

City of **Lewes** **Comprehensive Plan**



adopted and certified **October 2005**

prepared by



**Institute for Public Administration
College of Human Services, Education & Public Policy
University of Delaware**

www.ipa.udel.edu

City of
Lewes
Comprehensive Plan

adopted and certified
October 2005



**STATE OF DELAWARE
EXECUTIVE DEPARTMENT
OFFICE OF MANAGEMENT AND BUDGET
STATE PLANNING COORDINATION**

November 18, 2005

The Honorable James L. Ford
Mayor, City of Lewes
P.O. Box 227
Lewes, De 19958

RE: Certification of Comprehensive Plan PLUS 2005-08-12

Dear Mayor Ford:

I am pleased to inform the City of Lewes that as of October 19, 2005, per the recommendation of the Office of State Planning Coordination, the comprehensive plan for the City of Lewes is hereby certified. The certification signifies that the comprehensive plan is currently in compliance with State Strategies.

My staff and I look forward to working with the City of Lewes to accomplish the mission of allowing economic development while protecting Delaware's heritage and natural resources.

Once again, congratulations on your certification.

Sincerely,

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

Constance C. Holland, AICP
Director

CC: Elaine Bisbee

RECOMMENDATION

Extract from minutes of LEWES PLANNING COMMISSION held on September 21, 2005

Presented to THE MAYOR & CITY COUNCIL OF THE CITY OF LEWES on October 17, 2005

The Lewes Planning Commission recommends approval of the "Draft" Comprehensive Plan dated December 2004 incorporating the required changes by the Office of State Planning Coordination as outlined in a memo dated 9/8/05 from Lori Athey, Planning Consultant along with changes not required for certification but recommended by Ms. Athey and changes not required but could be considered as amended by Councilperson Tsantes. Ms. Athey's 9/8/05 Memo is attached hereto and made a part hereof.

Respectfully submitted,

Maria Q. Simoes

Maria Simoes, Secretary

RECOMMENDATION APPROVED by THE
MAYOR & CITY COUNCIL OF THE CITY
OF LEWES.

RECOMMENDATION REJECTED by THE
MAYOR & CITY COUNCIL OF THE CITY
OF LEWES.

James C. Ippolito
Signature

Signature _____

October 17, 2005

Date _____

Return one copy to the Chairman of Lewes Planning Commission

Remarks: (use reverse side if necessary)

Recommended changes as requested by the Lewes Board of Public Works dated October 7, 2005 (attached hereto and made a part hereof) were incorporated along with the changes noted hereinbefore.

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CITY OF LEWES OFFICIALS

	2002-2003	2004-2005
Mayor and Council	George H.P. Smith, Mayor James L. Ford, III, Deputy Mayor A. Judson Bennett James Ippolito Stephanie Tsantes	James L. Ford, III, Mayor James Ippolito, Deputy Mayor Stephanie Tsantes Theodore Becker Barbara Vaughan
Board of Public Works	Gary Stabley, President C. Wendell Alfred, Vice President Jon Woodyard, Secretary James Connaughton, Treasurer Howard Seymour, Assistant Treasurer Ruth Ann Ritter, General Manager Denise Barnes, Assistant General Manager	
Planning Commission	James Bastian, Chair Richard Bryan Nina Cannata, Vice Chair Kay Carnahan Michael Clemmer Forest Gossage Mike Mahaffie, Secretary William Spencer Michael Tyler	James Bastian, Chair Nina Cannata, Vice Chair Kay Carnahan, Secretary Mike Mahaffie Maria Simoes William Spencer Michael Clemmer Forest Gossage Michael Tyler
Ex-officio Bd. of Public Works Ex-officio City Council	Howard Seymour Stephanie Tsantes	Howard Seymour Theodore Becker
City Manager	Elaine Bisbee	
City Solicitor	Tempe Steen, Esquire, Tunnell & Raysor	
City Engineer	George, Miles & Buhr	

COUNTY AND STATE OFFICIALS

Sussex County

County Administrator	Robert L. Stickels
County Council	Dale R. Dukes, 1 st District Finley B. Jones, 2 nd District Lynn J. Rogers, 3 rd District George B. Cole, 4 th District Vance Phillips, 5 th District
Planning Director	Lawrence Lank

State of Delaware

Governor	Ruth Ann Minner
Senate	F. Gary Simpson, Senator Eighteenth District
House of Representatives	Joseph Booth, Representative Thirty-Seventh District
Office of State Planning Coordination	Constance S. Holland, AICP, Director

INSTITUTE FOR PUBLIC ADMINISTRATION

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

Institute Director

Jerome R. Lewis, Ph.D.

Lewes Comprehensive Plan Team

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Staff Review Team

Plans developed by IPA are a total team effort, utilizing the individual skills of many of the staff and students working with the IPA Planning Services Group. In addition to IPA staff and students listed above, thanks also go to Ed O'Donnell and Doug Tuttle for their valuable comments as well as Mark Deshon and William DeCoursey for editorial assistance. A special thank you also goes to the State Office of Planning and Coordination's David Edgell, Kent County Circuit Planner and Ann Marie Townshend, Sussex County Circuit Planner for their guidance and insight in developing the City of Lewes Comprehensive Plan.

EXECUTIVE SUMMARY

The City of Lewes has conducted many planning studies since the last Comprehensive Plan was adopted in 1992. This Plan reviewed those studies, brought forward those issues and recommendations that were deemed still relevant, and analyzed new issues of concern to the city. All of these elements have been compiled and prioritized into one document that meets Delaware's requirements for a Certified Comprehensive Development Plan for the City of Lewes.

With development pressures steadily increasing throughout Sussex County, the impact on Lewes will depend on what steps city leaders take today to ensure a positive outcome in the future. Along with many lesser issues, six critical issues have been identified that Lewes needs to address as soon as possible to maintain the current community character and quality of life for residents. These six issues are:

- 1) Implement protections for historic resources.
- 2) Preserve and enhance access to the water (canal and bay) and encourage appropriate water-based businesses.
- 3) Ensure availability of affordable housing.
- 4) Work with various public and private agencies and revise codes to preserve lands in and surrounding Lewes.
- 5) Update parking and pedestrian regulations.
- 6) Review and revise the zoning and subdivision codes to minimize land uses that are incompatible with Lewes and its core values.

To assist in addressing these key issues quickly and effectively, Lewes may want to consider enacting a moratorium on certain development proposals while specific code language is being written and adopted.

There is a wide range of recommendations discussed within the body of the plan, and listed in their entirety in Section 4-2, but those listed in this summary were rated as the highest priority for Lewes to implement as soon as possible.

Implement protections for historic resources.

- Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Provide for stringent review of demolition permits to preserve existing historic structures. The use of these structures should be encouraged, even if non-conforming, to prevent neglect and deterioration.

Preserve and enhance access to the water (canal and bay) and encourage appropriate water-based businesses.

- Adopt a canalfront zoning ordinance and/or establish a Maritime-Related Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- Continue to provide street-end public access to the bay beach along Lewes Beach.
- Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Provide facilities or dock space for commercial watermen.

- Require developments on the water to provide public access to the water.

Ensure the availability of affordable housing.

- Encourage a mixture of homes and rentals affordable to people of varying incomes.
- Work with the State Housing Authority to encourage a mixture of homes and rentals affordable to people of varying incomes.

Work with various public and private agencies and revise codes to preserve lands in and surrounding Lewes.

- Create and adopt a conservation-design ordinance and regulations including wetlands, wellhead and recharge protections, riparian buffers, open-space preservation, and clustering to encourage environmentally sensitive development.
- Research and adopt methods to permanently protect existing and future open space, including buffer zones.
- Research, write, and adopt ordinances to protect wetlands and water-recharge areas, including buffer zones.

Update parking and pedestrian regulations.

- Provide guidance for new developments to ensure through-vehicular and pedestrian circulation and linkages with the city by secondary streets with sidewalks as well as main traffic arteries. Sidewalks, bikeways, and walking trails should be required components of every new area and development within the city limits.
- Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- Revise off-street parking regulations to prevent a strip-mall image on Savannah Road.

Review and revise the zoning and subdivision codes to minimize land uses that are incompatible with Lewes and its core values.

- Review the Industrial zoning classification and update to reflect current issues and needs.
- Review the zoning and subdivision codes to determine how incompatible land uses such as cell-phone towers, adult-only uses, and casinos would be addressed by the codes and make revisions as needed to minimize negative impacts.

In general, the intent of this plan is to preserve the existing character of the City of Lewes. This intent is reflected in the recommendations regarding future land use, as well as the recommendations regarding annexation. Annexation areas northwest of New Road and east of Kings Highway are proposed to be preserved as open space, or failing that, developed in as environmentally sensitive a manner as possible. The proposed annexation areas between Kings Highway and New Road are already predominantly developed or otherwise accounted for, many of which will or already do receive city services. Once Lewes adopts this Comprehensive Plan, the state requires that the zoning map (and, therefore, parts of the zoning code) be updated within 18 months.

Successfully addressing these issues will not be an easy task, and Lewes is encouraged to reach out to the Office of State Planning Coordination (OSPC) for information and assistance. Coordination with state agencies and Sussex County will also be critical in achieving many of Lewes's goals and recommendations. In particular, finding ways to address affordable housing and preserving large tracts of land within a resort community will require both creativity and assistance from many state agencies,

among others, in order to ensure that any affordable units created remain affordable to those who need them, and to effect meaningful land preservation. Finally, Lewes is blessed with an active and informed citizenry, which should be asked to help implement the many recommendations contained within this plan.

A MUNICIPAL COMPREHENSIVE DEVELOPMENT PLAN FOR THE CITY OF LEWES, DELAWARE October 2005

PART 1. BACKGROUND

1-1. The Authority to Plan

Delaware law requires that municipalities engage in comprehensive planning activities for the purpose of encouraging “the most appropriate uses of the physical and fiscal resources of the municipality and the coordination of municipal growth, development, and infrastructure investment actions with those of other municipalities, counties and the State....” This plan was written to comply with the requirements of a municipal development strategy as described in the Delaware Code for towns with population of greater than 2,000 people.

A comprehensive plan must include “a municipal development strategy setting forth the jurisdiction’s position on population and housing growth within the jurisdiction, expansion of its boundaries, development of adjacent areas, redevelopment potential, community character, and the general uses of land within the community, and critical community development and infrastructure issues.... The comprehensive plan for municipalities of greater than 2,000 population [such as Lewes] shall also contain, as appropriate to the size and character of the jurisdiction, a description of the physical, demographic and economic conditions of the jurisdiction; as well as policies, statements, goals and planning components for public and private uses of land, transportation, economic development, affordable housing, community facilities, open spaces and recreation, protection of sensitive areas, community design, adequate water and wastewater systems, protection of historic and cultural resources, annexation and such other elements....” (22 Del. C. 1953, § 702; 49 Del. Laws, c. 415, § 1.)

State law requires that planning be an ongoing process and that municipalities identify future planning activities. This document is Lewes’s Municipal Comprehensive Development Plan as required by state law. It is intended to cover a ten-year planning period and be reviewed at least every five years.

The Lewes Planning Commission (LPC) contacted the University of Delaware for assistance with the development of their comprehensive plan. In August 2001 the commissioners participated in a workshop conducted by David Edgell and David Hugg, both then with the Institute for Public Administration. The intent of the workshop was to familiarize the commission with comprehensive plan components. The Commission originally intended to develop the plan internally, using work already completed. The City of Lewes has previously conducted many plans and studies including *Lewes Long Range Plan*, *City of Lewes Comprehensive Pedestrian Plan*, and the *Report on Resource Inventory of Greater Lewes*. As a result of the workshop and subsequent meetings, the Planning Commission asked the Institute to submit a proposal to assist them in developing a comprehensive plan, which was accepted.

There seemed to be general agreement that development of a comprehensive land use plan provided many opportunities for the LPC to:

- Consolidate existing plans.
- Give the community a sense of the future.

- Produce design standards for the future.
- Clarify the rules of the game – get everybody on same page.
- Get people back out to meetings and talking to LPC members.
- Help LPC focus and look at options.
- Relate environmental issues to life of town – quantify.
- Comply with state law.
- Seek funding opportunities for implementation items.
- Take a close look at the codes and governing structures.
- Challenge the community to answer tough questions, e.g., Do you really want to maintain diversity?

1-2. Location and History

Location

The City of Lewes is located in the northeast portion of Sussex County, Delaware, just east of the SR 1 corridor (see *Map 1: City of Lewes Aerial View*). It is approximately 40 miles southeast of Dover and about 40 miles northeast of Salisbury, Maryland. The city lies along the southern portion of the Delaware Bay and is bordered to the east by Cape Henlopen, which marks the shoreline divide between the Atlantic Ocean and the Delaware Bay. The most northern of Delaware's coastal resorts, it is connected by water and highway to communities in northern Delaware, Pennsylvania, Maryland, and New Jersey. Lewes is located within a division of land historically known as the Lewes and Rehoboth Hundred.

The city is 4.2 square miles in area and extends for approximately five miles along the bay. Lewes has a modest beachfront area on the Delaware Bay—Lewes Beach—with the city's central business district located just off the Lewes and Rehoboth Canal, about one mile to the west of the beach. Lewes's economy has been, and continues to be, shaped by its relationship to the Delaware Bay and the Atlantic Ocean.

History

According to the *Lewes Canalfront Park Project, Phase I Summary Report*, "Lewes has a long and illustrious history. The history of the early years, from the Dutch settlers to its later seafaring days is manifested in both the physical fabric of the downtown as well as in community organizations that celebrate this heritage" (p.13).

Dubbed "Zwaanendael" (meaning Valley of the Swans) by its original Dutch settlers, the City of Lewes traces its history back to 1631. Samuel Godyn, a Dutch merchant, is credited with founding the first permanent colony in the area. In 1632, less than a year after it was founded, this original colony was destroyed during an attack by natives. The area was resettled in 1659 by the Dutch and was called Hoerckill after the name given to the nearby river. In 1673, the British retained permanent control of the entire area and renamed the town Deal after a city in the south of England. For the better part of the century, it served as the seat of Sussex County until that function was moved to Georgetown in 1791. In 1818, the city was first incorporated as Lewes (also spelled Lewis). During the nineteenth century, Lewes became a focal point in the region, not only for commercial trade but also for national defense. The town played a key role in the War of 1812 and was able to successfully defend the Delaware Bay from a British blockade. After the war, the focus of Lewes residents turned again toward commercial

shipping; however, the town had gained a terrible reputation for its rough seas. After this reputation gained national attention, the federal government decided in 1829 to construct the Delaware Breakwater—one of the first large public-works projects attempted by the federal government and the first project of its kind in the western hemisphere. This construction—along with many other improvements over the next century—provided ships with a large, protected harbor around Lewes that was much safer than before. Boats, sailing, and nautical themes permeate the culture of Lewes. The United States Navy retained a position there from the end of World War II until the early 1980s. Lewes was reincorporated in 1969 as the City of Lewes and still retains much of its heritage as a historic shipping port. As the shipping industry has slowly waned over the past few decades, the role of the city as a center for recreation and tourism has thrived. The popularity of Lewes as a place for summer vacationing has increased dramatically, and housing values and the cost of living have risen steadily in response.

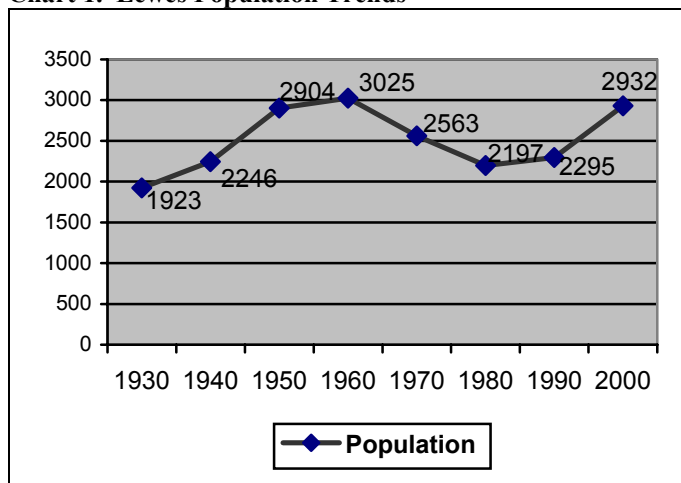
1-3. Community Profile

Total Population

The United States Census indicates that from 1930 to 1990, while the population in the state and the Sussex County had been steadily increasing, the population in Lewes experienced some fluctuation. The city's population peaked at approximately 3,025 in the 1950s and 1960s, and then slightly declined through 1980. However, the population of Lewes seems to have rebounded in the past few decades, and is now at a near historical high point of 2,932 persons, as measured in 2000. This historical population trend is illustrated in Chart 1 below. It is interesting to note that the rise as a resort destination (hence the proliferation of rentals and seasonal homes) began in the mid 1950s, according to the *Lewes Canalfront Park Project Phase I Summary Report*. During this same time frame, larger social trends started to be seen across the state, such as smaller households and the growth of suburbs. Census data reveals that an influx of retirees began in the 1980s and continued throughout the 1990s.

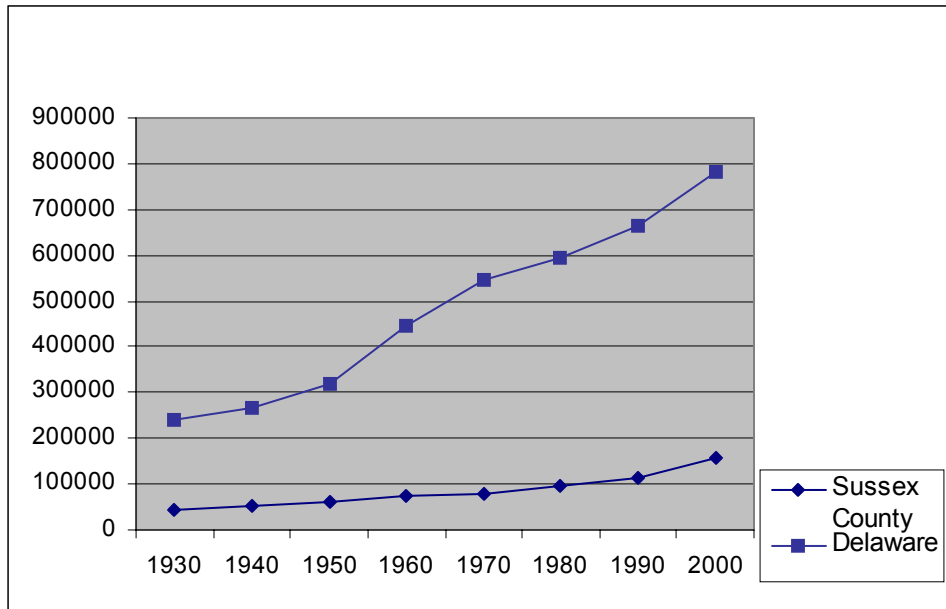
In 2000, there were 2,932 persons living in the City of Lewes. The total population for Sussex County in 2000 was 156,638 and 783,600 for the State of Delaware (as shown in Chart 2). Compared with the population in 1990, there was an increase of 27.8 percent for the city, an increase of 38.34 percent for Sussex County, and an increase of 17.63 percent for the State of Delaware. Lewes grew quite a bit

Chart 1. Lewes Population Trends



Source: U.S. Census, 1930 to 2000. Compiled by IPA

Chart 2. Sussex County and Delaware Population Trends, 1930-2000



Source: U.S. Census, 1930 to 2000. Compiled by IPA

faster than the state as a whole, but not as rapidly as Sussex County. Note that the census counts people at their place of residence on April 1 of the census year. Therefore, relatively few seasonal residents, who greatly increase the population of Lewes and the coastal area during the summer, are included in the census count.

Racial Composition

It is very important to note that the 2000 U.S. census information regarding racial composition includes a specific category for people of “two or more races.” This category was not included in any previous census data and may have a significant effect upon the percentage comparisons with 1990 census data. All efforts have been made to acknowledge and clarify this aspect of the information where it is appropriate or applicable.

In 2000, Sussex County and the State of Delaware showed a very similar racial composition. Sussex County’s population was 80.3 percent white, 14.9 percent black, and 4.8 percent other; the State of Delaware’s population was 74.6 percent white, 19.2 percent black, and 6.2 percent other.

Lewes was somewhat less diverse than either the county or the state in 2000. A higher percentage of white residents and lower percentage of black residents and people of other races (87.3 percent white, 9.9 percent black and 2.8 percent other) lived in the City of Lewes when the 2000 Census was taken. In

Table 3. 1990 and 2000 Racial Composition of Lewes, Sussex County, and Delaware

	1990			2000		
	white	black	other	white	black	other
Lewes	84.4%	15.4%	0.2%	87.3%	9.9%	2.8%
Sussex County	81%	17%	2%	80%	15%	5%
Delaware	80%	17%	3%	75%	19%	6%

Source: U.S. Census, 1990 and 2000

addition, the city has become less diverse in recent years, as indicated in Table 3. The measurable portion of Lewes's minority population experienced a decrease of 2.9 percent over the past ten years.

Table 4 shows the percentage change in Lewes's racial composition from 1990 to 2000. While the percentage changes may not seem large, the information serves to illustrate the idea that Lewes is becoming less diverse over time.

Table 4. Change in Lewes's Racial Composition, 1990-2000

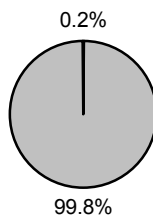
	1990	2000	Percent Change
White	84.4%	87.3%	+2.9%
Black	15.4%	9.9%	-5.5%
Other	0.2%	2.8%	+2.6%

Source: U.S. Census, 1990 and 2000

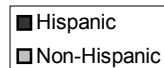
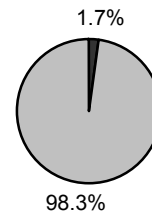
Lewes's Hispanic population has grown slightly during the 1990s. In the 1990 Census, there were only six persons of Hispanic origin living in the city. The Hispanic population had grown to 49 by the year 2000, and now comprises 1.7 percent of the total population. Persons of Hispanic origin were those who indicated that their origin was Mexican, Puerto Rican, Cuban, Central or South American, or some other Hispanic origin. It should be noted that persons of Hispanic origin may be of any race.

Charts 5 and 6. Lewes's Hispanic Population in 1990 and 2000

Hispanic Composition 1990



Hispanic Composition 2000



Source: U.S. Census, 1990 and 2000

Age Profile

The age profile for Lewes (see Table 7) varies from that of Sussex County and the state. According to the 2000 Census, 37.6 percent of Lewes's 2,532 adult residents (age 18 and older) were 62 years or older. This is twice the percentage of elderly residents in Sussex County (18.5 percent) and almost three times the percentage for the state (15.4 percent). In contrast, the population of children (ages 0-17) was only 13.6 percent of all Lewes's residents, compared to 22.5 percent for Sussex County and 24.8 percent statewide. The median age of Lewes residents was 54.9 in 2000, 13.8 years older than for Sussex County (41.1) and 18.9 years older than for the State of Delaware (36.0). As shown by these statistics, Lewes's population is much older and comprises far fewer children than are typically found in communities in Sussex County and the State of Delaware.

Educational Attainment

Comparing education levels of Lewes's population shows a few unique aspects of the city's residents. According to the 2000 Census, 85.5 percent of Lewes residents over 25 years of age were high school

graduates. By comparison, 76.5 percent of Sussex County residents and 82.6 percent of Delaware residents reported that they had received a high school diploma. Further, 48.1 percent of Lewes residents had earned a college degree compared to 22.7 percent for Sussex County and 31.6 percent for the entire state. The Census 2000 information illustrates that the city's population is more highly educated than that of the surrounding county and the state.

Table 7: Profile of General Demographic Characteristics: Delaware, Sussex County and Lewes

	Delaware	Sussex County	Lewes
Total Population	783,600	156,638	2932
Age			
Population 17 years and under	24.8%	22.5%	13.6%
Population 62 years and older	15.4%	18.5%	37.6%
Median Age (years)	36	41.1	54.9
Households			
Total Households	298,736	62,577	1338
Households with children under 18 years	35.4%	30.8%	15.1%
Households single parent families	10.0%	8.7%	5.7%
Households grandparents raising grandchildren	2.4%	2.4%	0.7%
Householder 65 or older living alone	9.1%	24.3%	14.4%
Households with no vehicle available	8.0%	5.8%	2.7%
Average household size (# people)	2.54	2.45	1.99
Income			
Median Household Income	\$47,381	\$39,208	\$48,707
Individuals 17 and under below poverty level	8.2%	9.1%	5.4%
Individuals 65 and older below the poverty level	7.9%	8.4%	5.6%
Selected Characteristics			
Population 25 and over with high school diploma	82.6%	76.5%	85.5%
Population 25 and over with College Degree	31.6%	22.7%	48.1%
Population 21 and over disabled	21.5%	18.9%	14.7%
Population 18 and over Civilian Veteran	14.4%	17.2%	20.5%
Population 16 and over in labor force	65.7%	58.5%	48.5%
Population 5 years and over who speak English less than "very well"	3.9%	3.4%	0.8%
Workers who did NOT drive alone to work	20.8%	20.5%	23.8%
Workers self-employed as sole-proprietors	5.0%	8.0%	10.3%

Source: U.S. Census 2000

Summer Population

Although Lewes's U.S. Census 2000 population was estimated at about 2,900 residents, because it is part of the resort area, we know that the population swells significantly during the summer months. According to the U.S. Census, fully 36 percent, or about 855 of 2,370 dwelling units are dedicated to seasonal or recreational use. In addition, there are about 385 bed and breakfast and hotel rooms in Lewes. If we assume two people per hotel room and three people per dwelling unit (a conservative

estimate for a summer weekend), the population of the city increases by 115 percent to 6,235. Data is not available to estimate the number of day visitors, but we know that thousands of visitors arrive every day via automobile, DART First State bus, Resort Transit, and the Cape May–Lewes Ferry. Additional visitors may be attending conferences at the Biden Center or Virden Center or camping at Cape Henlopen State Park. Also, during the summer season, there are many more employees commuting into Lewes on a daily basis. These sources could easily add another 10,000 or more people to the city on any given summer day. By comparison, the nearby town of Dewey Beach reports a winter population of 450 residents with a summer population estimated at 35,000 people.

Population Projections

Assuming that the city does not annex a significant amount of new territory, it is possible to estimate the future resident population. However, projections for populations as small as Lewes are very difficult to prepare accurately. The small size of the population makes it likely that slight inaccuracies or data errors in the current Census figures can become very large errors when projected into the future. ***These projections should not be considered accurate or binding and should be used with caution.*** The University of Delaware Center for Applied Demography and Survey Research prepares a series of population projections for the Delaware Department of Transportation based on small geographic areas called “Modified Grids.” These projections are used for transportation planning purposes. A group of modified grids has been selected that corresponds to the area surrounding the city. Two very simple population projections have been prepared for Lewes.

The first series is a conservative projection labeled the “low projection.” Based upon the 2000 population of the selected study area and the proportion of this population that comprises the City of Lewes, the future “low projection” for Lewes’s resident population in 2010 and 2020 is given in Table 8. These projections are made with the assumption that the City of Lewes will continue to take up 49.9 percent of the selected study area through the 20-year projection period; in other words, this projection does not account for any change due to annexation. As shown in this “low projection,” the City of Lewes is expected to have a population of 3,447 year-round residents in the year 2010 and 3,773 in 2020.

Table 8. Lewes Low Population Projection – City as 49.9 percent of the Lewes Area

	2000	2010	2020
Study Area	5,875	6,908	7,562
Lewes (49.9%)	2,932	3,447	3,773
Pop. Increase	***	515	326
Change	***	17.6%	9.5%

Sources: U.S. Census 2000; Draft Population, Household, and Employment Projections for Sussex County, prepared by the Center for Applied Demography and Survey Research at the University of Delaware under contract with the Delaware Department of Transportation. Projection by IPA.

The second population projection is called the “high projection.” In this projection, we have assumed that the growth rates for each decade will be 27.8 percent, which was the city’s rate of population growth between 1990 and 2000. As shown in Table 9, Lewes’s resident population is projected to grow to 4,789 by the year 2020, according to this method.

Chart 10 displays a graphic comparison of both the “low projection” and “high projection” for the city’s resident population. As illustrated, the “high” and “low” projected populations for 2010 are very close,

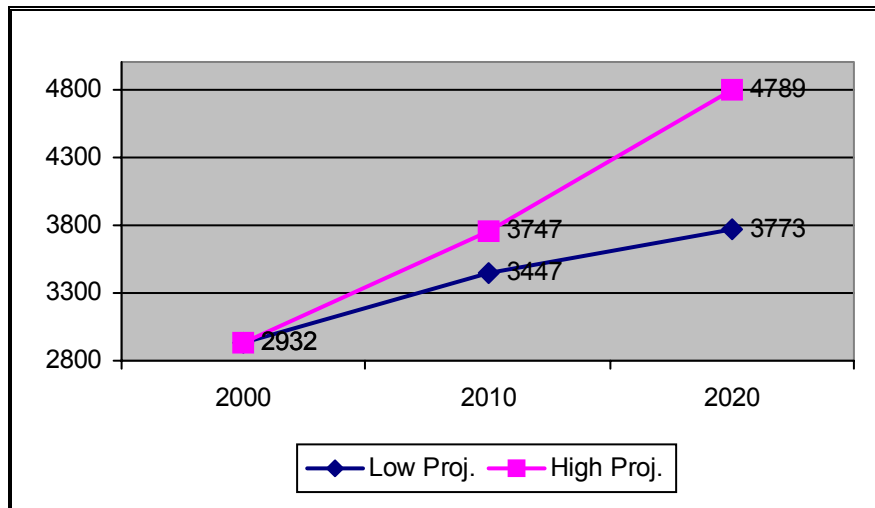
differing by only 300 people. However, the projections diverge in 2020, where the “high” and “low” projections for Lewes differ by almost 1,000 people.

Table 9. Lewes High-Population Projection at a 27.8 Percent Decennial Growth Rate

	2000	2010	2020
Population	2,932	3,747	4,789
Pop. Increase	+637 (from 1990)	+815	+1,042

Source: U.S. Census, 1990 and 2000. Projection by IPA.

Chart 10. Lewes Resident Population Projections



Sources: U.S. Census, 1990 and 2000; Draft Population, Household, and Employment Projections for Sussex County, prepared by the Center for Applied Demography and Survey Research at the University of Delaware under contract with the Delaware Department of Transportation. Projections by IPA.

Summary and Conclusions

Despite a declining population trend, Lewes’s population rebounded over the past two decades to just under 3,000 people. The major factors that led to this increase in population appear to include both the construction of new housing units in the city and the attractiveness of the area’s historical and environmental resources.

Based on data from the 2000 Census, it appears that Lewes’s population has become slightly less diverse during the 1990s. The percentage of white residents has increased from 84.4 percent in 1990 to 87.3 percent in 2000, while the population of black residents and those of other races has decreased. Hispanic residents showed a slight increase in the 1990s, from 0.2 percent to 1.7 percent of the city’s population.

According to the 1999 *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, “There is a strong consensus locally that the characteristics of the people living in Lewes and its adjacent areas east of DE 1 have changed substantially during the 1990s. The feeling is that Lewes has lost many of its “Working Class” households and that these have been replaced by older, wealthier, “retiree and pre-retiree” households. Younger, less wealthy families, many of which provide workers for local businesses, are moving to points farther west in Sussex County and commuting to their jobs in the DE 1 corridor” (p. 4). The available population data confirms this trend. It appears that “the retirees and pre-

retirees who have replaced the working family households have either purchased the relatively few new homes being built in the area east of DE 1 or bought older homes and renovated them”(p. 4).

The average (or mean) age of Lewes residents is steadily increasing. Lewes residents are highly educated. Lewes residents have high household and individual incomes and a lower poverty rate compared to that of the county and state. Lewes has a very high median housing value.

1-4. Community Vision, Goals, and Core Values

A number of core values were identified for Lewes as part of the *Lewes Long Range Plan* adopted in 1992. They are:

Core value #1: Lewes has a special and historic relationship with the sea.

“The unobstructed views of the sea and the canal, the ease of water access for townspeople and visitors, and the moderate and traditional scale of the City’s water-based commercial and recreational activities are essential physical qualities that allow Lewes to successfully relate its urban form to its natural setting” (p. 3).

Core value #2: Lewes is a community of diversity.

“The City is a vital, year-round working community with a mixture of ages, income levels, architectural styles, industrial and commercial activities, and physical environments” (p. 7).

Core value #3: Lewes values its human town scale and sense of face-to-face intimacy that is characteristic of its quality of life.

“This intangible quality is enhanced by certain tangible aspects of urban design such as easy walking distances, porches, sidewalks, safe streets, key focal points of activity, an identifiable town center and community activities” (p. 11).

Core value #4: Lewes is a town of busy days and quiet nights.

“In contrast to Rehoboth Beach, which has busy days and busy nights, the quiet, slower-paced evenings in Lewes are a valued asset. The Town functions both as a year-round community and a resort, necessitating a separation of tourist and residential activities. The types of retail businesses and the absence of amusement areas in Lewes help to preserve quiet nights” (p. 14).

Core value #5: Lewes recognizes and maintains its internal communities.

“Contributing to the vitality of the Town are components such as the hospital and medical community, schools, historical societies, fraternal organizations, churches, commercial and industrial enterprises, and the College of Marine Studies. They provide work and social opportunities, community improvement, and diversity” (p. 16).

An additional core value, which was recommended by the LPC during preliminary discussions concerning the update of this comprehensive development plan in the summer of 2001, has not yet been adopted by City Council.

Core value #6: Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation.

1-5. Planning Process and Public Participation

Public Involvement and Planning Activities since the 1992 Long-Range Plan

In addition to this Comprehensive Development Plan, the City of Lewes has conducted, or been involved with, numerous other planning efforts, which are highlighted throughout this document and listed in the bibliography at the end of this report. Many of these planning efforts have included some degree of public participation.

Public Involvement for This Comprehensive Development Plan

During 2002, Bill McGowan and Joe Farrell, UD public-engagement facilitators, interviewed members of the Lewes Planning Commission in individual sessions to 1) identify issues important to LPC members, 2) identify issues important to various Lewes community sectors, and 3) identify opportunities and challenges facing the LPC. In addition, City Council liaison Stephanie Tsantes and Board of Public Works liaison Howard Seymour were interviewed to better understand the LPC in relation to those governing bodies. After the LPC members were interviewed, a public engagement strategy was developed that included conducting several public-visioning forums, and a resident survey was developed and conducted.

Lewes Planning Commission Interviews

The interviews revealed shared views: Most interviewees expressed concern about the growing lack of diversity in Lewes. Lewes is becoming a community largely composed of affluent white people, many of whom are transplanted retirees. While this is due in large part to the attractiveness of Lewes and the increase in property values, the unintended consequence is that long-term residents, including the black community, are moving out of town, and young families and many Lewes service providers do not have the economic base to purchase homes in town. “Residents cannot earn enough to live in Lewes by working in Lewes.” The lack of diversity extends to the economy as well. Lewes has become increasingly reliant on tourism.

Most members raised the issue of growth in the surrounding area and how Lewes can protect itself from unintended consequences such as traffic congestion on arterials in and out of town. One member mentioned the importance of maintaining balance. “Lewes is unique. We need to preserve this uniqueness and protect the environment, but we also need to understand development, without cutting it off.” Several members regarded annexation as an important way to safeguard Lewes’s integrity and borders.

Many interviewees mentioned the concept of a historic district, albeit from somewhat differing points of view: the need to establish a district, what areas would be included, property-rights concerns, and the cost of related renovation (streetscape and utilities).

Several members raised the issue of the importance of dedicated open space and developing community gathering places.

Most LPC members mentioned, in a variety of ways, that developing a shared vision of what Lewes should look like was very important. This would require a great deal of communication among governing bodies and the Lewes community. The core values have been validated by Lewes residents and approved by Council. Trying to flesh them out might be a place to start.

The LPC adopted a strategy for public involvement that recognized the work already accomplished by the town. In considering this approach, the commission felt that the benefits, such as moving the process forward and building on existing work, outweighed the possible consequences. For example, the comprehensive plan process could be perceived as a “done deal” creating a “why bother” attitude. This failed to materialize. The public-engagement strategy was two-pronged, consisting of town meeting forums and a community-wide survey. The forums introduced residents to the comprehensive plan development process, and gave them the opportunity to reconnect or assess their feelings toward the Lewes core values, an integral part of a comprehensive plan. The survey, developed as a complimentary initiative by the University of Delaware Marine Advisory Service, was used to verify information gathered at the public meetings and provide an additional opportunity for all residents to have a voice in the process.

The City Meetings

The commission held three town meetings in November 2002. The meetings were at the Lewes Public Library, Friendship Baptist Church, and the Presbyterian Church. Each lasted approximately two hours. The format for the meetings was a large-group discussion on three of the city’s core values, and small-group work using maps to talk about annexation. Together, the three forums reached approximately 75 people. The audience was predominately white, 50 years old or older, and almost evenly split between male and female. The core values discussed were: “Lewes has a special and historic relationship with the sea”; “Lewes values its humane town scale and sense of face to face intimacy that is characteristic of its quality of life”; and “Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation.”

The design of the meeting was deliberative in nature to encourage participants to consider costs, consequences, and tradeoffs that emerge from the conversation. For example, for core value #1...*a special and historic relationship with the sea*, the facilitators asked participants as a group: “Are you willing to maintain a special relationship to the sea EVEN IF this may require more stringent land use regulations?” Deliberative dialogues allow people the opportunity to listen to others, to weigh others’ opinions against their own thinking, and to get a sense from others on how they feel about issues. This type of conversation is a beginning, not an end. Some conclusions are discussed below.

1. People care about the community of Lewes, both its people and the place, but really do not have a clear picture of the city.

Throughout the town meetings, those in attendance were engaged in the discussion. Folks questioned, “What kind of community is Lewes?” Is it an investment community, retirement, working, bedroom community? “We have the potential to be a bedroom community to Philadelphia or Wilmington.” There was concern that the community, by its newly found affluence, is moving beyond the economic reach of young, working-class families. The same comment was heard at two forums, “No children visited my house at Halloween.” This was mentioned because young families with children bring vitality to a community. The converse of losing young people was concern for those that have lived in Lewes for a long time. How do these changes impact older residents? One participant said, “We could not afford to live here now.” Several people wondered, if Lewes is an investment community, what impact are these changes having on the investment. Throughout the discussions, participants recognized that Lewes is a community of communities but wondered if they had a common interest.

2. The core values are important, but forum participants would like to see more substance.

Most participants agreed the core values were a good starting point. Some had participated in their development and thought it was time to do more. Other newer residents did not know they existed and

were heartened by what they heard. “Core value three is why we live here!” Many participants expressed concern with regard to the historic district. They recognize the need to maintain the scale and specialness of the city but also acknowledged the difficulty in addressing property rights. “We have more history than Cape May!” Another mentioned the “success” of Annapolis. One specific item that emerged several times, and would warrant further exploration, is the concept of a demolition policy for historic structures.

3. Participants recognize the value of tourism but are wary of what can happen, particularly in light of the core values.

Participants recognized that fishing and tourism are intimately connected. They talked about the tension between the quality of the town and that feeling of a special place and the need for the economic engine of tourism. One individual offered the fact that “...in 1980 there was a 50-percent vacancy-rate on Second Street.” On the other hand, to whom do these businesses cater? “The only thing we [residents] use on Second Street is the bank!” And “I have to drive to get little things,” emphasizing the frustration of living in a “walking” town where there is no place to go to for everyday supplies. Link that to the worry that many folks are buying second homes here and only living in Lewes part-time, why should businesses cater to a seasonal community?

4. Participants have mixed feelings about more regulations, but appear willing to listen for someone to present a good case for them.

Throughout the town meetings, a significant portion of the discussions focused on the need for regulations. While the nature of a comprehensive plan is to look at the city broadly, many participants wanted to be more specific. Much of this conversation occurred on core values three and six. Some think they are seeing an evolution of sorts, moving from “let it ride” to one where more regulation may be necessary. Still others wondered if we have too many regulations now. Lewes shouldn’t become “like a Williamsburg, where for every nail you need a permit.” The overarching issue was to protect what the Lewes community already has. People clearly recognized the tension between individual rights versus the public good. Celebrating the wonders of Lewes is fine; “Just don’t tell me what I can or cannot do with my property.” Several participants mentioned the subtle encroachment of landscaping, etc. onto the public-access paths to Lewes Beach. At one of the forums, an observer thought the group appeared to recognize that living in a community encumbers one with certain responsibilities that may require sacrificing certain individual rights. As one person said, “In a community everybody can’t have his own way – it’s about compromise.”

5. Participants expressed concerns about how City issues are decided.

Participants were appreciative of the openness of the Lewes Planning Commission to hold town meetings. They encouraged them to listen to the “whole” town. The Cape Gazette reported “four percent of the city’s population made an effort to attend planning sessions.” Folks expressed concern that “we’ve been here before.” One person observed it appears decisions are made in favor of whoever brings the most people to council. There was frustration voiced about the lack of “actors.” As in any town, there is a history of political decisions. Many of the participants were familiar with the politics that accompany many of the issues.

Annexation

Once the forum discussion concluded, community members were given the opportunity to work in small groups. They were asked to think about the future of Lewes and what should be considered for annexation and were invited to draw boundaries for potential annexation areas. The facilitators explained that annexation is a required part of the comprehensive plan and multiple steps need to be

taken for annexation to occur. This was just the beginning of the process. The discussion in the groups was animated and thoughtful. The boundaries ranged from a few adjacent properties, to the entire area between Lewes and SR 1. A similar exercise was completed with City Council, the Board of Public Works, and the Planning Commission at a joint workshop in August 2003, with similar results.

Lewes Resident Survey

In the spring of 2003, the University of Delaware Sea Grant Advisory Service, in cooperation with the Lewes Planning Commission and the University of Delaware Institute for Public Administration, developed a questionnaire to gauge community opinion and forward public discussion. Of 2,888 surveys mailed to residents (see *Appendix D. Lewes Resident Survey*), 1,172 were returned—a respectable 41 percent return rate. The overwhelming majority of respondents, 95 percent, were owner-occupants. Only 7 percent of respondents were born in Lewes. Of those responding, 92 percent had had some college education or a degree, 58 percent were male, and 57 percent had a household income of greater than \$75,000.

Of those who responded to the Lewes Resident Survey, 79 percent rated uncongested roads as either very important or extremely important, and 59 percent rated the presence of alternative transportation (bikeways/footpaths) as very or extremely important to their quality of life. Only 34 percent and 55 percent, respectively, felt that this need had been met. Eighty-five percent agreed or strongly agreed that seasonal traffic causes congestion, 61 percent agreed that there are adequate sidewalks for pedestrians, 59 percent agreed that there are sufficient streets connecting adjacent neighborhoods, 55 percent disagreed or strongly disagreed that there is sufficient downtown parking, 44 percent disagreed that there are adequate bicycle routes, and 43 percent agreed or strongly agreed that there is sufficient beach parking.

Of those responding to the Lewes Resident Survey, 58 percent agreed or strongly agreed that the city should encourage the development of housing that provides for a range of household incomes and allows people who work in town to live in town. Another 25 percent were neutral on this issue.

Of those who responded to the Lewes Resident Survey, 69 percent rated living close to stores, restaurants and other services as very or extremely important to their quality of life. Sixty-eight percent agreed or strongly agreed that it is important for Lewes to encourage a diverse mix of new businesses to sustain the local economy. Seventy-three percent agreed or strongly agreed that the city should make a special effort to preserve the marine-related businesses and infrastructure in town. Eighty-six percent agreed or strongly agreed that the city should maintain a central business district policy that encourages businesses consistent with the core value of busy days and quiet nights.

Of those responding to the Lewes Resident Survey, 59 percent agreed or strongly agreed that the city should annex adjacent unincorporated areas to help manage growth and improve local decision-making. Seventy percent agreed or strongly agreed that the city should develop a policy and priorities for annexation of adjacent properties and enter into discussions with property owners on their interests.

Of those responding to the Lewes Resident Survey, 89 percent agreed or strongly agreed that the city should set priorities for open space, including agriculture and natural-resource protection, and develop policies and procedures (including acquisition) for open-space protection. Additionally, 83 percent agree that the city should work to preserve and enhance public access to the canalfront and Lewes Beach. A full 93 percent agreed that protecting open space in Lewes will enhance property values and quality of life in town.

Of those responding to the Lewes Resident Survey, 79 percent agreed that tourism is important to the economic health of Lewes, and 58 percent felt that tourism is responsible for a too fast growth rate in Lewes.

Of those residents who responded to the Lewes Residents Survey, 85 percent support using building design and architectural preservation to maintain Lewes's historic character. Additionally, 74 percent support developing guidelines and ordinances for the historic district, and 70 percent support developing guidelines to protect the architectural heritage of Lewes Beach.

The following potential land uses were rated as either desirable or highly desirable by those who responded to the survey:

84%	*Restaurants and small eateries
83%	*Nature-based tourism
77%	*Small-shop retail *Educational facilities
74%	*Medical offices and infrastructure
73%	*Sport fishing and support facilities
68%	*Bed and breakfast inns
54%	*Assisted-living facilities *Aquarium, scaled to fit community

Potential land uses that were rated undesirable or highly undesirable included franchise restaurants (64 percent), franchise hotels/motels (58 percent) and light manufacturing (40 percent).

Conclusions

The remainder of this document constitutes a strategy for development, based on the public participation process as well as the numerous reports and studies generated by the city since the Long-Range Plan was adopted in 1992. It is divided into three sections. The first section addresses future land use and annexation as well as those issues, infrastructure and public services necessary to serve new growth. The next section addresses the character of the community, including historic, cultural, and open space resources, as well as recommendations for economic development and community design. The last section addresses implementation of the recommendations in this plan as well as intergovernmental coordination efforts.

PART 2. LAND USE PLAN

2-1. Current Land Use Climate

Land Use Survey

In May 2003, the Lewes Planning Commission collected land use data by conducting an on-site survey of the City of Lewes. (See *Map 2: Existing Land Use 2003*.) The existing land uses have been summarized into categories and are further described below. As shown in Figure 11, the City of Lewes covers 2569.6 acres, comprising 2654 individual parcels.

Open Space, Canal, Canary Creek: Open space represents the single largest area of land use in Lewes, with 958.4 acres or 37.3 percent of the total acreage. Much of this land is environmentally constrained and not really available for recreational uses. This category of use consists of lands that are undeveloped and likely to remain undeveloped due to natural features or legal restrictions associated with the properties. The largest percentage of these lands is located near the city's boundaries and includes portions of the Great Marsh and Cape Henlopen State Park.

Residential: Residential uses are the most common land use by number of parcels, accounting for 1938 out of 2654 parcels, 16.0 percent of the city's acreage. A parcel is classified residential if there is any type of dwelling on it. This can include single-family homes, duplexes, apartments, or town homes.

Figure 11: Existing Land Uses

Land Use	Number of Parcels	Total Acres	% of Total Acres
Open Space/Canal/Canary Creek	96	958.4	37.3
Residential	1,938	415.1	16.0
Vacant Land	352	385.2	15.0
Institutional	71	265.6	10.3
Roads		225.0	8.8
Parks	63	159.2	6.2
Commercial	104	67.6	2.6
Industrial	21	48.7	1.9
Utilities	9	44.9	1.7
Total	2,654	2569.6	100.00

Vacant Land: In 2003, about 352 parcels within town were categorized as vacant, 15.0 percent of the total acreage. Vacant uses include parcels that are empty but developable and parcels that contain unoccupied structures. About 300 of the vacant parcels are recorded residential lots upon which construction had not yet occurred. In 2004 the Board of Public Works conducted a follow-up survey that identified 194 buildable lots, excluding the recent subdivisions. It also concluded that many of these lots can be legally subdivided. Some of these lands may also have environmental constraints.

Institutional: Government and community services constitute institutional land uses. There are 71 parcels in the City of Lewes including numerous churches, three schools, the Fire Company, City Hall, Army Reserve Center, Beebe Medical Center, a DNREC facility, and the University of Delaware. The total acreage for institutional use is 10.3 percent of the city's total.

Roads: Roads take up 225 acres, approximately 8.8 percent of the city's area.

Parks: There are 63 parcels designated as parkland for a total of 159.2 acres, or 6.2 percent of the city.

Commercial: Commercial land use refers to property that is used for conducting business involving retail sales and services. Approximately 2.6 percent of the land area comprising 104 properties in the City of Lewes is utilized for commercial purposes. There is a small core along Savannah Road and another on Second Street, with the remainder of the commercial properties scattered throughout town.

Industrial: Industrial uses include a mix of activities, most of which are concentrated along Theodore C. Freeman Highway. The various industrial uses account for 21 parcels or 1.9 percent of the total acreage in Lewes.

Utilities: Utility uses include the municipal water tower, wastewater-treatment plant, and a water-pumping station. There are 9 parcels totaling 1.7 percent of Lewes's acreage.

Current Zoning Map and Codes

The current Subdivision and Land Development code, which includes a two-year sunset provision, was revised and adopted by City Council in April 1998. The current Zoning Code was revised and adopted by City Council in February 1999. (See *Map 3: Existing Zoning*.)

Comprehensive Planning

The last comprehensive plan, the *Lewes Long Range Plan*, was adopted in 1992, and approximately 13 additional land use-related studies were subsequently conducted. These studies are listed in *Appendix A: Bibliography*, and have been incorporated into this comprehensive plan as appropriate. *Appendix C* contains a listing of specific recommendations from these plans that have been implemented or are in the process of being implemented.

City Government/Administrative Capacity

The City of Lewes: The formal title of the legislative body of the city is the Mayor and City Council of Lewes. This body is made up of a mayor, a deputy mayor, and three additional council members. The mayor serves as the chief executive of Lewes, as specified in the city's charter. The city employs 28 full-time, one part-time, and 17 seasonal full-time employees and has an annual budget of approximately \$2.3 million.

Board of Public Works: The Lewes Board of Public Works (BPW) was established in 1901 by a charter separate from the city's charter. Five Board members are elected annually including a President, Vice President, Secretary/Treasurer and Assistant Treasurer. The BPW maintains ex-officio positions on the Lewes Planning Commission. Although neither City Council nor the Lewes Planning Commission hold ex-officio positions on the BPW, the Mayor has attended the BPW meetings as a matter of practice for many years. It employs 28 full-time and one part-time employee and has a budget of approximately \$5 million. The Lewes BPW has a 20-year long-range plan for electricity and sewer service, and a ten-year plan for drinking water.

Responsibilities are generally divided such that the BPW is responsible for developing and maintaining underground infrastructure, including water, sewer, electric and stormwater, while the City of Lewes is responsible for developing and maintaining above-ground infrastructure and services (such as trash

collection, street sweeping, parks, and public safety). As a result, planning and maintenance of utilities are somewhat separated from other planning and land use activities, although the two entities have moved toward greater coordination. The Lewes BPW reviews proposed development plans for utility issues, and collects impact fees for sewer, water and electricity. This money can only be used for capital improvements, rather than operational or maintenance costs. The Lewes BPW does not have the power of eminent domain (the ability to condemn land) nor does it have the power to raise and issue bonds in support of public works projects. Only the City of Lewes has these powers.

Planning Commission: The Lewes Planning Commission (LPC) currently consists of nine appointed members, plus four ex-officio members. The ex-officio members are the Mayor and the City Manager, and representatives from City Council and the Board of Public Works. The LPC reviews land development and subdivision plans submitted to the city and makes recommendations to City Council. It does not make recommendations regarding proposed zoning changes. The LPC is also responsible for developing the comprehensive development plan and conducting the public process related to this plan. The Mayor and City Council have the final decision-making authority for all land use decisions, including adoption of the comprehensive plan.

Board of Adjustment: A three-person Board of Adjustment, appointed by the Mayor and confirmed by City Council, hears and decides appeals of the Zoning Code. A separate committee hears appeals to the city's Housing Code. The Mayor and Council hear appeals concerning the Subdivision Code.

Development plans: The LPC makes an advisory recommendation to City Council with input from the City Engineer. The BPW also reviews plans for utility and infrastructure issues. Lewes contracts with the engineering firm of George, Miles & Buhr to perform the role of City Engineer. Currently, there is no city planner to provide expertise or guidance.

Additional City Jurisdiction: According to Section 33. (a) of the Charter of the City of Lewes, the City also has certain powers over "all the public or vacant lands contiguous to but outside the corporate limits," defined as fronting on the bay between the point of Cape Henlopen on the south and Veasey's Inlet on the north, currently known as Lewes Beach. These lands are subject to the same laws as lands within the city, and Lewes is authorized to lease these lands to others. Section 33. (d) of the Charter of the City of Lewes also grants "full and exclusive authority and control" over the Great and Beach Marshes and the Cape and Cape Marshes. It further grants Lewes the authority to sell grass, hay, sand, gravel, wood, and timber from these lands for profit. However, the City may not prevent fishing access to Lewes or Delaware residents along the Delaware Bay shore.

City Finances: According to the *Flood Mitigation Plan for the City of Lewes, Delaware*, the city's income is generated from a variety of sources. The 2002 income was approximately \$2.2 million. It was estimated that approximately 40 percent of this income was produced by the city's property tax and approximately 18 percent came from realty-transfer fees. The remaining income was generated from parking meters, building permits, business and mercantile licenses, grants, traffic tickets, land leases, parking violations, tax penalties, and dock rentals. The city does not have the power to collect impact fees, although the BPW does.

According to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, the city's 1998-1999 real-property tax-rate of \$0.32 was the lowest among the five municipalities comprising the Cape Henlopen School District and the second lowest among the 23 towns in Sussex County. Lewes's total tax rate of \$2.6853 (including county, school and vo-tech rates) was the lowest in the county for that

year. Additionally, the effective rate of \$0.5102 per \$100 of market value, which takes into account assessed value as a percent of market value, was the fourth lowest in the county that year.

Also, according to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, residential development generally costs a community more than it generates in taxes, but this does not appear to be the case in Lewes. “The households that have been moving to Lewes over the past decade tend to not have children. Or, if they do, Lewes is their second home with the children attending school at the location of their principal residence. In addition, the relative wealth of the city’s citizens diminishes the demand for social services to support needy households. As a result of these factors, Lewes is able to provide good public services to its citizens at a relatively low cost per household. Consequently, residential development in Lewes is a positive contributor to the city’s economic base” (p. 7).

Active Citizenry: The City of Lewes has a very active and informed citizenry who care deeply about the city and are willing to be involved. As a result, in addition to the Board of Public Works, Lewes Planning Commission and the Board of Adjustment, the city has quite a few additional standing and *ad hoc* committees that serve in an advisory capacity in dealing with city issues. Those related to land use and planning issues include:

- 1) Housing Board of Adjustment and Appeals: Hears appeals of the city’s Housing Code.
- 2) Commercial Architectural Review Commission (CARC): Reviews the exterior proposals for new commercial construction or changes to existing commercial buildings.
- 3) An Architectural Review Commission (also known as the Historic Preservation Commission): Is not currently active. It was created in Article X of the Zoning Code.
- 4) Parks and Recreation Commission: Reviews major development plans for open space issues and makes recommendations to the Lewes Planning Commission.
- 5) Transportation Ad-Hoc Committee: Is working with a consultant to develop a transportation plan for the city. This is a sub-committee of the Planning Commission.
- 6) Street Improvement Committee: Reviews street improvements and prioritizes work with input from the City Engineer. This is a joint BPW and City Council committee.
- 7) Greenways and Trails Committee: Is working to develop the Lewes Greenways Plan.
- 8) Pedestrian Safety Review Committee: Recommends pedestrian and bicycle related improvements.
- 9) Canalfront Advisory Committee: Works with the Greater Lewes Foundation to design and develop the Lewes Canalfront Park.
- 10) Historic District Regulations Ad-Hoc Committee: Develops and implements regulations to protect residential buildings within the historic district.
- 11) Flood Mitigation Planning Team: Works to implement the recommendations of the *Hazard Vulnerability Study* and the *Flood Mitigation Plan for the City of Lewes* in order to reduce the impacts of potential natural disasters.
- 12) The Board of Health, created by the City Charter, has such broad powers that it could conceivably affect land use and planning issues.
- 13) The Historic Preservation Commission was recently created by the new historic-preservation regulations.

Pressures and Issues

Lewes Resident Survey: Seventy-one percent of those responding to the survey indicated that low property taxes were very or extremely important to their quality of life. Ninety-three percent responded that this need was being met in Lewes.

Fiscal Considerations: A very high percentage of lands within Lewes, about 64 percent of the total, or 1653 acres (lands classified as Open Space, Parks, Institutional, Utilities, and Roads), does not contribute to the property tax base. In addition, there are another 385 acres (15 percent) that are classified as vacant, and therefore, may not be contributing to the fullest potential.

City of Lewes and Board of Public Works Charters: The most recent City of Lewes Charter was adopted in 1969, and the Board of Public Works Charter was adopted in 1901. Both have been amended repeatedly during the ensuing years. At a minimum, both charters should be reviewed and updated to incorporate recent state legislation, revise outdated language and fees, and improve consistency between the two charters. Some provisions of both charters might be more appropriately placed within the rules and regulations, such as fees and fines, and procedures for changes to the street system. In addition, the City may want to review its annexation process, which appears overly complex. At this time, the BPW is in the process of reviewing and updating its charter.

Reincorporation as One Legal Entity: Having two chartered entities, the City of Lewes has a unique governing structure that has served the town well for many years. As the city, its residents, and its issues have changed over time, there may be some benefits to the city to reincorporate as one legal entity. These entities should be reviewed with the goal toward enhancing coordination, improving fiscal and legal arrangements, removing any redundancies, and reducing confusion for customers. This review should ultimately determine the value of maintaining two separate entities. The Board of Public Works is currently undergoing an operational audit. Perhaps this audit could be expanded to encompass both the Board of Public Works and the City of Lewes.

Coordination: It is important to coordinate planning and continue to strengthen the cooperative relationship between the Board of Public Works, the Mayor and Council, Lewes Planning Commission, and city management. The abundance of advisory committees may also make coordination efforts more difficult. Some possibilities to further strengthen coordination between these entities would include a joint planning process and/or a parallel BPW plan based on the core values and this Comprehensive Plan.

Future Responsibilities: Upon adoption of this Municipal Comprehensive Development Plan, Lewes is required to annually submit a progress report by December 31 to the Office of State Planning Coordination. The report must include information regarding implementation activities, and new issues or conditions affecting the plan. In addition, state regulations require that the City's Zoning Map be updated to conform with this plan within 18 months of its adoption.

Annexation Process: All annexations are now required by state law to be consistent with an adopted Municipal Comprehensive Development Plan, follow a multi-jurisdictional public process, be zoned at the time of annexation, and submit a plan of services for the parcel certifying that capacity exists to provide all needed public utilities and services.

LUPA/PLUS State regulations: The General Assembly recently updated Title 29 Chapter 92, formerly the LUPA (Land Use Planning Act) process, which required certain land use activities to be reviewed by state agencies, coordinated through the Office of State Planning Coordination. The new law, PLUS (Preliminary Land Use Service), changes some of those requirements and establishes a new process. As a result, the City of Lewes may want to develop a Memorandum of Understanding (MOU) with the Office of State Planning Coordination to identify what projects would be included in this process.

Planning Committees: Although Lewes is to be commended for involving many citizens through the current structure of committees, this abundance of advisory voices tends to foster a situation whereby implementation is put off in favor of more analysis. Eleven active committees in addition to the BPW, LPC and Board of Adjustment, is a very high number. By comparison, New Castle County, with a population of approximately 750,000 and considered to be highly regulated, has about five committees or boards related to planning and land use issues, including the Planning Board and the Board of Adjustment. As the old adage says, “Too many cooks spoil the broth.” Public input is very important, but ultimately it is the elected officials who have the responsibility to act for the good of the community as a whole. What is being lost in Lewes is the opportunity to preserve what makes Lewes special, particularly with respect to historic resources and community character. At a minimum, there needs to be some mechanism for accountability to the Mayor and Council, perhaps through annual reports.

Lewes may want to consider alternative avenues to collect public opinion and advice, as well as keep residents involved. For example, a public-outreach committee could replace a number of existing committees and serve as a forum for educating the public and soliciting public input on a wide range of issues. The city should also consider consolidating the Housing Board of Adjustment into the Board of Adjustment. Now that the City has adopted historic-preservation regulations and a Historic Preservation Commission, it should consider abolishing the CARC, the Architectural Review Commission, and the Historic District Regulations Ad-Hoc committee and fold any remaining responsibilities of those committees into the new Historic Preservation Commission. Five to seven members per committee is generally a good number to provide for a variety of perspectives and opinions while still being able to accomplish tasks. *Ad-hoc* committees, in particular, should be chaired by a member of City Council to ensure that tasks are accomplished in a timely manner and that recommendations are practical.

Resolving City Issues: Forum participants expressed concerns about how city issues are decided. Participants were appreciative of the openness of the Lewes Planning Commission to holding town meetings. They encouraged them to listen to the “whole” town. *The Cape Gazette* reported “four percent of the city’s population made an effort to attend planning sessions.” People expressed concern that “we’ve been here before.” One person observed it appears decisions are made in favor of whoever brings the most people to council. There was frustration voiced on the lack of “actors.”

Recommendations

- High—Continue to coordinate planning and strengthen the cooperative relationship between BPW and city management.
- High—Review and update the charters of both the City of Lewes and Board of Public Works.
- High—Consider developing a joint BPW/LPC planning process or develop a parallel BPW long-range plan that reflects the core values and the certified Municipal Comprehensive Development Plan.
- High—Review the new PLUS requirements and consider developing a Memorandum of Understanding (MOU) with the Office of State Planning Coordination.
- Medium—Review all boards and committees for duplication and appropriate powers. Develop an annual reporting process to the Mayor and Council.

2-2. Utilities

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on utility and infrastructure issues including the *Hazard Vulnerability Study* and the *Flood Mitigation Plan for the City of Lewes*. The reader is encouraged to consult these documents for additional detail.

Drinking Water

Drinking water in Lewes is distributed by the Board of Public Works via the City of Lewes Power and Water Plant, located on Schley Avenue. Water is pumped from a city-owned well field (five production wells) located near Cape Henlopen High School, just outside city limits. There are an additional 18 private wells that withdraw water from the Columbia-formation aquifer. In addition to the entire city limits, water is also provided to the high school, Spi-Pharma, and some additional lands outside of town. BPW recently applied for and received an expanded Certificate of Public Convenience and Necessity (CPCN) to serve a larger area with drinking water (see *Map 4: CPCNs*).

The wells are capable of producing at least four million gallons-per-day (gpd), with a storage capacity (tank) of 300,000 gallons. The city averages about 800,000 gpd during the off-season, with about 400,000 gpd being supplied to one industrial customer (Barcroft/SpiPharma). Usage peaked at 1.6 million gpd during the summer of 2002, with about 400,000 gpd identified as being used for lawn and garden irrigation. With four million gallons-per-day total capacity, Lewes appears to have plenty of drinking water to meet demand for the foreseeable future. BPW is currently planning a second water tower to increase total storage capacity to 750,000 gallons. BPW also has three test wells, located between the bay and the city well field, which are regularly monitored for saltwater intrusion. The Board of Public Works (BPW) employs six full-time employees, who are responsible for maintaining the drinking-water supply, well fields, and power-plant operations around the clock. The city adds lime, fluoride, and chlorine to the drinking water to meet state quality standards.

Sewer/Wastewater

The City of Lewes Wastewater Treatment Facility is located on American Legion Road. Approximately 30 pumping stations, located throughout the city, pump wastewater from the community to the treatment plant. The pumps are powered by electricity, and some of them are also equipped with back-up generators. BPW has contracted with Severn Trent to operate the treatment plant through December 2007. Treated wastewater is currently released into the Lewes and Rehoboth Canal, most of which flows into the Delaware Bay.

BPW currently has permits from DNREC for an average daily flow rate of 750,000 gpd, and has received approval to expand that capacity to 1,500,000 gpd. Average flows in the wintertime are approximately 535,000 gpd; however, summertime flows commonly peak above 1,000,000 gpd. The Lewes Board of Public Works (BPW), with Delaware Department of Natural Resources and Environmental Control (DNREC) approval, is constructing an upgraded and expanded wastewater-treatment facility that will reduce the nitrogen concentration in the facility's effluent stream to less than or equal to 5 milligrams per liter (mg/l) and phosphorus to less than or equal to 0.6 mg/l. The new treatment facility will utilize a membrane-filtration system combined with a nutrient-removal system to achieve the effluent results. Upon construction of the facility, BPW in coordination with DNREC, will consider options to effectively eliminate an agreed-upon amount of nutrient discharges from the facility entering the Rehoboth Bay. Preliminary alternatives include nutrient trading mechanisms by providing

central wastewater-collection service to areas currently utilizing on-site septic systems, and/or development of nutrient management plans in coordination with the agricultural community.

BPW provides sewer service only to properties within the city limits, except the Cape Henlopen High School, University of Delaware housing, First Baptist Church, P. Rodney Cunningham strip mall, and five properties within Highland Acres. Plenty of sewer capacity exists for new development outside of town through Sussex County and private developers.

BPW employs five full-time employees to maintain both water and sewer lines throughout Lewes, as well as water meters and service connections. Sussex County currently serves a portion of the lands outside the city limits and has allocated capacity to serve up to four residential units per acre with some commercial development.

Electricity

BPW purchases all electric power from Conectiv. However, the city-owned Lewes Power Plant generates power using two diesel generators as part of a contract with Conectiv to operate during peak usage times or for emergencies. The distribution system currently has three substations within the city limits, but these will be reduced to two. The entire distribution system is currently being upgraded from 4,160 to 12,000 volts, and the carrying capacity of the system is being upgraded from 20 to 45 megawatts. The plant is regulated by the U.S. Environmental Protection Agency as a small-quantity generator of hazardous waste. BPW is an associate member of DEMEC (Delaware Municipal Electric Cooperative), a consortium of Delaware municipalities that generate power for their own usage. BPW employs one part-time and six full-time employees who maintain lines and read electric and water meters.

Stormwater Management

Like similar communities throughout the United States, the status of stormwater management in Lewes reflects the changes in technical and regulatory practices in flood control. According to the *Hazard Vulnerability Study*, “Stormwater management practices have evolved in the last half-century. Traditionally, early methods sought to convey stormwater away from dwellings and roadways (e.g., swales and ditches). Later techniques applied peak flow collection and dispersion devices (e.g., curbs, gutters, and storm drains). Fifteen years ago, proper practices began to consider stormwater volume quantity issues (e.g., application of stormwater management ponds) and quantity and quality approaches for stormwater management” (p. 25).

The city-wide stormwater system, managed by the Board of Public Works, is composed of storm drains (i.e., conduits, curbs, and gutters). The majority of the system has been in place for many years. According to the *Hazard Vulnerability Study*, “Outfalls for the system drain into the Canal or streams. During high tide periods, the system prevents tidal backflow by using flap gates and other control structures and devices. Maintenance is an essential component for any such system. For example, keeping drainage ways clear of debris, sedimentation and other materials that block or reduce flow” (pp. 25-26). In addition, there is a system of tax ditches in Lewes that is maintained by others.

In addition, all new development in Lewes is required to include on-site stormwater management techniques to manage both water quantity and quality, which are the responsibility of the homeowner’s association to maintain. When possible, new development is sometimes allowed to tie into the existing

city system. All development proposals are reviewed by both BPW and the Sussex Conservation District for stormwater management issues.

Lewes Flood-Mitigation Plan

In 1999, the City of Lewes completed the *Flood Mitigation Plan for the City of Lewes*, which developed a comprehensive strategy for implementing technically feasible flood-mitigation activities for Lewes. According to the plan, Lewes is subject to flooding from both the Delaware Bay and the Lewes and Rehoboth Canal. In 1977, the City of Lewes began participating in the Federal Emergency Management Agency's (FEMA) National Flood Insurance Program (NFIP).

The City conducted a detailed flood insurance study to analyze possible flood elevations for storms of varying intensities. The report identifies areas likely to flood during a flood with a 1-percent annual chance of occurrence (also called the 100-year-flood elevation or the base flood elevation), and the 0.2-percent annual chance of occurrence (or the 500-year- flood level). All this information is then included on the Flood Insurance Rate Map (FIRM). The *Flood Mitigation Plan* identified the types of flooding and damage that might occur within the FEMA flood zones.

Erosion/Wave Zone: The Erosion/Wave Zone corresponds to the FEMA-designated flood zone VE11. Structures on the seaward side of Bay Avenue are located in the Erosion/Wave Zone (see *Map 5: FEMA Flood Map*). This zone extends eastward to include buildings in the Pilot Point Townhomes. Most of the structures located in this zone are residential.

Canal Flooding Zone: The Canal Flooding Zone corresponds to the FEMA-designated flood zones AE8 and AE9. During northeasters and tropical storms, elevated water levels in the Atlantic Ocean cause waters in the Delaware Bay and the Rehoboth Bay to rise. This, in turn, raises the water level in the Lewes and Rehoboth Canal, which floods much of the low-lying north side of Lewes. Houses in the Canal Flooding Zone include homes south of Bay Avenue from Roosevelt Inlet to Route 9. Two high-risk areas in this zone include Cedar Avenue from Iowa Avenue to Illinois Avenue, and the Market Street vicinity. Most of the structures in the Canal Flooding Zone are residential, however some commercial businesses and the city's wastewater treatment plant are located in this flood zone.

Figure 12: Flood-Risk Designations in Lewes

FEMA	Lewes Zoning Code	Lewes Flood Mitigation Plan
AE	Coastal Floodplain	Canal Flooding Zone (AE8 and AE9)
VE	Coastal High Hazard Area	Erosion/Wave Zone (VE11)

A large portion of Lewes lies within the FEMA Special Flood Hazard Area designations (AE and VE), which is the 100-year floodplain. In Article XI, Floodplain District Regulations, found in the zoning portion of the Lewes Municipal Code, the City defines its own names for the FEMA flood-hazard areas. The city calls the FEMA AE Zones the Coastal Floodplain, and Lewes Coastal High-Hazard Area corresponds to the FEMA VE Zone. Coastal High-Hazard Areas extend from offshore to the inland limit of a primary frontal dune along an open coast and any other area subject to high-velocity wave action, (i.e., where the waves are greater than three feet in height).

To participate in the NFIP, Lewes also updated its codes to regulate development in the floodplains in accordance with the NFIP criteria. The City of Lewes Subdivision and Zoning Codes require that for properties within the flood zones:

- All new buildings and buildings undergoing substantial improvements must be elevated so they are protected from damage by the 100-year flood, and
- New floodplain development may not aggravate existing flood problems or increase damage to other properties.

In addition, Lewes signed an agreement with FEMA to partner with them as a Project Impact Community on February 16, 1999. As explained in the flood mitigation plan, “FEMA’s Project Impact is a nationwide initiative to reduce damage caused by natural disasters through preventative measures. The program is based on the notions that preventative actions must be determined at the local level and that both private sector participation and long-term commitment are needed. In order to help the communities become “disaster resistant,” FEMA attempts to bring the latest technology and mitigation practices to the local communities. FEMA partners with the communities and provides them with technical assistance at the national and regional level and brings in other Federal and state agencies to do the same” (p. 6).

Hazard Vulnerability Study

The *Hazard Vulnerability Study* was completed as part of Project Impact. The study identifies natural hazards that have the potential to cause serious damage to Lewes and provides recommendations for mitigation. In addition to flooding, results of the hazard identification and vulnerability assessment indicate that Lewes is most vulnerable to wind hazards. Other hazards Lewes may face include wildfires, winter storms, and possible releases of hazardous waste.

Analysis determined that about 600 parcels in Lewes fall within the 100-year-floodplain boundary and could experience flooding of the base floor during a 100-year-storm event. The majority of these structures are situated along the beach, inlet, and canal. However, many of these structures were constructed using FIRM and FEMA flood-loss-prevention guidelines and are therefore less likely to experience problems. According to the *Hazard Vulnerability Study* in 2000, when the structures meeting those guidelines are counted, approximately 300 structures remained vulnerable to direct flood damage.

Other Infrastructure

According to the *Hazard Vulnerability Study*, “Between 1828 and 1898, just outside of Lewes, the Federal Government constructed a large breakwater located at the entrance to the Delaware Bay. Another breakwater structure is located approximately 1 mile north of Breakwater Harbor. These breakwaters serve as a National Harbor of Refuge for ships entering the Delaware Bay. During storm events, storm surge from the Delaware Bay is limited due in large part to these breakwater structures located near Lewes. The structures decrease the effects of storm winds flowing over the water in a northeast direction on the Delaware Bay thus decreasing storm surge during northeasters” (p. 13). These breakwater structures are maintained by the U.S. Army Corps of Engineers.

Critical Issues

Core Values: Core values #3 (Lewes values its humane town scale and sense of face-to-face intimacy that is characteristic of its quality of life) and #6 (Lewes has unique historical origins and strives to

highlight its heritage through building design and architectural preservation) can both be affected by the provision of utilities within the City of Lewes.

Drinking Water and Irrigation: BPW was concerned that a large quantity of drinking water (400,000 gpd, or about 25 percent) was being used for irrigation during the summer of 2002. This seems excessive, particularly since the state was under drought conditions and had imposed water restrictions.

Drinking Water: Saltwater intrusion into the aquifer is a major concern of Lewes. In the 1940s, the city relocated its wells inland to their present location as a result of saltwater intrusion into earlier wells. The current well field is located as far from the Bay as possible and is not currently within the municipal limits. The Columbia-formation aquifer, at 140 to 170 feet deep, is considered safe for now. However, as additional development occurs in the area and more water is pumped from the aquifer, it may be only a matter of time until these wells are contaminated by salt water. Additionally, the city's major water user, Barcroft/SpiPharma, is considering revising its Lewes operations, potentially requiring greater water usage. In addition, it is important to protect the City's wellhead-recharge areas, most of which are located in Sussex County and not subject to Lewes land use laws and protections.

Total Maximum Daily Load (TMDL): The Lewes wastewater-treatment facility discharges its effluent near the northwest end of the Lewes-Rehoboth Canal. Studies have indicated that less than or equal to five percent (5%) of the discharge constituents enter the Rehoboth Bay. The Rehoboth Bay is considered part of Delaware's Inland Bays watershed for TMDLs. As a result of these studies, the BPW, with DNREC approval, is constructing an upgraded and expanded wastewater-treatment facility that will reduce the nitrogen concentration in the facility's effluent stream to less than or equal to 5 milligrams per liter (mg/l), and phosphorus to less than or equal to 0.6 mg/l. The new treatment facility will utilize a membrane-filtration system combined with a nutrient removal system to achieve the effluent results. Upon construction of the facility, BPW in coordination with DNREC, will consider options to effectively eliminate an agreed-upon amount of nutrient discharges from the facility entering the Rehoboth Bay. Preliminary alternatives include nutrient trading mechanisms by providing central wastewater-collection service to areas currently utilizing on-site septic systems, and/or development of nutrient management plans in coordination with the agricultural community.

Stormwater Management: According to the *Hazard Vulnerability Study*, "Exceptionally flat topographic conditions in Lewes create difficult conditions for stormwater management. The ability to convey runoff from place to place is a function of the amount of energy (or 'head') available to move the flow downstream. Some areas of Lewes have stormwater facilities where the elevation varies only a small amount over a long channel length. The tidally driven nature of the receiving waters (i.e., Canal) compounds this difficulty, especially when high tides further reduce head. Therefore, several issues affect stormwater management in Lewes: the topographic conditions, the age of some stormwater appurtenances, and poor maintenance in some areas. Overall, the Lewes storm drain system appears to function effectively. However, many areas in Lewes use open channels to convey stormwater runoff. The age and failures of older stormwater conveyance structures, combined with lack of maintenance, compounds these effects" (p. 26). Additionally, stagnant waters serve as breeding grounds for mosquitoes, potentially carrying diseases such as West Nile Virus.

Flooding: Although a significant portion of Lewes is within the FEMA flood zone, there are still many older homes within the 500-year-flood zone that do not qualify for FEMA assistance.

Recommendations

- Highest—Develop and adopt a wellhead-recharge-protection ordinance.
- High—Develop a city landowner-education program to encourage the proper care and maintenance of ditch and drainage systems. Seek opportunities to upgrade the city's drainage system. For example, the City should fix the outfall structures near Mason's Landing and Camden Avenue to prevent flooding during storm events. Investigate clearing the debris-filled ditches in the northwest wetland area of Lewes near Roosevelt Inlet, as recommended by the *Flood Mitigation Plan for the City of Lewes*.
- High—Encourage the city to explore alternative sources of energy.
- High—Encourage the city to explore taking advantage of a municipal broadband system.
- Medium—Continue the use of impact/connection fees and adopt a system of automatic indexing for inflation.

2-3. Transportation

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on transportation issues, including the *City of Lewes Comprehensive Pedestrian Plan*, *Hazard Vulnerability Study*, and *Flood Mitigation Plan for the City of Lewes, Delaware*. The reader is encouraged to consult these documents for additional details.

The major transportation infrastructure in Lewes consists of roadways, sidewalks, public transit, freight railroad, and ferry service to and from Cape May, New Jersey.

Streets

The major thoroughfares that provide access to and from Lewes are Kings/Freeman Highway (Route 9), Savannah Road (Business Route 9), and New Road (Route 266). These roads all run in a southwest to northeast direction and connect Lewes to Route 1 (see *Map 6: Roads and Boundaries*). Cape Henlopen Drive is another major road within Lewes that runs in an east-west direction and provides access to the Cape May—Lewes Ferry Port and Cape Henlopen State Park. All of these roads are maintained by the state and are, therefore, the responsibility of the Delaware Department of Transportation. In addition, the state also maintains Front Street/Pilottown Road, Cedar Avenue, and portions of Gills Neck Road.

The City of Lewes Street Maintenance Department is responsible for street sweeping, snow plowing, and street repairs on all city streets exclusive of state-maintained roads. Routine repairs, plowing, mowing, and sweeping are done in-house by a staff of eight full-time and two seasonal full-time employees. Larger projects are contracted out to private companies. These employees are also responsible for trash pick-up, beach cleaning, signage, and curb-painting throughout town. The city is currently responsible for 19.63 miles of municipal streets.

Although the City of Lewes is not a large town, during the summer tourist season, the population can swell 300 to 400 percent, causing some transportation problems in the region and in Lewes. The Delaware Department of Transportation applies summer and winter conversion factors to traffic counts in the resort area. The average annual daily traffic (AADT) is multiplied by 0.71 to determine an appropriate winter estimate. In summer, the AADT is increased by 35 percent for a total increase of 64 percent in average traffic between the winter and summer months. Kings Highway (9,500-19,000 AADT, 13,000-26,000 summer) and Savannah Road (7,700-11,000 AADT, 10,000-15,000 summer),

both two-lane roads, have higher summer traffic counts than some four-lane, divided highways in Delaware. AADT ranges reflect traffic counts at various places along the corridor.

Pedestrians and Bicyclists

For the most part, Lewes has an extensive sidewalk system, although it needs improvements in some locations. Two glaring deficiencies are notable—parts of Pilottown Road and the Lewes Beach area lack sidewalks. In addition, many sidewalks are not in very good condition and/or are not handicapped-accessible. Similar to most municipalities, adjacent property owners are responsible for maintenance and snow removal from sidewalks. The City may want to consider instituting a sidewalk-inspection program to notify owners when sidewalks need repairs and take appropriate action if they refuse. DelDOT has recently completed a Transportation Enhancements project on Savannah Road to provide sidewalks and crosswalks at Huling Cove.

The Lewes Subdivision Code requires all new development to provide sidewalks on both sides of the street. However, the City may want to modify the code to significantly reduce block lengths and cul-de-sac lengths and require pedestrian cut-throughs on cul-de-sacs.

Lewes Comprehensive Pedestrian Plan

In 1998, the Lewes Planning Commission adopted the *City of Lewes Comprehensive Pedestrian Plan*, the purpose of which was “to create a community that encourages people to do more walking and to provide a continuous, safe pedestrian network that ensures a contemporary pedestrian-friendly environment for visitors and residents alike” (p. 1). The pedestrian plan points out that “Pedestrian well being and safety shall be a cooperative undertaking. All City employees, working committees, agencies and ordinance review committees of the City of Lewes shall, where applicable, consider pedestrian safety in their plans and developments. These include, but are not limited to, the Board of Public Works, the Parks and Recreation Committee, the Lewes Planning Commission, the City Building Official, the Mayor and Council, and any group or individual responsible for effecting or enforcing actions that may have an impact on pedestrian safety” (p. 1). Recommendations from the plan have been incorporated into the recommendations at the end of this section.

Greenways

After the 1992 *Lewes Long Range Plan* was completed, a Greenways and Trails Committee was established. According to the *Greenways and Trails Master Plan* presentation, the purpose was to “promote the connection and protection of open space through conservation, education and recreation within the City of Lewes and adjacent corridors.” The committee is currently preparing the Greenways Master Plan (see *Map 7: Greenways*), which calls for improvements to be made to some of the more traveled roadways that have been outlined in the plan as “greenway routes.”

Transit

DART First State, a division of DelDOT, currently has three year-round transit routes in Sussex County. The 212 Route links Laurel and Seaford to Georgetown with 13 daily trips. The 303 Route connects Dover to Georgetown with eight daily trips. Of most interest to Lewes is the 206 Route, linking Rehoboth Beach and Lewes to Georgetown via SR 9 with 15 daily trips. Ridership on these routes has increased steadily since their inception in 1996, with over 54,000 riders during FY 2002. DART First State has additional plans to expand year-round Sussex County transit service beginning in 2005. With the hub in Georgetown, Lewes is connected year-round to Dover, Laurel, Seaford, Milton, Milford, Lewes, Rehoboth Beach, and Georgetown.

DART First State is also responsible for providing on-call Paratransit service by appointment to eligible elderly, handicapped, and kidney-dialysis patients in Sussex County. Sussex County paratransit ridership in FY 2002 exceeded 113,000 riders. Information and application for eligibility can be found online at www.dartfirststate.com. DART First State also gives transportation support through the 5310 Van Pool Program to five Sussex County firms that provide transportation to elderly and disabled riders. The majority of these vans (19) are provided through CHEER Senior Centers.

During the summer season, DART First State adds an additional six Resort Transit routes, and served almost 242,000 riders in FY 2002. The Resort Transit Route 204 operates between the Rehoboth Park-and-Ride Lot and downtown Lewes every hour from 7:00 a.m. to 9:00 p.m. Route 205 operates every hour from 10:00 p.m. to 2:00 a.m. DART First State also offers a discounted parking program through employers, for summer employees who use the Rehoboth Park-and-Ride lot.

During the summer months, The Delaware River and Bay Authority (DRBA) also provides air-conditioned shuttle buses to take foot passengers into Lewes, the SR 1 Outlets, and Rehoboth Beach. This service operates seven days per week during the peak season (June, July, August), but only on weekends during the shoulder seasons (May, September, October). In 1997, the ferry carried over 270,000 foot passengers who would have used this service. Consequently, ferry traffic, especially foot passengers, is a significant contributor of tourist visits to Lewes.

Railroad

The Lewes Running railroad spur passes through the city, running parallel to Freeman Highway. The tracks are owned by the State of Delaware and operated by the Delaware Coast Line Railroad Company. The track passes the City Power and Water Plant and ends at the SpiPharma (Barcroft) Chemical Plant. About one train per week carries in up to three cars of ingredients to the plant, and hauls out empty cars. The finished product is hauled out by truck.

Cape May–Lewes Ferry

The Cape May–Lewes Ferry connects the historic city of Lewes, Delaware, and the Victorian city of Cape May, New Jersey. This journey across the Delaware Bay takes about 70 minutes. The ferry has been in continuous operation since 1964. Each ferry is equipped to handle approximately 100 vehicles and 800 passengers. According to the current schedule, the ferry makes 13 trips daily from/to Lewes to/from Cape May during the summer season (end of June through mid-September) and six to seven trips per day during the remainder of the year.

Its annual ridership represents a significant transportation impact. About 382,000 vehicles passed through the Ferry's terminals in 2002, with a total of approximately 1.3 million passengers last year. This traffic is highly seasonal, with the months of July and August accounting for about 36 percent of the vehicles and 43 percent of the total passengers. The four shoulder months of May, June, September, and October account for about 36 percent of total annual passengers, while the six off-season months account for the remaining 21 percent of the annual total. Assuming that these six off-season months represent the core users of the ferry, the rest can be presumed to be heavily tourist-oriented. This presents an economic development opportunity for the city and the region.

Lewes and Rehoboth Canal

The Lewes and Rehoboth Canal links the Delaware Bay (at Roosevelt Inlet) with Rehoboth Bay. The U.S. Army Corps of Engineers built and continues to maintain the canal. Although not listed as part of the inland waterway, the primary transportation use appears to be fishing vessels and smaller

recreational vessels. On the north side is the marina, as well as head and charter boats. The south side of the canal is lined with public and private slips. Boaters who wish to use the city dock can call City Hall from their cell phones, then walk up to City Hall to pay.

The public boat launch is also located on the south side, adjacent to the canalfront park. However, there are currently plans to move the boat launch and its adjacent parking farther west onto state-owned property in order to free up space for the canalfront park. This is expected to be completed by the end of 2006. Public boat slips are being planned as part of the new park, but the number, size, and related amenities have not yet been finalized.

Critical Issues

Core values and survey results: Core values #1 (Lewes has a special and historic relationship with the sea), #2 (Lewes is a community of diversity”), and #3 (Lewes values its humane town scale and sense of face-to-face intimacy that is characteristic of its quality of life) are each important with regard to transportation issues. In addition, the following goals were identified in subsequent plans:

- Reduce vehicle trips within Lewes by encouraging walking and biking as alternatives to driving.
- Encourage the development of land-development practices, specifically roadway and streetscape design, that respect the city’s historic pattern of development.
- More effectively control non-local truck traffic in the city and improve the organization of on-street loading.
- Enhance the accessibility of emergency service vehicles and personnel.
- Provide better pedestrian access through greenways and paths.

Of those who responded to the Lewes Resident Survey, 79 percent rated uncongested roads as either very important or extremely important, and 59 percent rated the presence of alternative transportation (bikeways/footpaths) as very or extremely important to quality of life. Only 34 percent and 55 percent respectively, felt that this need had been met. Eighty-five percent agreed or strongly agreed that seasonal traffic causes congestion; 61 percent agreed that there are adequate sidewalks for pedestrians; 59 percent agreed that there are sufficient streets connecting adjacent neighborhoods; 55 percent disagreed or strongly disagreed that there is sufficient downtown parking; 44 percent disagreed that there are adequate bicycle routes; and 43 percent agreed or strongly agreed that there is sufficient beach parking.

DelDOT/Sussex County SR 1 Land Use and Transportation Study: In 2004, the Delaware Department of Transportation (DelDOT) and Sussex County completed the SR 1 Land Use and Transportation Study. The focus of this study was to relieve traffic congestion on SR 1 through the resort area from Five Points to Dewey Beach. The findings included a recommendation for a controlled-access parkway west of Route 1, with grade-separated interchanges located in the vicinity of Nassau and Five Points.

State and County Transportation Plans: DelDOT has a number of long-term plans for road improvements in the Lewes area. A project to resurface New Road and provide bicycle lanes has been designed, but construction is currently on hold. In addition to the above, DelDOT will be initiating studies for upgrades to the intersection of Savannah Road and Old Orchard Road.

Draft City of Lewes Transportation Plan: Lewes is in the process of developing a transportation plan with a consultant and the Transportation Ad-Hoc Committee. The committee has identified the following transportation challenges and is working to resolve them:

- Increased traffic volumes, congestion, and associated degradation of local quality of life and increase in air and noise pollution.
- Construction of new streets and roadways that are not integrated into the city's established urban grid.
- "Suburban"-style roadway engineering as opposed to urban streetscape design.
- Dead-end and cul-de-sac local streets that limit circulation alternatives and increase volumes on already burdened collector streets.
- Lack of facilities and infrastructure to adequately support safe and convenient pedestrian and bicycle circulation.
- Non-local truck traffic on local streets and roadways.
- Undesirable driver behavior, including cut-through traffic and speeding on residential streets.
- Increasing demands for off-street parking and conflicts between resident and nonresident on-street parking.
- Limitations on emergency services vehicle accessibility and circulation.

The draft transportation plan includes many potential recommendations, some of which are included in this Plan. The City will be able to implement some of the site-specific recommendations as properties are developed or redeveloped. The vast majority of the recommendations, however, will require Lewes to work closely with DelDOT to determine the best solutions and allocate funds for improvements. The City should initiate a dialog with DelDOT to discuss the transportation plan, when completed, and develop a path forward.

Preserving Gateways: There are three main access routes (gateways) into the City of Lewes: King's/Freeman Highway, Savannah Road, and New Road. Lewes would like to ensure the free flow of traffic and the ability of these roads to carry increasing volumes of traffic safely and efficiently. In addition, it is important to minimize the transportation impacts of economic growth, preserve the ability to make future transportation-related improvements, and prevent the need to build an entirely new road in these important corridors. Existing tools include DelDOT's Corridor Capacity Preservation Program and access management techniques that may be used to address these issues. However, adding road corridors to the Corridor Capacity Preservation Program will require action by the General Assembly.

City of Lewes Open Space Report: According to the *City of Lewes Open Space Report*, as "Lewes grows, the city must take special care to establish plans and ordinances that integrate new public, commercial and residential developments into the fabric of the community" (p. 10). In particular, Lewes should pay attention to:

Access: "New areas should have through vehicular and pedestrian circulation and be linked with the city by secondary streets with sidewalks as well as main traffic arteries. Sidewalks, bikeways, and walking trails should be required components of every new area and development brought into the city limits" (p. 10).

Connecting Links: "At the present time most areas of Lewes allow easy and pleasant walking and bicycle riding. We recommend that the city continue to foster these amenities by developing a network of pedestrian/cycling pathways throughout the community so that all areas of the city are accessible by bike or on foot. Sidewalks are

the most obvious means to assure safe pedestrian travel, but the city should consider creating pathways by creating easements where existing vehicular traffic is hostile to pedestrians or where cars are not permitted” (p. 10).

Roadway Flooding: According to the Hazard Vulnerability Study, several of Lewes’s main roads lie within FEMA’s 100-year floodplain; therefore, access would be seriously limited during a major flooding event. North of the canal, almost all of Lewes lies within the 100-year floodplain. “Therefore, a major flood would eliminate roadway access to and from bayfront residences, and several critical facilities including Barcroft Chemical Plant, the Cape May/Lewes Ferry Port, the Lewes Wastewater Treatment Plant, the Pilot Station/communication tower, and the Postal Distribution Center” (pp. 51-52).

Major roadways south of the canal would be inundated during the 100-year event as well. Portions of Savannah Road, New Road, and Pilottown Road could all be underwater. Flooding along Pilottown Road and New Road would eliminate access to three critical facilities located in western Lewes, south of the Lewes and Rehoboth Canal/Roosevelt Inlet: the Division of Soil and Water facility (formerly the DOXSEE plant), the U.S. Coast Guard Station, and the University of Delaware College of Marine Studies facility. The only roadway that connects Lewes to Route 1 and is located completely outside of the floodplain is Route 9, Kings Highway/Freeman Highway.

Emergency Vehicle Access: The *Draft City of Lewes Transportation Plan* states that “fire and medical volunteers have experienced increased traffic congestion as Lewes becomes more popular. This increases response times especially due to pedestrian and vehicular traffic along Savannah Road” (p. 8-2). Drivers of emergency vehicles tend to use Savannah Road (like many other drivers), because it is the most direct route to their destination with the fewest turns. Savannah Road’s design and geometrics also make it the better route for the larger emergency vehicles.

Evacuation Procedures: Measures are needed to ensure the safety of residents and visitors in the event of an evacuation situation. According to the *Flood Mitigation Plan for the City of Lewes*, “Evacuation procedures for Lewes are necessary since northeasters and hurricanes can cause serious flooding that threatens the safety of residents and visitors. These storms are often unpredictable and can quickly change course. Therefore, it is important to be prepared and have a warning system and evacuation plan in place” (p. 19).

Also according to the *Flood Mitigation Plan for the City of Lewes*, “The Delaware Department of Transportation (DelDOT) and DEMA (Delaware Emergency Management Agency) coordinate with the City of Lewes to administer evacuation warnings. When evacuation is deemed necessary, the two state agencies and the Lewes police work together to inform residents” (p. 20). Evacuation Route signage is needed along the three main routes away from the coast towards inland areas: Kings/Freeman Highway, Savannah Road and New Road.

Recommendations for City of Lewes implementation

- Highest—Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- Highest—Provide guidance for new developments to ensure through vehicular and pedestrian circulation and linkages with the city by secondary streets with sidewalks as well as main traffic

- arteries. Sidewalks, bikeways, and walking trails should be required components of every new area and development within the city limits.
- Highest—Revise off-street parking regulations to prevent the strip-mall image on Savannah Road.
- High—Seek opportunities to provide sidewalks and curbs where appropriate for all new and existing roads in the Old Town area.
- High—Require developments on the water to provide access to the water.
- High—Develop community design requirements that require that new subdivisions have more than one access for fire and safety reasons, and have sidewalks and trees.
- High—Continue to foster pleasant walking and biking facilities by creating a network of pedestrian and bicycle corridors throughout the city as transportation alternatives and recreation opportunities and so that all areas of the city are accessible by bike or foot.
- High—Study opening up some of the many “paper” streets in Lewes for walking access.
- Medium—Continue to pursue methods of funding the elimination of above-ground wiring throughout the historic portions of town, in conjunction with maintenance and upgrades to utilities and infrastructure.
- Medium—In addition to sidewalks, consider creating pathways by creating easements.
- Medium—Install, where appropriate benches and plantings to encourage and enhance the walking experience, and provide a pleasant environment for pedestrian travel.
- Medium—Review any lease of canalside land coming up for renewal along Front Street/Pilottown Road, regarding potential easements for the proposed Canalwalk.

Work with DelDOT, DRBA and others to analyze and implement the following recommendations:

- High—Develop pedestrian and bicycle routes along the following corridors: Pilottown/Front Street, New Road, Savannah Road, Kings Highway, Freeman Highway, Cape Henlopen Drive, West Cedar Avenue and West Fourth Street.
- High—Investigate the possibility of creating a new connector road from New Road to the new boat launch site.
- High—Address bicycle and pedestrian safety at the intersection of Kings Highway and Freeman Highway.
- Medium—Study the impact of major traffic generators on the city’s infrastructure and services.
- High—Work with DelDOT and area legislators to place King’s/Freeman Highway from Route 1 to Cape Henlopen Drive into DelDOT’s Corridor Capacity Preservation Program and develop a management plan.
- High—Work with DelDOT and Sussex County to develop and implement access-management plans for the entire length of both Savannah Road and New Road.

2-4. Other Community Facilities and Services

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on community facilities issues, including the *Hazard Vulnerability Study*. The reader is encouraged to consult this document for more in-depth details.

Public Safety

Lewes Police Department: The Lewes Police Department provides around-the-clock police service to Lewes residents. The department employs 13 full-time and seasonal officers. Approximately two officers are in vehicles, on patrol, at any given time. All officers have been trained and certified at the Delaware State Police Academy. The police department's operating budget is derived mainly from city revenues. However, supplemental funds are drawn from various state and federal funding programs. Additional backup support is provided as needed by University of Delaware police and Delaware River and Bay Authority police.

State Police: Delaware State Police Troop 7 provides back-up to the city and is located about two miles away on SR 1. Troop 7 consists of 36 sworn officers, a criminal investigation unit, and a variety of other law-enforcement resources available to Delaware residents. The Lewes Police, the State Police, and the community enjoy a strong, and cooperative relationship.

Fire and Ambulance: The Lewes Volunteer Fire Department, founded in 1796, operates out of the Fire Station located at 347 Savannah Road. The department serves a wide geographic area, extending approximately eight miles south and west of the city. In addition to the headquarters, there are two substations, one at Nassau, and a second operating out of building shared with Rehoboth Beach Volunteer Fire Company, located at Angola on Route 24, about five miles southwest of SR 1. The Lewes and Nassau stations also house three ambulances operated by the fire department. Currently, the Lewes Volunteer Fire Department has 160 members, about 100 of whom are active (respond to calls). In addition, there are six full-time paid employees, who are primarily responsible for ambulance runs. The Lewes Fire Department receives some limited funding from Lewes, Sussex County, and the state, but the majority of funds comes from individual donations from the community.

EMS/Paramedic: Paramedic service is provided by Sussex County.

Lewes Emergency Operations Plan: In 1996, the City of Lewes developed a Draft Emergency Operations Plan (EOP). This plan was updated and adopted in 2001 to reflect the issues and recommendations raised in the 1999 *Flood Mitigation Plan for the City of Lewes* and 2000 *Hazard Vulnerability Study*. The Lewes EOP assessed potential hazards and emergency situations Lewes might face, and creates a strategy for officials to respond to, track, and monitor activities before, during, and after a hazardous or emergency event. This plan was reviewed and updated in July 2004, with a provision to update it on a regular basis.

Trash Collection

The City of Lewes provides weekly trash collection to all residents, plus additional seasonal services. Recycling is available at Delaware Solid Waste Authority recycling kiosks in the area.

Education

The City of Lewes is located in the Cape Henlopen School District. Three schools are located within the City—Richard Shields Elementary School, Sussex Elementary Consortium, and the Cape Henlopen High School Ninth Grade Campus. Cape Henlopen High School is located just outside of town.

Senior Services

In spite of the large population of seniors, which is expected to grow, there are currently no senior centers located within Lewes. However, both the the Harbour Lights CHEER Senior Center and Huling Cove are located just outside the city limits. The CHEER center offers weekday lunches as well as a

fitness center. The CHEER bus makes regular stops to take residents to the new center, as well as for errands and medical appointments. Another Senior Center is located nearby in Nassau. In addition, the University of Delaware Academy of Lifelong Learning offers classes and other events geared toward people over 50 years of age.

Social Services

The nearest State Service Center is located in Georgetown, about fifteen miles away. This full-service center offers a host of client services such as Medicaid, Food Stamps, long-term care assistance, utility assistance, rental assistance, and the Foster Grandparent Program. However, according to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, “The relative wealth of the city’s citizens diminishes the demand for social services to support needy households.” (p. 7).

Libraries

The Lewes Public Library, established in the early twentieth century, is located at 111 Adams Street on Kings Highway. An independently operated library, it has many partners and is run in compliance with the Sussex County Department of Libraries and the Delaware Division of Libraries. It is supported by state and county funding, whereas the City of Lewes owns and maintains the building and land. The building was built in 1988 specifically to house the library, which was once located in City Hall. It currently has a staff of seven employees who are assisted by more than 30 volunteers. The library is connected via the Internet and participates in a county-wide inter-library loan program. The library houses more than 33,000 books and hosts around 7,000 registered borrowers. Expanded in 1999, the library has two community meeting rooms, as well as children’s and reference wings.

Health Care

Medical service is available for Lewes residents at Beebe Medical Center in Lewes, which offers emergency, in-patient, and outpatient care for both the city and the surrounding region.

Critical Issues

Survey Responses: Of those who responded to the Lewes Resident Survey, only 44 percent rated high-quality schools as being very or extremely important to their quality of life. In contrast, 96 percent rated safe neighborhoods as important or very important, and 96 percent of them felt that this need had been met in Lewes.

Property Crime: Like the other beach communities, Lewes has a relatively large number of seasonally occupied (36.1 percent) rental and owner homes. As a result, many new and existing homes are occupied only on weekends or during the summer. The high percentage of seasonally vacant homes increases the potential for certain types of property crime.

Plan Review for Fire Safety: The Delaware State Fire Marshal’s Office has the responsibility to review all commercial and residential subdivisions for compliance with the Delaware State Fire Prevention Regulations.

Fire Hydrants: A fire hydrant analysis conducted by Greenhorne & O’Mara Inc. as part of the *Hazard Vulnerability Study* in 2000 revealed that there are a number of areas without fire-hydrant coverage. These include the portion of Lewes located between the Lewes and Rehoboth Canal and Cedar Avenue/Cape Henlopen Drive, as well as some barren and forested areas in Western Lewes south of the canal. In addition, there are a number of below-standard fire hydrants, denoted by black caps. The BPW is in the process of reviewing these substandard hydrants.

Fire Company Staffing and Funding: Although the fire company has an adequate number of volunteers to meet current needs, problems are anticipated in the future. Not only will call volumes increase as development continues within the service area, but volunteers are projected to decline as the area's population continues to age. It is possible that the fire company will need to add paid employees in order to supplement the volunteers in the future. As the district changes, the fire company will increasingly depend on the community for financial support. However, Lewes, Sussex County, and the State of Delaware should also expect to increase funding for fire and ambulance protection in order to maintain the same level of service.

Schools: According to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, "the households that have been moving to Lewes over the past decade tend to not have children. Or, if they do, Lewes is their second home with the children attending school at the location of their principal residence" (p. 7). Although there are no current plans to close any Lewes area schools, if current trends continue, future closings may be on the horizon. The City of Lewes should begin to prepare for this eventuality. What would be other acceptable uses for these sites, and are they zoned appropriately? Should the city consider acquisition of a site for municipal purposes? Given the prominent locations of these properties throughout the city, any change in use of one of these sites will have a significant impact on the community.

Senior services: For the most part, many of Lewes's recently retired seniors are educated, wealthy, active and independent, and probably not interested in the typical senior center. However, it is anticipated that as they continue to age, services and assistance for these elderly residents may be needed. Because of their relative wealth, for the most part, those types of services can probably be provided through businesses and private organizations. However, the city should monitor its senior population and develop relationships with the state and other providers as needs arise.

Recommendations

- High—Establish a MOU with the Delaware State Fire Marshal's Office regarding review and approval of residential and commercial subdivision plans for fire safety.
- High—Further develop hydrant systems into areas with the potential for wildfires. These areas include a portion of Savannah Road with commercial structures located north of the canal, undeveloped rangeland and forested areas east and west of Savannah Road north of the canal, and barren and forested areas in western Lewes south of the canal.
- High—Continue to provide monetary support for the Lewes Volunteer Fire Department as the city grows, and consider increasing contributions as Lewes develops.
- Medium—Consider publishing and issuing a brochure describing flood hazards and evacuation procedures in Lewes.

2-5. Housing

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on housing issues, including the *Hazard Vulnerability Study*, and the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*. The reader is encouraged to consult these documents for more in-depth details.

Housing Summary

Table 13 illustrates the composition of the housing stock in the City of Lewes, Sussex County, and the State of Delaware in 2000. As evidenced by the chart, Lewes contains a higher percentage of single-family detached homes (68.6 percent) than either Sussex County (59.3 percent) or the state (55.8 percent). The incidence of single-family attached homes and multi-family dwellings in Lewes in 2000 was higher than that found in Sussex County but similar to that in Delaware as a whole. Interestingly, Sussex County accounts for an extremely high number of the mobile homes in Delaware, almost 70 percent of the total number in the state; however, this housing type accounts for less than 1 percent of housing in Lewes.

Age of Housing Stock

Table 14 displays the percentage of homes built in a particular year, grouped by decade. Not surprisingly, Lewes's housing stock is much older than that of Sussex County or the State of Delaware. The majority of housing that now exists in the state (69.8 percent) was built between 1960 and 2000, and the majority of existing housing in Sussex County (52.7 percent) was built in the 1980s and 1990s. In the case of Lewes, almost half of the existing housing stock (46.9 percent) was constructed before 1970, and more than a quarter of the houses (25.5 percent) were built prior to 1940. However, more than a quarter of the city's houses were also built in the last decade, illustrating a significant increase in new-home construction in the city.

Table 13. Composition of Housing Stock: Lewes, Sussex County, and Delaware in 2000

Housing Type	Delaware	% of total	Sussex County	% of total	Lewes	% of total
Single-Family Detached	191,688	55.8	55,171	59.3	1,622	68.6
Single-Family, Attached	48,340	14.1	4,501	4.8	273	11.6
Multi-Family	64,128	18.7	8,986	9.7	447	18.9
Mobile Homes	38,281	11.2	23,817	25.6	21	0.9
Other	635	0.2	595	0.6	0	0.0
Total	343,072	100	93,070	100	2,363	100

Source: U.S. Census 2000

Table 14. Age of Housing Stock (by percent of total): Lewes, County, State 2000

Place	1990-2000	1980-1989	1970-1979	1960-1969	1950-1959	1940-1949	1939 or earlier
Lewes	25.5%	17.8%	9.8%	8.3%	5.9%	7.2%	25.5%
Sussex County	28.9%	23.8%	18.3%	9.8%	6.7%	4.3%	8.2%
State of Delaware	21.2%	17.7%	16.5%	14.4%	13.0%	6.5%	10.7%

Source: U.S. Census 2000

Ownership and Vacancy

Like the other beach communities, Lewes has a relatively large number of seasonally occupied (36.1 percent) rental and owner homes. But it also has a large number of year-round residents, with retirees constituting a growing portion of that segment.

Table 15 compares the proportion of vacant, owner-occupied, and renter-occupied units in Lewes with those of Sussex County and the state in 2000. While 19.3 percent of Sussex County's housing stock and

27.7 percent of the state's housing stock consists of renter-occupied housing units, Lewes's percentage of renter-occupied units was 25.1 percent. Meanwhile, Lewes had an extremely high vacancy rate (43.5 percent), as compared to 32.8 percent in the county and 12.9 percent in the state. However, this number includes the high percentage of housing units (36.1 percent) that are only used for seasonal, recreational, or occasional use. Note that the census counts people at their place of residence on April 1 of the census year. Therefore, relatively few seasonal residents are included in the census count.

Housing Value

Table 15 also compares Lewes's 2000 median housing value with housing values in Sussex County and the State of Delaware. With a median value of owner-occupied housing units of \$241,500 in 2000, Lewes has a much higher median housing value than does the county (\$122,400) and state (\$130,400).

At the other end of the spectrum, there are 72 state-subsidized (Section 8) housing units at the Jefferson Apartments on Kings Highway and another 65 subsidized units reserved for elderly people at Huling Cove on Savannah Road. Outside of Lewes, but nearby, are another 214 income-restricted (Low-Income Housing Tax Credit) units at East Atlantic, Mills Landing, Savannah West and Savannah East. Some of these are also reserved for elderly people. An additional 40 income-restricted units are under construction at Harbour Towne for elderly residents.

Table 15. Selected Housing Characteristics

Housing Units:	Delaware	Sussex County	Lewes
Total Housing units	343,072	93,070	2,368
Owner occupied units	72.3%	80.7%	74.9%
Renter occupied units	27.7%	19.3%	25.1%
Vacant housing units	12.9%	32.8%	43.5%
Units for seasonal or recreational use	7.6%	26.8%	36.1%
Median Housing Value	\$130,400	\$122,400	\$241,500
Median gross rent	\$639	\$507	\$595
Units built before 1960	30.2%	19.2%	38.5%
Units built before 1940	10.7%	8.2%	25.5%

Source: U.S. Census 2000

Lewes Beach: The State of Delaware owns most of the land that is Lewes Beach, but not the buildings. According to its charter, Lewes administers 99-year leases to individual homeowners. In addition, there are a few fee-simple lots, a few city-owned lots, and several short-term commercial leases in this area. Although this area is technically outside the limits of the City of Lewes, these properties and residents are subject to the same laws and regulations as city residents.

Critical Issues

Core Values and Survey Results: Core value #2: (Lewes is a community of diversity) directly relates to the provision of housing in the City of Lewes. Of those responding to the *Lewes Resident Survey*, 58 percent agreed or strongly agreed that the city should encourage the development of housing that provides for a range of household incomes, and that allows people who work in town to live in town. Another 25 percent were neutral on this issue.

Reduced Citizen Diversity: In 1992, the *Lewes Long Range Plan* noted, "Lewes has become an increasingly desirable place to live for wealthy retirees and vacationers. Housing and land prices in Lewes have risen dramatically, precluding home ownership for many young families and modest-

income older people. Affordable rental units are scarce. The City's historic black neighborhood is shrinking. New home construction is often geared toward the second-home market and many existing homes are occupied only on weekends or during the summer" (p. 8). Census data demonstrate that these statements are as true today as they were ten years ago.

In 2002, most Lewes Planning Commission interviewees echoed the above noted concern regarding the decreasing diversity of Lewes. While this is due in large part to the attractiveness of Lewes and the increase in property values, the unintended consequence is that long-term residents, including the black community, are moving out of town, and young families and many Lewes service providers do not have the economic base to purchase homes in town. The public-participation process also identified the same concerns. This is an issue that Lewes's residents care about, and the city should take steps to address it.

Lack of Affordable Housing: Median home values are extremely high in Lewes and only a few people can afford to buy a home here. Less affluent residents are faced with either higher property taxes (due to increased assessed value) or selling and using the windfall to move to more affordable housing in the western part of the county. In many cases, the land is worth more than the structure on it, so modest older homes are being demolished and replaced with larger, more expensive houses. Lewes has a real need to attract some affordable housing for year-round residents and workers.

For Lewes to remain a fully functioning community, it must have a mixture of homes and rentals affordable to people of varying income levels. There are a number of possible ways to achieve this goal. According to the *Lewes Long Range Plan*, "The City contains several undeveloped parcels of land that might lend themselves to sites for affordable housing: the City-owned parcel between American Legion Rd. and Cape Henlopen Drive, the City-owned parcel between Savannah Rd. and Market St. on Lewes Beach, and the parcel behind the Lewes Public Library fronting on Freeman Hwy. and Monroe Ave." (p. 9). These were all possible sites in 1992. ***However, given the high demand for high-end and seasonal units in Lewes, it is clear that in order to be successful, any new affordable housing units would need to be controlled by a government or quasi-government entity to assure that the units remain affordable and available to those who need them.***

Lewes Zoning Code: The Lewes Zoning Code has five zoning designations (OT, LB, OR, CR1, CR2) and two floating districts (OTDD, OSCDD), which allow residential uses. Minimum lot sizes range from 2,500 square feet for attached units up to 10,000 square feet for a single-family unit. If designed to the minimum lot size, this translates to densities of 3-12 dwelling units per acre (not including open space, drainage or parking lots), sufficient density to provide affordable housing. However, these are only minimums, and developers can and do create much larger, more expensive, lots.

A number of other Zoning Code provisions make it difficult to provide affordable housing. These include provisions that prohibit accessory uses from having kitchens, bathrooms, or sleeping facilities. A second provision prohibits a single-family detached unit from being split into two (or more) units. Given the strong tourist-driven rental market, these provisions are understandable, but an unintended consequence is that there are few places for workers to live in Lewes.

Housing Needs: Given the population projections of 515 to 815 more year-round residents by 2010 and an additional 326 to 1,042 residents by 2020, we can use the average household size in 2000 (which is shrinking) to further estimate the number of dwelling units that will be needed to house these new residents. Using this method, it can be determined that Lewes will need 259 to 410 new dwelling units by 2010, with 164 to 524 additional units by 2020 to accommodate projected growth rates. This

calculation *does not* include the continued demand for seasonal housing units. The *Existing Land Use* map (see Map 2) indicates that there are approximately 385 acres of vacant land potentially available within the city for development. However, much of this land consists of about 300 already recorded but unbuilt residential parcels. Much of the remaining available land is significantly constrained by environmental conditions.

According to an analysis in 1999 done by The Sherwood Consultancy, entitled *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, the market for residential units of all types in Lewes is very strong and should remain so. “The principal constraint on additional residential development in Lewes is land available for such development. There is almost no land that is properly zoned and can meet regulatory requirements. That is why there are pressures to develop housing in areas that are significantly commercial.... The renovation of existing homes will continue” (p. 7). Many current part-time Lewes homeowners expect to reside full-time in Lewes after their retirement.

Older Homes: Lewes possesses a large number of older homes. Over a quarter of the city’s houses were built prior to 1940. Older homes have special maintenance needs, yet these are the same buildings that give the city its special character. Because they are often larger and more expensive to maintain, the city may receive requests to convert some of these stately homes to other uses. The recent passage of the Historic District Preservation Regulations and the subsequent appointment of members to the Historic Preservation Commission will play a major role in how these older homes are treated. It will be important to handle these on a case-by-case basis, and to work with the State Office of Historic Preservation and the Sussex County Historic Preservation Planner in determining the fate of these buildings.

There are a number of housing programs administered by the state that may help some Lewes residents maintain their homes. The state administers the Housing Rehabilitation Loan Program through the Delaware State Housing Authority. It provides a three percent loan either as a conventional loan with a regular repayment schedule, or as a deferred loan registered as a lien on the property to be satisfied at the time of resale. Owners of buildings contributing to the Lewes National Register Historic District are eligible for state and federal tax credits for rehabilitating their homes or businesses. Applications and information for both are available through the State Historic Preservation Office. Finally, there are some non-profit agencies that provide a wide range of housing assistance and counseling programs, including Interfaith Housing Delaware, Inc., and Community Housing, Inc.

Hurricane/Wind Damage Risk: According to the *Hazard Vulnerability Study*, “studies in Dade County [Florida] following Hurricane *Andrew* found that residences constructed after 1980 were more likely to be heavily damaged and uninhabitable than structures built before 1980. Much of the reason lies in the quality of materials, construction techniques and inspections associated with the more recent structures. Unfortunately, a major hurricane might lead to similar results virtually anywhere. For these reasons, communities have instituted programs to review the condition of typical wood-frame residential structures, and develop retrofit programs where appropriate. For older structures, built before adoption of modern wind resistant structural techniques, reduction of wind damage is achieved through a coordinated public education and structure retrofit program. While many older structures may survive low-velocity storm winds as well as or better than more recent construction, lack of maintenance in older structures renders them vulnerable to storm damage during high wind events” (p. 26).

Recommendation

- Highest—Work with the State Housing Authority to encourage a mixture of homes and rentals affordable to people of varying incomes.

2-6. Future Land Use

In the previous section, it was estimated that the greater Lewes area will need 259 to 410 new dwelling units by 2010, with 164 to 524 additional units by 2020 to accommodate projected growth rates. With the existing 300 recorded but unbuilt lots, this translates to a need for 100 to 620 additional dwelling units by 2020. This calculation *did not* include the continued demand for seasonal housing units, which is highly influenced by market-driven and economic factors.

The *Existing Land Use* map (Map 2) indicates that there are approximately 385 acres of vacant land potentially available within the city for development. However, much of this land consists of already recorded but unbuilt residential parcels (almost 300 existing parcels). Two development projects have been recorded but are not yet fully built-out. The first is The Reserve at Pilottown, which has 110 residential lots. The second is the Safe Harbour project, which will include 16 single-family homes, six stores and 16 motel rooms. Another 98 acres are constrained by environmental conditions, leaving approximately 175 vacant acres available for development.

Existing Zoning Map

The *Existing Zoning* map (Map 3) shows Lewes to be primarily zoned for residential uses within the Old Town, Lewes Beach, and Outer Ring Residential Zones. There are two commercial/residential zones, one along Savannah Road in the vicinity of the hospital and a second on Lewes Beach at the end of Savannah Road. The primary core commercial area is along Savannah Road between Third Street and American Legion Road. South of the canal, this commercial area extends several blocks west. A second commercial area follows Freeman Highway north to the intersection with the railroad track, and then follows the track southwest to Savannah Road. In addition, there are significant areas of land zoned University, Open Space, and Community Facilities.

1992 Comprehensive Land Use Plan

A number of land use topics were recommended for future study in the 1992 *Lewes Long Range Plan*. These included:

- Preservation of specific sites for commercial marine uses
- The placement of limitations (number or size) on commercial uses which are strictly seasonal or tourist-related
- Impact fees and their effect on potential industries

Critical Issues

Growth Pressure: The 1992 *Lewes Long Range Plan* noted then that, “The City of Lewes, like so many coastal communities, is undergoing rapid change as more and more people move to the coast. A comfortable climate, a large variety of recreational opportunities, potential for successful enterprise, rich history and beautiful natural surroundings are a few of the reasons so many come to live here or have stayed for generations” (p. 1). This situation has only increased since that plan was written.

Decline in Maritime Industry: Similarly, the *Lewes Long Range Plan* noted, “Lewes has seen an accelerating decline of its traditional maritime industries. The closure of local fish and clam processing

plants, decreasing numbers of commercial watermen and the potential [now actual] loss of the Lewes Boatyard are examples. Part of this decline may be due to the fact that, financially, the greatest return on waterfront property comes from tourist-related commercial or residential use. Public access to the water via all five senses, particularly sight, is being limited. Parcels along Bay Avenue are being subdivided and larger homes built. Solid rows of townhouses fringe the Bay along Cape Henlopen Dr. in developments that further exclude the public by means of private roads. Boat slips and small marine buildings line the Canal. Increased tourism and public use of Lewes's waterfront have caused congestion, necessitating further regulatory control and conversion of open space to parking lots" (p. 4). And from the *Delaware Historic Waterfront Final Plan*, "There is an audible undercurrent of fear that these properties will eventually be developed as hotels, large condominiums or other commercial endeavors. With the kind of development pressure that Lewes and the area is experiencing this apprehension hardly seems far-fetched" (pg. 34).

There is some valid concern that Lewes is losing its connection to the sea, and that what few marine uses remain tend to be tourist-oriented. Given the current development pressure for ever more homes, hotels, and tourist-oriented commercial development, it is possible that Lewes may lose more of its maritime uses. The present sports-fishing and boatyard operation along the canal, along with the river pilots, are Lewes's remaining links to the sea.

Industrial Uses: The Lewes Zoning Code currently allows unlimited commercial uses within the Industrial district. This drives up the cost of industrially zoned land and, given the current development pressures in town, decreases the probability that the land will be used for industrial or marine uses. If industrial land uses are important to the future of the city, commercial uses should be limited within the Industrial zoning classification. In general, the City may want to review the uses currently permitted within this zoning classification to assure they are all compatible with surrounding land uses.

Reduced Citizen Diversity, Increased Tourism: The 1992 *Lewes Long Range Plan* also noted, "New commercial businesses target the tourist population, leaving fewer services available for year-round householders. Local industry is increasingly service-oriented, focusing mainly upon tourism and health-care. The loss of industrial-zoned land to residential development has eliminated opportunities for the future employment of skilled and unskilled labor. The open space buffer around the outskirts of Lewes is threatened as more farmland along Gills Neck and New Rds. is developed" (p. 8).

Incompatible Land Uses: The city should review the zoning and subdivision codes to determine how incompatible land uses such as cell phone towers, adult uses, and casinos would be addressed by the codes and make revisions as needed to minimize negative impacts.

Core Values, Goals, and Survey Responses

In determining future land uses, the city's leaders need to consider all of the core values:

- Core value #1: Lewes has a special and historic relationship with the sea.
- Core value #2: Lewes is a community of diversity.
- Core value #3: Lewes values its humane town scale and sense of face-to-face intimacy that is characteristic of its quality of life.
- Core value #4: Lewes is a town of busy days and quiet nights.
- Core value #5: Lewes recognizes and maintains its internal communities.
- Core value #6: Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation.

A number of goals related to future land use emerged from the planning studies completed over the past few years:

- Do not allow the commercial cores to become decentralized and spread along the travel corridors.
- Keep all new commercial development within the existing commercial districts of the city.
- Aggregate large public uses in the community use core and improve access and image.

Of those who responded to the *Lewes Resident Survey*, 69 percent rated living close to stores, restaurants, and other services as very or extremely important to their quality of life. Sixty-eight percent agreed or strongly agreed that it is important for Lewes to encourage a diverse mix of new businesses to sustain the local economy. Seventy-three percent agreed or strongly agreed that the city should make a special effort to preserve the marine-related businesses and infrastructure in town. Eighty-six percent agreed or strongly agreed that the city should maintain a central business district policy that encourages businesses consistent with the core value of busy days and quiet nights. Fifty-eight percent agreed or strongly agreed that Lewes should encourage the development of housing that provides for a range of household incomes and allows people who work in the city to live in the city. Eighty-nine percent agreed or strongly agreed that the city should set priorities for open space, including agriculture and natural-resource protection, and develop policies and procedures (including acquisition) for open-space protection.

The following potential land uses were rated as either desirable or highly desirable by those who responded to the survey:

84%	*Restaurants and small eateries
83%	*Nature-based tourism
77%	*Small-shop retail *Educational facilities
74%	*Medical offices and infrastructure
73%	*Sport fishing and support facilities
68%	*Bed and breakfast inns
54%	*Assisted living facilities *Aquarium, scaled to fit community

Potential land uses that were rated undesirable or highly undesirable included franchise restaurants (64 percent), franchise hotels/motels (58 percent) and light manufacturing (40 percent).

Most Lewes Planning Commission members raised the issue of growth in the surrounding area and how Lewes can protect itself from unintended consequences such as traffic congestion on arterials in and out of town. Several members regarded annexation as an important way to safeguard Lewes's integrity and borders.

Participants in the public forums recognize the value of tourism but are wary of what can happen, particularly in light of the core values. Participants recognized that fishing and tourism are intimately connected. They talked about the tension between the quality of the city and that feeling of a special place and the need for the economic engine of tourism. One individual offered the fact that "...in 1980 there was a 50-percent vacancy rate on Second Street." On the other hand, to whom do these businesses

cater? “The only thing we [residents] use on Second Street is the bank!” And “I have to drive to get little things,” emphasizing the frustration of living in a “walking” town where there is no place to go to for everyday supplies.

Future Land Use Map

It is the intent of this plan to preserve the existing character of the City of Lewes. To that end, it is anticipated that the existing land use patterns within the current city boundaries will continue to follow current patterns (see *Map 9B: Future Land Use*). The majority of land within the city will continue to be residential, at densities to be reflected by the zoning. Areas designated as mixed-use on the map may be zoned as mixed-use, small-scale commercial or residential uses, and will continue to be concentrated along Savannah Road. Commercial uses will continue to be located along Savannah Road and in the Second Street Area. For the most part, community facilities will also continue to be located along Savannah Road, although some smaller uses may be appropriately located in other parts of city.

At the present time, a variety of light-industrial uses, as well as a few Marine uses are scattered around Lewes. Elsewhere in this document it has been recommended that the City review all of the current industrial uses, as well as the existing zoning regulations for industrial sites with the intent to revise and update these regulations to be more in keeping with the core values and character of Lewes. In addition, this document also recommends the City consider developing a maritime-related-activity zone. To that end, the existing Maritime and Industrial land uses have been shown on the Future Land Use Map, with the understanding that these may change in the not too distant future as Lewes updates codes and zoning. State regulations require the zoning map (and related code modifications) to be updated to conform with this comprehensive plan within 18 months of the adoption of this plan.

As the city considers development proposals, it is important that the LPC and Council consider the issue of the health, safety, and welfare of Lewes and its residents, including the established neighborhood character, traffic and access issues, and environmental issues, as well as the effect of the proposal on publicly provided services, utilities, and facilities. By carefully considering these issues, the City will also be assuring that any new development is in keeping with the adopted core values. (See Section 3-5: Community Design for additional specifics about the intended character of new development or redevelopment.)

Recommendations

- Highest—Adopt a canalfront zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- Highest—Encourage a mixture of homes and rentals affordable to people of varying incomes.
- Highest—Review the zoning and subdivision codes to determine how incompatible land uses such as cell-phone towers, adult-only uses, and casinos would be addressed by the codes and make revisions as needed to minimize negative impacts.
- High—Continue to coordinate planning and strengthen the cooperative relationship between BPW and city management.
- Medium—Work with the University of Delaware to coordinate and plan for future uses of existing property within the city.
- Medium—Work with hospital officials to plan and manage any future growth.
- Medium—Review and revise the Floating Districts in the Code.

2-7. Annexations and Adjacent Land Uses

Lewes is fortunate to be surrounded on three sides by environmental buffers (Great Marsh, Delaware Bay, and Cape Henlopen State Park); however, as a result, any growth outside of the city will have to occur to the south.

Strategies for State Policies and Spending and Sussex County Comprehensive Plan

Map 8, *Strategies for State Policies and Spending* adopted by the Cabinet Committee on State Planning Issues in 1999 and updated in 2004, shows the City of Lewes as a Level I Developing Area. In addition, it is surrounded by Level II Developing and Level III Developing lands, except for significant marsh and park lands, which are otherwise protected. Furthermore, the Governor's recent Livable Delaware initiative discusses the intent of the state to focus development into and adjacent to existing communities and cities such as Lewes. As such, the State should, in theory, support development and/or annexation of these areas and be willing to assist the city, as the state's resources and authorities allow.

Sussex County's Comprehensive Development Plan, adopted in 2002, shows the same area that the state calls Level I and Level II Developing Areas to be within an Environmentally Sensitive Developing area of the county. As a result, any development proposals occurring within the unincorporated county in the Lewes area will now be expected to include information and analysis concerning the proposal's environmental impact. The majority of the land within this area is zoned by Sussex County as AR-1 or Agricultural Residential; however, single-family homes may be built here by right, on lots as small as 7,500 square feet under the new cluster ordinance.

Agricultural Preservation

The Delaware Department of Agriculture has two categories of partially protected land, Agricultural Districts, and Agricultural Preservation Districts. The Agricultural Preservation Districts are part of the state's Purchase of Development Rights (PDR) program. An Agricultural District, the precursor to becoming a preservation district, is a voluntary ten-year renewable commitment to agriculture made through an agreement between the landowner and the Delaware Department of Agriculture. The Zwaanendael Farms or Mitchell parcel is currently participating as an Agricultural District through 2008 and is expected to renew at that time. This farm consists of 57.8 acres, and is located on Kings Highway between the city boundary and Gills Neck Road. Despite the rising land values, the City of Lewes would like the farm to be permanently preserved.

1992 Long Range Plan

Two annexation topics were recommended for future study in the 1992 *Lewes Long Range Plan*. The first was the possibility and benefits of annexation for future industrial development, particularly in the Route 1 corridor. The other was the possibility and benefits of annexation of farmland along the travel corridors in and out of Lewes to preserve a greenbelt around Lewes.

1995 Annexation Report

In 1992, the Annexation sub-committee was established at the request of the Mayor to develop recommendations for annexation of lands around the City of Lewes that may contribute to meeting the objectives of the *Lewes Long Range Plan*. This committee developed the *City of Lewes Annexation Report*, which included a number of recommendations and the criteria used to develop those recommendations, summarized herein.

The sub-committee reviewed a number of possible annexation factors and determined that the provision of services by the City of Lewes should not be a factor in determining if a proposed annexation is desirable, particularly since the city may already be providing services in some cases or not be able to provide them in others. There was also much discussion about annexing land for the exclusive purpose of creating a greenbelt around Lewes. The committee felt that, in this situation, it might be preferable for the city to purchase the land. The committee also analyzed the potential for increases to the city's tax base against the increase in the police, trash, and street maintenance services, which the city would assume, and determined that annexation provided no monetary advantage. However, the sub-committee strongly felt that the one overwhelming advantage to annexation for city residents was the opportunity for the City of Lewes, rather than the Sussex County Council, to control land use in these areas. This was considered especially important given County Council's record of approving large, residential development in areas already experiencing environmental problems due to overdevelopment.

As a result, the sub-committee (pp. 1-2) recommended that:

1. The City should identify the following boundaries as the adjacent areas of interest: the Delaware Bay on the north, the State Park and Wolfe Runne on the east, Pot Hook Creek and Route 1 on the south, and Black Hog Gut/Old Mill Creek on the west.
2. Implementation of the City Long Range Plan should include the necessary resources to establish a pro-active presence in the future development of the adjacent area of interest.
 - a. Establish a public information program, targeted at the residents of the city and the proposed areas of annexation, regarding the advantages of annexing these areas into the City of Lewes.
 - b. Participate in all State and County activities which impact the adjacent areas of interest in an effort to ensure that decisions affecting these areas are consistent with Lewes' Core Values.
3. The City should identify undeveloped land parcels within the adjacent areas of interest and develop strategies for annexation of these parcels.
 - a. Negotiate the conditions of annexation with each property owner of the targeted parcels.
 - b. Develop a dialog with the residents of Lewes regarding the value of annexation of identified parcels.
 - c. Take the necessary legal action to annex each parcel as the negotiations are completed.
4. The City should work with the county to develop a comprehensive land use plan, which includes both the City and the adjacent areas of interest as an interconnected economic, social and cultural unit.
5. Until a comprehensive land use plan is adopted, any long range decisions (within adjacent areas of interest, as well as the current city boundaries) should be made so that, therein, any landowner has an opportunity for reasonable development that is consistent with the Lewes Core Values.

Annexation Issues

Survey Responses and Forum Comments: Of those responding to the *Lewes Resident Survey*, 59 percent agreed or strongly agreed that the city should annex adjacent unincorporated areas to help manage growth and improve local decision-making. Seventy percent agreed or strongly agreed that the city should develop a policy and priorities for annexation of adjacent properties and enter into discussions with those property owners.

At the public forum, community members were given the opportunity to work in small groups to think about the future of Lewes and what should be considered for annexation. The discussion in the groups was animated and thoughtful, and participants were invited to draw boundaries for potential annexation

areas. However, no group consensus was reached as the results ranged from no annexation at all, to minimal annexation, to annexing all the way out to SR 1. A similar exercise was completed with City Council, the Board of Public Works, and the Planning Commission at a joint workshop in August 2003, with similar results.

The issue of annexation was also discussed with staff of the city and BPW during an interview in February 2003. Similarly, some saw no reason for further annexation, as city services already exist in those places, or there is no potential to provide city services for various reasons. Others, however, saw annexation as a means to protect or preserve Lewes's gateways and have some control over what is happening in these areas. In separate interviews, several LPC members regarded annexation as an important way to safeguard Lewes's integrity and borders.

Development Control: According to the *Report on Resource Inventory of Greater Lewes*, "Because much of the threatened land is not in the City's control but that of Sussex County, there is a real concern that development and change will occur at the expense of the resources that characterize Lewes and make it a special place" (p. 4). Having some degree of control over development in adjacent areas is another reason to consider annexation.

Annexation Process: All annexations are now required by state law to be consistent with a certified municipal comprehensive plan, follow a multi-jurisdictional public process, be zoned at the time of annexation, and include a plan of services for the parcel certifying that capacity exists to provide all needed public services. As of July 2001, for all annexations in conformance with a certified comprehensive plan, the City must provide a plan of services that certifies that necessary services and utilities are available and identifies who will provide them. The plan of services must be accepted as complete by the Office of State Planning Coordination in order for the annexation to move forward.

Administrative Reasons for Annexation: Recognizing that Lewes can initiate annexations, when the opportunity arises, Lewes should consider annexing the properties located within enclaves (areas under Sussex County jurisdiction that are totally surrounded by the city). These parcels already benefit from city services and should be brought into the city. Conversely, the City should avoid annexations that create new enclaves. Any parcels that are split by jurisdictional boundaries (part in Lewes, part in Sussex County) should be fully annexed into the city to reduce administrative confusion, as well as tax confusion for the resident. Lewes should consider annexing any city-owned property that lies outside of its jurisdiction. Finally, Lewes should consider annexing parcels already receiving city services or utilities.

Annexation Recommendations

In developing possible areas for annexation, the Lewes Planning Commission considered many issues, including the recommendations of the *Lewes Long Range Plan* and the *City of Lewes Annexation Report*, preservation of habitat and recharge areas, provision of public services, and the need for affordable housing. In addition, input was sought and considered from the public, Mayor and City Council, and the Board of Public Works. The end result, described herein, can be found on *Map 9A: Growth and Annexation* and *Map 9B: Future Land Use*.

Administrative Annexations: Lewes is interested in annexing any remaining enclaves and the remainder of any parcels split by the municipal boundary.

Phase 1 Annexations: In addition to the administrative annexations, Lewes is interested in annexing the remainder of the Lewes and Rehoboth Canal between the current municipal boundary and the boundary of the City of Rehoboth Beach. This land would continue to be preserved in perpetuity as open space. Lewes is also interested in annexing the land east of Canary Creek, as far south as Clay Road, bounded by King's Highway. This area of approximately 397 acres includes Cape Henlopen High School and the city's existing wellfield, as well as a parcel slated for a new wellfield by BPW. Lewes would need to negotiate with the state and school district to address concerns regarding provision of police service to the high school. Much of the land within this area is already developed with primarily residential uses, and it is estimated that only about 42 acres would be available for new development. New zoning would reflect the existing uses, and any vacant parcels would be similarly zoned to the existing, primarily residential uses. Medium-density residential might be appropriate new development within this area. This area already effectively functions as part of the City of Lewes in all but name.

Phase 2 Annexations: This area includes the lands west and north of Gills Neck Road, excluding the Zwaanendael Farms Agricultural Preservation District, totaling about 250 acres, of which about 230 acres could potentially be developed in the future. The majority of this land is also classified as an Excellent Recharge Area.

If these remaining lands were developed at an average density of four-dwelling-units-per-acre, that would allow approximately 1,960 new dwelling units that would need service. Added to the existing 550, Lewes would potentially need to provide sewer, water, and electric to approximately 2,510 new customers. At 300 gallons per day (gpd), it is estimated that an additional 753,000 gpd of water and sewer capacity would be needed. Currently, BPW's existing and planned capacity could serve more than 11,000 dwelling units with drinking water and 1,665 with sewer. However, some of the existing uses may already receive city services, and Sussex County has wastewater capacity in this area as well.

Phase 3A Annexations: Lewes would prefer that the approximately 783 acres within the annexation area northwest of New Road and northeast of Black Hog Gut be preserved. About 420 acres are developable land, with the remaining mostly constrained by wetlands. In the event that development occurs here, the City would keep this land residential and zone for very large lots (two to ten acres). Lewes will create a large-lot zoning classification to achieve this purpose.

Phase 3B Annexations: To the southeast of New Road and west of Canary Creek, north of Clay and Old Orchard Roads, much of the approximately 545 acres is already developed or being developed with primarily single-family residential uses. There are a few commercial properties scattered along Savannah Road. It is intended that the existing uses would be zoned to reflect those uses and the remaining land be zoned in keeping with the surrounding land uses. This would mean that vacant lands would be primarily zoned residential, but some neighborhood commercial or office uses might be considered. Some higher-density residential uses might also be considered within this area. Within the Phase 3A and B annexation areas, Lewes also wants to ensure that appropriate right-of-way is set aside for future improvements to New Road.

Provision of City Services to Annexed Areas: If all of the identified land was annexed, there are already approximately 550 existing homes, businesses or recorded lots that would require some level of city services. Lewes would prefer that Areas 2 and 3A not be further developed, leaving approximately 490 acres of developable land as shown in Table 16 (see *Map 10: Available Buildable Land*) that are not encumbered by existing development or environmental resources.

Table 16: Summary of Lands Available for Development

	Total Acres	Existing or Recorded Land Uses	Acres of Existing Land Uses	Vacant Acres Preserved or Encumbered	Vacant Acres Available for Development
Vacant within current boundaries	385	352	+/-120	98	+/-176
Phase 1	397	210	350	5	42
Phase 2	252	9	20	0 (232 preferred)	232 (0 preferred)
Phase 3A	783	35	57	304 (726 preferred)	422 (0 preferred)
Phase 3B	545	295	244	30	271
Total Annexations	1977	549	671		1143 (490 preferred)

If these remaining lands were developed at an average density of four-dwelling-units-per-acre, that would allow approximately 1,960 new dwelling units that would need service. Added to the existing 550, Lewes would potentially need to provide sewer, water, and electric to approximately 2,510 new customers. At 300 gallons per day (gpd), it is estimated that an additional 753,000 gpd of water and sewer capacity would be needed. Currently, BPW's existing and planned capacity could serve more than 11,000 dwelling units with drinking water and 1,665 with sewer. However, some of the existing uses may already receive city services, and Sussex County also has some wastewater capacity available in this area.

Under this scenario, BPW may need to develop sewer capacity for up to 845 additional dwelling units; however, BPW needs to coordinate with Sussex County to determine any new service areas. BPW will also need to apply for an expanded Certificate of Public Convenience and Necessity (CPCN) and/or negotiate for the rights with the existing CPCN holders to serve some of this area.

According to this plan, if Areas 2 and 3A could not be preserved and some development did occur, lands in Area 3A would be developed at two-to-ten acres per dwelling unit. At an average of five acres per dwelling unit, the remaining available lands would support approximately 85 homes. Under current county zoning, this land could support as many as 560 dwelling units. In Area 2, if the remaining land were developed using the Sussex County cluster ordinance at 7,500 square foot lots approximately 465 units could be built. By clustering these units at four dwelling-units per acre (Sussex County's available sewer capacity), approximately 116 additional acres could be preserved. All of these homes could be provided with drinking water under BPW's current capacity, but additional sewer capacity may be needed to serve this unwanted development.

Area of Concern

The 1995 *City of Lewes Annexation Report* identified an area of unincorporated Sussex County as "Adjacent areas of interest." Many municipal comprehensive plans include a similar Area of Concern, wherein it is agreed that the municipality and the county will work together and each keep the other informed of any issues or activities within the identified areas. At a minimum, Lewes should work with Sussex County, the state, and private landholders in the identified area to assure that any development is in accordance with its Core Values. The Area of Concern creates an opportunity for Lewes to have some degree of input into land use activities in areas that are not feasible or desirable to annex.

The Lewes Planning Commission has identified the following area as the current Area of Concern (see *Map 9: Future Land Use and Annexation*) for which it is important for Lewes, the state, and county to

coordinate activities and information. Beginning along the city's western-most boundary at the tip of Beach Plum Island, follow the boundary of the Broadkill River southwest to Oyster Rock Road, then follow this road to SR 1. The boundary of the Area of Concern would then follow SR 1 southeast to Wolf Neck Road, turning north to encompass all of Cape Henlopen State Park as well as the county wastewater plant and any outparcels within the park. This area encompasses large areas of land classified as Excellent Recharge Areas by the state.

Lewes is concerned about any activities occurring within Cape Henlopen State Park and the Great Marsh. Other key issues of concern within this area include activities relating to CPCNs and the county wastewater-treatment plant, as well as the wellhead and water-recharge areas. Ideally, Lewes would prefer to see these areas remain undeveloped, especially the recharge areas, and would support preservation of these areas through the state agricultural preservation program, state or county open-space acquisition, or acquisition/easements through a private land-conservation entity. It is strongly encouraged that Lewes enter into Memoranda of Agreements with the state and county to determine how coordination will occur within this area.

Recommendations

- Highest—Create and adopt a conservation-design ordinance and regulations, including wetlands and recharge protections, open-space preservation, open-space and wetlands buffers, and clustering to encourage environmentally sensitive development.
- High—Coordinate with Sussex County to determine additional wastewater capacity needs and service areas for the annexation areas.
- High—Work with the Delaware Department of Agriculture and the landowners to encourage the Hazel Smith property on Gills Neck Road, and the DRBA corridor on Freeman Highway to participate in the Farmland Preservation or other similar program.
- High—Negotiate Memoranda of Agreement with the state and county to determine how coordination will occur within the Area of Concern.
- High—Create and adopt a large-lot zoning classification and regulations for selected portions of the annexation area to promote a blending of community character, from old-town to rural, with a focus on protecting water-recharge areas.
- High—Work with state, county, and private conservation organizations to preserve lands east and north of Gills Neck Road and northwest of New Road, as well as in the Area of Concern.
- Medium—Work with the state and county to assure that appropriate right-of-way is set aside along New Road to allow for any future expansion needed to accommodate development.
- Medium—Form a task force to systematically identify the remaining parcels of agricultural and open space land in greater Lewes and work to create a greenbelt around the city.
- Annex Cape Henlopen High School and the city wellfield.
- Annex the current enclaves, and the enclave that would be created by annexing the high school.
- Annex the remainder of any parcels split by the municipal boundary, to eliminate the incidence of split parcels.
- As possible, annex new lands as follows:
 - Annexation Area 1: Lands west of Kings Highway, north of Clay Road and east of Canary Creek
 - Annexation Area 2: Lands north and west of Gills Neck Road, excluding the Zwaanendael Farms Agricultural Preservation District
 - Annexation Area 3: Lands west of Canary Creek, north of Clay and Old Orchard Roads, and northeast of Black Hog Gut

PART 3. COMMUNITY CHARACTER

A number of elements and issues affect the physical character of a community. This report contains sections addressing parks, recreation and open space, historic and cultural resources, natural resources and environmental protection, economic development and redevelopment, and community design.

According to the *Report on Resource Inventory of Greater Lewes*, residents of Lewes “love their community and place great value on its historic, natural, cultural, recreational and scenic resources. Residents value the community for its important and tangible history, architecture, role as a maritime port, small-town quality, distinctiveness, lack of commercialism, strong community spirit, cultural institutions and activities, close relationship with Cape Henlopen State Park, and the beauty of the waterways, marshes, and the farmland that surround the City. They take pride in the busy-ness of Lewes—its attraction to visitors, its vitality—but also value the ‘quiet nights,’ the absence of resort attractions found in Rehoboth.... However, residents perceive many of these assets under threat and fear an overall decline in the community’s quality of life. Among the major issues that residents see confronting Greater Lewes are the rampant growth in and around the community; a decline in the integrity of the City’s historic character; unattractive community gateways and other areas of unsightliness; and environmental degradation” (p. 4).

According to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, “Historically, the canal has been a focal point of much of the city’s commercial and residential development. Until relatively recently, such development was modest and regarded locally as generally consistent with the economic and architectural character of the community. In the 1990s however, development pressures have increased, and the nature and scale of the development that has occurred and been proposed has caused city officials and citizens to feel that the city’s plans and regulations may not be suitable to properly guide the investments that are being made and have been proposed” (p. 1).

3-1. Parks, Recreation, and Open Space

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports—including the *Report on Resource Inventory of Greater Lewes*, *City of Lewes Open Space Report*, and the *Lewes Canalfront Park Project Phase I Summary Report*—have touched on parks, recreation, and open-space issues. Clearly, parks and open space are very important to the residents of Lewes.

Existing Parks and Open Space

The residents of Lewes have access to numerous parks and recreation lands both within and just outside the city limits (see *Map 11: Parks*). The City of Lewes owns and maintains ten municipal parks totaling about 159 acres throughout the city:

- 1812 Memorial Park
- Alfred A. Stango Park
- George H.P. Smith Park at Blockhouse Pond
- Harry’s Spring
- Mary Vessels Park
- Prickly Pear Natural Area

- Public lands of the City of Lewes
- Recreation Area
- Smith Avenue Park
- Zwaanendael Park

All maintenance of the above parks is contracted out to private firms. Additionally, the city owns the Boat Launch Area but leases it to the state, which maintains it. Other parks in Lewes that are privately owned and maintained include:

- St. Peter's Green
- The Commons at Shipcarpenter Square
- The Lewes Historic Complex
- The ponds at Bay Breeze, Pilottown Village and Cape Shores.

Additional parks and open-space lands within the municipal boundaries are owned by other government entities. These include:

- Beach Plum Island Nature Preserve and Trail (state-owned)
- DeVries Monument (state-owned)
- Great Marsh (state-owned, but city administers lease to Great Marsh LLC)
- Lewes and Rehoboth Canal (Army Corps of Engineers owns a 100-foot right-of-way)
- Lewes Beach (state-owned, Lewes-maintained)

Finally, the state owns the 3.1-acre Little League Park, which is administered by the city, but is leased to the Little League and the Historical Society, which are responsible for maintenance.

The Cape Henlopen School District owns and maintains recreation lands adjacent to three schools within Lewes and another just outside the city's boundaries:

- Cape Henlopen High School Ninth-Grade Campus
- Richard A. Shields Elementary School
- Sussex Elementary Consortium
- Cape Henlopen High School

Another significant state-owned property just outside of Lewes is Cape Henlopen State Park, which includes approximately 5,300 acres of beaches, camping, fishing, ball fields, courts, and trails.

Additional recreational opportunities in and around Lewes include:

- Boating on the many water bodies and waterways of greater Lewes
- Fishing, including local charter boats and cruises, as well as beach/surf fishing
- Little League baseball and softball for children and youth
- The Cape May–Lewes Ferry
- The Historic Lewes Greenway
- The American Discovery Trail, a coast-to-coast driving/hiking trail which begins in Cape Henlopen State Park
- The Coastal Heritage Greenway Auto Tour, with stops in Lewes, Cape Henlopen State Park, and Beach Plum Island Nature Preserve

Table 17. Types of Public Parks in and adjacent to Lewes

Neighborhood Park	Area in Acres	Comments
1812 Memorial Park	>.5	
Alfred A. Stango Park	1	
Boat Launch Area	2.7	
DeVries Monument	>.5	
George H.P. Smith Park at Blockhouse Pond	11	
Harry's Spring	1.2	
Little League Park	3.1	
Mary Vessels Park	0.1	
Recreation Area	2.3	
Smith Avenue Park	1.0	
Zwaanendael Park	1.2	
District Park		
Public lands of the City of Lewes	110	
Lewes Public Beach	19	
Richard A. Shields Elementary	10	
Community Park		
Cape Henlopen High School	66	outside Lewes
Cape Henlopen H.S. Ninth-Grade Campus	19	
On-going sports site (DNREC)	35	
Prickly Pear Natural Area	14	
Regional Park		
Beach Plum Island	120	
Great Marsh	2,450+	primarily outside Lewes
Cape Henlopen	5,300	primarily outside Lewes

Revised by IPA from Lewes Canalfront Park Project Phase I

Park, Recreation, and Open Space Development Activities

Additional parks and recreation opportunities are currently being developed in and near Lewes, including:

- The City of Lewes is a partner with the Greater Lewes Foundation in the acquisition and development of the Lewes Canalfront Park, which is occurring on a combination of about 17 acres of city, state, and privately owned lands along the Lewes and Rehoboth Canal. This acreage includes the current Boat Launch Area (2.7 acres), Little League Park (3.1 acres), and Recreation area (2.3 acres), as well as some additional lands.
- DNREC is currently developing the Junction and Breakwater Trail, which, when completed, will link Lewes and Rehoboth Beach. The first link from Wolf Neck Road to Holland Glade Road was recently opened.
- The Greenhill Light Greenway Trail is being developed by the city within the state-owned Great Marsh.
- DNREC's Division of Parks and Recreation recently purchased 254 acres of land from the University of Delaware. One-hundred-fifty acres will be added to the Great Marsh Nature Preserve, and 35 acres has been set aside as an on-going sports site. The City of Lewes is

interested in assuming responsibility for some of the land, which will be dedicated to additional open space and recreational activities.

Lewes Canalfront Park: In response to a development proposal in the late 1990s, the Greater Lewes Foundation raised more than three million dollars for the Lewes Canalfront Park. A landscape architectural firm was retained by the City of Lewes to undertake planning for the general canalfront area, as well as planning and design for the old Lewes Boatyard site. The firm conducted a participatory planning process that included interviews, workshops, and user surveys to determine appropriate programming. Ultimately, the boat launch and possibly the Little League fields will be relocated, and the new Canalfront Park may integrate the lightship *Overfalls* and the Coast Guard Life Saving Boat House historic sites. The city owns and will maintain this new park when it is completed.

Although it may seem as if the City of Lewes has plenty of parks and open space land for its current and future population, these lands are heavily used, especially during the tourist season, by large numbers of out-of-town visitors. Additionally, the natural areas have been nationally recognized for their unique and ecologically important resources and character. Therefore, the Lewes-area parks are expected to serve not only the city's residents but thousands, possibly tens of thousands, of other people as well.

City Open-Space Requirements

The Lewes Subdivision Code § 170-18 H (1) states that "The developer may be required to provide an open area or areas that are recommended by the Planning Commission and approved by the City Council. Ten percent of the total area to be developed will be considered the minimum amount to be set aside as open areas when required." This language is rather vague and ambiguous. However, the Zoning Code is more specific for some zones: the OT, OTDD, CR1, and CR2 districts all require 20 percent of the land area of the development parcel to be set aside for open space and recreational use. The OSCDD district requires a minimum of 50 percent set aside for open space.

Parks and Recreation Commission

According to the Lewes Subdivision Code, the Parks and Recreation Commission reviews major subdivision proposals and submits a report to the Lewes Planning Commission for approval. The Planning Commission then takes these recommendations into account when advising City Council whether or not to approve the proposed development.

City of Lewes Open Space Report

The preservation of open space was determined to be essential to maintaining the city's core values in the 1992 *Lewes Long Range Plan*, which recommended that the city study methods to create new parks, large and small, wherever possible. As a result, the Lewes Open Space Review Subcommittee was formed in October 1992 and charged with developing an open-space plan as a follow up to the long range plan. Their goal was to make "purposeful and substantive recommendations for Open Space within The City of Lewes" (p. 1).

The *City of Lewes Open Space Report* identified five properties of concern, wherein it was recommend that the City take a "watchdog" posture and seek opportunities to preserve playgrounds as public open space.

- Delaware River and Bay Authority lands east and west of Freeman Highway that traverse open wetlands and wooded areas.

- East Market Street wetlands behind the Beacon Motel are used partially for water retention, and another portion of the property is open space.
- Railroad right-of-way owned by the state and operated by the Delaware Coast Line Railroad Company. If this line should be abandoned, in accordance with the statute of 1916, the land should revert back to the city.
- School playgrounds (Richard A. Shields Elementary School, Sussex Elementary Consortium, Cape Henlopen High School Ninth-Grade Campus, and Cape Henlopen High School). Although these lands are currently dedicated to public use, future changes in use could occur.
- University of Delaware College of Marine Studies land, from New Road to the Bay and along Pilottown Road, which contains a considerable amount of natural land. Some of this land was recently sold to DNREC.

The *City of Lewes Open Space Report* also identified three privately owned parcels that were recommended for city acquisition in order to be preserved as open space. According to the report, “further development [of these parcels] for private use would dramatically and negatively alter the fabric of the communities wherein these parcels are located” (p.7).

- The Thompson property (formerly the Howard property)
- Fourth Street Extended woodlands and railroad bed
- A Section of canal bank along Gills Neck Road, which was recently fenced off, eliminating public-fishing access to one of the few remaining canal-bank areas in Lewes

Finally, the 1992 report also recommended that all new developments should be required to set aside a certain percentage of land area as public open space. Since that time, Lewes has significantly revised its Subdivision Code (1998) and Zoning Code (1999) such that open space set asides are required in most residential zoning districts.

Critical Issues

Core Values and Goals: Core value #1 (Lewes has a special and historic relationship with the sea) directly relates to the provision of parks, recreation, and open space in the City of Lewes. In addition, the following goals were articulated in the 1992 *Lewes Long Range Plan*, *The City of Lewes Open Space Report*, and the *Lewes Canalfront Park Project Phase I Summary Report*:

- Along the bay beach, public access should be encouraged.
- Establish and protect the visual connection between the canal and the land.
- Establish physical connection and appropriate public access between the canal and the land.
- New parks, large and small, should be created wherever possible.
- Preserve the unobstructed views of the canal and Lewes Beach from Pilottown and Gills Neck Roads.
- Preserve visual access to the city from the beach and vice-versa.

Of those responding to the Lewes Resident Survey, 89 percent agreed or strongly agreed that the city should actively pursue policies and actions (including land acquisition) for open-space preservation. Additionally, 83 percent agreed that the city should work to preserve and enhance public access to the canalfont and Lewes Beach. A full 93 percent agreed that protecting open space in Lewes will enhance property values and quality of life in town.

Land Leasing: In 2000, *The Waterfront Center in Lewes, Delaware Historic Waterfront Final Plan* identified the leasing of lands along the canal to private property owners as an open-space issue. Such

leasing along Pilottown and Gills Neck Roads used to be restricted to the adjacent property holder. Today, “canalside property is now effectively on the open market, available to the highest bidder, and reducing public canalside access and views” (p. 43).

Open-Space Requirements: Open-space set-asides are noticeably lacking in the OR district. Differences among the provisions of the Zoning Code and the Subdivision Code with regard to open space cause confusion and weaken the overall intent of both codes.

Permanent Protection of Existing and Future Open Space: As development pressures have mounted throughout the state, open space, including some previously thought to be protected, is being lost. The City of Lewes is concerned that existing and future open space be permanently preserved for future generations. There are a number of tools available to accomplish this purpose. First, future open space lands can be protected by requiring open-space set-asides as a condition of development. Lewes already does this to some extent (see previous comments above). Some other tools include creating a zoning classification specifically for parks and open space, then retroactively rezoning appropriate parcels. Deed restrictions and conservation easements could also be used to protect private and public open-space parcels. It will be important that the city work with the entities that are responsible for private open space to determine the appropriate legal solution. In addition, Lewes may want to consider requiring a buffer zone between new development and adjacent existing protected open space, including the beaches and dunes.

Maintenance: The City of Lewes is responsible for maintaining a number of properties and is actively adding additional acreage to its maintenance responsibilities. Maintenance is currently accomplished through private contractors as well as a number of volunteers. As the city expands its open-space holdings, it may want to consider hiring a full-time parks person to coordinate maintenance, as well as to work with developers to ensure that new open space meets the community’s needs.

Dogs: City residents have expressed a desire that the city dedicate an area as a dog park or off-leash dog run. Maintenance and liability issues would need to be addressed before this could happen. Additionally, there is some concern that if such a park were established, that it would attract additional (non-Lewes) users to the area, causing a burden for the city and neighboring residents.

Canalfront Public-Space Opportunities: The canal has been recognized as an important public amenity for the City of Lewes. The preservation of open space along the canal and the facilitation of public access to the waterway contribute to the quality of life of the residents, serve as a visitor attraction, and enhance the economy of the nearby commercial district. In the early 1990s, the United State Army Corps of Engineers (USACE) established a “pier-head line” for the Lewes and Rehoboth Canal. This was designed to allow certain structures, such as docks and piers, to be constructed without having to get individual permit approval from the USACE, provided state permits and approvals were obtained. It was also designed to limit the length of structures to avoid conflicts with the federal navigation channel in the canal.

Opportunity: In 1995, the *City of Lewes Open Space Report* stated “We believe a city-sponsored guide to public parks and accessible open lands would be valuable to the residents and visitors alike. Therefore, the Open Space Committee recommends the city approve a method and a means for promoting open space areas in Lewes. We recommend further that any effort to achieve this be coordinated with other committees such as Parks and Recreation and Greenways, to promote identifying

public open space and pedestrian or vehicular routes accessing it.... We believe that an inexpensive brochure or pamphlet could be produced to inform the public of these properties and could contain additional information regarding use and permits. Also, we recommend erecting signs bearing a special Lewes Parks and Recreation logo in order to show the public how to get to these dedicated open space areas” (p. 9).

Recommendations

- Highest—Require developments on the water to provide public access to the water.
- Highest—Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Highest—Continue to provide street-end public access to the bay beach along Lewes Beach.
- Highest—Research and adopt methods to permanently protect existing and future open-space, including buffer zones.
- High—If possible, acquire three properties within the city limits recommended by the *City of Lewes Open Space Report* (The Thompson property, formerly the Howard Property, Fourth Street Extended woodlands and railroad bed, and canal bank along Gills Neck Road).
- High—Continue to support USACE/DNREC plans to perform beach replenishment projects in Lewes.
- Medium—Revise the Subdivision Code to eliminate confusion regarding open-space requirements. Required open space should be exclusive of parking, roads, retention ponds, or building setbacks, and should be easily accessible.
- Medium—Review any lease coming up for renewal of canalside lands along Front Street/Pilottown Road regarding potential easements for the proposed Canalwalk.
- Medium—Protect and preserve the character of the Open Space Zoning District with compatible and complementary uses that are defined and governed by design guidelines.
- Medium—Develop landscaping and tree-preservation ordinances for new development.
- Medium—Consider adding a full-time parks person to the city staff.

3-2. Historic and Cultural Resources

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on historic and cultural issues including the *Report on Resource Inventory of Greater Lewes*. The reader is encouraged to consult that document for more in-depth details.

Historic Resources

The *Report on Resource Inventory of Greater Lewes* states that: “Greater Lewes is probably the most significant archeological and historic site in Delaware. Its strategic location on the coast at the mouth of the Delaware Bay accounts for its rich Native American history, its role as the first European settlement in the state, and its continued importance in maritime history.” While other towns throughout the state may argue the merits of this statement, the point remains that Lewes is almost embarrassingly rich in historic resources (see *Map 12: Historic Resources*).

The resource inventory goes on to identify 15 properties, including three districts, seven individual buildings, one structure, three sites, and one object listed on the National Register of Historic Places.

The Districts are:

- Cape Henlopen Archeological District (1978); includes oyster and clam shell middens 500 B.C. to 1600 A.D.
- Lewes Historic District (1977; boundary increase 1992); contains 629 contributing buildings and sites.
- National Harbor of Refuge and Delaware Breakwater Harbor Historic District (1989); includes Breakwater Light and Harbor of Refuge Lighthouse; breakwaters completed in 1869 and 1901; and remains of the William Strickland light.

Additionally, an architectural survey was recently conducted by the Sussex County Historic Preservation Planner to identify properties more than 50 years old along Lewes Beach that may be eligible for National Register Listing. The report identifies 56 properties within the Lewes Beach area that met the criteria of 50 years old or more. The area of least disturbance is near the intersection of Savannah and Bay Streets and from there along the bay, down East Market Street to East Cedar. The area of Lewes Beach is almost entirely owned by the state. According to its charter, the city administers leases on these parcels of land for private residential use.

Regulations for Historic Resources

The Zoning Code adopted in 1979 and revised in 1999 includes a whole section, Article X, entitled Historical District Regulations. This sets up an Architectural Review Commission and process for review of alterations to buildings within the historic district. However, these regulations proved to be unworkable. City Council recently passed a new historic-preservation ordinance to protect residential structures within the historic district. Additionally, Section 90 of the Lewes Code relating to dwelling units specifically excludes historic buildings from the provisions of the housing code if safety is judged to be adequate by the Building Inspector. The Historic District Regulations Ad Hoc Committee, which developed the new regulations, will assist Lewes with implementation of these new regulations. Currently, no regulations are being considered to protect non-residential structures in the historic district.

It is important to note that although many of Lewes's historic resources are listed on the National Register of Historic Places, this designation provides *no* protection to the listed buildings or properties. Under current law, only the local land use agency, the city, can adopt regulations to protect these structures and properties.

Lewes Historical Society

The Lewes Historical Society is a very active organization, which works diligently to preserve the heritage of Lewes. The society formed a Historic Complex, at Third and Shipcarpenter Streets, and is restoring the lightship *Overfalls*. Along with self-guided tours, the Historical Society sponsors the Cape Henlopen Craft Fairs in July and October, Antique Markets in June and August, and the Christmas House and Tour in December. Another organization is working to restore the U.S. Lifesaving Station, now located on the Canalfront.

Critical Issues

Core Values, Goals and Survey Responses: Core value #6 (Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation) addresses the topic of historic preservation. In addition, the following related goal was expressed in the *Draft City of*

Lewes Transportation Plan: Encourage the development of land-development practices, specifically roadway and streetscape design, that respect the city's historic pattern of development.

Of those that responded to the Lewes Resident Survey, 74 percent supported guidelines and ordinances for a historic district and 85 percent support using building design and architectural preservation to maintain the city's historic heritage. In addition, 70 percent supported developing guidelines to protect the architectural heritage of Lewes Beach.

Lewes Beach: In recent years, the demand for retirement and vacation dwellings has grown. The older, smaller beach cottages, many of which appear to be eligible for the Historic Register, are starting to be demolished and replaced with larger, costlier homes. Although this replacement has also happened in other areas of the city, it is felt most acutely here, where there is no apparent protection. There has also been some discussion concerning increasing setbacks in this area to allow better views of the beach. The difficulty in this, however, is that the existing lots are small, therefore increasing setbacks could seriously limit the footprint of new construction.

Loss of Historic Buildings: According to the *Report on Resource Inventory of Greater Lewes*, "Within the historic downtown district and on Lewes Beach, properties are being acquired and either being torn down or dramatically altered (usually building to a larger scale), so that gradually the historic fabric of the community is threatened. With gentrification, property values and taxes are rising, forcing some long-term residents out and providing an incentive for others to realize substantial profits. Without design guidelines, the City has little control over what property owners can do with existing structures. The area between Pilottown Road and the Canal is considered particularly threatened with visual intrusions" (p. 4). This concern was reiterated by city personnel as well.

Historic Regulations: Due to the national and local significance of Lewes's historic resources, it is imperative that the new historic regulations be implemented as soon as possible. Once Lewes is comfortable with the new regulations and process for residential properties, it is important that the regulations be extended to protect non-residential properties within the National Register District. It is important to note that Lewes is not the first city to wrestle with these issues. The Office of State Planning Coordination and State Historic Preservation Office can assist the city in this effort by providing technical expertise and examples of other programs. Additional information can be found through publications published by the National Trust for Historic Preservation at www.preservationbooks.org.

Many LPC interviewees (prior to the new regulations) mentioned the concept of a historic district, albeit from somewhat differing points of view, including the need to establish a district, what areas would be included, property-rights concerns, and the cost of related renovation (such as streetscaping and utilities). Throughout the town meetings, a significant portion of the discussions focused on the need for regulations. The overarching issue was to protect what the Lewes community already has. They recognize the need to maintain the scale and the specialness of the city but also acknowledged the difficulty in addressing property rights.

Public Opinion: The issue of preserving Lewes's historic assets has been much debated, and an ordinance was recently adopted. The community of Lewes has become polarized over this issue. On the one hand, many people moved to the community specifically because of these and other community assets and feel strongly about protecting them. On the other hand, many are concerned about losing individual property rights, and want to be able to do whatever they want to do with their property,

regardless of the effect on the community at large. Although it is important that the city take steps to preserve its unique heritage, it is also important that proposed regulations find the balance between protection and over-regulation.

Public Education: The resource inventory emphasized that “Fundamental to any recommendations that might be made to protect the special resources of Greater Lewes is a broad, sustained public education campaign.... Lewes needs to embark on a long-term process of educating the community—through community presentations and forums, articles in the newspaper (perhaps a dedicated section of the newspaper), and strategic training of Lewes’ decision makers and business leaders—about the importance of resource stewardship” (p. 5). The City, the Lewes Historical Society, and other concerned citizens have since joined together to educate the public regarding the importance of adopting regulations to protect this important asset.

Opportunity: With the enactment of the historic preservation ordinance and establishment of a commission, Lewes now qualifies for designation as a Certified Local Government. Designation provides the opportunity to apply for funds for preservation-related activities. In addition, designation includes annual training opportunities related to technical issues and best practices, as well as a formal role in the National Register listing process for any properties within the city limits. This federal program is administered by the State Historic Preservation Office team of the Department of State’s Division of Historical Affairs.

Recommendations

- Highest—Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Highest—Provide for stringent review of demolition permits to preserve existing historic structures. The use of these structures should be encouraged, even if non-conforming, to prevent neglect and deterioration.
- High—Review building code and other structural policies for adequacy of resistance of older structures to wind damage.
- Medium—Review fire-protection issues related to historic structures and critical facilities.
- Medium—Consider designating a portion of Lewes Beach as a local preservation district and developing preservation-district guidelines.

3-3. Natural Resources and Environmental Protection

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on natural-resources and environmental-protection issues, including the *Hazard Vulnerability Study*, *Report on Resource Inventory of Greater Lewes*, *Flood Mitigation Plan for the City of Lewes*, and *Draft Lewes Canalfront Park Project Phase I Summary Report*. The reader is encouraged to consult these documents for greater detail.

An Abundance of Natural Resources

The *Lewes Canalfront Park Project, Phase I Summary Report* points out that, “The unassuming flat terrain of the Coastal Plain belies the richness and complexity of the ecosystems that are found within the region. This low topography is one of the reasons why the area is an important corridor for the movement of plants and animals both north and south” (p. 21).

According to the *Report on Resource Inventory of Greater Lewes*, in 1978, five sites in greater Lewes were listed in *Delaware's Outstanding Natural Areas and Their Preservation*. In the late 1980s these were consolidated to three sites:

- Beach Plum Island Nature Preserve: A washover barrier between Delaware Bay and the Broadkill River, the preserve includes 120 acres of cordgrass marsh and dune (Beach Plum Island is a state-protected nature preserve within municipal boundaries).
- Canary Creek and Old Mill Creek Marshes: Approximately 2,300 acres of primarily saltmarsh cordgrass within the Great Marsh, this area contains shell mounds and Civilian Conservation Corps ditches, as well as a portion of Ritter #1 archeological site. Nearby are remains of the Pagan Dike, a man-made fill containing native Indian artifacts (part of the Great Marsh is protected as the Prime Hook National Wildlife Refuge, another portion is owned by the State).
- Cape Henlopen State Park: With approximately 5,300 acres adjacent to Lewes and owned by the state, the park contains accreting spit, the 80-foot-high Great Dune, migrating sand dunes, eroding shoreline, salt marsh, walking and stable dunes, and ancient recurved spit tops. Gordon's Pond Wildlife Area features a unique saltwater impoundment. The park also includes the Wolf Neck Site, an immense shell midden near the Lewes and Rehoboth Canal, and the marshes of Wolf Glade and Holland Glade. The state has recently been acquiring additional land south and west of the canal to create a buffer of protection around the park.

Together, these sites contain rare plant and animal species and serve a major ecological role as part of the east coast flyway—the primary migration route for American birds on the eastern seaboard as well as important nesting sites. The State of Delaware has also identified State Resource Areas that expand the boundaries of the Natural Areas Inventory and indicate land for future state protection. These include an unprotected area of the Great Marsh, as well as wetlands within the city to the west and south.

Although manmade, the Lewes and Rehoboth Canal is also an important environmental and economic resource that roughly bisects the City of Lewes and has a long history as a working waterfront. From its Delaware Bay origin at Roosevelt Inlet, the canal runs through Lewes for about two-and-one-half miles, then continues about five miles to the southeast, where it joins Rehoboth Bay. However, according to the *Draft Final Report Lewes Canalfront Study: Economic Considerations*, land along the canal is some of the most important prime real estate in the city.

Wetlands

Lewes borders vast tracts of estuarine wetlands to the west (the Great Marsh) and east (Cape Henlopen). Estuarine wetlands are tidal wetlands that are semi-enclosed by land but have sporadic access to the open ocean. These wetlands also extend into the city's boundaries. Within Lewes, according to the *Flood Mitigation Plan for the City of Lewes*, "National Wetlands Inventory Maps indicate that approximately 30-35 acres of undeveloped wetlands lie northeast of the canal between Savannah Road and Freeman Highway by the Sewage Treatment Facility.... Estuarine wetlands also extend approximately 200-800 feet northeast of the canal for the majority of the run of the canal between Route 9 and Roosevelt Inlet" (p. 20).

Wetlands are considered among the most productive ecosystems in the world. According to the *Lewes Canalfront Park Project, Phase I Summary Report*, "Some of the many functions and benefits of wetlands include: treat wastewater, trap erosion and sediments, uptake and recycle nutrients, absorb stormwater (flood energy), filter and remove pollutants (heavy metals and pathogens), provide

recreation (boating, fishing, bird-watching, nature study), provide habitat, nesting, and breeding grounds, foster biodiversity, and produce oxygen” (p. 44). Clearly, the City of Lewes is dependent on the health of its wetlands for flood mitigation, drinking water quality and quantity, as well as the local tourism economy.

Groundwater Recharge/Water Recharge Areas

The ability for water to freely recharge into underground aquifers is critically important for both drinking water and the health of the natural ecosystems surrounding Lewes. According to the *Lewes Canalfront Park Project Phase I Summary Report*, this is especially critical in Lewes due to the proximity of the ocean and the “constant flux between fresh and salt water. The pressure (or head) of the fresh water keeps the salt water from intruding and thereby making the water unfit for drinking and agricultural irrigation. As urbanization increases fresh water consumption, the head decreases, allowing an increase in salinization. Saltwater intrusion caused both Lewes and Rehoboth to move their municipal water supply wells inland in 1943-1944” (p. 38).

Water recharge is impacted by the characteristics of the soil and underlying geology, as well as by development. Simply put, areas with natural-recharge capability are negatively impacted by buildings, paving and other impervious surfaces. As these areas are developed, according to the same report, “a major shift in natural hydrology is taking place. Water that previously infiltrated the soil now runs off impervious surfaces such as asphalt, and even turf, and fails to replenish groundwater” (p. 22). In addition, this water no longer supports the native plants and animals; therefore additional natural habitat, as well as groundwater, is lost.

TMDLs

Lewes is situated within two watersheds, the Inland Bays watershed and the Broadkill River watershed. In 1998, the Delaware Department of Natural Resources and Environmental Control (DNREC) established Total Maximum Daily Loads (TMDLs), or pollution control limits, to reduce the total maximum allowable pollutants for the Inland Bays watershed. The northern part of the watershed, including and surrounding Lewes, has been determined to be in a low-reduction area, meaning that targets have been set to reduce non-point source pollutants by 40 percent for nitrogen and by 40 percent for phosphorus. To this end, DNREC recommends best management practices (BMPs) for all land uses. Pollution-control strategies being developed by DNREC will help to pinpoint some of these best practices. Additional restrictions have been placed on the Lewes Treatment Plant, which are discussed in the section on sewer capacity. The Broadkill watershed is also impaired, and TMDLs for nutrients and bacteria will be completed by the end of 2006.

Coastal Building Line

In 1983, DNREC enacted regulations for dune protection that included instituting a building line along the Delaware Coast and a Beach Area, shown on DNREC’s Building Line Maps. Using topographic data from 1979, the Building Line was located 100 feet landward of the seven-foot National Geodetic Vertical Datum elevation, while the Beach Area extends 1,000 feet landward of the mean high-water line. No new construction, modification or expansion of existing structures is permitted seaward of the Building Line or in the Beach Area without prior approval from the Division of Soil and Water Conservation. According to the *Flood Mitigation Plan for the City of Lewes*, any person applying for a construction permit in these areas must meet certain criteria as set forth in Part 3, Prohibited Activities, of the Regulations Governing Beach Protection and the Use of Beaches.

DNREC recently updated these regulations and developed new maps based on recent aerial photography. In Lewes, the new regulations reduce the area seaward of the Building Line but extend the Beach Area further inland. It is important to note that the entire affected area is located within the FEMA and Lewes Flood Zones, and that the DNREC regulations appear to be similar to the NFIP regulations, which Lewes has already adopted. As a result, any activities in this area are already regulated by the city; however, a state permit would also be needed.

Coastal Zone Act

In the 1970s, the Delaware General Assembly passed the Coastal Zone Act, and subsequent regulations were finally adopted in the 1990s. This Act establishes an area of land along the Delaware River and Bay coastline within which new, or expansion of existing, heavy-industrial uses or offshore activities are prohibited. The City of Lewes, as well as most of the surrounding unincorporated area, is entirely located within this protected zone. In addition, state permits are required from DNREC for any new light-industrial or manufacturing activity proposed within this area. The permit process includes completion of an environmental impact statement, and any negative impacts must be addressed with an offset proposal approved by the department. The only current industry in town affected by this regulation is the SpiPharma plant (formerly Barcroft), near the ferry.

Trees

According to the *Hazard Vulnerability Study*, a strong hurricane could have a major impact on the tree canopy in Lewes. For example, after hurricane *Hugo* (1989) the city forester for Charlotte, North Carolina, noted that more than 2,000 trees adjacent to city streets had been lost. Charlotte was approximately 200 miles from *Hugo*'s point of landfall. Other forestry departments from both South and North Carolina also recorded widespread and significant loss of trees as a result of hurricanes *Hugo* and *Fran* (1995). Large areas with more than 50-percent loss of trees were common more than 100 miles from the coast during both storms.

According to the *Hazard Vulnerability Study*, tree damage is a concern not only because of the loss of trees but because it can result in secondary damage, including damage to structures, damage to overhead utility lines, blockage of roads and drainage systems, and production of large quantities of vegetative debris. Clearly, Lewes needs to plan for the handling and disposal of trees and limbs following major storms. However, it should be noted that trees provide many benefits to the city, including temperature modification, a more comfortable pedestrian environment, scale, and beauty. It should also be noted that some species of trees are less likely to cause debris problems than others during a storm. The City of Lewes recently adopted a tree ordinance that addresses (city-owned) trees in parks and street right-of-ways and includes guidance on proper tree selection. However, this ordinance does not apply to new development or preservation of trees on private property.

Critical Issues

Environmental Degradation: There is obvious development pressure in Lewes as its attributes are becoming better understood and appreciated. With increasing development, environmental resources in the City of Lewes are threatened. In particular, the future quality and quantity of groundwater is of concern, as wetlands and water-recharge areas are developed or otherwise degraded. Most LPC members raised the issue of growth in the surrounding area and how Lewes can protect itself from the unintended consequences of growth. One member mentioned the importance of maintaining balance. "Lewes is unique. We need to preserve this uniqueness and protect the environment, but we also need to understand development without cutting it off."

Environmental Regulations: Lewes's current Zoning and Subdivision Codes neither regulate nor protect wetlands or water recharge areas, unlike some other jurisdictions in Delaware. Many of the wetlands in and surrounding Lewes are classified as tidal wetlands, and these have historically been regulated and, to some extent, protected by the Army Corps of Engineers (USACE). Currently, the USACE grants permits for activities within navigable waterways and can specify design and timing stipulations. However, these regulatory powers have recently come under attack by the federal government, and so Lewes may not be able to rely on those regulations for protections in the future. DNREC also regulates subaqueous lands (navigable waterways including rivers, streams, lakes and bays) and wetlands. Regulated activities include docks, jetties, abutments, slips, dredging, filling, and erosion-control structures. DNREC can also specify design and timing details. It is important to note that, in general, these state and federal regulations permit a certain amount of destruction of natural resources if mitigation is attempted. Therefore, Lewes may want to consider adopting some additional protections, including specific wetlands protections as well as buffers for wetlands and riparian corridors.

According to state law, by 2007 Lewes and other municipalities will need to have a Sourcewater Protection Ordinance in place to protect wellhead and water-recharge areas. DNREC and the Office of State Planning Coordination can assist the city by providing advice and examples of other regulations from throughout the state and country.

Throughout the town meetings, a significant portion of the discussions focused on the need for regulations. Some think they are seeing an evolution of sorts moving from "let it ride" to one where more regulation may be necessary. Others wondered if we have too many regulations now. The overarching issue was the protection of what the Lewes community already has.

Permanent Protection of Existing and Future Open Space: As development pressures have mounted throughout the state, open space, including some previously thought to be protected, is being lost. The City of Lewes is concerned that existing and future open space be permanently preserved for future generations. There are a number of tools available to accomplish this purpose. First, future open-space lands can be protected by requiring open-space set-asides as a condition of development. Lewes already does this to some extent. Some other tools include creating a zoning classification specifically for parks and open space, then retroactively rezoning appropriate parcels. Deed restrictions and conservation easements could also be used to protect private and public open-space parcels. It will be important that the town work with the entities that are responsible for private open-space to determine the appropriate legal solution. In addition, Lewes may want to consider requiring a buffer zone between new development and adjacent existing protected open space, including the beaches and dunes.

Sussex County Environmentally Sensitive Developing Area: Sussex County's Comprehensive Development Plan, recently adopted in 2002, shows the same area that the state calls Level I and Level II Development Areas also bear an Environmentally Sensitive Developing area designation from the county. As a result, any development occurring within the unincorporated county outside of Lewes will now be expected to provide information and analysis concerning the proposal's environmental impact.

Hazardous Waste: Because of its proximity to the Delaware Bay, Lewes is vulnerable to spills and releases from passing ships, as well as pollution from recreational boats and other watercraft.

Recommendations

- Highest—Research, write, and adopt ordinances to protect wetlands, wellhead and water-recharge areas, including riparian buffer zones.

- Highest—Research and adopt methods to permanently protect existing and future open space, including buffer zones.
- Medium—Continue to work with DNREC to develop and adopt best management practices (BMPs) to address TMDL issues.

3-4. Economic Development and Redevelopment

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on economic-development issues including the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, *Lewes Canalfront Park Project Phase I Summary Report*, and the *Flood Mitigation Plan for the City of Lewes*. The reader is encouraged to consult those documents for additional details.

Regional Economic Context

Sussex County's economy is based on agriculture, manufacturing, and commerce, with resort/tourist activity defining the economy of the eastern part of the county. About 36 percent of Delaware's tourism and travel spending is generated in the beach area, of which Lewes is a part. This part of the county accounts for 18 percent of the eastern-Sussex economy and 34 percent of eastern-Sussex employment. Elements of that activity include beachfront commercial establishments, hotels and motels, non-commercial tourist attractions, and seasonal residential communities. Away from the beach, significant retail investment has occurred along SR 1. This development has been attracted by the large number of tourists and seasonal residents and the fact that there is no retail sales tax in Delaware.

Lewes Economy and Major Industry

Although Lewes benefits significantly from tourism, its economy is more diverse than the other nearby beach communities, giving it a unique character. There is a small area of commercial development associated with tourists near the beach; however, Lewes also has a traditional central business district west of the canal, roughly bounded by Savannah Road, Front Street, West Market, and West Third Street. Although this district serves many tourists and is dependent on the tourist market, it is also used by local residents, many of whom consider it their shopping area. Moderate-sized eating/drinking establishments and small shops selling specialty merchandise are the principal types of retail operations. There are also an inn, hotel, and several miscellaneous stores in this district. Many of the businesses are seasonal in nature; others are open year-round. Most businesses operate out of historic buildings which have been retrofitted for their current use, with a few modern structures interspersed throughout. Like the other beach communities, Lewes has a relatively large number of seasonally occupied rental and owner homes (36 percent). But it also has a large number of year-round residents, with retirees comprising a growing portion of that segment.

Mirroring national trends, the city's economy is dominated by the retail sector. According to the 1999 *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, "because of the general quality of the businesses and pleasant shopping atmosphere, downtown Lewes is able to draw well-heeled customers....and serves as a complementary and attractive alternative to Rehoboth and Dewey. There appears to be a good balance between the capabilities of the businesses and the expectations of the landlords resulting in generally reasonable rents" (p. 9).

Principal maritime activities in Lewes include charter-boat sport fishing, headboat fishing, storage and servicing of larger recreational boats (in slips during the summer and on land during the winter), and

launching trailered boats. Secondary activities include the base of operations for the Delaware Bay pilots, The Lewes Yacht Club, the U.S. Coast Guard station, homeporting of an oil-spill-recovery vessel, and the University of Delaware's College of Marine Studies. According to the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, in 1999, business at commercial maritime-related operations was generally regarded as good. At that time, slips were fully committed and winter storage areas fully occupied. Charter and headboat fishing was thriving, and the state launching ramp was well used. There had also been an increase in visiting yachts and historic vessels, via the public dock on First Street. However, at that time, there had been very little new investment in these maritime operations.

Other components of Lewes's economy include the central hospital of Beebe Medical Center, Sussex County's principal medical facility. The hospital has been gradually expanding at its Lewes location while adding satellite medical service centers at various locations throughout the county. Along Savannah Road and Kings Highway to the west of downtown, there is some office activity, primarily by doctors and allied services near the hospital, as well as some real estate and financial services, and other professionals like attorneys and architects. There is very little industrial activity in Lewes other than the SpiPharma (formerly Barcroft) plant.

The Lewes Chamber of Commerce and Visitors Bureau serves as the voice of the local business community.

Tourism

According to the 2003 Sussex Visitors Guide, the City of Lewes had 11 inns and motels for a total of 334 rooms, plus 12 bed and breakfast establishments with about 50 more rooms. In addition, according to the 2000 U.S. Census, fully 36 percent, or about 855 of 2370 residential units, are devoted to seasonal or recreational use. At two people per hotel room and three people per dwelling unit (a very conservative estimate) on a busy weekend, these units combined could lodge about 3,335 visitors, more than doubling the population of the city.

There are three visitor centers in Lewes. The Lewes Chamber of Commerce and Visitors Bureau staffs a visitor center at 120 Kings Highway in the historic Fisher-Martin House, behind the Zwaanendael Museum. In addition, the Delaware River and Bay Authority staffs a visitor center at the Cape May–Lewes Ferry Terminal, and the Lewes Historical Society has a visitor center on Second Street.

The Cape May–Lewes Ferry, Cape Henlopen State Park, and fishing opportunities in and around Lewes attract many visitors. The ferry transports one million people per year to and from Lewes and operates transit service into Lewes and the SR 1 outlets for foot passengers. Cape Henlopen State Park, which is located one mile east of Lewes, offers recreational facilities including campsites, ocean and bay beaches, and nature trails. Lewes is popular for fishermen because of its location along the bay, proximity to natural fisheries, and the availability of boat charters and rentals. There are also conference facilities available in Lewes at the University of Delaware Virden Retreat and Conference Center, the Biden Conference Center in Cape Henlopen State Park, and the Inn at Canal Square.

There are a number of events and activities throughout the year that bring visitors into Lewes. The Lewes Chamber of Commerce and Visitors Bureau offers walking-tour maps and brochures to sites of historical interest. It sponsors a number of annual events, including the Great Delaware Kite Festival with Cape Henlopen State Park, the Lewes British Motorcar Show, the Lewes Garden Tour, the Boast the Coast Maritime Festival in conjunction with the University of Delaware's Coast Day, and the Lewes

Christmas parade. The Historical Society has a Victorian walking-tour booklet, and the State Park offers literature showing trails and points of interest. The Lewes Historical Society also sponsors the Cape Henlopen Craft Fairs in July and October, Antique Markets in June and August, and the Christmas House and Walking Tour in December. Additional day visitors arriving by car, personal watercraft, resort transit, and the Cape May–Lewes Ferry can add another 3,000 to 7,000 people on a busy summer weekend.

Employment

According to the 1999 *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, a high percentage of the employment in the area is seasonal, including many jobs in retail sales, lodging, eating and drinking establishments, visitor attractions and services. Several of these categories are also important year-round, but their job counts are much higher during the summer and the late spring/early fall shoulder periods. The important employment categories that are less seasonal are healthcare, state and local government, and financial services. Education and construction (the latter, assuming pleasant weather) tend to be counter-seasonal with strong activity in the fall, winter, and spring. The major area employers in Lewes are the Beebe Medical Center (1,350) and allied services and professionals, the Cape Henlopen School District (400) with four schools in or adjacent to the city, the University of Delaware College of Marine Studies (100) and SpiPharma (60).

The U.S. Census analyzes employment (jobs) according to ten standardized sectors of employment known as the Standardized Industrial Code (SIC). Table 18 shows the composition of the Lewes area economy in the year 2000 by SIC. There are a total of about 5,800 jobs (full-time, part-time and seasonal combined) in the area, which includes portions of unincorporated Sussex County between Lewes and SR 1. Lewes's employment is led by the retail and professional services sectors. These sectors combined make up more than 70 percent of the workforce.

Table 18. Year 2000 Composition of Lewes's Economy

SIC	2000 (est.)	% of total jobs	Description
Professional Services	2,487	42.7%	Services of a professional nature, i.e. lawyers and doctors
Retail	1,696	29.1%	Jobs in retail trade, sales of goods to consumers
Construction	613	10.5%	Jobs in the construction industry
Public Administration	224	3.8%	Jobs in government (city, county, state or federal)
Business Services	198	3.4%	Jobs providing services to businesses
Manufacturing	188	3.1%	Jobs in manufacturing, i.e., the primary production of goods
Personal Services	178	3.2%	Jobs providing services to individuals
FIRE	137	2.4%	Finance, insurance, and real estate
TCPU	105	1.8%	Transportation, communications, and public utilities
Wholesale	3	<1%	Jobs in wholesale trade, sales of goods from manufacturers to merchants
Total	5,826	100.0%	

FIRE=Finance, Insurance and Real Estate; TCPU=Transportation, Communications and Public Utilities. Source: SIC, summarized by IPA, and *Draft Population, Employment, and Household Projections for Sussex County*. Prepared by the Center for Applied Demography and Survey Research at the University of Delaware under contract with the Delaware Department of Transportation. Note: the area of this analysis included some areas outside of the municipal limits of Lewes.

Resident Customer and Worker Base

Table 19 presents selected characteristics of Lewes residents. Note that residents are very well educated and less likely to be disabled or living below the poverty level than are other state or county residents. More interestingly, a very low percentage of the adult population participates in the labor force (48

percent or 1,216 people), and of those who do, a higher-than-normal percentage (10.3 percent) are self-employed. With approximately 5,826 jobs in the Lewes area and only about 1,216 residents in the workforce, the vast majority of Lewes area employees commute to Lewes for work.

Table 20 contains income information for Lewes, Sussex County, and Delaware. Lewes's median household income in 1999 was \$48,707, almost 20 percent higher than the \$39,208 median household income in Sussex County and slightly higher than the \$47,381 median household income of the state as a whole. Lewes has a lower percentage of households receiving wage and salary income (63.7 percent), while the number for the county and the state are 70.8 percent and 79.4 percent, respectively. In addition, the percentage of households receiving social security and retirement income was higher in Lewes than in Sussex County and the State of Delaware. The percentage of Lewes households receiving public assistance was only slightly lower than that of Sussex County or the state.

Table 19: Selected Population Characteristics of Lewes

Income	Delaware	Sussex County	Lewes
Median Household Income	\$47,381	\$39,208	\$48,707
Individuals 17 and under below poverty level	8.2%	9.1%	5.4%
Individuals 65 and older below the poverty level	7.9%	8.4%	5.6%
Selected Characteristics			
Population 25 and over with High School Diploma	82.6%	76.5%	85.5%
Population 25 and over with College Degree	31.6%	22.7%	48.1%
Population 21 and over Disabled	21.5%	18.9%	14.7%
Population 18 and over Civilian Veteran	14.4%	17.2%	20.5%
Population 16 and over in labor force	65.7%	58.5%	48.5%
Population 5 years and over who speak English less than "very well"	3.9%	3.4%	0.8%
Workers who did NOT drive alone to work	20.8%	20.5%	23.8%
Workers self-employed as sole-proprietors	5%	8%	10.3%

Source: U.S. Census 2000

Table 20. Selected Income Data for Lewes, Sussex County and Delaware, 2000

Item	Delaware	Sussex County	Lewes
Median household income	\$47,381	\$39,208	\$48,707
% of households with wage and salary income	79.4	70.8	63.7
Mean wage and salary income	\$57,407	\$45,299	\$48,960
% of households with social security income	26.9	36.0	40.9
Mean social security income	\$11,997	\$11,785	\$13,728
% of households with retirement income	21.0	26.8	40.2
Mean retirement income	\$17,871	\$18,134	\$26,561
% of households with public assistance income	2.7	3.2	2.2
Mean public assistance income	\$2,516	\$2,605	\$3,320

Source: U.S. Census 2000 Compiled by IPA

In conclusion, the residents of Lewes are older, wealthier, more highly educated, less likely to be in the workforce, less likely to be disabled, and more likely to be self-employed than the general population. This creates a good customer base for high-end retail, but a poor basis for the local workforce. Lewes also has a large captive population of daytime workers, many of whom are highly educated professionals who should be considered part of the customer base.

Issues and Opportunities

An Approach to Economic Development: The National Main Street Center works with towns to promote healthy downtown business districts. In Delaware, the Main Street Program is run through the Delaware Economic Development Office (DEDO). The City of Lewes does not participate in this program and currently has a healthy downtown district; however, it is useful to describe the key components for a successful program. These key points and principles help explain what Lewes is already doing right and helps identify actions and assets that might not be fully appreciated as contributors to its success. The Main Street Four-Point Approach includes:

Design: Enhancing the physical appearance of the commercial district by rehabilitating historic buildings, encouraging supportive new construction, developing sensitive design management systems, and long-term planning.

Organization: Building consensus and cooperation among the many groups and individuals who have a role in the revitalization process.

Promotion: Marketing the traditional commercial district's assets to customers, potential investors, new businesses, local citizens and visitors.

Economic Restructuring: Strengthening the district's existing economic base while finding ways to expand it to meet new opportunities—and challenges—from outlying development.

In addition, the Main Street Center advocates following these eight principles:

Comprehensive: A single project cannot revitalize a downtown or commercial neighborhood. An ongoing series of initiatives is vital to build community support and create lasting progress.

Incremental: Small projects make a big difference. They demonstrate that “things are happening” on Main Street and hone the skills and confidence the program will need to tackle more complex problems.

Self-help: Although the National Main Street Center can provide valuable direction and hands-on technical assistance, only local leadership can initiate long-term success by fostering and demonstrating community involvement and commitment to the revitalization effort.

Public/private partnership: Every local Main Street program needs the support and expertise of both the public and private sectors. For an effective partnership, each must recognize the strengths and weaknesses of the other.

Identifying and capitalizing on existing assets: One of the best National Main Street Center's key goals is to help communities recognize and make the best use of their unique offerings. Local assets provide the solid foundation for a successful Main Street initiative.

Quality: From storefront design to promotional campaigns to special events, quality must be the main goal.

Change: Changing community attitudes and habits is essential to bring about a commercial district renaissance. A carefully planned Main Street program will help shift public perceptions and practices to support and sustain the revitalization process.

Action-oriented: Frequent, visible changes in the look and activities of the commercial district will reinforce the perception of positive change. Small, but dramatic improvements early in the process will remind the community that revitalization effort is under way.

The National Main Street philosophy, which has a strong track record of success, reveals that the City of Lewes already possesses many unique and valuable assets of which many other towns would be envious (its pedestrian orientation, relationship to the ocean, historic architecture, and natural resources). However, these fragile resources that contribute so much to the local economy are being eroded, and it is important that the business community recognize these as valuable assets and work with the residents and the city to take steps to protect them.

Economic Report

The Sherwood Consultancy in the *Draft Final Report Lewes Canalfront Plan: Economic Considerations*, completed in 1999, provided the following insights regarding the future of Lewes's economy based on their economic-development expertise:

- “The prospects for visitor oriented development in Lewes are constrained by the city’s limitations with regard to beach frontage, available/suitable commercial land, and the competitive environment. The strongest prospects are for renovation and expansion of existing motels and restaurants” (p. 8).
- “Future development is constrained by the lack of available land, parking and community concerns regarding commercial expansion in the city’s historic core. Market considerations are also germane, since the small size of the area, even if expanded into all potential locations, will continue to limit its drawing power. The parking issue is probably amenable to a technical solution, but the lack of size represents a more difficult problem.... TSC believes that Lewes’s downtown area will continue to do well, if not quite thrive, under current economic conditions and that well run new businesses that compliment the existing inventory would be successful and would improve business for everybody” (p. 9).
- “....maritime service businesses are industrial-like in nature. Environmental and land use regulations affecting maritime operations tend to be restrictive, limiting business activity and new investment. From a market and competitive standpoint, most of the maritime businesses located in Lewes appear to be well positioned to expand. However, such expansion faces many regulatory obstacles. To the extent that the business and regulatory bodies can work out their relationship, the city’s maritime businesses should do well, continuing the tradition of a working waterfront in Lewes, and the city’s historical connection with the sea” (p. 10).
- “Lewes is probably going to grow in stature as a place where professionals would like to have their office. However, there are substantial limitations on the ability to develop such space. The strongest possibilities would be the upper floors of structures in the downtown area and small one/two buildings in commercial areas along Savannah Road and Kings Highway” (p. 10).
- “Land along the canal is some of the most important prime real estate in the city. For maritime businesses the waterway is a necessity. For restaurants and residences it is an important amenity that increases the attractiveness of the properties. It is not surprising, therefore, that the canalfront properties are attracting development interest.... Consequently, the canalfront possesses strong potential for new commercial investment should the community desire to move in that direction” (pp. 11-12).

Core Values and Survey Responses

Most of the Lewes Core Values can provide guidance to businesses, residents, and the city with regard to economic development and redevelopment issues. Core value #1: “*Lewes has a special and historic relationship with the sea*” talks about the moderate and traditional scale of the city’s water-based commercial and recreational activities. Core value #2: “Lewes is a community of diversity” specifically notes the mixture of architectural styles and industrial and commercial activities. Core value #4: “Lewes is a town of busy days and quiet nights” appreciates that the types of retail businesses and the

absence of amusement areas in Lewes help to preserve quiet nights. Core value #5: “Lewes recognizes and maintains its internal communities” highlights that the hospital and medical community, schools, commercial and industrial enterprises, and the College of Marine Studies all contribute to the vitality of the city. They provide work and social opportunities, community improvement, and diversity. Finally, Core value #6: “Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation” is important, because so many of the commercial establishments are located within historic buildings or the historic district.

Of those responding to the Lewes Resident Survey, 86 percent supported developing business policies to enhance the concept of busy days and quiet nights. Seventy-nine percent agreed that tourism is important to the economic health of Lewes, and 73 percent thought it important to make a special effort to preserve marine business and infrastructure. Sixty-eight percent agreed that it is important to encourage a diverse mix of new businesses, and 58 percent felt that tourism is responsible for a too fast growth rate in Lewes. Additionally, 55 percent felt that downtown parking is insufficient.

Respondents were also asked to determine what possible future land uses would be considered desirable or undesirable. Small restaurants (84 percent), nature tourism (83 percent), small retail (77 percent), educational (77 percent), medical (74 percent), sport fishing and related businesses (73 percent), bed and breakfast establishments (68 percent) and an aquarium (54 percent) were all considered to be “Desirable” or “Highly Desirable.” Businesses considered to be “Undesirable” or “Highly Undesirable” included franchise restaurants (64 percent) and franchise hotel/motel (58 percent).

Other Business Issues

Forum participants recognize the value of tourism but are wary of what can happen, particularly in light of the core values. Participants recognized that fishing and tourism are intimately connected. They talked about the tension between the quality of the town and that feeling of a special place and the need for the economic engine of tourism. One individual offered the fact that “...in 1980 there was a fifty percent vacancy rate on Second Street.” On the other hand to whom do these businesses cater? “The only thing ‘we’ [residents] use on Second Street is the bank!” And “I have to drive to get little things,” emphasizing the frustration of living in a “walking” town where there is no place to go to for everyday supplies. There is a concern that with so many folks buying second homes here and only living in Lewes part-time, why should businesses cater to a seasonal community?

Industrial Uses: The 1992 *Lewes Long Range Plan* suggested that an area for future study would be the role of special industrial rates and tax incentives. The Lewes Zoning Code currently allows unlimited commercial uses within the industrial district. This drives up the cost of industrially zoned land and, given the current development pressures in the town, decreases the likelihood that the land will be used for industrial or marine uses. If industrial land uses are important to the city, commercial uses should be limited within the Industrial zoning classification. Additionally, any industrial or manufacturing activity will require permits from DNREC as a result of the Coastal Zone Act.

Brownfields: Brownfields are generally abandoned, contaminated industrial sites. Two sites in Lewes have been identified and are in the process of being cleaned up and redeveloped. The DOXSEE site, which is now owned by the state is considered a brownfield site. The old boatyard site, right on the Canalfront, has stormwater and soil-contamination issues that need to be carefully documented and addressed. According to the *Draft Lewes Canalfront Park Project, Phase II*, a remedial plan has been completed, and the City recently applied for a \$200,000 brownfields grant to begin cleanup. When completed, this site will be incorporated into the new Lewes Canalfront Park.

Tourism: With the Cape May–Lewes Ferry bringing thousands of visitors from New Jersey during the summer season, there is an additional opportunity for the city, Historical Society, or Chamber of Commerce and Visitors Bureau to engage visitors at the ferry terminal and bring them directly into town, especially for specific events or for a specially developed guided tour. Although there are many activities available to day visitors, the local economy could benefit from a more coordinated approach.

Retail District: There is some concern that the downtown retail district is being eroded by the conversion of small retail uses to professional office space. Although office space certainly belongs in this area, the city would be well-served to prohibit these types of uses from occupying the street level in order to maintain the retail character of the district. Office uses at the street level take away from the retail nature of the district, which is so attractive to customers. However, these uses are highly appropriate for the upper floors of downtown buildings.

Parking: Parking within the City of Lewes has been considered to be a problem for many years. A number of problem areas have been identified. These areas include: 1) the downtown area bounded by Front Street and Gills Neck Road, Queen Street and Burton Avenue, Fourth Street, the area immediately east of Savannah Road including Kings Highway and Rodaline Avenue, 2) the downtown business area, 3) spillover parking from the Beebe Medical Center, and 4) beachfront parking along Bay and Cedar Avenues.

In 2002, Andropogon Associates Ltd. completed a parking analysis for the commercial core area of the city. The following is an excerpt from the *Lewes Canalfront Park Project Phase I Summary Report*. “There are 139 parking spaces in Public lots. (These lots include the Boat launch and the lot at the corner of Front Street and Savannah Road.) Other parking lots that serve the Commercial Core provide an additional 180 parking spaces. There are 504 on-street parking spaces.... Analysis of the parking spaces available in the Commercial Core of Lewes, including the boat ramp parking presently available in the Canalfront Park Zone does reveal a parking deficit. The parking analysis was based on the following assumptions:

- A commercial Core needs 6 spaces for every 1000 square feet of Gross Floor Area.
- Athletic Fields and Courts require 1 space for every 3000 square feet of Field Area.
- Lewes has a Commercial Core of 161,000 square feet, which requires 966 spaces. –718 parking spaces are available.
- Lewes has 158,000 square feet of existing Little League fields, tennis courts and a basketball court, which requires 53 spaces. –105 parking spaces for cars are available in the Boat ramp parking lot. (This parking lot accommodates approximately 55 cars with trailers.)
- Commercial Core would require a total of 1019 spaces. –823 parking spaces are available leaving a parking deficit of about 196 spaces, or 19 percent” (p. 64).

Small Business: The *Draft Final Report Lewes Canalfront Plan: Economic Considerations* noted that “a high proportion of the shops are believed to be operated as ‘hobby’ businesses, which is seen as affecting the merchandising needed to attract customers, and there has been relatively high turnover, which also tends to upset the area’s ability to market itself” (p. 9). A positive result of having many small, independently owned businesses in the commercial core is that they tend to have unique offerings that improve the overall eclectic business mix. The downside is that individual small-business owners are less likely to understand the need to band together for events and marketing for the good of the district as a whole.

Recommendations

- Highest—Provide facilities or dock space for commercial watermen.
- Highest—Adopt a canalfront zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine businesses between Anglers Road and the Canal.
- Highest—Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Highest—Revise off-street parking regulations to prevent the strip-mall image on Savannah Road.
- Highest—Review the Industrial zoning classification and update to reflect current issues and needs.
- High—Along the canalfront, retain waterfront industrial-zoned parcels for future maritime industrial use and retain current commercial zones where there are existing commercial uses.
- High—Encourage office uses to occupy the upper floors rather than street level of buildings within the Historic District Commercial area.
- High—Continue to analyze the parking situation within the city and seek appropriate solutions to parking problems.
- Medium—Work with hospital officials to plan and manage any future growth.
- Medium—Consider limiting parking for tour buses and RV's to designated areas.

3-5. Community Design

The City of Lewes has been involved in a number of intensive planning studies since the adoption of the 1992 *Lewes Long Range Plan*. Several of those reports have touched on community design issues including the *Lewes Canalfront Park Project Phase I Summary Report*. The reader is encouraged to consult this document for greater detail.

Community Character

The visual character of a community is shaped by parks and open space as well as historic and natural resources. Other factors such as zoning and subdivision codes and economic development decisions can also greatly affect a community's image.

The City of Lewes is defined on three sides by natural buffers. The Delaware Bay, Lewes Creek Marsh, the Great Marsh, and Cape Henlopen State Park have protected the city from outside influences, contained outward growth, and had a major impact on the visual and cultural character of the community. Until recent years, agricultural lands have provided a gateway to the city from the south. More recently, suburban development has encroached on these agricultural lands, significantly changing the approach into Lewes.

According to the *Lewes Long Range Plan*, "buildings in Lewes generally possess a uniformity of scale but span four centuries and reflect a wide diversity of styles and designs. Older houses are being restored and new homes are often historic replicas. Residential neighborhoods possess such different characteristics, layouts, and densities that Lewes may be said to consist of three towns in one, the Old Town, Lewes Beach and the new developments off Pilottown Road and Freeman Highway. There is a cohesion, nevertheless, because of good pedestrian traffic throughout the City, including handicapped access on the newer streets" (pp. 7-8).

The commercial core area also has an authentic historic character. However, as is pointed out in the *Lewes Canalfront Park Project Phase I Summary Report*, “Although the town still retains the commercial fabric of Main Street from an earlier era, this is in form alone. The uses are all leisure-shopping/dining related and everyday life is located on the strip outside of town. Similarly the town’s maritime heritage is real but most of the physical evidence has disappeared” (p. 18). Limited by access and parking, the size and layout of the historic buildings make everyday uses difficult to accommodate in this core. The physical reality of the commercial core area has created both constraints and opportunities for business in Lewes. Lewes is fortunate that individual entrepreneurs have been able to successfully create a retail district of unique offerings to take advantage of the tourist traffic.

The *Lewes Long Range Plan* also states, “The layout of Old Town and Lewes Beach encourages pedestrian and bicycle travel. There are sidewalks throughout Old Town, a grid-like pattern to most streets, and low vehicular traffic flow. In residential neighborhoods, shallow setbacks, front porches, open yards, and beautiful gardens promote intimacy. Trees on streets and sidewalks create textures of light, soften vistas, provide shade for pedestrians, and invite people outside. Streetscapes have depth and variety. Small parks and open spaces bring nature into developed areas. There are recognizable neighborhoods and a central business area where people converge” (p. 12).

Review of Zoning and Subdivision Codes

In general, the City of Lewes Zoning and Subdivision Codes appear to be on the right track to assist Lewes in maintaining its unique small-town character. Some of the positives include regulations that require accessory uses to be set back from the front facade of the house, thereby decreasing the visual impact of a garage. Another nice provision of the OCSDD (cluster) district allows agricultural land to be counted as part of the open space if the lands are under an agricultural easement and development rights to the property have been forfeited.

A number of potential code changes have been highlighted in previous chapters of this document that will strengthen the visual character of the community. These include:

- Wetland and water-recharge area protections
- A Maritime-Related-Activity Zone
- Clarification of the open-space set-asides between the Zoning and Subdivision Codes
- A tree-preservation ordinance
- Clarification of uses within the Industrial zone
- Review of codes for incompatible uses

In addition to these, there are a few additional areas where Lewes may want to revise their codes to better preserve the city’s character. In particular, these include revising the parking provisions, which, as written, tend to encourage suburban, sprawl-type development. Another area where the city may want to make code revisions is to support its existing pedestrian orientation. Lewes also needs to review and update the Floating District provisions of the code to bring them in line with current issues and needs. Third, the city may want to adopt some landscaping requirements for new development. Finally, Lewes should consider adopting historic regulations for non-residential structures in the historic district.

Core Values and Survey Responses

Core value #3 (Lewes values its humane town scale and sense of face-to-face intimacy that is characteristic of its quality of life) and Core value #6 (Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation) address issues of

community character. Core value #3 talks about the intangible qualities that are enhanced by certain tangible aspects of urban design, such as easy walking distances, porches, sidewalks, safe streets, key focal points of activity, an identifiable town center and community activities.

Of those residents who responded to the Lewes Residents Survey, 84 percent support using building design and architectural preservation to maintain Lewes's historic character. Additionally, 73 percent support developing guidelines and ordinances for the historic district, and 70 percent support developing guidelines to protect the architectural heritage of Lewes Beach.

Critical Issues

Maintaining a Pedestrian Orientation: One reason why new development so often looks different from older development is the switch from a pedestrian to a vehicular orientation. It is possible to create new pedestrian-oriented developments without sacrificing vehicular convenience. The presence of sidewalks and street trees is one aspect of pedestrian orientation. Other elements include small lot sizes, maintaining a residential building scale, front doors that face the street, placing garages to the rear of a home or property, residential driveways that are only one-vehicle-wide at the curb (nine- to twelve-feet maximum), short block lengths (200- to 500-feet), and pedestrian cut-throughs on cul-de-sacs and long blocks. Architectural detailing such as gables, dormers, porches, interesting entryways, and windows also enhance the pedestrian scale and character of development.

In addition, large parking lots and expanses of asphalt are very uncomfortable for pedestrians. The city can mitigate these by minimizing their size, placing them to the rear or side of buildings, screening them from the sidewalk with attractive walls, fences or landscaping, and providing landscaped pedestrian walks through parking lots where needed. These can all be regulated through the Zoning Code.

Retail District: There is some concern that the downtown retail district is being eroded by the conversion of small retail uses to professional office space. Although office space certainly belongs in this area, the city would be well-served to prohibit these types of uses from occupying the street level to maintain the retail character of the district. Office uses at the street level take away from the retail nature of the district, which is so attractive to customers. However, these uses are highly appropriate for the upper floors of downtown buildings.

Gateways: The *Report on Resource Inventory for Greater Lewes* points out that "The gateways into Lewes, especially the Savannah Road entrance need to be improved. Some residents would like to develop new signage and ameliorate existing unsightliness, for example in back lots and dumpster locations – so that Lewes's distinctive character is enhanced for resident and visitor alike" (p. 4).

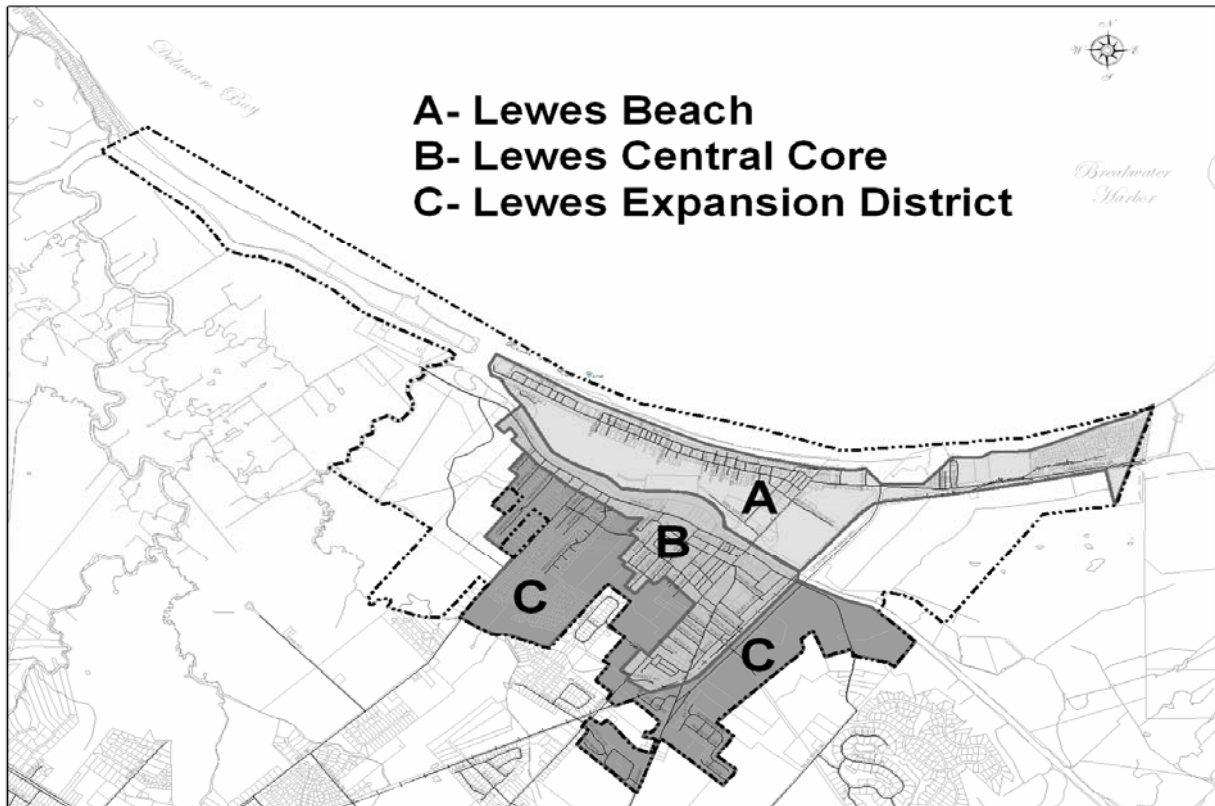
Future Character

In evaluating the appropriateness of the design and location of any proposed development and redevelopment, it is important for the LPC and City Council to consider the existing and proposed character of the surrounding neighborhood. To envision the desired character of Lewes, the city has been divided into three districts, each of which has a distinct character: Lewes Beach, Lewes Central Core and Lewes Expansion District (see *Figure 21. Lewes Character Districts*).

Lewes Beach consists of all the developed area north of the canal. Currently, this is primarily a residential district interspersed with a few non-residential uses. All development or redevelopment should preserve and enhance the existing beach-access and -view corridors, as well as the existing traditional configuration of improved and unimproved streets and alleys.

Lewes Beach Residential: It is the intent of this plan that any new development, or redevelopment of a residential nature consist of single-family detached dwellings. New or redeveloped homes should be designed to fit into the neighborhood using architectural design, scale, and details consistent with the existing Lewes Beach cottage character.

Figure 21. Lewes Character Districts



Lewes Beach Non-Residential: Businesses in this area should be environmentally sensitive, compatible with the surrounding residential community and Lewes's core values, and in keeping with Lewes's desired maritime character. In particular, commercial uses should reflect the small scale and the architectural character of the overall Lewes Beach area.

Lewes Central Core consists of most of the area of town south of the canal constructed up to about World War II. It includes the older homes along Pilottown Road, the central historic core, and the residential area between Freeman Highway and Savannah Road. It is primarily residential with an area of commercial uses as well as many of Lewes's community facilities. Existing residential uses are mostly single-family detached dwellings on small lots with a few scattered single-family attached dwellings. This area of the city is very pedestrian-friendly with sidewalks throughout and a traditional street grid. All new development or redevelopment must maintain or enhance its pedestrian character and traditional street system.

Lewes Central Core Residential: It is the intent of this plan that future development or redevelopment in this area reflects the surrounding neighborhood with compatible and complimentary architectural detailing and scale. New residential uses would be primarily single-family detached dwellings on small lots with a few scattered single-family attached dwellings.

Lewes Central Core Non-Residential: Any new development or redevelopment needs to be of a neighborhood scale due to the close proximity and intermingling of residential uses. Architectural detailing should be consistent with the existing historic character of the area.

Lewes Expansion District: South, east, and west of the Central Core, most of the development has occurred since World War II. This area consists of primarily larger-lot, single-family detached dwellings, most within subdivisions. Interspersed are a few isolated multi-family developments, as well as a few non-residential uses. Sidewalks are less prevalent; streets tend to be wider and are often cut-off from the street grid of the Lewes Central Core. It is the intent of this plan that any new development or redevelopment reflect and tie into the street and pedestrian network of the Central Core area. Additionally, development or redevelopment should strive to emulate the character of the Central Core area as much as practical.

Expansion district Residential: It is the intent of this plan that new residential development or redevelopment would continue to be primarily single-family detached dwellings. However, the City may consider some limited multi-family dwellings in this area if it supports the core values and is integrated into the character of the surrounding neighborhood.

Expansion District Non-Residential: Non-residential uses within this district are currently limited. It is the intent of this plan that any new non-residential uses (except community facilities and open space) be discouraged or prohibited within this area.

In addition to the districts, three land uses were determined to merit special comment: Open Space, University, and Community uses.

Open Space is located throughout the city, with the vast majority being located along the city's boundaries. Is it the intent of this plan that all existing open space on the beach (*north*) side of the canal including but not limited to Beach Plum Island, Great Marsh and Cape Henlopen State Park remain as natural (undeveloped) open space. It is the intent of this plan that all existing open space *south* of the canal remain as open space, which may be left natural or developed for community recreational uses.

Lands currently zoned *University*: It is the intent of this plan that the University of Delaware lands continue to function as a facility of higher education with a maritime orientation. Any additional development of this site for university uses needs to be environmentally sensitive and in keeping with the city's core values. If any of this land should no longer be needed for university uses, it is the intent of this plan that said land revert back to protected open space. It is the desire of the City of Lewes that the University of Delaware treat the City of Lewes as a partner in conducting any planning or activities that affect the future of this important and sensitive site.

Community Uses (which includes all other lands zoned as Institutional or Utilities): The City values the presence of these community uses (such as churches, the hospital, fire hall, and library) and considers them to be an essential and important part of the municipal fabric and character. It is the intent of this

plan that the existing uses be encouraged and maintained and that new community uses be appropriately located and designed as needed. However, Lewes recognizes that the existing uses may not always remain. It is the intent of this plan that new community uses and redevelopment of existing community uses be evaluated on a case-by-case basis, such that the resulting use and design be in character with the surrounding neighborhood and in keeping with the city's core values.

Recommendations

- Highest—Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- Highest—Provide guidance for new developments to ensure through vehicular and pedestrian circulation and linkages with the city by secondary streets with sidewalks as well as main traffic arteries. Sidewalks, bikeways and walking trails should be required components of every new area and development brought into the city limits.
- Highest—Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Highest—Revise off-street parking regulations to prevent the strip-mall image on Savannah Road.
- High—Develop community design requirements that require new subdivisions to have more than one access for fire and safety reasons, and have sidewalks and trees.
- High—Develop and adopt street tree and landscaping requirements for new development.
- High—Encourage office uses to occupy the upper floors rather than street level of buildings within the Historic District Commercial area.
- Medium—Install, where appropriate, benches and plantings to encourage and enhance the walking experience, and provide a pleasant environment for pedestrian travel.
- Medium—Continue to pursue methods of funding the elimination of above-ground wiring throughout the historic portions of town, in conjunction with maintenance and upgrades to utilities and infrastructure.
- Medium—Review and revise the Floating Districts in the Code.

PART 4. IMPLEMENTATION

4-1. Intergovernmental Coordination

Existing and Proposed Coordination

The City of Lewes already coordinates extensively with local, county, state, and federal governments and agencies.

With respect to parks and recreation, Lewes coordinates with the Department of Natural Resources and Environmental Control (DNREC) regarding the Great Marsh and the Little League park. The city and DNREC are actively working to move the boat-launch ramp away from the downtown area and are working on the development of the Greenhill Light Greenway Trail. Finally, Lewes is working with DNREC to set aside some of the land formerly owned by the University of Delaware for open space and recreational uses. The city routinely coordinates with DNREC and the United States Army Corps of Engineers (USACE) with respect to beach-replenishment activities.

With respect to historic and cultural resources, Lewes has coordinated with the Sussex County Historic Preservation Planner in reviewing Lewes Beach for possible National Register listing. The city may want to contact the Office of State Planning Coordination, State Historic Preservation Office, and the National Trust for Historic Preservation for assistance with developing codes, setting up a review board, and other details relating to historic preservation.

With respect to natural resources and environmental protection, the City and Board of Public Works (BPW) are working with DNREC in response to TMDL limits. The City coordinates with DNREC regarding the Coastal Building Line and Coastal Zone Act when proposals occur within those areas. Lewes is currently coordinating with DNREC and the USACE regarding development of the Canalfront park, as these agencies have jurisdiction over activities within and adjacent to the canal. Additional opportunities for coordination include assistance from (1) the Office of State Planning Coordination and DNREC when the City develops its water-recharge-protection regulations and (2) DNREC and the Sussex Conservation District in developing and adopting Best Management Practices. There is also an opportunity for the city to be involved with the Broadkill Tributary Action Team.

With respect to administration, Lewes continues to coordinate with the Office of State Planning Coordination as per the requirements of PLUS, formerly LUPA, reviews. Lewes may want to develop a Memorandum of Understanding (MOU) to lay out what activities would undergo the PLUS review. Lewes will also coordinate with the Office of State Planning Coordination to provide annual progress reports concerning implementation of this comprehensive development plan.

With respect to utilities, BPW has been working with DNREC to expand sewer capacity and address Total Maximum Daily Load (TMDL) issues. As a Project Impact Community, the City has coordinated extensively with the Federal Emergency Management Agency (FEMA) in conducting flood-mitigation activities and code updates.

With respect to transportation, Lewes coordinates with DelDOT and the Delaware Emergency Management Agency (DEMA) to administer evacuation warnings. Lewes has an opportunity to

coordinate with DelDOT on the many land use and transportation studies undertaken by DelDOT, Sussex County, and others, as well as the New Road and Savannah/Old Orchard Road intersection projects. There are additional opportunities to coordinate with DelDOT, DART First State, and the Delaware River and Bay Authority (DRBA) to improve transportation facilities, services, and overall transportation provision throughout the city. Specifically, the City is interested in working with DelDOT and DNREC to create a new connector road from New Road to the new boat-launch site, add bicycle lanes and pedestrian crossings, develop access-management plans for New Road and Savannah Road, explore methods to reduce cut-through traffic and excessive speeding, and study the impact of major traffic generators on the city. In addition, Lewes will need to work with DelDOT and its area legislators to have King's/Freeman Highway placed into DelDOT's Corridor Capacity Preservation Program. The City will also need to coordinate with Sussex County and DelDOT to assure that appropriate right-of-way is reserved along New Road to allow for future improvements as development occurs.

With respect to other facilities and services, the City of Lewes and the State Police coordinate and provide back-up on an as needed basis. The Lewes Volunteer Fire Department coordinates with the Rehoboth Beach Volunteer Fire Company to share operations at the Angola Fire Station. If any of the existing schools in or near Lewes are to be vacated or converted to other uses, the City will want to coordinate with the Cape Henlopen School District and the Delaware Department of Education regarding the disposition of those properties.

With respect to housing, Lewes should work closely with the State Housing Authority to increase the number of affordable housing units in and near Lewes. The City may want to consult with the State Historic Preservation Office and the Sussex County Historic Preservation Planner on a case-by-case basis when there is a use-conversion proposal for a historic building.

Lewes will want to work with University of Delaware and Beebe Medical Center officials to plan and manage any future growth or new land uses.

With respect to annexation and adjacent land uses, Lewes needs to negotiate MOUs with Sussex County, DNREC, and the Office of State Planning Coordination regarding activities within the Area of Concern. Lewes wants to coordinate with the Delaware Department of Agriculture, DNREC, Sussex County, and private land-conservation groups concerning lands identified for preservation on the outskirts of the city. With respect to land use changes in the areas surrounding Lewes, it is important for the city to have an active Intergovernmental Coordination Agreement with Sussex County. The agreement should generally follow the format outlined in the Sussex County Comprehensive Plan, but also needs to include a process by which the city can take an active role in commenting on land use proposals within the Area of Concern.

4-2. Summary of Actions

This section reiterates all of the recommendations listed throughout this plan, and prioritizes them according to Highest, High, and Medium priority. It is important to focus the efforts of city staff, resources and citizen volunteers on the most important activities first. The recommendations relating to annexation are listed last.

Highest Priority

- Adopt a canalfront zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- Continue to provide street-end public access to the bay beach along Lewes Beach.
- Create and adopt a conservation-design ordinance and regulations including wetlands, wellhead and recharge protections, open space preservation, open-space and wetlands buffers, and clustering to encourage environmentally sensitive development.
- Encourage a mixture of homes and rentals affordable to people of varying incomes.
- Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Provide facilities or dock space for commercial watermen.
- Provide for stringent review of demolition permits to preserve existing historic structures. The use of these structures should be encouraged, even if non-conforming, to prevent neglect and deterioration.
- Provide guidance for new developments to ensure through vehicular and pedestrian circulation and linkages with the city by secondary streets with sidewalks as well as main traffic arteries. Sidewalks, bikeways, and walking trails should be required components of every new area and development within the city limits.
- Require developments on the water to provide public access to the water.
- Research and adopt methods to permanently protect existing and future open space, including buffer zones.
- Research, write, and adopt ordinances to protect wetlands, wellhead and water-recharge areas, including riparian buffer zones.
- Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- Review the Industrial zoning classification and update to reflect current issues and needs.
- Review the zoning and subdivision codes to determine how incompatible land uses such as cell-phone towers, adult-only uses, and casinos would be addressed by the codes and make revisions as needed to minimize negative impacts.
- Revise off-street parking regulations to prevent the strip-mall image on Savannah Road.
- Work with the State Housing Authority to encourage a mixture of homes and rentals affordable to people of varying incomes.

High Priority

- Along the canalfront, retain waterfront industrial-zoned parcels for future maritime industrial use and retain current commercial zones where there are existing commercial uses.
- If possible, acquire three properties within the city limits recommended by the City of Lewes Open Space Report (The Thompson property, formerly the Howard Property, Fourth Street Extended woodlands and railroad bed, and canal bank along Gills Neck Road).
- Consider developing a joint BPW/LPC planning process or develop a parallel BPW long-range plan that reflects the core values and the certified Municipal Comprehensive Development Plan.
- Continue to analyze the parking situation within the city and seek appropriate solutions to parking problems.

- Continue to coordinate planning and strengthen the cooperative relationship between BPW and city management.
- Continue to foster pleasant walking and biking facilities by creating a network of pedestrian and bicycle corridors throughout the city as transportation alternatives and recreation opportunities so all areas of the city are accessible by bike or foot.
- Continue to provide monetary support for the Lewes Volunteer Fire Department as the city grows, and consider increasing contributions as Lewes develops.
- Continue to support USACE/DNREC plans to perform beach replenishment projects in Lewes.
- Coordinate with Sussex County to determine additional wastewater capacity needs and service areas for the annexation areas.
- Create and adopt a large-lot zoning classification and regulations for selected portions of the annexation area to promote a blending of community character, from old-town to rural, with a focus on protecting water-recharge areas.
- Develop a city landowner-education program to encourage the proper care and maintenance of ditch and drainage systems. Seek opportunities to upgrade the city's drainage system. For example, the City should fix the outfall structures near Mason's Landing and Camden Avenue to prevent flooding during storm events. Investigate clearing the debris-filled ditches in the northwest wetland area of Lewes near Roosevelt Inlet, as recommended by the *Flood Mitigation Plan for the City of Lewes*.
- Develop and adopt street tree and landscaping requirements for new development.
- Develop community design requirements that require that new subdivisions have more than one access for fire and safety reasons, and have sidewalks and trees.
- Encourage office uses to occupy the upper floors rather than street level of buildings within the Historic District Commercial area.
- Encourage the city to explore alternative sources of energy.
- Encourage the city to explore taking advantage of a municipal broadband system.
- Further develop hydrant systems into areas with the potential for wildfires. These areas include a portion of Savannah Road with commercial structures located north of the canal, undeveloped rangeland and forested areas east and west of Savannah Road north of the canal, and barren and forested areas in western Lewes south of the canal.
- Negotiate Memoranda of Agreement (MOUs) with the state and county to determine how coordination will occur within the Area of Concern.
- Review and update the charters of both the City of Lewes and Board of Public Works.
- Review building code and other structural policies for adequacy of resistance of older structures to wind damage.
- Review the new PLUS requirements and consider developing a Memorandum of Understanding (MOU) with the Office of State Planning Coordination.
- Seek opportunities to provide sidewalks and curbs where appropriate for all new and existing roads in the Old Town area.
- Study opening up some of the many "paper" streets in Lewes for walking access.
- Work with DelDOT to develop pedestrian and bicycle routes along the following corridors: Pilottown/Front Street, New Road, Savannah Road, Kings Highway, Freeman Highway, Cape Henlopen Drive, West Cedar Avenue and West Fourth Street.
- Work with DelDOT to investigate the possibility of creating a new connector road from New Road to the new boat launch site.

- Work with DelDOT to address bicycle and pedestrian safety at the intersection of Kings Highway and Freeman Highway.
- Work with DelDOT and area legislators to place King's/Freeman Highway from Route 1 to Cape Henlopen Drive into DelDOT's Corridor Capacity Preservation Program and develop a management plan.
- Work with DelDOT and Sussex County to develop and implement access-management plans for the entire length of both Savannah Road and New Road.
- Work with the Delaware Department of Agriculture and the landowners to encourage the Hazel Smith property on Gills Neck Road, and the DRBA corridor on Freeman Highway to participate in the Farmland Preservation or other similar program.
- Work with the state, county, and private conservation organizations to preserve the lands east and north of Gills Neck Road and northwest of New Road, as well as throughout the Area of Concern.

Medium Priority

- Consider adding a full-time parks person to the city staff.
- Consider designating a portion of Lewes Beach as a local preservation district and developing preservation-district guidelines.
- Consider limiting parking for tour buses and RV's to designated areas.
- Consider publishing and issuing a brochure describing flood hazards and evacuation procedures in Lewes.
- Continue the use of impact/connection fees and adopt a system of automatic indexing for inflation.
- Continue to work with DNREC to develop and adopt best-management practices (BMPs) to address TMDL issues.
- Develop landscaping and tree-preservation ordinances for new development.
- Form a task force to systematically identify the remaining parcels of agricultural and open space land in greater Lewes and work to create a greenbelt around the city.
- In addition to sidewalks, consider creating pathways by creating easements.
- Where appropriate, install benches and plantings to encourage and enhance the walking experience, and provide a pleasant environment for pedestrian travel.
- Continue to pursue methods of funding the elimination of above-ground wiring throughout the historic portions of town, in conjunction with maintenance and upgrades to utilities and infrastructure.
- Review all boards and committees for duplication and appropriate powers. Develop an annual reporting process to the Mayor and Council.
- Review and revise the Floating Districts in the Code.
- Review any lease of canalside land coming up for renewal along Front Street/Pilottown Road, regarding potential easements for the proposed Canalwalk.
- Review fire-protection issues related to historic structures and critical facilities.
- Revise the Subdivision Code to eliminate confusion regarding open-space requirements. Required open space should be exclusive of parking, roads, retention ponds, or building setbacks, and should be easily accessible.
- Work with DelDOT and others to study the impact of major traffic generators on the city's infrastructure and services.
- Work with hospital officials to plan and manage any future growth.

- Work with the state and county to assure that appropriate right-of-way is set aside along New Road to allow for any future expansion needed to accommodate development.
- Work with the University of Delaware to coordinate and plan for future uses of existing property within the city.

Annexation Recommendations

- Annex Cape Henlopen High School and wellfield.
- Annex the current enclaves, and the enclave that would be created by annexing the high school.
- Annex the remainder of any parcels split by the municipal boundary, to eliminate the incidence of split parcels.
- As possible, annex new lands as follows:
 - Annexation Area 1: Lands west of Kings Highway, north of Clay Road and east of Canary Creek
 - Annexation Area 2: Lands north and west of Gills Neck Road, excluding the Zwaanendael Farms Agricultural Preservation District
 - Annexation Area 3: Lands west of Canary Creek, north of Clay and Old Orchard Roads, and northeast of Black Hog Gut

PART 5. APPENDICES

Appendix A. Bibliography

Appendix B. Recommendations as Related to the Core Values

Appendix C. Implemented Recommendations from Previous Plans

Appendix D. Lewes Resident Survey

Appendix E. Maps

APPENDIX A. BIBLIOGRAPHY

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APPENDIX B. RECOMMENDATIONS AS RELATED TO THE CORE VALUES

Core value #1: Lewes has a special and historic relationship with the sea.

- Highest—Adopt a canalfront zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- High—Along the canalfront, retain waterfront industrial-zoned parcels for future maritime industrial use and retain current commercial zones where there are existing commercial uses.
- Highest—Continue to provide street-end public access to the bay beach along Lewes Beach.
- Highest—Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Highest—Provide facilities or dock space for commercial watermen.
- Highest—Require developments on the water to provide public access to the water.
- High—Work with DelDOT to investigate the possibility of creating a new connector road from New Road to the new boat launch site.
- Medium—Consider designating a portion of Lewes Beach as a local preservation district and developing preservation-district guidelines.

Core value #2: Lewes is a community of diversity.

- Highest—Adopt a canalfront zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- Highest—Encourage a mixture of homes and rentals affordable to people of varying incomes.
- Highest—Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Highest—Provide facilities or dock space for commercial watermen.
- Highest—Work with the State Housing Authority to encourage a mixture of homes and rentals affordable to people of varying incomes.

Core value #3: Lewes values its humane town scale and sense of face-to-face intimacy that is characteristic of its quality of life.

- Highest—Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Highest—Provide for stringent review of demolition permits to preserve existing historic structures. The use of these structures should be encouraged, even if non-conforming, to prevent neglect and deterioration.
- Highest—Provide guidance for new developments to ensure through vehicular and pedestrian circulation and linkages with the city by secondary streets with sidewalks as well as main traffic arteries. Sidewalks, bikeways, and walking trails should be required components of every new area and development within the city limits.
- Highest—Require developments on the water to provide public access to the water.
- Highest—Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- Highest—Revise off-street parking regulations to prevent the strip-mall image on Savannah Road.
- High—Continue to analyze the parking situation within the city and seek appropriate solutions to parking problems.

- High—Continue to foster pleasant walking and biking facilities by creating a network of pedestrian and bicycle corridors throughout the city as transportation alternatives and recreation opportunities so all areas of the city are accessible by bike or foot.
- High—Develop and adopt street tree and landscaping requirements for new development.
- High—Develop community design requirements that require that new subdivisions have more than one access for fire and safety reasons, and have sidewalks and trees.
- High—Encourage office uses to occupy the upper floors rather than street level of buildings within the Historic District Commercial area.
- High—Seek opportunities to provide sidewalks and curbs where appropriate for all new and existing roads in the Old Town area.
- High—Study opening up some of the many “paper” streets in Lewes for walking access.
- High—Work with DelDOT to develop pedestrian and bicycle routes along the following corridors: Pilottown/Front Street, New Road, Savannah Road, Kings Highway, Freeman Highway, Cape Henlopen Drive, West Cedar Avenue and West Fourth Street.
- High—Work with DelDOT to investigate the possibility of creating a new connector road from New Road to the new boat launch site.
- Medium—Consider limiting parking for tour buses and RV’s to designated areas.
- Medium—Develop landscaping and tree-preservation ordinances for new development.
- Medium—In addition to sidewalks, consider creating pathways by creating easements.
- Medium—Where appropriate, install benches and plantings to encourage and enhance the walking experience, and provide a pleasant environment for pedestrian travel.
- Medium—Continue to pursue methods of funding the elimination of above-ground wiring throughout the historic portions of town, in conjunction with maintenance and upgrades to utilities and infrastructure.
- Medium—Review any lease of canalside land coming up for renewal along Front Street/Pilottown Road, regarding potential easements for the proposed Canalwalk.

Core value #4: Lewes is a town of busy days and quiet nights.

- Highest—Adopt a canalfont zoning ordinance and/or establish a Maritime-Related-Activity Zone to perpetuate the marine business between Anglers Road and the canal.
- Highest—Ensure that the public has access to water for fishing, crabbing, etc. Post signs to indicate public-access locations and acceptable uses (at the canal and bayfront).
- Highest—Provide facilities or dock space for commercial watermen.
- Highest—Review the Industrial zoning classification and update to reflect current issues and needs.
- Highest—Review the zoning and subdivision codes to determine how incompatible land uses such as cell phone towers, adult uses, and casinos would be addressed by the codes and make revisions as needed to minimize negative impacts.
- Medium—Work with DelDOT and others to study the impact of major traffic generators on the city’s infrastructure and services.

Core value #5: Lewes recognizes and maintains its internal communities.

- Medium—Work with DelDOT and others to study the impact of major traffic generators on the city’s infrastructure and services.
- Medium—Work with hospital officials to plan and manage any future growth.

- Medium—Work with the University of Delaware to coordinate and plan for future uses of existing property within the city.

Core value #6: Lewes has unique historical origins and strives to highlight its heritage through building design and architectural preservation.

- Highest—Continue to implement the adopted Historic Preservation District Regulations to prevent further incompatible development in the historic district.
- Highest—Provide for stringent review of demolition permits to preserve existing historic structures. The use of these structures should be encouraged, even if non-conforming, to prevent neglect and deterioration.
- Highest—Review the existing zoning regulations to ensure that any new development is in keeping with the pedestrian scale of the town.
- High—Review building code and other structural policies for adequacy of resistance of older structures to wind damage.
- High—Study opening up some of the many “paper” streets in Lewes for walking access.
- Medium—Consider designating a portion of Lewes Beach as a local preservation district and developing preservation-district guidelines.
- Medium—Continue to pursue methods of funding the elimination of above-ground wiring throughout the historic portions of town, in conjunction with maintenance and upgrades to utilities and infrastructure.
- Medium—Review fire-protection issues related to historic structures and critical facilities.

Not Related to a Core Value

- Highest—Create and adopt a conservation-design ordinance and regulations including wetlands, wellhead and recharge protections, open-space preservation, open-space and wetlands buffers, and clustering to encourage environmentally sensitive development.
- Highest—Research and adopt methods to permanently protect existing and future open space, including buffer zones.
- Highest—Research, write, and adopt ordinances to protect wetlands, wellhead and water-recharge areas, including riparian buffer zones.
- High—If possible, acquire three properties within the city limits recommended by the *City of Lewes Open Space Report* (The Thompson property, formerly the Howard Property, Fourth Street Extended woodlands and railroad bed, and canal bank along Gills Neck Road).
- High—Continue to support USACE/DNREC plans to perform beach replenishment projects in Lewes.
- High—Continue to provide monetary support for the Lewes Volunteer Fire Department as the city grows, and consider increasing contributions as Lewes develops.
- High—Consider developing a joint BPW/LPC planning process or develop a parallel BPW long-range plan that reflects the core values and the certified Municipal Comprehensive Development Plan.
- High—Continue to coordinate planning and strengthen the cooperative relationship between BPW and city management.
- High—Coordinate with Sussex County to determine additional wastewater capacity needs and service areas for the annexation areas.

- High—Create and adopt a large-lot zoning classification and regulations for selected portions of the annexation area to promote a blending of community character, from old-town to rural, with a focus on protecting water-recharge areas.
- High—Develop a city landowner-education program to encourage the proper care and maintenance of ditch and drainage systems. Seek opportunities to upgrade the city's drainage system. For example, the City should fix the outfall structures near Mason's Landing and Camden Avenue to prevent flooding during storm events. Investigate clearing the debris-filled ditches in the northwest wetland area of Lewes near Roosevelt Inlet, as recommended by the *Flood Mitigation Plan for the City of Lewes*.
- High—Encourage the city to explore alternative sources of energy.
- High—Encourage the city to explore taking advantage of a municipal broadband system.
- High—Further develop hydrant systems into areas with the potential for wildfires. These areas include a portion of Savannah Road with commercial structures located north of the canal, undeveloped rangeland and forested areas east and west of Savannah Road north of the canal, and barren and forested areas in western Lewes south of the canal.
- High—Negotiate Memoranda of Agreement (MOUs) with the state and county to determine how coordination will occur within the Area of Concern.
- High—Review and update the charters of both the City of Lewes and Board of Public Works.
- High—Review the new PLUS requirements and consider developing a Memorandum of Understanding (MOU) with the Office of State Planning Coordination.
- High—Work with DelDOT to address bicycle and pedestrian safety at the intersection of Kings Highway and Freeman Highway.
- High—Work with the Delaware Department of Agriculture and the landowners to encourage the Hazel Smith property on Gills Neck Road, and the DRBA corridor on Freeman Highway to participate in the Farmland Preservation or other similar program.
- High—Work with the state, county, and private conservation organizations to preserve the lands east and north of Gills Neck Road and northwest of New Road, as well as throughout the Area of Concern.
- Medium—Consider adding a full-time parks person to the city staff.
- Medium—Consider publishing and issuing a brochure describing flood hazards and evacuation procedures in Lewes.
- Medium—Continue the use of impact/connection fees and adopt a system of automatic indexing for inflation.
- Medium—Continue to work with DNREC to develop and adopt best-management practices (BMPs) to address TMDL issues.
- Medium—Form a task force to systematically identify the remaining parcels of agricultural and open space land in greater Lewes and work to create a greenbelt around the city.
- Medium—Review all boards and committees for duplication and appropriate powers. Develop an annual reporting process to the Mayor and Council.
- Medium—Review and revise the Floating Districts in the Code.
- Medium—Revise the Subdivision Code to eliminate confusion regarding open-space requirements. Required open space should be exclusive of parking, roads, retention ponds, or building setbacks, and should be easily accessible.
- Medium—Work with the state and county to assure that appropriate right-of-way is set aside along New Road to allow for any future expansion needed to accommodate development.

APPENDIX C. IMPLEMENTED RECOMMENDATIONS FROM PREVIOUS PLANS

The following recommendations from previous reports have either been completed or are well underway.

Lewes Long Range Plan (1992)

- Enhance access to the municipal beaches by construction of a pavilion and rehabilitation of the sidewalk connecting the two beaches. (p. 20)
- Limit the number and size of boat slips per parcel along the canal and consider limiting docking to one side of the canal. (p. 21)
- Open Space zoning regulations concerning commercial marinas and the construction of sheds, gazebos or other structures should be clarified. (p. 22)
- Develop specific planning and architectural guidelines regarding mixed commercial-residential use, building height and bulk, and parking for the commercial core area. (p. 18)
- Consider prohibiting fences above a certain height and opacity in front yards, in side yards for corner lots, and back yards for through-street lots. (p. 13)
- Write a set of historic district guidelines, including a checklist to be included with every application for building permit in Old Town. (p. 19)
- Develop a recreational area along the Canal adjacent to the Little League Park (Queen Ann Park) providing picnic sites, walkways, playground equipment, tennis, handball or basketball courts. (p. 21)

The City of Lewes Annexation Report (1995)

Until a comprehensive land use plan is adopted, any long-range [annexation] decisions should be made so that therein any landowner has an opportunity for reasonable development that is consistent with the Lewes Core Values. (p. 2)

City of Lewes Comprehensive Pedestrian Plan (1998)

- The City should make an annual effort to educate residents and visitors alike about the need for pedestrian safety. The town could distribute safety literature or tips with tax bills, or conduct special events or activities to create awareness.
- The Pedestrian Safety Review Committee shall review all curbing at all intersections within the city in order to meet ADA standards and remove any obstacles that interfere with pedestrian travel.

Flood Mitigation Plan for the City of Lewes (1999)

- Develop a hazard mitigation strategy. (pp. 30-31)
- Conduct a hazard-vulnerability assessment. (pp. 30-31)
- Determine structural-mitigation and retrofitting actions. (pp. 30-31)
- Improve emergency operations communications and procedures. (pp. 30-31)
- Send appropriate city personnel to training programs at FEMA's Emergency Management institute. (p. 33)
- Modify the Lewes Zoning Code to have floodplain ordinances comply with FEMA's Model Code. (p. 24)

- Modify the definition of ‘substantial improvement’ and ‘substantial damage’ in the Lewes Zoning Code to incorporate cumulative improvements and damage over 10 years. (pg 24)
- Modify the Lewes Zoning Code to enact stricter construction regulations in flood zones regarding: (p. 25)
 - Pile Embedment Depth
 - Breakaway walls
 - Utilities
 - Flood and Corrosion resistant materials
- Obtain accurate flood maps of Lewes’ floodplains by petitioning FEMA to re-evaluate V Zone delineations. (p. 29)
- Obtain additional elevation information for areas in the floodplain in the City of Lewes, especially areas northeast of the Lewes and Rehoboth Canal, and disseminate this information to residents. (p. 29)

Hazard Vulnerability Study (2000)

- Create an Emergency Operations Center (EOC) for coordinating emergency personnel. The pistol range in the Army Reserve Center or the Fire Station are both good candidates.
- Assess the health of street trees in Lewes and remove trees that are in poor condition to prevent damage of structures and utility lines. (p. 2)
- Determine backup power generation at key pumping stations. (p. 3)
- Prioritize the proposed mitigation actions of the Hazard Vulnerability Study. (pp. 3-4)

Historic Waterfront Final Plan and Historic Canalfront District Design Guidelines (2000)

- Issue Design Guidelines and procedures with applications for building permits. (p. 1)
- Relocate the boat launch to the former Doxsee site. Work with the state to gain city control over the current site for future public uses. (p. 28)
- Spruce up the area around the Overfalls and lifesaving station with landscaping, benches, lighting and signage. (p. 47)
- Appoint a citizen’s organization to advocate for, and continue the discussion regarding the development, preservation, funding and optimal use of the canalfront area. (p. 44)
- Begin to pursue funding for Canalfront preservation and development according to the Canafront plan. (p. 46)

Report on Resource Inventory of Greater Lewes (2002)

- Using the files provided with the Resource Inventory report, the town should implement its Geographic Information System and provide training to staff in using GIS. (p. 6)
- The town council and Greater Lewes Foundation, perhaps in cooperation with the Chamber of Commerce, should develop and administer a survey to second-home owners and visitors about what they value in the community and what changes they would like to see made. (p. 6)
- The town council, working with Sussex County, should develop a trail and greenways plan, with the goal of linking existing and potential trails community-wide. (p. 7)
- Identify areas of tidal wetland resource that should be preserved and protected in a natural state. (p. 26)

Draft City of Lewes Transportation Plan 2002

- With DART, DelDOT, and DRBA, study existing public transportation routes, frequency and stops. (p. 12-2)
- Establish a Transportation Committee to evaluate the Transportation Plan recommendations, prioritize improvements, establish a time frame, seek funding sources, and establish public/private partnerships. Identify streets that contribute to the unsafe nature of travel. (p.18-4)
- Evaluate and seek to improve the function, safety, and efficiency of critical intersections. (p.3-2)
- Establish an open-space committee to work to preserve the aesthetic quality of the open green space throughout the City of Lewes. (p.18-5)

APPENDIX D. LEWES RESIDENT SURVEY



Lewes Resident Survey

University of Delaware Sea Grant Marine Advisory Service
700 Pilottown Road • Lewes, DE 19958-1298



The City of Lewes is in the process of developing a comprehensive land use plan that will guide growth and development in Lewes for the next ten years. The University of Delaware Sea Grant Marine Advisory Service, in cooperation with the Lewes Planning Commission and the UD Institute for Public Administration has developed this questionnaire to better understand community interests and to help validate whether public discussion reflects broader community views. Please share your thoughts and return by mail in the postage-paid envelope. Please complete only one survey per household.

1. Are you a resident of the city of Lewes (incorporated area)? Yes ☐ No ☐ If No, skip to Question 4.
2. How long have you lived in Lewes as either a permanent or part-time resident?
Full-time ____ Years + Part-time ____ Years = Total ____ Years
3. Do you ____ own or ____ rent your Lewes residence?
If you own, do you rent it out for ____ all or ____ part of year?
4. Where is the property located:

☐ Lewes Beach Residential
☐ Central Business District
☐ Old Lewes Residential

☐ Cape Shores/Adjacent Communities
☐ Pilottown Park/Pilottown Village
☐ Other: Specify _____
5. Do you own a business within the city of Lewes? Yes ☐ No ☐
6. If you are currently employed, do you work within the city limits (incorporated Lewes)? Yes ☐ No ☐
7. Were you born in Lewes? Yes ☐ No ☐ If Yes, skip to Question 9.
8. If you were not born in Lewes which of the following were important reasons for you to move/locate to Lewes:
(Check all that apply)

☐ Business/employment opportunities
☐ Small town lifestyle
☐ Family decision to relocate
☐ Close to the beach

☐ Reasonable cost of living
☐ Historic character of town
☐ Moved to second home
☐ Other (specify) _____

9. The following question contains two parts. Listed below are positive factors or personal needs that add to an individual's Quality of Life. Please rate the importance of each as they contribute to your Quality of Life by circling the response that comes closest to how you feel. (1 = Not at all Important; 2 = Slightly Important; 3 = Moderately Important; 4 = Very Important; 5 = Extremely Important). Then please indicate whether that need is being met by living in Lewes by checking Yes or No.

that need is being met by living in Lewes by checking Yes or No .						Need Met	
					Yes	No	
Employment opportunities exist	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
High quality schools	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Low property taxes	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Reasonable cost of living.....	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Live close to stores, restaurants, and other services	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Uncongested roads.....	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Presence of alternative transportation (bikeways/footpaths)	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Protected open space and natural areas.....	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Neighborhoods are safe	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>
Housing is affordable.....	1	2	3	4	5	<input type="radio"/>	<input type="radio"/>

Other (specify) _____ 1 2 3 4 5 o o

10. The following statements pertain to issues of local economy in Lewes. Please indicate whether you agree or disagree with each statement (**1=Strongly Disagree; 2=Disagree; 3=Neutral; 4=Agree; 5=Strongly Agree**).

Tourism is important to the economic well being of Lewes.....	1	2	3	4	5
Tourism is responsible for too fast a rate of growth in Lewes.....	1	2	3	4	5
It is important for Lewes to encourage a diverse mix of new businesses to sustain the local economy	1	2	3	4	5

11. The following question lists businesses that may be compatible with sustaining Lewes' future economic health. Please indicate whether the following are desirable by circling the response that corresponds to your answer. (**1=Highly Undesirable; 2=Undersirable; 3=Acceptable; 4=Desirable; 5=Highly Desirable**)

Light Manufacturing involving the assembly of products	1	2	3	4	5
Business parks including uses such as offices and research & development facilities	1	2	3	4	5
Assisted living facilities	1	2	3	4	5
Sport fishing and support facilities	1	2	3	4	5
Medical offices and infrastructure	1	2	3	4	5
Small shop retail sector	1	2	3	4	5
Restaurants and Small Eateries (non-chain supported restaurants)	1	2	3	4	5
Franchise Restaurants	1	2	3	4	5
Motels/Hotels	1	2	3	4	5
Franchise Motels/Hotels	1	2	3	4	5
Bed and Breakfast Inns	1	2	3	4	5
Educational facilities	1	2	3	4	5
Nature based tourism (bird watching, whale watching, kayaking, etc)	1	2	3	4	5
Aquarium, scaled to fit Lewes community	1	2	3	4	5
Other (Specify)	1	2	3	4	5
None	1	2	3	4	5

12. The following statements pertain to issues of transportation in Lewes. Please indicate whether you agree or disagree with each of these statements by circling the response that corresponds to your answer. (**1=Strongly Disagree; 2=Disagree; 3=Neutral; 4=Agree; 5=Strongly Agree**)

There is sufficient downtown parking	1	2	3	4	5
There is sufficient beach parking	1	2	3	4	5
Seasonal traffic causes congestion.....	1	2	3	4	5
There are adequate sidewalks for pedestrians.....	1	2	3	4	5
There are adequate bicycle routes.....	1	2	3	4	5
There are sufficient streets connecting adjacent neighborhoods....	1	2	3	4	5
There is adequate public transportation	1	2	3	4	5
Other (Specify)	1	2	3	4	5

13. The following statements pertain to issues of protecting Lewes' open space and natural resources. Please indicate whether you agree or disagree with each of these statements by circling the response that corresponds to your answer. (1=Strongly Disagree; 2=Disagree; 3=Neutral; 4=Agree; 5=Strongly Agree)

Protecting open space in Lewes will enhance property values and quality of life in town.....	1	2	3	4	5
The city should set priorities for open space - including agriculture and natural resource protection - and develop policies and procedures (including land purchase) for open space protection	1	2	3	4	5

14. The following statements pertain to issues of preserving Lewes' unique character. Please indicate whether you agree or disagree with each of these statements by circling the response that corresponds to your answer. (1=Strongly Disagree; 2=Disagree; 3=Neutral; 4=Agree; 5=Strongly Agree)

The city should preserve and enhance the public access to the Canalfont and to Lewes Beach.....	1	2	3	4	5
Lewes values its connection to the sea. The city should take special effort to preserve the marine related businesses and infrastructure in town, for example, by creating a special "marine district"	1	2	3	4	5
Lewes is a town of busy days and quiet nights. The city should maintain a central business policy that encourages businesses that are consistent with this value.....	1	2	3	4	5
Lewes cherishes its socio-economic diversity. The city of Lewes should encourage the development of housing that provide for a range of household incomes that allows people, who work in town, to live in town.....	1	2	3	4	5
Lewes has unique historical origins and should strive to highlight its heritage through building design and architectural preservation	1	2	3	4	5
The city should develop guidelines and ordinances for a distinct historic district that includes the downtown business area and surrounding residential neighborhoods.....	1	2	3	4	5
The city should develop guidelines to protect the architectural heritage (cottage-style) of Lewes Beach.....	1	2	3	4	5

15. The following statements pertain to issues of annexing land adjacent to Lewes' current boundaries. Please indicate whether you agree or disagree with each of these statements by circling the response that corresponds to your answer. (1=Strongly Disagree; 2=Disagree; 3=Neutral; 4=Agree; 5=Strongly Agree)

The city of Lewes should annex adjacent unincorporated areas to help manage growth and improve local decision-making	1	2	3	4	5
The city of Lewes should develop a policy and priorities for annexation of adjacent properties and enter into discussions with property owners on their interests	1	2	3	4	5

The next few questions are about you and will help us to know more about Lewes residents. Your answers will be kept strictly confidential.

16. What is your age? ____

17. What is the highest level of education you have completed?

- ☐ Grade School
- ☐ Some High School
- ☐ High School Graduate
- ☐ Some College
- ☐ College Graduate
- ☐ Post Graduate Education

18. Are you ☐ Male or ☐ Female

19. How many people in each age group live in your household?

____ 5 years and under ____ 6 to 18 years ____ 19 to 25 years ____ 26 to 50 years
____ 51 to 65 years ____ 65 years and older

20. I consider my race to be **(Check one)**:

- | | |
|---------------------------------------|---|
| <input type="radio"/> White/Caucasian | <input type="radio"/> Black/African American |
| <input type="radio"/> American Indian | <input type="radio"/> Asian or Pacific Islander |
| <input type="radio"/> Hispanic origin | <input type="radio"/> Other _____ |

21. What category best describes your employment status **(Check one)**

- ☐ Employed full time
- ☐ Employed part time
- ☐ Not employed
- ☐ Retired
- ☐ Student
- ☐ Other (Specify) _____

22. What is your annual household income, before taxes?

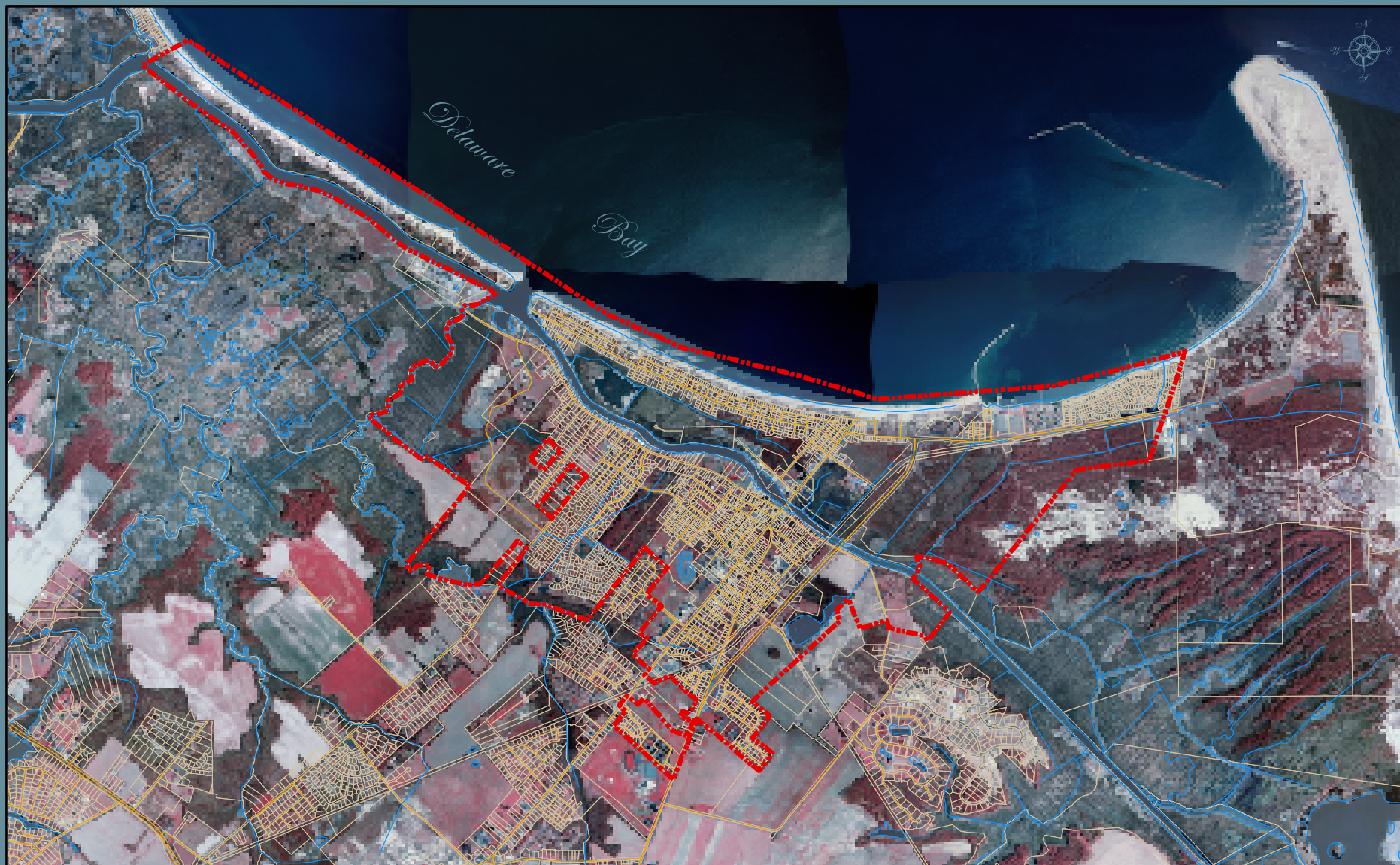
- | | | |
|---|---|---|
| <input type="radio"/> Under \$20,000 | <input type="radio"/> \$20,000 – 29,999 | <input type="radio"/> \$30,000 – 39,999 |
| <input type="radio"/> \$40,000 – 49,999 | <input type="radio"/> \$50,000 – 74,999 | <input type="radio"/> \$75,000 – 99,999 |
| <input type="radio"/> \$100,000 – 149,999 | <input type="radio"/> \$150,000 or more | |






Please feel free to provide any additional comments you may have.

*Thank you for your cooperation.
Please return the completed survey form in the
postage-paid envelope provided.*

APPENDIX E. MAPS

Map 1.	Aerial View
Map 2.	Existing Land Use
Map 3.	Existing Zoning
Map 4.	Certificates of Public Convenience and Necessity (CPCN)
Map 5.	FEMA Flood Map
Map 6.	Roads and Boundaries
Map 7.	Greenways
Map 8.	Strategies for State Policies and Spending
Map 9A.	Growth and Annexation
Map 9B.	Future Land Use
Map 10.	Available Buildable Land
Map 11.	Parks
Map 12.	Historic Resources
Map 13.	Environmental Features



-  Municipal Boundaries
-  Parcel Boundaries
-  Roads
-  Rivers, Lakes, and Ponds
-  Hydrology

City of Lewes, Delaware

Map I. Aerial View

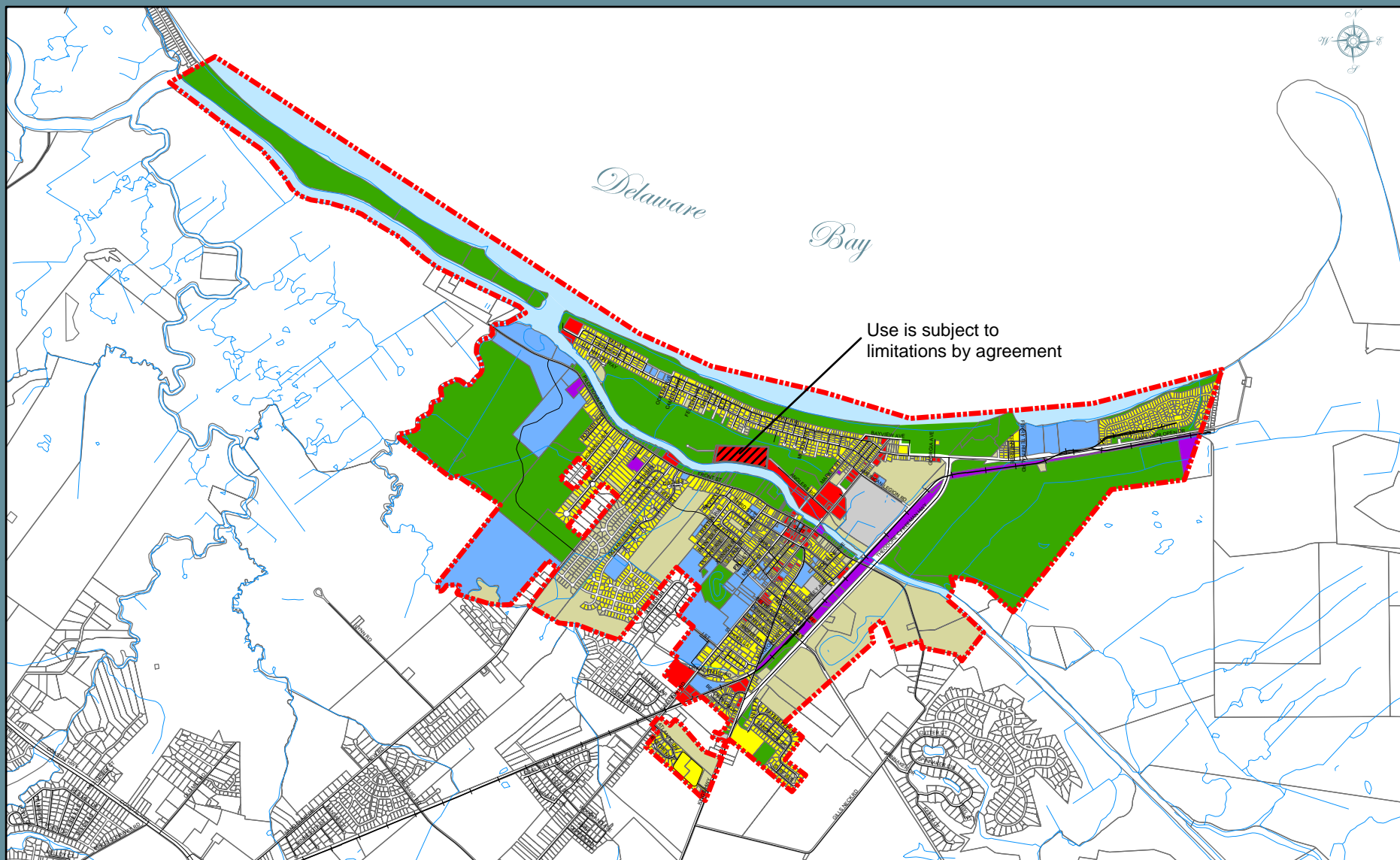
0 1,500 3,000 6,000 9,000 12,000 Feet

Sources:
 Digital orthophotography - Produced by Earth Data International in False Color Infrared at a scale of 1:12,400 with a 1 foot pixel resolution, March 2002.
 Parcel Boundaries - Parcels for Sussex County developed by Thompson Mapping, 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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Landuse

- | | |
|--|--|
| Residential | Vacant Land |
| Commercial | Parcel Boundaries |
| Institutional | Municipal Boundaries |
| Parks / Open Space | Roads |
| Industrial | Hydrology |
| Utilities | Railroads |

City of Lewes, Delaware

Map 2. Existing Land Use



Sources:

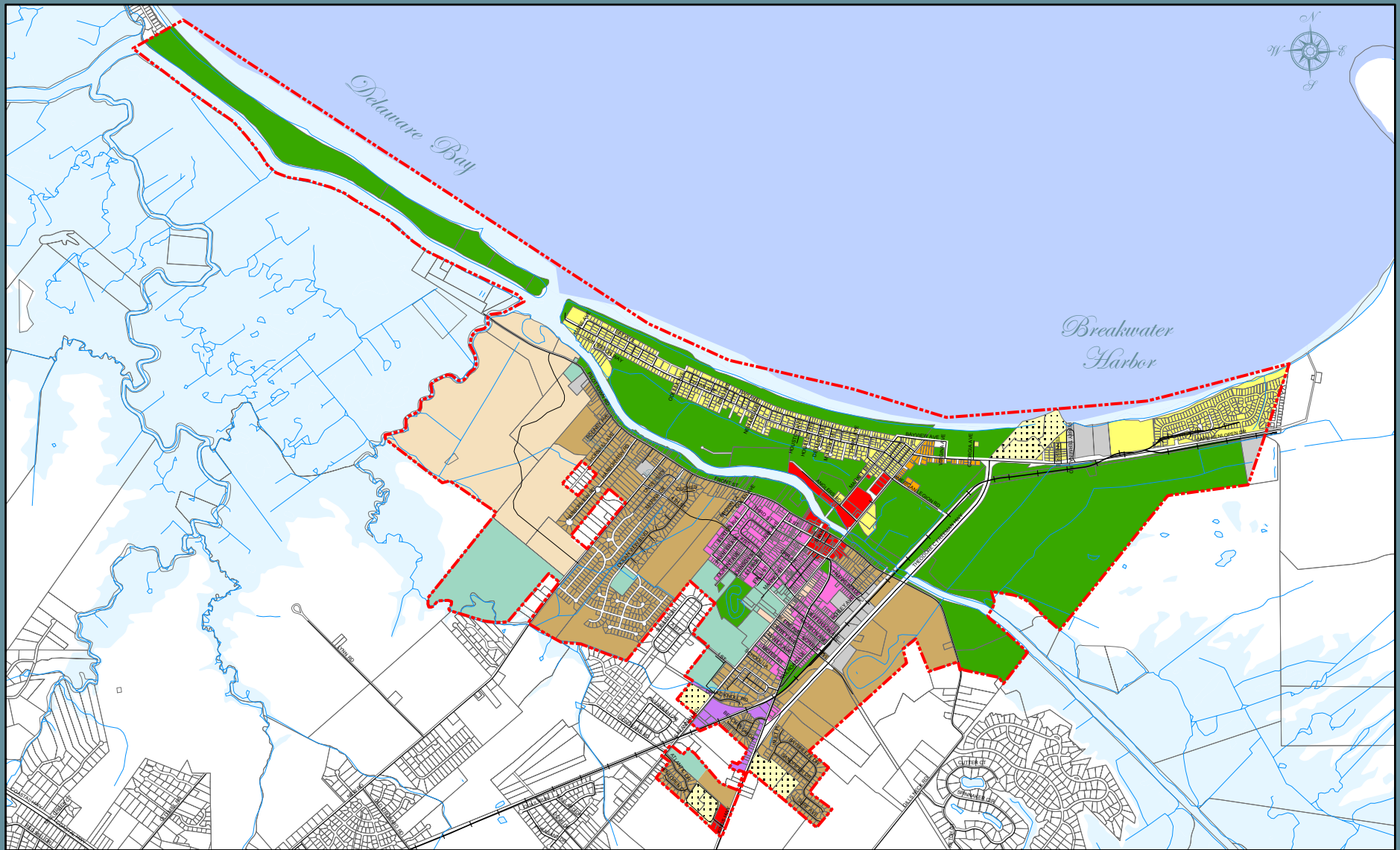
Land Use developed from a land use survey of the town by the Town of Lewes, parcels coded by the Institute for Public Administration, University of Delaware, 2003.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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- | | |
|-------------------------------|--------------------------|
| Open Space | Commercial / Residential |
| Old Town | University or College |
| Lewes Beach Residential | Community Facilities |
| Outer Ring Residential | Industrial |
| Old Town Development District | Parcel Boundaries |
| Commercial Core | Municipal Boundaries |
| Commercial / Business | Roads |
| Commercial / Residential | Hydrology |
| | Railroads |

City of Lewes, Delaware **Map 3. Existing Zoning**

0 0.2 0.4 0.8 1.2 1.6 Miles

Sources:

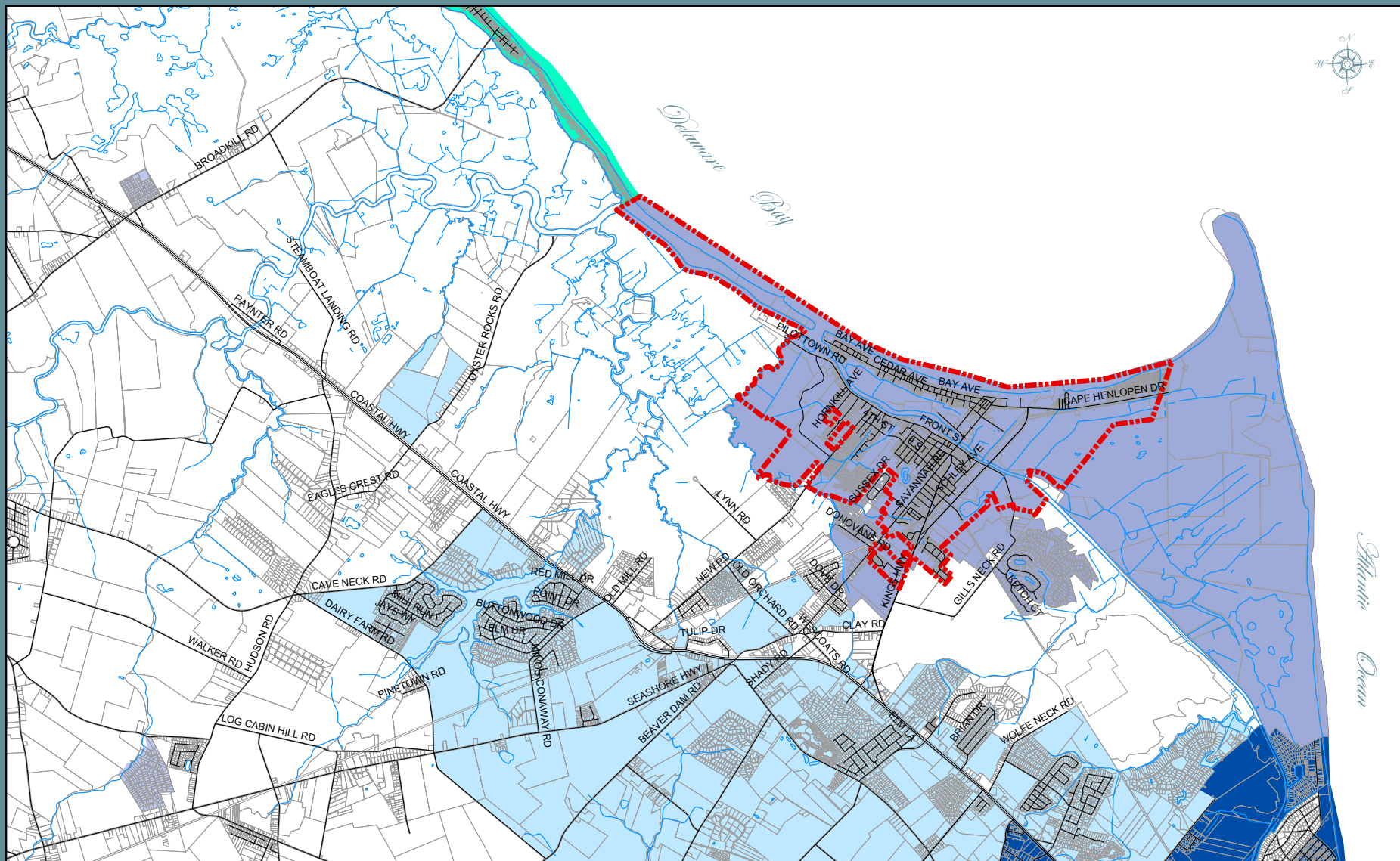
Zoning - Town of Lewes, parcels coded by the Institute for Public Administration, University of Delaware, August 2003.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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Company

- J.H. Wilkerson Son
- Lewes Board of Public Works and the City of Lewes
- City of Rehoboth
- Tidewater Utilities

- Municipal Boundaries
- Parcel Boundaries
- Roads
- Hydrology

City of Lewes, Delaware

Map 4. Certificate of Public Convenience and Necessity (CPCN)

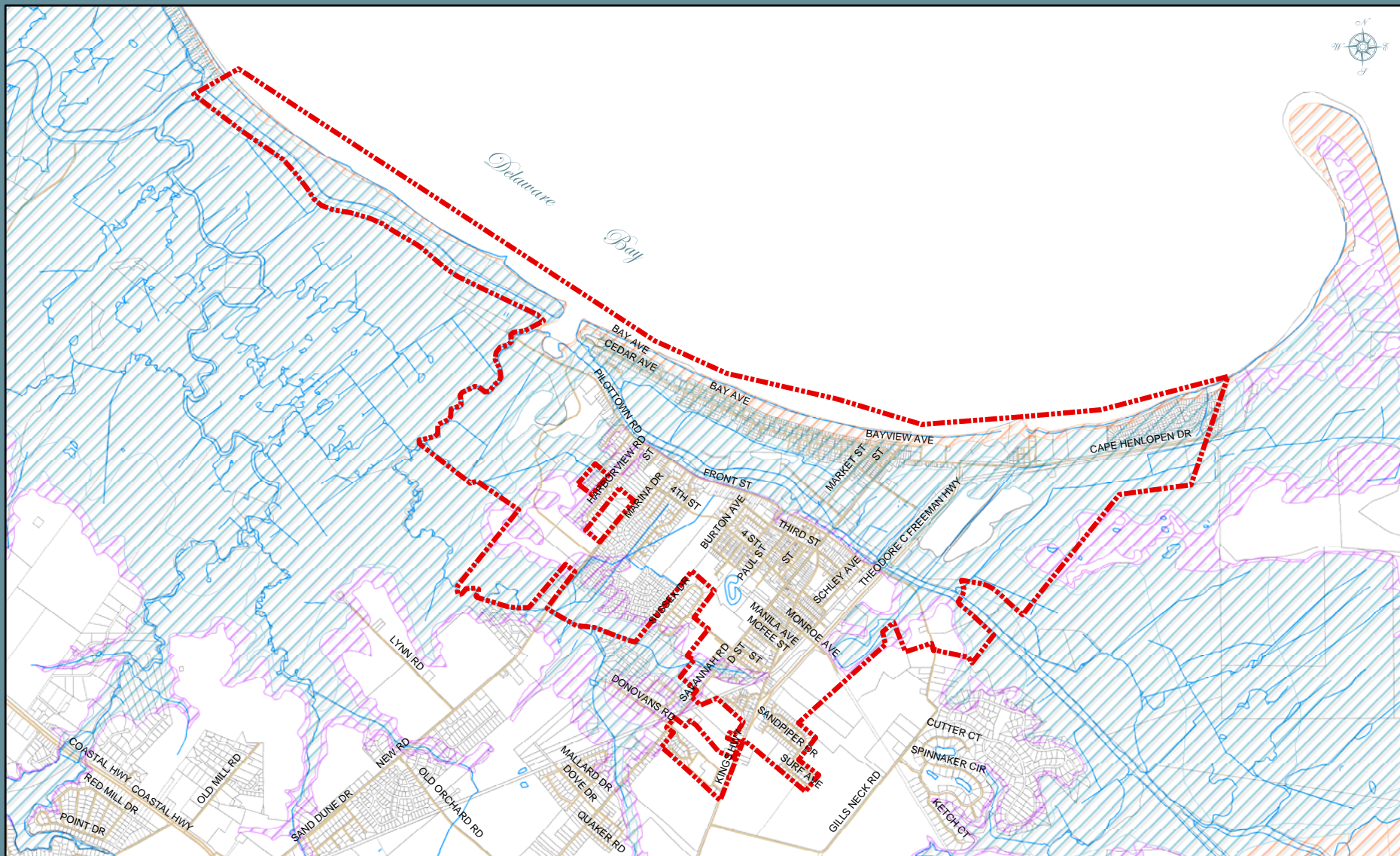
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Sources:
 Certificate of Public Convenience and Necessity (CPCNs) - Public Service Commission, 2004.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

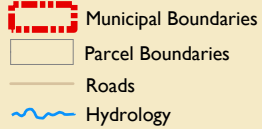
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FEMA Flood Zone



City of Lewes, Delaware

Map 5. FEMA Flood Map

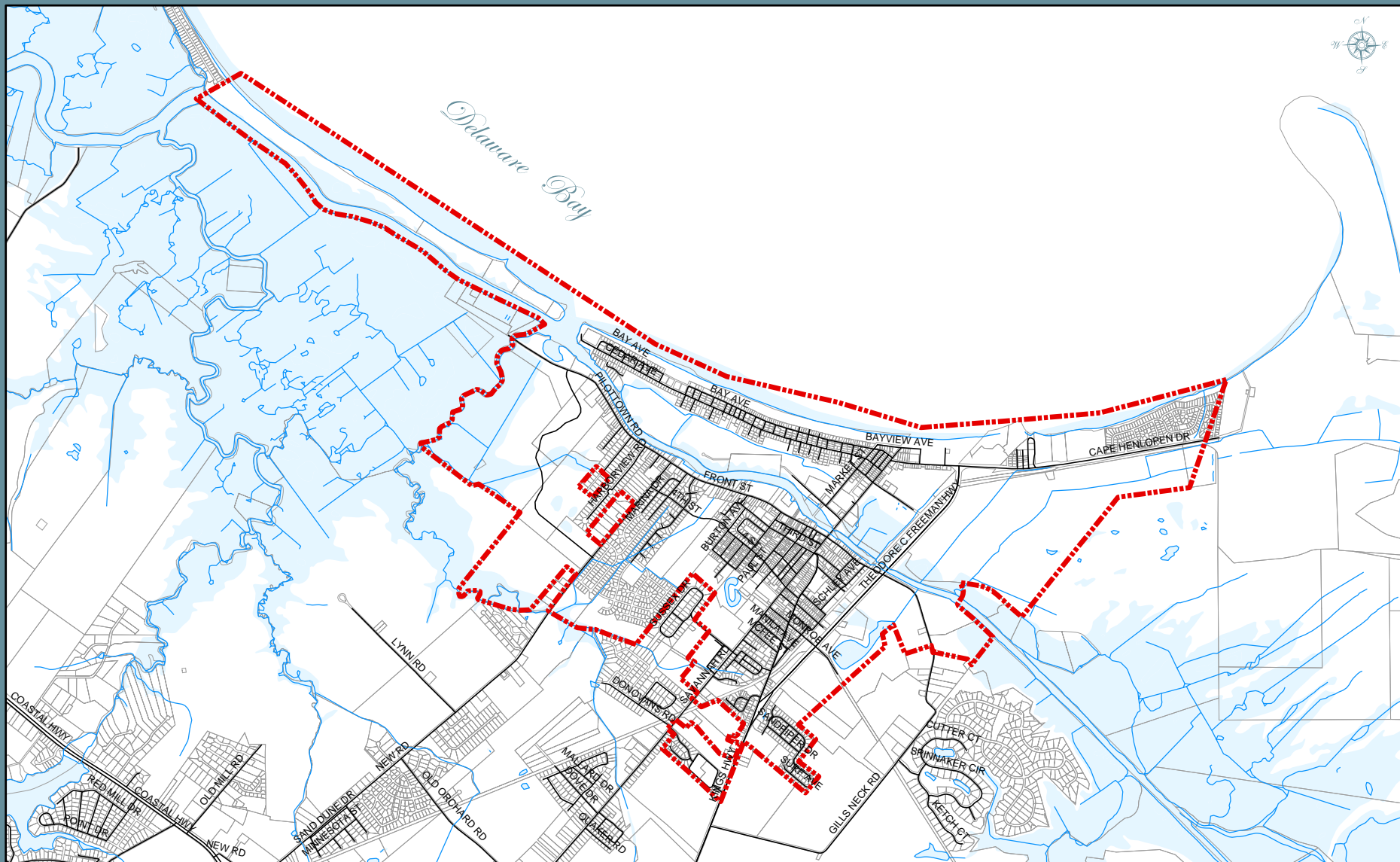
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



Sources:
Flood Zone Boundaries - Federal Emergency Management Agency (FEMA).
Parcel Boundaries - Parcels for Sussex County are being developed by Thompson Mapping, 2002.
Roads - Delaware Department of Transportation centerline file (1997) created from Digital Orthophoto Quarter Quads (1997).
Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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-  Municipal Boundaries
-  Parcel Boundaries
-  Roads
-  Rivers, Lakes, and Ponds
-  Hydrology

City of Lewes, Delaware **Map 6. Roads and Boundaries**

0 1,500 3,000 6,000 9,000 12,000 Feet

Sources:

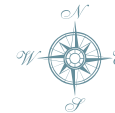
Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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- Current Greenways
- Proposed Greenways
- Connectors & Other Greenway Trails
- Private Ownership

City of Lewes, Delaware

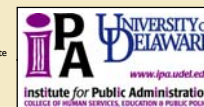
Map 7. Greenways

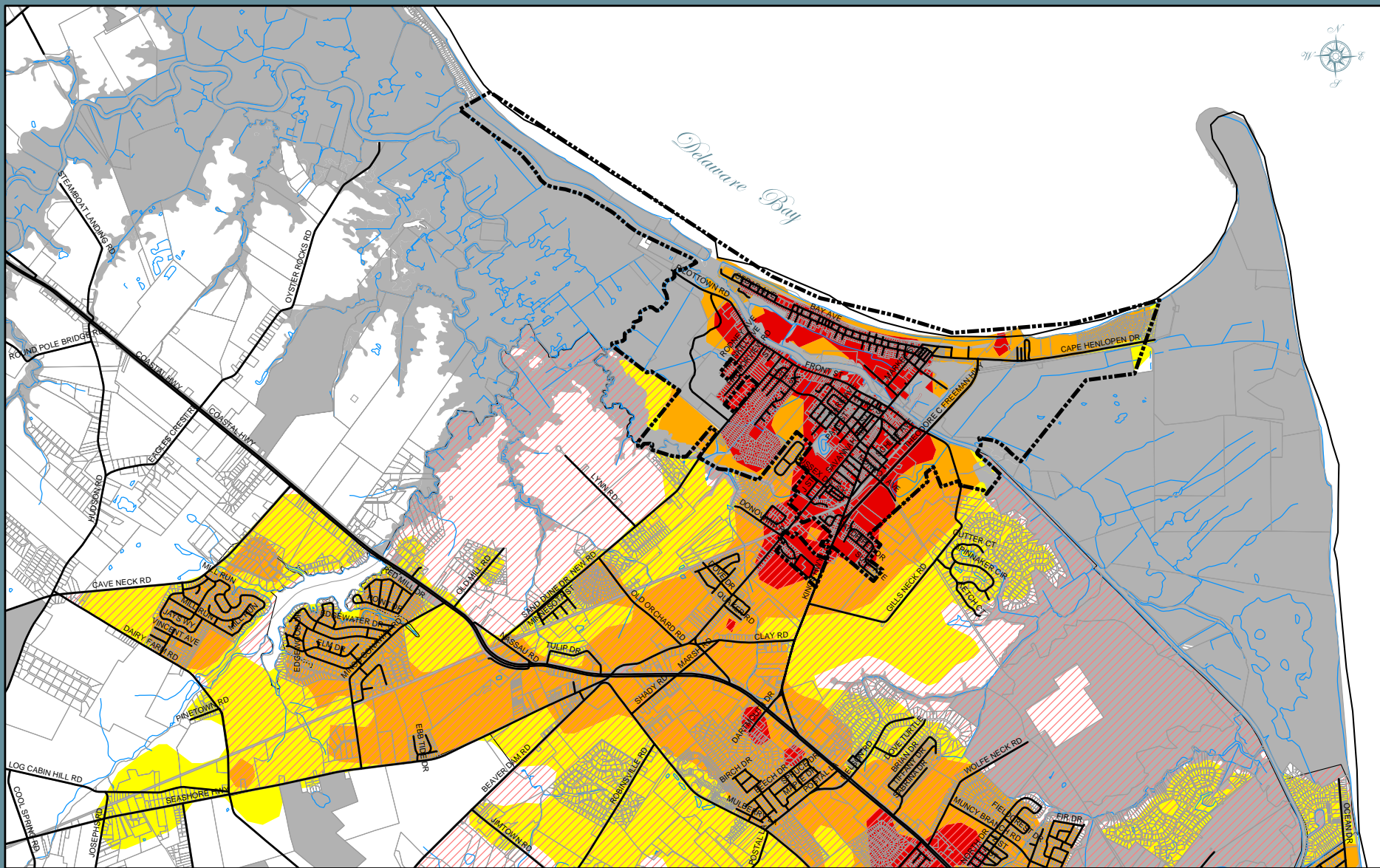
0 0.2 0.4 0.8 1.2 1.6 Miles

Source:
Aerial Photography - Digital Orthophotography for the State of Delaware.

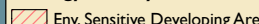
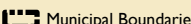
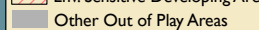
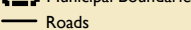
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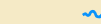

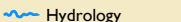




Strategy Overlays 2004

-  Env. Sensitive Developing Area
-  Municipal Boundaries
-  Other Out of Play Areas
-  Roads

State Strategies 2004

-  Level 1
-  Level 2
-  Level 3
-  Parcel Boundaries
-  Hydrology

Town of Lewes, Delaware

Map 8. Strategies for State Policies and Spending

0 0.25 0.5 1 1.5 2 Miles

Sources:

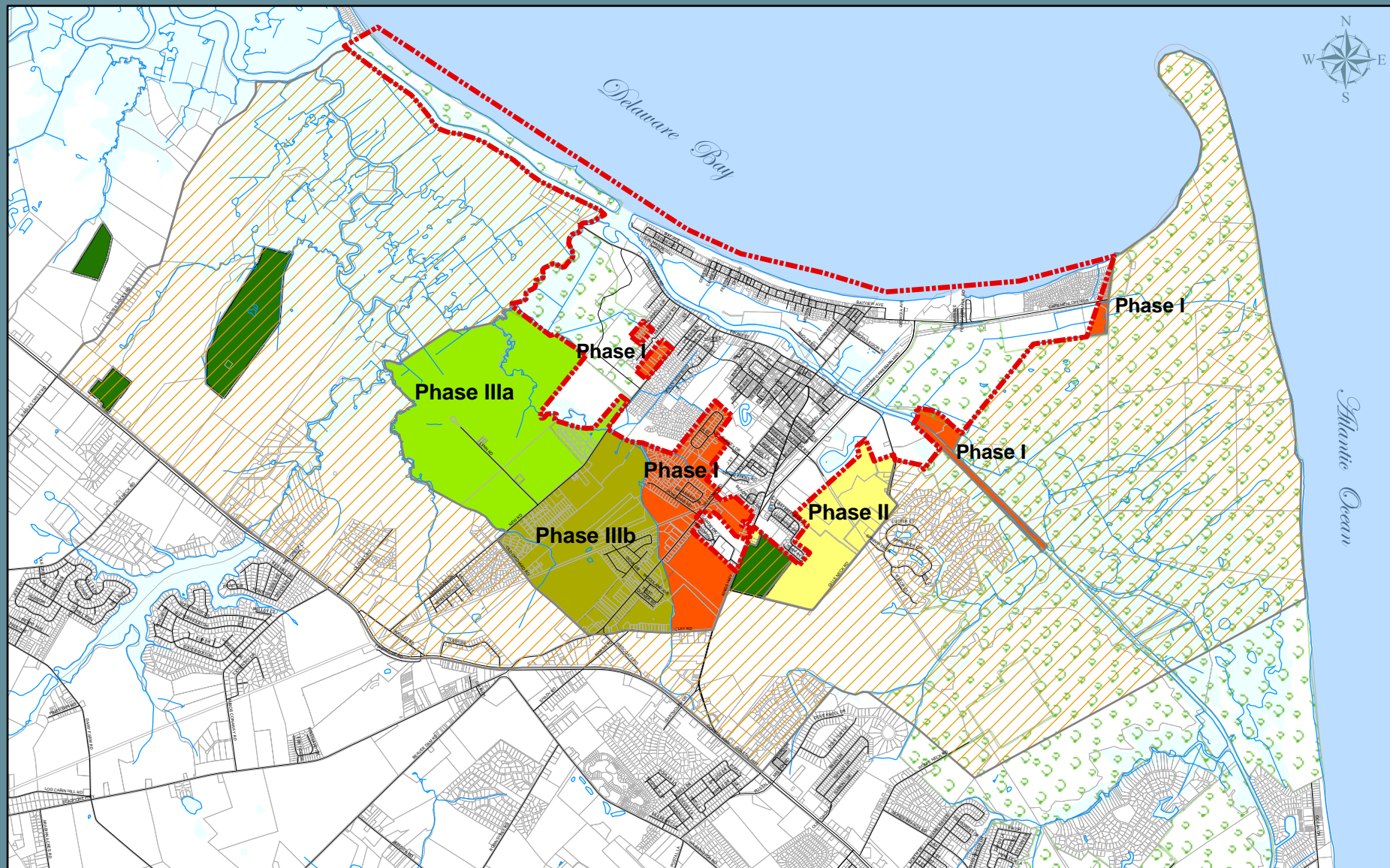
State Strategies for Policy and Spending - Office of State Planning Coordination, September 2004.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto
 Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between
 the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2004.

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Annexation Phases

- Phase I
- Phase II
- Phase IIIa
- Phase IIIb
- Ag Districts

- Area of Concern
- Municipal Boundaries
- Parcel Boundaries
- Roads
- Rivers, Lakes, and Ponds
- Hydrology

City of Lewes, Delaware

Map 9A. Growth and Annexation

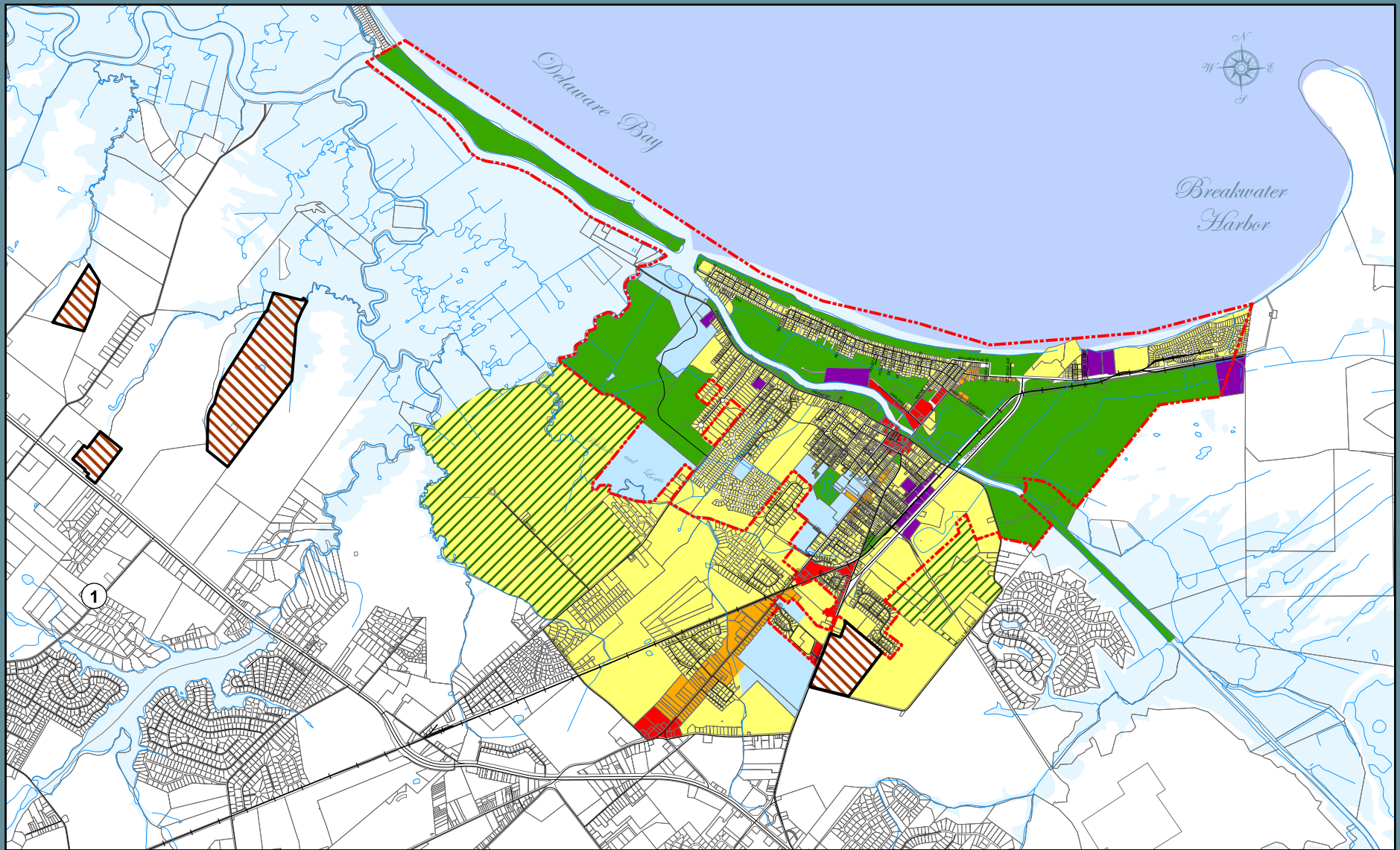
6,200 3,100 0 6,200 Feet

Sources:
 Growth and Annexation Boundaries/Area of Concern - Boundaries drawn by the Lewes Board of Public Works (LBPW), Council, and the Lewes Planning Commission (LPC), September 2003.
 Parcel Boundaries - Parcels for Sussex County developed by Thompson Mapping, 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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- | | |
|---|---|
| Residential | Agricultural District |
| Commercial | Municipal Boundaries |
| Mixed Use | Parcel Boundaries |
| Institutional | Roads |
| Open Space | Hydrology |
| Pursuing Preservation measures but to be zoned Residential | <div style="position: absolute; top: -5px; left: 5px; width: 10px; height: 5px; border: 1px solid black;"></div> Railroads |
| Industrial & Maritime | |
| Parcels to be Reviewed | |

City of Lewes, Delaware

Map 9B. Future Land Use

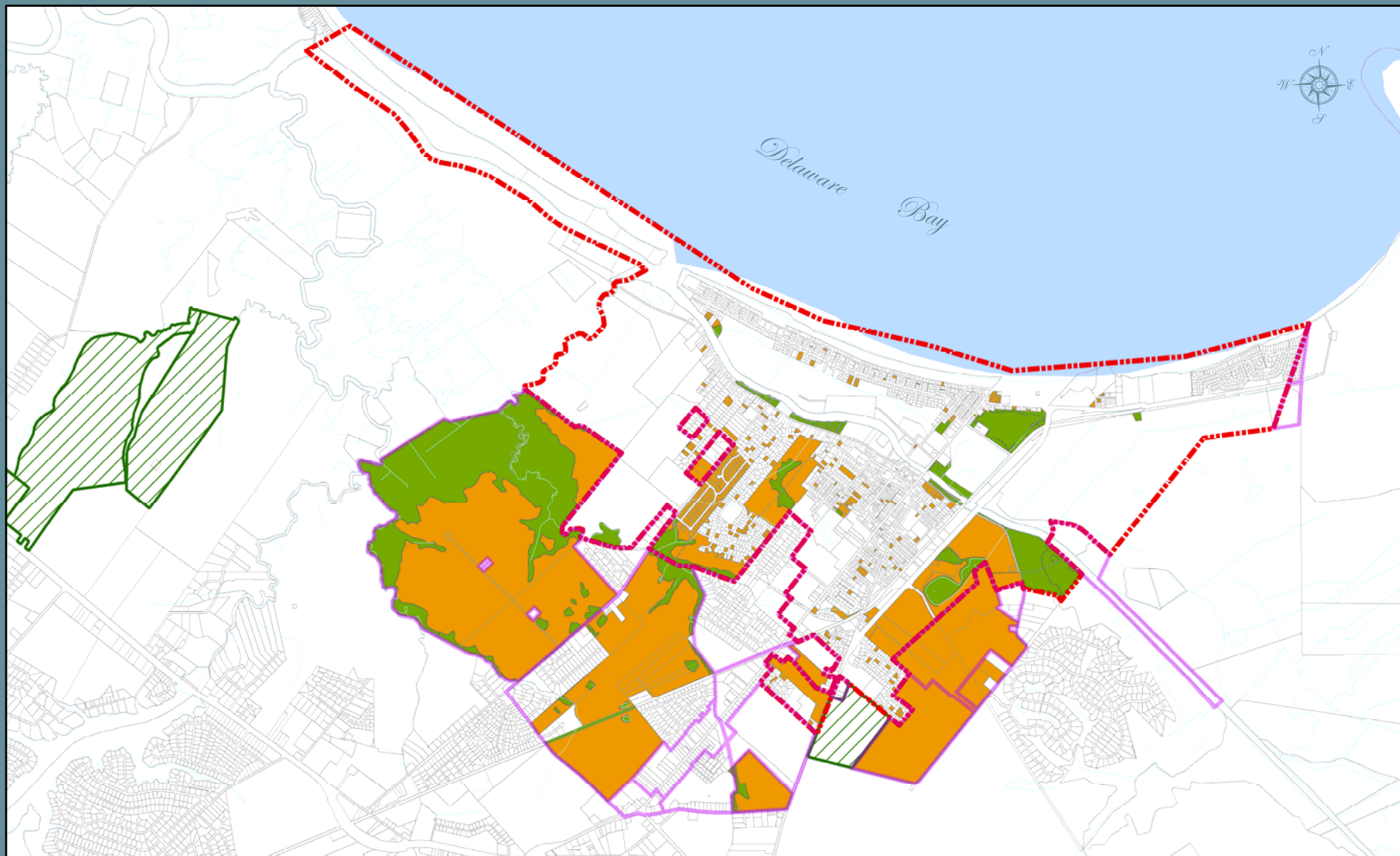
0 1,450 2,900 5,800 8,700 11,600 Feet








Sources:
 Future Land Use - City of Lewes, parcels coded by the Institute for Public Administration, University of Delaware, May 2004.
 Annexation Areas - Determined by the City of Lewes with guidance from the Institute for Public Administration, University of Delaware, June 2004.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.

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- | | |
|---|--|
|  Land Available for Development (1324 Acres) |  Parcel Boundaries |
|  Vacant, Undevelopable Land (437 Acres) |  Rivers and Streams |
|  Agricultural Districts and PDRs | |
|  Annexation Areas | |
|  Lewes Town Boundary | |

City of Lewes, Delaware
Map 10. Available Buildable Land

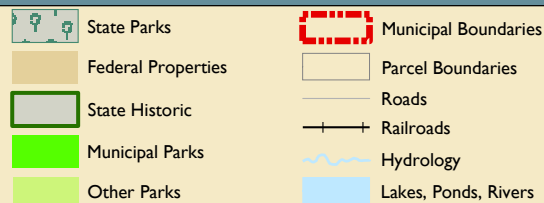
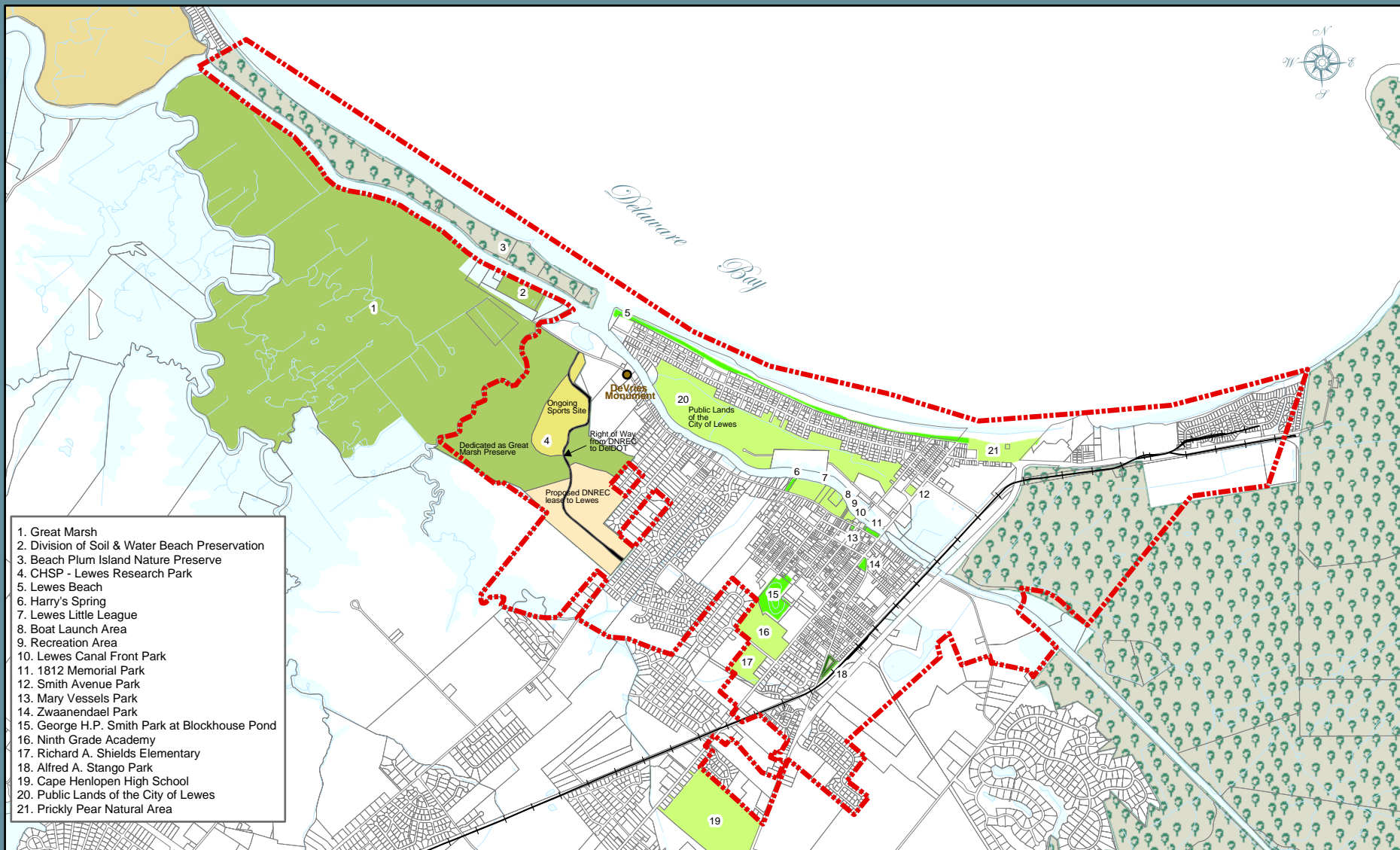
0 0.2 0.4 0.8 1.2 1.6 Miles

Sources:
 Parcel Boundaries - Parcels for Sussex County are being developed by Thompson Mapping 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Delaware Office of State Planning Coordination (OSPC), 2003.
 Agricultural Districts and PDRs - Delaware Department of Agriculture, February 2004.

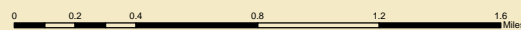
Note:
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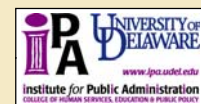
City of Lewes, Delaware Map 11. Parks

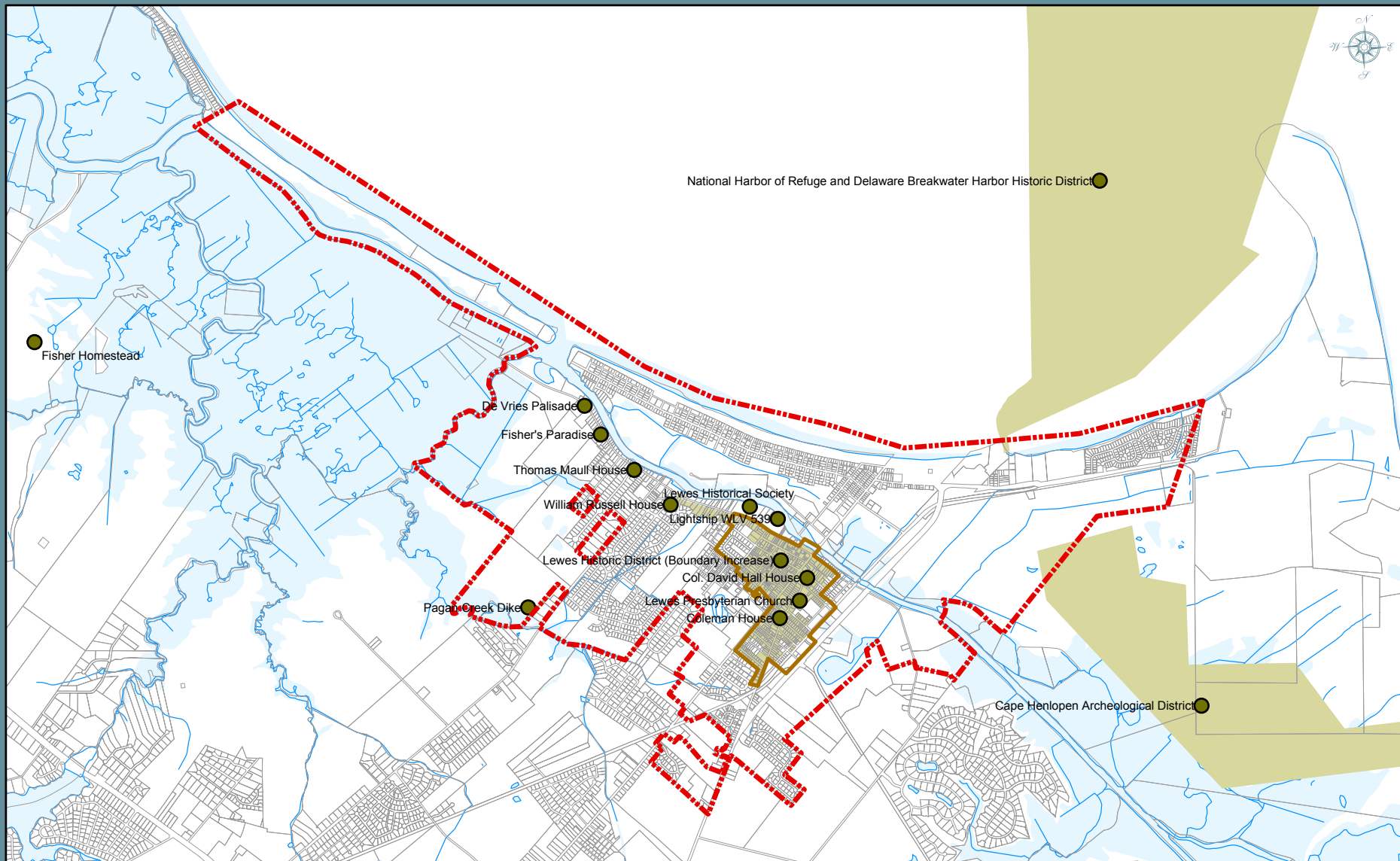


Sources:
 Parcel Boundaries - Parcels for Sussex County are being developed by Thompson Mapping, 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 2001.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Office of State Planning and Coordination (OSPC), 2003.
 Park data - DNREC, Division of Parks & Recreation, March 2002.
 Proposed Land Divisions - DNREC, Division of Parks & Recreation, 2003.

Note:
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- Municipal Boundaries
- Local Historic District
- Key National Register of Historic Places
- National Register Historic Districts
- Parcel Boundaries
- Hydrology
- Rivers, Lakes, and Ponds

City of Lewes, Delaware

Map 12. Historic Resources

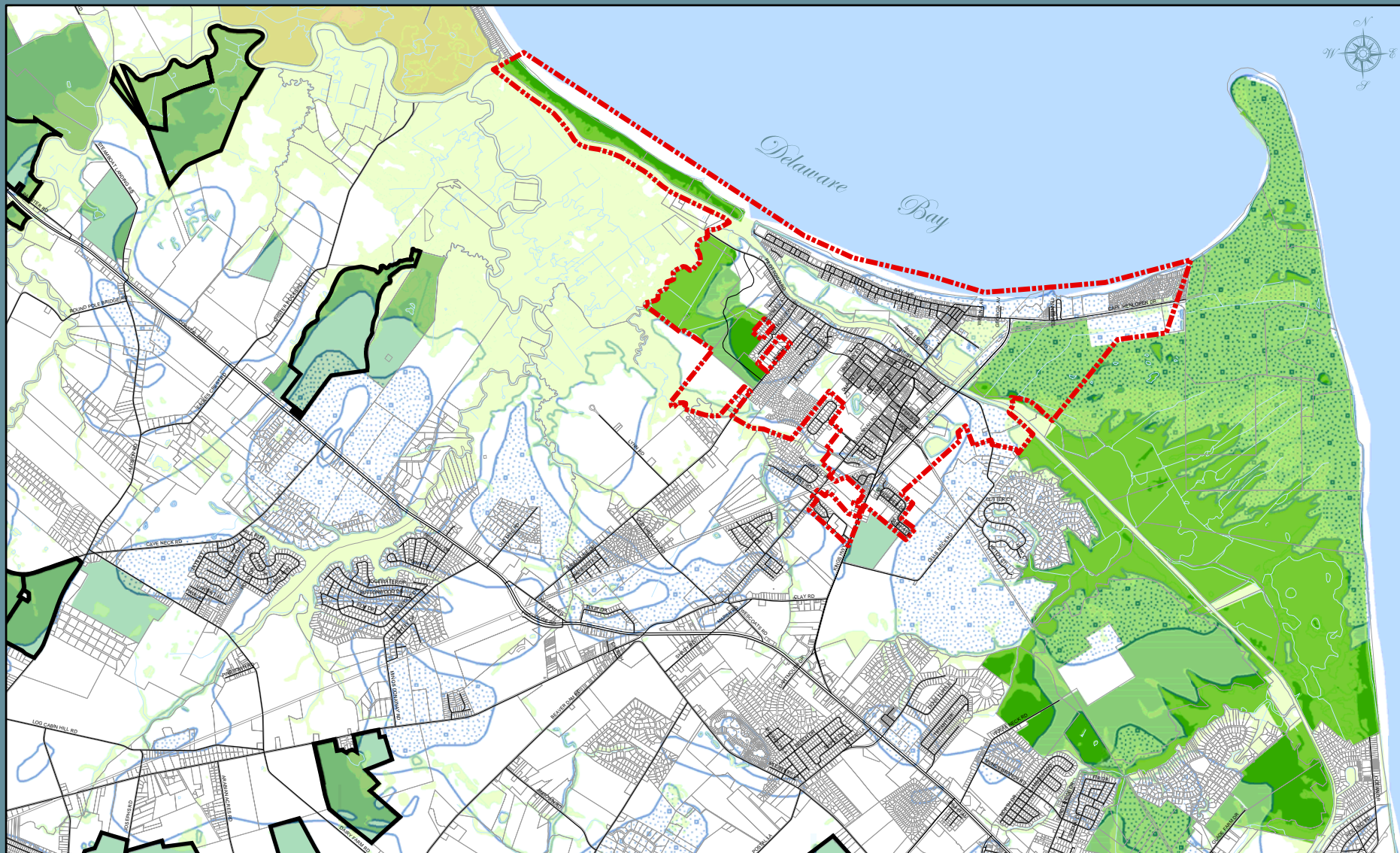
0 0.25 0.5 1 1.5 2 Miles












Sources:
 Historic Districts and National Register of Historic Places - Delaware State Preservation Office, Division of Historical and Cultural Affairs, January 2003.
 Parcel Boundaries - Parcels for Sussex County are being developed by Thompson Mapping, 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS (1991-1993).
 Municipal Boundaries - Delaware Office of State Planning Coordination (OSPC), 2003.

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- | | | | |
|---|--------------------------|---|---------------------------|
|  | State Parks |  | Good Recharge Area |
|  | Agricultural PDRs |  | Statewide Wetlands (SWMP) |
|  | Agricultural Districts |  | Municipal Boundaries |
|  | Federal Properties |  | Parcel Boundaries |
|  | Excellent Recharge Areas |  | Roads |
| | |  | Hydrology |

City of Lewes, Delaware

Map 13. Environmental Features

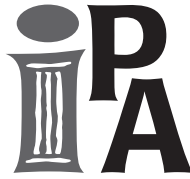
0 0.3 0.6 1.2 1.8 2.4 Miles

Sources:
 Parcel Boundaries - Parcels for Sussex County are being developed by Thompson Mapping 2002.
 Roads - Delaware Department of Transportation centerline file 2001. Created from Digital Orthophoto Quarter Quads 1997.
 Hydrology - USGS 7.5 Minute Series Topographic Maps. Created in cooperative agreement between the State of Delaware and the USGS, 1991-1993.
 Municipal Boundaries - Delaware Office of State Planning Coordination (OSPC), 2003.
 State Parks and Federal Properties - DNREC, Division of Parks & Recreation, March 2002.
 Agricultural Districts and Agricultural PDRs - Delaware Department of Agriculture, February 2004.
 Wetlands - State-wide Wetlands Mapping Project (SWMP), DNREC 2000.
 Excellent and Good Recharge Areas - Delaware Geological Survey (DGS) and DNREC, 2002.

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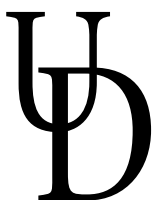


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