration with the Cabinet Committee on State Planning Issues (CCSPI), is pleased to present the 2017 Report on State Planning Issues as required by 29 Del. C. Chapter 91 § 9101 (d).** The purpose of the report is to update the Governor and General Assembly on recent planning trends and activities that can influence and improve the general pattern of land use within Delaware.

Recent data and trends highlight the fact that Delaware is growing and the composition of our population is changing. Some examples: Last year builders and developers pulled building permits for almost 6,000 new residential units and 3.6 million square feet of nonresidential building space; Delaware is growing faster than neighboring states and the nation as a whole; our state has the 7th highest percentage of adults 65 or older in the US; and we are projected to add more than 130,000 people and 77,000 housing units to our state by 2050. That is a lot of growth to manage, underscoring the need to work together to plan for our future.

This year's report is guided by Governor John Carney's "Action Plan for Delaware," which embodies his vision for a successful and prosperous Delaware by addressing education, the economy, the state budget, the environment, crime, and agriculture. This report describes the many planning policies and actions that will help implement his Action Plan. Delaware is unique because the state government funds or provides a great deal of infrastructure and services that are provided by local governments in other states. Therefore, collaboration and coordination between the State, its agencies, and local governments is essential to achieving the Governor's vision and ensuring an efficient and effective use of scarce state fiscal resources.

A special section in the report titled "Planning in Action – Master Plans in Delaware" demonstrates the results of this collaboration and coordination. The planning processes for Westtown in Middletown, Eden Hill in Dover, and the South-East Neighborhood in Milford are explored in some detail to demonstrate how these plans came to fruition. In all cases, these efforts led to efficient and coordinated infrastructure investment, more predictable development, and significant private investment and job opportunities. The plans have also allowed for the protection of the natural environment, historic resources, and agricultural lands in their respective areas. The section concludes with

status updates on the many other master plan projects going on throughout Delaware.

In addition to the continued work on the various master plans, the report details all of the planning programs and projects the OSPC is working on. Together, these activities represent the unique planning partnerships and collaborations between state agencies and local governments working together to help Delaware grow in a responsible manner. The following are the highlights of these initiatives.

## Projects and Work Plan Highlights

**Data, Demographics and Trends** – OSPC tracks and analyzes census data, demographics, population projections and development trends.

### *Work Plan*

- Functions as Census State Data Center
- Serves on Delaware Population Consortium
- Collects and analyzes development trends annually
- Analyzes key state investments in infrastructure and services annually

**Downtown Development Districts (DDDs)** – OSPC manages DDD application process, monitors compliance with program requirements, and provides technical assistance to DDDs

### *Work Plan*

- Monitors compliance and offers technical assistance
- Collaborates with DSHA and others to implement the program
- Prepares application and manages process when the Governor opens next round of designations

**Neighborhood Building Blocks Fund (NBBF)** – Grant fund to support crime prevention and community revitalization. OSPC Director serves on the board.

### *Work Plan*

- Reviews any NBBF grant applications assigned as planning related
- Reviews all other grant applications as requested
- Promotes NBBF to local governments as a resource for community revitalization and crime prevention

**Planning Healthy Communities** – Improving the quality of the built environment to have a positive impact on the ability of people to improve their health by walking, biking, going to parks, and accessing healthy foods.

*Work Plan*

- Serves on various groups and committees promoting this issue
- Develops data and GIS maps as a resource for planners, public health professionals, and the public
- Promotes healthy communities planning in local government comprehensive plans

**Geospatial Coordination** – OSPC leads the efforts to coordinate geospatial (GIS) data statewide, including for FirstMap, the State’s enterprise GIS system.

*Work Plan*

- Leads effort to develop a new strategic plan for GIS
- Coordinates with DTI and other users to enhance FirstMap
- Pursues a dedicated funding stream to allow for regular collection of data with statewide importance
- Coordinates with federal data partners

**State Land Inventory** – OSPC has created a comprehensive database of all land owned by the state

*Work Plan*

- Distributes database to agencies for review and comment
- Develops a process to update and maintain the data, using a centralized database
- Explores new uses for these data, such as efforts to evaluate energy usage and vulnerability to sea level rise

**University of Delaware Collaboration** – OSPC continues to have a strategic partnership with the University of Delaware’s Institute for Public Administration; together we work on projects to advance planning in Delaware.

*Work Plan*

- IPA will supplement OSPC staff capacity through an on-call agreement to support data and analysis needs.
- IPA will assist with project to integrate all local government comprehensive plan data into a single database so the information can be tracked and shared.

- IPA and OSPC are exploring some other projects to integrate planning programs with data collection and economic development efforts statewide.

**Municipal Planning Activities and Collaboration** – OSPC Circuit Rider Planners provide technical assistance to local governments preparing comprehensive plans and help guide local governments through the review and certification process.

*Work Plan*

- Continues to provide technical assistance to local governments as they prepare comprehensive plans
- Provides guidance on the review and certification process

**Preliminary Land Use Service** – OSPC leads this monthly review process for major development proposals and comprehensive plans. All relevant state agencies are engaged to comment on proposals through this process.

*Work Plan*

- Manages the PLUS process on a monthly basis
- Reviews procedures to improve efficiency
- Develops new PLUS website interface through OSPC web redesign to make it easier to find PLUS materials online

**School Site Selection** – OSPC leads the review and approval of new school sites, which must be approved by the Office of Management and Budget (OMB), Department of Education (DOE), and the OSPC Director.

*Work Plan*

- Assists school districts with site selection if requested
- Reviews proposed school sites through PLUS
- Prepares reports for approval process once sites are selected

**Annexation Plan of Services Review** – As per Del. C., OSPC reviews Plan of Services for all municipal annexations to assure that local governments can serve annexed areas with utilities and public services.

*Work Plan*

- Reviews Plan of Services as they are submitted
- Tracks annexations via database and GIS maps
- Coordinates with counties and local governments on boundary maps and overall process of annexation

**OSPC Website Redesign** – The OSPC website is being redesigned.

*Work Plan*

- Updates the website to use current technology, which is accessible from multiple devices including smartphones and tablets.
- Provides a streamlined web experience making it easier for the public to access information

**Metropolitan Planning Organization Coordination (MPOs)** – MPOs are federally designated agencies that coordinate transportation planning in certain areas. There are three MPOs in Delaware, and OSPC serves on various committees for each.

*Work Plan*

- Continues to serve on MPO committees to help coordinate transportation and land use planning
- Promotes the coordination of transportation planning with local government comprehensive planning through MPO participation

**Climate Resiliency/Adaptation** – OSPC participates with DNREC and other agencies to address climate resiliency and adaptation in comprehensive plans and other programs.

*Work Plan*

- Implements tasks from EO41, including review of state projects for climate resiliency
- Participates in the “Resilient and Sustainable Communities League”
- Supports local government efforts to become more resilient, such as through local comprehensive plans and programs like the Bayshore initiative

**DelDOT Long-Range Transportation Plan (LRTP)** – DelDOT is in the process of updating their LRTP.

*Work Plan*

- Participates and shares data to make this planning effort a success
- The LRTP process and final plan will be shared with local governments for integration into comprehensive planning efforts.

**Please read the full report for more detailed information on these planning programs and policies. Detailed data, maps, and graphics can be found in Appendices A – E at the end of the report.**

# INTRODUCTION

Thank you for reading the 2017 Annual Report on State Planning Issues, which has been prepared by the Delaware Office of State Planning Coordination (OSPC) on behalf of and in conjunction with the Cabinet Committee for State Planning Issues.

In this report, you will find current information about comprehensive planning, demographics, state investments in infrastructure and services, and examples of how the future of Delaware is being planned collaboratively by the State and local governments.

You may wonder why we need to work together to plan for Delaware's future. Well, did you know that our most recent household projections indicate that we're expecting to need over 77,000 new housing units in the next 35 years to house an additional 131,000 people? That's more than twice the housing units that were in the City of Wilmington in 2010! If we are going to build that many new houses, we are also going to need employment centers, commercial services, institutions, and other land uses, all of which will need water, sewer, roads, schools, police protection, and so on. So, it is very important that all levels of government work together to plan for and prepare for these changes in Delaware so we can grow, but at the same time preserve our character, quality of life, and the natural environment.

This report details how we are doing just that. It begins with a summary of Governor John Carney's "Action Plan for Delaware," and how our state planning policies support his vision for a Delaware that is prosperous and successful. The report then goes on to discuss the unique process of statewide planning and coordination in Delaware. Unlike most states, Delaware provides a great deal of the infrastructure funding and public services (roads, schools, police, others) that are usually delivered by municipalities or counties in other states. Over the years we have realized that collaboration between levels of government is critical to ensure efficient and effective investments in these services. The report summarizes our unique planning context and the policies that make it work.

In order to demonstrate how the planning process works, this year's report contains a special section called "Planning in Action – Master Plans in Delaware." This section highlights successful master planning projects in each county to show how local governments and state agencies can work together to create complete communities and attract economic development. This section also has shorter summaries of

**77,000**  
new housing units  
in the next  
**35** years

*Governor's  
action plan*

*Successful  
master  
planning*

many of the current master plan projects throughout the state. We hope you enjoy reading about these diverse projects that include re-envisioned roadway corridors, revitalized downtowns, parks, and redevelopment project.

*Lots of data, and lots of work!*

**The body of the report begins with a summary of data and trends related to population, demographics, development activity, and key state investments.** If you want more information about any section, turn to Appendix A, B, and C for the full data with lots of color maps, graphs, and tables. This data and the trends they indicate are what drive the many other planning activities undertaken by the OSPC and other state agencies.

**The remaining body of the report contains summaries of the planning programs in which the OSPC is involved, often in conjunction with one or more agency.** Each section contains a work plan that summarizes the steps the OSPC will take in the coming year to advance each program or policy initiative. Finally, there are two appendixes that detail the status of comprehensive plans and planning issues in each of Delaware's local governments.

**Again, we hope that you enjoy reading the 2017 Annual Report on State Planning Issues.** It contains a wealth of information about the demographics, trends, and development activity. Perhaps more importantly it highlights the unique planning partnerships and collaborations between state agencies and local governments in Delaware that are all working together to help Delaware grow in a responsible manner. Governor Carney envisions a successful and prosperous future for Delaware, and working together we will all help achieve that vision.

# GOVERNOR JOHN CARNEY'S ACTION PLAN FOR DELAWARE

## Education

**“All Delaware students deserve a quality education and an equal opportunity to succeed.”**

Investing in Delaware's economy starts with providing a quality education for Delaware's children. Governor Carney believes Delaware must strengthen our education system by giving educators and students the resources they need to be successful, particularly students from disadvantaged backgrounds.

- Refocus the Department of Education to support school districts and their students
- Ensure that children arrive in kindergarten prepared to learn
- Make sure Delaware's high school graduates are college- or career-ready
- Keep dedicated teachers in the classroom

## Economy

**“The stability and security of every Delaware family depends on access to quality, good-paying jobs.”**

Delaware's economy remains in a period of significant transition. In the past decade, Delaware has lost industrial sites that provided good-paying jobs for years—the General Motors plant in Newport, the Claymont Steel Mill, the Nylon plant in Seaford, the Chrysler factory in Newark. Governor Carney believes Delaware must embrace the transition to an innovation economy, and that government must adjust to support entrepreneurs and foster innovation across Delaware.

- Restructure the Delaware Economic Development Office to support small businesses and entrepreneurs
- Prepare Delaware's workforce for 21st-century jobs that require technical skills
- Revitalize abandoned industrial sites to put Delawareans back to work
- Develop stronger partnerships between state government and the private sector
- Improve broadband access across Delaware

## State Budget

**“Delaware must get its financial house in order, so we can focus on making investments in education and the economy that help all Delawareans thrive.”**

Delaware faces structural budget challenges, with expenses in areas like education and healthcare outpacing the growth of key revenue sources. Governor Carney will work closely with Democrats and Republicans in the General Assembly on a budget reset that looks at state spending and Delaware’s revenue system.

- Work with Democrats and Republicans on a long-term budget solution
- Initiate a budget reset that looks at state spending and Delaware’s revenue system
- Improve efficiency within state government to eliminate wasteful spending
- Protect key public services

## Environment

**“We must protect our environment so our children inherit a Delaware whose natural beauty is preserved.”**

We must take decisive steps to protect Delaware from the threat of climate change and invest in our natural resources to improve public health, sustain and grow our tourism economy, and create new good jobs.

- Clean up Delaware’s waterways
- Invest in open space preservation
- Coordinate resources to address the effects of sea level rise
- Clean up abandoned industrial sites to protect drinking water
- Improve recreational opportunities outdoors

## Crime

**“All Delawareans deserve to live in safe neighborhoods, where their children can go to school and they can go to work without the fear of violence.”**

Governor Carney will work with the General Assembly, local government officials, community leaders and law enforcement to reduce violence in Wilmington, Dover, and all Delaware neighborhoods experiencing high levels of crime. He will take steps to improve safety

and encourage business investment that creates new, good-paying jobs in communities across Delaware.

- Target law-enforcement resources to high-risk offenders and hot-spot areas
- Build positive relationships between police and the communities they serve
- Provide educators and their students the tools they need to succeed
- Improve access to mental health and substance abuse treatment
- Create new safe, affordable housing in distressed communities

## Agriculture

**“Delaware farmers are the backbone of our state’s economy, and we must protect our farmland for future generations.”**

Delaware has a rich agricultural history, and the industry remains a key driver of Delaware’s economy, contributing \$8 billion in annual economic activity. Governor Carney believes Delaware must continue to invest in its farming industry, coordinating resources for small operations while improving nutrient management practices to help farmers protect our environment.

- Invest in farmland preservation
- Reduce permitting barriers for farm construction projects
- Improve nutrient management practices to protect the environment
- Promote new agribusiness opportunities

# STATE PLANNING POLICIES AND PROGRAMS SUPPORT GOVERNOR CARNEY'S ACTION PLAN FOR DELAWARE

**Governor Carney's Action Plan for Delaware charts the course for a Delaware that is prosperous and successful, and one that also retains the character and quality of life that everyone values.** While there are a variety of programs and policies that are part of his Action Plan, many of them intersect with the built environment, land use, growth, or development, all of which are influenced by statewide planning activities.

The State's planning policies are aligned with Governor Carney's vision for Delaware and are an important tool to implement his "Action Plan for Delaware." The *Strategies for State Policies and Spending* is the key policy document that provides the framework for land use planning in Delaware. In summary, the *Strategies* direct agency spending on capital infrastructure and public services to areas of the state where both the State and local governments agree that growth and development should occur, and direct agency spending on agricultural and natural resource preservation to areas that are to be preserved. The first version of this policy document was adopted and implemented in 1999, and it has been regularly updated, most recently in 2015.

The implementation of the *Strategies for State Policies and Spending* supports the Governor's Action Plan by encouraging an efficient distribution of state fiscal resources and services in locations where they will provide the most benefits to Delawareans. For instance, the *Strategies* encourage efficient and effective infrastructure investments and service delivery, which aligns with the Governor's goals to improve the **State Budget** by reducing waste and inefficiency. This also helps implement his goals to improve the **Economy** by revitalizing vacant and underutilized sites and assisting small businesses. This is because the *Strategies* recognize that state investment in our urban and suburban areas (known as Investment Levels 1 and 2) improves these communities by leveraging other public and private investments. Investments in road improvements, parks, schools, public assistance, grant funds, and other state support are to be concentrated in our communities where they are needed most, and benefit the most people. These investments are also signals to the private sector to

invest in economic development activities that provide jobs and housing.

Governor Carney's goals for **Education** underscore his understanding that in order for students to do well in school they must not only go to schools that have the appropriate resources, but also live in safe, well-designed neighborhoods with a sense of community. Coordination among the OSPC, state agencies, and local government planning activities improves the quality of neighborhoods, housing, and economic opportunities to provide families with supportive environments. The OSPC and state agencies work with local governments to develop comprehensive plans that have strong neighborhood revitalization and affordable housing strategies. The local comprehensive plans are reviewed by the State and certified by the Governor to signify their alignment with state land use policies. In addition, programs such as the Downtown Development Districts program, the Neighborhood Building Blocks Fund, and efforts to improve public health through built environment strategies enhance these efforts and help ensure that all Delaware students get a quality education and have an opportunity to succeed.

Planning for Delaware's future is not just about urban and suburban communities, infrastructure, growth and development. State planning policies focus equally on protecting Delaware's natural resources and protecting Delaware's agricultural economy, which serve to help implement Governor Carney's goals for the **Environment** and **Agriculture**. The *Strategies for State Policies and Spending* prioritizes natural resource protection and agricultural lands protection throughout the state in Investment Level 4 and Out-of-Play areas. State investments in infrastructure and services supporting growth and development are steered away from these areas in favor of investments in programs like agricultural preservation and open space protection. In addition, climate change adaptation and resiliency policies are embedded in agency planning, as well as the OSPC's outreach and assistance with local government comprehensive plans.

Whether it is education or the economy, agriculture or the environment, how well we plan for Delaware's future will impact the quality of life for generations to come. The OSPC and the state agencies are committed through our collaborative planning process to help make Governor Carney's Action Plan a reality.



*Breaking ground on the Newark Regional Transportation Center in July 2017.*

# OVERVIEW OF STATE PLANNING IN DELAWARE

## The State Role in Land Use Planning

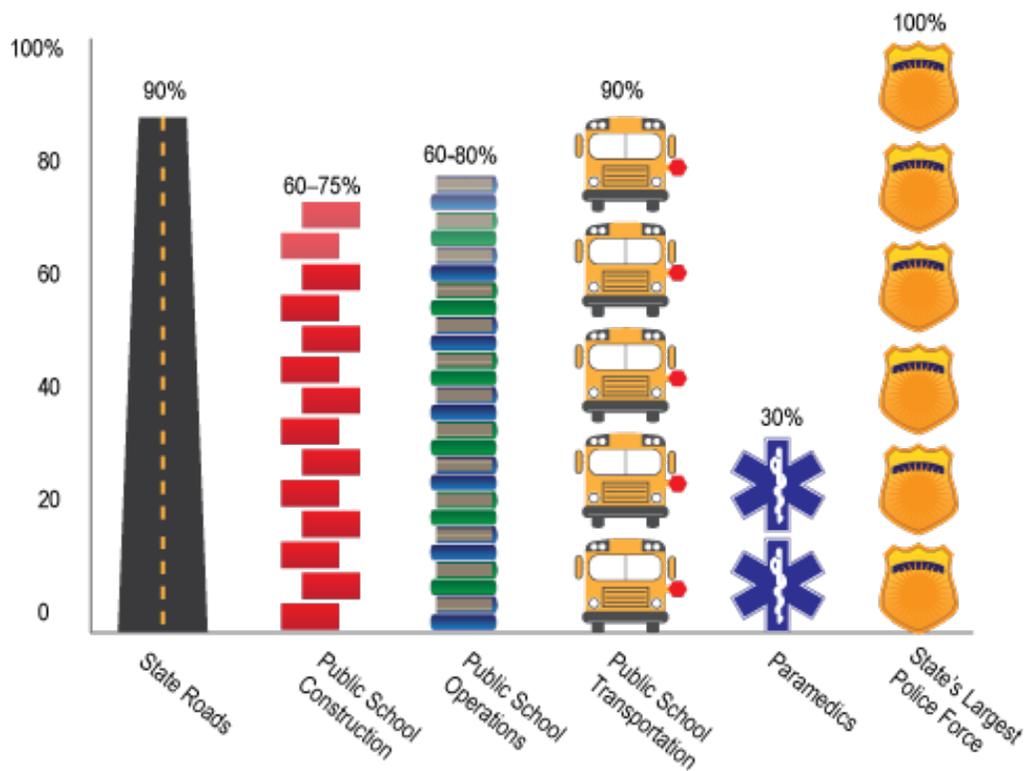
Delaware is growing and changing in population size, composition, and density. Though land use decisions are made by local jurisdictions (municipal and county), the impact of local government land use decisions, land development patterns, and each Delawarean's decision of where to live affects us all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

- > **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 13,000 lane miles; 1,600 bridges; 1,200 traffic signals; 54 Park-and-Ride facilities; and 250,000 signs.
- > **Schools** — The State provides approximately 60 percent of school operating funding and provides between 60 and 80 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 616,000 visits annually.
- > **Delaware Transit Corporation (DTC)** — In 2017, DTC provided more than 950 thousand paratransit trips with 301 paratransit buses at a per person cost to the State of approximately \$51, compared to more than 7.5 million fixed-route DART bus rides with 245 buses at approximately \$7 per person.



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

The 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 costlier 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 State's role in land use planning has been recognized by the General Assembly for many years. In the past 30 years or so a structure has been developed to enable and ensure coordination and collaboration between the State, its agencies, and local government planning efforts. The following is a summary of this process, followed by some details about state land use planning.



## Delaware Land Use Planning 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.

# STATE OF DELAWARE LAND USE PLANNING STRUCTURE

## 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 (CCSPI) 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.

## Office of State Planning Coordination

The Office of State Planning Coordination (OSPC) works closely with and prepares this report on behalf of 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 Strategies for State Policies and Spending

The *Strategies for State Policies and Spending* is the key policy document that provides a framework for land use planning in Delaware. 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 *Strategies* was first developed in 1999, and is updated every five years, most recently in 2015.

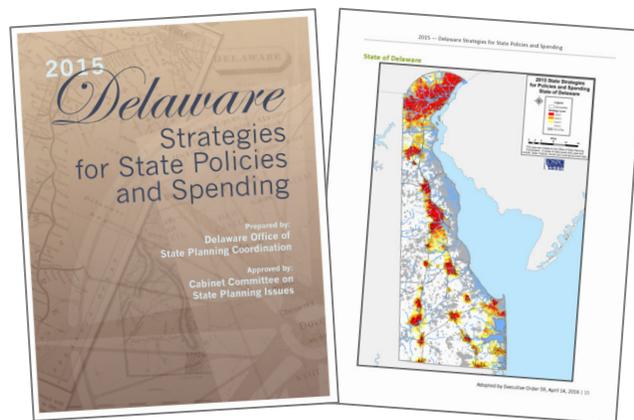
As a part of the planning effort that develops each edition of the *Strategies*, a statewide GIS mapping process is conducted. The mapping incorporates data layers from all certified county and municipal comprehensive plans, all state agencies, and relevant environmental and infrastructure data layers. The result is a map showing where all levels of government intend to invest in infrastructure and services to enable growth, as well as areas where preservation and agriculture are intended. The map identifies Investment Levels 1 – 4 (summarized below), which then serve to guide state investments.

State policies consider Investment Levels 1, 2, and 3 to be growth areas where infrastructure investments and public services are appropriate in accordance with the timing of growth. Investment Levels 1 and 2 are prioritized over Level 3, which as noted reflects longer-term growth plans. Investments in Investment Level 4 include agricultural preservation, open space, and natural resource protection.

Since 2008, the state has been collecting development data from local governments to track just how well these efforts are paying off. This information is provided for in **Appendix A – Development Trends and Data Analysis**. The results are encouraging: From 2011–2016, 82 percent of the residential building permits and 92 percent of non-residential square feet permitted by local governments was within areas of Investment Levels 1, 2, and 3.

## Delaware State Strategies for Policies and Spending Investment Levels

- > **Investment Level 1** – Mostly developed areas in municipalities or urbanized areas in the counties with higher density population and infrastructure, mixed use development, and a variety of transportation options.
- > **Investment Level 2** – Less developed, but rapidly growing, suburban and urban areas where infrastructure is in place or planned for the near future.
- > **Investment Level 3** – Areas in longer-term growth plans, and/or areas within growth areas that have some environmental constraints. Although growth is planned here, infrastructure and other investments may be made further in the future.
- > **Investment Level 4** – Rural and agricultural areas, suitable for natural resource protection, open space, and agricultural use.
- > **Out-of-Play** – Areas not available for private development activity due to public ownership, conservation by private or non-profit entities, or environmental constraints that will not allow development by law.



*The Full 2015 Delaware Strategies for State Policies and Spending report is available online at [www.stateplanning.delaware.gov/strategies/](http://www.stateplanning.delaware.gov/strategies/)*

# SPECIAL REPORT: PLANNING IN ACTION – MASTER PLANS IN DELAWARE

**In this section, we will highlight how “master planning” is changing the face of Delaware’s communities by enabling efficient infrastructure investment, creating complete communities, and guiding economic development activities by increasing predictability.**

All of Delaware’s communities actively plan for their future. In the past twenty years, Delaware’s local governments<sup>1</sup> have developed comprehensive plans to guide the future growth and development of their communities, while also protecting their character and the natural environment. The planning process engages communities to develop a shared vision for their future and translates that vision into policies and plans for future land use, annexation, utility infrastructure, and economic development. Comprehensive planning and public outreach processes are by nature broad and far-reaching, so comprehensive plans tend to represent community-wide guidelines for growth and development. This certainly gives each local government a path forward and provides the guidance to develop land use regulations. Yet, in order to make the necessary decisions about public infrastructure investments and provide enough predictability to truly encourage economic development some local governments have realized that more detailed planning is necessary.

## Definition of a Master Plan

If a comprehensive plan is a community’s vision for the future, then a master plan is a roadmap for how to get there. Master plans supplement, support and help stakeholders implement comprehensive plans. They are collaborative undertakings that can involve multiple jurisdictions, agencies, and service and infrastructure providers. Master plans are more detailed than comprehensive plans in that they include build-out calculations, identification of infrastructure needs and costs, and a description of the phasing of infrastructure provision with development. As such, master plans provide more predictable

---

<sup>1</sup> Delaware’s three counties and 56 of the 57 municipalities have adopted comprehensive plans, and many of these have been updated recently. The last town without an adopted plan, Woodside in Kent County, is in the process of developing their first plan in almost 40 years.

outcomes that can attract economic development while also protecting the environment and providing community amenities. All of this is accomplished transparently with public involvement, so the community truly is involved with deciding the future. The following are some case study examples of successful master plans in each of Delaware's three counties.

## Case Studies of Master Plans in Delaware

### Westtown, Middletown (New Castle County)

**Starting in the mid-1990s the Town of Middletown experienced a period of rapid growth and expansion that has continued through today.** The completion of State Route 1 made it possible to reasonably commute to the employment centers in northern New Castle County, making Middletown a very popular bedroom community (i.e., a place where people live and commute to work elsewhere). Commercial development and employment opportunities soon followed.

The Town grew by annexing large properties surrounding the borders and upgrading sewer and water utilities to serve the new developments. With the many new residents and businesses, traffic and road improvements in and around the town soon became a concern.

In the early 2000s, a group of land developers, the Town of Middletown, and the Delaware Department of Transportation (DelDOT) began working on a master plan for the west side of Middletown. The Town had annexed much of this land, and the land developers were crafting plans for some significant commercial, residential, mixed-use, and industrial developments. At the same time, DelDOT was in the planning stages for the new Route 301 project and wanted to make sure that the right-of-way was preserved. All parties realized that significant road improvements would be needed in this area to accommodate the intended development.

**Why was a master plan needed?** All parties came to realize that there were too many "moving parts" for any one developer to work alone. In the traditional model of land development, each project is evaluated for its traffic impact. If the road system is deemed inadequate, that developer is responsible for making upgrades. In this case, various upgrades were needed to the entire road system. The land developers and DelDOT came to understand that these system-wide improvements

could only be accomplished if all parties pooled their resources with an overall, rather than piecemeal, approach.

There were many other benefits to working collaboratively on the master plan. The master plan allowed development to be focused in locations where roads and utilities would be available while also allowing for the preservation of open space and farmland in critical locations. The reservation of the right-of-way for Route 301 was also accomplished. The development plans were coordinated and designed so that interconnections for vehicles, bicycles, and pedestrians were possible. Since a mixture of uses was approved, there are places to live, places to shop, places to work, and places to attend school close together in this new section of Middletown.

**How was it done?** The land developers planned the master plan and presented it as an overall development plan, which was reviewed and ultimately approved by the Town. In concert, the Town, the developers, and DelDOT worked collaboratively to develop a master transportation plan, called the “Westtown Transportation Improvement Program.” The plan was implemented through an agreement that all were party to; it became the template for what today is DelDOT’s Transportation Improvement District (TID) program. Road improvements were systematically implemented, and the costs were shared by all of the developers and the State. The Town of Middletown coordinated utility construction along with road improvements.

**Westtown today:** The development of Westtown is ongoing, but objectively the progress has been dramatic. In addition to residential development, the area has attracted major retailers such as Kohl’s and Wal-Mart. Perhaps more importantly, the industrial areas have become the home of major employers such as Amazon and Johnson Controls. Datwyler, a Swiss pharmaceutical company, is building a new manufacturing operation in Westtown. The master planning of road improvements and utilities have made development in this area predictable, which is very attractive to these major firms. They have certainty about the costs up-front and have confidence in a swift approval process, because all of the major decisions occurred during the master-planning phase.



*Industrial and residential development in Westtown, from the top: Amazon facility, construction of Datwyler building, Johnson Controls, and residential housing.*



*The master planning process for Westtown secured the right-of-way for the Route 301 project (top) and attracted major retailers such as a Lidl Grocery Store, Wal-Mart, and Marshalls.*

## Eden Hill, Dover (Kent County)

**The Eden Hill Farm is a historic property that had been owned by a prominent Dover family since before the American Revolution.** The farm was situated between the historic downtown and an industrial area dominated by the Kraft General Foods plant in the western part of Dover. It was actively farmed until the early 2000s, and as such it was the largest undeveloped parcel in this part of Dover.

The family that owned the farm decided to sell the farm in the early 2000s. The property had been zoned industrial since it was annexed in the 1970s, likely due to its location adjacent to the Kraft General Foods plant. Yet the family members did not want the farm to be an industrial property. There were portions of the farmstead that had great historic significance, and they hoped these portions could be preserved. The family has strong ties to the Dover community and wanted to be sure that any development of the land would complement the nearby downtown area.

Additionally, the City of Dover had envisioned a road around the west side of the City in every comprehensive plan going back to the 1960s. As the western part of Dover grew over the years, the options for the alignment of such a road decreased with every subsequent plan. The City's 1996 Comprehensive Plan identified a conceptual right-of-way through the Eden Hill property, which by that time was the only remaining potential path for this road.

Knowing that a traffic study would be needed, and that the comprehensive plan identified a road right-of-way through the property, the owners and their real estate broker approached the City and DelDOT with an offer to collaborate on what became the Eden Hill Farm Master Plan.

**Why was a master plan needed?** The City of Dover, DelDOT, and the family all had strong incentives to collaborate. This was much more than a typical land development project. The City and DelDOT needed a portion of the property as right-of-way for the western by-pass road. The family wanted to protect the value of the farm property and did not want to see it bisected by a road, which could harm the historic resources and reduce the value of the remaining portions. They also wanted to ensure a high-quality development that was, at the time, not envisioned by the City's comprehensive plan or even allowed by the City's zoning ordinance.

**How was it done?** DeIDOT took the lead in working with the family, collaborating with the City and the OSPC. A consultant was hired with experience in Traditional Neighborhood Design (TND). This style of development, also known as New Urbanism, seeks to build in traditional neighborhood patterns with a high degree of architectural design and quality. The consultant guided all parties through a site design process. The final plan for the property included a medical center, a commercial district, and residential housing with a variety of types and styles. The plan preserved historic areas and open space and established a right-of-way for the by-pass road along the western edge of the land.

The plan met the family's goals for a high-quality development, but it still was not allowed under the City's comprehensive plan or zoning ordinance. Dover was in the process of updating their comprehensive plan at the time, and this area was changed to "Mixed Use" to correspond to the proposed TND. The original consultant helped Dover draft a new TND Zoning District that could accommodate the proposed development. Importantly, the zoning regulations call for a "pattern book" for architectural design to be a part of the regulations. In this way, all future phases of development will have the same high-quality architectural design envisioned by the family and the original planners of the project.

In a parallel timeframe, DeIDOT began the West Dover Connector project in early 2004. The Master Plan for the site reserved a right-of-way, but the actual alignment was determined through a multi-year planning process. After many years of planning and design, the road project started construction in 2015.

**Eden Hill today:** The West Dover Connector is under construction and nearing completion. The first portion of the Eden Hill property to develop was the Eden Hill Medical Center. This large "medical mall" has 17 physicians' offices, diagnostic imaging, a laboratory, pharmacy, and a walk-in clinic. The building is built of brick to match historic Dover, and it has a cupola reminiscent of Legislative Hall. Residential development began just before the great recession and struggled during that difficult economic period. It has been slow to build out.

More recently, a new skilled-nursing facility, called The Center at Eden Hill, is under construction. Locating this facility on the medical campus was made much easier because a building of that type was on the original plan, and all utilities and even parking lots had already been constructed in anticipation of new development. The first building of the commercial district has just been completed, also with a high degree of architectural detail for what is essentially a one story

commercial building. A portion of the building is currently occupied by a pediatric practice, but the other storefronts could have a variety of commercial or office uses. Enough infrastructure is in place within the development that it is poised for new development in future phases.



*The Eden Hill Medical Center, a large medical mall, and the Center at Eden Hill, a new skilled-nursing facility, were designed based on the architectural “pattern book” described in the master plan.*



*The first building of Eden Hill's commercial district, designed with a high degree of architectural detail, includes a Nemours pediatric practice.*

### Southeast Neighborhood, Milford (Sussex County)

During the housing boom of the early 2000s, a great deal of residential development activity occurred in the southern part of Milford, in Sussex County. The City annexed some large parcels in this area and development consisted of single-family homes, attached housing, and condominiums. In 2005, a developer proposed a 600-home residential development in Sussex County, just east of State Route 1 near the southern most City limits. The City became concerned that if this subdivision were constructed, the City would be the *de facto* provider of services (police, fire, library, parks, and eventually even sewer and water) without the benefit of a tax base to support those services. The City reached out to the developer and to the OSPC to discuss annexation. At the time, the area was considered an Investment Level 4 (rural) area in the *State Strategies* and was not a part of the Milford comprehensive plan.

The developer was interested, but the annexation raised significant concerns from various state agencies. The OSPC was concerned about the annexation and extension of utilities potentially leading to additional sprawling development in this rural portion of northern Sussex County. The Department of Natural Resources and Environmental Control (DNREC) was concerned about how development and new impervious surfaces would negatively impact sensitive wildlife habitat and the Cedar Creek and Mispillion watersheds. The Department of Agriculture was concerned about the impact of development on preserved agricultural lands in the area. In addition, DelDOT was in the process of designing the Route 1 and Route 30 grade

separated intersection in this area, and there was interest in coordinating any development activity with the design of this infrastructure. All parties realized that the new grade separated intersection would improve access and make the land more attractive to development.

**Why was a master plan needed?** There were so many potential issues and concerns regarding this annexation that the OSPC was not comfortable recommending the approval of a comprehensive plan amendment without some certainty that the City would work with the agencies throughout the planning process. After much discussion, an agreement was reached. The State would support a comprehensive plan amendment only if the City committed to working with the OSPC and the agencies on a master plan to address the issues that had been identified. The City, the OSPC, DeIDOT and DNREC entered into a Memorandum of Agreement to solidify all parties' commitments to work together on the master plan. The master plan was a means to thoughtfully meet the developer's objectives, account for the City's concerns over growth and services, and ensure that the State's environmental and agricultural resources were protected. It also allowed all parties to anticipate the impact of the new grade separated intersection on land use and the rest of the transportation network.

**How was it done?** The City Planner of Milford and the OSPC Principal Planner were co-chairs of the master planning effort. A series of public workshops were held, with assistance from the University of Delaware, to help residents and business owners envision the future of this area. As a result of these workshops, a consensus plan was developed that concentrated development around the Route 1 and Route 30 grade separated intersection, with a variety of housing densities. A transfer of development rights program was envisioned to protect agricultural lands surrounding this area, and a future road network was planned to serve the developed areas as they built out. Each agency was responsible for preparing the relevant section of the master plan; for example, DNREC wrote the environmental protection section and DeIDOT prepared the transportation section. After the plan was adopted and finalized, it was signed by the City and the relevant cabinet secretaries to indicate their commitment to working together to implement the plan.

**The Southeast Neighborhood today:** DeIDOT completed construction of the grade-separated intersection, and the City has completed sewer and water system installation, including a new water tower. As this was occurring, Bayhealth was searching for a new site to build a health

campus to replace the aging Milford Memorial Hospital. They reviewed site options throughout the Milford area and settled on a parcel in the Southeast Neighborhood Master Plan, due to its superior access and utility availability. This new campus, a more than \$300 million project, is currently under construction and is anticipated to open in 2019. The construction of the hospital is driving interest for a variety of other office, commercial, and residential projects that are now in the planning phases in this section of Milford.

*The Bayhealth campus, a more than \$300 million project, is currently under construction and is anticipated to open in 2019.*



## Lessons Learned

Master planning takes commitment from a number of partners and requires strong leadership and a great deal of public outreach. Sometimes it can take a long time to get it right—the Milford Master Plan took three years. It also takes vision. All parties must be able to see the areas future as a cohesive place that has been developed or redeveloped, and as more than a sum of seemingly unrelated parts. There inevitably will be some disagreements, and it may take time to earn the trust among partners who are not used to working together.

However, these case study examples demonstrate that for those areas that can make the commitment and create a master plan, the results are astounding. Middletown has been able to attract major employers; Eden Hill has recently attracted a new rehab facility; and Milford’s southeast area is the site of a major hospital facility. None of these projects would have located where they did without the predictability provided by the master plan. None of these communities would be able to absorb that much development and retain the quality of life so well without such a thoughtful, proactive approach.

## Status of Other Master Plans in Delaware

Master planning is actively being used to plan areas large and small. Here are some updates on other prominent master planning efforts throughout Delaware.

### Auburn Valley

With the acquisition of 119 acres of the former National Vulcanized Fiber (NVF) site, major steps have been taken toward transforming the area into a residential, commercial, conservation, and recreation area. NVF lands have been combined with adjacent state park preserve lands encompassing more than 400 acres. The NVF site is undergoing an environmental cleanup of nearly a century of historic contamination with the recent completion of the first a series of wetland and flood mitigation sites; and a comprehensive stream restoration that will not only improve water quality and protect fish in the Red Clay Creek, but will also remove contaminant sources and reduce severe flooding that has resulted in significant economic impacts to Yorklyn. The redevelopment of the site creates an innovative model whereby the State and private sector are co-developing under a single master plan, resulting in a residential and mixed-use destination community where

the State retains ownership of portions of the site for recreational uses. The partnership, one of the most complex ever undertaken in Delaware, can serve as a national model for other similar projects. To date, more than \$7 million have been spent to remediate the site, including almost \$5 million in state funding, almost \$1.6 million from the Federal Emergency Management Agency (FEMA) for property acquisition, building demolition, and site restoration of an office building, and \$426,000 from the U.S. Environmental Protection Agency (EPA) for asbestos removal. However, those expenditures are beginning to return significant private investments expected to exceed 4 to 5 times that amount. With it, a tourism driver is being created unlike anything else in the region.



## Fort DuPont Complex Master Plan

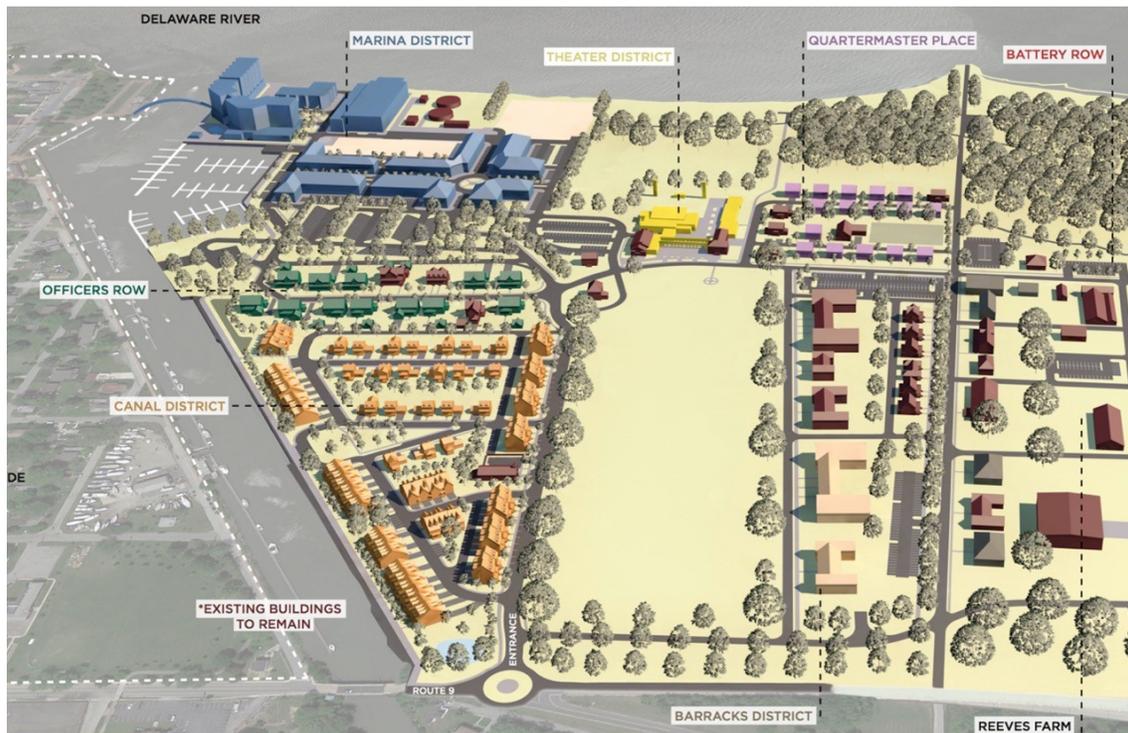
In 2013, DNREC, in collaboration with the City of Delaware City, led a master planning process to revitalize the historic 325-acre Fort DuPont Complex. The result of that process was the creation of a master plan to serve as a blueprint to transform the Fort DuPont Complex into a vibrant mixed-use community, fully integrated with the adjacent Delaware City. In 2014, the Delaware General Assembly passed and the Governor signed the Fort DuPont Redevelopment and Preservation Act, 7 Del.C. §§ 4730 *et seq.* The act authorized the creation of the Fort DuPont Redevelopment and Preservation Corporation, with a 13-

member advisory board and executive director to manage, oversee, and implement the redevelopment and preservation of the Fort DuPont Complex.

As of July 2017, civil engineering is underway and bidding on the infrastructure for the Canal District will proceed in the fall. Officer's Row infrastructure is currently out to bid. Gas and electric designs have been completed, and road signs have been installed. The Preliminary Subdivision Plan for 80 lots in the Canal District in the Master Plan has been approved. In addition, leasing is underway for residential properties. Seven properties are ready to lease, and three more are committed.

Permitting and design work continues on the proposed marina and dike. Construction of the dike is targeted for spring of 2018.

Work is also occurring in connection with the Military Museum. A new location for the museum would consolidate various exhibits that are located on the property.





## State Route 141 Corridor 20-Year Land Use and Transportation Plan

The State Route (SR) 141 Corridor and surrounding area have a special mix of historic properties, established neighborhoods, and several high-tech business campuses that create a unique area, culturally, historically, and economically. The corridor has experienced considerable and varied development over time and the future is likely to bring additional land use change and development.

The SR 141 Corridor provides vital access to numerous businesses, homes, schools, medical institutions, parks, and museums. Linking the City of New Castle to the US 202 corridor, this arterial functions in some ways as a major connector road around western and northwestern Wilmington. With linkages to various major corridors including I-95, SR 2, SR 34, SR 48, SR 52, SR 100 and US 202, the SR 141 Corridor functions as a critical element of the regional transportation system.

The goal of this 20-Year Land Use and Transportation Plan was to develop a vision for the corridor and decision making framework that will result in consensus-based recommendations to address current and future land use and transportation needs of the corridor. Recognizing the unique attributes and characteristics of this corridor, the three agencies leading this study, Wilmington Area Planning Council (WILMAPCO), New Castle County, and DelDOT, determined that the project was to be carried out through a comprehensive public involvement process. The intent of the project was to guide transportation and land use policy decisions for the next two decades. Ideally, this long-range approach will help achieve the goals and aspirations of the current and future residents, business leaders, and property owners of the corridor, while respecting the numerous natural, historic, and man-made features within the corridor. For more information visit [www.wilmapco.org/141](http://www.wilmapco.org/141).

## The Glasgow Avenue Planning Study

Glasgow Avenue is a 1.3-mile, two-lane collector road between US 40 and SR 896. This roadway previously served as a primary artery for traffic on SR 896 until a bypass was constructed to the east, which now carries the majority of vehicles and provides a higher speed alternative. The width of the roadway reflects its previous role, with wide lanes and shoulders that encourage higher speeds along an avenue that has a technical high school, a medical center, a 55-and-over community, and a major shopping center among its land uses. The goal of the study is to work with the residents to create roadway and land use guidelines that will provide a safe and attractive street that encourages more non-motorized trips, slows existing traffic, and creates better connectivity while also creating a vibrant mix of locally serving uses and attractive public gathering places to enhance economic activity. Improved connections between the existing high school, parkland, residential development, and commercial areas would encourage more pedestrian and bicycle trips within the area and add safety measures for existing pedestrians, while reducing greenhouse gas emissions and improving respiratory health.



The Glasgow Avenue Planning Study is the result of a partnership among the New Castle County Department of Land Use, WILMAPCO, and DelDOT. The project team held stakeholder interviews with residents, commercial property owners, community agencies, and elected officials, and have held three workshop sessions that were open to the public. The project team used these meetings to review existing conditions on the corridor from the viewpoint of community residents and business owners. The responses from the community were used to develop a vision and a set of goals for the Glasgow Avenue corridor. The project team also developed alternatives for the roadway configuration of auto travel lanes, bike lanes, and multi-use paths for different segments of the corridor. Draft design guidelines were created for mixed-use village-style development along the northern segment of Glasgow Ave. These concepts were brought back to the community for their feedback at a second public meeting. Project team members collected the attendees' responses to the vision and goals, the roadway alternatives, and the land use ideas. These comments were used to develop final recommendations for the corridor, which were presented at the final public workshop for residents' approval.

The outcome of the study will be a final report of the consensus-based plan and set of recommendations for achieving the community's goals and objectives. Consensus building and establishment of broad

stakeholder support for the plan has been a key element in this process, accomplished through a facilitated stakeholder outreach process that included meetings and interactive workshops.

For more information on this project, please visit: [wilmaco.org](http://wilmaco.org)

## North Claymont Area Master Plan

The North Claymont Master Plan Area provided a way for the community to actively participate in creating a vision for their future. The Master Plan was developed by WILMAPCO, New Castle County, Claymont Renaissance Development Corporation (CRDC), OSPC, DelDOT, DTC, DNREC, and Delaware Economic Development Office (DEDO). The resulting comprehensive vision encompasses land use and design, transportation, community and economic development, and the environment and open space for the area north of Claymont, including the Tri-State Mall (41 acres) and former Claymont Steel (425 acres). In addition, the Master Plan suggests a framework for potential developers and investors to follow. Currently, DTC is working with the planning partners on the design of a new Claymont Transportation Center, which will be the first major recommendation to be implemented and will support future transit-oriented development.





## Route 9 Corridor Land Use and Transportation Master Plan

The Route 9 Master Plan was endorsed by the WILMAPCO Council in May 2017. The Plan identifies the best reinvestment and redevelopment strategies for the Route 9 corridor near Wilmington. The study featured extensive and innovative public outreach and close coordination with state and county officials. Major study recommendations include:

- > Zoning adjustments to appropriately separate industrial from residential uses.
- > Zoning adjustments to encourage mixed-use (residential/commercial) suburban centers along the corridor.
- > Concentrating new development around the Innovation District center (new library) first.
- > Creating new truck routes to keep tractor-trailers away from existing and future neighborhoods, while simultaneously improving freight efficiency around the Port of Wilmington.
- > Placing both Route 9 and Memorial Drive on road diets with lane reductions and major intersection rebuilds.
- > Developing a community bicycle/pedestrian network to knit together the corridor's disconnected neighborhoods.

The Route 9 Master Plan calls for a mixed-use suburban center with senior housing, market- and affordable-rate single-family and multifamily residential, office, and retail to be developed around the new library (low-rise building, center-left). For more information visit: [www.wilmapco.org/route9](http://www.wilmapco.org/route9).

## The Ramble in Laurel

Working with the Laurel Redevelopment Corporation and the University of Delaware, the Town of Laurel has created The Ramble project. This is a plan for the waterfront along the Broad Creek, a tributary of the Nanticoke River. The project hopes to bring new life to the riverfront with a nature-based park for children, cottage-style homes, a kayak launch, village green area, emphasis on nature tourism, and new businesses that support the vision for the project. This area is within the newly designated Laurel Downtown Development District, which will provide additional incentives for redevelopment of this area.

At this time, the Town and the Laurel Redevelopment Corporation are working together to find a developer for this area. In addition, Community leaders and DNREC are actively pursuing funding for The Ramble’s nature-based playground and proposed network of trails, including a link to Roger C. Fisher Park at The Ramble’s western end and the storm water installations needed for the park. The Laurel Redevelopment Corporation is also working to acquire at least two strategic parcels within The Ramble footprint: One, a former gas station, is already a certified brownfield; the other is mostly wetlands but covers a former town dump. The sites are eligible for up to \$625,000 in state investigation and cleanup funds.



# DATA AND TRENDS THAT INFLUENCE PLANNING

Delaware is the second smallest state by area, and its population is still less than 1 million. However, the population is growing and the demographics are changing. According to the US Census Bureau's American Community Survey (ACS), Delaware grew faster (at a rate of 3.2%) than the national average or any surrounding states between 2010 and 2015. Population projections developed by the Delaware Population Consortium (DPC) predict that Delaware will continue to grow through 2050, ultimately having a population of about 1.07 million in that year—an increase of approximately 131,000 people. Another interesting fact to note is that the ACS indicates that the percentage of school aged children is lower than the national average, yet the percentage of adults aged 65 and older is higher. In fact, Delaware's median age is the seventh highest of all states. Delaware is more diverse and has a higher homeownership rate than the national average. Delaware's median income is higher than the national average, but less than Maryland and New Jersey, two bordering states.

The DPC also provides household projections. According to the Census Bureau's definition, a household includes all of the people who occupy a housing unit. Every new household, therefore, will require a new housing unit such as an apartment or a single-family home. The DPC projects that there will be an additional 77,390 households in Delaware between 2015 and 2050. This is partly due to the projection that the average household size will gradually decrease from 2.6 persons in 2015 to only 1.7 persons in 2040. An increase in single-person, couple, and other small household types is projected to continue, necessitating more housing units than would otherwise be required if families were larger. For a frame of reference, consider that the City of Wilmington contained 32,820 housing units in 2010 according to the decennial census. To accommodate additional households, the state will need to add the equivalent of two Wilmington sized cities between now and 2050 in Delaware. Our Development Trends data indicate that we are well on our way. Between 2011 and 2016, Delaware local governments issued building permits for 28,565 residential units,<sup>2</sup> with almost 6,000 issued in 2016 alone.

---

<sup>2</sup> Residential units can be single-family homes, multi-family apartments, manufactured housing, or other types of housing units.

In order to accommodate that much growth over the next 35 years, it is essential to have a plan. State planning policies work in concert with local governments to plan for the most efficient provision of infrastructure and services. In other words, all levels of government are working together to make sure that housing and associated land uses are built in places that are ready to absorb that growth, while also protecting the state’s natural environment and agricultural industry. In order to track progress on these goals, the OSPC collects development trends data annually. The planning activity of the local governments is tracked as “development approvals.” In 2016, 83 percent of the residential units approved and 94 percent of the non-residential square footage approved were located in Investment Levels 1–3. Similarly, in 2016, 82 percent of all residential building permits and 92 percent of all permits for non-residential square footage were in Investment Levels 1–3. Overall, these data indicate that the OSPC’s plans are being implemented, and development is growing where expected and planned.

The costs for infrastructure and services to support growth and development are a significant portion of the state budget each year, highlighting the importance of planning for this growth. The OSPC tracks the cost of various state programs and infrastructure that directly relate to the growth of the population, and consequently the built environment. It should come as no surprise that these costs are rising with the population, and as more Delawareans drive on the roads, enroll in public schools, receive services, and seek affordable housing.

This section provides a summary of some of these data from the U.S. Census, the Delaware Population Consortium, the development trends analysis project, and tracking of key state investments. Please see Appendixes A, B, and C for some more detail on these data.

## Demographics

### U.S. Census Data

The U.S. Census Bureau’s latest population estimates indicate that Delaware had 952,065<sup>3</sup> residents in 2016, an increase of 52,287 or 5.5 percent since the 2010 Census. Among the counties, Kent and Sussex County grew by 6.8 and 10 percent respectively. The estimates show New Castle County growing by only 3.25 percent, or a bit more than 18,000 new residents.

---

<sup>3</sup> U.S. Census Bureau, Annual Estimates of Resident Population: April 1, 2010 to July 1, 2016.

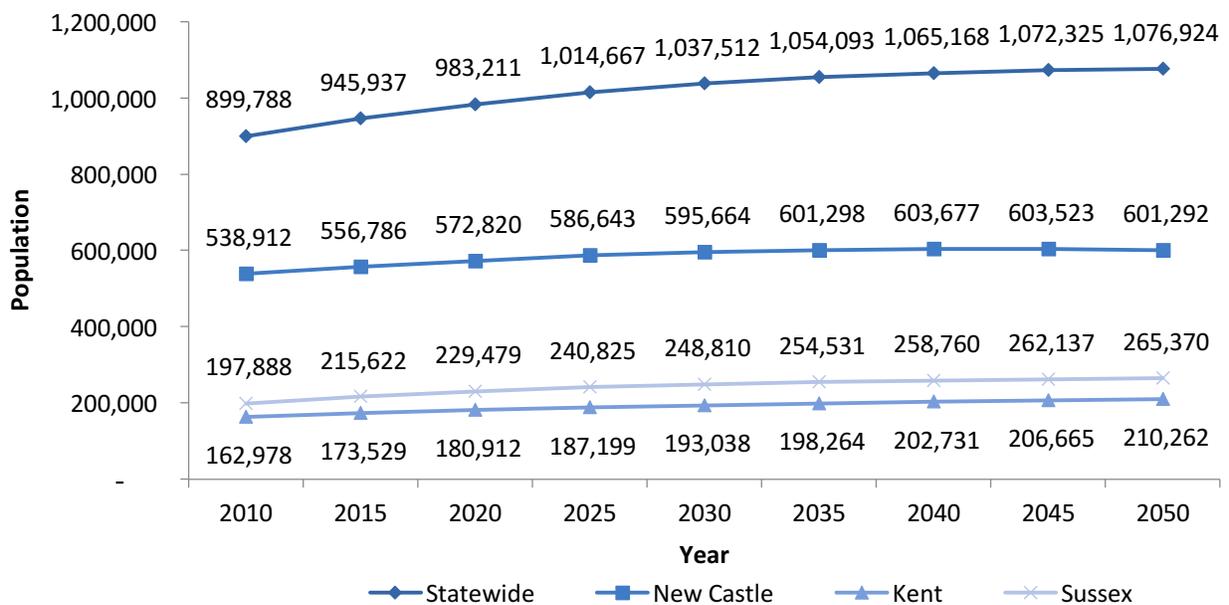
## Census State Data Center

The OSPC serves as the Governor’s liaison between the State of Delaware and the U.S. Census Bureau. The OSPC staff position that serves as State Data Center lead contact to the Census Bureau is currently vacant. This representative ensures state compliance with the Federal Memorandum of Agreement establishing a joint project between the U.S. Census Bureau and the State of Delaware. The representative disseminates daily Census Bureau communications to the State Data Center network and affiliates and represents the State at Census Bureau meetings and functions. In addition, this staffer responds to public inquiries regarding the Census.

### Work Plan for Census State Data Center

- Fill the vacant position so that the OSPC can ensure compliance with Federal Memorandum of Agreement
- Maintain the affiliate network by disseminating Census information
- Attend the State Data Center Annual Conference
- Hold several training workshops in Delaware for Census Data
- Assist in the preparation for the 2020 Census to ensure current and accurate data and counts for our state
- Create and maintain a State Data Center webpage on the OSPC website

### Delaware County and State Population Projections (2010-2050)



Source: Delaware Population Consortium, October 2016

## 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 organizations.

The projections produced by the DPC are indispensable to many planning and forecasting processes throughout the state. However, the DPC has never been formalized or adopted by the state as the authority for population, housing, and employment projections.

The University of Delaware’s Center for Applied Demography and Survey Research (CADSR) has been the source for the DPC projections for decades. The methodology is accepted by the demographic community and has a long-standing reputation.

Since 2014, the DPC has relied upon the metropolitan planning organizations (WILMAPCO, and the Dover/Kent County MPO) to fund the population projections from CADSR.

### Work Plan for the Delaware Population Consortium

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

## Development Trends Analysis

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.

The location of these development approvals is tracked using GIS and compared with the *Strategies for State Policies and Spending* maps. As discussed earlier in the report, Investment Levels 1, 2, and 3 are considered “growth areas” where development activities are expected and encouraged.

Appendix A includes data and analysis on development activity in calendar years 2011 through 2016. Key findings include:

### **Development Approvals 2011 through 2016**

- > During this period, local governments in Delaware approved a total of 19,398 residential units for future development. New Castle County jurisdictions approved the most units—9,027, or 47 percent of the total. Development approvals were the highest in 2011 when 4,529 units were approved. This number has declined between 2011 and 2016, with the one outlier being a slight uptick from 2,627 units approved statewide in 2014 to 3,823 in 2015. The lowest amount of approvals occurred in 2016, with just 1,660 approvals statewide.
- > During this period, local governments approved 16,022 residential units in growth areas, defined as Investment Levels 1, 2, and 3 in the *Strategies for State Policies and Spending*. Overall, this represents 83 percent of all units approved in the state. A large majority of residential units approved in New Castle County (88%) and Kent County (94%) were in Levels 1 through 3. In Sussex County, only 67 percent of residential units were located in Levels 1 through 3
- > From 2011 through 2016, local governments approved nearly 16 million square feet of non-residential development. The majority of this development was approved in New Castle County (81%). The remainder was split between Kent and Sussex Counties, 15 percent and 4 percent, respectively.
- > In looking at the non-residential development application activity from 2015 and 2016 a similar picture emerges. New Castle County had almost double the amount of activity, while Kent and Sussex Counties saw significant drops in activity. The drop-off in Sussex was particularly stark, going from 247,392 square feet in 2015 to just 37,989 in 2016, which was a 6-year low for the County.

- > Statewide, between 2011 and 2016, most of the non-residential development approved by local governments in Delaware (94%) was located in Investment Levels 1, 2, or 3.

### Building Permits 2011 through 2016

- > During this period, local governments in Delaware issued building permits for 28,565 residential units. The majority of these permits were issued in Sussex County, where local governments issued permits for 13,993 residential units (49% of all units permitted in the state). All three counties had a slight increase in residential building permit activity in 2016. A total of 5,927 residential building permits were issued statewide in 2016, which is almost double the number of permits issued in 2011.
- > Statewide, 82 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 94 percent of their residential units in Levels 1 through 3, followed by Kent with 80 percent and Sussex with 74 percent.
- > From 2011 through 2016, local governments issued permits for just over 19 million square feet of non-residential development. Most of the activity (62%) was focused in New Castle County. Sussex County jurisdictions permitted 27 percent of the total, while Kent jurisdictions permitted the remaining 11 percent of non-residential development activity. In 2016, approximately 3.7 million square feet of non-residential space permitted statewide. This represents almost a two percent increase from 2015.
- > Looking at non-residential permit activity, Sussex County saw a slight decline from 2015 to 2016 (3%), while New Castle County and Kent County saw an uptick in activity (11% and 43% respectively).
- > Statewide, 92 percent of all non-residential square-footage was permitted in Levels 1 through 3.

**Table 1 – Residential Building Permits: Top Five Municipalities 2011–2016**

<b>Town</b>	<b>Permits, 2011–2016</b>	<b>Permits, 2016 Only</b>
Middletown	885	247
Millsboro	860	233
Dover	767	225
Millville	745	141
Smyrna	528	104

**Table 2 – Non-Residential Building Permits: Top Five Municipalities 2011–2016**

<b>Town</b>	<b>Square Footage, 2011–2016</b>	<b>Square Footage, 2016 Only</b>
Middletown	2,247,833	132,242
Dover	1,154,889	260,710
Milford	1,093,088	437,000
Seaford	434,917	4,800
Georgetown	399,431	22,832

#### **Work Plan for Development Trends**

- Collect data annually from local governments, with next collection period beginning in January 2018, for 2017 calendar year data.
- Maintain GIS shapefiles for analysis and share the data statewide via FirstMap.
- Continue our relationship with the Institute for Public Administration (IPA) at the University of Delaware (UD) for data analysis and mapping.
- Work closely with local governments to ensure data is correct and accurate.

## **Key State Investments**

In order to accommodate the needs of a growing population, protect the environment, and create a climate for economic development and job creation, the State makes many investments in infrastructure and public services. As has been previously mentioned, Delaware has a much larger role than many other states due to its small size and unique partnerships with local governments. It is often more efficient and cost effective to provide funding and services statewide, rather than at the local government level. Here are some areas where the State regularly makes significant investments to help Delaware grow:

- > **Schools/Education:** Delaware has nineteen local school districts. All districts receive funding from the State for both capital and operating expenses. Due to population growth and change, public school enrollment continues to rise in Delaware. Delaware schools served over 136,000 students in the 2016–17 school year, an increase of almost 10,000 students (or 8%) since 2010.<sup>4</sup> The public-school student population is growing faster than the overall population, which increased only about 5.5 percent over the same time period according to estimates from the U.S. Census. The State spent approximately \$1.4 billion on public school operating costs in fiscal year 2016–17 (FY17), roughly a third of Delaware’s total General Fund budget. In addition, in FY17 the State spent over \$68 million on capital projects to maintain Delaware’s schools, and \$8 million on land acquisition and new school construction.
- > **Infrastructure:** Transportation is a critical component of Delaware’s infrastructure system, and as previously noted DeIDOT is responsible for over 90 percent of Delaware’s roads. With population growth and improving economic activity, the demands on this infrastructure is higher than ever. The number of vehicle miles traveled (VMT) is a measure of demand on the road system. Since 2010, the VMT in Delaware has increased over 1 billion miles-per-year. The number of licensed drivers and registered motor vehicles have also continued to increase, especially in the last five fiscal years. Perhaps due to the improving economy and/or historically low fuel prices, more people are driving and fewer people are taking transit. Rail, fixed route, and paratransit ridership have all decreased over the past five fiscal years despite some increases during the years of the great recession. In order to address these demands, the State spent over \$217 million in capital funding for transportation projects in FY17, the highest expenditure in the past five fiscal years.

Since 2011, both DeIDOT and DNREC have increased their efforts to provide infrastructure for non-motorized transportation in the form of trails and pathways. Numerous trail facilities have been constructed statewide providing both recreation and transportation options for a wide range of Delawareans. A total of over \$42 million has been allocated to trail and pathway projects between these two agencies since 2011, with almost \$8 million in FY17 alone.

---

<sup>4</sup> Public school enrollment for the 2009–2010 school year was 126,801; enrollment for the 2016–2017 school year was 136,706. Net increase was 9,905 students between the two years.

Water and wastewater infrastructure is another critical aspect of the built environment that must keep pace with a growing population and economy. It is also vitally important that these systems be updated in order to protect the environment. Local governments or private utility companies most often construct and operate these systems. The State, through the Water Pollution Control Fund, provides funding for utility providers to assist them to construct these necessary systems. In FY17, over \$2.6 million in state funds were paired with \$13.3 million in federal funds to provide over \$15.9 million to a range of utility providers statewide.

- > **Public Safety:** In Delaware, the State Police plays a very important role in protecting Delaware's citizens. The State Police provide specialized policing and investigative services to all of Delaware's other police agencies. In addition, the State Police is responsible for protecting Kent and Sussex residents that live in unincorporated areas and small towns that lack police departments. This represents approximately 58 percent of Kent County residents and 79 percent of Sussex County residents. In FY17, the budget for the State Police was approximately \$114.8 million.

The State also provides funding to the three counties to assist them with paramedic service. The State's share is 30 percent of the cost of this service, which represented \$10.8 million in FY16, the most recent year of complete data available at time of publication.

- > **Agriculture:** The State has long had one of the best-regarded and most productive agricultural preservation programs in the nation. This program is critically important considering that agriculture is still Delaware's number one industry, and productive agricultural lands have been threatened by population growth, land development, and "suburban sprawl." In FY17 alone the program preserved 34 farms comprising over 3,000 acres using a combination of state, federal, local and other funds totaling \$4.3 million. It is interesting to note that since the great recession, this program has been able to preserve more acres per dollar invested. Cost per acre for farmland easements peaked in FY07 at \$6,624 per acre, but has decreased to \$1,375 per acre in FY17.
- > **Environment:** The Community Water Quality Improvement Fund provides a source of funding for local governments and others to improve water quality through environmentally sound and cost effective projects. This fund is regularly allocated \$350,000 in state funds annually to support this program.

Another program that seeks to improve water quality is the Non-Point Source program. Non-point source pollution can contaminate waterways from many diverse sources of run-off, and these funds are used for projects that mitigate these effects. In FY17, \$893,000 in state funds were paired with \$1.3 million in federal funds for a total of \$2.1 million for this program.

- > **Housing:** Quality, affordable housing is a necessary and desirable asset for any neighborhood. The Delaware State Housing Authority (DSHA) provides a number of programs to help Delawareans obtain housing. In order to enable more homeownership, the DSHA helped 806 home buyers with more than \$196 million in mortgage assistance in FY17. For those in the rental market, 1,400 low income households were assisted with public housing units or vouchers and 345 new affordable rental units were created or preserved in FY17. To more broadly address community revitalization, the DSHA administers both the Strong Neighborhoods Housing Fund (SNHF) and the Downtown Development District grant program. The SNHF has distributed \$5.5 million to nine projects statewide. The Downtown Development District program continues to be active, and in FY17 \$7.8 million in state funds leveraged projects totaling of \$156 million in the eight designated districts.

#### Work Plan for Key State Investments

- Collect fiscal data annually, with next data collection period to begin in July of 2018 (after close of FY18 State fiscal year).
- Work with OMB Budget Analysts and leadership to analyze trends to inform policy decisions.
- Discuss integration of these data into OMB's statewide dashboard project. Alter type and format of data reporting if needed to inform this larger effort.

# PLANNING PROJECT HIGHLIGHTS AND WORK PLAN

## Downtown Development Districts

In April of 2014 the General Assembly passed Senate Bill 191, the Downtown Development Districts Act of 2014 (the Act), which was subsequently signed by the Governor on June 5, 2014. The Act created the Downtown Development District (DDD) program. The program seeks to revitalize the downtown Central Business Districts<sup>5</sup> in selected city, town, and county areas through the use of economic and other incentives. The purposes of the Act are to:

- > Spur private capital investments on commercial business districts and other neighborhoods;
- > Stimulate job growth and improve the commercial vitality of 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.

A variety of economic and other incentives were envisioned to achieve the purposes of the Act. The primary state-level incentive is the DDD grant program. These grants are to be made available to offset up to 20 percent of the hard costs associated with construction or redevelopment activities in DDDs.

The OSPC worked closely with the Governor's Office and DSHA to research downtown revitalization strategies and develop the program. The OSPC's role is to manage the application and review process for district designations, monitor compliance with the program requirements, review and process boundary and incentive revisions in conjunction with the CCSPI, and provide technical assistance to districts as needed. DSHA administers the DDD grants.

---

<sup>5</sup> 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.

There are eight designated DDDs: Wilmington, Dover, and Seaford (designated in January of 2015); and Smyrna, Harrington, Milford, Laurel, and Georgetown (designated in August of 2016). All of these municipalities offer a local incentive package that works in concert with the DDD grant to encourage investment in each district. All of the districts work in concert with DSHA staff to actively market the DDD grants and other incentives to developers and property owners in their communities.

The grant program has been extremely successful. To date, \$21.9 million in state funds have leveraged \$446 million in private investment in these eight districts. In addition, local governments have provided these investors with a variety of incentives such as tax abatements, permit fee waivers, impact fee waivers and reductions, business license fee waivers, and other financial incentives. These local governments have also provided expedited processing and direct assistance that has a value that cannot be calculated in monetary terms.

## Downtown Development District Grant Funds

In FY17, \$7.4 million were reserved for 23 large projects and are expected to leverage \$154 million in private investment. In addition, 18 small projects were completed and received \$329,307 in grant funds. Altogether, over \$7.7 million in DDD grant funds will leverage \$156 million in private investment. The FY17 projects include creating a range of housing opportunities, new businesses, and jobs through new construction, renovating vacant buildings, and supporting historic preservation.

Already, the newly designated districts are beginning to experience the benefits. In Milford, the M&T Bank building, a historic building, is being fully renovated to open as the newest Touch of Italy restaurant. Across the street, in addition to DDD grant funds, the Pikus Building will receive state historic preservation tax credits and Strategic Opportunity Funds for Adaptation (SOFA) funds to complete a full historic preservation and achieve the U.S. Green Building Council's LEED Silver certification when complete. This corner in Milford alone will be a great catalyst for leveraging additional private investment. Another project in Smyrna, also one of the newly designated districts, will demolish the outdated Dairy Sweet restaurant at the entrance to downtown and replace it with a new mixed-use brick building designed to complement the downtown area. Dairy Sweet, the town's ice cream shop since 1953, will take a new home on the first floor. Several projects in Wilmington include tenant

fit-outs for new restaurants, a cider distillery, commercial space, and adaptive reuse of a vacant commercial building to an upscale Marriott hotel. The full list of recipients is included in the table below. DSHA will open another application period for large project reservation in September 2017 with the deadline for applications occurring in December.

### SOFA Grant

*Additionally, DSHA received a Strategic Opportunity Funds for Adaptation (SOFA) grant to pay for third-party costs associated with achieving the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) Silver certification. The grant is capped at \$30,000 per building or facility.*

#### DDD Large-Project Grant Reservations, FY 2017, Announced January 10, 2017

INVESTOR	DISTRICT	ELIGIBLE USE	PROJECT COST	GRANT RESERVATION
NCALL, Inc.	Dover	Residential	\$826,624	\$131,777
Connections Community Support Programs, Inc.	Harrington	Commercial	\$1,035,000	\$195,000
Downtown Properties of Milford, LLC	Milford	Mixed-Use	\$872,768	\$135,554
Greater Milford Development, LLC	Milford	Commercial	\$1,539,225	\$279,180
ATM Properties LLC	Smyrna	Mixed-Use	\$1,363,200	\$212,140
2 East 7th, LLC	Wilmington	Mixed-Use	\$1,518,839	\$214,786
421 Market, LLC	Wilmington	Mixed-Use	\$418,450	\$56,090
608 Market, LLC	Wilmington	Mixed-Use	\$460,364	\$60,614
627 Market, LLC	Wilmington	Mixed-Use	\$492,238	\$68,101
713 Market, LLC	Wilmington	Mixed-Use	\$2,362,920	\$269,052
715 Market, LLC	Wilmington	Mixed-Use	\$2,209,463	\$236,367
815 Market, LLC	Wilmington	Mixed-Use	\$497,025	\$68,977
CH Wilmington, LLC	Wilmington	Commercial	\$13,745,645	\$585,000
Eastside Community Builders, LLC	Wilmington	Mixed-Use	\$978,725	\$154,762
Quaker Village Development, LLC	Wilmington	Residential	\$6,845,032	\$395,276
The Mill Wilmington, LLC	Wilmington	Commercial	\$3,484,739	\$500,000
<b>Round 4 TOTAL</b>		<b>16</b>	<b>\$38,650,257</b>	<b>\$3,562,676</b>

### DDD Large-Project Grant Reservations, FY 2017, Announced June 27, 2017

INVESTOR	DISTRICT	ELIGIBLE USE	PROJECT COST	GRANT RESERVATION
Two Farms, Inc.	Seaford	Commercial	\$3,998,000	\$393,000
417 Market LLC	Wilmington	Mixed Use	\$914,865	\$117,560
713 Market LLC	Wilmington	Mixed Use	\$5,476,396	\$528,000
728 Market LLC	Wilmington	Mixed Use	\$2,582,601	\$236,324
BPG Office Partners VIII, LLC	Wilmington	Mixed Use	\$3,236,289	\$500,000
1007 Market Partners Owner LLC	Wilmington	Mixed Use	\$92,123,960	\$1,500,000
Han Real Estate LLC	Wilmington	Mixed Use	\$6,900,000	\$585,000
<b>Round 5 TOTAL</b>		<b>7</b>	<b>\$115,232,111</b>	<b>\$3,859,884</b>

### DDD Small-Project Grant Reservations, FY 2017

INVESTOR	DISTRICT	DEVELOPMENT COST	GRANT
Central Habitat for Humanity	Dover	\$108,147	\$21,629
Janaid's A Holding Company	Dover	\$127,055	\$25,411
One South Bradford LLC	Dover	\$91,978	\$18,396
T. Owens, LLC	Dover	\$47,996	\$9,599
The Moving Experience DE, LLC	Dover	\$58,680	\$11,736
Sussex County Habitat for Humanity	Georgetown	\$21,760	\$4,532
WSFS Bank, FSB	Harrington	\$76,909	\$15,382
Bianca Mojica	Seaford	\$32,375	\$6,475
Craig de Mariana Aleman (2)	Seaford	\$48,738	\$9,748
Craig de Mariana Aleman (3)	Seaford	\$26,450	\$5,290
Craig de Mariana Aleman (4); Seaford Executive Center, LLC	Seaford	\$250,000	\$50,000
Mt. Olivet United Methodist Church	Seaford	\$98,544	\$19,709
Nanticoke Memorial Hospital	Seaford	\$20,405	\$4,081
Sussex County Habitat for Humanity	Seaford	\$73,503	\$14,701
Couples, Inc. Sterling (Grille)	Wilmington	\$74,690	\$14,938
Jamestown Hospitality Group, LLC (Tonic Bar & Grille) (2)	Wilmington	\$255,225	\$50,000
Raajipo, LLC	Wilmington	\$221,702	\$44,340
Suzanne H. Kloud, D.C.	Wilmington	\$17,000	\$3,520
<b>FY17 TOTAL SMALL PROJECT GRANTS</b>		<b>\$1,651,157</b>	<b>\$329,307</b>
FY17 TOTAL SMALL PROJECT GRANTS		\$1,651,157	\$329,307
FY17 TOTAL LARGE PROJECT RESERVATIONS		153,882,368	\$7,422,560
<b>FY17 COMBINED TOTAL GRANTS/ RESERVATIONS</b>		<b>155,533,525</b>	<b>7,751,867</b>

## Work Plan for Downtown Development Districts

- Monitor the districts for compliance with the provisions of the DDD Act.
- Process any requested amendments to District boundaries or incentive packages. Any proposed amendments must be reviewed by the CCSPI.
- Hold the annual DDD workshop in spring 2018 to share best practices among and between districts.
- Provide technical support as requested to assist districts implement their DDD plans.
- Coordinate with DSHA; CCSPI; the Division of Small Business, Development, and Tourism; the Governor's Office; and others to manage and implement the program.
- Conduct outreach and information about the DDD program as requested, including speaking at events such as conferences, town meetings, and economic development events.
- Maintain and update the DDD website, which includes the consolidated incentives website. This website will be upgraded in 2018 as a part of the overall OSPC website redesign.
- Prepare the "Application for Designation as a District" and lead the review and evaluation process should the Governor choose to open the designation process in 2018.





## Neighborhood Building Blocks Fund

The Neighborhood Building Blocks Fund began with \$1 million allocated from a settlement agreement with JPMorgan Chase & Co. designed to remedy harm caused by the 2008–2009 financial crisis. The fund is administered by the Neighborhood Building Blocks Board, consisting of representatives from Division of Small Business, Development and Tourism, the Delaware Department of Justice (DDOJ), Delaware State Housing Authority (DSHA), and the Office of State Planning Coordination (OSPC). The board invites neighborhood revitalization programs, neighborhood associations, community groups, law enforcement, local governments, and other stakeholders working for community development to apply for funding from the Neighborhood Building Blocks Fund.

The Neighborhood Building Blocks Fund is intended to support crime reduction, neighborhood revitalization, and economic development programs statewide, including programs in and around DDDs and communities that are part of DDOJ’s Building Blocks Initiative. Building and maintaining strong neighborhoods requires thoughtful and coordinated efforts of state and local governments, neighborhood associations, nonprofit and community organizations, and other

stakeholders to enhance economic development, reduce crime, and otherwise improve the quality of life of residents in our communities.

On December 8, 2014, applications were released for the first round of funding. After review and discussion of applications, the board approved over \$685,000 to community groups and just over \$300,000 to local jurisdictions for comprehensive planning. The Neighborhood Building Blocks Fund was replenished with \$3.7 million of bank settlement funds, and in December 2016, the DEDO released another round of funding. Approximately 57 applications were received for this round of funding with a total request of over \$4 million. The board reviewed the applications and approved grants totaling approximately \$2.4 million, which leveraged over \$3.3 million in matching funds from the applicants. Of the funds approved, over \$245,000 was approved for community planning with the balance of the funds to be expended on a variety of community programs geared toward neighborhood revitalization and safety.

#### **Work Plan for Neighborhood Building Blocks Fund**

- Support this effort by OSPC Director serving on the board.
- Collaborate with the DOJ, DSHA and Division of Small Business, Development, and Tourism on programs that support community revitalization.
- Review applications as assigned, and monitor progress of applicants as they implement the grants, complete deliverables, and request reimbursement.
- Promote this fund for use by towns in planning activities to reduce crime and revitalize neighborhoods should there be another round of grant applications announced by the Board.

## Planning Healthy Communities

There is a growing understanding that the health of the population is influenced, in large part, by the surrounding environment. Many common health problems, such as heart disease, diabetes, stroke, hypertension, and some cancers can be linked to obesity. Often, obesity is a result of a poor diet and limited physical activity. The built environment (where we live, work, and play) can be a major contributing factor to obesity and the related health issues that are associated. Since World War II, the predominant style of land development has been designed around the automobile. This suburban style of development requires a driving a car to get most places and often does not result in communities where there is an opportunity to

walk or bike to take care of daily needs. Parks and recreational opportunities are often distant from homes as well.

A healthy community design incorporates a mixture of land uses, transportation options, parks, medical services, and recreational opportunities. Unfortunately, there are far more suburban developments than there are “healthy communities” nationwide and in Delaware. In Delaware, most of our older towns and cities were developed prior to World War II, and as such have the design characteristics of healthy communities. Most of the developed areas outside of municipalities are designed in the suburban style. Considering that in 2010 only 28.4 percent of Delaware’s population lived in a municipality, it can be easy to infer that most Delawareans could live in environments where it is difficult to live a healthy lifestyle. Health data indicate that we do have some challenges. Delaware has the 17th highest adult obesity rate in the country, 30.7 percent. This is up from 17.1 percent in the year 2000. Among high school students, the obesity rate is the 9th highest in the country at 14.2 percent. In health surveys, 25 percent of Delawareans indicate that they did not engage in any physical activity or exercise in the previous 30 days.

**What Makes Us Healthy**



**What We Spend On Being Healthy**



These challenges are highlighted by the graphic (left) that is a compilation of research and studies on the topic of what makes us healthy. The graphic on the left details what researchers have determined actually makes us healthy, and 70 percent of those factors are related to the environment in which we live and the ability to live a healthy, active lifestyle. Only 10 percent of what makes us healthy is attributed to health care. The graphic on the right demonstrates that of the funds we spend on being healthy, 88 percent are attributed to health care and relatively little (4%) is spent on healthy lifestyles or the environment. This can be demonstrated by our healthcare spending in Delaware. As an example, State healthcare expenditures for Medicaid is budgeted to be over \$760 million in FY18, or approximately 19 percent of Delaware’s General Fund budget.

In order to improve Delawareans health outcomes and improve their quality of life, it is important to “move upstream” and start addressing the quality of the environment in which we all live. To start, state agencies, local governments, and communities can change the design of communities and transportation systems. The OSPC has been working on this challenge for many years, starting in 2009 with the formation of the Delaware Coalition for Healthy Eating and Active Living. Since that time, the OSPC has collaborated with many state agencies and other

partners on ways to make Delaware a healthy place to live, work, and play. Here is a summary of some of the current efforts.

**Delaware Coalition for Healthy Eating and Active Living (DE HEAL):** This coalition was formed in 2009 to serve as a forum for a broad group of stakeholders interested in promoting healthy eating and active living. These components of a healthy lifestyle are seen as the key to reducing obesity and the chronic diseases associated with it. Over the years, DE HEAL has been successful at raising awareness of the issue and creating partnerships through conferences, meetings, grant activities, and outreach. The Environment and Policy Committee has been focused on planning for healthy communities, and the OSPC has been active in this group from the start. A lack of funding for administrative support has left the future of this coalition in question. However, the Environment and Policy Committee continues to be active and has recently been reviewing and commenting on updated land use regulations in New Castle County and the City of Dover that are intended to promote mixed-use community design and active, multi-modal transportation options.

**Plan4Health and Planners4Health:** DE HEAL, the Delaware Chapter of the American Planning Association, and the Delaware Public Health Association formed a partnership to apply for a grant from American Planning Association and the Centers for Disease Control and Prevention, which was awarded in October 2015. The grant has enabled planners and public health professionals to collaborate on ways to provide input into the comprehensive planning process, with a focus on health and equity. The project focused on Kent County and the City of Dover, both of which have plan updates due in 2018–2019. Analysis and mapping of health data in the county allowed the planning team and consultants to focus on two representative areas that contained health disparities. Planning workshops (called charrettes) were held in each area, leading to recommendations for improving health in these neighborhoods, as well as ideas that will be provided to Kent County and Dover for consideration as they update their comprehensive plans. Some additional grant funding enabled the partners to hold the Planners4Health Roundtable in May of 2017. That event brought a broad range of partners together to develop a strategy to implement healthy community planning throughout the state.

**Plan4Health GIS Data:** A part of the Plan4Health and Planner4Health grants was to develop a series of maps to identify health equity issues. The methodology for these maps was developed in the first phase and focused on Kent County. The Planners4Health grant allowed the group

to refine the methodology and apply it statewide. The result is a series of five zip code level maps of the state demonstrating disparities in health equity indicators, food access, walkability, bikeability, and access to parks and open space. The OSPC has received the GIS data and will be adding these maps to FirstMap to provide a statewide resource for those interested in these topics.

**Delaware State Health Care Innovation Plan, Healthy Neighborhoods:**

The Delaware Center for Health Innovation (DHCI) is a nonprofit organization working to guide the implementation of Delaware's State Health Care Innovation Plan. The goal for the plan is to achieve sustainable health care transformation resulting in better health outcomes, improved health care quality, and an enhanced provider experience. Delaware aspires to be one of the five healthiest states in the nation. A component of this plan is a series of "Healthy Neighborhoods." Healthy Neighborhoods is focused on creating sustainable interventions by convening local stakeholders to improve health in their communities. Through the Plan4Health activities, the synergy of this activity was clear: Often local communities realize that the quality of the built environment in their neighborhoods contributes to resident's ability to live a healthy lifestyle. There are currently local committees active in Wilmington/Claymont, western Sussex, and central Kent Counties. The OSPC is actively working with DHCI and their consultants, particularly on the Kent committee and on the statewide data committee.

**Health in All Policies Collaborative:** The Delaware Division of Public Health convened this group of diverse stakeholders, which included an OSPC representative. Other agencies represented on the collaborative include DNREC and DOE, along with representatives from UD, Delaware State University and Nemours. The Division sponsored four training sessions where participants learned to integrate health into a variety of policy decisions, including policies related to the built environment. The collaborative is intended to continue to meet and serve in an advisory role to promote health in all policies.

**Health, Built Environment, and Transportation Coordination:** Recently a group of planners and policy staff from OSPC, DelDOT, and the Division of Public Health began meeting regularly to discuss our collective efforts working on public health data, mapping, the built environment, and transportation planning. This inter-agency effort is being led by DelDOT Planning and is intended to identify areas where collaboration can occur to encourage healthy communities statewide.

## Work Plan for Healthy Communities

- Continue to serve on these committees and promote collaboration and data sharing.
- Upload the statewide health mapping GIS data, developed through the Plan4Health grants, to FirstMap to make these resources available to the public and other agencies.
- Promote sections focused on healthy communities in local government comprehensive plans and continue to conduct other public outreach efforts to raise the awareness of the link between planning and public health.
- Evaluate our comprehensive plan checklist and guidance document and add more information about healthy community planning.
- Collaborate with the Division of Public Health to provide health related comments through the PLUS process using the checklist developed by DE HEAL in consultation with the OSPC.

## Geospatial Coordination

A staff member of the OSPC serves as the Chair for the Delaware Geographic Data Committee (DGDC). The DGDC is a cooperative effort among the government, academic sector, and 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 Delaware Code Title 29, Chapter 91, Subchapter IV, to ensure the availability of geospatial data, promote the use and sharing of those data and of GIS software and tools, establish data standards, and support a community of geospatial data providers and geospatial data users in Delaware.

Delaware is one of only a few states without a geospatial coordinator. Utilizing GIS volunteers from a variety of state, local, and academic units, subcommittees have been established to accomplish several tasks.

One of our biggest accomplishments was the development of our centralized geospatial data system, called FirstMap. FirstMap launched in September 2014 and is the repository into which all public geospatial data will be housed for the state. The data are accessible to all state, county, and local agencies as well as the public. The system provides the single, authoritative data source for all state agencies and the public.

Data available in FirstMap are updated on a regular basis (agency and data specific) to ensure the most current data are always being used for mapping and applications throughout the state. In addition, FirstMap

has an ArcGIS Online presence to provide agencies with the ability to quickly create maps to share with their constituents. Several agencies have produced online maps to serve their constituents over this past year. Other applications, which require customized enhancements, will continue to be available to the agencies with capability to develop them.

## Accomplishments

Since last year's annual report, the geospatial community has had several accomplishments worth highlighting.

- > The OSPC, on behalf of the DGDC, is managing a contract for the acquisition of 2017 aerial imagery statewide. The final delivery is expected in September 2017, and the imagery will be served through FirstMap. The funding for this imagery came from a variety of sources and was a result of pooling funding from agencies willing to participate.
- > FirstMap is now contributing to the Esri Community Maps program. This allows Delaware to share our most recent data for municipalities, communities, public protected lands and imagery with Esri. These data become part of Esri's national mapping data. This will ensure accurate state data being served to the world.
- > Additional datasets continue to be added to FirstMap as feature and web services and also for download (where appropriate).
- > The FirstMap team continues to reach out to the Delaware Open Data Council (established through Executive Order 57) to coordinate the integration of spatial data into the state's Open Data portal.
- > Many new apps and maps have been launched through FirstMap for agencies to engage their constituents.
- > In November 2016, the 9th annual GIS Day field trip hosted nearly 300 fifth-grade students in Delaware. The annual event exposes students, through hands-on activities, to geospatial technology.
- > The Geo-Education Committee was awarded a \$5,000 grant to host workshops to train K–12 teachers in Delaware how to use ArcGIS Online in their classrooms. Esri, the software company that developed ArcGIS Online, offers all schools free access to their online software for use in their classrooms. OSPC, DOE, Delaware Technical Community College (Delaware Tech), and the Delaware Geographic Alliance (DGA) worked in conjunction with several GIS professionals to provide the workshops and

content. Twenty K–12 educators attended the workshops during July and August 2017. Additional workshops are being planned for the fall of 2017.

- > OSPC staff worked with the Delaware Geographic Alliance and a cadre of Social Studies teachers in Delaware to update the 10th grade Geography curriculum to include more Geospatial technology and hands-on activities for students. The use of GeoInquires and data from FirstMap will be used in these lessons, exposing high school students to geospatial technology.

### Work Plan for Geospatial Coordination

- The OSPC GIS staff member will lead a sub-committee to develop a new strategic plan and roadmap for the future of geospatial needs of the state, its agencies, and constituents.
- Continue to work with the Department of Technology and Information (DTI) to ensure the enterprise geospatial system is maintained and enhanced.
- The Technical Advisory Committee (TAC) for FirstMap will provide guidance for future enhancements and applications.
- Seek a dedicated funding stream for data of statewide importance to improve government efficiency and reduce duplication of efforts. A dedicated funding stream and coordination of data development will reduce the time spent negotiating contracts and searching for funding. The DGDC remains committed to coordination and fiscal responsibility regarding data.
- Collaborate with the DGDC 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. The OSPC and the DGDC will also continue to seek partnerships to reduce the funding obligation at the state level where available.



*Top: During the 9th Annual GIS Day field trip, students look for clues in aerial maps.  
Below: K–12 educators attend an ArcGIS workshop to learn how to use the software in their classrooms.*

## State Land Inventory

Several state agencies purchase land and maintain disparate inventories of their land. It is a goal of the State to be able to coordinate the information regarding all state-owned land and structures as well as land leased for state office space. To have this information readily and easily accessible would provide the state with details on expenditures and assets.

Over the past several years the OSPC has been working toward collecting and centralizing this data by collaboration with the state agencies that purchase and/or lease land and/or structures. The data are being verified through deed searches, lease reviews, and other means as needed. The dataset being produced is an ever-changing product. As such, the goal of this project is to define a process, develop a centralized database, and maintain the data in a single location so that all information regarding state-owned land is available quickly and easily to all the decision makers (Governor, budget, facilities management, etc.).

### Accomplishments

- > The OSPC worked with DNREC to update the State Land Inventory with information from the Open Space Records. This has added additional land and conservation easements that were missing.
- > The OSPC continues to work with DeIDOT regarding annual transfers of land through the Bond Bill and the sale of excess land.
- > The OSPC continues to check and update data records.
- > The OSPC added state authorities to the inventory.
- > The OSPC is working with the Division of Accounting to track leasing as part of the financial reporting of the agencies and to require agencies to provide actual addresses of the assets when reporting them.
- > The OSPC continues to work on the buildings inventory, with a large volume of structures, constant changes, and many agencies to coordinate inventories.
- > The OSPC worked with Facilities Management to develop new uses that track energy usage and maintenance expenses. All current information was shared with Facilities staff.

## Work Plan for State Land Inventory

- Distribute the updated State Land Inventory to the responsible state agencies for their review and comment.
- Define the process and develop a centralized database to maintain these data in a single location without changing daily work duties of those agencies responsible for data.
- Define the authoritative data stewards for this dataset and incorporate into the FirstMap system.
- Use the information along with sea level rise data to see where future problems will occur.
- Due to the nature of these data, it is imperative to develop a system to ensure they are updated consistently and constantly.

ID	Parcel	Tax Parcel (PIN)	Department Name	Division	DNREC File #	County	FACILITY	ACRES	Asset ID	Name of Seller	Date of purc	Property Int.	Deed t	Volume	Page	Deed 2	Vol
1453	0600400018		AG Dept			N	141 State Line Rd	0.6227					D	20051121	119782		
3008	0600400019		DeIDOT			N	139 State Line Road	0.3542					D	20051121	119782		
1455	0601300040		Brandywine			N	Concord HS	49	000000003783				H	115	142		
3497	0601900002		DNREC	P&R	1991-01	N	Brandywine Creek State Park	10		Woodlawn Trustees	1/4/1991	Conservation E		1127	280		
3498	0601900014		DNREC	P&R	1997-19	N	Brandywine Creek State Park	10.54		Woodlawn Trustees	1/4/1991	Conservation E		1127	280		
1464	0602100084		DeIDOT			N	Naamans Rd	0.52					D	1870	150		
1465	0602100085		DeIDOT			N	Naamans Rd	0.034					S	85	702		
1466	0602100086		DeIDOT			N	Naamans Rd	0.08					D	1936	237		
1471	0602100149		Brandywine			N	vacant	0.29					H	115	142		
1472	0602100150		Brandywine			N	vacant	10.14	000000003770				H	115	142		
1473	0602100161		DeIDOT			N	Naamans Rd	0.2905		landlocked			D	1870	150		
1479	0602300024		DeIDOT			N	2618 Naamans Rd E	1.0106					D	1668	165		
1482	0602300035		Brandywine			N	vacant	10.5	000000003765				H	115	142		
1497	0602300182		DeIDOT			N	Naamans Rd	5.32					G	87	31		
1499	0602300065		DeIDOT			N	Naamans Rd	0.22					n/a				
1500	0602300071		DeIDOT			N	Naamans Rd	0.36					n/a				
1501	0602300072		DeIDOT			N	Naamans Rd	0.48					n/a				
1502	0602300073		DeIDOT			N	Naamans Rd	0.48					n/a				
1503	0602300074		DeIDOT			N	Naamans Rd	0.48					n/a				
3180	0602300084		DeIDOT			N	Naamans Rd D P & L Gas Regulat	0.2112					n/a				
1510	0602300085		DeIDOT			N	Naamans Rd	0.11					D	2394	253		
1511	0602300086		DeIDOT			N	Naamans Rd	0.11					n/a				
1512	0602300103		DeIDOT			N	2512 Foulk Rd N	0.5808		CA9PC12178	Condemnatio						
1514	0602300111		DeIDOT			N	2007 Naamans Road	0.74		leased			D	2536	76		
1516	0602400003		DeIDOT			N	Naamans Rd	0.39		leased			D	20100305	11078		
1518	0602500220		Brandywine			N	Ninth Elem vacant land	12					D	83	898		
1519	0602800001		DNREC	P&R	1997-19	N	Brandywine Creek State Park	11.1538		Woodlawn Trustees	11/5/1997	Fee Simple	D	2356	103		
1520	0602800002		DNREC	P&R		N	Brandywine Creek State Park	344.3659					D	20120210	7829	P116	
3491	0602800003		DNREC	P&R	1991-01	N	Brandywine Creek State Park	40.47		US Dept of the Interior	1/4/2017	Conservation E		1127	280		
3489	0602800003		DNREC	P&R	2012-01	N	Brandywine Creek State Park	13.77		US Dept of the Interior	2/10/2012	Fee Simple					
3492	0602800005		DNREC	P&R	1991-01	N	Brandywine Creek State Park	41		US Dept of the Interior	1/4/2017	Conservation E		1127	280		
1521	0602800006		DNREC	P&R		N	Brandywine Creek State Park	2.0204		Woodlawn Trustees	7/17/1992	Fee Simple	D	1364	22		
1522	0602800007		DNREC	P&R		N	Brandywine Creek State Park	2.6759					D	1609	187		
3493	0602900001		DNREC	P&R	1991-01	N	Brandywine Creek State Park	10		US Dept of the Interior	1/4/2017	Conservation E		1127	280		
3494	0602900002		DNREC	P&R	1991-01	N	Brandywine Creek State Park	5		US Dept of the Interior	1/4/2017	Conservation E		1127	280		
3496	0602900006		DNREC	P&R	1991-01	N	Brandywine Creek State Park	1		US Dept of the Interior	1/4/2017	Conservation E		1127	280		
1523	0603300111		Brandywine			N	Harby Elementary	17.07	000000003775				H	115	142		
1524	0603400038		Brandywine			N	Lancashire Elem	12.61	000000003769				H	115	142		
1544	0603500202		Brandywine			N	Talley Jr. High	21.23	000000003780				H	115	142		

*Database of all State-owned properties.*

## University of Delaware Collaboration

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

- > **Data Integration and Mapping Project:** The OSPC and IPA started the first phase of a project to integrate all of the OSPC records related to local government comprehensive plans. Local government comprehensive plans go through several procedures before they are adopted by the local governments and certified by the Governor. Most local governments send the plan through pre-PLUS before they begin the planning process, then the draft plan is reviewed through PLUS, a report is generated by the OSPC for the Governor's consideration, and ultimately the plans are adopted and certified. On occasion the local governments can propose amendments to their comprehensive plans, which are reviewed through PLUS as well. Currently OSPCs records are stored in paper files and in several databases. This project is developing an electronic system to store all information about a local government's comprehensive plans so accurate information is available at all times. A future phase will investigate ways to make this information available on the new and improved OSPC website.
- > **Development Trends:** IPA continues to assist the OSPC to refine the system for analyzing and tracking the development trends data using GIS. See Appendix A for a complete reporting of this year's data
- > **On-Call and Annual Report:** IPA assisted the OSPC and many local governments through our longstanding "on-call" relationship. There are many data research, analysis, and GIS mapping needs that arise throughout the year. IPA supplements the OSPC staff in some of these cases, utilizing both professional staff and graduate students. IPA also assists the OSPC to prepare reports and publications, such as this one.

### Work Plan for University of Delaware Partnership

- Maintain an "on-call" contract with IPA to provide assistance with data analysis, GIS mapping, and planning research needs that arise throughout the year. IPA also provides assistance with reports through this contract.
- Wrap up the first phase of the Data Integration and Mapping project, which includes a database to manage information related to local

- government comprehensive plans. This information will be tested in-house first. Future phases will be determined as a result of testing.
- Explore a contract that will enable IPA to assist with some of the essential functions that are established through the MOU with the Census Bureau.
  - Scope a planning policy project that will explore the intersection between multiple ongoing planning efforts such as economic development, community revitalization, healthy community planning and others. This project would occur in 2018.

## Municipal Planning Activities and Collaboration

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 two comprehensive plans, Kenton and Newark. In addition, the OSPC worked with the Town of Middletown on an amendment to complete their 5-year review. The OSPC is currently working with local jurisdictions on a variety of comprehensive plan amendments and other activities as follows:

- > **Blades:** Pre-Update review for the town's certified comprehensive plan. Update is due April 2018.
- > **Felton:** Comprehensive plan amendment to update the future land use map for a rezoning of one parcel.
- > **Fenwick Island:** Review of comprehensive plan update. Update is required by October 2017.
- > **Laurel:** Review of comprehensive plan update. Their 10-year update is due in 2021; however, the town has chosen to update the plan to include the Downtown Development District Plan and the Ramble Master Plan.
- > **Middletown:** Two comprehensive plan amendments to update the future land use map.
- > **Milford:** Review of comprehensive plan update. Update is required by 2019; however, the city has made several amendments to the existing plan so has chosen to update their plan to include these amendments and the Southeast Master Plan.
- > **Newark:** Comprehensive plan amendment to update the future land use map and the annexation map to reflect a property that has requested annexation.

- > **New Castle (City of):** Pre-update review of the comprehensive plan. The plan update is in 2019.
- > **New Castle County:** Review of one Unified Development Code (UDC) amendment to recognize and provide provisions regarding the use of renewable energy sources, such as solar.
- > **Ocean View:** Amendment to update the future land use map as part of their 5-year review process.
- > **Seaford:** Amendment to update the future land use map to clarify the proposed zoning of lands identified as future annexation areas.
- > **Smyrna:** Amendment to update the future land use map.
- > **South Bethany:** Review of comprehensive plan update. Update was due by July 2016.
- > **Viola:** Review of comprehensive plan update. Update was due by March 2014.
- > **Wyoming:** Two comprehensive plan amendments to update their future land use map.

#### **Work Plan for Municipal Planning Activities and Collaboration**

- Assist local governments with technical planning assistance and the review process for comprehensive plans. Currently there are 22 towns and 2 counties in some stage of the planning process.

## Preliminary Land Use Service

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 82 PLUS applications, which is slightly more than the 76 reviews in 2016.<sup>6</sup> These applications included comprehensive plan reviews, updates, and amendments, rezonings, site plans, and subdivision plans.

---

<sup>6</sup> The number of applications reviewed is less than the number of applications received as some applications are withdrawn by the applicant before review. These figures cover September through August.

### Work Plan for Preliminary Land Use Service

- Manage the PLUS Process by processing applications on a monthly basis, mapping and distributing those applications to state agencies, conducting monthly PLUS meetings, preparing and distributing comment letters for all applications, and receiving response letters from applicants.
- Review the PLUS procedures periodically and explore improvements to improve efficiency and enhance the effectiveness of the program.
- Develop a new search function as a part of the OSPC website redesign that will make it easier for the public and state agencies to find PLUS information.



*New Love Creek Elementary School in Cape Henlopen School District.*

## School Site Selection

The OSPC works closely with DOE, OMB, and the local school districts to identify viable sites for new school construction. The process involves GIS analysis, 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, directors of OMB, and the OSPC must approve the site. Last year OSPC, DOE, and OMB worked with Appoquinimink School District on a site for a new elementary school in the Whitehall development in southern New Castle County. Whitehall is a traditional neighborhood development. The school is located in a central, walkable location, and will be a centerpiece of the community. OSPC, DOE, and OMB continue

to work with the Indian River School District to find a new site for the Ennis School. At this time, it appears that the school will be located on some portion of the Stockley campus, which is near the existing Sussex Central High School.

#### Work Plan for School Site Selection

- Lead the school site selection and review process to ensure that all new school sites are consistent with the *Strategies for State Policies and Spending*.
- Assist school districts with site selection using professional planning assistance and GIS mapping, if requested by the district.
- Review all proposed school sites through the PLUS process.
- Work with municipalities to encourage them to reserve land for school sites in their comprehensive plans and to have supportive zoning regulations for school construction.
- Look for opportunities to reserve school sites within development projects, where applicable.

## Annexation Plan of Services Review

Municipal annexations are governed by 22 Delaware Code §101. Among other requirements, all annexations must be consistent with the most recently adopted municipal comprehensive plan, be depicted as future annexation areas within that plan, and must be rezoned by ordinance to classifications consistent with the adopted comprehensive plan or development strategy.

Cities and towns are also required to prepare a Municipal Annexation Plan of Services for all annexations. The plan demonstrates how services are to be provided and the operating and financial capabilities necessary to support them. The plan of services collects property and land use data, information about needed utility and public safety services, and helps municipalities examine the impact of development in annexation areas.

Over the past year the OSPC has reviewed 20 plan of service for 12 towns. These requests, if the annexation is approved, will total 202.9 acres of land annexed into municipalities over the past year.

#### Work Plan for Annexation Plan of Services Review

- Work with municipalities regarding plan of service applications, plan amendments to meet code regarding potential annexations, and municipal boundary changes in response to approved annexations.

## OSPC Website Redesign

The Government Information Center (GIC) has selected the OSPC as a pilot project at OMB for updating our website to the new Common Look and Feel (CLF) for the state. Our website was of the oldest vintage and in need of a facelift. The OSPC staff are working closely with OMB IT as well as GIC for the revision of the website.

### Work Plan for OSPC Website Redesign

- Provide a new and improved website.
- Provide easy access and search functions for the PLUS projects.
- Launch the new website in early 2018.

## Metropolitan Planning Organization Coordination

Metropolitan Planning Organizations (MPOs) are federally designated agencies responsible for coordinating transportation planning and programming in their respective geographic areas. Plans and programs developed and adopted by the MPOs outline how federal transportation funds will be spent and must comply with federal laws governing clean air and transportation. MPOs also sponsor, fund, and undertake transportation planning studies that can and do support municipal comprehensive planning and redevelopment activities.

In Delaware, there are three MPOs. WILMAPCO covers northern New Castle County as well as Cecil County in Maryland. The Dover/Kent MPO covers all of Kent County, including all portions of Smyrna and Milford. The Salisbury/Wicomico MPO covers the Town of Delmar and portions of western Sussex County. The OSPC's director and planners are active members of each MPO's working committees, and help to promote coordination and collaboration between the MPO, DelDOT, and local governments through integrating land use and transportation planning.

### Work Plan for MPO Coordination

- Participate as members of the various committees and working groups of all three Delaware MPOs.
- Advocate for coordination among the MPOs, DelDOT, and the local governments to better incorporate transportation and land use planning through comprehensive plans.

# Climate Resiliency/Adaptation

## Executive Order 41 Implementation

Executive Order 41, signed by Governor Jack Markell in 2014, continues to be implemented throughout state agencies. This executive order directed state agencies to begin preparing their agencies for climate change, build state assets to a higher standard for resiliency and assist local governments prepare for climate impacts. Several aspects of the executive order are currently and will continue to be implemented by the OSPC. Specifically, the OSPC will implement the requirement that state resources and facilities will be sited with the effects of climate change and sea level rise included in the planning process. This will be an integral part of the OSPC's review of PLUS applications for state projects. Also, the OSPC will serve as a planning resource to local municipalities updating their Comprehensive Plans enabling them to include data on and best management practices for adapting to changes prompted by climate change and sea level rise.

### Work Plan for Executive Order 41 Implementation

- Review state projects with climate change and sea level rise as a factor.
- Assist local municipalities with including climate change and sea level rise in their comprehensive plans.

## Resilient and Sustainable Communities League

The Resilient and Sustainable Communities League (RASCL), which began in 2015, is a partnership of state agencies, nonprofit organizations, academia, and local governments formed to coordinate and make sure that resiliency building services offered by league members align with and meet the needs of the local governments. This is a critical concern, since there is a growing urgency for more resilient communities in the face of natural hazards and climate impacts, but also because state resources are limited and they must be used to the maximum effect.

RASCL's Mission is to "accelerate the capacity of all local governments to undertake the necessary steps to become sustainable and resilient." The group is comprised of staff from various agencies who meet periodically (about three times per year) to share information and coordinate service delivery. RASCL started in 2015 and includes representatives from DNREC, Delaware Emergency Management Agency, DelDOT, UD IPA, Delaware Geological Survey, Delaware Sea Grant, OSPC, Delaware Environmental Monitoring and Analysis Center,

Office of the Delaware State Climatologist, Partnership for the Delaware Estuary, Delaware Center for Inland Bays, and Delaware League of Local Governments.

To date, the RASCL committee has completed an internal survey of each agency's resiliency focused programs, compiled an inventory of service offerings, and is currently working to plan a symposium where municipalities and other practitioners will be invited to learn best practices and share experiences. In addition, the committee will continue to meet to determine how to increase the capacity of Delaware's communities to be sustainable and resilient, improve effectiveness and efficient use of state resources, and serve as a forum for collaboration, information sharing, best practices, and partnering.

#### Work Plan for RASCL

- Continue membership on this committee.
- Serve on the symposium committee and will help plan the event.

### Sustainable Communities Planning Grant

In February 2017, DNREC's Division of Energy & Climate announced the Sustainable Communities Planning Grant program to support communities that strive for resiliency and a lower environmental impact. Sustainable communities are defined as vibrant, healthy, and prepared communities that balance demands for environmental protection, resiliency, economic growth, and social objectives. Sustainable communities keep their residents safe from unexpected events while also providing economic stability and a high quality of life. This grant program is aimed at helping Delaware find long-range solutions to the challenges posed by climate change impacts, beginning at the local level.

Grants of up to \$40,000 or \$80,000 were made available to Delaware towns, cities, and counties and encouraged partnerships with nonprofit, community, and quasi-governmental organizations for development of plans that lead to tangible actions that improve community sustainability and resiliency. Development of such plans would include assessment of existing practices and programs, assessment of existing assets, mapping, community sustainability planning, public engagement, and education.

Eligible projects included one or more of the following categories:

- > Community Sustainability Plan
- > Climate Change Vulnerability Assessment and Action Plan

- > Greenhouse Gas Inventory and Mitigation Plan
- > Natural Areas Inventory and Conservation Plan

The Division of Energy & Climate received nine proposals requesting over \$480,000 in project funding. Following a competitive proposal review process, DNREC selected five projects to receive funding support:

1. City of Wilmington
2. City of Newark
3. Town of Frederica
4. Town of Milton
5. Town of Fenwick Island

Those five communities represent a broad range of demographics and geographical locations throughout the state and will serve as strong examples of how sustainable planning can be accomplished in Delaware.

Funding for the Sustainable Communities Planning Grant Program comes from the Regional Greenhouse Gas Initiative (RGGI), a multi-state Carbon Dioxide (CO<sub>2</sub>) cap-and trade program with the purpose of reducing the emissions of CO<sub>2</sub> from EGUs (electric generating units). CO<sub>2</sub> is a greenhouse gas that contributes to global warming.

#### **Work Plan for Sustainable Communities Planning Grant**

- Participate on the grant review committee as in the past.
- Assist the communities that received the grants as requested, including review of any comprehensive plan amendments or updates that result from these planning studies.

## Resilient Community Partnership

The Town of Slaughter Beach was selected for the Delaware Coastal Programs (DCP) first annual Resilient Community Partnership. This partnership leverages up to \$75,000 in federal funding provided by the National Oceanic and Atmospheric Administration (NOAA) to help Delaware communities improve their planning and preparation capabilities for responding to coastal hazards.

Through this partnership, DNREC, DCP, and Slaughter Beach carried out a comprehensive vulnerability assessment of risks from coastal storms, sea level rise, and extreme tides. Other potential risks, including wildfires and temperature changes due to climate change were

examined. This assessment produced data and visualization tools that characterized the Town of Slaughter Beach's risk and allowed the partnership to identify adaptation and mitigation measures that enhanced the town's resiliency to hazardous events. Other goals are to promote best practices and their transferability so that other Bayshore towns may benefit from this important work.

Slaughter Beach has compelling reasons to enhance its resiliency to hazardous events. The town's northern and western boundaries front Cedar Creek and the Delaware Bay. The town routinely experiences flooding from storms and extreme tides, and the two access roads in and out of town often flood for up to three days at a time, posing risks for evacuation.





DCP hosted three workshops within the town with the town residents. The most recent open house featured a presentation on the results of the DCP resilient Community Partnership Study, the new flood warning system that will be installed on Cedar Beach Road and Slaughter Beach Road, and emergency preparedness tips to promote a more prepared community that can bounce back from hazardous events.

The DCP has begun the same program with the City of New Castle, located along the Delaware Bay, and has scheduled their first public meeting. Through the partnership, city residents will be able to assess their risk and learn how to be more prepared.

#### **Work Plan for Resilient Community Partnership**

- Continue to work with coastal towns regarding this program.
- Promote resiliency as a goal in comprehensive plans of those towns with risk of flooding and damage from hazardous events.

## Delaware Bayshore Initiative

DNREC's Delaware Bayshore Initiative completed production of *Delaware Bayshore Forever*, a 12-minute video that highlights the ecological, economic, cultural, and historical importance of the Delaware Bayshore region, its natural resources, and the people that depend on them. The video directly promotes and supports the objectives of the Delaware Bayshore Initiative to protect, conserve, and restore Bayshore habitats; enhance public access to lands and waters for outdoor recreation while raising awareness about the Bayshore's natural, cultural, and historic resources; and increase community engagement by investing in Bayshore communities, encouraging ecotourism, volunteerism, and stewardship.

The Delaware Bayshore Initiative has completed the branding design for the Delaware Bayshore and Delaware Bayshore Byway in coordination with DelDOT's Byway Program, DEDO's Downtown Delaware Program, Delaware Greenways, Muldrow and Associates, all of the Bayshore communities (including all of those listed below plus New Castle, Frederica, Milford, Milton, and Lewes), Delaware Division of Historical and Cultural Affairs, U.S. Fish and Wildlife Service, National Park Service, and conservation partners. Delaware Bayshore communities and conservation partners are actively using the branding design according to guidance provided in the style guide. The Bayshore Byway Management Committee has approved an auto-tour sign to be installed along the entire Byway. Additionally, the wayfinding and trailblazing sign plan is currently under development in coordination with DelDOT and Delaware Greenways to help visitors and tourists navigate to points of interest.

The Delaware Bayshore Byway, originally following Route 9 from the City of New Castle south to its junction with State Route 1, east of Dover, was recently extended and now continues along a series of scenic roads south to Lewes and the Lewes Historic Byway. The complete Byway now encompasses more than 100 miles through the Bayshore region. This extension connects communities south toward Lewes and includes the river towns of Frederica, Milford, and Milton with spur roads to Bayshore beach communities such as Bowers, South Bowers, Slaughter Beach, Broadkill Beach, and Lewes. Additionally, the extension connects wildlife areas and other natural sites to the Byway, including Milford Neck State Wildlife Area and Prime Hook National Wildlife Refuge. An expanded Byway management committee has been assembled and an amendment to the Bayshore Byway Corridor Management Plan is in development.

Delaware City is working with the Delaware Bayshore Initiative to accomplish goals related to ecotourism, including collaboration on a grant from the Federal Highway Administration's National Scenic Byway Program to design a pedestrian and bike trail connecting Delaware City to Fort DuPont State Park. DNREC completed construction of a new wildlife viewing trail and observation platform at the Ashton Tract of Augustine Wildlife Area on the south side of Thousand Acre Marsh. That site has received tremendous public use and is rapidly gaining popularity. DNREC is currently completing designs for a second wildlife viewing area in the nearby Port Penn Tract that will provide opportunities to view the Lang Impoundment and Delaware River.

Leipsic is working with the Delaware Bayshore Initiative to design public parking and an accessible entrance to a proposed "Farmers and Watermen Museum" in the town hall. Additionally, the Working Waterfront Initiative and students at the University of Delaware produced a landscaping plan for the museum grounds. In coordination with the Delaware Sea Grant Program's Working Waterfront Initiative, Leipsic has developed sustainability strategies for preserving and maintaining the town's traditional maritime community.

Little Creek is working with the Delaware Bayshore Initiative to develop a small boat launch on the Little River along Route 9. Additionally, planning for a Delaware Bayshore visitor center and enhancements for wildlife viewing within the Little Creek Wildlife Area are underway. Little Creek is developing sustainability strategies for preserving and maintaining the town's traditional maritime community, in coordination with the Delaware Sea Grant Program's Working Waterfront Initiative. The Working Waterfront Initiative process and final report will assist the town with revision of their comprehensive land use plan.

Bowers Beach is working with the Delaware Bayshore Initiative to improve climate and sea level adaptation for the paved parking area in the center of the town. Approximately 2.3 acres of the paved area will be converted to community open space and parking for a recently zoned commercial district and public beach access. DNREC's Strategic Opportunity for Adaptation grant is providing funding to support this project in addition to other grant funds. The town is also working with the Delaware Sea Grant Program's Working Waterfront Initiative to develop sustainability strategies for preserving and maintaining the town's traditional maritime community.

Slaughter Beach is working with the Delaware Bayshore Initiative to accomplish goals related to ecotourism and conservation outreach, including design and installation of an interpretive sign to educate

residents and visitors about fish, wildlife, and habitat found in and around the community. Named the third town in the state and eighty-third community in the nation to receive certification as a Community Wildlife Habitat by the National Wildlife Federation, Slaughter Beach is also partnering with Delaware Nature Society, DuPont Nature Center, the Bayshore Initiative, DelDOT and DNREC's Land and Water Conservation Trust Fund to improve nature education amenities for visiting school groups and the public including design of a boardwalk trail and observation platform for salt marsh education programs.

Broadkill Beach is working with the Delaware Bayshore Initiative to accomplish goals related to ecotourism and conservation outreach, including design and installation of interpretive signs to educate residents and visitors about fish, wildlife, and habitat found in and around the community.

#### Work Plan for Delaware Bayshore Initiative

- Coordinate with DNREC and the Bayshore towns to assist with implementation and any comprehensive plan updates needed to help them achieve resiliency, sustainability, or ecotourism goals.

## DelDOT Long-Range Transportation Plan

A Long-Range Transportation Plan (LRTP) identifies broad goals, policies, and priorities to meet transportation needs, usually over a 20-year period. The goals should be multi-modal and address current and future community land use, economic development, environment (natural, human, and cultural), traffic demand, public safety, health, and social needs. Periodically these plans are updated, and in June of 2017 DelDOT began the process to develop a new LRTP.

Delaware's transportation network is continually evolving with changes in land use, demographics, travel patterns, preferences, and technology. All of these changes require the development of new and cost effective solutions to meet the future needs of the transportation network. As a guide toward these solutions, *Innovation in Motion* will provide a framework for the documentation of DelDOT's innovative policies, programs, and operations and will also explore new strategies for addressing Delaware's transportation challenges.



## INNOVATION IN MOTION

The transportation network today has a strong focus on automobiles. Delaware's ability to mitigate traffic congestion is increasingly constrained by rising construction costs and decreasing availability of land for roadway expansion. DelDOT continues to invest in transit, bicycle, and pedestrian infrastructure as alternatives to automobile use. We are also committed to investing in emerging technologies that will transform how we will travel over the coming decades.

The current update of DelDOT's LRTP will consist of two main parts. Part One will include background information about the state, trends in demographics, transportation, and technology, and a summary of the LRTP goals. Part Two will consist of content derived from divisions within DelDOT specific to various transportation modes and other topics as they relate to the plan's goals stated in Part One. The theme of the topic-specific content will focus on the challenges facing DelDOT and the state's transportation system over the next two decades and the plans and innovations that are ongoing and being developed to meet these challenges. A draft of Part One has been completed, although this section will be augmented once Part Two is complete. A public outreach phase has been incorporated to assess the public's views of the current state of transportation in Delaware and the needs, desires, and concerns of the public looking into the future. The public outreach effort is currently in progress and is being conducted through a variety of avenues, such as DelDOT's public events, radio public service announcements, closed-circuit messages in the Delaware Division of Motor Vehicles offices, social media outlets, the LRTP website, videos, and mention by the Secretary and Director of Community Relations during public appearances. Over 1,000 public surveys have been completed to date, both from an online survey available on the LRTP website and in person at public events. In addition to the public survey,

DeIDOT Planning staff responsible for the LRTP update have completed an internal employee survey, in which respondents were asked to describe innovations, successes, and challenges in carrying out the purpose of their respective sections and divisions. The responses from the internal survey will be helpful in the information-gathering phase within DeIDOT this fall to develop the topic-specific content for Part Two of the Plan. The Part Two content development is scheduled to be completed by the end of 2017, and compilation, review, and publishing of the completed LRTP by Fall of 2018.

#### **Work Plan for DeIDOT LRTP**

- Participate in DeIDOT LRTP effort as requested.
- Share demographics, development trends, key investments, and other data to inform DeIDOT's planning effort.
- Share LRTP efforts and the final plan with local governments so they can use the information as they develop their comprehensive plans.

# 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.

Each year, the OSPC has been structuring this information 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.

Two types of development activity information are considered in this analysis: development application approvals and building permits. Development application approvals indicate where a developer has gained approval from local jurisdictions to build; building permits are issued by the local jurisdiction when construction is ready to commence. For this reason, building permits are a more direct indication of actual building activity, while development applications are an indication of potential future development. There is not a one-to-one correspondence between the two application types, but together they form a picture of the degree and location of building occurring, or soon to occur, in the state.

Policies at the state level seek to help guide development appropriately. The 2015 *Strategies for State Policies and Spending* (the *Strategies*), is a document that seeks to achieve this goal by specifying where in the state development is most appropriate and desirable. The *Strategies* defines four “investment levels,” or zones, which specify the intensity of development encouraged in each level by state agencies. Investment Levels 1 and 2 constitute areas where growth is most encouraged, Level 3 is considered a secondary growth zone, and Level 4 defines the zone where intensive growth is not encouraged by the state. By comparing where applications for development and building permits have been approved to the *Strategies* investment levels, it is possible to assess the effectiveness of the state’s growth policies. The *Strategies* is updated approximately every five years; this analysis reflects the growth zones defined in the latest version.

This study analyzes data to determine the current status and trajectory of development in Delaware. Though individual projects are not tracked from initial conception through the construction phase, by inventorying the amount of permitted development at two points in the development cycle, the current situation and future projections and trends can be brought into focus.

# Development Trends Summary

## Residential Trends

Residential development represents housing starts measured by the number of individual dwelling units in approved applications (preliminary development applications or building permits).

## Development Application Approvals

Development application data represent approved preliminary development plans for residential and non-residential building. These applications include site plans that indicate the scope and scale of building and thus provide an indication of potential future development.

In the six years from 2011 through 2016, a total of 19,398 residential units were approved for development by local governments in Delaware. This represents a significant decline relative to the six-year period from 2008 to 2013 during which time 32,790 units were approved. Applications since 2008 peaked in 2010 with over 6,000 statewide, while 2016 represents the lowest amount during that period with just over 1,600. The declining trend in development applications is most drastic in New Castle County, which dropped from 3,207 applications in 2012 to just 347 in 2016. In contrast, there has been very little drop off in applications between 2013 and 2016 in Sussex County.

Table A.1 presents the distribution of residential development application activity by county between 2011 and 2016.

**Table A.1 Residential Units Approved in Development Applications, by County**

<b>County</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>Total</b>
<b>New Castle</b>	2,433	3,207	905	1,135	1,000	347	9,027
<b>Kent</b>	196	481	728	650	1,550	445	4,050
<b>Sussex</b>	1,900	355	1,083	842	1,273	868	6,321
<b>Total</b>	4,529	4,043	2,716	2,627	3,823	1,660	19,398

Table A.2 shows the number of units for each year by local jurisdiction.

**Table A.2 Residential Units Approved in Development Applications, by Local Jurisdiction**

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
<b>New Castle County*</b>	2,387	3,093	488	780	820	127	7,695
<b>Middletown</b>	-	-	-	-	-	30	30
<b>New Castle</b>	-	-	-	120	66	27	213
<b>Newark</b>	32	39	412	117	89	127	816
<b>Wilmington</b>	14	75	5	118	25	36	273
<b>New Castle Total</b>	2,433	3,207	905	1,135	1,000	347	9,027
<b>Kent County*</b>	-	36	646	208	-	367	1,257
<b>Cheswold</b>	-	-	-	-	272	-	272
<b>Clayton</b>	-	200	-	-	-	-	200
<b>Dover</b>	188	245	82	41	986	78	1,620
<b>Harrington</b>	6	-	-	-	-	-	6
<b>Houston</b>	-	-	-	-	4	-	4
<b>Milford</b>	2	-	-	401	-	-	403
<b>Smyrna</b>	-	-	-	-	288	-	288
<b>Kent Total</b>	196	481	728	650	1,550	445	4,050
<b>Sussex County*</b>	1,541	355	352	714	48	635	3,645
<b>Dagsboro</b>	17	-	-	-	-	-	17
<b>Dewey Beach</b>	-	-	-	-	-	23	23
<b>Lewes</b>	17	-	-	-	-	-	17
<b>Milford</b>	306	-	-	-	1,194	-	1,500
<b>Millville</b>	-	-	55	128	-	102	285
<b>Ocean View</b>	-	-	300	-	31	108	439
<b>Rehoboth Beach</b>	15	-	-	-	-	-	15
<b>Seaford</b>	4	-	72	-	-	-	76
<b>Selbyville</b>	-	-	304	-	-	-	304
<b>Sussex Total</b>	1,900	355	1,083	842	1,273	868	6,321
<b>State Total</b>	4,529	4,043	2,716	2,627	3,823	1,660	19,398

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

The following map (Figure A.1) shows the location of residential development applications in Delaware from 2008 to 2015 (all maps in this report reflect the entire analysis period, not only the last six years of data). The size of the dots indicates the relative number of proposed housing units associated with that application.

Figure A.1 Residential Development Applications, 2008–2016

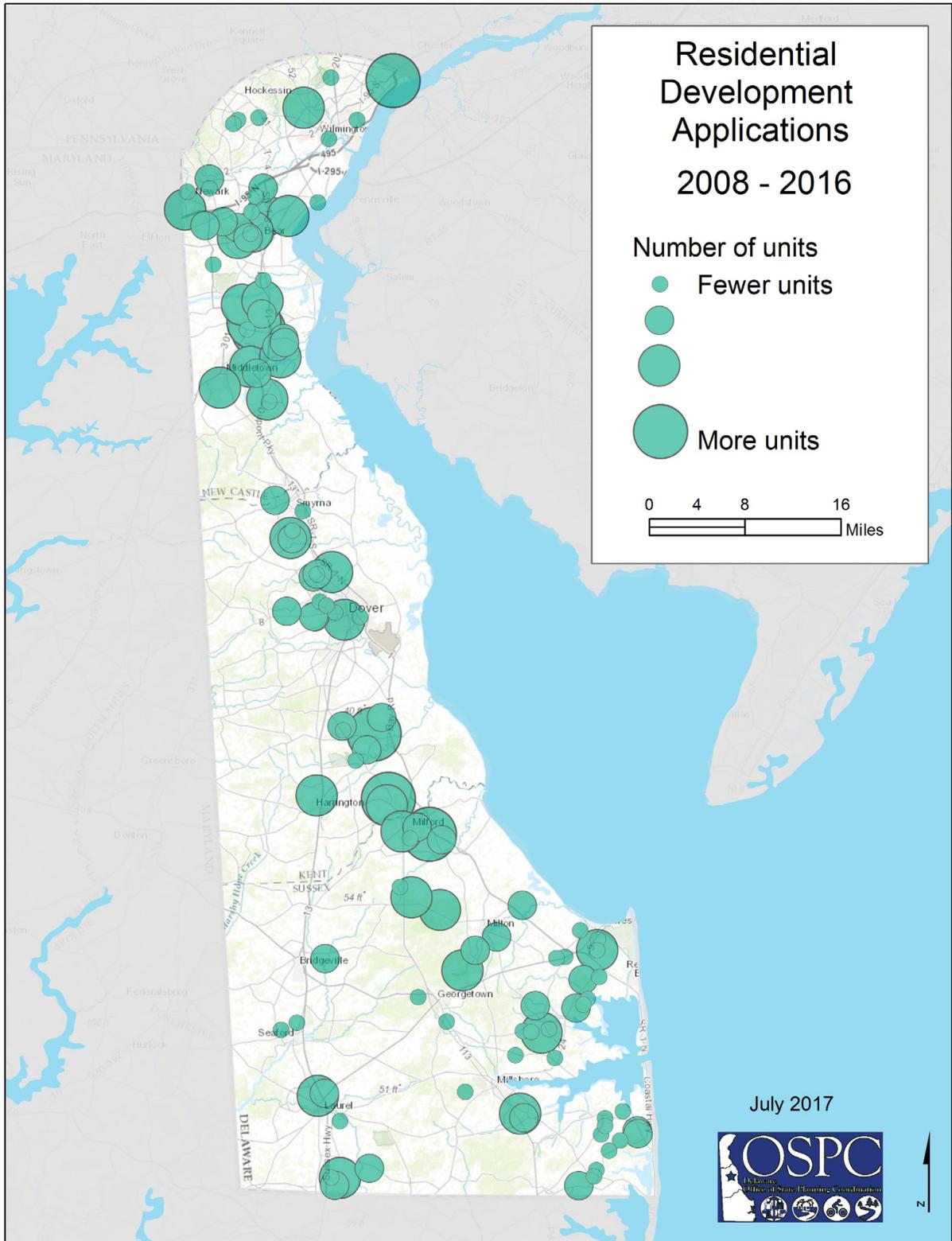
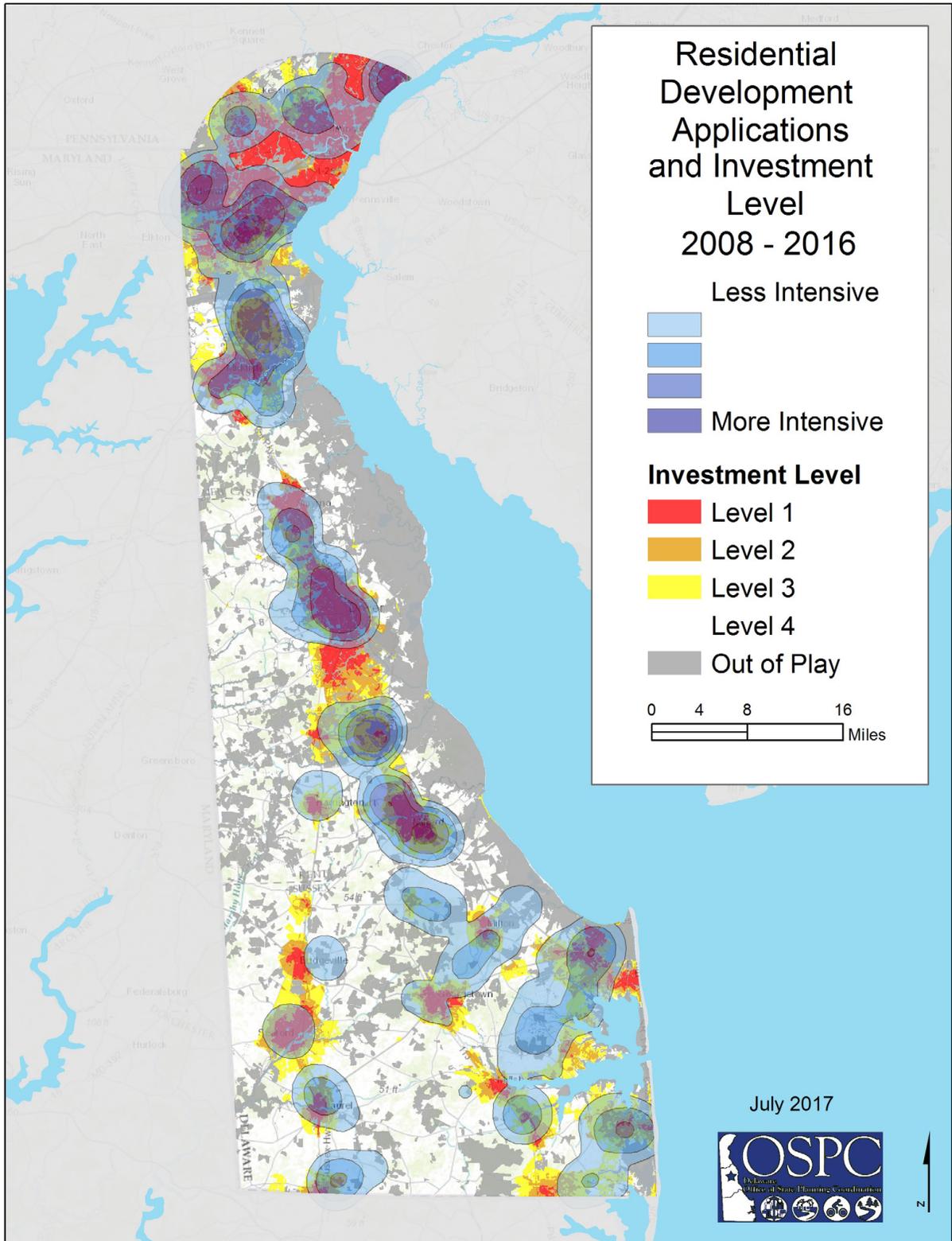


Figure A.2 Residential Development Applications and Investment Level, 2008–2016



The map in Figure A.1 indicates that areas in southern New Castle County, as well as in the areas surrounding many smaller towns in Kent and Sussex Counties, are seeing considerable development pressure. The map in Figure A.2 illustrates intensity of residential unit approvals relative to State investment level as defined in the *Strategies* (Levels 1, 2 and 3 are designated growth areas. Levels 1 and 2 are where growth is most highly encouraged, while growth in Level 4 is discouraged). This “heat map” indicates hot-spots of activity, with darker blues indicating more intensity. The map suggests that, in general, residential development has been occurring in areas where the state has encouraged development, with the exception of some activity in Sussex County west of the Inland Bays and along the Route 1 corridor.

Table A.3 summarizes residential development applications based on investment level.

**Table A.3 Residential Units in Development Applications by County and Investment Level, 2011–2016**

	2011	2012	2013	2014	2015	2016	Total
<b>New Castle</b>	Units						
<b>Level 1 &amp; 2</b>	1,238	2,197	853	503	875	328	5,994
<b>Level 3</b>	802	565	8	505	117	9	2,006
<b>Level 4</b>	393	445	44	127	8	10	1,027
<b>New Castle Total</b>	<b>2,433</b>	<b>3,207</b>	<b>905</b>	<b>1,135</b>	<b>1,000</b>	<b>347</b>	<b>9,027</b>
<b>Kent</b>							
<b>Level 1 &amp; 2</b>	190	480	681	442	1,546	445	3,784
<b>Level 3</b>	6	-	-	-	4	-	10
<b>Level 4</b>	-	1	47	208	-	-	256
<b>Kent Total</b>	<b>196</b>	<b>481</b>	<b>728</b>	<b>650</b>	<b>1,550</b>	<b>445</b>	<b>4,050</b>
<b>Sussex</b>							
<b>Level 1 &amp; 2</b>	359	192	354	380	1,238	284	2,807
<b>Level 3</b>	93	139	517	120	18	534	1,421
<b>Level 4</b>	1,448	24	212	342	17	50	2,093
<b>Sussex Total</b>	<b>1,900</b>	<b>355</b>	<b>1,083</b>	<b>842</b>	<b>1,273</b>	<b>868</b>	<b>6,321</b>
<b>Delaware</b>							
<b>Level 1 &amp; 2</b>	1,787	2,869	1,888	1,325	3,659	1,057	12,585
<b>Level 3</b>	901	704	525	625	139	543	3,437
<b>Level 4</b>	1,841	470	303	677	25	60	3,376
<b>State Total</b>	<b>4,529</b>	<b>4,043</b>	<b>2,716</b>	<b>2,627</b>	<b>3,823</b>	<b>1,660</b>	<b>19,398</b>

## Building Permits

Building permits are issued by the county or local jurisdiction and represent a stage in the development process at the point where construction is ready to take place. Building permits are required before actual construction can occur and are therefore a good measure of actual or impending development activity.

Table A.4 summarizes the occurrence of residential building permits by county from 2011 through 2016, based on the number of dwelling units permitted. The data show a slightly different picture than the development application chart, with all three counties having a relatively large number of permits issued. Sussex County has had by far the highest number of residential permits issued over the past 6 years and the largest number in every single year measured.

**Table A.4 Residential Housing Units Approved in Building Permits**

County	2011	2012	2013	2014	2015	2016	Total
New Castle	639	787	1,569	1,889	2,136	2,191	9,211
Kent	685	778	914	986	903	1,096	5,362
Sussex	1,684	1,881	2,411	2,602	2,775	2,640	13,993
<b>Total</b>	<b>3,008</b>	<b>3,446</b>	<b>4,894</b>	<b>5,477</b>	<b>5,814</b>	<b>5,927</b>	<b>28,566</b>

Table A.5 shows the distribution of residential building permit activity by local jurisdiction.

**Table A.5 Residential Housing Units Approved in Building Permits, by Jurisdiction**

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
<b>New Castle County*</b>	496	629	1,162	1,111	1,170	1,085	5,653
Arden	1	-	2	-	-	-	3
Ardentown	-	1	1	1	-	-	3
Bellefonte	-	-	16	-	-	1	17
Delaware City	1	-	1	2	1	4	9
Elsmere	-	-	-	3	2	-	5
Middletown	47	72	113	182	224	247	885
New Castle	-	4	-	6	5	9	24
Newark	31	45	21	300	20	259	676
Odessa	2	-	-	-	-	-	2
Smyrna	-	-	-	-	1	-	1
Townsend	14	15	18	26	48	45	166
Wilmington	47	21	235	258	665	541	1,767
<b>New Castle Total</b>	<b>639</b>	<b>787</b>	<b>1,569</b>	<b>1,889</b>	<b>2,136</b>	<b>2,191</b>	<b>9,211</b>
<b>Kent County*</b>	<b>451</b>	<b>543</b>	<b>645</b>	<b>664</b>	<b>550</b>	<b>618</b>	<b>3,471</b>
Bowers Beach	-	1	4	2	-	1	8

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
Camden	-	-	4	3	15	17	39
Cheswold	-	1	-	1	13	56	71
Clayton	22	9	28	26	19	29	133
Dover	97	38	99	143	165	225	767
Farmington	-	1	2	2	-	1	6
Felton	3	5	3	4	2	2	19
Frederica	6	16	18	23	17	11	91
Harrington	3	1	1	4	8	4	21
Hartly	-	-	1	-	-	-	1
Houston	-	-	-	-	-	4	4
Kenton	-	-	-	2	-	-	2
Leipsic	1	-	-	-	-	-	1
Little Creek	-	-	-	1	-	-	1
Milford	6	88	3	5	11	7	120
Smyrna	80	65	89	106	84	104	528
Woodside	1	-	-	-	-	-	1
Wyoming	15	10	17	-	19	17	78
<b>Kent Total</b>	<b>685</b>	<b>778</b>	<b>914</b>	<b>986</b>	<b>903</b>	<b>1,096</b>	<b>5,362</b>
<b>Sussex County*</b>	<b>1,158</b>	<b>1,463</b>	<b>1,732</b>	<b>1,900</b>	<b>1,945</b>	<b>1,845</b>	<b>10,043</b>
Bethany Beach	8	11	28	18	22	13	100
Bethel	1	-	1	-	4	3	9
Blades	1	3	1	-	3	-	8
Bridgeville	28	36	52	48	54	19	237
Dagsboro	3	3	9	9	7	3	34
Delmar	7	8	5	3	4	3	30
Dewey Beach	4	3	3	13	24	8	55
Ellendale	-	-	7	3	9	14	33
Fenwick Island	4	8	9	10	5	3	39
Frankford	1	-	5	4	1	1	12
Georgetown	8	53	11	54	7	32	165
Greenwood	4	1	8	1	-	6	20
Henlopen Acres	3	-	2	2	-	1	8
Laurel	15	1	1	2	1	1	21
Lewes	26	53	66	71	26	39	281
Milford	25	21	22	31	62	48	209
Millsboro	123	51	135	140	178	233	860
Millville	83	88	122	133	178	141	745

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
<b>Milton</b>	19	17	39	45	54	42	216
<b>Ocean View</b>	30	17	26	46	58	67	244
<b>Rehoboth Beach</b>	16	21	34	28	37	-	136
<b>Seaford</b>	100	9	67	14	50	18	258
<b>Selbyville</b>	3	-	10	15	27	82	137
<b>Slaughter Beach</b>	3	4	-	2	4	4	17
<b>South Bethany</b>	11	10	15	10	15	14	75
<b>Sussex Total</b>	1,684	1,881	2,410	2,602	2,775	2,640	13,992
<b>State Total</b>	3,008	3,446	4,893	5,477	5,814	5,927	28,565

*\*Represents building permits in unincorporated areas of the county*

The map in Figure A.3 presents the distribution and intensity of residential building permits across the state.

Figure A.3 Residential Building Permits, 2008–2016

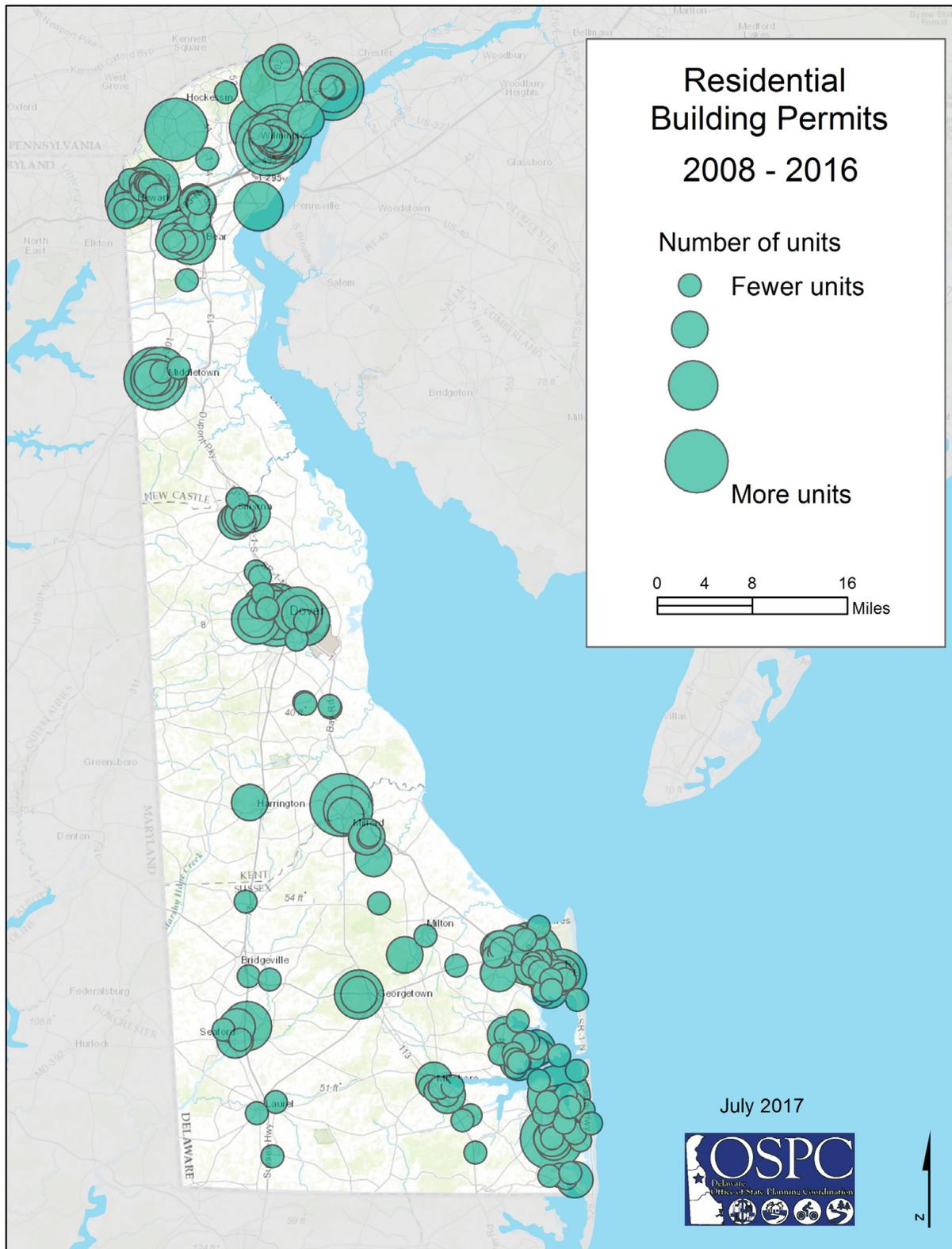




Figure A.4 shows the intensity of permit activity by investment level. The map indicates that permits between 2011 and 2016 have been primarily focused in areas appropriate for development.

Table A.6 shows the distribution of residential building permits by county, for each investment level. The chart shows that over 37 percent of permits are focused in areas that are not appropriate for development. This is primarily due to development in Level 3 & 4 areas of Sussex County. Between 2011 and 2016, less than 30 percent of new permits in New Castle and Kent Counties were in a Level 3 or 4 zone, but over 50 percent of new permits in Sussex County were in these zones.

**Table A.6 Residential units in building permits by county and investment level, 2011–2016**

	2011	2012	2013	2014	2015	2016	Total
<b>New Castle</b>	Units						
<b>Level 1 &amp; 2</b>	507	592	1,315	1,472	1,642	1,559	7,087
<b>Level 3</b>	103	163	178	345	353	406	1,548
<b>Level 4</b>	29	32	76	72	141	226	576
<b>New Castle Total</b>	<b>639</b>	<b>787</b>	<b>1,569</b>	<b>1,889</b>	<b>2,136</b>	<b>2,191</b>	<b>9,211</b>
<b>Kent</b>							
<b>Level 1 &amp; 2</b>	483	550	677	703	642	784	3,839
<b>Level 3</b>	55	88	74	72	77	81	447
<b>Level 4</b>	147	140	163	211	184	231	1,076
<b>Kent Total</b>	<b>685</b>	<b>778</b>	<b>914</b>	<b>986</b>	<b>903</b>	<b>1,096</b>	<b>5,362</b>
<b>Sussex</b>							
<b>Level 1 &amp; 2</b>	971	918	1,197	1,392	1,319	1,148	6,945
<b>Level 3</b>	344	461	596	511	714	793	3,419
<b>Level 4</b>	369	502	618	699	742	699	3,629
<b>Sussex Total</b>	<b>1,684</b>	<b>1,881</b>	<b>2,411</b>	<b>2,602</b>	<b>2,775</b>	<b>2,640</b>	<b>13,993</b>
<b>Delaware</b>							
<b>Level 1 &amp; 2</b>	1,961	2,060	3,189	3,567	3,603	3,491	17,871
<b>Level 3</b>	502	712	848	928	1,144	1,280	5,414
<b>Level 4</b>	545	674	857	982	1,067	1,156	5,281
<b>State Total</b>	<b>3,008</b>	<b>3,446</b>	<b>4,894</b>	<b>5,477</b>	<b>5,814</b>	<b>5,927</b>	<b>28,566</b>

## Non-residential Trends

Non-residential development includes 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.

### Development Application Approvals

While the amount of square-footage approved in non-residential development applications in Kent and Sussex County saw a significant decrease in 2016, New Castle County has experienced a substantial

increase year over year, with activity almost doubling from 2015 to 2016. This represents a reversal of a 5-year trend for New Castle County from 2011 to 2015, where non-residential activity had dropped consistently year to year.

Table A.7 summarizes the square-footage approved in development applications from 2011 through 2016, by county. Table A.8 summarizes this activity at the local jurisdiction level.

**Table A.7 Non-residential Square-footage Approved in Development Applications, by County**

County	2011	2012	2013	2014	2015	2016	Total
New Castle	3,928,832	3,115,308	2,090,496	1,254,744	845,829	1,652,375	12,887,584
Kent	269,520	344,307	292,839	344,333	693,592	405,361	2,349,952
Sussex	62,858	100,000	60,580	88,485	247,392	37,989	597,304
<b>Total</b>	<b>4,261,210</b>	<b>3,559,615</b>	<b>2,443,915</b>	<b>1,687,562</b>	<b>1,786,813</b>	<b>2,095,725</b>	<b>15,834,840</b>

**Table A.8 Non-residential Square-footage Approved in Development Applications, by Local Jurisdiction**

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
<b>New Castle County*</b>	<b>2,349,202</b>	<b>2,785,874</b>	<b>1,911,279</b>	<b>1,168,594</b>	<b>151,534</b>	<b>1,222,574</b>	<b>9,589,057</b>
Elsmere	-	-	-	-	-	6,500	6,500
Middletown	1,168,631	2,950	148,416	56,234	676,196	249,839	2,302,266
New Castle	191,466	191,466	-	-	-	-	382,932
Newark	8,671	107,260	-	12,379	8,882	173,462	310,654
Townsend	-	-	-	9,217	9,217	-	18,434
Wilmington	210,862	27,758	30,801	8,320	-	-	277,741
<b>New Castle Total</b>	<b>3,928,832</b>	<b>3,115,308</b>	<b>2,090,496</b>	<b>1,254,744</b>	<b>845,829</b>	<b>1,652,375</b>	<b>12,887,584</b>
<b>Kent County*</b>	<b>89,628</b>	<b>100,316</b>	<b>171,879</b>	<b>85,461</b>	<b>176,452</b>	<b>27,600</b>	<b>651,336</b>
Cheswold	-	-	-	-	22,000	-	22,000
Dover	120,592	200,363	120,960	203,276	422,603	369,441	1,437,235
Harrington	25,706	-	-	-	-	-	25,706
Hartly	-	-	-	-	-	8,320	8,320
Milford	24,986	38,628	-	2,436	-	-	66,050
Smyrna	8,608	5,000	-	53,160	72,537	-	139,305
<b>Kent Total</b>	<b>269,520</b>	<b>344,307</b>	<b>292,839</b>	<b>344,333</b>	<b>693,592</b>	<b>405,361</b>	<b>2,349,952</b>
<b>Sussex County*</b>	<b>-</b>	<b>-</b>	<b>38,280</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>38,280</b>
Bridgeville	18,800	-	-	-	9,100	-	27,900
Dagsboro	33,933	-	-	-	-	-	33,933

Jurisdiction	2011	2012	2013	2014	2015	2016	Total
<b>Georgetown</b>	-	-	-	38,727	102,635	23,989	165,351
<b>Laurel</b>	5,125	-	-	1,560	119,500	-	126,185
<b>Milford</b>	-	-	-	-	16,157	-	16,157
<b>Millville</b>	-	-	16,000	-	-	-	16,000
<b>Milton</b>	-	100,000	-	-	-	-	100,000
<b>Ocean View</b>	-	-	1,500	-	-	14,000	15,500
<b>Seaford</b>	5,000	-	4,800	48,198	-	-	57,998
<b>Sussex Total</b>	62,858	100,000	60,580	88,485	247,392	37,989	597,304
<b>State Total</b>	4,261,210	3,559,615	2,443,915	1,687,562	1,786,813	2,095,725	15,834,840

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

Figure A.5 presents the map of non-residential development applications from 2008 to 2016, with the size of the dot varying with the amount of proposed square-footage. The predominance of square-footage in New Castle County is evident, even given the recent relative decline in applications in the county.

The map in Figure A.6 represents development intensity overlaid on investment level zones as defined in the *Strategies*.

Figure A.5 Non-residential Development Applications, 2008–2016

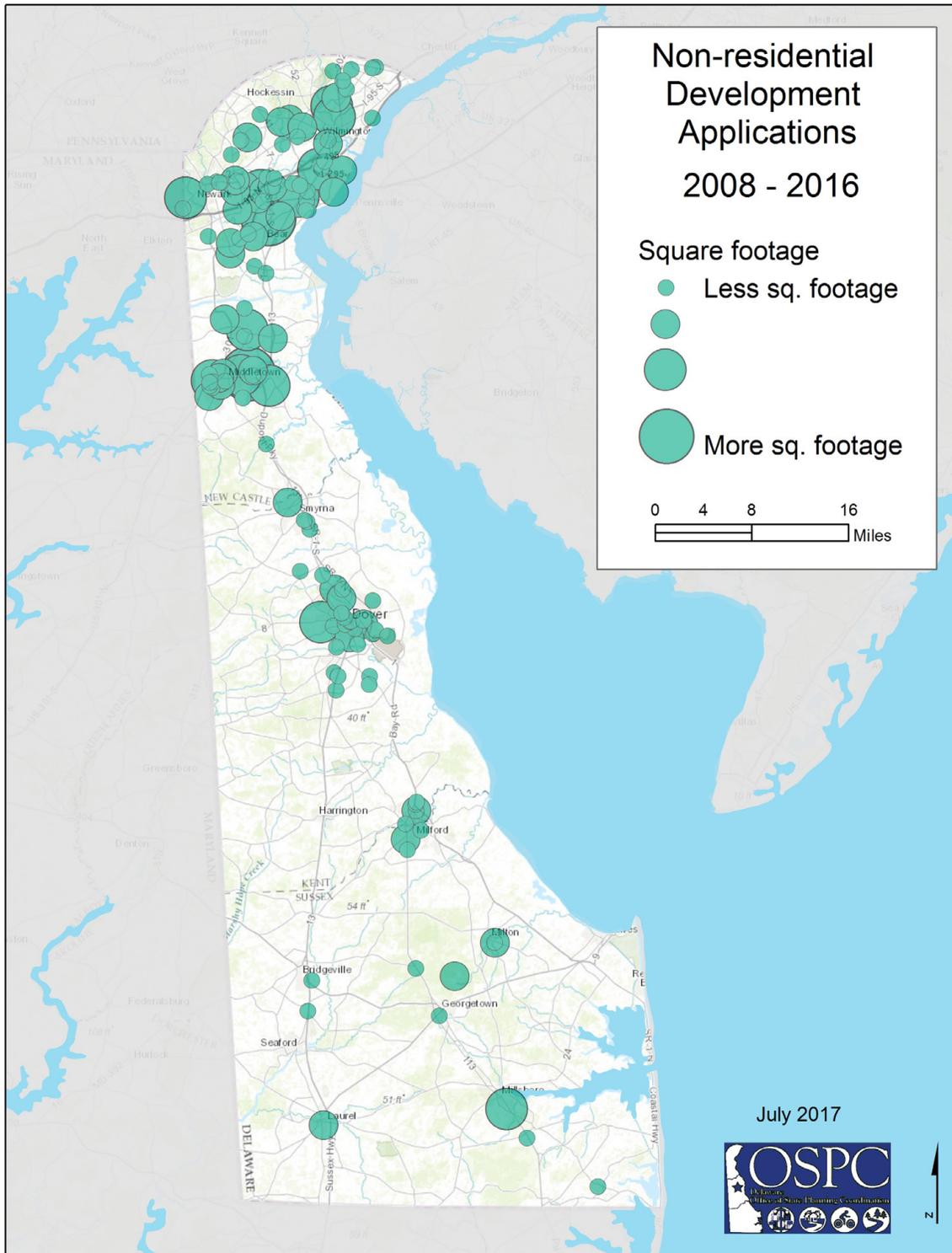


Figure A.6 Non-residential Development Applications and Investment Level, 2008–2016

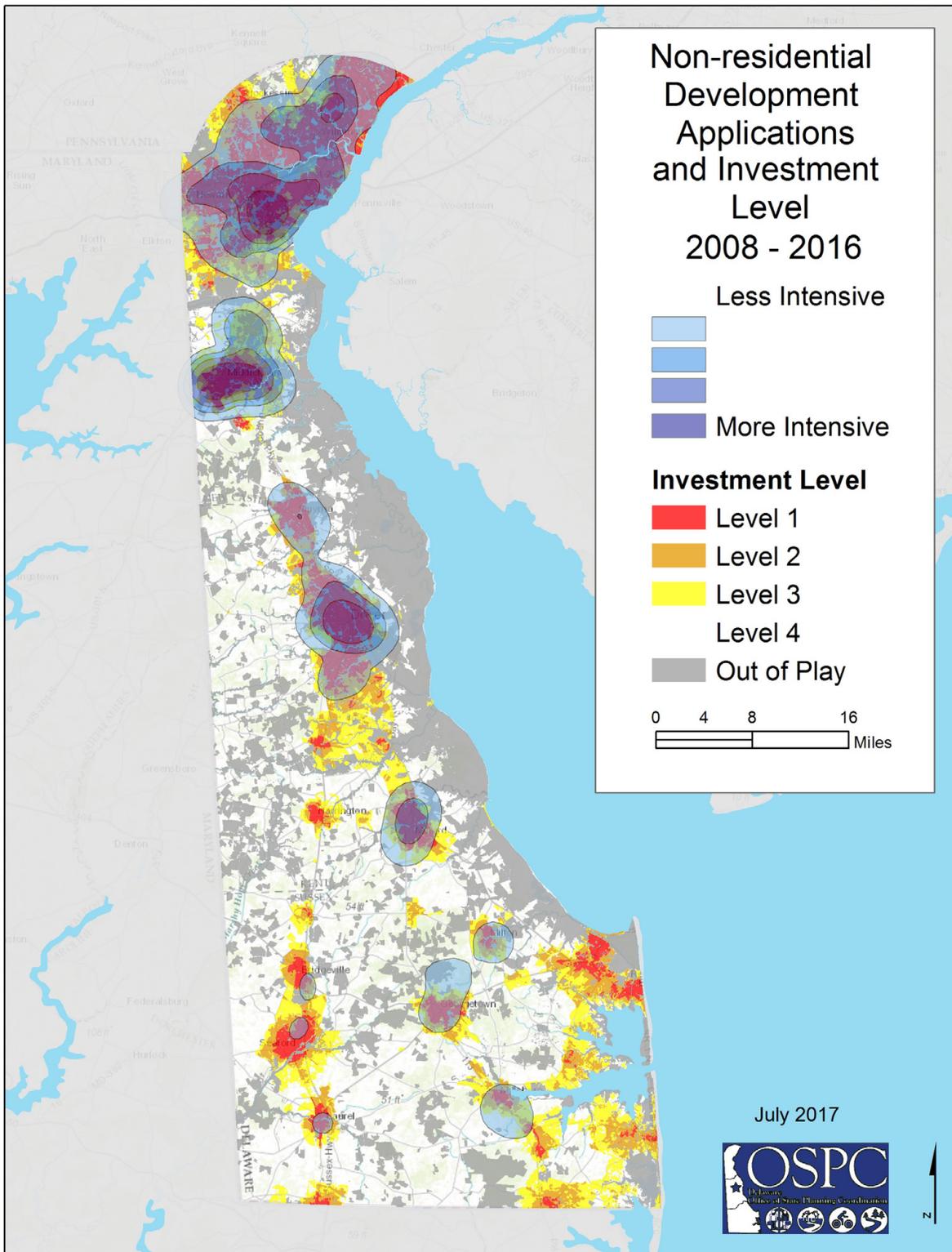


Table A.9 shows the amount of square-footage in non-residential development applications, by county and investment level, for the years 2011 to 2016.

**Table A.9 Non-Residential Square-footage in Development Applications by County and Investment Level, 2011–2016**

	2011	2012	2013	2014	2015	2016	Total
<b>New Castle</b>	Sq. Ft.						
Level 1 & 2	3,692,692	2,907,026	2,081,351	1,149,147	574,364	1,527,348	11,931,928
Level 3	72,553	42,171	-	92,892	15,742	112,627	335,985
Level 4	163,587	166,111	9,145	12,705	255,723	12,400	619,671
<b>New Castle Total</b>	<b>3,928,832</b>	<b>3,115,308</b>	<b>2,090,496</b>	<b>1,254,744</b>	<b>845,829</b>	<b>1,652,375</b>	<b>12,887,584</b>
<b>Kent</b>							
Level 1 & 2	219,498	300,792	120,533	267,196	649,650	397,476	1,955,145
Level 3	44,610	-	60,193	-	25,130	-	129,933
Level 4	5,412	43,515	112,113	77,137	18,812	7,885	264,874
<b>Kent Total</b>	<b>269,520</b>	<b>344,307</b>	<b>292,839</b>	<b>344,333</b>	<b>693,592</b>	<b>405,361</b>	<b>2,349,952</b>
<b>Sussex</b>							
Level 1 & 2	62,858	100,000	32,800	86,925	247,392	37,989	567,964
Level 3	-	-	25,980	-	-	-	25,980
Level 4	-	-	1,800	1,560	-	-	3,360
<b>Sussex Total</b>	<b>62,858</b>	<b>100,000</b>	<b>60,580</b>	<b>88,485</b>	<b>247,392</b>	<b>37,989</b>	<b>597,304</b>
<b>Delaware</b>							
Level 1 & 2	3,975,048	3,307,818	2,234,684	1,503,268	1,471,406	1,962,813	14,455,037
Level 3	117,163	42,171	86,173	92,892	40,872	112,627	491,898
Level 4	168,999	209,626	123,058	91,402	274,535	20,285	887,905
<b>State Total</b>	<b>4,261,210</b>	<b>3,559,615</b>	<b>2,443,915</b>	<b>1,687,562</b>	<b>1,786,813</b>	<b>2,095,725</b>	<b>15,834,840</b>

## Building Permits

Table A.10 summarizes non-residential square-footage permitted, by county and for the whole state, from 2011 through 2016.

**Table A.10 Non-residential Square-footage Approved by Building Permit**

County	2011	2012	2013	2014	2015	2016	Total
<b>New Castle</b>	1,274,651	2,842,924	1,545,518	2,324,904	1,877,562	2,079,265	11,944,824
<b>Kent</b>	321,718	252,944	355,212	382,310	342,037	489,791	2,144,012
<b>Sussex</b>	461,592	1,427,509	372,588	682,484	1,129,779	1,091,791	5,165,743
<b>Total</b>	<b>2,057,961</b>	<b>4,523,377</b>	<b>2,273,318</b>	<b>3,389,698</b>	<b>3,349,378</b>	<b>3,660,847</b>	<b>19,254,579</b>

Table A.11 presents the level of non-residential building permit activity within each local jurisdiction.

**Table A.11 Non-residential Building Permit Activity**

<b>Jurisdiction</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>Total</b>
<b>New Castle County*</b>	589,629	1,241,297	1,399,888	2,118,840	1,177,856	1,483,058	8,010,568
Delaware City	-	-	3,600	-	-	-	3,600
Elsmere	-	-	-	-	745	-	745
Middletown	429,691	1,322,377	117,750	52,503	193,320	132,242	2,247,883
New Castle	-	1,200	-	58,310	-	-	59,510
Newark	10,500	-	-	73,144	97,367	130,417	311,428
Townsend	-	-	-	-	-	6,000	6,000
Wilmington	244,831	278,050	24,280	22,107	408,274	327,548	1,305,090
<b>New Castle Total</b>	<b>1,274,651</b>	<b>2,842,924</b>	<b>1,545,518</b>	<b>2,324,904</b>	<b>1,877,562</b>	<b>2,079,265</b>	<b>11,944,824</b>
<b>Kent County*</b>	-	23,145	143,773	63,991	226,906	163,584	621,399
Bowers Beach	-	-	-	-	-	1,821	1,821
Camden	-	62,556	33,420	-	-	21,099	117,075
Cheswold	-	-	-	8,320	4,025	-	12,345
Dover	310,807	93,739	142,041	246,086	101,506	260,710	1,154,889
Farmington	-	-	-	8,500	-	-	8,500
Felton	-	9,100	-	-	-	-	9,100
Frederica	-	-	3,350	8,320	-	-	11,670
Harrington	5,125	-	-	-	-	-	5,125
Hartly	-	-	6,375	-	-	8,320	14,695
Houston	-	-	-	-	-	2,560	2,560
Milford	5,786	21,984	25,425	37,493	-	12,600	103,288
Smyrna	-	42,420	828	9,600	9,600	19,097	81,545
<b>Kent Total</b>	<b>321,718</b>	<b>252,944</b>	<b>355,212</b>	<b>382,310</b>	<b>342,037</b>	<b>489,791</b>	<b>2,144,012</b>
<b>Sussex County*</b>	313,156	811,786	131,931	298,244	386,892	438,095	2,380,104
Bethany Beach	-	-	-	132,845	-	-	132,845
Blades	-	-	-	-	3,700	-	3,700
Bridgeville	-	-	-	28,958	-	-	28,958
Dagsboro	5,000	34,141	-	-	-	-	39,141
Delmar	-	-	8,282	15,178	-	-	23,460
Dewey Beach	-	-	-	28,800	-	-	28,800
Fenwick Island	2,952	-	-	-	-	3,049	6,001

<b>Jurisdiction</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>Total</b>
Frankford	-	-	-	-	-	2,130	2,130
Georgetown	48,218	20,530	131,419	55,797	120,635	22,832	399,431
Greenwood	-	25,000	-	-	-	-	25,000
Laurel	-	-	-	1,560	9,180	151,885	162,625
Lewes	6,817	-	6,000	51,040	-	4,000	67,857
Milford	49,223	4,800	-	-	602,065	437,000	1,093,088
Millsboro	11,722	55,863	12,159	15,154	2,307	-	97,205
Millville	-	9,700	36,184	-	-	21,000	66,884
Milton	-	101,000	-	4,050	-	7,000	112,050
Ocean View	-	13,000	4,149	-	-	-	17,149
Rehoboth Beach	-	-	2,080	-	-	-	2,080
Seaford	24,504	351,689	5,880	43,044	5,000	4,800	434,917
Selbyville	-	-	34,504	7,814	-	-	42,318
<b>Sussex Total</b>	<b>461,592</b>	<b>1,427,509</b>	<b>372,588</b>	<b>682,484</b>	<b>1,129,779</b>	<b>1,091,791</b>	<b>5,165,743</b>
<b>State Total</b>	<b>2,057,961</b>	<b>4,523,377</b>	<b>2,273,318</b>	<b>3,389,698</b>	<b>3,349,378</b>	<b>3,660,847</b>	<b>19,254,579</b>

*\*Represents building permits in unincorporated areas of the county*

Figure A.7 presents a map of building permit activity that occurred between 2008 and 2016, with the size of the dot reflecting the amount of square-footage permitted.

Figure A.7 Non-residential Building Permits, 2008-2016

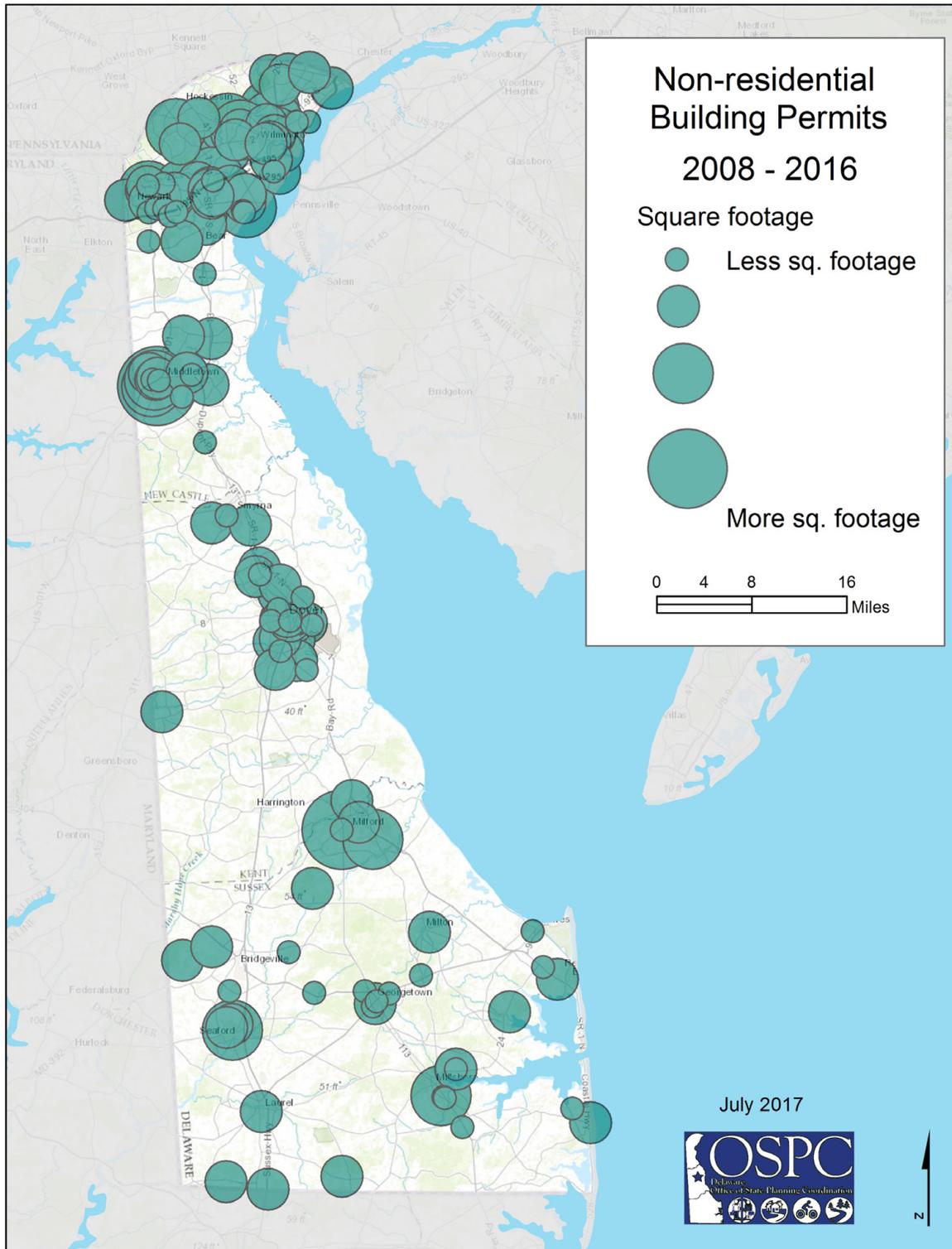


Figure A.8 shows development intensity based on square-footage permitted between 2008 and 2016, overlaid on the *Strategies* investment levels.

**Figure A.8 Non-residential Building Permits and Investment Level, 2008-2016**

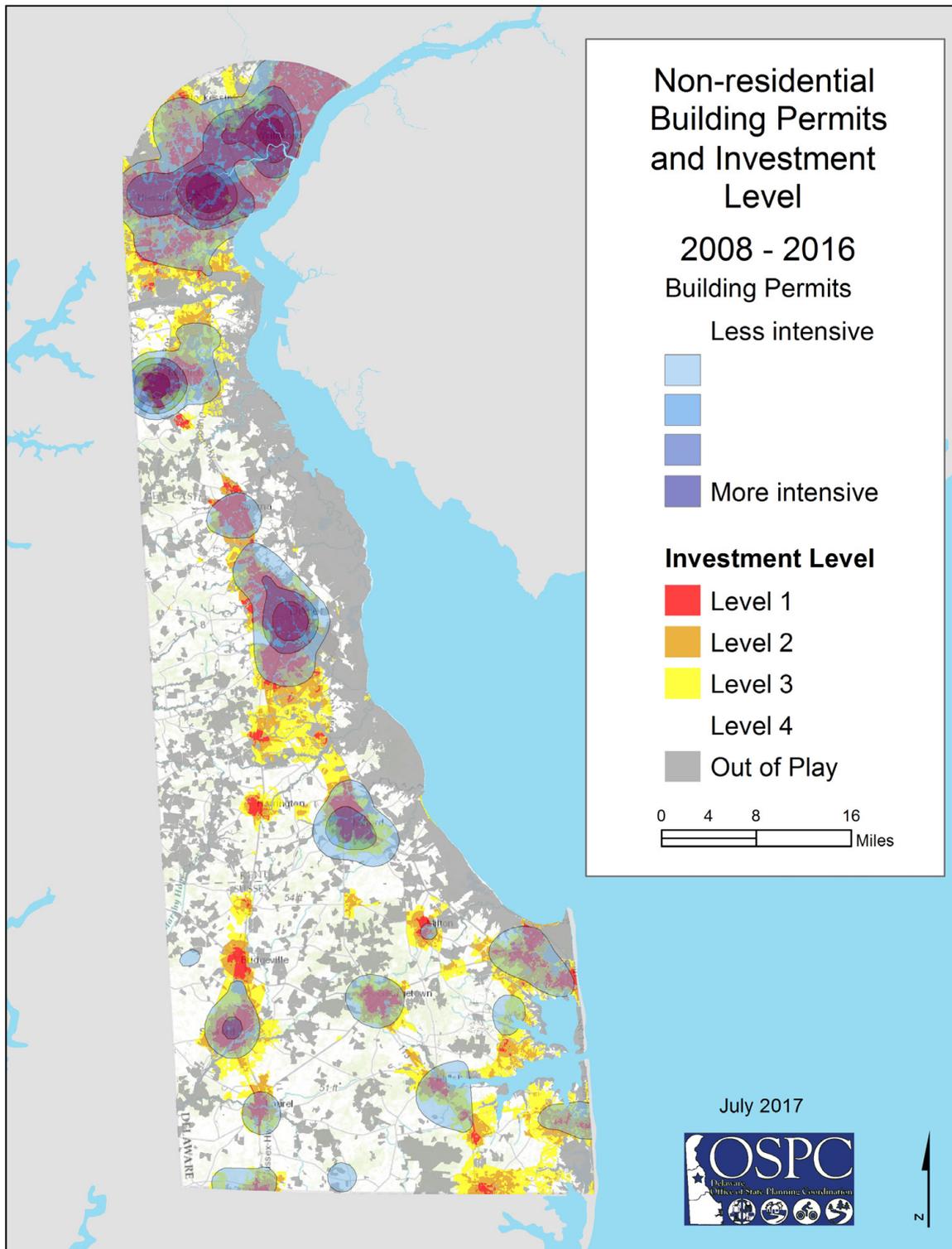


Table A.12 shows the non-residential square-footage permitted by county and investment level.

**Table A.12 Non-Residential Square-footage in Building Permits by County and Investment Level, 2011–2016**

	2011	2012	2013	2014	2015	2016	Total
	Sq. Ft.						
<b>New Castle</b>							
Level 1 & 2	1,204,440	2,800,790	1,516,512	2,311,477	1,833,443	2,021,800	11,688,462
Level 3	21,313	18,575	-	4,600	36,563	49,388	130,439
Level 4	48,898	23,559	29,006	8,827	7,556	8,077	125,923
<b>New Castle Total</b>	<b>1,274,651</b>	<b>2,842,924</b>	<b>1,545,518</b>	<b>2,324,904</b>	<b>1,877,562</b>	<b>2,079,265</b>	<b>11,944,824</b>
<b>Kent</b>							
Level 1 & 2	321,718	226,089	320,537	322,344	171,963	473,430	1,836,081
Level 3	-	-	7,815	8,500	360	7,981	24,656
Level 4	-	26,855	26,860	51,466	169,714	8,380	283,275
<b>Kent Total</b>	<b>321,718</b>	<b>252,944</b>	<b>355,212</b>	<b>382,310</b>	<b>342,037</b>	<b>489,791</b>	<b>2,144,012</b>
<b>Sussex</b>							
Level 1 & 2	162,201	679,215	315,688	465,022	906,061	888,870	3,417,057
Level 3	134,010	244,300	34,626	112,972	20,298	110,984	657,190
Level 4	165,381	503,994	22,274	104,490	203,420	91,937	1,091,496
<b>Sussex Total</b>	<b>461,592</b>	<b>1,427,509</b>	<b>372,588</b>	<b>682,484</b>	<b>1,129,779</b>	<b>1,091,791</b>	<b>5,165,743</b>
<b>Delaware</b>							
Level 1 & 2	1,688,359	3,706,094	2,152,737	3,098,843	2,911,467	3,384,100	16,941,600
Level 3	155,323	262,875	42,441	126,072	57,221	168,353	812,285
Level 4	214,279	554,408	78,140	164,783	380,690	108,394	1,500,694
<b>State Total</b>	<b>2,057,961</b>	<b>4,523,377</b>	<b>2,273,318</b>	<b>3,389,698</b>	<b>3,349,378</b>	<b>3,660,847</b>	<b>19,254,579</b>

## Development Trends Discussion

### Residential Development

Approved residential development applications have dropped a great deal following the economic downturn in 2008. The market dropped dramatically from 2008 to 2009 before rebounding in 2011, but has been mostly dropping again since then. Over the past few years, applications are down too. In 2016, there were close to half the applications as there were in 2015, and only 37 percent of the 2011 total. This trend has been consistent in all three counties. Last year's bounce back was largely due to 1,194 applications in Milford, which was the largest number in any municipality in any single year since 2011. Based on building permits, however, the state has seen a less drastic drop following the downturn in 2008–2009, with a recovery starting in 2012 and accelerating thereafter. Over the past three years, permits have been very consistent overall and have increased slightly. The difference may be attributed

to the more speculative nature of development applications relative to building permits, with the latter showing more of what is happening on the ground at the time rather than expectations for future years.

New Castle County has seen considerable fluctuations in development application activity, with a large drop in 2009, and an increase in the following three years, perhaps due to the expectation that the market would quickly bounce back to 2008 levels. The number of building permits issued, however, saw a gradual decline until 2011, followed by a strong recovery especially starting in 2013. A relatively lower number of residential development applications in the last three years may indicate that the number of permits will also see a decline, or a leveling off, in the near future.

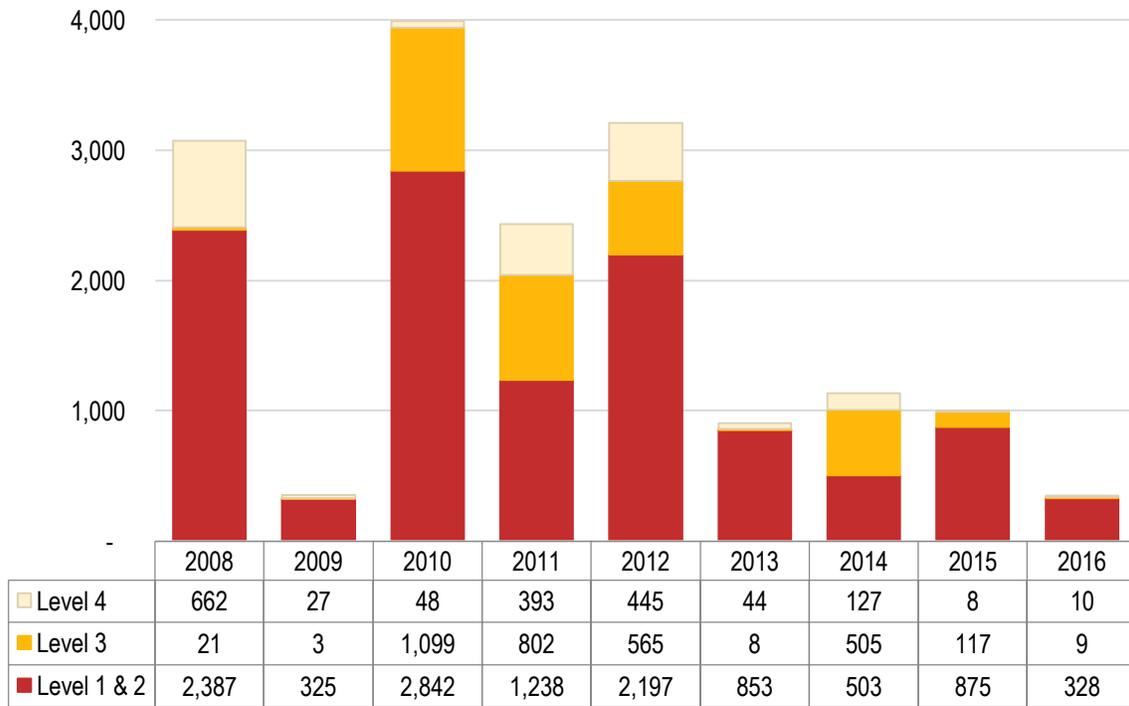
Kent County has had a lower overall rate of development application activity throughout the period. Following the economic downturn in 2008 there was a steep decline in development applications. Applications bounced back in 2015, but dropped again in 2016. There was a much more gradual decline in building permits, which reflect on-the-ground housing activity more directly, and in recent years there has been a gradual return to 2008 levels. From a low in 2010, the number of approved building permits has recovered slowly, with 2016 having the largest number since 2008.

Sussex County saw a similar steep decline in development applications between 2008 and 2011, to a low of under 500 units in 2012. During the same period, however, the number of building permits in the county saw only a slight decline, with a strong recovery starting in 2012. This trend reflects the trend statewide, in which the number of development applications varies considerably, but the number of permits issued for new housing units has recovered steadily since 2009. This may be due to builders waiting to take action on their approved applications longer than they typically would.

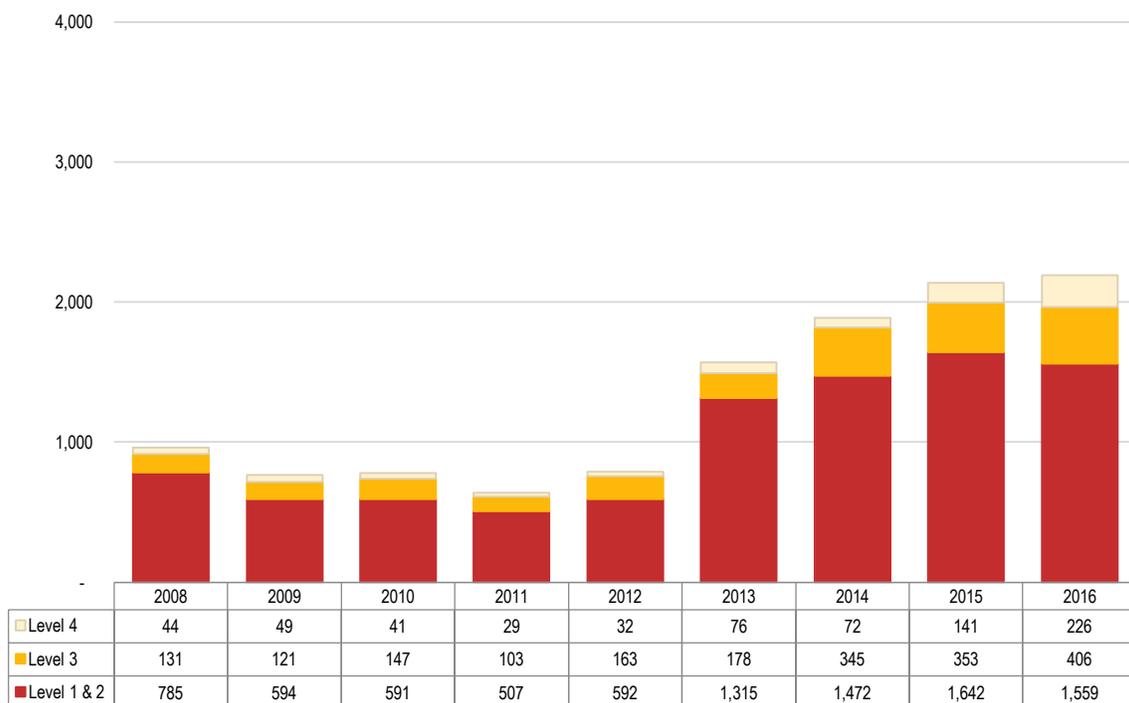
The graphs in Figure 9 present the total number of residential housing units in approved development applications and building permits (by *Strategies* investment level) within each county and the state, throughout the analysis period (2008–2016).

**Figure A.9 Residential Units Based on Development Applications, New Castle County, Kent County, Sussex County, and State of Delaware.**

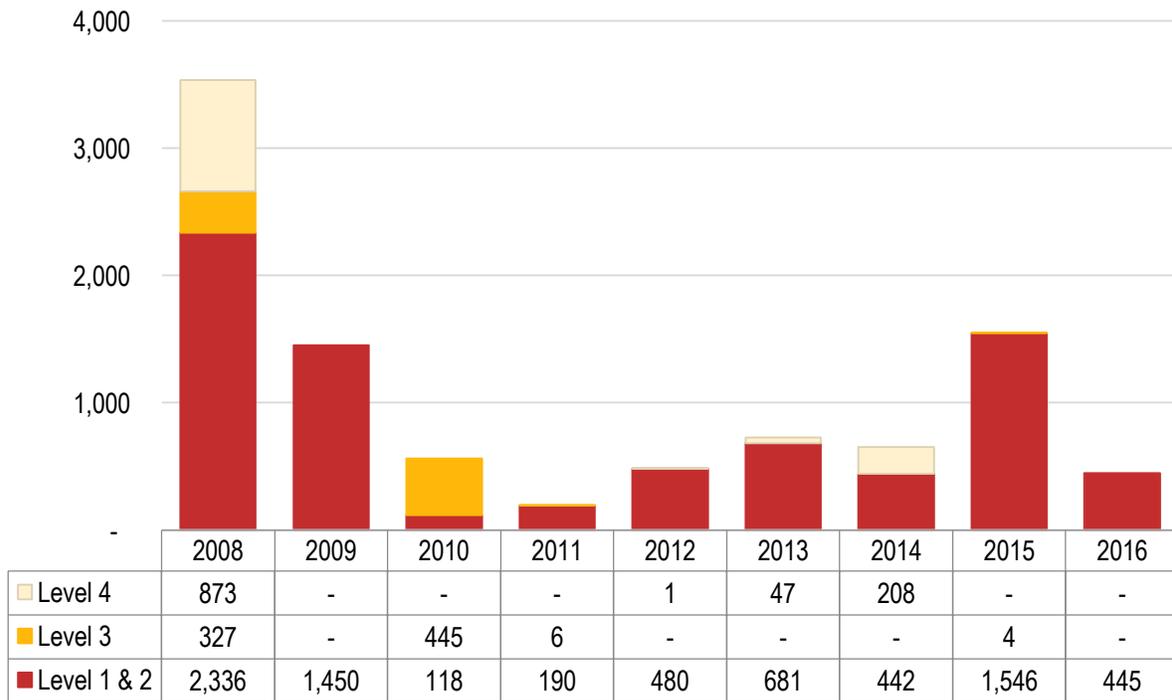
**Development Applications, New Castle County**



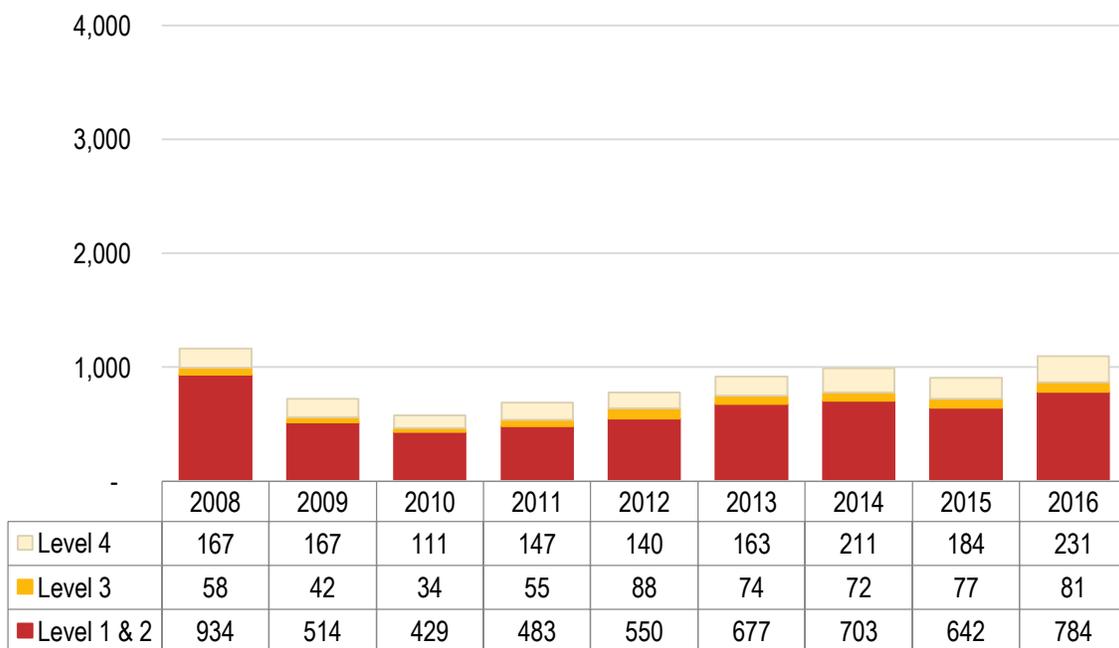
**Building Permits, New Castle County**



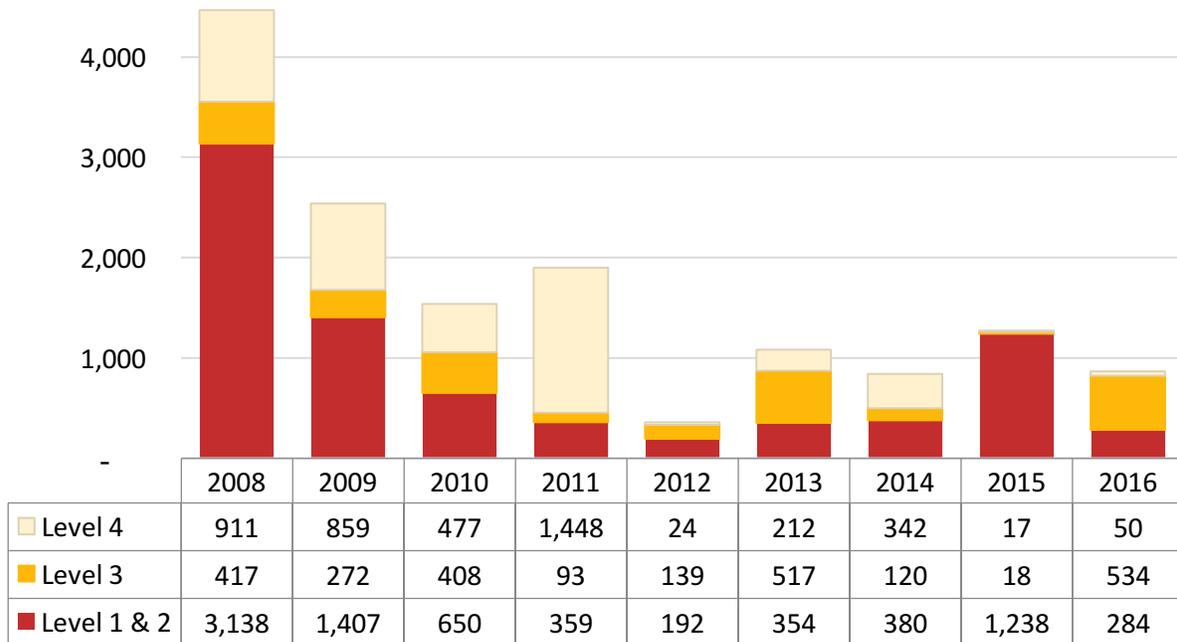
### Development Applications, Kent County



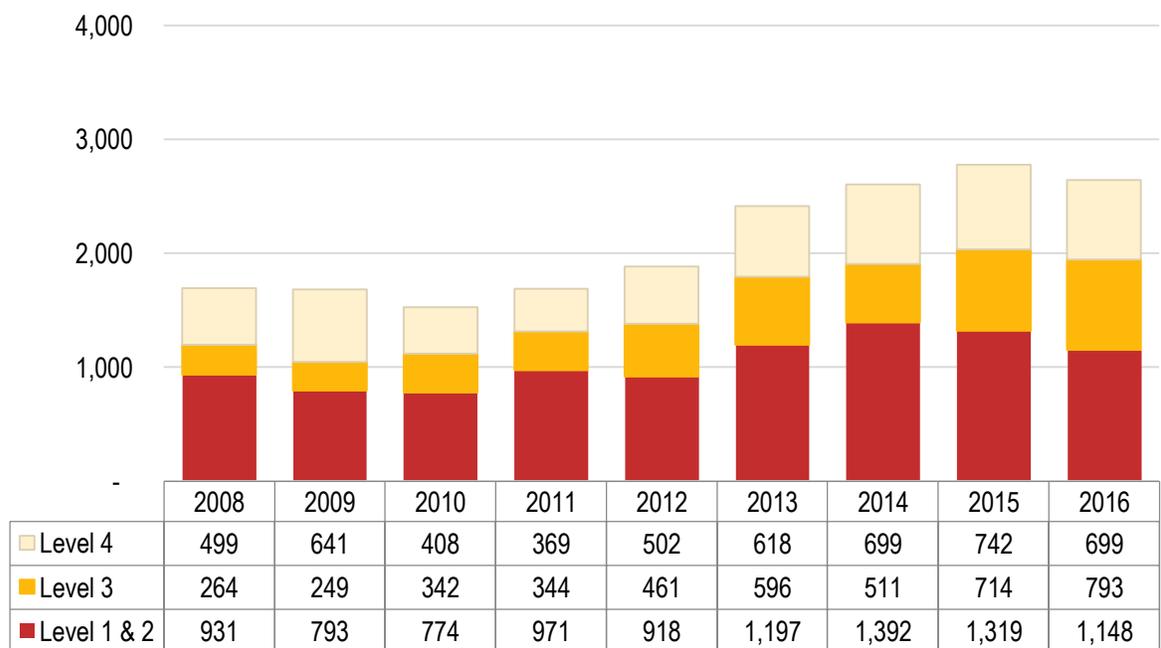
### Building Permits, Kent County



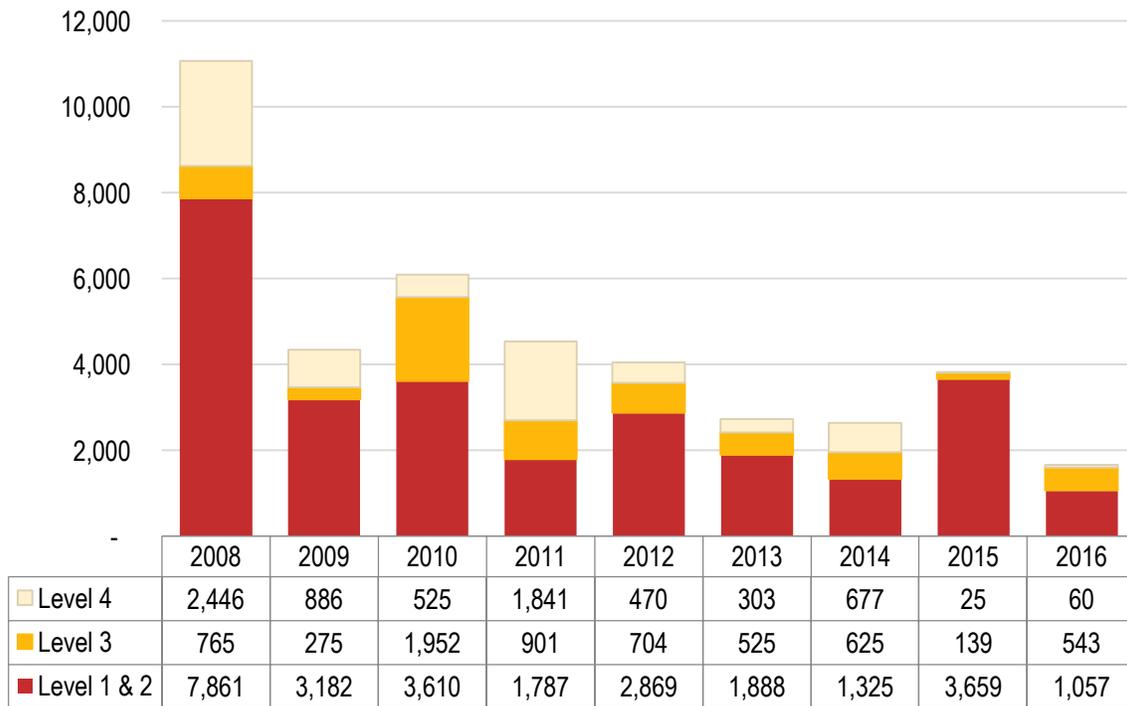
### Development Applications, Sussex County



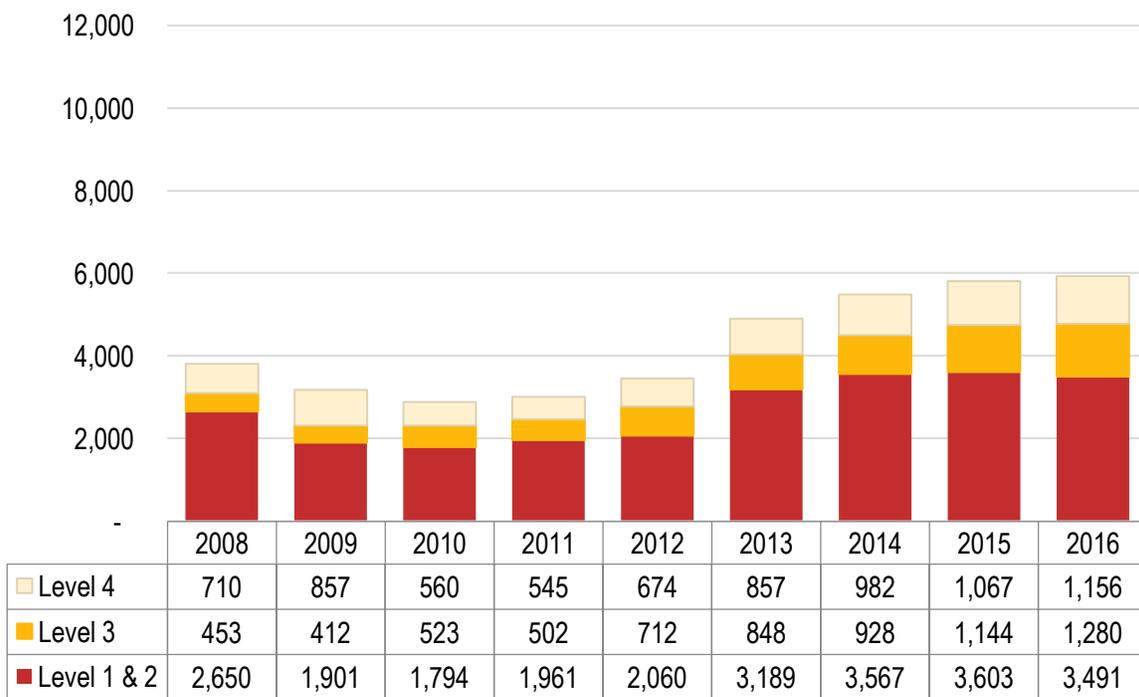
### Building Permits, Sussex County



## Development Applications, State of Delaware



## Building Permits, State of Delaware



The overall decrease and less pronounced recovery in development applications may indicate a decrease in speculative residential development activity, since development applications represent an early stage in the development process. The trend within building permits has been steadier and gradual, reflective of overall economic trends. It is also likely that the building permit cycle reflects a lag of one or more years following the development application phase.

## Non-residential Development

Non-residential development activity as reflected in development applications in the State of Delaware has recently bounced back after a sharp decline from 2011 to 2014, but still remain far below 2008 levels. The peak year of activity was 2011, over the past 8 years following the recession, with dips in the market both before and after that year. The market bottomed in 2014, but in 2016 was still at less than half the square footage of 2011 in terms of applications. In terms of building permits, the story is slightly different. The market rebounded in 2012, following the recession, to levels that actually surpassing 2008, and have dropped but remained relatively strong since then.

Non-residential development activity is focused largely in New Castle County, especially since the 2008 economic crisis, so trends in the state often reflect trends there. After the economic downturn, the number of development applications bounced back in 2011, but has since declined. Compared to 2015, 2016 was a strong year with almost double the activity, but it is still far below the peak year of 2011. In terms of permits, activity has been much more consistent. The past 5 years overall have been strong for permit activity, and 2016 had about as many non-residential permits issued as there were in the pre-recession year of 2008. This is also consistent with the average number per year over the past 5 years.

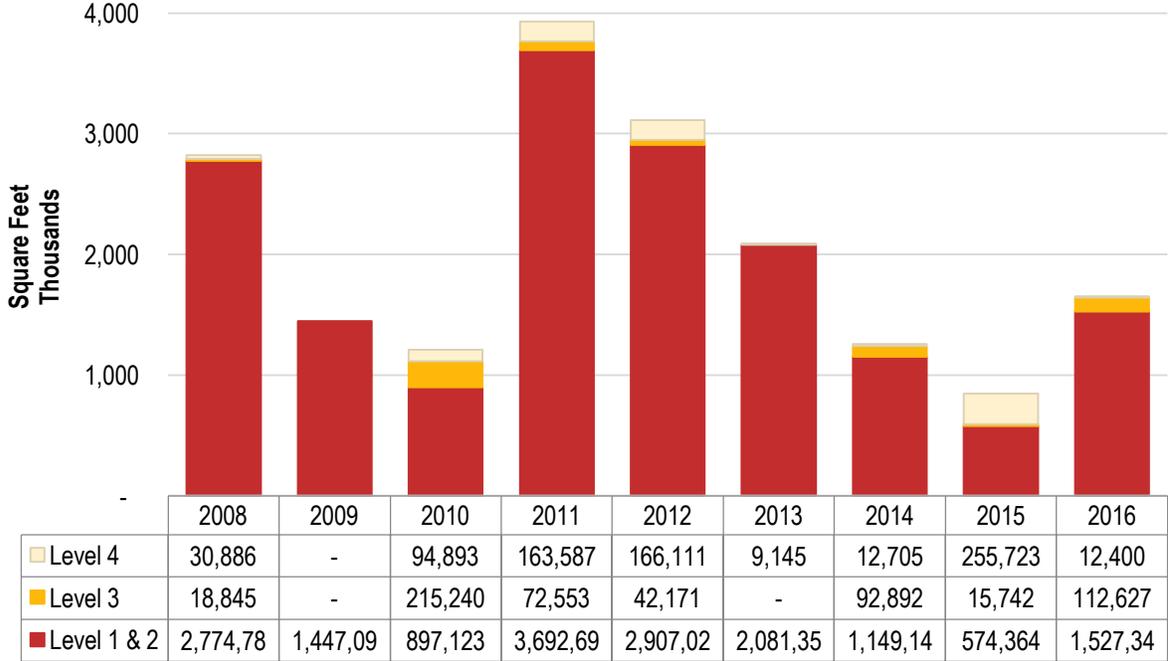
In Kent County, there has been far less non-residential development activity since the economic collapse. Development applications bounced back slightly the past 2 years, but in 2016 they were at about 28 percent of where they were in 2008. They have been consistently low since the recession. In terms of permits, Kent County approved more non-residential projects in 2016 than they have in any year since 2009, up 30 percent year over year. Nonetheless, recent years have consistently had less than half as many permit approvals annually than in 2008.

Sussex County has seen a precipitous drop off since 2008 based on development applications, with almost no activity since 2009 in relative terms. The County has gone from almost 1.3 million square feet in 2008 to an average of just 90,000 per year between 2010 and 2016. In terms of building permits, the story is much different. The number of permits approved in both 2015 and 2016 were actually higher than 2008 and were the second and third highest years since 2008 with only 2012 showing more permit approvals. This may be due to projects that have been approved but were delayed for one reason or another. Permit activity has been relatively strong for the past 5 years, with an average of 940,000 permits annually during that time.

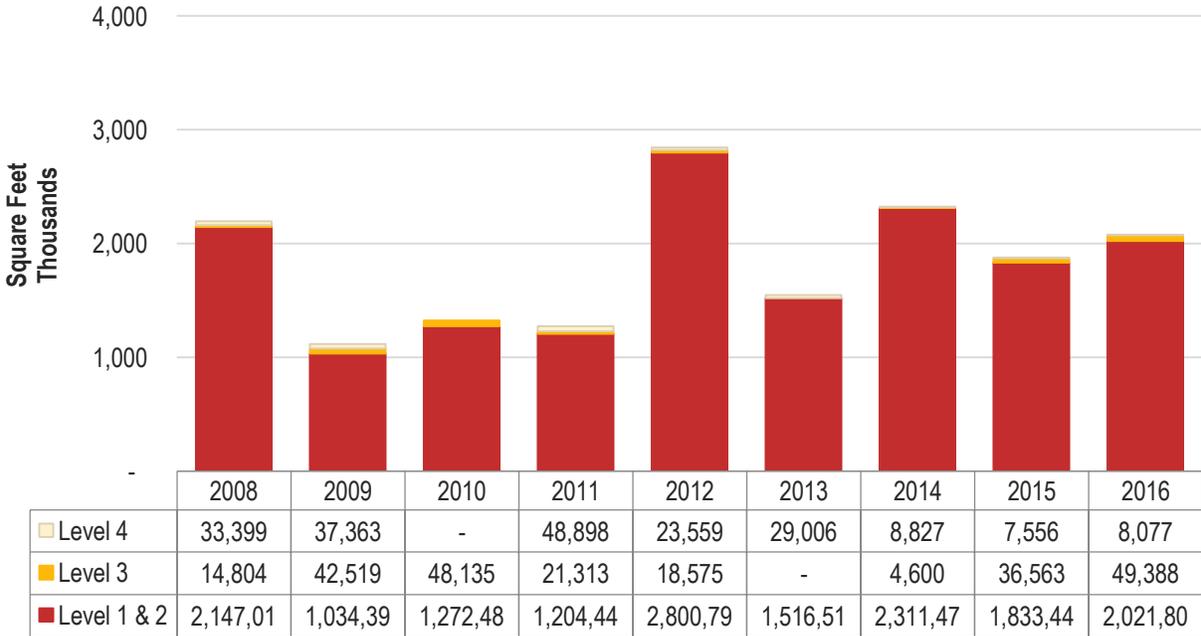
Figure 10 shows the amount of square footage permitted in each county and the state, by investment level, for both development applications and building permits.

**Figure A.10 Non-residential Square-footage Based on Development Applications and Building Permits, New Castle County, Kent County, Sussex County, and State of Delaware.**

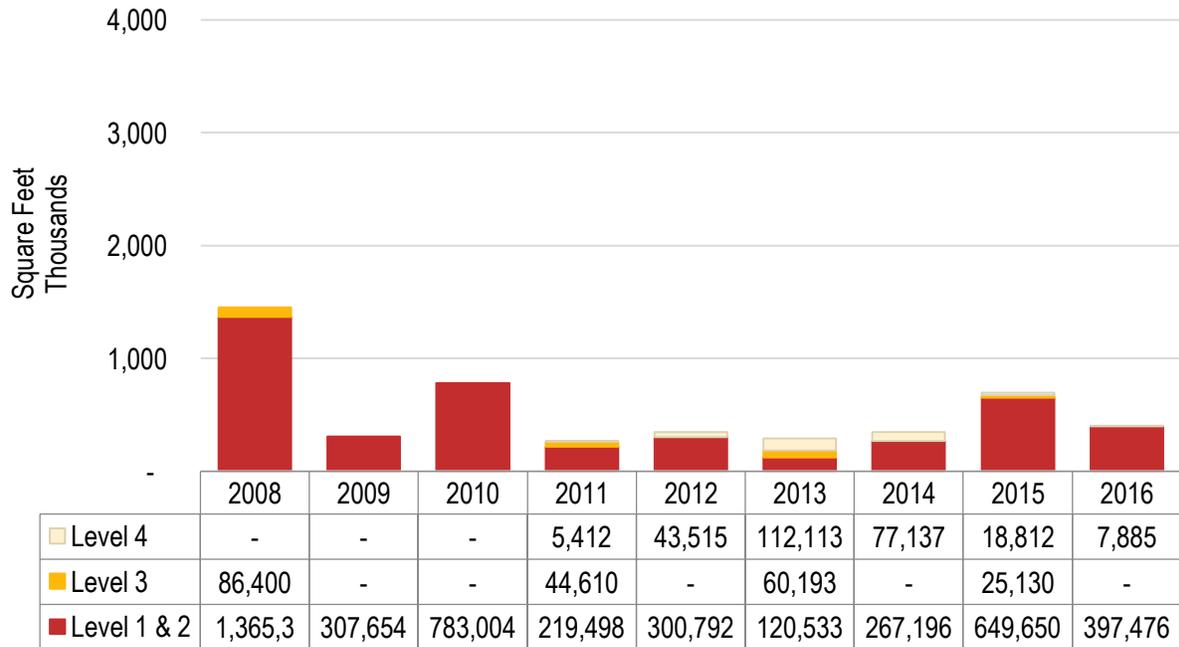
**Development Applications, New Castle County**



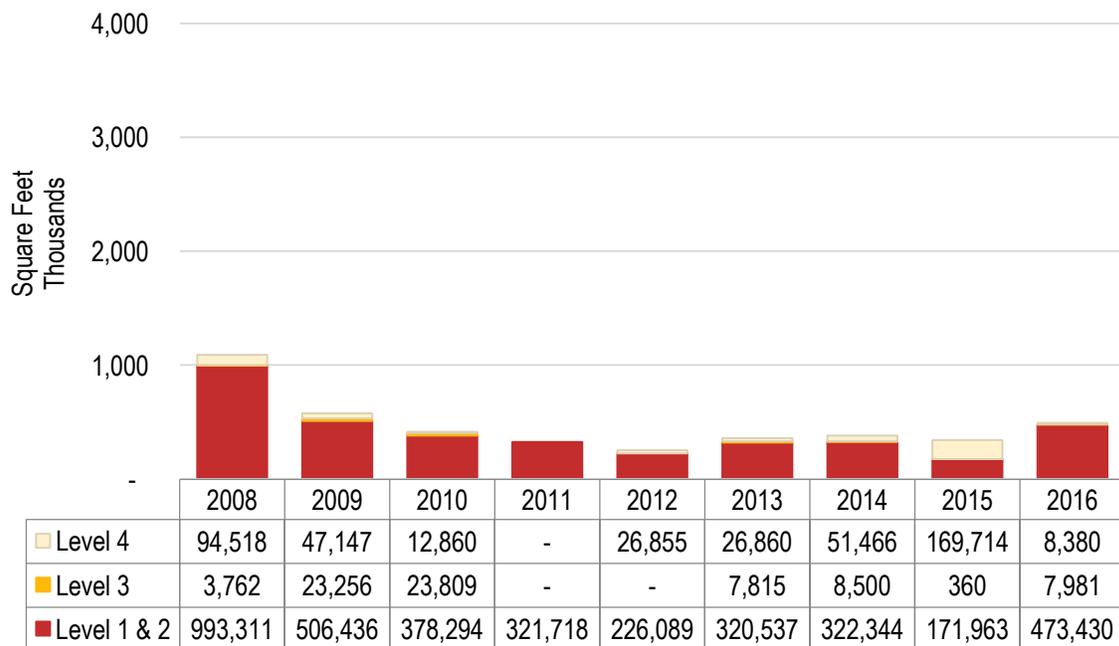
**Building Permits, New Castle County**



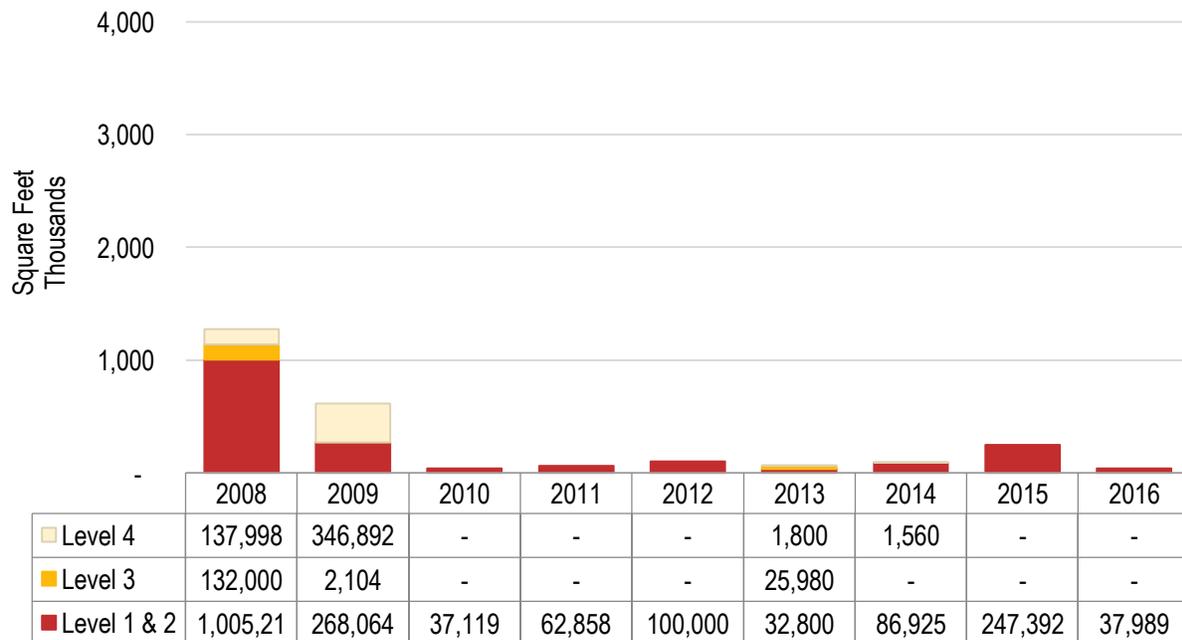
### Development Applications, Kent County



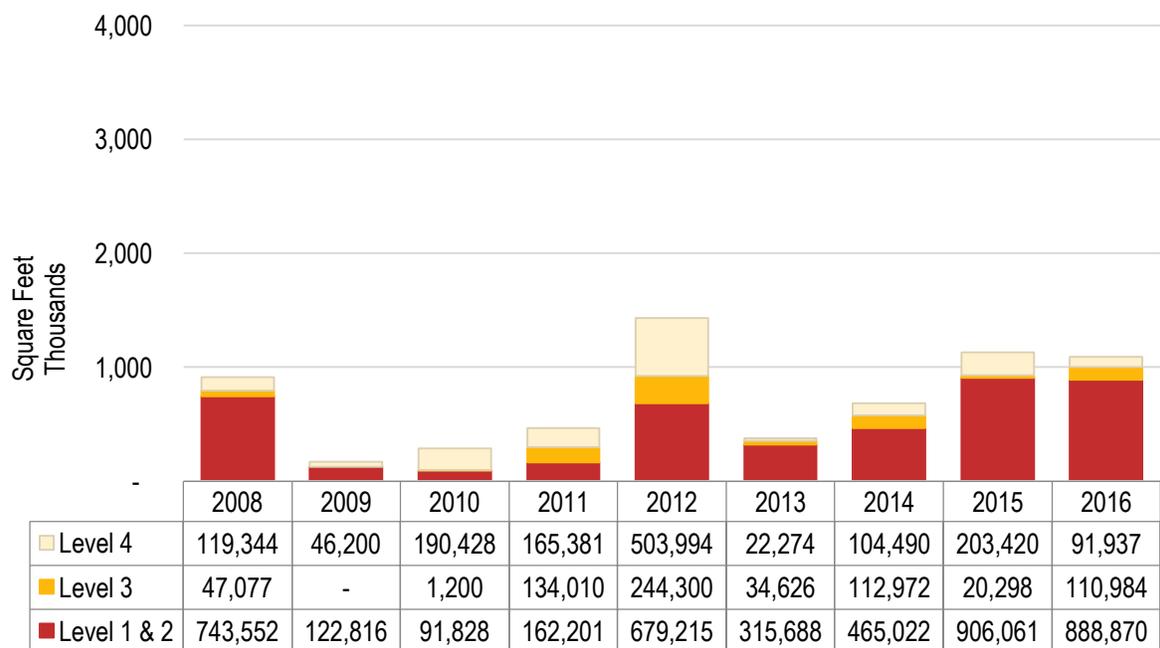
### Building Permit, Kent County



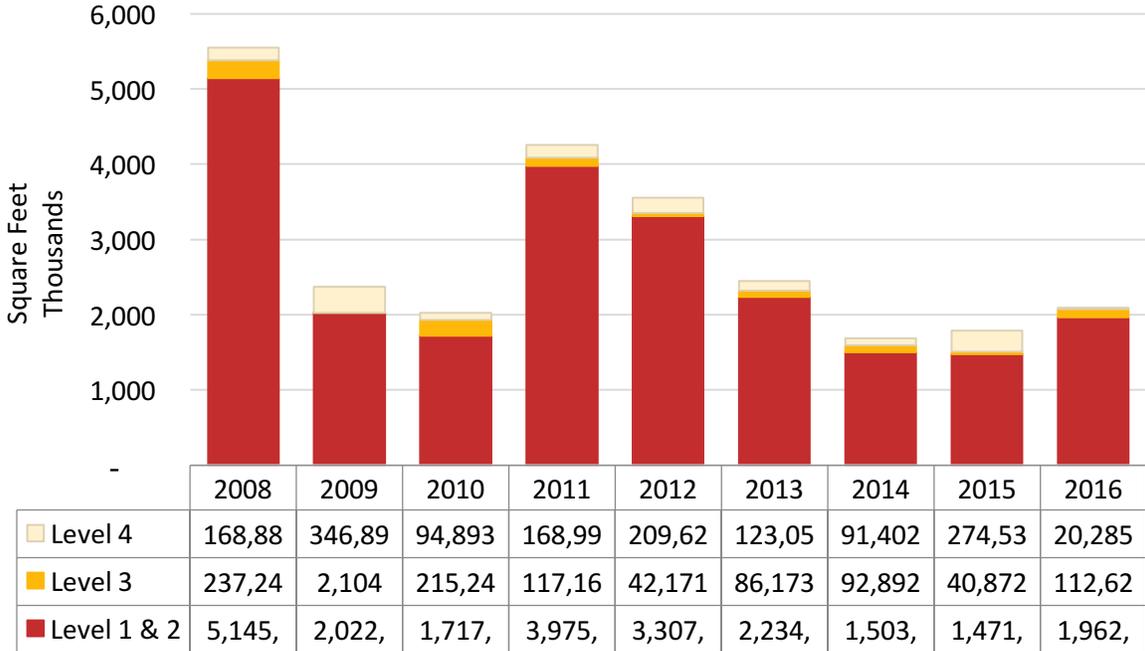
### Development Applications, Sussex County



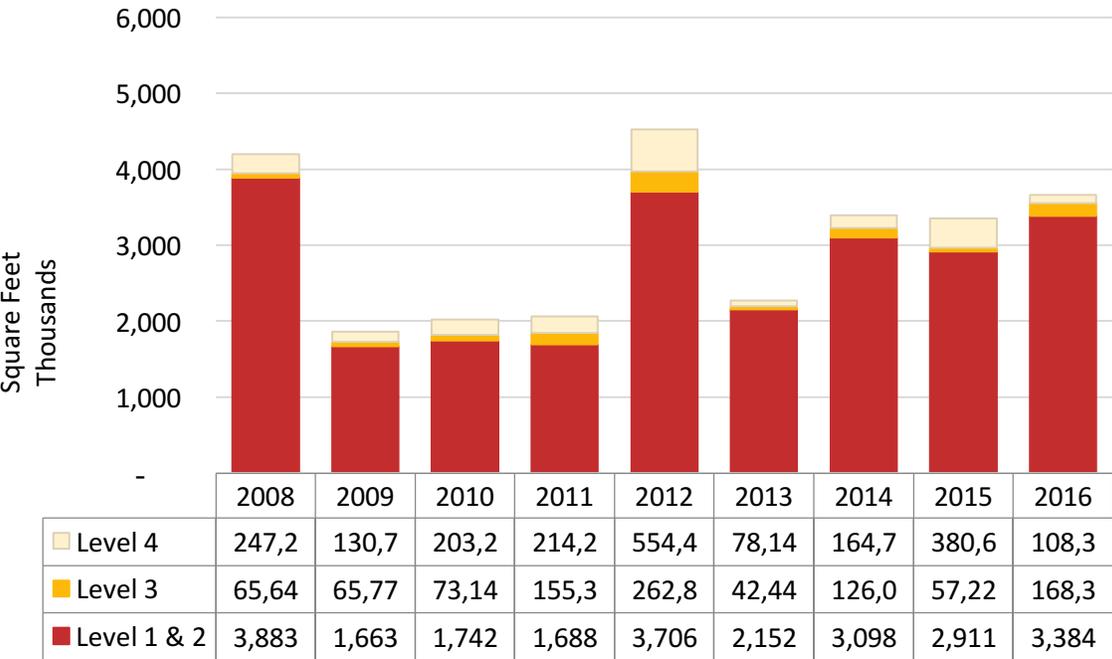
### Building Permits, Sussex County



**Development Applications, State of Delaware**



**Building Permits, State of Delaware**



## Concurrence with Growth Policies

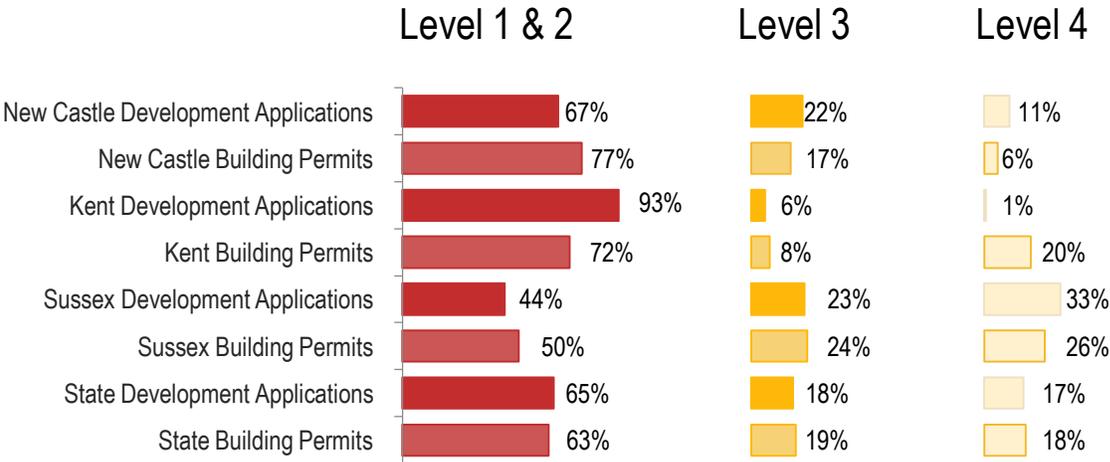
The location of new development depends on many factors, including state infrastructure investments, county and municipal land use plans, local development regulations, real estate market demands, lending practices, individual land developers, and consumer preferences. The *Strategies* sets forth priorities for growth as defined by state agencies.

By indicating where the state is most liable to invest in infrastructure and other services, the *Strategies* aims to guide growth to where it is most suited. The locations of development applications and building permits are metrics that allows the effectiveness of those policies to be assessed.

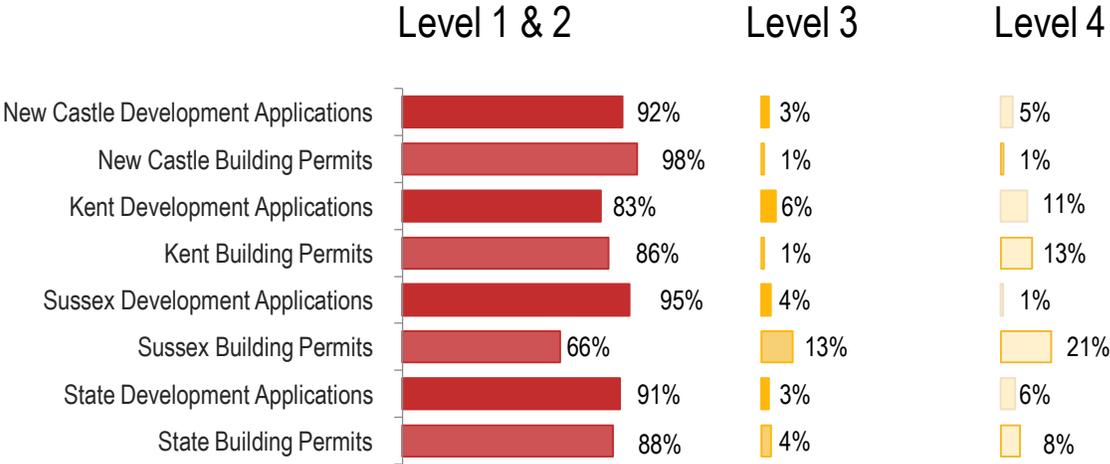
When development, as measured by development applications and building permits, occurs in areas where the state seeks to foster growth, and conversely, does not occur in those areas where it is felt development should not occur, it may be inferred that the policies are succeeding.

The following figures illustrate the proportions of development applications and building permits for residential development, expressed in number of housing units (Figure A.11) and for non-residential development, expressed as the amount of square footage (Figure A.12), over the past six years (2011 to 2016). The greater the proportion of development proposed in primary and secondary growth zones (Levels 1 & 2 and Level 3, respectively), the more closely the development is in agreement with the goals set out in the *State Strategies*. Conversely, relatively higher amounts of development proposed in Level 4 areas indicates that the *State Strategies* are not being followed as closely.

**Figure A.11 Residential Units Based on Development Applications and Building Permits, percentage by Investment Level, 2011–2016, New Castle County, Kent County, Sussex County, and State of Delaware**



**Figure A.12 Non-residential Square Footage Based on Development Applications and Building Permits, percentage by Investment Level, 2011–2016, New Castle County, Kent County, Sussex County, and State of Delaware**



As might be expected, the degree to which development applications and building permits agree with the *Strategies* tends to be higher in non-residential development, which typically clusters more closely around existing development and infrastructure. The relatively large portion of non-residential development, based on percentage, occurring in non-growth areas of Kent and Sussex Counties is also skewed somewhat by the much lower overall degree of non-residential development there.

Table A.13 summarizes the number of residential units and non-residential square footage represented in all development applications for the six-year period from 2011 to 2016.

**Table A.13 Summary of Development Application Activity by County and Investment Level, 2011–2016**

County	Levels 1 & 2	Level 3	Level 4	% in growth zones	% outside growth zones
<b>Residential Units</b>					
New Castle County	5,994	2,006	1,027	89%	11%
Kent County	3,784	10	256	94%	6%
Sussex County	2,807	1,421	2,093	67%	33%
<b>Non-Residential Square Footage</b>					
New Castle County	11,931,928	335,985	619,671	95%	5%
Kent County	1,955,145	129,933	264,874	89%	11%
Sussex County	567,964	25,980	3,360	99%	1%

Based on development applications, residential growth in New Castle County focused largely in areas where it is encouraged (Levels 1 & 2, Level 3), with 89 percent of units targeted there. Kent County also

had a high percentage (94%) of residential units in growth zones, while Sussex County had a very high number of residential units in Level 4 areas with 33 percent.

With regard to non-residential development, there is a higher degree of agreement with the *Strategies*, with 95 percent, 89 percent, and 99 percent of total square footage in development applications occurring in growth zones in New Castle, Kent, and Sussex Counties, respectively. However, it is worth noting that the 11 percent of applications in Level 4 areas in Kent County represents a higher number than is typical in those areas.

Table A.14 summarizes the number of residential units and non-residential square footage represented in all building permits for the six-year period from 2011 to 2016.

**Table A.14 Summary of Building Permit Activity by County and Investment Level, 2011–2016**

County	Levels 1 & 2	Level 3	Level 4	% in growth zones	% outside growth zones
<b>Residential Units</b>					
New Castle County	7,087	1,548	576	94%	6%
Kent County	3,839	447	1,076	80%	20%
Sussex County	6,945	3,419	3,629	74%	26%
<b>Non-Residential Square Footage</b>					
New Castle County	11,688,462	130,439	125,923	99%	1%
Kent County	1,836,081	24,656	283,275	87%	13%
Sussex County	3,417,057	657,190	1,091,496	79%	21%

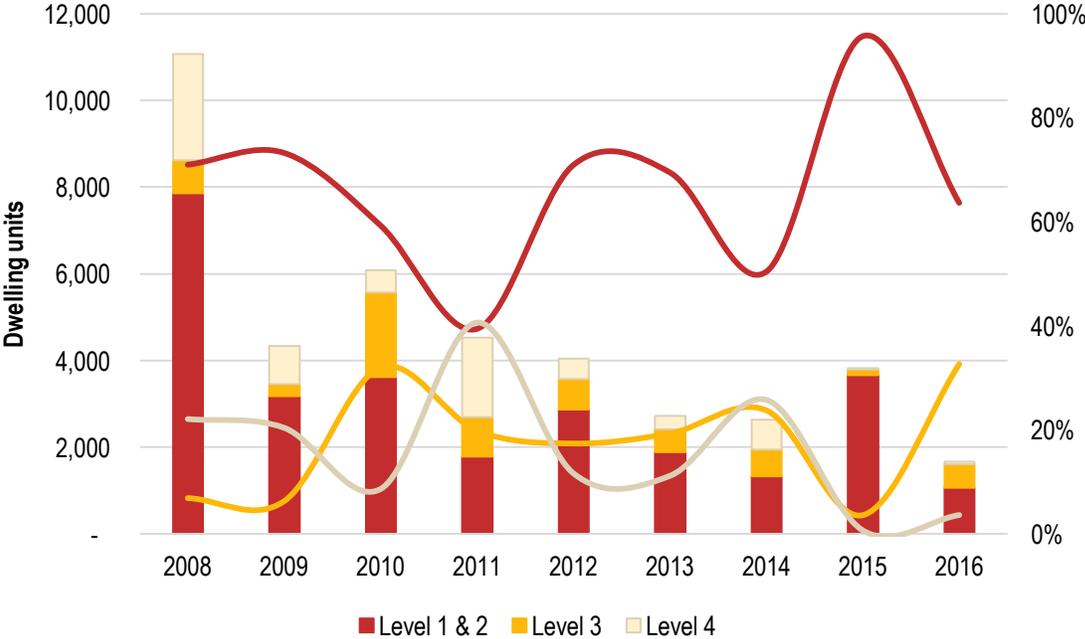
Based on residential building permits, New Castle County again had the highest percentage of growth (95%) focused in designated growth zones by a large margin. Kent and Sussex Counties had much lower proportions of residential units in growth zones, at 80 percent and 74 percent, respectively. In Sussex County alone, the permits issued in Level 3 and 4 zones made up over 50 percent of the total for the County and 25 percent of the total statewide.

Nearly all non-residential square footage in New Castle County (99%) was targeted in growth zones based on building permit activity. In Kent County, a lower proportion of non-residential growth (87%) was directed at growth areas, while in Sussex County, the proportion was 73 percent. Similar to residential permits, the amount of growth in Level 3 and 4 areas in Sussex County had a large impact overall as permits issued in these areas represented 34 percent of the county total and 9 percent of the state total.

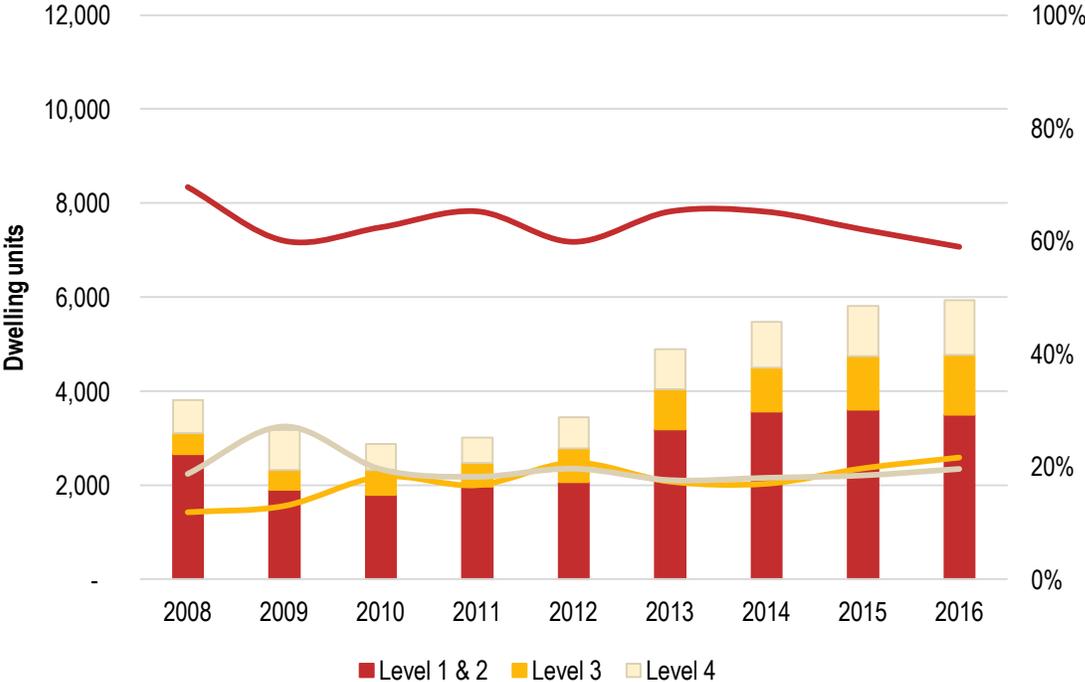
The following two figures show the statewide amount and percentage, by investment level, of both residential (Figure A.13) and non-residential (Figure A.14) development, as represented in development applications and building permits. The percentages are represented by the lines on the graphs, plotted against the vertical axis on the right side of each graph.

**Figure A.13 Residential Housing Units (Number and Percentage) Permitted, by State Strategies Investment Zones, in the State of Delaware**

**Development Applications**

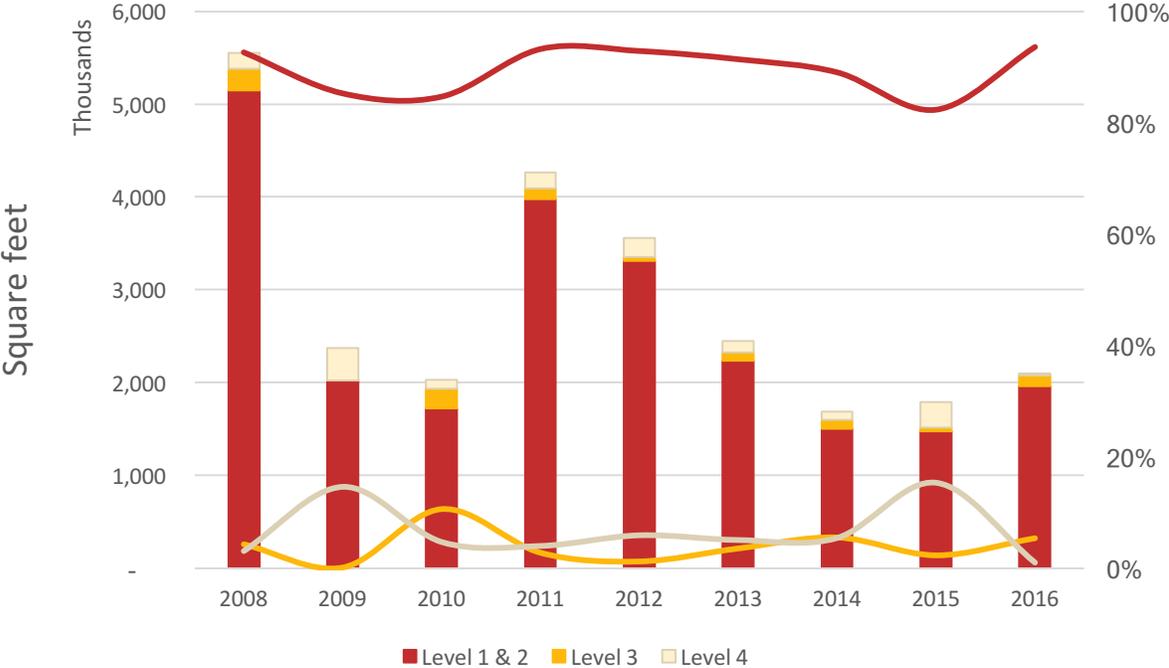


**Building Permits**

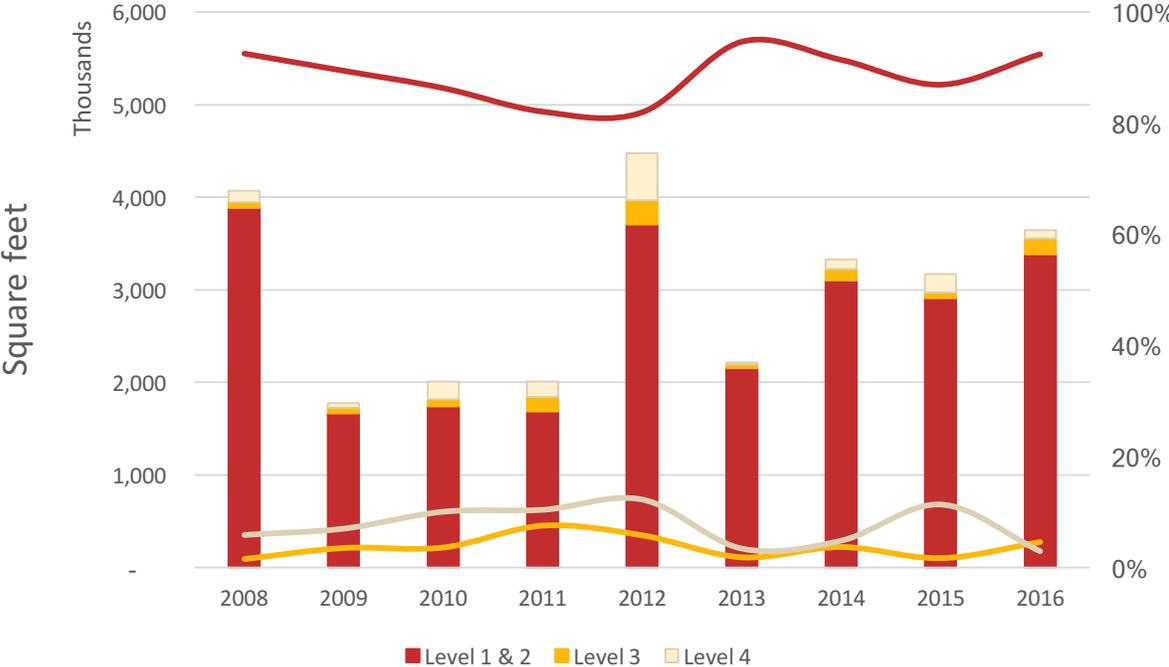


**Figure A.14 Non-residential Square Footage (Number and Percentage) Permitted, by State Strategies Investment Zones, in the State of Delaware**

**Development Applications**



**Building Permits**



Statewide, development applications in growth zones have remained fairly consistent overall since 2008 for both residential and non-residential applications. The significant shifts in this area in recent years has been more non-residential applications in Level 4 areas in Kent County and fewer in Sussex County. The opposite was true for residential applications, with more applications in Levels 3 and 4 in Sussex in recent years, while there have been fewer in Kent County during that time.

Several trends emerge relating to development activity in the state during the period from 2008 to 2016. Overall, 2008 saw a high number of development applications and building permits, both residential (expressed in number of proposed units) and commercial (expressed in total square footage). In the recessionary period of the years following the housing market downturn, levels of development application and building permit activity tended to be lower, with some recovery in later years. This initial recovery was in some cases tempered by a drop-off in development activity (as measured by development applications and building permits) in subsequent years.

Residential development applications in the years following the onset of the recession in 2008 saw lower levels without a clear trend (up or down) through 2016 (though the year with the fewest residential development applications corresponded to the last year of analysis). Building permits, which measure current (as opposed to future) residential projects reflect a consistent and steady increase in number of units through 2016, with some leveling-off in later years.

Statewide, non-residential development applications experienced a significant drop-off immediately after their height in 2008, with marked recovery in square footage planned in 2011. Subsequent years saw a clear decrease in the square footage in development applications, through 2014–2015, after which, in 2016 there was again a slight increase.

Based on building permits, non-residential development (i.e., square footage) saw a large jump in 2012, after 3 years of much lower intensity. Since 2012, non-residential development, as expressed in permitted square footage, has increased each year through 2016.

Overall, building trends as indicated by recent levels of development applications and building permits indicate a fairly robust recovery from the severe slowdown of building that occurred during the recent major recession. While this is positive in terms of economic development in the state, the percentage of residential development occurring outside planning growth areas (Levels 1 and 2 as defined by the *Strategies*), remains a concern, particularly in Kent and Sussex Counties. Non-residential development has been and continues to be focused to a higher degree in designated growth zones, as reflected in the high percentage of applications and permits there.

## 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 Esri. The best available spatial datasets were identified and used in order to perform the analysis and compare development activity relative to the 2015 *Strategies for State Policies and Spending* investment levels.

The OSPC obtained development application and building permit data from Delaware's municipalities and counties for each year from 2008 onward. These data form the basis for the spatial analysis. For each building permit or development application, the data included parcel identification, the number of residential units and/or amount of non-residential square-footage associated with the permit or application. In some cases, street address or other locational information (e.g., subdivision name, crossroads, etc.) pertaining to the particular permit or application was included. All development data were structured and compiled into a single, consistent data set in Esri Geodatabase format.

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.

# 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 (FY) 2017, the Department of Education’s capital expenditures for public education equaled \$76.4 million, which included \$8 million 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 \$1.38 billion in FY17, which represented approximately one third of Delaware’s General Fund budget.

**Table B.1 Public Education Trends and Indicators FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Total Enrollment*</b>	131,029	132,841	134,442	135,517	136,706
<b>Charter School Enrollment</b>	10,438	11,078	12,521	14,112	15,030
<b>State Portion, Public Education Operating Budget (in thousands)</b>	\$1,168,662.8	\$1,217,757.5	\$1,267,581.1	\$1,305,084.2	\$1,379,643.5
<b>State Portion, Education Bond Bill</b>	\$119,800,000	\$103,621,200	\$90,601,237	\$71,269,200	76,424,600
<b>State Portion, New Construction and Land Acquisition**</b>	\$71,194,800	\$55,542,500	\$19,983,900	\$7,835,100	\$8,028,200
<b>New Schools Opened&lt;&lt;</b>	3	0	1	0	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.

<< 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 131,029 during the 2012–13 school year to 136,706 in the 2016–17 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, one new elementary school is scheduled to open in the fall of 2017 in the Cape Henlopen School District. A new Sussex Consortium school is also under construction in the Cape Henlopen District, and is scheduled to open in the fall of 2019. One new elementary school in Laurel School District is under construction and scheduled to open in the fall of 2018. In order to maximize the benefits to the communities and leverage state and local school-district investments, these facilities are located in Levels 1, 2, or 3 of the *Strategies for State Policies and Spending*.

## Infrastructure

### Trails and Pathways

Since 2011, the State has had a renewed emphasis on 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. Investing in trails and pathways 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. There is also a growing body of evidence that “active transportation” in the form of walking and cycling has significant health benefits. All of these benefits show how this infrastructure investment improves the quality of life for Delaware’s citizens.

**Table B.2 Trails and Pathways Funding FY12–18, in millions**

Agency	FY12	FY13	FY14	FY15	FY16	FY17	FY18	Total
DNREC	\$7	\$3	\$3	\$2.7	\$3	\$2.5	\$0	\$21.2
DeIDOT	\$0	\$10.3	\$3	\$8	\$3.4	\$5.4	\$8	\$21
<b>Total</b>	<b>\$7</b>	<b>\$13.3</b>	<b>\$3.3</b>	<b>\$3.5</b>	<b>\$6.4</b>	<b>\$7.9</b>	<b>\$8</b>	<b>\$42.2</b>

The following table details the projects that have been completed since 2011 and those that are currently under construction by the Delaware Department of Transportation (DeIDOT) or the Delaware Department of Natural Resources and Environmental Control (DNREC). Numerous other projects are in the design and concept planning stages.

**Table B.3 Trail Project Summary and Status**

<b>Name</b>	<b>Summary and Status</b>
<b>New Castle County</b>	
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. Completed.
C&D Canal, Mainline to MD Border	Section of trail connecting west end of C&D Canal trail to MD state line. South Lums Pond trailhead and Tier 2 access roads. Final trail segment and trailhead under construction. Completed
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 10th Street. Completed.
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 bids opened July 30, 2016. Construction underway, anticipated to be completed in 2019.
Tri-Valley Trail Phase I	A 1.8-mile paved trail connecting Thompson Station/Paper Mill Road intersection with Smith Mill/Paper Mill Road intersection. Construction underway. Anticipated completion fall 2017.
<b>Kent County</b>	
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 Delaware Public Archives Building to Loockerman Street. Completed
Capital City Trail Phase III	Extends multi-use trail. Completed.
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. Completed.
Delaware State University (DSU)	Working with DSU to install pedestrian safety improvements along Route 13 adjacent to campus. Completed.
West Street Trail	Multi-use pathway to connect DART facility on Water Street to existing trail along North Street. Construction scheduled to begin in spring 2018.
Brecknock Park Trail	Multi-use pathway that extends trail along West Dover Connector to entrance of Brecknock Park. Construction scheduled for summer 2018
US13 Sidewalk Improvements	Construction of sidewalk along US13 from Leipsic Road to Townsend Blvd. Construction scheduled for late summer 2018.
Senator Bikeway	Multi-use pathway along Route 8 from Saulsbury Road to West Street. Construction scheduled for summer 2018.
Capital City Trail, Gateway Shopping Center to South State Street	Extension of the Capital City Trail from shopping center to South State Street. Construction scheduled for spring 2019.

Name	Summary and Status
<b>Sussex County</b>	
Garfield Parkway Pedestrian and Bicycle Improvements	Pedestrian and bicycle improvements along Garfield Parkway from SR1 to Atlantic Avenue. Completed.
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. Completed.
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. Completed.
Georgetown to Lewes Trail Phase II	Extension of trail along rail line from Savannah Road to Minos Conway Road. Construction scheduled for fall 2018.
Junction & Breakwater Trail, Rehoboth Extension	Multi-use pathway that connects trail at Hebron Road to Rehoboth Avenue near round-a-bout. Construction scheduled for spring 2019.

## Roads and Bridges

DelDOT 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 FY17, DelDOT made capital expenditures of over \$217.4 million in state funds to address Delaware's transportation needs. Total capital spending in FY17 was more than \$433.3 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. Ridership of the Septa R2 rail line has decreased during the last fiscal year, and the Dart fixed-route service ridership decreased for the fifth fiscal year in a row. Paratransit ridership also decreased this past fiscal year from last year's 981 thousand trips to 953 thousand trips.

**Table B.4 Transportation Trends and Indicators FY13–17**

	FY13	FY14	FY15	FY16	FY17
Licensed Drivers	666,515	672,744	681,165	750,601	721,561
Registered Motor Vehicles*	837,214	855,051	879,138	901,256	921,850
Vehicle Miles Traveled* (billions)	9.1	9.3	9.5	10.1	10.3
DART R2 Rail Ridership	1,066,698	1,225,507	1,273,590	1,240,830	1,128,094
DART Fixed Route Ridership (millions)	10.2	9.9	9.3	8.4	7.5
Paratransit Ridership	1,232,098	1,018,249	998,920	981,677	953,234
Transportation Trust Fund Revenues (thousands)	\$506,955	\$533,600	\$507,724	\$530,610	\$553,322 (unaudited)

	FY13	FY14	FY15	FY16	FY17
State Capital Expenditures (thousands)	\$188,030	\$170,970	\$135,597	\$196,685**	\$217,435**
Federal Capital Expenditures (thousands)	\$214,535	\$201,257	\$236,919	\$217,650	\$215,920
Total Capital Expenditures (thousands)	\$402,565	\$372,227	\$372,516	\$414,335**	\$433,355**

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

\* Data for calendar year (CY17 is projected)

\*\*Without US 301 (State Capital Expenditures with US 301 equal \$346,999, for a total of \$562,919)

## 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 FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Projects Funded</b>	6	2	2, +1 increase	9	9
<b>Water Pollution Control Funds (State)</b>	\$7,683,817	\$137,500	\$1,283,892	\$4,156,183	\$2,650,003
<b>Water Pollution Control Funds (Federal)</b>	\$38,419,090	\$687,500	\$6,419,458	\$20,780,914	\$13,250,017
<b>Water Pollution Control Funds (Total)</b>	\$46,102,907	\$825,000	\$7,703,350	\$24,937,097	\$15,900,020
<b>21st Century Wastewater Fund*</b>	\$0	\$0	\$1,468,000	\$1,583,560	\$621,650

Source: DNREC Financial Assistance Branch

\* State Funds

## 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 FY17, the state provided \$8,287,325 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 FY17.

**Table B.6 State Paramedic Program Funding FY13–17**

	<b>FY13</b>	<b>FY14</b>	<b>FY15</b>	<b>FY16</b>	<b>FY17*</b>
<b>State Portion</b>	30%	30%	30%	30%	30%
<b>New Castle</b>	\$4,258,254	\$5,227,658	\$4,795,792	\$5,191,588	\$3,804,321
<b>Kent</b>	\$1,416,538	\$1,432,155	\$1,465,162	\$1,515,794	\$1,253,508
<b>Sussex</b>	\$3,895,153	\$4,193,621	\$4,174,649	\$4,051,517	\$3,229,496
<b>Total</b>	\$9,569,945	\$10,853,434	\$10,435,603	\$10,758,899	\$8,287,325

Source: Delaware Office of Management and Budget

\* FY17 reflects three quarters only. Final expenditures were not available at time of publication.

\*\* The totals for FY13–FY15 have been revised by OMB and DHSS to ensure consistency in the data reported.

## State Police

The Delaware State Police provides statewide public safety services. The agency assists all local and county police agencies with specialized police and investigative services. The agency has the primary responsibility for enforcing traffic laws on Delaware’s major roadways. In addition, the Delaware State Police is the agency responsible for providing police protection for residents of unincorporated Kent and Sussex Counties, as well as for small towns that lack municipal police departments. Due to population growth in the unincorporated areas (and small towns) in both counties, the Delaware State Police have primary responsibility for protecting approximately 58 percent of the population in Kent County and 79 percent of the population in Sussex County (as per 2010 Census 100 percent population count data).

Sussex County and the State share the cost of providing additional troopers to patrol in that county. In FY17, the State and Sussex County shared the cost of 44 troopers at a cost of \$2 million to Sussex and \$2.8 million to the State. As a part of Governor Carney’s budget reset, the terms of this cost sharing arrangement were revised for the FY18 budget to more accurately reflect the true cost of salaries and other expenses. Sussex County will be assuming approximately \$700,000 more as their share of the cost for these troopers in the upcoming fiscal year (FY18).

From FY13 through FY17, the funding necessary to support the State Police has steadily increased from \$102,277,600 in FY13 to \$114,757,600 in FY17. In addition, the number of personnel employed to meet Delaware’s public safety needs has increased from 954 in FY13 to 965 in FY17 (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 7 facility in Lewes, as the facility is overcrowded and has significant maintenance and renovation needs. Funding to support a study, land acquisition, and design have been appropriated. Land acquisition for the new Troop 7 facility was completed in May of 2015, design is anticipated to be completed in FY17, and construction is anticipated to begin in FY19. The total cost of this project will be at least \$20,050,000.

**Table B.7 State Police Personnel and Budget FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Total Employees*</b>	954	960	961	960	965
<b>Budget (thousands)</b>	\$102,277.6	\$110,557.6	\$112,289.6	\$111,505.1	\$114,757.6

Source: Delaware Office of Management and Budget

\* Includes both troopers and civilian staff

\*\* State Police budget reported is General Fund only and excludes the Closed State Police Pension Plan. All fiscal years have been adjusted downward to exclude the Closed State Police Pension Plan.

## 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 169 farms, totaling over 16,500 acres. This has been accomplished using a combination of federal, state, and local funds.

The Aglands Preservation Foundation chooses farms to preserve based on the percentage discount that the owners offer from the appraised value of their farms' development rights. For example, if a farm's development rights value is worth \$1,000,000 and the owner is willing to sell those rights for \$400,000, this is a 60 percent discount (donation). The farms with the highest percentage discounts are preserved. Over the 21-year history of the Aglands Preservation Program, landowners have discounted (donated) on average 56 percent of their farms' development rights value and over the past five years the average discount has risen to 67 percent. Since the program's inception, landowners have received payments totaling \$216 million and donated \$293 million.

In FY17, the program selected 34 farms to preserve comprising over 3,000 acres; these easements will settle during FY18. The cost per acre of farmland easement has decreased significantly, from a peak of \$6,624 per acre in FY07 to \$1,220 per acre in FY16, but rose slightly to \$1,375 in FY17. The easement value is partially based on the appraised market value of the land for "highest and best use," which is usually housing development. This overall decrease can be attributed to the state of the economy over the past several years in general, and, more specifically, to the reduced demand for new housing and land-development projects in rural areas; however, the recent improvement in the housing market is reflected in the higher easement values for FY17.

The Department of Agriculture continues to seek additional funding sources for the program. In FY14, the program received nearly \$520,000 from Ducks Unlimited to help purchase easements on farms that contain forested wetlands; these funds helped to purchase 5 easements between FY14 and FY16. In FY17, the Department of Agriculture successfully reached agreement with the USDA Natural Resources Conservation Service (NRCS) to utilize federal Agricultural Conservation Easement Program (ACEP)

funding to help preserve easements. Delaware utilized over \$49 million of NRCS funds prior to FY15, but did not utilize ACEP funds in FY15 and FY16 due to new federal regulations that were not compatible with the state’s program. The addition of these federal funds will enable Delaware to preserve more farms. Similarly, Delaware is now eligible to utilize Department of Defense Readiness and Environmental Protection Integration (REPI) funds from the Patuxent River Naval Air Station for easements in southwestern Sussex County. These federal funds are used to protect lands around military installations and within their testing areas and flight paths.

**Table B.8 Farmland Preservation by Easement FY13-17**

	FY13	FY14	FY15	FY16***	FY17****
<b>Farms Preserved</b>	63	43	13	16	34
<b>Acres Preserved</b>	5,779	4,460	1,071	2,220	3,039
<b>State Funds</b>	\$5,874,648	\$4,145,416	\$1,263,661	\$2,207,765	\$2,461,807
<b>Federal Funds</b>	\$4,389,538	\$4,133,727	\$0	\$0	\$1,422,312
<b>County/Other Funds</b>	\$597,147	\$230,781	\$146,432	\$500,470	\$295,622
<b>Legal and Survey*</b>	\$227,203	\$174,784	\$41,264	\$67,973	\$162,599
<b>Total Funds</b>	\$11,088,536	\$8,684,708	\$1,451,357	\$2,776,208	\$4,342,340
<b>Cost per Acre**</b>	\$1,879	\$1,907	\$1,936	\$1,220	\$1,375

Source: Delaware Department of Agriculture

\* State Funds

\*\* Cost per acre paid to land owner excludes legal and survey costs.

\*\*\* FY16 totals are estimates because one easement has yet to settle as of publication.

\*\*\*\* FY17 totals are estimates because no settlements have occurred as of publication.

### 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 FY17, five loans totaling just under \$900,000 were approved to help purchase farms tallying nearly 250 acres. To date, the program has helped young farmers purchase 33 farms encompassing over 2,500 acres with loans totaling \$7.3 million.

**Table B.9 Young Farmer’s Program FY13–FY17**

	FY13	FY14	FY15	FY16	FY17***
<b>Farms Preserved</b>	12	3	Not Funded	3	5
<b>Acres Preserved</b>	1,153	164	0	147	249
<b>State Funds</b>	\$3,012,534	\$448,584	\$0	\$471,882	\$889,330
<b>Legal and Survey*</b>	\$66,769	\$18,532	\$0	\$17,300	\$27,933
<b>Total Funds</b>	\$3,079,303	\$467,116	\$0	\$489,182	\$917,264
<b>Cost per Acre**</b>	\$2,635	\$2,623	\$0	\$3,210	\$3,684

Source: Delaware Department of Agriculture

\* State Funds

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

\*\*\* FY17 totals are estimates because not all loans have settled as of publication.

## 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; however, two easements were donated during FY17.

**Table B.10 Total Forest Preservation Easements**

<b>Forest Tracts Preserved</b>	11
<b>Acres Preserved</b>	928
<b>State Funds</b>	\$1,038,400
<b>Federal Funds</b>	N/A
<b>Local Funds</b>	N/A
<b>Private Conservation Funds</b>	\$412,403
<b>Legal &amp; Survey*</b>	\$49,428
<b>Total Funds</b>	\$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 FY13–FY17**

State Funds	FY13	FY14	FY15	FY16	FY17
<b>DNREC</b>	\$350,000	\$500,000	\$500,000	\$350,000	\$350,000

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 diffused 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 FY13–FY17**

	FY13	FY14	FY15	FY16	FY17
<b>State</b>	\$730,000	\$775,823	\$746,138	\$773,138	\$843,709
<b>Federal</b>	\$1,085,000	\$1,158,523	\$1,144,706	\$1,154,706	\$1,265,500
<b>Total</b>	\$1,815,000	\$1,934,346	\$1,907,844	\$1,927,844	\$2,109,209

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

### HOMEOWNERSHIP

DSHA continues to provide access to low rate and settlement assistance through various programs to help advance and sustain homeownership. In FY17, DSHA helped 806 homebuyers with more than \$196 million in financing of first, second, and acquisition/rehabilitation loans. DSHA also continued to preserve homeownership through the rehabilitation of 223 homes to ensure they are safe and habitable.

Building on efforts to promote responsible homeownership, DSHA partnered with Stand by Me to provide financial coaching to Delawareans who want to be homeowners but need help to reduce debt, improve their credit scores, and achieve financial stability.

As Delaware’s economy improves, DSHA continues to provide resources to help reduce the impact of mortgage delinquencies through “Delaware Homeowner Relief.” This 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, and servicer events. Through this effort, DSHA provided foreclosure prevention and mitigation assistance to 1,192 families last year.

**Table B.13 DSHA Homeownership Programs FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Homebuyers Assisted</b>	751	653	617	975	806
<b>Mortgage Assistance* (millions)</b>	\$118	\$86	\$124	\$240	\$196
<b>Homeownership Rehabilitation</b>	337	393	319	402	223
<b>Foreclosure Assistance: Loans, Grants, Counseling</b>	1,108	1,242	825	733	1,192

Source: Delaware State Housing Authority

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

## Affordable Rental

As rental demand continues to strengthen, Delaware renters increasingly stretch their budgets to pay rent and utilities. DSHA works diligently to ensure that those most in need have access to safe, affordable and accessible housing through DSHA’s Public Housing units and Housing Choice Vouchers, as well as through new rental units created through the Low-Income Housing Tax Credit Program and the Housing Development Fund. In FY17, 1,400 low-income households were provided with Public Housing Units or Housing Choice Vouchers. Additionally, 345 affordable rental units were created new or preserved from conversion or demolition.

DSHA continues to expand the reach of State Rental Assistance Program (SRAP). This program was created in partnership with the Department of Health and Social Services (DHSS) and the Department of Services for Children Youth and their Families to help Delawareans who require supportive services live independently in their communities. In FY17, DSHA partnered with the Christiana, Capital, and Seaford School Districts in the HomeWorks program to help provide rental assistance vouchers to help families facing homelessness to return to stable housing so their children can focus on school work. Altogether in FY17, 749 households received help through the SRAP program.

**Table B.14 DSHA Rental Programs FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Rental Units Produced or Preserved</b>	326	60**	386	535	345
<b>Housing Development Fund &gt; (millions)</b>	\$8	\$10	\$10	\$10	\$10
<b>DSHA Public Housing &amp; Housing Choice Vouchers Managed</b>	1,413	1,413	1,413	1,412	1,400
<b>Rental Assistance for Special Populations</b>	355	477	731	785	749

\*\* 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 rebounded in FY15.

> HDF base allocation and Affordable Rental Housing Program (ARHP). Does not include HDF allocated for specific programs.

## Community Revitalization

Quality affordable housing is crucial to the growth and vitality of any community. However, housing investments alone are often not enough to build and sustain strong communities. For urban areas that

especially benefit from broader community interventions, the Downtown Development Districts program has been spurring investment in Delaware’s downtowns, stimulating job growth, and improving the commercial vitality of our towns and cities. In FY17, almost \$7.8 million in grant funds leveraged \$156 million in private investment to support 41 projects in the eight designated districts. To continue this revitalization, DSHA is combining Downtown Development District investments with community interventions through the Strong Neighborhoods Housing Fund (SNHF) to help redevelop vacant and blighted lots that can have a negative impact on an entire community. SNHF has received two allocations (FY15 and FY17) of one-time settlement funds to address vacant and abandoned properties as part of targeted community revitalization plans addressing blight and crime. In FY17, nine projects statewide received \$5.5 million in SNHF funds and will lead to about 100 new or rehabilitated housing units in Wilmington, New Castle County, Dover, Milford, and Laurel. This infusion of partnerships and public and private investments are already making a long-lasting contribution to the economic vitality and quality of life in the heart of Delaware’s communities.

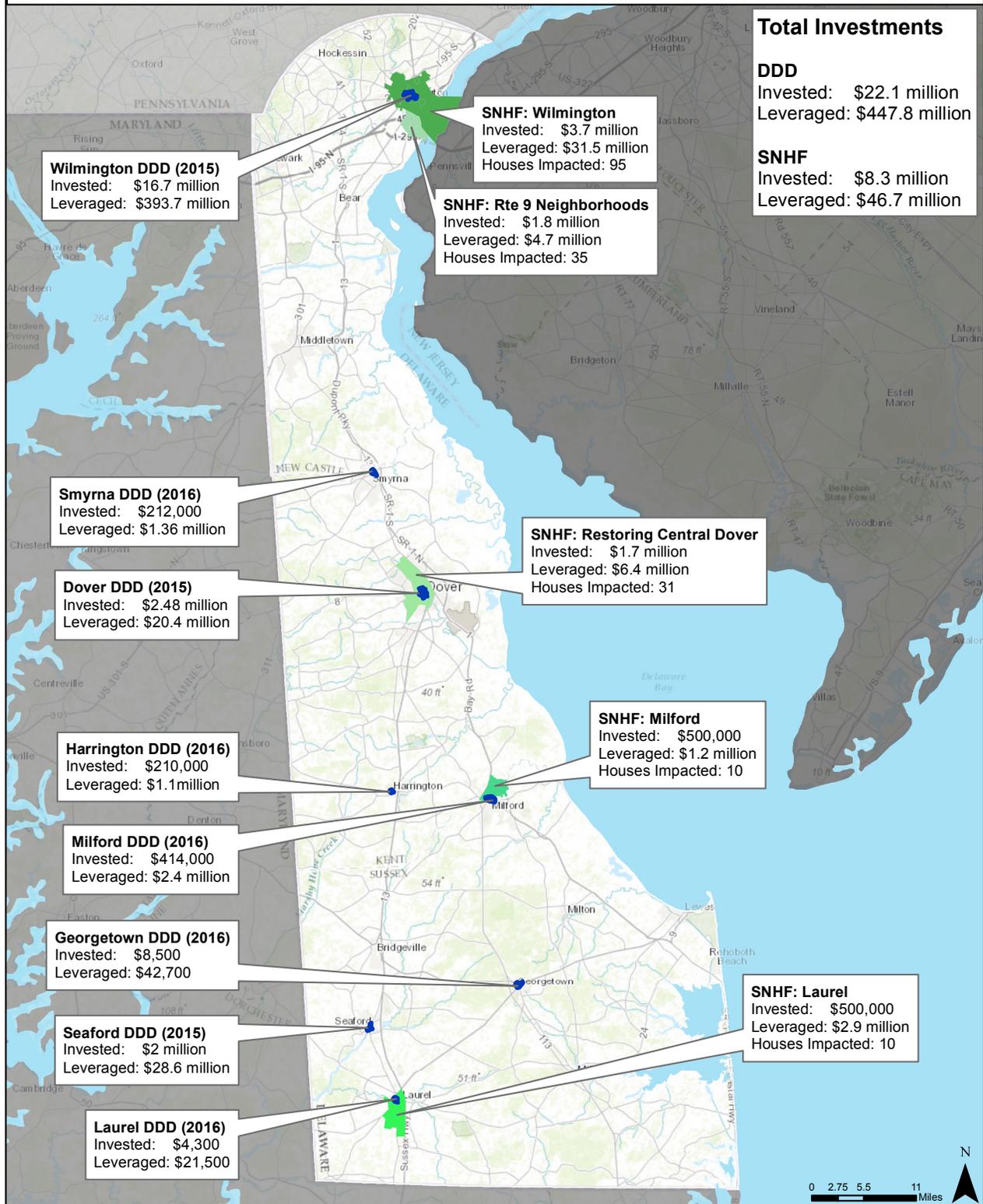
**Table B.15 DSHA Downtown Development District Grant program FY13–17**

	FY13	FY14	FY15	FY16	FY17
<b>Downtown Development District Grant *** Program (millions)</b>	Reserved		\$5.6	\$8.5	\$7.8
	Leveraged	-	\$114	\$176	\$156

\*\*\* Includes both small and large projects.



# Downtown Development Districts and Strong Neighborhood Housing Fund Investments



# APPENDIX C: DEMOGRAPHIC DATA

The U.S. Census Bureau’s latest population estimates indicate that Delaware had 952,065 residents in 2016, an increase of 52,287 or 5.5 percent since the 2010 Census. Among the counties, Kent and Sussex County grew by 6.8 and 10 percent respectively. The estimates show New Castle County growing by only 3.25 percent, or a bit more than 18,000 new residents.

**Table C.1 U.S. Census Population Change, 2010–2016, State of Delaware and Counties**

	Population Projections		Change 2010–2016	
	2010	2016	Net Change	Percent
<b>Delaware</b>	899,778	952,065	52,287	5.49%
<b>Kent</b>	162,978	174,827	11,849	6.78%
<b>New Castle</b>	538,912	556,987	18,075	3.25%
<b>Sussex</b>	197,888	220,251	22,363	10.15%

Source: US Census Bureau, 2010 Census; US Census Bureau, Population Division, Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2016.

The American Community Survey is a nationwide survey designed to provide communities a fresh look at how they are changing. The ACS replaced the decennial census long form in 2010 and thereafter by collecting long-form type information throughout the decade rather than only once every 10 years. The American Community Survey produces demographic, social, housing, and economic estimates in the form of 1-year, 3-year, and 5-year estimates based on population thresholds. The strength of the ACS is in estimating population and housing characteristics.<sup>7</sup>

In order to provide some context to Delaware’s demographics and housing characteristics, Table C.2 below compares our state to the United States as well as to the states that border Delaware: Maryland, New Jersey, and Pennsylvania. When reviewing the table, there are a few items that stand out:

- Delaware is growing faster (more than 3 percent growth since 2010) than the national average or any of the surrounding states;
- Delaware’s percentage of school aged children is lower than the national average and all surrounding states except Pennsylvania, and the percentage of adults over 65-years old is higher than the national average;
- Delaware is more diverse than the national average, particularly in regards to the African American population. However, Delaware’s Hispanic population is less than the national average and consistent with all of the surrounding states except New Jersey, which has a much higher Hispanic population;

<sup>7</sup> Adapted from the U.S. Census Bureau’s American Factfinder website glossary, <https://factfinder.census.gov/help/en/index.htm#glossary.htm>

- Delaware has a higher rate of homeownership (71%) than the nation and any of the surrounding states. However, Delaware also has a much higher housing vacancy rate (17%) than the nation or the region. The large number of seasonal vacation homes in Sussex County contributes to the housing vacancy rate.
- The median housing value (\$231,500) and median household income (\$79,262) in Delaware are both higher than the national average and Pennsylvania, but significantly less than Maryland and particularly New Jersey.

**Table C.2 Selected Demographics from the American Community Survey 2010–2015 Estimates**

	United States	Delaware	Maryland	New Jersey	Pennsylvania	
<b>Total Population</b>						
<b>2010 Census</b>	308,745,538	897,934	5,773,552	8,791,894	12,702,379	
<b>2015 ACS</b>	316,515,021	926,454	5,930,538	8,904,413	12,779,559	
<b>% growth 2010 Census - 2015 ACS</b>	2.52%	3.18%	2.72%	1.28%	0.61%	
<b>% of Population</b>						
	Age					
	<b>0-5</b>	6.3%	6.0%	6.2%	6.0%	5.6%
	<b>5-9</b>	6.5%	6.1%	6.3%	6.2%	5.9%
	<b>10-14</b>	6.5%	6.1%	6.4%	6.5%	6.0%
	<b>15-19</b>	6.7%	6.5%	6.6%	6.6%	6.7%
	<b>20-24</b>	7.1%	7.0%	6.8%	6.3%	6.8%
	<b>25-34</b>	13.5%	13.0%	13.7%	12.8%	12.6%
	<b>35-44</b>	12.8%	12.0%	13.1%	13.3%	12.0%
	<b>45-54</b>	13.9%	14.1%	15.0%	15.2%	14.4%
	<b>55-59</b>	6.6%	6.8%	6.8%	6.9%	7.3%
	<b>60-64</b>	5.8%	6.3%	5.9%	5.8%	6.3%
	<b>65-74</b>	7.9%	9.3%	7.6%	7.8%	8.6%
	<b>75-84</b>	4.3%	4.7%	3.9%	4.4%	5.1%
	<b>85+</b>	1.9%	1.9%	1.8%	2.2%	2.5%
	<b>% 5-19</b>	19.7%	18.7%	19.3%	19.3%	18.6%
	<b>% 65+</b>	14.1%	15.9%	13.3%	14.4%	16.2%
	<b>Median Age</b>	37.5	39.3	38.2	39.4	40.5

	United States	Delaware	Maryland	New Jersey	Pennsylvania
<b>Race</b>					
White	73.6%	69.4%	57.6%	68.3%	81.6%
Black or African American	12.6%	21.6%	29.5%	13.5%	11.0%
Asian	5.1%	3.6%	6.0%	9.0%	3.1%
Hispanic or Latino	17.1%	8.7%	9.0%	19.0%	6.4%
<b>Educational Attainment</b>					
% High school graduate or higher	86.7%	88.4%	89.4%	88.6%	89.2%
% Bachelor's Degree of higher	29.8%	30.0%	37.9%	36.8%	28.6%
<b>Housing Characteristics</b>					
% Owner*	63.9%	71.2%	66.8%	64.5%	69.2%
% Renter *	36.1%	28.8%	33.2%	35.5%	30.8%
*Of occupied housing units					
% Vacant housing units**	12.3%	17.0%	10.1%	10.9%	11.2%
** Of total housing units					
<b>Income and Poverty</b>					
Median Home Value	\$178,600	\$ 231,500	\$ 286,900	\$ 315,900	\$ 166,000
Median Mortgage	\$ 1,492	\$ 1,537	\$ 1,951	\$ 2,386	\$ 1,425
Median Rent	\$ 928	\$ 1,018	\$ 1,230	\$ 1,192	\$ 840
<b>Income and Poverty</b>					
Mean Household Income	\$75,558	\$79,262	\$ 97,801	\$ 99,026	\$ 73,175
% of families in poverty	11.3%	8.2%	7.0%	8.2%	9.3%
% of individuals in poverty	15.5%	12.0%	10.0%	10.8%	13.5%

Unless otherwise noted all data is from the 2011-2015 American Community Survey 5-year Estimates.

According to the Delaware Population Consortium (DPC), Delaware's population is projected to grow by more than 177,000 between 2010 and 2050, an increase of 16.4 percent, reaching a projected population of just under 1.1 million. Sussex County is expected to see the largest percent increase in population by 25.4 percent. Kent County's population is projected to reach 210,262 by 2050, an increase of 22.5 percent. New Castle County is expected to grow by 10.3 percent over the same period, adding just over 62,000 to reach a 2050 population of 601,292.

**Table C.3 Delaware Population Projections: 2010–2050**

	Population Projections		Change 2010–2050	
	2010	2050	Net Change	Percent
<b>Delaware</b>	899,778	1,076,924	177,146	16.45%
<b>Kent</b>	162,978	210,262	47,284	22.49%
<b>New Castle</b>	538,912	601,292	62,380	10.37%
<b>Sussex</b>	197,888	265,370	67,482	25.43%

Source: Delaware Population Consortium, Release Date: November 2016.

The DPC projections indicate that the percentage of school-aged children will gradually decrease from 18.8 percent in 2015 to 16.3 percent in 2050. During the same period the projections indicate that the percentage of adults 65 years old or older will increase from 16.3 percent to over 24 percent. Delaware is projected to become more diverse as well, with the white population projected to decrease from 63.2 percent in 2015 to 50.5 percent by 2050.

Delaware is projected to have 77,390 additional households between 2015 and 2050. Each household will need a place to live, resulting in the demand for about that many new housing units during the same period. Considering that according to the 2010 Census the City of Wilmington contained 32,820 housing units, this represents the construction of the equivalent of more than 2 additional Wilmington-sized cities in Delaware by 2050.

**Table C.4 Demographic Projections for State of Delaware**

	2010	2015	2020	2025	2030	2035	2040	2045	2050
<b>Total Population</b>	899,778	945,937	983,211	1,014,667	1,037,512	1,054,093	1,065,168	1,072,325	1,076,924
<b>% School Age</b>	19.73%	18.80%	18.02%	17.41%	16.94%	16.77%	16.53%	16.33%	16.28%
<b>% 65+</b>	14.46%	16.25%	18.51%	20.90%	22.89%	24.07%	24.43%	24.31%	24.47%
<b>Households</b>	328,748	352,595	374,779	393,341	407,422	417,740	424,412	428,332	429,985
<b>% White</b>	65.37%	63.24%	61.39%	59.65%	57.79%	55.85%	53.91%	52.09%	50.45%
<b>% Black</b>	20.92%	21.36%	21.96%	22.52%	23.09%	23.67%	24.25%	24.83%	25.38%
<b>% Hispanic</b>	8.19%	9.02%	9.76%	10.48%	11.25%	12.05%	12.83%	13.52%	14.14%
<b>% Other Race</b>	5.52%	6.38%	6.89%	7.36%	7.87%	8.43%	9.01%	9.56%	10.03%

Source: Delaware Population Consortium 2016(v0) Projections – Single Year 5-year Age Cohorts. October 2016.

# APPENDIX D: COMPREHENSIVE PLANNING PROGRESS

Since September 2016, the Governor has certified two comprehensive plans. These were the Town of Kenton and the City of Newark. Kenton being a first-time plan and Newark being an update of the existing certified plan.

The Office of State Planning Coordination (OSPC) is currently working with 24 towns and two counties who are in the process of updating their plan and 1 town that has adopted their plan and is awaiting certification. The OSPC also worked with 1 town to complete their 5-year reviews during this planning period. The Town of Woodside continues to work on their first comprehensive plan.

In the next year, there are approximately 10 municipalities that should begin their comprehensive plan updates and 4 that will be reviewing their plan to determine if changes need to be made for their 5-year update.

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.

**Table D.1 Municipal and County Comprehensive Plan Activity**

Municipality	County	Latest Planning Activity	Certified
Bowers Beach	Kent	No activity	05/15/2009
Camden	Kent	Update in progress	05/05/2008
Cheswold	Kent	No activity	12/18/2010
Clayton	Kent	Update in progress	12/08/2008
Dover	Kent	Update in progress	02/09/2009
Farmington	Kent	No activity	1/19/2016
Felton	Kent	Amended 2016, update in progress	11/10/2008
Frederica	Kent	No activity	9/2/2016
Harrington	Kent	No activity	12/16/2013
Hartly	Kent	No activity	8/10/2016
Houston	Kent	Update in progress, extension granted by CCSPI to 2018	07/12/2007
Kenton	Kent	Plan certified	1/5/2017
Leipsic	Kent	Update in progress	11/06/2006
Little Creek	Kent	No activity	08/07/2006
Magnolia	Kent	Update in progress	03/16/2009
Viola	Kent	Update in progress	03/17/2004

<b>Municipality</b>	<b>County</b>	<b>Latest Planning Activity</b>	<b>Certified</b>
Woodside	Kent	Plan in progress	
Wyoming	Kent	Amended plan	05/02/2011
Milford	Kent/Sussex	Update in progress	01/26/2009
Smyrna	Kent/New Castle	Amended plan	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	Update in progress	08/13/2007
Delaware City	New Castle	Master plan in progress (Ft. DuPont)	11/24/2008
Elsmere	New Castle	No activity	08/12/2010
Middletown	New Castle	Amended 2017	09/10/2012
Newark	New Castle	Plan certified, amended 2017	1/5/2017
New Castle	New Castle	Update in progress	07/21/2009
Newport	New Castle	No activity	12/18/2014
Odessa	New Castle	No activity	10/01/2012
Townsend	New Castle	No activity	07/07/2010
Wilmington	New Castle	Plan update in progress	09/28/2010
Bethany Beach	Sussex	Review in process	2/17/2012
Bethel	Sussex	Update in process	07/08/2008
Blades	Sussex	Update in process	04/17/2008
Bridgeville	Sussex	Update in process, deadline extended by CCSPI to May 2018	09/11/2006
Dagsboro	Sussex	No activity	04/27/2009
Delmar	Sussex	Update in progress	10/25/2010
Dewey Beach	Sussex	Update in progress, deadline extended by CCSPI to May 2018	07/29/2007
Ellendale	Sussex	Update in progress	10/06/2009
Fenwick Island	Sussex	Update in progress	10/16/2007
Frankford	Sussex	No activity	09/08/2008
Georgetown	Sussex	Update in progress	01/13/2010
Greenwood	Sussex	No activity	01/08/2008
Henlopen Acres	Sussex	Updated 2016, not certified	07/09/2004
Laurel	Sussex	Update in progress	6/20/2011
Lewes	Sussex	Update in progress, plan has been approved. Awaiting final adoption pending certification	10/19/2005
Millsboro	Sussex	No activity	06/01/2009
Millville	Sussex	No activity	02/10/2009
Milton	Sussex	Update in progress	05/03/2010

<b>Municipality</b>	<b>County</b>	<b>Latest Planning Activity</b>	<b>Certified</b>
Ocean View	Sussex	Amended plan, considering update	07/13/2010
Rehoboth	Sussex	Reviewed 2015	07/23/2010
Seaford	Sussex	Amended plan	01/12/2010
Selbyville	Sussex	No activity	08/06/2007
Slaughter Beach	Sussex	No activity	01/14/2008
South Bethany	Sussex	Update adopted, awaiting certification	07/14/2006

# APPENDIX E: HIGHLIGHTS FROM LOCAL JURISDICTIONS ANNUAL REPORTS

This section highlights accomplishments and issues with local governments, as noted in their comprehensive plan annual 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, 2017, 44 municipalities and 3 counties have submitted an annual report. Most of the municipalities and all three counties that submitted reports are working to implement the goals and objectives set forth in their comprehensive plans. Of those jurisdictions reporting, 2 have noted that plan amendments are needed at this time, 10 are working on or have recently updated their ordinances or zoning code, 10 municipalities are considering bike and/or pedestrian walkway plans or trails, 10 towns have added or are working on adding parkland or a playground, and 6 are working to create a master plan or continue to move forward with an adopted master plan. In addition, 19 local jurisdictions have identified issues that they feel could require technical assistance from the OSPC.

## New Castle County

<b>New Castle County</b>	New Castle County has begun 4 master plans, including Route 9, US 202, Route 273, and Route 141, and established an Economic Empowerment District to create economic development opportunities. In addition, the county has adopted measures such as the Neighborhood Preservation Overlay Districts and the vacant property registration program to enhance existing communities. The County has also implemented an early outreach to communities with a conceptual review to enhance project design.
<b>Bellefonte</b>	Bellefonte has amended the Land Use Code several times to adjust to the development needs of the community. In addition, the town has been working to find ways to increase park usage, including having regular activities and introducing Pokémon Go.
<b>Delaware City</b>	Delaware City continues to move forward with the Fort DuPont Redevelopment and Preservation master plan.
<b>Elsmere</b>	Elsmere has completed a 1-mile long walking trail to join two parks on the south side of town.
<b>Middletown</b>	Middletown continues to improve and revitalize their downtown area. In addition, the town is working to improve pedestrian and cycling interconnectivity by researching ways to connect paths, sidewalks, bike lanes, and pedestrian crossings. They are working to plan recreational facilities where possible.
<b>Newark</b>	Newark has completed a rental-housing needs assessment to assess the City's student and non-student rental housing needs. In addition, they are working with DeIDOT on creating a transportation improvement district in the downtown area.
<b>Odessa</b>	Odessa is working to complete public water connections for those residents who have requested service. In addition, they are reviewing updates to their zoning ordinance.

**Townsend** Townsend has secured a permanent town hall. The town has appointed a planning commission and has adopted a zoning code. In addition, they are working with the State Police to establish a public safety committee.

**Wilmington** Wilmington has had great success with their Downtown Development District. In addition, the City has begun their comprehensive plan update. They are also working on a South Wilmington Wetlands Park that will provide open space while also addressing flooding in that area.

## Kent County

**Kent County** Kent County has been focusing on public outreach, research, and development of the 2018 comprehensive plan. In addition, the county is working with subdivisions to get them to join the stormwater maintenance program. They are also working on a few transportation improvement districts with DelDOT and an analysis of impediments to fair housing with the Delaware State Housing Authority. Regarding land use, Kent County has made six Land use or zoning map amendments this year.

**Bowers Beach** Secured funding for engineered drainage flood mitigation projects.

**Camden** The town worked to ensure that the zoning was consistent with the land uses set forth in the plan amendment. They noted that growth continues within the town.

**Cheswold** The town is contracting with a building inspector, pursuing annexation of Nobles Pond, and resolving issues with M-1 zoning code.

**Clayton** The town has begun their comprehensive plan update. In the past year, they have completed a sign ordinance.

**Dover** Dover was designated as a Downtown Development District and worked throughout 2015 to market that area. In addition, the Capital Gateway Plan study was completed.

**Felton** The town worked on interconnectivity by creating a pedestrian system, which consisted of sidewalks and walking paths.

**Harrington** The city has been working to revitalize the downtown area and in August was designated as a Downtown Development District.

**Houston** The town will begin to rewrite their comprehensive plan this year.

**Kenton** Kenton is in the process of developing a land use code and a zoning map. In addition, they are fundraising to add a playground to their municipal park.

**Leipsic** Leipsic has begun a waterfront development plan. The town is also working to update their comprehensive plan.

**Magnolia** The town reviewed and approved new ordinances in 2016. They are also working on replacing sidewalks.

<b>Milford</b>	Milford’s source water protection ordinance was completed and the floodplain management ordinance was updated. They continue to work on their master plan. In August 2016, they were designated as a Downtown Development District.
<b>Smyrna</b>	In August, the town was awarded with a Downtown Development District. The extension of infrastructure into the New Castle County portion of town has begun and the town, through their revitalization efforts, has brought approximately 100 new jobs to the town.
<b>Viola</b>	Viola initiated a drainage project on the north side of town and reestablished a part time police force. They are currently updating their comprehensive plan.
<b>Wyoming</b>	The town is working with their consultant to create a mixed-use zoning category, update their land use map, begin planning a bike path, and correct a zoning issue around the pond area of the town.

## Sussex County

<b>Sussex County</b>	Sussex County Planning Commission has been holding public meetings regarding the update of their comprehensive plan, which is due to be updated in 2018. The County reports that their number of land use applications has increased slightly over previous years; they have reviewed 12 major subdivision applications, 23 rezoning applications, 32 conditional use permit applications, and 109 site plans during this reporting period. In addition, all extended but unbuilt land use approvals expired, eliminating approximately 1,000 approved lots.
<b>Bethany Beach</b>	Bethany Beach created a CL-1 district created to promote year-round commercial activity. In addition, the town has installed solar panels on the town hall as part of their “Green Bethany” initiative and is working to get ArcGIS capabilities for the town staff.
<b>Blades</b>	Blades continues to implement their certified plan, but had no major accomplishments to report this year.
<b>Bridgeville</b>	Bridgeville is planning for a wastewater treatment plan upgrade and are contemplating extending water and wastewater to attract commercial development. In addition, the town has completed the Wilson Road/Heritage Shores bike path
<b>Delmar</b>	Delmar is working to upgrade the central water system and a back-up well. In addition, the town is working to revitalize their existing parks with new playground equipment. Delmar had a major employer, Purdue Corporate Business office, relocate to their town area this year.
<b>Ellendale</b>	Ellendale continues to work on a water system for the town and is in the process of updating their comprehensive plan.
<b>Fenwick Island</b>	Fenwick Island is currently working to update their comprehensive plan. In addition, they are working with state agencies on several projects, including DNREC and the Resilient Community Partnership Program and their Surface Water Matching Planning Grant to improve water quality through stormwater management techniques.

<b>Georgetown</b>	Georgetown was designated as a Downtown Development District in 2016 and has adopted an extensive incentive package to promote future development in the downtown area.
<b>Greenwood</b>	Greenwood is actively working to implement their currently certified comprehensive plan; however, there were no significant accomplishments this year.
<b>Henlopen Acres</b>	Henlopen Acres has adopted a “no idling” ordinance to improve air quality and is working with the Delaware Forest Service to improve the Tree Canopy within the town.
<b>Laurel</b>	Laurel was designated as a Downtown Development District in 2016 and is currently working to update their comprehensive plan. In addition, the town is working with developers on a master plan for the waterfront area.
<b>Lewes</b>	Lewes opened their new library in July 2016. In addition, the Lewes Parks and Recreation Commission has hosted workshops to discuss the future use of the Great Marsh Area. The City adopted a new plan in March 2017 and is working to get it certified.
<b>Millville</b>	Millville continues to implement their plan. They report that all of the 38 action items in the plan are either completed or actively being worked on. The town has received a grant through DNREC and are working to purchase land for a town park.
<b>Milton</b>	Milton is working on a complete update of their comprehensive plan.
<b>Ocean View</b>	Ocean View amended their plan in 2017 to change land use parcels necessary for development. In addition, the town completed their ADA transition plan and is beginning to address the existing non-compliant curb ramps.
<b>Seaford</b>	Seaford expanded their Downtown Development District area and is reviewing and making revisions to their ordinances to support their DDD. The City continues to work on ways to bring new economic development opportunities to the town and bring residents to the downtown area with a variety of community events.
<b>Selbyville</b>	Selbyville is completing upgrades to their water treatment plant and will then look for possible connections along Lighthouse Road. They report that development along Route 54 continues at a rapid pace.
<b>South Bethany</b>	South Bethany is finalizing their comprehensive plan update and has submitted it to the Office of State Planning Coordination for final review and certification.



# ACKNOWLEDGEMENTS

## State Agencies that Assisted with the Report

Thank you to all of the following agencies, and especially to the agency liaisons listed below, for their assistance with this year's report.

Department of Agriculture

Austin Short

Department of Education

Karen Field-Rogers

Department of Health and Social Services

Lisa Bond

Delaware State Housing Authority

Karen Horton

Department of Natural Resources and Environmental Control

Kevin Coyle

Office of Management and Budget

Damian Destefano

Department of Safety and Homeland Security

Terry Pepper

Department of Transportation

Drew Boyce

The OSPC would also like to thank Temple Carter for taking many of the pictures used in this report, and the OMB Budget Analysts who provided the fiscal data found in Appendix B.

## Institute for Public Administration, University of Delaware

Special thanks go to Sarah Pragg for formatting and editing this document and Andrew Homsey and Sean O'Neill for their contributions in data analysis.