

CITY OF NEWARK
DELAWARE

COMPREHENSIVE
DEVELOPMENT PLAN IV

ADOPTED BY NEWARK CITY COUNCIL, OCTOBER 27, 2008

CITY OF NEWARK
DELAWARE

Mayor & Council

Mayor Vance A. Funk, III

District One	Paul J. Pomeroy
District Two	Jerry Clifton
District Three	Doug Tuttle
District Four	David J. Athey
District Five	Ezra J. Temko
District Six	Stu Markham

Planning Commission

Chairman James W. Bowman (District Two)

District One	Rob Osborne
District Three	Mary Lou McDowell
District Four	Katherine Sheedy
District Five	Peggy Brown
District Six	Angela Dressel
At-Large	Ralph Begleiter

City Staff

Interim City Manager Roy H. Lopata

City Secretary	Patricia M. Fogg
City Solicitor	Roger A. Akin
Building Director	Thomas J. Sciulli
Electric Director	Rick H. Vitelli
Finance Director	Dennis W. McFarland
Parks & Recreation Director	Charlie R. Emerson
Police Chief	Paul M. Tiernan
Public Works Director	Richard M. Lapointe
Water & Waste Water Director	Roy A. Simonson

Planning and Development Department

Interim Planning and Development Director Maureen Feeney Roser

Planner	Michael Fortner
Site Planner	Robert Berndt
Research Aide	Joan Barrett
Secretary	Elizabeth Dowell
Parking Administrator	Marvin Howard
Parking Superintendent	James Pennington
Bookkeeper	Vivian Denisar
Parking Maintenance	Tyrone Wood

This Plan Was Prepared By:

Roy H. Lopata, Ph.D., Interim City Manager, Principal Author

With the Assistance of:

Maureen Feeney Roser, Interim Planning and Development Director

Michael Fortner, AICP, Planner

Elizabeth Dowell, Secretary, Typist

And the Chair and Members of the Newark Planning Commission

**CITY OF NEWARK
DELAWARE**

COMPREHENSIVE DEVELOPMENT PLAN IV

TABLE OF CONTENTS

CHAPTER I: INTRODUCTION - PURPOSE AND PLAN DESIGN	1
<i>Purpose and Plan Design</i>	<i>1</i>
<i>Charter Requirements.....</i>	<i>2</i>
<i>Comprehensive Planning Defined</i>	<i>3</i>
<i>Review Process and Public Participation.....</i>	<i>4</i>
<i>Intergovernmental and Agency Cooperation.....</i>	<i>5</i>
<i>Implementation</i>	<i>6</i>
CHAPTER II: THE HISTORY OF COMPREHENSIVE PLANNING IN NEWARK.....	8
<i>Comprehensive Development Plan (1969).....</i>	<i>8</i>
<i>Adjacent Areas Land Use Plan (1979) and Adjacent Areas Land Use Plan II (2003).....</i>	<i>8</i>
<i>Newark Comprehensive Plan II (1987)</i>	<i>10</i>
<i>Newark Comprehensive Plan (2003).....</i>	<i>11</i>
<i>Historic Preservation (1983; 1995; 1996).....</i>	<i>11</i>
<i>Water (1986; 1990;1998)</i>	<i>12</i>
<i>Parks, Recreation and Open Space (1977; 1978; 1990).....</i>	<i>15</i>
<i>Transportation (1996; 1998; 2002; 2007).....</i>	<i>19</i>
<i>Upper Christina River Floodplain Management Study (1993).....</i>	<i>23</i>
<i>White Clay Creek and its Tributaries: Watershed Management Plan (2000).....</i>	<i>23</i>
<i>Downtown Newark Economic Enhancement Strategy (1998; 2007)</i>	<i>24</i>
<i>Design Guidelines for Main Street (1997; 2007).....</i>	<i>28</i>
CHAPTER III: CONDITIONS AFFECTING GROWTH AND DEVELOPMENT.....	29
<i>A Brief History of Newark.....</i>	<i>29</i>
<i>Historical Buildings</i>	<i>33</i>
<i>The Setting</i>	<i>35</i>
<i>Existing Land Use Pattern.....</i>	<i>37</i>
<i>Population Trends.....</i>	<i>39</i>
<i>Land Development and Zoning Acreage Patterns.....</i>	<i>49</i>
<i>Environmental Quality</i>	<i>51</i>
<i>Transportation.....</i>	<i>59</i>
<i>Community Development and Housing</i>	<i>65</i>
<i>The Newark Economy.....</i>	<i>74</i>
<i>Electricity.....</i>	<i>81</i>
<i>Public Works</i>	<i>81</i>
<i>Public Safety.....</i>	<i>83</i>

CHAPTER IV: LAND USE GUIDE.....	84
<i>Our Community's Land Development Goals</i>	<i>84</i>
<i>Review Procedures</i>	<i>85</i>
<i>Land Use Definitions</i>	<i>85</i>
<i>Using this Land Use Guide.....</i>	<i>89</i>

LIST OF TABLES

<i>Table One: Open Area Inventory</i>	<i>17</i>
<i>Table Two: Historic Properties in the City of Newark</i>	<i>34</i>
<i>Table Three: Newark Population, Past Trends</i>	<i>43</i>
<i>Table Four: Population Change by Age Group</i>	<i>44</i>
<i>Table Five: Racial Mix</i>	<i>45</i>
<i>Table Six: Gender Composition</i>	<i>46</i>
<i>Table Seven: Estimates of Gender by Age</i>	<i>46</i>
<i>Table Eight: UD Enrollment and Newark Population.....</i>	<i>47</i>
<i>Table Nine: Population Projections</i>	<i>48</i>
<i>Table Ten: Land Development and Zoning Acreage Patterns.....</i>	<i>50</i>
<i>Table Eleven: Traffic Generators</i>	<i>61</i>
<i>Table Twelve: Traffic Counts.....</i>	<i>62</i>
<i>Table Thirteen: Residential Units</i>	<i>67</i>
<i>Table Fourteen: Employment Characteristics.....</i>	<i>78</i>
<i>Table Fifteen: Economic Sectors</i>	<i>79</i>

LIST OF FIGURES

<i>Figure One: Public Lands and Trails</i>	<i>18A</i>
<i>Figure Two: Downtown Newark Development Districts.....</i>	<i>24A</i>
<i>Planning Sections</i>	<i>90</i>
<i>Adjacent Planning Areas</i>	<i>111</i>

**CITY OF NEWARK
DELAWARE**

COMPREHENSIVE DEVELOPMENT PLAN IV

CHAPTER I: INTRODUCTION - PURPOSE AND PLAN DESIGN

Purpose and Plan Design

This document represents the latest revised **Comprehensive Development Plan** for the City of Newark. The revised **Comprehensive Development Plan** consists of a fully updated and revised **Adjacent Areas Land Use Plan**, adopted by the City of Newark Council on March 12, 1979; a revised and updated where appropriate **Comprehensive Development Plan II**, adopted by the City of Newark Council on June 22, 1987 and a revised and updated **Newark Adjacent Areas Land Use Plan II** and **Newark Comprehensive Plan**, adopted by Council on May 12, 2003. To avoid confusion and simplify plan identification, since this comprehensive planning effort represents the City's fourth such endeavor since 1969, this **Plan** will be formally known as **Comprehensive Development Plan IV** and will include a new adjacent areas land use plan without a separate name and Roman numeral designation.

Based on the general information in this **Plan**, the Planning and Development Department's reports to the Commission and City Council on all major development proposals will continue to include a detailed examination of each project's fiscal impact on our City, careful reviews of site conditions, analysis of the applicant's engineer's reports -- especially as they relate to existing site conditions, stormwater management, environmental protection, erosion and sediment control, traffic impact, site design, energy conservation, zoning requirements and, where applicable, architectural and historic building review. Because Newark is a full-service City, depending upon the nature and scope of the development, our project review also will continue to include an sense of place, analysis of water availability, sanitary sewer capacity, and ease of trash collection, site design for snow removal and availability of on or off-site parking. Other City services, parks and recreation and police services, for example, may also be evaluated.

For areas outside the City, this updated **Plan** suggests land uses that are consistent with existing development patterns or projected future needs appropriate for the physical conditions in those areas. Potential services availability is also discussed in general terms for areas outside the City.

The **Plan** in addition, by reference or in this document, continues to incorporate within the City's comprehensive planning process, a series of detailed topical and area plans previously prepared by the City, or prepared by the City in conjunction with State and regional planning agencies. Beyond that, **COMPREHENSIVE PLAN IV** provides background and descriptive information regarding Newark's history, physical setting, existing land use patterns, community character and, most important, previously proposed land use recommendations in existing Newark communities and neighborhoods and for those land the City might consider for annexation.

Note that the preparation of the updated land use plan portion of this document for lands adjacent or proximate to the City does not imply Newark's intention to pursue annexation of these areas. Delineation of specific land use planning areas, on the other hand, does not prohibit nor in any way limit Newark from proceeding with annexation of areas not covered in this document, should requests for annexation of such areas be brought to the City. In those cases, of course, the **PLAN** will need to be revised to include the land area not shown in this document. Further, an indication of the City services capability expressed for areas outside Newark does not constitute any commitment by the City to serve these areas. Rather, this **PLAN** provides information that can be used to guide Newark's land use decision-making, if and when annexation requests come to the City from interested property owners. That is, the City will continue to be limited by its Home Rule **Charter** to annexation when requested by the landowners involved. Annexations will also, of course, be reviewed in compliance with all applicable State laws.

Charter Requirements

The **Charter of the City of Newark** gives City Council the authority to adopt and amend a comprehensive development plan. Section 902.1 of the **Charter** states that:

"Council shall adopt, and from time to time, modify a Comprehensive Development Plan setting forth in graphic and textual form policies to govern the future physical development of the City. Such plan may cover the entire City and all of its functions and services or may consist of a combination of plans governing specific functions and services for specific geographic areas."

The **Charter** also indicates that:

"The Comprehensive Development Plan shall serve as a guide to all future Council action concerning land use and development regulations, urban renewal programs, and expenditures for capital improvements."

The **Charter**, in addition, stipulates that the proposed comprehensive plans shall be referred to the Planning Commission for its review and recommendation to City Council. Council is then required to hold a public hearing on the plan and may, thereafter, adopt the proposed plan by ordinance.

Comprehensive Development Plan IV, taken together with the various related plans summarized below, thus, follows the **Charter**'s comprehensive planning requirements.

Comprehensive Planning Defined

Let's begin by describing what a comprehensive plan is not, in order to better illustrate what it is. A useful comprehensive plan is not a straitjacket designed to prevent change. One of the most common (and anti-democratic) misconceptions in local land use regulation is the notion that a "long range" plan can be produced that will predict future community needs and local economic circumstances with the kind of precision that will result in rezonings or other land use change approvals no longer being necessary. In terms of a relatively developed city like Newark, however, experience tells us that this plan, like those preceding it, will not eliminate the need for hard decisions, but will instead serve as a means to control and direct our community's continuing evolution. Moreover, a good plan that corresponds to the essence of local representative democracy, recognizes that the elected representatives of the citizens of Newark, should (in fact, must) retain the ability or right to make new or unanticipated land use decisions that correspond to needs and wants perceived by the community at the time of the decision, not several years before choices are to be made. A very simple example: Five years ago, planning for the possibility of a vacant Chrysler plant site would not only have seemed unnecessary but might have caused significant resentment and confusion amongst Chrysler employees and their families; now it seems like a sensible and necessary task.

Secondly, a comprehensive plan, despite its name, cannot possibly include all the facets that account for municipal growth. Our City, like all cities, is too complex to conveniently explain in one document. In other words, a comprehensive plan is comprehensive only in the sense that it covers the entire City geographically and "attempts" to bring together all the basic aspects of City government -- transportation, housing, land use, utilities, recreation, and so on. Similarly, a comprehensive plan, while taking into account these municipal services and requirements, is a planning rather than programming document. That is, while a well-designed plan certainly should set the stage and outline the parameters for municipal programs of all kinds, it is not intended as the vehicle for detailed program description or design.

Third, a comprehensive plan is not a crystal ball. A good plan is a guide, giving shape and direction to a city's anticipated future needs. These needs are primarily expressed in terms of the city's physical development; that is, most comprehensive plans, while representing to a certain extent local social and economic values, focus in the main on the building, rebuilding, or preservation of the physical structure of cities. Because the actual decisions to build or not to build are made by private businesses, individual landowners and investors, the plan is not an exact blueprint of the future. That is, a comprehensive plan is inherently flawed because the process of developing one requires simplification and generalization that cannot possibly encompass the totality of urban life -- the chaotic, confusing, and unpredictable aspects of municipal change that often makes plans obsolete once they are completed.

Finally, comprehensive planning is not zoning -- for years the concepts of planning and zoning have been confused. Simply put, zoning is one of many administrative tools that communities may use to implement and refine a long range plan. A good zoning map should correspond to the generalized land uses suggested in the plan, and zoning changes (in the form of rezonings and annexations) must, under State law follow the plan. But following the plan should mean, most importantly to follow its purpose and goals rather than to reproduce a plan's maps with

zoning maps. In other words, a local plan based on the precepts outlined here provides a generalized vision for Newark's future, it does not and should not differentiate, for example, within one of the **Plan**'s land use categories like "Single Family Residential (low and medium density)" between single family semi-detached and attached housing at a specific location.

The comprehensive planning process, therefore, while including zoning and subdivision and development regulation encompasses much more -- the community's sense of its anticipated land use categories for sections of our community within the overall framework of Newark's local physical, social and economic environment. This **Plan**, as a result, is a statement of policy that helps us in the incremental process of handling the day to day activities of the Planning and Development Department, Planning Commission, City Manager and staff, and Newark's elected representatives -- Mayor and Council. If we understand the **Plan** as a tool for building and rebuilding our changing city that assists all of us -- City officials, residents, land owners and developers -- in making good and equitable decisions on Newark's growth, then the **Plan** will be a working document rather than a dust collector.

Moreover, this **Plan** is not proposed as a warranty against alternative decision-making when public needs or experience change -- which, of course, may require **Plan** amendments -- but, rather, is intended as an officially adopted legally required public document designed to establish strategies and policies to "guide" our community's growth over approximately the next five years to ten years. The **Plan** incorporates and expands upon previous planning efforts while, at the same time, updates previous existing and proposed land uses analyses. The **Plan** includes a detailed examination of the physical, demographic and economic conditions that provide the parameters within which future growth will occur. Thus, while the private real estate market and the regional and national economy (and the global economy, for that matter) are the catalysts for change, the **Comprehensive Development Plan** is the City's best opportunity to coordinate the overall pattern of physical development that affect's our community's priorities and goals.

Having said that, however, the **Plan**, under State of Delaware Law, is the legal planning document upon which our **Zoning Code** and **Zoning** map is based. Specifically, the State's zoning enabling language stipulates in **Title 22, Delaware Code**, Section 702 that, "The comprehensive plan shall be the basis for the development of zoning regulations . . . [and shall] have the force of law and no development shall be permitted except as consistent with the plan."

Review Process and Public Participation

The Planning and Development Department began preparing this updated and revised comprehensive plan in June, 2007. Materials and related information was gathered and eventually drafts were circulated to City management and operating departments in November, 2007. Following staff review, amended copies were sent to the Office of State Planning Coordination on February 8, 2008. The Planning and Development Department presented the **Plan** for formal State of Delaware agency review at an Office of State Planning Coordination "Plus Process," meeting on March 26, 2008, in Dover, Delaware.

As required under City and State law properly noticed and advertised Planning Commission and City Council workshop and regular scheduled public meetings to review the Plan were held in the City Municipal Building as listed below. Notices of all these meeting were sent to the Office of State Planning and the New Castle County Department of Land Use. Summary minutes from these Planning Commission Workshops, Official Meeting Minutes from the Commission’s regularly scheduled meetings, and from the City Council public hearing on the Plan are on file in the City. Where appropriate and recommended by the Planning Commission and Council, public comments have been incorporated into the Plan. These meetings were advertised and held as listed below:

<u>Meeting/Advertisement</u>	<u>Date</u>
Planning Commission Workshop Advertised	Feb. 1, 2008
Planning Commission Workshop	Feb. 12, 2008
Planning Commission Workshop Advertised	Feb. 19, 2008
Planning Commission Workshop	Mar. 4, 2008
Planning Commission Workshop Advertised	Mar. 18, 2008
Planning Commission Workshop	Mar. 25, 2008
Planning Commission Public Hearing Advertised	June 17, 2008
Planning Commission Public Hearing	July 1, 2008
City Council Workshop Advertised	September 10, 2008
City Council Workshop	September 16, 2008
City Council Workshop Advertised	October 10, 2008
City Council Workshop	October 16, 2008
City Council Public Hearing Advertised	October 10/24, 2008
City Council Public Hearing/Approval	October 27, 2008

Intergovernmental and Inter-Agency Cooperation

As specified in State law, City regulations, and Planning and Development Department administrative practice, State, County and regional planning agencies will continue to receive notice of the City's review of development projects with regional land use implications or that may impinge on State agency service delivery requirements. For example, the Planning and Development Department notifies the local school district regarding residential major subdivisions for the district's comments and to assist in long-term public school planning. Similarly, the Department forwards major subdivision plans to the Delaware Department of Transportation (DelDOT) for review and to insure that the transportation impacts of developments are evaluated under DelDOT requirements. As a result, DelDOT infrastructure improvement recommendations are added to City development agreements. The City also notifies the Office of State Planning concerning the Planning Commission review of our five year Capital Improvements Program and regarding proposed amendments to the Adjacent Areas Land Use Plan portion of the Comprehensive Plan. Beyond that, and where appropriate, the Planning and Development Department also solicits development review comments from Aetna Hose and Ladder Company -- for fire and emergency services commentary; from

WILMAPCO -- our region's transportation planning agency; from DART -- regarding public transit; from the Water Resources Agency -- regarding water service system planning; from New Castle County -- regarding all annexation proposals; and from Cecil County, Maryland -- regarding projects that impact our neighboring jurisdiction west of the Mason-Dixon line. Other state agencies are notified regarding City annexation and major development projects through the State Office of Planning.

Implementation

This **Plan** will serve to guide the City as it reviews development or redevelopment decisions within City limits or through the annexation process. The physical and operational plans described in this text are and will be implemented as shown and as appropriate. By way of summary, however, some of the key **Plan** based policy items that will require further City action are listed and briefly described below, with implementation responsibilities where appropriate, as **Action Items**. For more information, reference should be made to the pages indicated. In addition, in several important cases in the **Plan** text **Action Items** are highlighted with asterisked and italicized additional commentary as appropriate:

<u>Action Item</u>	<u>Pages</u>
Curtis Paper Company Site	16

Through the 2009-2013 Capital Improvements Plan funds have set aside to begin site work on this project in 2009. Funds appropriation by Council, based on staff planning, will be required to complete this project.

Indoor Recreational Facility	16
-------------------------------------	----

Staff work has begun on this project. Funds appropriation by Council, based on additional staff planning, will be required to complete this facility.

Zoning Designation for City Parkland	16
---	----

The Planning and Development Department will prepare the necessary reports for Council review.

Transportation Improvements	19-23
------------------------------------	-------

City, DelDOT, WILMAPCO, and (in certain cases) Federal agency planning, funds appropriation and implementation will be required. Council workshops may also be necessary, in certain instances.

New Newark Passenger Rail Station	21-22
--	-------

The City will continue to oppose DelDOT's plan to relocate the existing facility.

Downtown Residential Projects/Owner Occupancy 25-26

Downtown residential projects will be reviewed by the City to insure positive impacts for Newark. Protecting and expanding owner-occupancy downtown is the overriding goal. Council workshops may also be necessary to review new programs to meet this goal.

Updated Vision for Downtown/Adequate Parking 25-27

Preliminary planning and 2009-2013 Capital Improvements Plan funding has set the stage for property owner agreements and developing engineering proposals for a new downtown parking facility.

Aging Population 40

The City should continue to consider adult community zoned projects and should work with the community to develop appropriate facilities for older Newarkers.

Impervious Cover Limitations/Riparian Buffers 52;54

The Planning Department will work with the White Clay Creek, National Wild and Scenic River's Watershed Management Committee, City Commissions and DNREC regarding new impervious cover limitations; protecting wetlands and expanding riparian buffers along the City's waterways.

Property Maintenance 55-56

The Staff, with Council support, should consider initiating an aggressive property maintenance program that would apply to all use types in the community -- commercial and residential -- to insure that our homes and businesses remain in the best state of repair as possible.

Downtown Above Ground Utility Impact Fee 57

City Staff review and Council approval of ordinance changes will be required to implement this fee.

Curbside Recycling 59

Through the 2009-2013 Capital Improvements Plan funds have set aside to begin this work in 2009.

Housing Affordability Programs 65-66; 69-71

Staff, Council, other institutions and the community should work together to consider expanding existing and developing new housing affordability programs. Council workshops may also be necessary.

Industrial Incentive Programs 80-81

Staff, Council, the business community and other institutions should review existing and evaluate new industrial incentive programs. Council workshops may also be necessary.

Chrysler Opportunity Site 87-88

The City will review development proposals at this location based on the guidelines described in this special land use category.

**CITY OF NEWARK
DELAWARE**

COMPREHENSIVE DEVELOPMENT PLAN IV

CHAPTER II: THE HISTORY OF COMPREHENSIVE PLANNING IN NEWARK

In order to place this updated **Comprehensive Development Plan** in historical context, the history of comprehensive planning in Newark is provided below. Much of the framework for this updated **Plan** developed over a period of years beginning in the late 1960's with the publication of a series of plans, including the original 1969 **Comprehensive Development Plan** that, taken together, constituted long range planning for our City. Each of our previous plans will be described below. Where relevant and appropriate updated commentary regarding these planning efforts is also included:

Comprehensive Development Plan (1969)

In 1967 the Philadelphia planning consulting firm of Kendree and Shepherd began working with the City of Newark Planning Commission to develop the City's first long range development plan. In October, 1969 the three volume final draft was forwarded to City Council for its review and approval. On September 29, 1970 City Council adopted the **Plan**. The **Plan** consisted of three parts -- the first, **Basic Studies**, includes a detailed analysis of population trends, the local economy, natural features, existing land uses, existing roadway circulation problems, existing community facilities, city finances, and detailed neighborhood analyses. **Part Two** included proposed land use plans, circulation plans, community facilities plans, and short range and long range development plans. **Part Two** also included an "area wide generalized plan" for areas adjacent to the City that might be considered for development and annexation to the City, or future development in New Castle County. **Part Three**, a companion report to **Part Two**, represented a plan for improvements in Newark's downtown business area.

Adjacent Areas Land Use Plan (1979) and Adjacent Areas Land Use Plan II (2003)

The State of Delaware **Code** establishes the legal framework for municipalities within which annexation occurs. The State's municipal charters contain provisions delineating precisely how a city annexes contiguous properties. Newark's **Charter** for instance, includes the following language:

"The Council of the City of Newark shall have the power to annex, by ordinance, any territory contiguous to the City whenever requested to do so by the owners of two thirds or more of the area included within the territory proposed to be annexed. Said ordinance shall provide for the zoning of the annexed territory and shall further specify of which of the six districts, hereinafter mentioned, the annexed territory shall become a part."

Thus, Newark's annexation procedure is primarily in the form of a request from a landowner, or group of landowners, to City Council for approval to join the City. The City cannot initiate annexation.

Because of these legal limitations, Newark has developed a series of inducements to annex, including a 10 year property tax break for new light industrial construction, a limitation on the taxes of unimproved annexed property, and the streamlining of procedural requirements for unimproved annexed subdivisions previously approved by New Castle County.

Despite these inducements, one principal road block to City expansion remains: a three-quarters vote of the City Council -- that is, six of the seven council members -- is required to approve annexations if 20 percent of the adjoining property owners inside or outside the City formally protest the proposed annexation. The three-quarters rule, grounded in the State's zoning laws, makes it possible for a relatively small minority of landowners to prevent the approval of annexation proposals.

Because of the procedural difficulties inherent in the three-quarters rule, and the City's relatively healthy fiscal condition, Newark has not annexed at every opportunity. In fact, the City has been quite selective in considering annexation petitions in order to avoid potentially harmful growth. The process of picking and choosing had been somewhat informal; that is, although the 1969 Comprehensive Plan included the area wide generalized plan, this document was not a systematic overview of City growth, past annexation history, or future service needs in terms of potential annexations. In the past -- that is prior to the adoption of the first Adjacent Areas Land Use Plan -- the City Council and Planning Commission reviewed development proposals on an individual basis and tried to weigh benefits and costs in a somewhat subjective and impressionistic manner.

In 1978 the Planning and Development Department and Commission came to recognize the need for a more systematic approach to the general question of annexation. In particular, we hoped to counter the impression that the City did not carefully consider the impact of development in annexed areas and, more importantly, the City wanted to establish its own development scenarios for the mostly vacant land on its fringes. Established land use categories, we believe, would discourage some developers from approaching the City and County simultaneously in search of the best zoning "offer." Beginning in that year then, the Planning and Development Department devised work sheets for each large parcel adjacent to the City which included the name or description of the tract, the land uses recommended in New Castle County's "Greater Newark District Plan," the current or previous land use, preliminary land use proposals and supporting rationale, as well as any noteworthy conditions affecting the site. After staff review of the worksheets by City departments, a field survey of the study areas, and an analysis of the areas by the local Soil Conservation Service, the sheets were expanded to include the uses which have been proposed for the lands as presented in the 1969 Comprehensive Development Plan, and an expanded set of categories made up of soils and floodplain data, water availability, sewer capacity, electrical service capacity, transportation systems, police service, public works and parks and recreation requirements. Conferences with individual City department directors were held to discuss the conditions effecting service delivery in detail. Eventually maps including important site characteristics and charts listing the required information were put together for each of 14 tracts,

labeled "Planning Areas." The areas were selected primarily on the basis of their proximity to the City, the historical growth patterns, our ability to provide basic services, and the extent of Newark's water service area (which is beyond City boundaries).

The Planning and Development Department presented a complete draft of the proposed **Adjacent Areas Land Use Plan** to Planning Commission for final review and recommendation in September, 1978 and on February 6, 1979. On March 23, 1979 the City Council after a series of minor amendments, adopted the **Adjacent Areas Land Use Plan** as an amendment to the City's **Comprehensive Development Plan**, thus making the **Adjacent Areas Land Use Plan** the official guide to City growth for lands on Newark's fringes. Perhaps most significantly, Newark's **Adjacent Areas Land Use Plan** was the first of its kind in Delaware, and the only one for many decades.

Subsequently, beginning in August, 2002, as part of its comprehensive planning update process, the Planning and Development Department began preparing an updated and revised **Adjacent Areas Land Use Plan**. All the information from the 1978 **Plan** was reconsidered and reviewed as part of this redrafting effort. Drafts were circulated to City management and operating departments in September, 2002. Copies were also sent to the Office of State Planning Coordination. As required under City and State law properly noticed and advertised workshop and regular scheduled public meetings to review the **Plan** were held in the City Municipal Building. Eventually, as part of its adoption of a fully revised and updated **Newark Comprehensive Plan**, the **Newark Adjacent Areas Land Use Plan II** – now consisting of 13 "Planning Areas," was adopted by City Council on May 12, 2003.

Newark Comprehensive Plan II (1987)

The Planning and Development Department began developing an initial outline for an updated and revised comprehensive development plan in the early winter of 1985. The Planning and Development Department, in consultation with the City Manager, had decided to begin reexamining the possibility of issuing a new comprehensive development plan primarily because of the increase in development proposals that began to occur in 1985. Moreover, since fifteen years had passed since the original **Comprehensive Development Plan** was completed; it certainly seemed that a new and updated plan made sense for Newark. Beyond that, while much of the background and supporting material in the 1969 **Plan** remained relevant, the population projections upon which much of the land use portion of the **Plan** was based were grossly overestimated.

The Planning and Development Department, therefore, initiated the lengthy process of gathering relevant materials and reviewing literature to establish the necessary background information for producing a new and updated plan for the City. Early drafts of the new plan were prepared in 1986 and a first draft for review purposes was forwarded to the Planning Commission on October 7, 1986. In the meantime, all City operating departments had reviewed the draft and comments were forwarded to the Planning and Development Department for inclusion in a final version for City Council consideration. Copies of the draft of **Plan II** were also sent to regional, state and federal agency for their review and comment.

Subsequently, the Planning Commission held public workshops to review drafts of **Plan II** on November 17, 1986, December 16, 1986, January 20, 1987, and February 17, 1987. The final and formal Planning Commission review of the plan occurred on April 7, 1987. Following the Planning Commission's positive recommendation to City Council, Council held a public hearing on June 8, 1987 and adopted Plan **II** on June 22, 1987.

Newark Comprehensive Plan (2003)

As noted above under **Adjacent Areas Land Use Plan II**, in August, 2002, as part of its comprehensive planning update process, the Planning and Development Department began preparing an updated and revised **Comprehensive Plan** for the City. All the information from the 1987 **Plan II** was reconsidered and reviewed as part of this redrafting effort. This updating process including new or revised information regarding community character; the City's economic profile; water and sewerage system information; electricity service; public works service; parks and open Space; transportation; housing needs and opportunities; population trends; and then current land development patterns. The City's land use and development goals were updated and a section by section review of the entire **Plan**'s "Planning Areas," was conducted.

Eventually drafts of the updated **Plan** were circulated to City management and operating departments in September, 2002. Copies were also sent to the Office of State Planning Coordination. As required under City and State law, a series of properly noticed and advertised workshops and regular scheduled public meetings to review the **Plan** were held in the City Municipal Building. Eventually, a fully revised and updated **Newark Comprehensive Plan** was adopted by City Council, on May 12, 2003.

Historic Preservation (1983; 1995; 1996)

In 1979 and 1980 the Newark Planning and Development Department, at the suggestion of the Conservation Advisory Commission and the Planning Commission, hired a temporary preservation planner to work under the supervision of the State Historical Division to prepare historic preservation program for our community. Using the National Register of Historic Places guidelines and methodology, we began to inventory all pre-1945 buildings, sites and structures in Newark. Cultural resource survey forms were completed for each pre-1945 structure. Architectural descriptions, historic documentation, and maps of each structure's location and floor plan were established. In addition, black and white 35mm photographs were taken of the 753 buildings in the field survey. Upon completion of the field work, the survey forms, photographs and negatives were cataloged. All this material, a comprehensive record of "Old Newark," is available for review in the Planning and Development Department.

The survey culminated in a multiple resource nomination to the National Register of Historic Places. Of the 753 buildings inventoried, 37 were nominated to the State Historic Review Board. These sites were chosen on the basis of their historic or architectural significance and included private homes, commercial properties, as well as public buildings. Each structure was

considered either an excellent example of an architectural style representing a period of Newark's development, or architecture relatively unique to Newark.

The 37 properties, plus others listed on the National Register prior to the completion of the historical survey in 1980, continue to have a measure of protection under the Federal National Historic Preservation Act of 1966. Properties listed in the Register, in accordance with an approved State Historic Preservation Plan, may qualify for federal matching grants and aid for preservation, rehabilitation, acquisition and development depending upon funds availability. In addition, the United States Tax Code encourages the preservation of historic structures by allowing favorable tax treatment for rehabilitation of such properties. The National Register is the Federal government's and, was at the time, the City of Newark's official list of historic buildings and other cultural resources worthy of preservation.

In February 1983, the Planning and Development Department summarized the vast quantity of material from the 1979 - 1980 historic survey and issued a report -- Historic Buildings of Newark, Delaware. This document included descriptions of all the 1980 nominated historic properties, a brief history of the City's architectural heritage, and information concerning the National Register.

Following the completion of the Historic Buildings in Newark, Delaware report and the resulting nominations to the National Register, the City in 1995 and 1996 adopted a detailed and comprehensive series of Building Code amendments that provided specific protections for Newark's historic properties, along with tax incentives for historic preservation. This Historic Preservation ordinance requires Planning Commission approval for any changes to buildings listed as historic by the City if the changes impact more than 50 per cent of the exterior architectural facades. The ordinance also includes important provisions designed to prevent "demolition by neglect." Beyond that, because of the design and placement in the Municipal Code of the City's ordinance, its provisions apply to the numerous University of Delaware National Register properties. This comprehensive ordinance -- with its detailed protections for historic properties, coupled with the original 1983 Report -- represents the City's historic preservation plan for Newark.

Water (1986; 1990; 1998)

Between 1980 and 1984 the Water Resources Agency for New Castle County -- the successor agency to the "208 Program" -- issued the nine volume Water 2000 Plan. The old "208 Program," known officially as the New Castle County Area wide Waste Treatment Management Program originated from Section 208 of the Federal Water Pollution Control Act amendments of 1972. This Federal law facilitated area wide planning activities for the development of coordinated management systems capable of organizing, implementing and maintaining effective programs of pollution abatement and improvement of water quality in areas having substantial water quality control programs. Following former Governor Sherman W. Tribbitt's designation of New Castle County as an area with "substantial water quality control problems," New Castle County was able to secure a two year grant of \$1.2 million from the Federal Environmental Protection Agency to develop a so-called 208 program. To supervise the program a 208 policy board, consisting of two nonvoting members -- the Executive Director of the Wilmington Metropolitan Area Coordinating

Council -- (WILMAPCO), and a program administrator; three voting members -- the County Executive of New Castle County and the Mayors of the City of Wilmington and Newark, was established. Beginning in March, 1979, the Water Resources Agency (WRA) -- under the same administration and policy board, began to produce the Water 2000 Plan in order to facilitate a cooperative effort of amongst the public and private water suppliers to meet the water supply needs of all County residents through the year 2000 and beyond.

Beginning in 1980 the WRA began issuing the first of the nine volumes that make up the Water 2000 Plan. Volumes 1, 2, and 3, inventoried and delineated the existing public water supply systems, ground and surface water resources available, and the actual use of water throughout the County. The next three volumes contained four integrated management strategies for long-range water supply planning. The management strategies included the following:

- Demand management -- this involved recommended strategies designed to slow the increasing demand for water among all categories of users;
- Facility management -- this included recommended policies designed to make the most effective and efficient use of existing water supplies;
- Resource management -- this included recommended policies designed to protect the water resources and to develop any necessary new supplies; and
- Plan management -- this involved recommended policies designed to insure that Water 2000 remains a current and useful planning document in the future.

Volume 7 of Water 2000 addressed the problem of the evaluation of possible new water supply projects for the northern portion of the County, in order to add to existing water supplies as demand continues to grow. Volume 8 detailed the types of water resources, their use, the projected future water demands, and important water resource development issues in southern New Castle County. The final volume -- the Plan Management Summary -- summarized the major recommended policies of Water 2000 and included strategies for insuring that the recommended policies would be monitored, reviewed, and revised as necessary in response to changing conditions.

In light of the regional nature of water supply, the City of Newark was an active participant in the "208" and later the Water Resource Agency water supply planning process. Moreover the nature of the policy board format devised for WRA gave Newark a one-third voice in the operation of the agency. In any case, on January 28, 1985 City Council adopted the nine volume Water 2000 Plan. Thus, this document represented our community's first detailed regional and local long-range plan to insure continued availability of water for Newark into the 21st century.

In 1990, the Water Resource Agency revised and updated Water 2000 and reissued this planning document as Water 2020, with essentially the same key suggestions. In the meantime, then Mayor Ronald Gardner appointed a "Blue Ribbon" Committee -- the Water System Advisory Committee -- with technical, governmental and business experts in water supply engineering and planning to develop a revised long-term strategy to assuring a safe, dependable supply of water for

the City. The Committee's report, issued in 1991, recommended improvements to the South Well Field to handle the abnormally high levels of iron and manganese; developed operations and maintenance recommendations to minimize sedimentation in the City's water; reviewed techniques for renovating the distribution system; assessed mixing the ground and surface water supply; and finally, recommended that the City continue to investigate new sources of water in connection with New Castle County-wide efforts.

As part of these County-wide efforts, work continued at the Water Resources Agency to begin the required environmental impact statements for possible surface water supply locations at Thompson's Bridge – at a tributary to White Clay Creek, and at Churchman's Marsh. By the spring of 1997 work on one aspect of the surface water supply investigations – the Thompson Station Reservoir Environmental Impact Study – was suspended, meaning that for all intents and purposes the region-wide water supply efforts would not be moving forward.

As a result, in light of the City and community's frustration with the abandonment of efforts to secure Newark's long-term water supply needs, the Mayor and City Council directed the City staff to develop an updated water supply plan beginning in July, 1998. The staff's Study, issued on February, 1999, noted that based on State of Delaware population consortium estimates, the peak water demand for the City of Newark was estimated to reach from between 6.5 and 7 million gallons a day by the year 2020, with an estimated supply of only 3.2 million gallons a day. In other words, based on the best available information, the City needed an additional supply of 3.8 million gallons of water a day to meet the projected demand.

The Study's authors examined existing and potential water supply sources and concluded that the most reliable and least susceptible to contamination of the water supply project for the City was to construct a storage facility supplied with raw water from the White Clay Creek to be subsequently treated at the nearby Newark water treatment facility. The Study also recommended that the City construct an iron removal plant in order to better utilize potential supplies at the south well field.

On February 22, 1999, City Council unanimously adopted the City's latest Water Supply Plan. Shortly thereafter, Council authorized the staff to begin negotiations with the developer of the "Koelig" property which had been approved by New Castle County for over 200 residential dwelling units just north of Old Paper Mill Road. This site had been identified in the Plan as one of the best sites for a water storage facility for the community. As a result, while the Planning and Development Department begin negotiations with the developer for the possible purchase of the site, the City Council authorized a resolution proposing a citizen bond issue for the purchase of the property on September 13, 1999. Eventually, on November 2, 1999, by an overwhelming 73.5% yes vote, Newarkers approved a request to issue \$4,250,000 in bonds to cover a portion of the cost to purchase the 112.26 acre Koelig property for the reservoir. The City also sought, and secured \$3.4 million in State funding for the project.

Subsequently, in 2001, Council authorized a second bond issue referendum for the construction of the reservoir (approximately a 310 million gallon facility) as well as the iron removal water treatment plant suggested in the 1999 Newark Water Supply Plan. Shortly thereafter, on April 10th, Newarkers by an overwhelming "yes" vote of 82.8% approved an \$18.6

million bond issue for both projects. The contract was eventually awarded on April, 2002, based on designs from the URS Engineering firm and construction started shortly thereafter. The reservoir, of course, has since been completed and the water from the facility when needed now flows through the City's water distribution system to Newark residents and those outside Newark receiving City water. The iron removal plant was also constructed and is now on line. The 1999 Newark Water Supply Plan, therefore, represented utility and resource planning at its best – the Plan, grounded in verifiable assumptions about growth trends and related water supply requirements, called for practical, fiscally responsible and realistic local solutions to clearly defined problems.

Parks, Recreation and Open Space (1977; 1978; 1990)

The City's Zoning Code and Subdivision Development Regulations provisions for active and passive recreation area land dedication have helped the Parks and Recreation Department meet the objective of providing recreational lands for new residential developments. Based on these regulations, each development is evaluated by the Parks and Recreation Department for adequate provision of active and passive recreational space. Depending on the size and scope of the project, the Department may recommend that the City's "cash in lieu of land," Subdivision and Development Regulations provision be utilized. This alternative open space requirement means that in some cases a developer pays an impact fee when their sites do not contain lands appropriate for active recreational facilities. Based on either approach, the City has been able to insure that its supply of open space and parkland keeps pace with development.

The City's long-term policy of requesting one hundred year floodplain stream valley land dedications (where applicable) to accompany development projects also has added significantly to the City's stock of passive recreation acreage along the White Clay and Christina Creeks. Most significantly, in 1990, Newark residents approved a request from the Mayor and City Council to issue bonds for the purchase of lands for active and passive open space. As a result, the City eventually purchased 77.56 acres of open space (a considerable portion of which was under the threat of development) at a total cost of \$3,193,012. These land acquisitions added to the City's inventory of active and passive open space acreage (see Table One and the accompanying map showing the City's current open space inventory). Beyond that, and more specifically regarding certain privately held portions of the Christina and White Clay Creeks stream valleys, the City will continue to pursue land dedication of these areas to add to Newark's open space landholdings.

As a result of the City's recent decision to demolish the old and severely deteriorated Curtis Paper Mill, a relatively large and now cleared open space area, part of and adjoining the White Clay Creek stream valley, will be available for open space and recreational uses. A City Council public workshop, while generating some differing points of view, arrived at a consensus for open space and passive recreational uses at the location. More recently, in this regard, the City has hired a consultant to coordinate a public outreach and fundraising program intended to provide as much community information as possible concerning uses for the Curtis Paper Mill site. This project is on-going. Similarly, the Parks Department will shortly begin planning for more active recreational uses at the nearby Old Paper Mill Road Park to serve residents in District Six.*

***Action Item Commentary:**

Following community input, and as part of this Plan's review process, the City staff recommended and City Council approved the 2009-2013 Capital Improvements Program includes funding for Parks Department master planning for the Curtis Paper Mill and Old Paper Mill Road sites. Funds have also been set aside for required Curtis Paper Mill site investigation; the old paper mill's foundation repair and preparation for soil placement and seeding; and additional clean up (if necessary). The Curtis Paper Mill site will be used as a City park with trailheads to serve the White Clay Creek stream valley, related appropriate signage and parks facilities. Long-term planning, depending upon funds availability, may call for outdoor pavilions, informational kiosks, a skateboard park, and related passive recreational uses. The Old Paper Mill Road site is tentatively planned for active recreational uses.

In addition, regarding stream valley preservation and protection, the City will continue to rely on the 1993 DNREC's and United States Department of Agriculture's Natural Resources Conservation Service's Upper Christina River: Floodplain Management Study and the National Parks Service's 2000 White Clay Creek and its Tributaries: Watershed Management Plan for guidance and technical assistance if and when development projects are proposed near these creeks. These documents are, therefore, incorporated by reference into this Plan.

Regarding stream valley protection, the Planning and Development Department coordinates the City's participation in the Federal Emergency Management Agency's National Flood Insurance Program "Community Rating System." As a result, because of Newark's stringent floodplain, erosion and sediment control and stormwater management regulations, the City has the highest "Community Rating System" rated program in the State.

Regarding recreational services, because of the continued decline in the availability of local school district and University facilities for City indoor recreational programs, the City may be faced in the future with important decisions regarding the availability of a large indoor (gymnasium) space for recreational activities.*

***Action Item Commentary:**

The City staff and City Council approved current 2008-2012 Capital Improvements Program includes funding for a multi-use facilities/gymnasium feasibility study. This project is currently underway and, presuming funding availability and Council approval, could lead to the construction of this important indoor recreational facility.

Finally, while all Newark's publicly owned non-floodplain parkland has traditionally been assigned City zoning categories of adjacent zones, to better illustrate the City's open space holdings, these sites should be rezoned to a new open space category.

Table One below provides an updated inventory of City Open Area. The accompanying map – Figure One – shows the location of City parks and key open space landholdings:

City of Newark Table One: Open Area Inventory

City Parkland	Use	Acres
Dorothy Miller	Open Space	7.2
Apple Road and Barksdale Road	Open Space	0.6
Barksdale Road to CSX Railroad Bridge	Christina Valley Stream	19.39
Briar & Bent	Open Space	0.4
Briarcreek	Open Space (Passive)	2.87
Alley, Douglas D. (Flocco)	Park (Active)	0.9
Casho Mill Station	Open Space (Passive)	0.6919
Charter School	Open Space (Passive)	4.39
Christina Mills	Open Space	7.9
Coleman	Park (Passive)	5.7
Country Hills Pond	Open Space	2.3
Courtney Street	Open Space	1.6
Coverdale, William M.	Park (Passive)	16.8
Creek Bend	Open Space	6.1
Curtis Paper Mill	Open Space	7.0
Devon	Park (Active)	4.6
Dickey, Edna C.	Park (Active)	8.2
Downes School to Barksdale Rd.	Christina Valley Stream	9.54
Elkton Road & Parkway	Open Space	9.6
Elan	Park (Active)	6.7
Fairfield	Park (Active)	7.0
Fairfield Crest	Park (Active)	3.7
Folk Memorial Park	Park (Active/Passive)	34.6
Handloff, Norma B.	Park (Active)	15.8
Hidden Valley	Park (Active/Passive)	6.5
Hill, LeRoy C., Jr.	Park (Active)	6.3
Home Depot (Suburban Plaza	Christina Valley Stream	1.2
Iron Glen	Future Park	12.4
Karpinski	Park (Passive)	8.0
Newark Reservoir	Reservoir/Park (Passive)	113.0
Kells	Park (Active)	5.2
Kershaw	Park (Active)	3.8
Lewis	Park (Active)	4.2
Laura's Glen	Open Space (Passive)	1.59
Lumbrook (includes Parkview)	Park (Active)	5.9
McKees	Park (Active)	4.0
Nottingham Road to Downes School	Christina Valley Stream	23.5
Old Paper Mill Road	Future Park (Active/Passive)	12.3
Paper Mill Falls	White Clay Valley Stream	3.2
Paper Mill and Old Paper Mill Rds. (N.E. corner)	Open Space	.5
Park Place (next to apartments)	Open Space	1.4
Park Place East	Open Space	1.2
Phillips	Park (Active/Passive)	13.7
Phillips Mill	Open Space (Passive)	2.759
Rahway	Park (Active)	0.9
Rahway Lot	Open Space	0.2
Read, George	Park (Active)	2.8

Redd, William M., Jr.	Park (Passive)	69.0
Ridgewood Glen	Open Space	12.4
Rittenhouse	Park (Active/Passive)	45.9
Saw Mill Place (Wilson Farm)	Open Space (Passive)	25.27
Sandy Brae	Christina Valley Stream	17.4
Sandy Brae to Rittenhouse Park	Christina Valley Stream	4.99
Stafford	Park (Active/Passive)	1.8
Sue Lane	Open Space	0.1
Thomas, Olan R.	Park (Passive)	4.2
Villas at Twin Lakes	Open Space (Passive)	2.54
West Chestnut Hill to Welsh Tract Road	Christina Valley Stream	12.0
White Chapel	Park (Active)	14.4
Orville Clark	White Clay Valley Stream	0.8
Wilson, George M.	Park/Center (Active)	4.8
Wyncliff	Open Space (Passive)	1.69
	TOTAL	630.23

CHRISTINA SCHOOL DISTRICT

Downes	Active	12.09
West Park	Active	11.71
Newark High	Active	39.59
(Including buildings)	TOTAL	63.39
	TOTAL OPEN SPACE	28.21

STREAM VALLEY (Privately Owned)

Christina Creek (Conservation Easement)	Passive/Valley Stream	29.8
Stream Valley (Privately Owned)		116.98
	TOTAL	146.78

UNIVERSITY OF DELAWARE

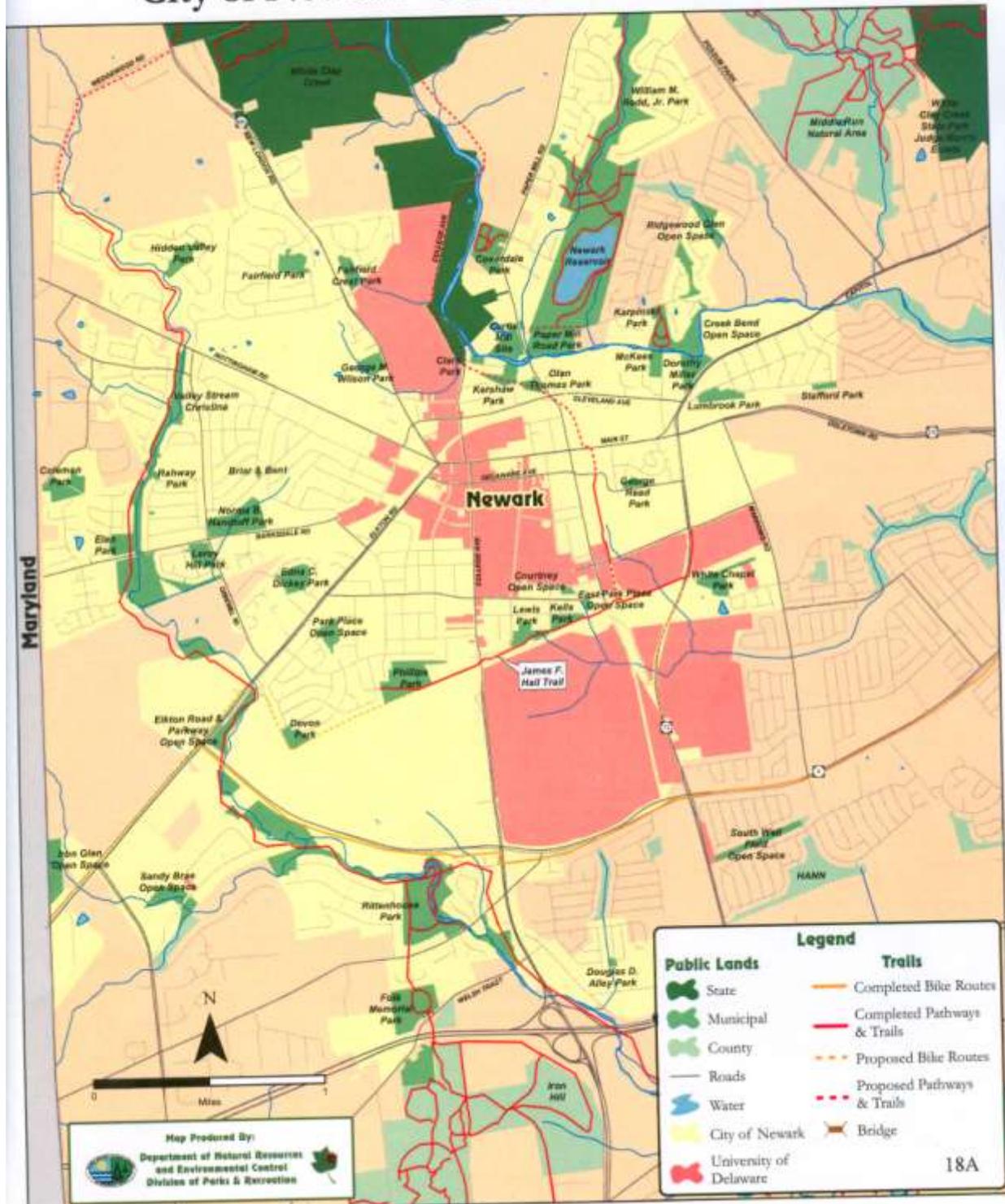
Acreage Within City		988
Undeveloped Green Space and Farmland (Approximate)		420

TOTAL OPEN SPACE

City Parkland	630.23
School District	28.21
Stream Valley	146.78
University	<u>420</u>
TOTAL	1225.22

As percent of Total City acreage (6,058.165 acres) 20.2%

Figure One
City of Newark - Public Lands and Trails



Transportation (1996; 1998; 2002; 2007)

Because the major roadways in the City of Newark that carry the bulk of local and regional vehicular traffic are State highways, the City's ability to improve our local roadway system is severely restricted. This also means the City's transportation planning is, by definition, encompassed within a regional and statewide effort. As a result, the following Wilmington Area Transportation Council (WILMAPCO) and the Delaware Department of Transportation (DelDOT) planning documents were developed in conjunction with the City. These are incorporated by reference into **Plan IV**; still applicable recommendations, are described, with additional revised commentary, below:

Newark/Elkton Intermodal Transportation Plan -- Short Term Action plan (1996).

▶ Upgrade Unicity Bus Service

Regarding this recommendation, since 1996, the Planning and Development Department has worked with the University of Delaware to update Unicity schedules to meet changing needs and circumstances. For example, during the summer of 2007, the Department and UD Transit devised and operated an experimental plan to provide evening and weekend Unicity Bus Service for the Newark community. Special services like this will continue to be reviewed in the future.

In addition, the Delaware Transit Corporation plans to begin operating new local shuttle “trolley” service as part of the proposed Newark Transit Hub project – the hub is to be located between Main Street and Delaware Avenue just west of Farmer Lane and utilizing portions of the old Pomeroy Railroad right of way. The trolley is intended to provide transfer local links for current DART bus routes that now circumnavigate through portions of western and central Newark. They are not intended to replace Unicity but, rather, to supplement this important local service that has helped meet the needs of transit dependent Newarkers for many decades.

- ▶ Provide Park and Ride at the Suburban Plaza Shopping Center
- ▶ Provide Truck Route Signage and Enforcement to Encourage Trucks to Travel Around Rather Than Through Newark
- ▶ Improve Bikeway Path Facilities along South College Avenue
- ▶ Improve Signage, Marking and Signalization to Accommodate Pedestrians and Cyclists
- ▶ Provide Bike Safety Programs
- ▶ Provide Better Bikeway Maintenance

Newark/Elkton Intermodal Transportation Plan -- Long Range Analysis (November, 1998).

As a companion to the Short Term Action Plan, WILMAPCO, in conjunction with the Delaware Department of Transportation, prepared this transportation planning document. The Long Range Analysis included, among other things, land use and

growth management strategies, travel demand management, bicycle-pedestrian circulation recommendations, public transit improvements, roadway operations and system management upgrades, and recommendations regarding additional roadway connections in New Castle County outside the City.

Land Use Planning/Growth Management

- ▶ Promote Transit-Friendly Development
- ▶ Increase Preservation and Acquisition of Open Space
- ▶ Develop Access Management Plans
- ▶ Implement Traffic Calming Measures (see below)

Bicycle/Pedestrian Circulation

- ▶ Develop Regional Greenway/Bike Route System
- ▶ Develop an Integrated Bike Route System in the Newark Area

As part of this planning effort, the City sought State and Federal funding for the purchase of right of way and the construction of the now completed James F. Hall Trail (the trail was opened for public use on July 23, 2003) that runs for 1.7 miles along the north side of the Northeast Corridor railroad right of way from Devon to the Delaware Technology Park.

In addition, the City has worked since 2000 with its Bikeway subcommittee and DelDOT to secure funding for the planning, design and construction of a north/south bike path running from the James F. Hall Trail, along the old Pomeroy Railroad right of way, to the University of Delaware wooded open space just west of N. College Avenue. Although there have been considerable DelDOT funding delays, design work began in the summer of 2007.

- ▶ Enhance Pedestrian Amenities in Downtown Areas

Since this recommendation was adopted, the Planning and Development Department and the Downtown Newark Partnership's Design Committee, in conjunction with DelDOT, has worked on developing a comprehensive streetscape plan for Main Street. The first phase of the project – primarily roadway repaving and curb work – was completed in the summer of 2006. Pedestrian peninsulas (or “bump-outs”) were also added to selected crosswalks. Work on the second phase of the project – lighting and cross-walk enhancements – was completed in the summer of 2008.

- ▶ Increase Level of Education and Enforcement

Public Transit Service*

- ▶ Establish Transit Centers in Downtown Newark and Elkton
- ▶ Increase CBD Circulator Services in Newark and Elkton
- ▶ Implement Elkton-Wilmington Express Bus Service
- ▶ Evaluate Additional Service to and from Elkton

- ▶ Implement Demand-Responsive Service along US 40 Corridor
- ▶ Enhance Bus Stop Facilities
- ▶ Implement "Bikes on Transit" Service
- ▶ Improve Customer Orientation of Transit Services
- ▶ Develop New Park-Ride Locations
- ▶ Enhance Intermodal Connections at Newark Rail Station
- ▶ Evaluate Potential Extension of Commuter Rail Service

***Action Item Commentary:**

Concerning rail transit, DelDOT has developed a plan for the possible relocation of the very successful existing Newark Passenger Rail Station from its central site off S. College Avenue to an inaccessible and remote location at the site of the Newark Concrete plant on old S. Chapel Street. The Planning and Development Department continues to have significant reservations about this plan -- we believe it is transit unfriendly because its location (on a dead ended roadway – far from Newarkers’ homes, businesses and institutions) will make local transit use – especially rail – more cumbersome, more expensive, and less efficient. Moreover, we believe the new station will discourage commuter rail patronage in Newark and will decrease opportunities for intermodal connectivity. By contrast, the existing station is in the heart of our community, is in very close proximity to homes, including high density apartments, University facilities, the still-in-use Amtrak Newark Passenger Rail Station and within a short walk to businesses on South College Avenue. Beyond that, because of the Chrysler plant’s pending closure, opportunities for existing station expansion and redesign may be available at the current site.

Please note, in this regard, that DelDOT has reiterated, through the State’s PLUS review process, their rationale for the proposed railroad station relocation. DelDOT notes, in particular, that:

- *The present South College Avenue facility has no room to expand parking, and has now reached capacity.*
- *There is a conflict between Norfolk Southern freight and SEPTA passenger operations. Norfolk Southern trains must wait between 5:30 a.m. until 9:00 a.m. to operate in and out of the north end of their freight yard. With expanded SEPTA frequencies, Norfolk Southern operations will become unacceptably constrained.*
- *The Norfolk Southern freight yard at Chrysler is the location of trains to and from the Port of Wilmington and the Delmarva Peninsula. The Norfolk Southern yard will not close with the Chrysler plant.*
- *There are safety concerns about freight trains operating at inter city and commuter rail platforms.*
- *Improving the present South College Avenue facility to be compliant with Federal Railroad Administration rules for ADA accessibility would require massive, expensive reconstruction.*
- *The Route 72 site will have doubled the parking capacity available at the South College Avenue facility.*
- *The Route 72 site has sufficient space to add track that will accommodate two SEPTA trains at once, or one MARC train and one SEPTA train at once. The*

additional track space affords the option to store trains overnight that would reduce operational cost to Delaware.

- *The Route 72 site is strategic in that it has the potential to directly serve any future downstate passenger service via the Delmarva Secondary. The South College Avenue site is nearly a mile west of the Delmarva Secondary. [This commentary from DelDOT has been included as the request of the Office of State Planning.]*

Traffic Operations/Systems Management

- ▶ Continue Parking Management Initiatives in Newark and Elkton
- ▶ Designate a New Delaware Route 896 Truck Route
- ▶ Study Alternatives for CSX Rail Freight Line, especially in light of public safety issues associated with this facility
- ▶ Request that DelDOT study and implement an upgraded synchronized traffic signal system for Newark's major roadways

Increase Roadway Connections

- ▶ Preserve Pomeroy Branch Corridor as a Bicycle and Pedestrian Use Only facility
See the comment above under Bicycle Pedestrian Circulation.
- ▶ Evaluate Need to Widen Intersections

Newark Area Bicycle Interim Report (1996).

This Delaware Department of Transportation and WILMAPCO plan for the City of Newark provides background information on bicycling and bicycling planning; detailed existing conditions; proposed preliminary recommendations for improving our bikeway infrastructure; and raised related issues regarding Newark's bikeway system. Some of the recommendations in this report have since been adopted. An update of this plan is currently being developed by the City's Bikeway Subcommittee. In the meantime, the 1.7 mile James F. Hall Trail, as noted above, has been completed and opened to the public.

Old Newark Traffic Calming Plan (2002; 2007).

Under the direction of WILMAPCO, in cooperation with the Delaware Department of Transportation and the City, this plan consists of responses to local concerns about excessive traffic volumes and vehicles operated at high speeds in the old Newark residential area in close proximity to the University campus. The plan includes a series of detailed recommendations intended to preserve and enhance the local quality of life by reducing excessive speeding in local residential streets, reducing non-local "cut through" traffic, enhancing the safety of pedestrians and bicyclists, and encouraging walking and bicycling as an alternative to driving. This plan should be consulted for further details.

In 2006, following efforts led by Councilman Athey and as a follow-up to a January 17, 2006 public workshop, City Council appointed a citizen and staff Ad Hoc Traffic Calming Committee to review the traffic calming “tool kit,” in the 2002 Old Newark Traffic Calming Plan; to devise ways to simplify the traffic calming project initiation process and update the project eligibility selection process; to expand the project location area; to examine possible traffic calming pilot projects; and to study related traffic calming issues. After several months of study, the Committee presented a Newark Traffic Calming Ad Hoc Committee Report which was later reviewed and commented upon by the City traffic committee. Subsequently, at its June 25, 2007 meeting, City Council reviewed and accepted the Report. As a result, the criteria for reviewing and selecting resident requested traffic calming measures has been simplified and such measures can be considered any where in the City. New traffic calming techniques and technologies will also be evaluated upon request from local residents.

Elkton Road Planning Study (2004-2007)

In 2004, the DelDOT selected the engineering consultants Johnson, Mirmiran and Thompson (JMT) to begin a detailed planning study for the roadway reconstruction and intersection improvements design for Elkton Road in Newark, from Delaware Avenue to the Maryland State line. The project, supervised by a citizen, landowner, the University of Delaware and public official steering committee, is intended to provide plans for capacity and operational improvements, safety improvements, bicycle and pedestrian improvements and pavement reconstruction for this key gateway into Newark. The completed Study alternatives have been reviewed by DelDOT and construction is slated to begin in State Fiscal Year 2010.

Upper Christina River Floodplain Management Study (1993)

On behalf of the City, the United States Department of Agriculture's Soil Conservation Service provided a detailed report identifying and delineating flood hazard areas along the stream corridors of the upper Christina watershed and its tributaries within the State of Delaware. The report also evaluated the City's then current stormwater and floodplain management programs and discussed options available to the City to minimize existing and future floodplain problems identified within the watershed. Several Subdivision and Development Regulations drainage code and stormwater management amendments were adopted based on this Study's recommendations.

White Clay Creek and its Tributaries: Watershed Management Plan (2000)

This plan, prepared for the City and other Delaware and Pennsylvania communities in the White Clay Creek watershed by the National Park Service, provided a strategy for managing the watershed and many of its outstanding and environmentally sensitive resources. The Plan was part of a study to evaluate the White Clay Creek for inclusion in the Federal government's National Wild and Scenic River System. Eventually, the Federal government agreed that White Clay Creek should be listed as a Wild and Scenic River.

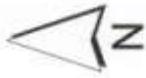
Thereafter, in 2001, the City of Newark joined with the States of Pennsylvania and Delaware, the National Park Service, the Delaware River Basin Commission, Chester and New Castle Counties, and the Pennsylvania Boroughs and Townships of West Grove, Penn, London Grove, East and West Marlborough, London Britain, Kennett, Avondale, Franklin, New Garden, New London, and Londonderry in a Memorandum of Understanding to form a White Clay Creek Management Committee. The Committee is charged with the responsibility of implementing the Plan for the management of the important environment resources of the now federally designated Wild and Scenic White Clay Creek. This agreement means all these agencies have pledged to work together in a regional approach to conserve the special natural resources and enhance the cultural, recreational and economic opportunities of the watershed.

Downtown Newark Economic Enhancement Strategy (1997; 2007)

This Strategy, prepared on behalf of the City by the Alexander, Virginia economic development consulting firm of HyettPalma, Inc., provided a detailed market analysis and market opportunities for downtown Newark, analyzes downtown's economic growth potential for retail, office and housing space, and recommends specific strategies to meet the goals outlined in the Strategy. For the downtown Newark area, the study included specific land use recommendations intended to assist the City as it reviews development and redevelopment projects in the commercial center of the City. The Strategy also included a detailed retail trade area analysis to assist the City in understanding the nature and potential of its local downtown economy. Finally, the Strategy was the key planning document that resulted in City Council's decision, in 1998, to establish the Downtown Newark Partnership – the tripartite City, University and business organization charged with the responsibility for downtown economic enhancements.

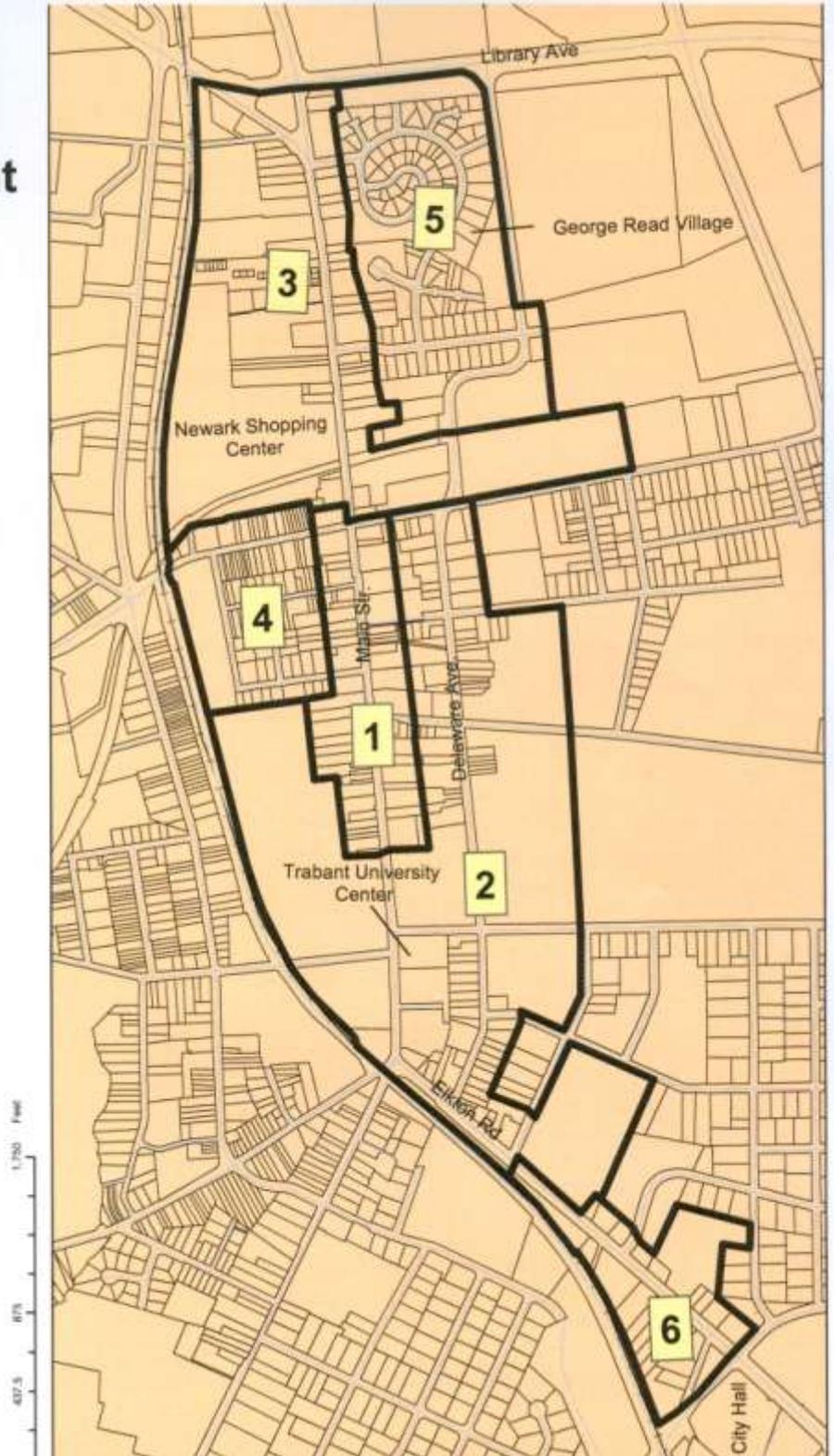
The Economic Enhancement Strategy, therefore, is the City's principal central business district economic development planning document that underscores the Newark community's commitment to downtown redevelopment as the key ingredient in Newark's commercial growth. The Strategy recommends a downtown central business district Newark “Development Framework,” within six specific development districts. These districts, briefly described below, are shown on **Figure Two** revised and reproduced from the Economic Enhancement Strategy. The development

Figure Two
Downtown Newark Development District
 Figure Two



Districts

- 1 = The Downtown Core
- 2= The University
- 3= Mixed-Use Redevelopment
- 4 & 5= Housing Rehab
- 6= Downtown Core Extended



districts are summarized as below. Recent (2007) Council modifications to District Six are also shown.

District One-Downtown Core District

This is the center of Newark's central business district that is intended as an area to be redeveloped with first floor specialty and traditional retail shops, with a balanced concentration of food and entertainment. Apartments and offices are proposed for upper floors. Any additional apartments, however, must be carefully and closely evaluated in terms of their impact on downtown traffic and parking; their compatibility with existing downtown buildings in terms of design, scale and intensity of development; the contribution of the overall project, including proposed apartments, to the quality of the downtown economic environment; and potential significant negative impacts on nearby established businesses and residential neighborhoods. Beyond that and particularly to encourage owner occupancy downtown, the City may consider reducing the permitted downtown density in the projects in this District for residential projects.*

District Two-University

This area includes mostly University of Delaware owned lands with other properties that almost encircle the Downtown Core District. The area is intended for continued university related uses. The University should make the Downtown business community aware of student, faculty and staff commercial needs and opportunities through the Downtown Newark Partnership.

District Three-Mixed Use Redevelopment District

This area encompasses the northeast corner of the Downtown Development Framework, plus the old and now replaced "Delchapel" brownfield site. This is a prime location for mixed use redevelopment integrating convenience retail, services, offices and residential uses (both student and non-student housing affordable and market rate housing). Any additional apartments, however, must be carefully and closely evaluated in terms of their impact on downtown traffic and parking; their compatibility with existing downtown buildings in terms of design, scale and intensity of development; the contribution of the overall project, including proposed apartments, to the quality of the downtown economic environment; and potential significant negative impacts on nearby established businesses and residential neighborhoods. Beyond that and particularly to encourage owner occupancy downtown, the City may consider reducing the permitted downtown density in projects in this District for residential projects.*

Districts Four and Five-Housing Rehab Districts

Housing rehabilitation and affordable housing redevelopment should be concentrated in these downtown districts, located in the north central and southeastern portion of the Downtown Development Framework. Efforts to encourage affordable and market rate family owner-occupant type projects should be emphasized and expanded. The City may also consider

reducing the permitted downtown density in projects in this District for residential projects. The **Action Item Commentary** * noted below is of particular importance for Districts Four and Five if the City wishes to strengthen and/or renew these areas as centers of owner occupancy for Newarkers wishing to make downtown their permanent home.

District Six-Highway Commercial District; Elkton Road to Apple Road

While the original 1998 **Strategy** suggested convenience retail, offices and light services as appropriate for this area along Elkton Road, at its May 29, 2007 meeting City Council approved a recommendation from the Downtown Newark Partnership to extend the DNP's downtown target area to coincide with the full size of the **Strategy**'s recommended Downtown Development Districts. As a result, this District's uses were revised by replacing the originally suggested uses and adopting those that were suggested for District One. The recommended uses, therefore, in this District are first floor specialty and traditional retail shops, with a balanced concentration of food and entertainment. Apartments and offices are proposed for upper floors. Any additional apartments, however, must be carefully and closely evaluated in terms of their impact on downtown traffic and parking; their compatibility with existing buildings in terms of design, scale and intensity of development; the contribution of the overall project, including proposed apartments, to the quality of the downtown economic environment; and potential significant negative impacts on nearby established businesses and residential neighborhoods. Beyond that and particularly to encourage owner occupancy downtown, the City may consider reducing the permitted downtown density in projects in this District for residential projects.*

***Action Item Commentary:**

*Regarding the City's review of downtown mixed use redevelopment projects with housing components, the intent is to make it abundantly clear that the City seeks positive impacts from such residential uses. One key positive impact for an individual project, for example, might include the potential at the site for affordable housing for owner occupants. In particular, and perhaps most importantly, to implement this **Action Item**, Council may need to actively consider density reductions for projects of this type, on a case-by case basis depending on the location, other site conditions and the nature of the project. Through the City's multi-year effort to limit the proliferation of off-campus student housing in traditional neighborhoods, we have learned that one of the best zoning tools to promote affordable owner occupant housing is to significantly limit permitted density in approved residential projects to individual families or to no more than two unrelated tenants, or with similar specifications. For example, in the developments of Casho Mill Station, Abbotsford, Country Place and Williamsburg Village, the City has very successfully preserved these communities for primarily owner occupant relatively affordable housing. If this approach worked at these locations, it should also work downtown. This zoning and development approval tool can be packaged with other incentives to encourage owner occupancy. In sum, we want Newark, especially downtown, to become a "destination city" featuring affordable housing for owner occupants. with an emphasis on occupancy for young couples and families, singles, recent University graduates, retirees and other individuals desirous of making downtown Newark a permanent home rather than a transitory residence.*

In addition, to the District Six expansion described above, the Downtown Newark Partnership Board, beginning in 2007, conducted an internal Board strategic planning “visioning” process, with the assistance of the Delaware Main Street Program and the Retail Market Answers economic development consulting firm, intended to update the Board’s downtown vision elements and market-based strategies selected to achieve that vision. Based on a key stakeholder survey, visioning session conducted by the Main Street Program and Retail Market Answers, and Planning Commission review and comment, the vision elements and the market-based strategies are as follows:

Highest Priority Downtown Vision Elements

- Highly Friendly, Safe and Clean Downtown
- Encourage Private Downtown Reinvestment
- Preferred and Sustainable Businesses
- Home for Upscale Non-Mall Businesses
- Tourism
- Business-friendly, with parking as a support to business development

Market-Based Strategies:

- Develop downtown into a clothing/accessories retail destination, incorporating a redeveloped/redeveloping Newark Shopping Center into the downtown business district.
- Insure adequate parking downtown to support existing businesses and attract new businesses.*

***Action Item Commentary:**

Based on Planning and Development Department and Downtown Newark Partnership recommendations, and as a part of this DNP visioning process, the City staff recommended and Council adopted 2009-2012 Capital Improvements Program includes funding for the proposed engineering of a downtown parking garage tentatively planned for lot No. 1 fronting on Delaware Avenue behind the Main Street Galleria. Preliminary discussions have occurred amongst involved property owners, including the University of Delaware, in anticipation of developing a comprehensive agreement that would ultimately be approved by City Council concerning this project. Depending upon funds availability and Council approval, a parking garage is tentatively planned to be under construction by 2010.

Finally, one of the issues, from time to time, the City has been asked to address regarding our downtown districts is the adequacy and opportunity for additional public open space on Main Street and in the surrounding areas. In light of this on going concern, the Downtown Newark Partnership’s Design Committee should evaluate the potential open space, park, and plaza opportunities in our downtown districts.

This updated **Economic Enhancement Strategy** should continue to be consulted for further details concerning downtown Newark’s development and redevelopment.

Design Guidelines for Main Street (1997; 2007)

As part of its participation in the Delaware Main Street Program, the Newark Business Association's Design Committee -- the predecessor organization to the Downtown Newark Partnership's Design Committee -- developed specific guidelines to assist the City in reviewing facade improvements for buildings downtown.

In 1998, following the issuance of these **Guidelines**, the Planning and Development Department suggested, the Planning Commission recommended and, on March 23rd of that year, City Council amended the City's **Subdivision and Development Regulations** to include downtown design review requirements based, to a considerable extent on the Design Committee's voluntary facade improvement **Guidelines**. The **Guidelines**, as a result, soon became an important tool in the City's package of regulations that helped fuel the on-going renaissance on Main Street. Thereafter, in 2007, the Downtown Newark Partnership's Design Committee updated and reissued the **Guidelines** to insure that the City's commercial facade enhancement program and requirements continued to meet the latest standards. In the meantime, in 2006, the **Guidelines** helped pave the way for the City Council's September 25th adoption of City wide design review for all major subdivisions – residential, commercial and industrial.

**CITY OF NEWARK
DELAWARE**

COMPREHENSIVE DEVELOPMENT PLAN IV

CHAPTER III: CONDITIONS AFFECTING GROWTH AND DEVELOPMENT

The following historical, economic, demographic and environmental profile of Newark, coupled with an analysis of our community's existing and planned infrastructure, provides the framework and outline for future development. Although this discussion proceeds the proposed updated land use plan, this does not mean that the conditions effecting growth and development control it, but rather that a good use plan and the framework within which growth occurs interact in a coordinated and consistent manner. In other words, assuming economic conditions are held constant (not an easy assumption), neither the determinates of change nor the plans for change necessarily come first -- good plans should reflect real world conditions and past and anticipated trends, but the **Plan**, at the same time, may break with the past and open up new possibilities, reflecting the community's long range view of where and how it ought to grow -- not simply where it will grow.

A Brief History of Newark

Little is known of Newark's initial settlements. It appears that our community's early growth, like most villages of colonial America, owed much to its natural features and location. In Newark's case, historians tell us that in the early 1700's a small English, Scots-Irish and Welsh hamlet grew along two old Indian trails and the fall line where the Christina and White Clay Creeks turn sharply eastward toward the Delaware River. The area soon began to serve travelers moving between Chesapeake Bay, Virginia and Maryland and colonial Philadelphia. In addition, the streams flowed with sufficient velocity to power the grist and saw mills that soon were located on their banks. Rich soil meant that wheat, corn and vegetables were plentiful, and the available ore from nearby Iron Hill fed the forges of a small country iron works. Soon a tannery and brick yard were added to the village. By 1758, the bustling local market and country crossroads received recognition in the form of a Charter from King George II and Newark was officially born.

While the village's history soon followed the typical late 18th and early 19th century middle Atlantic development pattern of agriculturally based trade, coupled with steam and water powered industry, Newark departed from tradition as its primary impetuous for future growth came from the evolution of a local private academy into the City's largest landowner -- the University of Delaware.

In 1765 a small preparatory and grammar school moved from New London, Pennsylvania to Newark. The school, renamed the Newark Academy, flourished during the years prior to the American Revolution -- Newark was described at the time as a, "suitable and healthy village, not too rich or luxurious, where real learning might be obtained." During the war, the Academy was closed and its funds seized by the British.

Following the Revolution the Academy and the town grew slowly. In 1833 the State of Delaware -- recognizing the need for local higher education -- granted a Charter to a new institution in the town, Newark College, later renamed Delaware College. The next year, the College merged with the Academy and shortly thereafter the grammar and preparatory portion of the school was closed. The college itself shut its doors in 1858 as a result of a student fracas and the run-up to the Civil War. When Delaware College reopened in 1870 it was a land grant institution assisted with Federal funds. In 1914, a Women's College physically adjacent and linked administratively to the male school began operations. The two institutions were not formally combined until 1944. Prior to that, in 1921, the male college received a revised State Charter and a new name -- the University of Delaware. In the meantime, the village of Newark had become a small city around the college and local crossroads market.

In 1837, the Philadelphia, Wilmington and Baltimore railroads -- today's Northeast Corridor CONRAIL/AMTRAK line -- linked Newark to points north and west. Industrial concerns like the Curtis Paper Company, reestablished in 1848 from the older Meeter Paper Company, Continental Fiber (1896) and National Vulcanized Fibre (1924) helped diversify the local economy. In 1855, the town's first bank was established. The Baltimore and Ohio Railroad -- the predecessor of the modern CSX system, came in 1886 and provided additional passenger and freight rail service to Philadelphia and points west and south. The town's population grew rapidly through the 1920's and a substantial retail market developed in conjunction with University and industrial expansion.

While the Great Depression slowed economic growth, the pace of industrial and commercial development increased dramatically during World War II and the subsequent Korean conflict. For example, several duPont facilities opened in the 1940's and, in 1951, the Chrysler Corporation constructed its Newark Assembly Plant. Coinciding with the arrival of Chrysler, the State of Delaware granted the City a new Charter that doubled the City size. Before the City Charter change, Newark had encompassed an area roughly bounded by the White Clay Creek and what is now the University's north campus on the north; the Newark Country Club and the approximate location of Old Barksdale and Beverly Roads on the west; the Pennsylvania Railroad on the south; and the present site of Library Avenue on the east. The new 1951 Charter resulted in the basic outline of the Newark we know today; our northern boundaries were expanded to include Fairfield and Fairfield Crest, the Paper Mill Apartments, and Kirkwood Highway to the Windy Hills Bridge. Brookside became Newark's eastern boundary, Chestnut Hill Road the southern, and the Christina Creek marked Newark's western limits.

In 1965, the State of Delaware granted the current Charter to Newark, significantly strengthening the Council-Manager form of government. In that decade and earlier, in the 1950's, Newark's development pattern closely followed the post war national economic boom. For Newark this meant that the population increased from just over 11,000 in 1960 to almost 21,000 in 1970. These newer residential tracts still provide excellent housing for our citizens and expanded the City's boundaries to include subdivisions like Arbour Park, Westfield, Williamsburg Village, Elan, and Paper Mill Farms. In addition during the same time period, the Diamond State Industrial Park was annexed providing the present home for DuPont, Rohm and Haas and other nationally known firms.

In the 1970's and early 1980's as the national and regional economy suffered from oil price shocks, Newark's growth also stabilized. In the latter part of the 1980's, however, the City's pace of development quickened with the completion of the Stafford and Barksdale Estates communities, the approval of the new Sandy Brae industrial park, and the annexation and subdivision approval of the Christianstead and West Branch residential communities. Other important late 1980's changes involve the City's first sustained initiatives to upgrade and improve downtown including the issuance and adoption of the City's Downtown Economic Development Plan, the related first of many annual Newark Nites, the development of the downtown parking waiver system, and the active encouragement of mixed commercial/residential uses on Main Street.

Also in the late 1980's, in response to continued growth in the University's enrollment coupled with a deficiency of on-campus housing, the City began to face increasing problems with students living in traditional single family owner-occupant neighborhoods. As a result, the City adopted a series of ordinances and regulations intended to limit the increase in rentals of single family type housing for students; increased rental fees; and developed regulations intended to help limit, insofar as possible, impacts from the "conflict of life styles," between students living off-campus and longtime nonstudent residents. Apartment projects, also intended to help relieve the off-campus housing pressure on Newark's traditional and central city residential neighborhoods were approved on Elkton Road and downtown.

The early 1990's saw continued City efforts to improve Main Street, especially with the issuance of the Downtown Streets Tree and Sidewalk Program report by the Planning and Development Department and the subsequent installation of new downtown street trees and the brick sidewalk treatments that, to this day, help define Main Street as a distinctive place for shopping and dining. In addition, the City adopted a tax incentive program to encourage the adaptive reuse of historic buildings and a downtown façade improvement program.

In the meantime, in response to continued growth in the Newark region, City Council requested and the Newark voters approved by an overwhelming margin, a bond issue for open space land acquisition. As a result beginning in 1993, the City began the purchase of several large tracts of land throughout Newark for active and passive open space. Development projects approved and completed in the mid-1990's included the White Chapel Village adult cottages and assisted living facility off Marrows Road; the Hunt and Woods at Louviers large lot single family developments at Paper Mill and Possum Park Roads; the Yorkshire Woods single family homes developments; the Paper Mill Falls adult community on Old Paper Mill Road, and the Southridge adult community off West Chestnut Hill Road.

The mid-1990's also saw considerable commercial and industrial development as the local and national economy began to improve. These projects included the Interstate Business Park on Elkton Road adjacent to the Maryland State line; the Marrows Road Sports Complex, including the "Pond" ice arena; the Traders Alley subdivision that is now the home for the original Iron Hill Inn Restaurant; the Main Street Galleria project, reflecting increased investment in our reviving downtown; the Astra Plaza Main Street project at Main Street and South Chapel, with commercial uses on the first floor and upper floor apartments that represented the "cutting edge," in national downtown redevelopment planning; the redevelopment of the old Newark Farm and Home site for commercial and upper floor apartments; and, finally, the decade culminated with approval of the

Mill at White Clay project that called for the redevelopment of the historic “NVF” site for a restaurant, commercial uses, office space, and residences. This outstanding example of adaptive reuse of historic old mill buildings was featured in an article in the Sunday New York Times (November 11, 2001).

The late 1990’s culminated with the City’s renewed commitment to downtown through the selection of the HyettPalma Consultants to perform a downtown market analysis that resulted in the **Downtown Newark Economic Enhancement Strategy** which is discussed in detail in **CHAPTER II**. As part of the HyettPalma Study, the City, under the supervision of the Planning and Development Department, assumed responsibilities of the Newark Parking Authority and the Newark Business Association, in 1998.

In the meantime, as also noted in **CHAPTER II**, the Newark reservoir site acquisition, design, and construction began in 1998 and facility was completed in 2006.

The dawn of the new millennium began with the City’s approval of the renovation and restoration of the historic Deer Park Restaurant and Tavern. This project, designed in full compliance with the City’s recently adopted Historic Preservation Ordinance, helped anchor the extreme western end of our thriving Main Street. At the same time, the Planning and Development Department began aggressively to improve existing parking with new automated equipment, the purchase and development of a new monthly parking lot (#5), as well as the relocation of the Downtown Parking Office into the Main Street Galleria. Beyond that, as part of the growing list of downtown projects, the Department also spent considerable time on the CSX Bridge Mural fundraising and painting project. At the same time the City initiated the planning for and construction of the James F. Hall Bike Trail.

Major development projects in the early years of the first decade of the new millennium included the under construction Fountainview adult community, the now opened Newark Charter School, and the redevelopment of the Stone Balloon site. Regarding the latter project, as a result of the owner’s application and the City’s approval, one of the Newark’s most well known entertainment venues – the Stone Balloon Tavern and Night Club – closed its doors for the last time and construction began on the City’s first major downtown “upscale” condominium apartment project – the Washington House. Panera Bread came to Main Street during this time period, as well, underscoring the continued growth of the downtown economy. On the other hand, the 2007 announcement of the proposed 2009 closing of the Chrysler auto assembly plant, a mainstay of the regional and state economy since the early 1950’s, meant that Newark would have new challenges in the future that call for the kinds of careful and pragmatic planning that have been the hallmark’s of the City’s successes in the past.

So, while the little hamlet between the creeks became a bustling small City, Newark fortunately retained its college town charm and industrial and commercial diversity. The constant in our history has been change -- change tempered by the reality of Newark's geography, natural environment, population, and economy, and change guided to produce the City we all enjoy today.

Historical Buildings

The buildings and properties listed below have been designated as historic, based on the Planning and Development Department's 1980 Multiple Resource Nomination to the U.S. Department of Interior's National Register of Historic Places -- as noted above in **Chapter II** under **Historic Preservation** -- and through previous individual nominations. By virtue of their listing on the National Register these properties received a measure of protection under the National Historic Preservation Act of 1966. They may qualify for Federal matching grants-in-aid for preservation, rehabilitation, acquisition and development, depending upon funds availability. In addition, currently the U.S. Tax Code encourages the preservation of historic structures by allowing favorable tax treatment for rehabilitation. Listing also means that federally funded or licensed projects that may impact these buildings must take into account the historic nature of the sites involved.

As also noted above under **Historic Preservation**, the City in 1995 and 1996 adopted a detailed and comprehensive series of **Building Code** amendments that provided specific protections for Newark's historic properties, along with tax incentives for historic preservation. This Historic Preservation ordinance requires Planning Commission approval for any changes to buildings listed as historic by the City if the changes impact more than 50 per cent of an exterior architectural facade. The ordinance also includes important provisions designed to prevent "demolition by neglect." Beyond that, because of the design and placement in the **Municipal Code** of the City's ordinance its provisions apply to the numerous University of Delaware National Register properties.

The current list of City historic properties is shown on **Table Two**:

City of Newark
Table Two: Historic Properties in the City of Newark

1. Newark School District Building
43 East Main Street
2. Memorial Hall
South College Avenue
3. St. Thomas Episcopal Church
21 Elkton Road
4. Old First Presbyterian Church
West Main Street
5. St. John the Baptist Roman Catholic Church
200 East Main Street
6. Blue Hen Farm
505 Stamford Drive
7. Anderson House
58 West Park Place
8. Bell Farmhouse
401 Nottingham Road
9. Edward R. Wilson House
521 South College Avenue
10. Belmont Hall
203 West Main Street
11. Meteer Store House
325 Paper Mill Road
12. Curtis Paper Mill Workers' Houses
Curtis Lane
13. Curtis Mansion
189 West Main Street
14. Wright House
47 Kent Way
15. John Evans House
West Main Street at North College Avenue
16. George Evans House
5 West Main Street
17. Baily House
166 West Main Street
18. 140 West Main Street
19. Bank of Newark Building
102 East Main Street
20. Deer Park Hotel
108 West Main Street
21. Exchange Building
154-158 East Main Street
22. Newark Opera House
95 East Main Street

23. Green Mansion
94-96 East Main Street
24. Rhodes Pharmacy
36 East Main Street
25. Wilmington Trust Company
82 East Main Street
26. 34 Choate Street
27. 28-34 1/2 Academy Street
28. Newark Passenger Railroad Station
South College Avenue
29. Chambers House
196 South College Avenue
30. Aetna Hose, Hook & Ladder Company
Fire Station No. 1
26 Academy Street
31. Aetna Hose, Hook & Ladder Company
Fire Station No. 2
31 Academy Street
32. Delaware College Historic District
Northeast Corner of Main Street & North College Avenue
Old College
Recitation Hall
Recitation Annex
Mechanical Hall
Elliott Hall
Alumni Hall (Purnell Hall)
33. Newark Academy Building & Academy Square
Main & Academy Streets
34. Andrew Fisher House
725 Art Lane
35. Phillips Mill property
Nottingham Road
36. Andrew Kerr House
812 Elkton Road

The Setting

Newark's geographic location and geology provides the physical setting for our community's growth and development. Newark is located within the northeast corridor that includes major metropolitan areas along the eastern seaboard, stretching from New England to suburban Virginia, south of Washington, D.C. On the local level, the City is part of the Delaware River Valley at the western end of New Castle County's primary development core running from Wilmington along Kirkwood Highway to the Maryland boundary.

Newark lies within two geological provinces -- the Appalachian Piedmont and the Atlantic coastal plain. The two regions are divided along a "fall line" -- the regions where streams pass from rocky upland to the sandy and softer plain, often marked by rapids or waterfalls, hence the name. Because of this availability of waterpower, cities have developed along the fall line. In this way, Newark's heritage is linked with other eastern cities like Philadelphia; Baltimore; Washington; Richmond; Trenton; Columbia, South Carolina; and nearby Wilmington. In Delaware, the fall line runs from Wilmington to Newark roughly along the route of the Northeast Corridor railroad (CONRAIL/AMTRAK) right-of-way and through Newark to the Maryland line along Cleveland Avenue and the CSX Railroad right-of-way.

The Appalachian Piedmont is a region of gentle rolling hills between the Appalachian Mountains and the coastal plain that reaches from the New York/New Jersey state line to Alabama. This area in Newark includes the upper portions of the White Clay and Christina Creek stream valleys with elevations ranging from about 100 to 260 feet above sea level. The rolling hills north of the City along State Route 896 and Paper Mill Road best exemplify the Piedmont land form. Slopes ranging from 3% to 15%, suitable for most development, predominate in this geological region north of the fall line. Soils in this area tend to be well drained and moderately fertile; obstacles to development tend to be related to high soil erodibility in the more steeply sloped sections.

The Atlantic Coastal Plain is the principal land form for most of Delaware, including the central and eastern portions of Newark. The coastal plain is relatively level with average elevations less than 100 feet above sea level. Slopes in this area range from 0 to 3% and, coupled with the local soil's conditions, is generally suitable for all types of development. The Christina and White Clay Creeks provide the City with its major drainage systems. The White Clay Creek stream valley is the termination of drainage basins running from Pennsylvania and Maryland to the Christina River near Newport. The Christina Creek also flows eastward eventually ending at the Brandywine River just before the Brandywine reaches the Delaware River. The associated floodplains of the White Clay and Christina Creeks contain wet soils and fall within the City's strictly regulated Open Floodway zoning district. Development in this area is severely limited -- restricted primarily to recreational and agricultural uses. While the White Clay stream valley is considerably larger than that of the Christina in Newark, both creeks provide attractive, tranquil and thickly forested greenways running through the northern and southern sections of the community.

In terms of climate, Newark is noted for warm summers and mild winters. The City's January average daily temperatures range from lows of 24 to 26 degrees to highs of 40 degrees to 42 degrees. Average summer daily temperatures range from lows of 64 degrees to 66 degrees, to highs of 86 degrees to 88. Total precipitation for the Newark area averages 45 inches per year.

A comparison of aerial photos from the past with those taken much more recently, show the evolution of Newark from a very small community centered along Main Street and South College Avenues, and physically dominated by surrounding farmland, to a much more varied landscape with larger commercial areas, industrial sites, suburban tracts with much more extensive wooded areas in lands previously utilized for agriculture. Beyond that, the Newark reservoir has now become a dominant physical feature on the City's landscape.

Existing Land Use Pattern

As we have seen, Newark's settlement pattern is rooted in our community's geology and history. Our streams turned mill wheels and our crossroads brought farmers to market and merchants with products to sell. Throughout Newark's history, Main Street has been our commercial core. The coming of the railroads in the 19th century and Chrysler auto assembly plant in the 20th pushed settlement to the south and west. Of course, in the meantime, the University of Delaware became our most predominant landowner, expanding along its original north/south spine – known as the mall for generations, and now, the green -- to include large tracts of central, southern, and northern Newark.

Today, our land use patterns can be described and generalized relatively simply: The northern section of the City from the University's north campus along New London Road to Barksdale Road is almost exclusively occupied by single family detached homes. The only major exceptions to this land use pattern are the Fairfield Shopping Center and adjoining Fairfield and Regency Square Apartments; the offices on the north side of Barksdale Road; several churches; the semi-detached units at Northgate Commons; the Newark Manor Nursing Home, the City's Wilson Community Center; recently approved townhouse apartments on New London Road; a condominium adult community at Phillips Mill on Nottingham Road and the Downes Elementary School. The Newark Country Club site also, apparently, will be developed with residential uses in the near future.

The developed lands between Barksdale and Elkton Road contain a mixture of single family homes; townhouses; light hi-tech industry (the Gore site) and office uses; a large number of garden apartments; parkland; the CSX railroad right-of-way, and along and on either side of Elkton Road, numerous small shops, businesses, restaurants, and the small Park-N-Shop shopping center. Recently approved mixed use commercial and apartment buildings are also located in this area on Elkton Road, between Apple Road and Delaware Avenue. University dormitories and the Aetna Fire Station are also found in this section of the City. Office buildings; newer apartment complexes; the large Suburban Plaza Shopping Center, with a Home Depot added to this site; and, finally, several small commercial buildings are located south of Casho Mill Road, on the west side of Elkton Road, reaching to the Maryland line. A large gap in the City boundary is occupied by the DuPont Company's Stine-Haskell facility between Suburban Plaza and the in-the-City properties across from Ott's Chapel Road, on Elkton Road.

Swinging further to the east between Elkton Road and South College and north of the AMTRAK/CONRAIL railroad right-of-way, the City contains primarily single family homes. The West Park School; apartments; additional University dormitories; several classroom buildings and a large University parking garage, primarily serving the new UD Center for the Arts; and some small light commercial uses are also found in this portion of Newark. The Chrysler Corporation facility stretches from the south of the railroad line to the Christina Parkway. Further to the south single family land uses predominate with some apartments and additional parkland. The Sandy Brae Industrial Park lies south of the Christina Creek and runs to Sandy Brae Road west of Anvil Park in New Castle County. The Interchange Industrial Park and Interstate Business Park light industrial facilities, and the Newark Charter School site are located on the east side of Elkton Road, between the Christina Parkway and the Maryland State line. The recently approved Village of

Twin Lakes adult community condominium garden apartments are located just north of the Interstate Business Park.

Auto oriented businesses and several attractive hotels and restaurants are found on either side of South College Avenue from the entrance to Chrysler to the John F. Kennedy Memorial Turnpike (I-95). East of South College Avenue and south of the University's Carpenter Sports Center and football stadium site, and east of the commercial facilities on S. College Avenue, the development pattern includes single family homes; townhouses; and the Diamond State Industrial Park.

Moving toward the central portion of the City between Delaware Avenue and the CONRAIL/AMTRAK railroad right-of-way and east of South College Avenue, single family homes -- many of them student rentals -- and small apartment complexes are the major residential land uses; with the mall (the green) and related University property as the predominant land use. Several small offices; churches; and other University classroom and research facilities are also found on and near Delaware Avenue. Single family type homes; small businesses and offices; additional University property; the University Courtyard "private dormitory;" other student oriented apartment complexes; and older row and small single family rental houses are all found along either side of South Chapel Street between Delaware Avenue and the railroad. Further to the east, University farmland is the principal land use; along with the Newark High School property; the White Chapel and Marrows Court townhouse developments; the Newark Senior Center: several adult communities -- Fountainview and Whitechapel Village; and the College Square shopping center. Ogletown Road between Library Avenue and Marrows Road contains the United States Post Office; the Floyd I. Hudson State Service Center; and a restaurant. The north side of the road in this vicinity includes commercial uses and another fire station. Several additional commercial uses are found east of Marrows Road to the City boundary.

The lands north of the CSX railroad and east of Capital Trail (Route 2) are almost exclusively occupied by single family homes and two small City parks. Single family homes and several small offices are found on either side of Capital Trail running to the City boundary at the Windy Hills Bridge. Further to the west along Cleveland Avenue the predominant land uses is auto oriented commercial, ending at Chapel Street. But the area also includes the under Federal government consideration for demolition and relocation Newark Housing Authority family unit residential properties. Several small single family and attached type homes are found northeast of the Cleveland Avenue/Chapel Street intersection with the Mill at White Clay adaptively reused industrial site containing a mixture of commercial and office uses and apartments to the north along White Clay Creek. Additional single family housing and an adult townhouse community are located further to the north along Old Paper Mill Road. Of course, the Newark Reservoir and associated parkland is also located on Old Paper Mill Road. Single family detached and attached homes, apartments and the City-owned old Curtis Paper Company property are found on either side of Paper Mill Road north to Coverdale Park. This old mill is was recently demolished and the iconic symbol of the paper company, its smoke stack preserved.

A mixture of single family, townhouses, small apartments, and several small commercial uses are found in the portion of the City between Paper Mill and New London Roads, north of the

CSX railroad right-of-way. The scenic and protected White Clay Creek stream valley and the University North Campus are found to the north of the homes in this area.

Finally, the central and oldest section of the City, between Delaware Avenue and the CSX railroad right--of-way, and between the Elkton Road/Main Street intersection and Library Avenue, contains shops, businesses, offices, and restaurants, and the Newark Shopping Center. The George Read Village single family detached and attached homes and another Newark Housing Authority property are also found at the east end of this area, south of Main Street. Other homes and apartments are located in this downtown area, including the Main Towers facility on the north side of East Main Street; along Academy and Haines Street; above stores on Main Street; and north along South Chapel, Choate and Center Streets. The properties along Main Street running from about Chapel Street to South College Avenue provide a mixture of uses and architectural designs that continue to give Newark the atmosphere and feel of a bustling college town.

Population Trends

Past Trends

When Newark received one of its early charters from the State of Delaware in 1852, the town was estimated to contain 700 inhabitants. During the latter half of the nineteenth century, our small village grew at a relatively leisurely pace, influenced primarily by the coming of the railroads and industry. By 1900, the population in Newark had nearly doubled. During the ensuing 50 years, from 1900 to 1950, the City population quadrupled, reaching 6,731 persons. These decades of growth were marked by considerable variations in population change largely as a result of the impact of additional industrialization and the development of the City as a center of trade. And when the pace of industrial growth slowed as, for example, during the Great Depression of the 1930's, the City's population grew at a correspondingly slower rate. Typical of many smaller cities during economically difficult times, a slowing of the growth rate was brought about by a decrease in the birth rate and an increase in migration from the community.

Following the economic slump of the 1930's and the end of World War II, Newark's population resumed a more rapid rate of growth. For example, between 1960 and 1970, Newark's population increased 82% (more than three times that of New Castle County during the same time period) -- by far the highest ever recorded for the City. The second highest decade of population growth (69.4%) occurred between 1950 and 1960. This trend is attributed to regional development pressures, related to a rapidly expanding suburban industrial base; the further development of the City as a center of western New Castle County trade; and the significant increase in University of Delaware enrollment. The severe recessions of the 1970's and early 1980's, associated primarily with the increases in the cost of oil, slowed Newark's post-World War II population boom. More recently, the City rate of increase in population has followed the relatively slow growth that began in the 1980's.

As **Table Three** implies the ebb and flow of Newark's population since the Civil War, can in general be linked to changes in the national economy. While this should not be construed to mean that local and regional events do not matter, the obvious impact of macroeconomic

conditions on Newark's historic rates of growth underscores the inherent limitations on local efforts to overcome market and demographic forces beyond the City's control.

Age Characteristics

The examination of population by specific age groups is important (see **Table Four**) in order to determine the kinds of housing and community services needed in Newark. The important trends discerned from an analysis of this data are:

1. The age group birth - 4, after declining significantly in the 1990's ((-13%), experienced a slow rate of increase during the current decade (4%). Note that 37.7 % of the total 2008 City population is age 20 - 34, the childbearing cohort.
2. The group comprised of school age children (5 - 19) experienced some net change during the 1990 - 2008 period (17%). These increases, of course, are of particular importance to our local school administrators.
3. The third significant trend in Newark age composition concerns the older segment of the population. The number of persons age 55 and older doubled between 1990 and today (100%). Nationwide advances in public health services, medical research and treatment, and a rising standard of living, have all contributed to lengthening the lives of the population. Indeed, the oldest segment of the population (persons 75+) is growing at a rapid rate (51% increase from 1990-2008). It is important for planning purposes to recognize this growth because Newarkers over 75 often develop debilitating conditions associated with age which affect the ability to carry out the activities of daily living. The continued growth of the older population has direct implication in terms of the type of housing and community facilities needed in the future.*

*Action Item Commentary:

In terms of housing and community facilities for older Newarkers, the City should continue to consider rezoning and redevelopment of areas appropriate for the AC (Adult Community) zoning category. In addition, as part of this process, the need for affordable housing and adult community rental housing should be incorporated into the review of such projects. Beyond that, social service, entertainment, medical, transportation and related facilities to serve older Newarkers should be fostered and encouraged by the City, insofar as possible. In the latter category, the City should work with the University of Delaware to encourage the establishment of a Newark branch of the University's Academy of Life Long Learning, now located in Wilmington. A good example of the City's previous and successful approach here has been the City's efforts to encourage adult community housing in the vicinity of the Newark Senior Center on White Chapel Drive.

4. The "baby boomers" age category (45 - 64), not surprisingly, is our population cohort that is growing most rapidly. The growth in this age category, on the other hand, is noteworthy for planning and economic development purposes when considering that Newark is considered a "university town."

Racial Composition

Of the total Newark population in 1950, 6,263 persons or 93.1% were reported by the U.S. Bureau of Census to be white, while 468 or 6.9% of the population were nonwhites. In 1960, although the actual number of persons had increased, the percentage of white and nonwhite populations remained virtually unchanged. (See **Table Five**). These percentages continued with little change through the 1970's. The decades since then, however, show the first significant post World War II increases in non-white population, with the white population category declining from 93.2 to 87.3% of the total population by 2000. While more recent numbers are not available, we believe this trend has continued.

Gender

As indicated in **Table Six** in 1950 males outnumbered females at a rate of 1.1 to 1. Between 1950 and 1960, the male population decreased by 2.5 percent, while females increased by 5.5 percent, resulting in an approximately even distribution. This distribution remained relatively constant until the late 1960's/early 1970's when there was a substantial shift in distribution. By 1980 there were 1.1 females for every male. This distribution remained relatively constant since that time. **Table Seven** provides estimates of sex distribution by age.

University Population

The University of Delaware is an integral part of Newark's economic, social and population profile. One key, and often confused aspect of the University's demographic role in the community, is directly linked to the matter of student population. That is, the students living within Newark boundaries, on-campus or off, have been for some time been included in the U.S. Census population counts, as well as those of the Delaware Population Consortium as Newark residents.

According to the best information available, in 1950, the University student body living in Newark was estimated at representing approximately 29.5% of the population which, in 1960, dropped to 24.4%. This decrease apparently occurred as a result of the City's rapid growth – including annexations – which occurred during the 1950-1960 decade. While fulltime University undergraduate enrollment remained as low as 6,500 in 1968 by 1970, with its jump to 9,000, and the further increase to 12,577 in 1974, the relatively stable proportion of University student body living in Newark began to change dramatically. In the meantime, as more students sought housing off-campus in response to the lack of available dormitory space, it became more difficult to accurately measure student off-campus housing in Newark because in many instances University records did not show correct local addresses. In any case, as **Table Eight** illustrates, the total number of undergraduates at the University as a percentage of Newark population increased dramatically between 1970 and 1990 and has remained high ever since. Note, as well, that these figures do not include the approximately 2,500 current full time University graduate students who, by and large, live off-campus.

As a result of the size of the University population, the City faces unusual planning and development issues. As a University community, Newark has had to respond to the impact of off-

campus student housing on the local rental market and the related problems of late night noise and disorderly conduct typically associated with off-campus living. Off-campus housed students -- especially downtown -- and the daily influx of University faculty and staff commuters -- also impact off and on-street parking throughout the City. Downtown parking demands, as well as neighborhood residential on-street parking restrictions near campus are obvious (and on-going) town/gown relationship issues. Beyond that, hourly class changes generate significant non-“peak hour” automobile traffic flows on roadways serving the University, and University special events (football games, graduation) severely tax the local transportation system. On the other hand, the University student population, faculty and staff provide a ready market for local businesses, not to mention employment for many Newarkers. Finally, the University expansion has obvious and direct impacts on the City’s land use development patterns, utilities and tax base. In this regard, as best as we can determine, University total enrollment will continue to rise, albeit at a slower rate than it grew in the early 1970’s.

Growth Estimates for the Future

Newark population projections for the years 2008-2030 (see **Table Nine**) are provided by the Delaware Population Consortium. Organized in 1975 as a federation of local data users, the Consortium produces a set of Delaware population projections for the counties and incorporated areas. These projections are based on assumptions of birth, death and migration rates. The accuracy of the projections, of course, is dependent upon the soundness of the assumptions used to develop them.

The importance of accurate assumptions is demonstrated when examining the original population estimates from the 1969 **Comprehensive Development Plan**. Based on assumptions that apparently made sense at the time, the consultant developers of that **Plan** estimated that Newark’s 1985 population would be 35,000 (excluding University of Delaware students; including University students, the old **Plan**’s 1985 City population projection would have been about 47,500 people!!). As it turned out, Newark’s population in that year, including University students, was 25,515, clearly much less than had been projected. This means, therefore, that population projections are, at best, educated guesses about the future.

Our present projections, based on the assumption that current demographics and employment trends will continue, call for a continuation of a very slow rate of growth. In other words, this **Plan** reflects a comprehensive planning policy of designating most of the City’s existing single family neighborhoods for low density land use. Higher densities continue to be shown at the areas with existing apartment complexes. The Population Consortium indicates that Newark will increase by only 1,614 persons over the next twenty years, and the land use recommendations in **Chapter IV** reflect that trend. We assume – but obviously cannot guarantee – that the projections are reasonably accurate. We also should also remember that these projections do not take into account any substantial annexations by the City in the future.

Table Three
City of Newark
TOTAL POPULATION CHANGES
1860 – 2008

CENSUS YEAR	POPULATION	NUMERICAL CHANGE	PERCENT CHANGE	NATIONAL EVENTS
1860	787			
1870	915	128	16.3%	
1880	1148	233	25.5%	Post Civil War Period
1890	1191	43	3.7%	Recovery/ Industrialization
1900	1213	22	1.8%	Depression of 1893
1910	1913	700	57.7%	Panic of 1907
1920	2183	270	14.1%	World War I
1930	3899	1716	78.6%	Depression 1920-1921/ "New Era Boom"
1940	4502	603	15.5%	The Great Depression
1950	6731	2229	49.5%	World War II
1960	11404	4673	69.4%	Post War Expansion
1970	20757	9353	82.0%	The Go-Go Years
1980	25247	4490	21.6%	Oil Price Shocks
1990	26463	1216	4.8%	Recession/Recovery
2000	28547	2084	7.9%	Prosperity - Internet 'Bubble'
2008*	30375	1828	6.4%	Economic Doldrums

SOURCE: U.S. Census Bureau, Census of Population 1860 – 2000

*Delaware Population Consortium, October 23, 2007

Table Four
City of Newark
POPULATION CHANGE BY AGE GROUP

Age Group	1990	2000	% Change 1990-2000	2008 Estimates	% Change 2000 – 2008
0-4	3.9%	3.0%	-13%	2.9%	4%
5-19	27.0%	26.1%	10%	26.2%	7%
20-24	26.2%	27.1%	17%	27.4%	8%
25-34	11.2%	11.2%	13%	10.3%	-2%
35-44	9.9%	8.7%	-1%	7.4%	-10%
45-54	7.1%	9.0%	43%	9.8%	17%
55-64	6.1%	5.9%	11%	7.5%	34%
65-74	5.2%	4.6%	2%	4.4%	2%
75+	3.3%	4.5%	53%	4.1%	-2%
Total			7.3%		6%

SOURCE: U.S. Census Bureau, Census of Population 1990, 2000
 Delaware Population Consortium, October 23, 2007

**Table Five
City of Newark
RACIAL MIX
1950 – 2000**

	1950	1960	1970	1980	1990	2000
	Percent	Percent	Percent	Percent	Percent	Percent
White	93.1	93.2	94.8	93.2	90.7	87.3
Black	6.7	6.5	4.3	4.5	5.7	6.0
Other	0.2	0.3	0.9	2.3	3.9	6.8
% Hispanic Origin*	NA	NA	NA	NA	1.6	2.5

*Of any race (As a result, some 'totals' exceed 100%)

SOURCE: U.S. Census Bureau; Census of Population 1950, 1960, 1970, 1980, 1990, 2000

**Table Six
City of Newark
GENDER COMPOSITION
1950 - 2005**

Year	% Males	% Females
1950	52.1	47.9
1960	49.6	50.4
1970	49.3	50.7
1980	47.3	52.7
1990	47.2	52.8
2000	46.0	54.0
2008	46.6	53.4

SOURCE: U.S. Census Bureau; Census of Population 1950, 1960
1970, 1980, 1990,
2000
Delaware Population Consortium, October 23, 2007

**Table Seven
City of Newark
ESTIMATES OF GENDER BY AGE
2008**

Age	MALE	FEMALE	TOTAL
0-9	975	883	1858
10-19.	2857	4135	6992
20-29	4990	5191	10181
30-39	1175	1117	2292
40-49	1356	1360	2716
50-59	1315	1433	2748
60-69	817	952	1769
70-79	448	644	1092
80+	231	496	727
	14164	16211	30375

Delaware Population Consortium, October 23, 2007

Table Eight: UD ENROLLMENT AND NEWARK POPULATION

	1970	1995	2000	2005
UD Undergrads Newark Campus	9,000	14,668	15,463	15,498
Total City Population	20,757	27,777	29,037	30,009
UD Enrollment as % of City Population	43.4%	52.9%	53.3%	51.6%

Note: City always includes UD

City of Newark
Table Nine: POPULATION PROJECTIONS

<u>YEAR</u>	<u>POPULATION ESTIMATE</u>
2002	29098
2003	29354
2004	29620
2005	29895
2006	30051
2007	30210
2008	30376
2009	30554
2010	30738
2015	31066
2020	31119
2025	31612
2030	31971

Source: Delaware Population Consortium

Land Development and Zoning Acreage Patterns

Over the years, the Planning and Development Department has kept detailed records of the number of developed and undeveloped acres within the City's residential, commercial and industrial zoning districts. Keeping track of the changes in these zoning acreage patterns help the Planning Commission, Council and the community understand how much land is available for development in the future and, perhaps more importantly, helps to retain an appropriately balanced relationship amongst the various zoning categories. In this regard, for example, experts in land use utilization suggest that cities of Newark's type should have approximately 10% of its land area available for commercial uses. As **Table Ten** illustrates, the City currently has 9.8% of its total non-University acreage set aside for business and commercial use. Considerable industrial land is also on hand within the City limits and, in this regard, more land may become available with the proposed closing of the Chrysler (MI zoned) facility at the Christina Parkway and South College Avenue. Beyond that, when reviewing potential development of vacant residentially zoned land, the City should consider the project's contribution to the Newark's stock affordable housing. Finally, it is important to note, when examining these numbers, that City owned open space – including Open Floodway District zoned properties – are not included in the land development relationship analysis.

City of Newark
Table Ten: Land Development and Zoning Acreage Patterns*

<u>ZONING DISTRICT</u>	<u>UNDEV.</u>	<u>DEVELOPED</u>	<u>TOTAL ACRES IN ZONE</u>	<u>TOTAL ACRES IN CATEGORY</u>	<u>TOTAL % OF GRAND TOTAL</u>
MI (Industrial)	480.52	451.2312	931.7512		22.77%
MOR (mfg/office research)	54.43	65.9813	120.4113		2.94%
ML (light industrial)	0	0	0		
		Industrial Total		1052.16	25.71%
BC (general business)	40.3966	174.7962	215.1928		5.26%
BB (central business)	9.18	92.768	101.948		2.49%
BN (neighborhood shopping)	2.329	10.731	13.06		0.32%
BLR (office residential)	1.002	12.4405	13.4425		0.33%
BL (light business)	14.5714	31.044	45.6154		1.11%
		Business Total		389.259	9.51%
RH (single-family)	127.237	125.776	253.013		6.18%
RT (single-family)	16.43	387.3186	403.7486		9.86%
RS (single-family)	67.659	1126.7592	1194.418		29.18%
RD (single-family)	24.104	326.3456	350.4496		8.56%
RM (multi-family)	5.741	328.326	334.067		8.16%
RR (row house)	21.433	35.7902	57.2232		1.40%
AC (adult community)	21.66	12.7466	34.4066		0.84%
RA (high rise)	0	24.1247	24.1247		0.59%
		Residential Total		2651.45	64.49%
TOTAL ACRES	886.693	3206.1791	4092.872	4092.87	

*University land (968 acres in Newark), City open space, railroad property (139 acres in Newark), and other institutional acreage are not included.

Environmental Quality

Because our environment is defined as the sum of all external conditions and influences affecting life, preserving and protecting environmental quality is essential for the continued well being of our community. Therefore, our paramount concern in planning for future growth must be that such growth cannot be permitted to negatively impact our local and regional environment.

Our environmental quality program is outlined below:

Water Quality and Supply

Because clean and safe water is a basic requirement for public health now and in the future our water supply must be preserved and protected. The 1972 adoption of the Federal Water Protection Control Act Amendments (PL92-500) fostered this objective by requiring the “chemical, physical and biological integrity of the nation's waters.” As described in **Chapter II, Water**, the New Castle County Area wide Waste Treatment Program (now called the Water Resources Agency – WRA) originating from Section 208 of this Federal act, was charged with the responsibility for implementing the law’s provisions. Since then, as also noted above, the WRA has issued several reports describing in detail New Castle County's program of accessing water quality, developed new water quality assessment procedures, and issued **Water 2000** and **Water 2020**, which included plans for insuring adequate and safe water supplies in the future.

The State of Delaware Department of Natural Resources and Environmental Control (DNREC) operates Delaware's primary water quality monitoring program. DNREC laboratories operate a complete water quality related analytical program and participate in the United States Environmental Protection Agency's analytical quality assurance program. The laboratories are well equipped and use the latest available instrumentation and state of the art procedures. Other water samplings from our area streams and lakes are conducted periodically by the United States Geological Service (USGS) and the University of Delaware's Water Resources Center. The USGS monitors stream flow at 8 "full record" stations and 12 "partial record" stations at streams throughout New Castle County.

Water for the City of Newark is supplied by the South Well field Treatment Plant and the Newark Water Treatment Plant. The South Well field Treatment Plant removes iron and manganese from several wells that the City uses depending upon demand. The Newark Water Treatment Plant draws water from the White Clay Creek. During droughts and periods where the water quality in the creek is unsuitable for treatment, we draw from the Newark Reservoir. The reservoir holds approximately 318 million gallons and is designed to supply Newarkers water during a 90-day drought – the longest drought of record.

Average daily water usage in the City is approximately four million gallons per day (mgd). Our maximum daily production is approximately 6 mgd. A 2008 project at the Newark Water Treatment Plant will bring the total capacity of that plant to 5 mgd. When this project is completed, the total system capacity including the south well field and backup wells in the layer tract provide a total production capacity in excess of 8.5 mgd – well above current daily usage.

The City manages more than 170 miles of water mains throughout the community and surrounding service area. Flow and pressure in the City is good with few exceptions. While water availability for future development is clearly adequate, in some cases new projects may require system improvements to convey water to the site. Developers, of course, are responsible for all improvements associated with and made necessary by their project.

At the local level, the City of Newark Water and Waste Water Department continuously monitors our water supply lines and water quality. Moreover, our City regulations prohibit the discharge into Newark's sanitary sewers of harmful and toxic liquids, vapors, and materials. Heavy metal concentration is also specifically limited by ordinance; pretreatment standards and facilities are also specified. In addition, septic systems are not permitted in the City. Newark's Subdivision and Development Regulations also include strict erosion and sediment control standards that are designed to minimize land disturbance, runoff, and erosion during construction. Uncontrolled runoff and erosion can have obvious and direct negative impacts on our creeks and streams. The Subdivision and Development Regulations also include specific standards to insure that new developments have properly designed and installed water systems and sanitary sewer systems that will not result in discharges into our streams. The Water and Waste Water Department also monitors new development proposals in terms of their impact on our water supply aquifers located in the southeastern portion of the City, based on Newark's Water Resources Area Protection Regulations, adopted in 1991. In addition, the Department reviews development proposals to assure compliance with all the applicable provisions of Delaware Code, Title 7, Part VI, Conservation Natural Resources, Chapter 60, Environmental Control, subChapter VI, Source Water Protection, which is incorporated in this Plan by reference. All of these measures taken together have direct benefits for our water supply system and the water quality of our local streams. This water quality, in addition to its obvious importance in terms of municipal water supply, also is crucial for the protection of stream habitat for fish and wildlife. Finally, because of the direct correlation between impervious cover and protecting our watershed's water quality, the City will consider in the future expanding Newark's current impervious cover limitations.*

***Action Item Commentary:**

Regarding impervious cover limitations, wetlands, riparian buffers, and rare species and wildlife habitat (the latter three items appear below), the Planning and Development Department has worked and will continue to work with the White Clay Creek, National Wild and Scenic River's Watershed Management Committee and DNREC regarding their suggestions and recommendations for revised impervious cover limitations; protecting wetlands; expanding riparian buffers along the City's rivers and creeks; and safeguarding wildlife habitats. Based on eventual recommendations from the Planning & Development Department and the Conservation Advisory Commission, ordinances may be forwarded to the Planning Commission and City Council for eventual review and adoption.

Wetlands*

The City's Subdivision and Development Regulations include specific wetlands delineations and wetlands reporting requirements for subdivision and development review in the City. In addition, regulatory protection of wetlands is mandated under Section 404 provisions of

the Federal Clean Water Act. Certain other wetlands, such as tidally – influence wetlands and wetlands associated with streams, and ditches, are accorded additional regulatory protection under Title 7, Chapter 66 and Title 7, Chapter 72 provisions of the State of Delaware’s Code, respectively. Compliance with these statutes may require a U.S. Army Corp of Engineer’s approved field wetlands delineation and/or official DNREC wetlands jurisdictional determination.

Wastewater

The City operates a wastewater collection system that conveys sewage to the New Castle County interceptors located at city limits. Sewage is treated at a regional wastewater treatment plant located in the City of Wilmington. Under our agreement with New Castle County – which transmits sewage to Wilmington -- City sewage is regulated for quality. The majority of our local sewer lines are capable of conveying additional flow. Generally infill developments in older sections of the City may require system improvements to adequately convey wastewater generated by the development if it is significantly more than the previous use.

Air Quality

The monitoring of air quality in Delaware is the responsibility of DNREC and the EPA. WILMAPCO, our region's metropolitan planning organization, also plays a role in air quality planning through the review and adoption of short run transportation improvement projects and long range regional transportation planning, which include measures designed to limit deterioration in our region's air quality associated with auto emissions. Delaware Code Title 7, Part VII, Chapter 60, Conservation Natural Resources, gives DNREC the responsibility for protecting the "air resources" of the State through programs designed to control air pollution and the responsibility to cooperate with Federal, interstate and local agencies in the appropriate utilization of our air resources.

Permits for emissions into the atmosphere are reviewed for compliance with State and Federal regulations through the DNREC. The Delaware Code also includes provisions for penalties for excessive atmospheric emissions, establishes a review board for appeals of the Department's permit denials, and establishes rules and regulations for the purposes of controlling air pollution and for developing state-wide air resources management plans. Delaware Code Title 7, Chapter 67, provides standards and procedures for control of one of the most significant sources of air pollution -- motor vehicle emissions. This Chapter provides for emission's testing at the State Division of Motor Vehicle's facilities, sets emissions standards, and includes penalties for violations of these standards. Our State standards are consistent with the Federal Clean Air Act Amendments of 1990.

Stream Valley Protection and Preservation

The City Zoning Code, Floodplains and Lands Adjoining Floodplains, ordinance provides Newark's first line of defense protecting the fragile beauty and environmental resource of the White Clay and Christina Creeks. This ordinance specifies that all land within the Open Floodway District (OFD) – areas defined by the United States Army Corps of Engineers as being subject to inundation by floods having an average frequency of occurrence of once in 100 years -- are limited

to agriculture, recreational and open space uses and, with a Council granted Special Use Permit, are available for municipal utilities, bridges, and roads and parking areas with permeable surfaces. These Special Use Permit required uses are further regulated, however, by a series of factors that must be considered before City Council can grant such approvals. Most important, since the 1972 adoption of these regulations, no above ground development has occurred in the floodplains of the White Clay and Christina Creeks. This has prevented any homes or commercial development in potentially hazardous areas susceptible to flooding and has contributed to significant public land donation through the approval of subdivisions adjacent to (but not in) the OFD.

Beyond that, the City Floodplain ordinance also includes provisions for the protection of the lands immediately adjoining the OFD, known as the "Floodway Fringe" in Newark and defined as that area determined by the United States Army Corps of Engineers as being subject to flooding under the most severe combination of meteorological and hydrological conditions (the 500 year or .2% chance of occurrence in any one year). The ordinance stipulates that development in the Floodway Fringe cannot begin without the Planning Director and Director of Public Works determining that such development will not have a negative impact on the adjoining floodplain. In these circumstances, the City requires that the lowest floor elevation of the building involved must be 1.5 feet above the elevation of the adjoining Open Floodway District.

The City's aggressive pursuit of stream valley land donations has been a major factor in our floodplain protection program. Requiring developers to dedicate their stream valley property in exchange for development approval has helped insure the preservation of these scenic and environmentally sensitive lands for public enjoyment in perpetuity. Moreover, the City has also acquired and preserved portions of the White Clay and Christina Creek floodplains through direct purchase. Thus through land donation and purchase and strict 100 year floodplain regulation, the City continues to meet its long term goal of protecting our major streams and, at the same time, provide natural greenways running through the heart of our community.

Based on the nature and success of the City's program of floodplain protection and land acquisition, coupled with the City's stormwater management and floodplain public information programs, Newark has qualified for participation in the Federal Emergency Management Agency's (FEMA) Community Rating System (CRS) program. The City's "CRS" rating of Class 7 is the highest in Delaware and, as result, owners of property in the floodplain receive substantial discounts on their flood insurance premiums. The City's CRS program participation is recertified by FEMA on an annual basis. As part of the City's CRS program requirements and its general participation in FEMA sponsored floodplain regulation, the City periodically updates its floodplain regulations to insure they meet the latest national standards and specifications.

In the future, as discussed by the City's Conservation Advisory Commission and City Staff from time to time, Newark may consider adding a riparian buffer and/or reforestation requirement for stream corridors, coupled with incentives to encourage landowners to restore vegetation where clearing has previously occurred.*

Aesthetics

The City has variety of regulatory tools and programs that are designed to help improve Newark's overall physical attractiveness. These include a detailed landscape ordinance that provides for the preservation of large existing trees within proposed subdivisions; street trees along new residential subdivision roadways; substantial screening separating residential from commercial properties; landscaping between businesses and along business frontages; landscaping on the perimeters of parking areas and landscaped islands with trees within the parking area; and maintenance of landscaping once installed. In addition, the City's award-winning beautification plan and the Parks and Recreation operated on-going road median and traffic islands beautification program have dramatically changed our main arteries for the better. Our once barren and unsightly State highways and intersections now are attractive gateways to Newark. These oases of green and bursts of flowers in season help make visiting and living in Newark a visual treat for newcomers and, because the program is so successful and has become such a normal part of our Newark "landscape" it has at times been taken for granted.

The City's sign regulations, adopted in 1976 by City Council upon recommendation from the Planning Commission, also help to improve how Newark looks. These regulations, which have been streamlined and modernized from time to time since then, include sign definitions; prohibit specific signs (including unsightly roadside temporary signs); limit the number and size of signs; and provide for sign licensing, inspection and penalties.

Newark's Community Development Block Grant funded Home Improvement and the Newark Commercial Façade Programs also have aesthetic components. These low interest loan property improvement programs encourage residents in residential and business areas to improve their buildings. The Home Improvement Program, in particular, has helped our low and moderate income residents preserve their homes for owner-occupancy, while at the same time significantly upgraded their properties' appearance. Because the Community Development Block Grant Program is specifically directed toward improving central city neighborhoods, our use of funds through the Home Improvement Program and the Façade Improvement Program can help insure that our older buildings remain attractive assets for their owners and the community.

In a related effort, the City's Conservation Advisory Commission's "A Better Newark" award program recognizes those properties that have been significantly upgraded by their owners. The Conservation Advisory Commission has been designating properties for these awards on a periodic basis. Programs of this type have an obvious and direct relationship to how a city looks; that is, through this form of recognition and related publicity, the Newark community encourages property owners to upgrade their buildings and, thereby improve the overall visual quality of the City.

In addition, concerning building façade aesthetics the Building Department is responsible for city-wide property maintenance regulation that was recently augmented with the initiation of a so-called "instant ticket," enforcement system.*

***Action Item Commentary:**

While Newark's building infrastructure is in relatively good shape, because of the post World War II through the 1960's housing and economic boom illustrated in Table Three in the Population Trends section provided above in this CHAPTER, our built environment has begun to show its age. As a result, the City should consider initiating an aggressive and sustained property maintenance program that would apply to all use types in the community -- commercial and residential -- to insure that our homes and businesses remain in the best state of repair as possible. A program of this type has obvious positive impacts on neighborhood preservation and will help foster and encourage owner occupancy, especially in the central and older portions of the community. Similarly, rigorous property maintenance downtown will help contribute to our City's positive image as an attractive and exciting place to shop and dine.

One of the City's most important aesthetic initiatives occurred in 1997 with the issuance of the Downtown Design Committee's Design Guidelines for Downtown Newark. The Design Guidelines were intended to sustain and strengthen downtown Newark's small town uniqueness and visual appeal as a destination for shopping, dining, institutional uses and special services. As a follow-up to the Design Guidelines, the Planning and Development Department drafted, the Planning Commission reviewed, and, in 1998, the City Council adopted amendments to the City's Subdivision and Development Regulations requiring design review for downtown commercial properties. These new regulations, utilizing the Design Guidelines for technical assistance and guidance, were intended to encourage flexibility and creativity in design while, at the same time, enhancing the architectural character and overall visual appearance of downtown Newark. In 2007, the Downtown Newark Partnership's Design Committee issued a second and updated edition of the Design Guidelines that will continue to assist the City as it reviews downtown redevelopment projects. These updated Design Guidelines were presented for public review at a joint City Council and Planning Commission workshop.

As part of the Design Guidelines for Downtown process, the DNP's Design Committee administers a City grant program that provides \$2,500 in matching funds for exterior façade improvements for downtown projects that conform to the Guidelines.

In addition in 2006, as part of the City's overall efforts to improve the look and feel of the Newark community, City Council adopted amendments to the Subdivision and Development Regulations expanding required design review for all major subdivisions beyond downtown. Once again, the standards were intended to enhance visual the appearance of Newark, while at the same time encouraging flexibility and creativity of design. These new Subdivision and Development Regulations standards also directly raised the on-going question of whether the City should develop a master plan for burying existing utility lines outside new residential subdivisions (especially downtown), where underground utilities are required, by specifying that new building elevation drawings for public review must show, where applicable, existing above ground utility lines. If a plan of this type is to be considered, the costs, feasibility and technical requirements for electric service will need to be included. As part of developing such a plan, the City might in the future consider adopting a new "above ground utility impact fee," to help defray future master plan costs by assessing all new downtown construction and reconstruction projects an appropriate amount through the development review process.*

***Action Item Commentary:**

A detailed report from the City Staff reviewing this issue and proposing an acceptable and feasible methodology will be necessary if City Council decides to pursue an “above ground utility impact fee.” Presuming such a fee is to be assessed, it would need to be appended to the City’s development review process.

Other initiatives as part of Newark’s overall aesthetic improvement and upgrade program included the initiation in 2000, at the suggestion of the Planning and Development Department, of a downtown sidewalk and street sweeper program. As a result, early morning street and sidewalk sweeping has made a significant contribution to the overall attractiveness of the heart of Main Street from Chapel Street to the University Green. In addition, the City has adopted a new anti-graffiti program that has been successful in helping to limit unsightly graffiti downtown and at other locations throughout the community.

Energy Conservation

In response to the twin oil price shocks of the 1970's Newarkers came to realize that the days of cheap and plentiful fossil fuel based energy had drawn to a close. While the predictions of continuing oil price increases and the resulting collapse of western civilization proved overly pessimistic, it remains true that America has begun to accept the sobering reality that will eventually run out of relatively inexpensive oil and natural gas. Therefore, because conservation is the cleanest and cheapest source of preserving our energy supplies, the City of Newark began an energy conservation program involving municipal operations, administrative policy, and land use and development regulations. These conservation efforts initiated by the City were intended to foster reasonable means of limiting energy demands or usage through operational efficiency and improve cooperation with the private sector.

Beyond that, the City recently launched a Green Energy Program as part of our municipal electric service. Under the Program, all Newark customers pay a small surcharge added to their monthly pay – for a typical residential customer using 1000 kilowatts per month the surcharge is 21 cents. Funds from this surcharge are collected in a State program and redistributed to applicants to off-set up to 50% of the cost of the installation of solar panels or other similar qualifying renewal energy technologies. In addition, the City has, since 2007, granted electric customers the option of voluntarily purchasing limited blocks of “green energy,” based on monthly consumption and on a “first come, first serve” basis.

Regarding land use regulation, in 1978 the City adopted a series of amendments to the Zoning Code and Subdivision and Development Regulations, designed to foster energy conservation. These changes were based on the Planning and Development Department's analysis of the Zoning Code in terms of potential impediments to energy efficiency and conservation and Planning and Development Department recommended changes to the Subdivision Regulations that included new standards providing site design construction guidelines that encouraged development of more energy efficient buildings. Newark's land use changes in response to the national effort to encourage energy conservation were the first of their kind in Delaware.

Subsequently, beginning in 2003, the City's Conservation Advisory Commission started compiling information regarding an energy efficiency buildings program for new construction in Newark. In 2005, the Commission hosted a public workshop on energy conservation requirements for new buildings, focusing specifically on the United States Green Building Council's "Leadership in Energy and Environment Design," (LEED) program. The LEED program calls for a rating system that results in the "certification" of buildings that have been recognized for their high levels of performance in human and environmental health; sustainable site development, water savings, energy efficiency, materials selection and indoor environmental quality. The Commission eventually, in 2006, recommended that the City consider adopting aspects of the LEED certification program for buildings in Newark as part of the City's effort to help reduce local energy consumption. This year, the Mayor and City Council approved the Conservation Advisory Commission, Planning Commission and City Staff LEED program recommendation and Newark became the first municipality in the State of Delaware to participate in this important energy conservation program.

Rare Species and Wildlife Habitat

Much of the land area within the City, outside our protected White Clay and Christina Creek floodplains, is urban and developed. On the other hand, because some parcels in the City and many within the Planning Areas outside Newark that may be considered for annexation are forested and may contain important natural or potential habitats for rare or endangered species, the City should as a policy require that developers considering such sites contact the Environmental Review Coordinator of DNREC's Natural Heritage and Endangered Species Program. Similarly, any such development projects should take into account State designated Natural or Resource Areas. Connectivity between and preservation of such areas is crucial to protect these important wildlife habitats.

Urban Forest Management

In 2000 the City was designated a "Tree City USA," by the National Arbor Day Foundation, sponsored in cooperation with the National Association of State Foresters and the USDA Forest Service. In addition, in 2002, the Parks and Recreation Department partnered with the City of Wilmington to have a City-wide Tree Inventory completed to provide Newark with an up to date picture of the City's tree population. Based on this information the Parks Department is working to diversify Newark's urban tree canopy in two ways, first with our own forestry projects and, second, the Parks and Planning and Development Departments work with developers of new subdivisions to insure compliance with the City's detailed existing tree preservation, tree planting and landscaping requirements.

Recycling*

For over 30 years, the City has been a leader in recycling. For example, the City has on an annual basis collected and utilized many tons of leaves, grass, bulk materials, and holiday season trees that would have otherwise been transmitted to State of Delaware landfills. Over the last ten years, the City has been collecting and diverting used tires and construction materials through the Public Works Department's operations so that these materials are also not sent to the landfill. Over

the same time period, the City has some of the highest participation rates by local residents at the Delaware Solid Waste Authority's state-wide recycling locations. As a result, by 2006, the City has a "diversion rate," of 26%. In other words, currently over one-fourth of the total amount of refuse materials collected in the City of Newark is being recycled.

In the meantime, based on suggestions from the Town and Gown Committee, the City began a related pilot diversion and reuse program associated with University of Delaware students "move out" each spring. This program -- "UDon't Need It?" -- successfully diverted, in 2007, over 50 tons of used furnishings and household goods from public landfills. Because of the demolition and clearing at the Curtis Mill Plant site, a new location for this pilot program will be required.

The City is currently planning to implement options for curbside recycling program based on discussions with private companies that have been involved with mandatory recycling efforts in the City of Wilmington.

***Action Item Commentary:**

Subject to ironing out the final details, in conjunction with City Council review, the Public Works Department will be implementing a curbside recycling program in 2009. City staff has recommended and Council has approved, in the 2009-2013 Capital Improvements Program, funding to implement a curbside recycling program that would provide for the purchase of required carts for recyclables. The City proposes to substitute a recycling collection for one of the two collections within its twice a week system. Residents eligible for the program -- it will not be made available at this time to apartment owners and others with dwelling units that have inherent logistical difficulties for such a program -- will receive twice a week collection (one day of refuse and one day recyclables) if they choose to participate in the City's recycling system. Those who do not participate will receive once a week collection.

Summary

The City of Newark's past efforts and current practice underscore our environmental plan for the future -- to protect and conserve Newark's and the region's land, water and air and to reduce local energy conservation, while we preserve our natural resources. With continued monitoring and management of development by the City, and with the assistance of the responsible State and Federal authorities, our natural heritage can be preserved for future generations of Newarkers.

Transportation

Roads and Highways

Except for limited passenger regional (Amtrak) and local (SEPTA) rail service at the Newark passenger rail station, Newark's transportation system is based primarily on our existing roadway network. As a result, there is an obvious and direct relationship between the adequacy of these roadways and Newark's future growth. As our periodic Newark Residents' Survey indicates, traffic remains Newark's leading public concern. As a result, any change in land development that might negatively impact present or future levels of roadway service, must receive close scrutiny

from the Planning and Development Department, City staff, the Planning Commission and City Council. In this regard, the Planning and Development Department routinely advises potential land developers against applying for land use development changes, if the proposed use is located on a heavily congested roadway and is a significant traffic generator. We plan to continue this policy.

When observed in its totality, Newark's roadway system has been oddly skewed to provide service in the direction we do not necessarily wish to go. That is, while a considerable portion of Newark's traffic is headed east or west through the City, our principal State roads and highways – Delaware Route 72, 896, and 2 at Elkton Road; and Marrows and Casho Mill Roads -- run north and south. East and west travel is further constricted by the one way pair of Delaware Avenue and Main Street, and the limited width of Cleveland Avenue, between Chapel Street and New London Road. Fortunately, some relief was provided by the long delayed Christina Parkway, finally completed in the early 1980's. Key recent downtown roadway improvements include the just widened bottleneck at S. Chapel Street, between Main Street and Delaware Avenue and, with the soon to be completed Newark Transit Hub, a two-way pair of roadways (the Hub roadway and Farmer's Lane) will be in place providing additional north/south relief between S. Chapel Street and Tyre Avenue. In addition, spearheaded by Mayor Funk, DelDOT recently installed a "free" right hand turn lane for westbound traffic at the New London Road/Cleveland Avenue intersection.

Because of the diverse nature of Newark's development pattern, transportation planning for our City is exceedingly complex. That is, on one hand Newark functions to some extent as a bedroom community for businesses and industries in greater Wilmington, between Newark and our State's largest City, or for other employment centers nearby (the Bank of America's facilities or the White Clay Center, for instance), and, on the other hand, many Newarkers work close to home within City limits. Moreover, we have also been to a considerable extent victims of our own success -- in that the City's multi-faceted downtown redevelopment program has resulted in a Main Street renaissance that means more auto and truck traffic headed for the heart of our community. Finally, hourly class changes when the University is in session, football games in the fall, and Chrysler Corporation shift changes, continue to dramatically impact traffic on nearby streets and roadways. Other important traffic generators in Newark, separated into several major categories, are outlined below.

City of Newark
Table Eleven: Traffic Generators

<u>Category</u>	<u>Examples</u>
Commercial	College Square; Fairfield Shopping Center; Route 896 near Turnpike; Elkton Road: Central Business District; Cleveland Ave "Auto Row;" Suburban Plaza
Industrial	Diamond State Industrial Park; Delaware Technology Park; Newark Interchange Ind. Park; Newark Interstate Business Park
Institutional/Community	Municipal Building; Newark Free Library; Downes/West Park School; Newark Charter School; Newark High School; U.S. Post Office (Ogletown Road); Floyd I. Hudson State Service Center

An evaluation of the rate of increase in traffic can be derived from the original **Comprehensive Development Plan**, the 1975 "Micro Transportation Study," and the most recent Delaware Department of Transportation Division of Highways' traffic counts. The average daily traffic volumes (vehicle trips per day) reported in each study for Newark's principal roadways and the year of the traffic count appear below. Updated information for roads where counts were not available previously is also included in order to provide a base line for comparisons in the future.

City of Newark
Table Twelve: Traffic Counts [trips per day]

<u>Location</u>	<u>Comprehensive Plan I</u> (1966)	<u>Micro Study</u> (1975)	<u>DelDOT</u>
Ogletown Rd/ Marrows Rd	12,300	16,300	24,401 (1986)
Kirkwood Highway/ Possum Park Rd	23,000	24,500	31,838 (2006)
Paper Mill Road/ B. of A. entrance	4,800	11,400	11,551 (2006)
West Main Street/ Hillside Rd.	6,160	6,900	10,648 (2001)
Elkton Rd/Casho Mill Rd	9,900	8,950	41,794 (2001)
Elkton Rd/Apple Rd			18,435 (2007 - JMT)
S. College Avenue/ Old Chestnut Hill Rd	10,300	23,050	37,649 (2003)
New London Road/ Country Club Dr	5,080	4,950	18,677 (2001)
Main St.	12,150 (between Academy/ S.College)	N/A	13,330 (at Elkton Rd) (2001)
Cleveland Ave./ New London Rd	N/A	N/A	20,181 (2001)
Cleveland Ave/ North Chapel St.	N/A	N/A	25,819 (2001)
Library Ave./ Delaware Ave	N/A	N/A	29,274 (2003)
E. Chestnut Hill Rd S. College Ave.	N/A	N/A	30,917 (2003)

Public Transportation

While only a small portion of our residents utilize public transit, for those who do not have access to an automobile, the UNICITY bus system -- initiated in 1980 -- provides a free and reliable means of local transportation. The UNICITY system -- funded primarily by the State of Delaware through the Delaware Transit Corporation -- currently consists of a daily (Monday through Friday) loop route and twice daily, morning and evening commuter service. The University shuttle bus system also provides local transit for students and staff when the University is in session. Because UNICITY is administered locally by the Planning and Development Department, with University of Delaware bus drivers and bus supervisors, we can quickly respond to community requests for route changes and new service demand. Moreover, we can also try experimental service, like the weekend and evening routes UNICITY offered in the summer of 2007, to test the possibility of new or revised routes. UNICITY has been the key component of our local transit system for transit dependent riders.

Other public transit service in Newark includes DART morning and evening express runs to Wilmington, utilizing the John F. Kennedy Memorial Turnpike, and local service between Newark and Wilmington via Kirkwood Highway. An experimental DART route currently also provides service between Newark and Elkton, Maryland. With the coming of the DART transit hub, with related new Newark Trolley shuttle route service beginning in the Spring of 2008, the City now has some additional local transit service.

Bicycles

As part of its overall transportation system, Newark has designated certain roadway shoulders and portions of streets as an official bicycle route. These locations are marked with pavement painting, and signed with the International Bike Route Symbol. Most of the City's principal arteries include these adjoining bikeways. In addition, the Christina Parkway has a separate bike path installed along the south side of that roadway. Of course, the most notable addition to the City's bike path system has been the completion of the 1.7 mile James. F. Hall Trail that runs east and west through the heart of Newark on the north side of the Northeast Corridor railroad right of way from the Devon residential subdivision, through Phillips Park, to the Delaware Technology Park's bikeway that terminates at Marrows Road. This federal and state funded facility was built on lands donated by the City and the University and swapped with several local private property owners. The Hall Trail now provides a safe, all weather bike path that links local single family and apartment developments, with University facilities, the Newark Passenger Rail Station, the Delaware Technology Park, the College Square Shopping Center and major north/south arteries including S. College Avenue, Apple Road, Academy Street, S. Chapel Street, Library Avenue, and Wyoming Road.

The City's Traffic Committee Bikeway Sub-Committee, which meets on an ad hoc basis, continues to develop plans for upgrading Newark local bike way system. The most important project on the immediate horizon is the recently state approved north/south Pomeroy trail that, when completed, will link the Hall Trail, with the University of Delaware woodlands just west of Creek Road, along the route of the old and now abandoned Pomeroy Railroad right of way that parallels Chapel Street through the heart of City. This facility, coupled with the Hall Trail, will

mean that the City will have a large “T” shaped off-road bike path crossing east and west and north and south, running through the central and heavily bicycled portion of the City.

Railroads and Public Safety

While the old Pennsylvania and Baltimore and Ohio Railroads helped stimulate Newark's growth and development, their corporate descendants – Conrail (Norfolk Southern) and the CSX System, play a smaller role in the contemporary economy. Beyond that, the City has grown up alongside these railroads' rights-of-way; and as a result, we have homes, University dormitories and businesses directly adjacent to these heavily traveled and key eastern seaboard lines. Because it runs through the heart of Newark's downtown and has homes, dormitories and businesses adjacent to and on both sides of its right-of-way for almost its entire length, the CSX System line has especially significant impacts on our community. In addition, the CSX rail line has three at-grade crossings that often disrupt downtown traffic and emergency vehicle access. Beyond that, these at-grade crossings are utilized by thousands of pedestrians, including substantial numbers of University students, faculty and staff each day.

On the other hand, the substantial width of the Conrail right-of-way, its "bridged" roadway crossings, and its southern boundary alongside Chrysler Corporation property and University farmland, limits this rail line's direct impact on Newark's residents and property. This is not meant, however, to imply that Conrail's Northeast Corridor route has no impact on the quality of life of those Newarkers who have homes or work directly adjacent to it, only that the Corridor's potential for significant negative impact is less than that of the CSX line.

In any case, the proximity of the CSX System to Newarkers' homes, offices, businesses and institutions means that a derailment and/or possible release of harmful materials -- not to mention the potential destruction of property -- can have catastrophic results for Newark. Therefore, a continuing long term goal for our City is the relocation, if possible, of the CSX rail traffic from the heart of the community to other available and less potentially dangerous rights-of-way. Short term goals remain to continue to monitor and limit, insofar as possible, any significant increases in the regular and/or hazardous freight traffic on the CSX line through the Newark community. In addition, the City needs to participate with the Railroad and the University in CSX's periodic efforts at safety upgrades and related public information and safety awareness programs. The City's Emergency Operations Plan, as a result, is especially cognizant of the hazards associated with the CSX line.

Pedestrians

While we do not taken an actual count, we believe that Newark's “class change” pedestrian population (especially in the early fall) may only be exceeded by the number of walkers on the streets of Rehoboth in the height of a warm summer weekend in the State of Delaware. As a result, Newark has pioneered in planning for pedestrian safety and accessibility. For instance, the City's mid block “pedestrian peninsula,” installed over the vigorous objections of the Delaware Department of Transportation in 1981 was spearheaded by the Planning and Development Department in an effort to assist pedestrians crossing our heavily traveled Main Street between the long block from Academy Street to South College Avenue. The City, in addition, has spent over

\$250,000 in federal community development funding upgrading handicapped ramps throughout Newark and, in addition, of course, the City has spent a considerable amount of funds upgrading our downtown sidewalks with our attractive and distinctive ribbon of red brick.

Beyond that, beginning in 2002, the Downtown Newark Partnership's Design Committee has worked on master plans for upgrading the Main Street Streetscape and pedestrian way. As a result, in 2006, the DNP and City sponsored Main Street upgrade program construction began with significant improvements to the downtown crosswalks – including the addition of what are now called “bulb outs,” to help motorists see when pedestrians are entering Main Street crosswalks. The sidewalk and street lighting beautification portion of this project was completed in the summer of 2008. Of course, the James F. Hall Bike Trail, as well as the forthcoming Pomeroy facility is also open to pedestrians. These facilities provide off-road and peaceful walkways through the heart of our at times congested and noisy center city.

The DelDOT Elkton Road improvement plan described above in **CHAPTER II** also includes significant pedestrian way upgrades to be constructed on both sides of this key gateway to our community.

Summary

As this review of the current conditions regarding transportation that will impact future growth and development indicates, transportation planning in Newark will continue to be a complicated and challenging issue. Efforts to update the City's road and highway system are, as noted above, complicated by the “spokes on a wheel” system of roads coming in and out of the community coupled with the diverse employment and residential pattern throughout the greater Newark area. Special needs of Newark's substantial biking and pedestrian community also need to be recognized. In the meantime, the transportation planning documents delineated and updated in **CHAPTER II**, above will continue to provide the specifics for Newark's transportation planning over the immediate future.

Community Development and Housing

Housing

The Planning and Development Department keeps extensive and detailed records on housing and housing types over time in the City of Newark. Of course, as noted above in this **CHAPTER**, concerning University population, the impact of off-campus devoted to student housing is of particular concern in the Newark community. The accompanying **Table Thirteen** regarding the numbers of residential units in the City over time clearly illustrates the considerable impact that the University has on City housing patterns. For example, in 2006 the City issued 1,233 rental permits for single family, single family semi-detached, and row homes that are occupied by renters - a very large portion of these units are rented to students. At the same time, the City in 2006 had 3,041 apartment dwellings, again, a large percentage of these units are rented to students and, as **Table Thirteen** shows, out of the City's 9,811 dwelling units, 43.6% of those units are rentals. [1,233 single family rental units + 3,041 multi-family dwellings/9,811 units]. As

a result, we can conclude that the City has more than an adequate supply of dwelling units available for off-campus student housing. On the other hand, however, the demand for off-campus student housing continues to skew upward the cost of rental and owner occupant units in our community and, as a result, has lead the City to develop several special (and unique) programs for housing affordability.

In this regard, the Delaware State Housing Authority (2008) *Statewide Housing Needs Assessment 2008-2012* has concluded that for the State of Delaware: (a) housing values have increased faster than inflation, (b) the housing market is providing more higher-priced units than “affordable” units, (c) the number of cost-burdened households has increased significantly, (d) many cost-burdened households are “workforce households” with salaries that are not keeping pace with housing costs, (e) employment growth is fastest among lower paying industry sectors, and (f) preserving existing affordable housing and meeting current demand among cost-burdened households is critical.

This assessment also concluded the following for the City of Newark: (1) Newark has 2002 renter households that are at-risk of homelessness, including 124 of extremely low-income households, (2) many units that are affordable to extremely low-income households are occupied by higher-income households, and (3) Newark has 341 affordable rental units at risk of being converted to market rates between 2008-2012. The 2000 Census has also shown that 8% of Newark’s renters are headed by households that are over age 35 and pay over 30% of their housing. Furthermore, rents in New Castle County have risen 25% since 2000, while wages have only increased by 11%. There has been a 30% increase in the population aged 55-64 between 2000 and 2008. Many of these residents currently are, or soon will be on a fixed income. Additionally, there is limited hosing available for persons with disabilities. In conjunction with the Office of the Newark Housing Authority, Newark should take these current and future needs into consideration and to ensure that there are a sufficient number of safe, affordable, integrated and accessible housing options for the elderly and individuals with disabilities.

At the same time, as illustrated in **Table Four**, the most significantly growing age cohort in Newark over the recent past has been residents over 55 years of age. This means, as noted above, plans and program to increase the number of housing units for older Newarkers should also be considered. Housing assistance programs targeted at housing affordability and housing for older Newark are described below.

CITY OF NEWARK
Table Thirteen: RESIDENTIAL UNITS
1983 – 2006

YEAR	# SINGLE FAMILY RENTAL PERMITS	# SINGLE FAMILY DWELLINGS	% RENTAL PERMITS OF SINGLE FAMILY DWELLINGS	# MULTI-FAMILY DWELLINGS	TOTAL # DWELLINGS	%RENTAL PERMITS OF TOTAL # DWELLINGS
1983	155	NA	NA	NA	6753	2.30%
1984	290	NA	NA	NA	6903	4.20%
1985	480	NA	NA	NA	6943	6.91%
1986	556	NA	NA	NA	7013	7.93%
1987	650	NA	NA	NA	7288	8.92%
1988	725	NA	NA	NA	7483	9.69%
1989	732	NA	NA	NA	7666	9.55%
1990	797	5654	14.10%	2177	7831	10.18%
1991	835	5686	14.69%	2375	8061	10.36%
1992	867	5711	15.18%	2539	8250	10.51%
1993	893	5713	15.63%	2538	8251	10.82%
1994	967	5885	16.43%	2538	8423	11.48%
1995	1007	6059	16.62%	2537	8596	11.71%
1996	1026	6163	16.65%	2541	8704	11.79%
1997	1056	6285	16.80%	2546	8831	11.96%
1998	1151	6307	18.25%	2623	8930	12.89%

YEAR	# SINGLE FAMILY RENTAL PERMITS	# SINGLE FAMILY DWELLINGS	% RENTAL PERMITS OF SINGLE FAMILY DWELLINGS	# MULTI-FAMILY DWELLINGS	TOTAL # DWELLINGS	%RENTAL PERMITS OF TOTAL # DWELLINGS
1999	1173	6342	18.5%	2697	9039	12.98%
2000	1169	6391	18.3%	2973	9364	12.48%
2001	1158	6630	17.5%	2888	9518	12.17%
2002	1170	6691	17.5%	2893	9584	12.21%
2003	1205	6719	17.9%	2922	9641	12.5%
2004	1185	6724	17.62%	2982	9706	12.21%
2005	1239	6745	18.37%	3001	9746	12.71%
2006	1233	6770	18.21%	3041	9811	12.57%

Housing Affordability Programs*

- *Home Buyer Incentive Program*

The Home Buyer Incentive Program provides funds to income-qualified first-time homebuyers to purchase affordable housing. The program provides interest free, deferred loans up to \$5,000 to be used for settlement/closing costs and up to 50% of down payment for homes purchased within the City of Newark. The loans will be secured by a second mortgage on the home to be purchased. The full balance of the loan becomes payable upon title transfer of the residence or if the homeowner converts the property into a rental.

Twenty-two home buyers have been assisted with funding from this *Program* since it began.

- *Home Buyer Assistance Program*

The Home Buyer Assistance program provides low interest, monthly payback loans, up to \$15,000 at one percent (1%) below the Federal Home Loan Market Interest Rate. The loans will be secured by a second mortgage on the home to be purchased. To qualify, home buyers must be willing to buy a house within target areas of the City and remain the owner occupants in the house for at least six (6) years.

Thirty-one home buyers have been assisted with funding from this *Program* since it began.

- *Home Improvement Program*

The Home Improvement Program provides low interest, interest free and deferred payment loans for qualified repairs to owner-occupied properties of income-eligible Newarkers. The maximum loan amount is \$15,000.

This *Program* has assisted Newark owner-occupant with home improvement grants and loans since 1974.

- *Promoting Owner Occupancy of Homes (POOH)*

The City's pioneering "shared equity" POOH Program promotes and encourages the owner occupancy of homes in Newark by providing interest free, deferred payment loans of up to \$50,000 towards the purchase of any single-family homes in the City with a valid rental permit. Rental permits for homes to be purchased must have been issued a minimum of two years from the date of application. The loan will be secured by a second mortgage. Loan repayment will be required at the time of sale or transfer of the property, and will include the full principal amount plus a percentage of the increased value of the home during the borrower's ownership in

direct proportion to the amount loaned by the City at the time of settlement. For example, if the total value of the City POOH loan consisted of 20% of the original purchase price, then the City would receive as the loan repayment 20% of the net appreciation, plus the principal amount. Our “Shared equity,” program is an example of the kind of housing affordability program that national experts recommend for the expansion of the local supply of reasonably priced housing.

Ten home buyers have been assisted with funds from this *Program* since it began.

- *Senior Home Repair Program (60+)*

The Newark Senior Center’s Senior Home Repair Program provides free – City Community Development Block grant funded -- minor home repairs to income-eligible senior citizens (age 60 and over) who are homeowners in Newark.

- *Live Near Your Work Program*

The Live Near Your Work (LNYW) Program is a partnership between the City, the State of Delaware, and participating employers that encourages employees to purchase homes near their place of work. The LNYW Program provides down payment and closing cost assistance to eligible employees of participating employers who purchase homes in designated areas.

- *Newark Energy Watch Program*

The Newark Senior Center provides free assistance to low and moderate-income Newark homeowners to promote the efficient use of energy, including diagnostic energy conservation audits and free home repairs that increase the home’s energy efficiency.

***Action Item Commentary:**

In conjunction with the activities and recommendations of the Community Development/Revenue Sharing Advisory Committee, the City could investigate the possibility of expanding through additional funding the housing affordability programs noted above and, in addition, evaluate the potential for developing new programs. Such programs might include partnering with the University of Delaware and the Newark Housing Authority to establish cooperative home buyers assistance programs that would, for example, seek funding for the purchase and rehabilitation of units in targeted areas in Newark that could be made available to University employees, graduates, and City employees and retirees. One format for this approach could be through the establishment of a community land trust to purchase targeted homes and lease them to low and moderate income permanent residents. In particular, homes with existing rental permits or in areas under the threat of conversion to off-campus student housing could be purchased through a program of this type.

In addition, regarding housing affordability, the City should also evaluate several possible new policies and programs including the following: consider reviewing the City's development standards and specifications to ascertain if there are any built in "roadblocks" to housing affordability; when reviewing proposed residentially zoned annexations consider requiring that some units in the project be set-aside for a low and moderate income residents; consider waiving development review and approval fees for affordable housing projects; review the possibility of waiving the real estate transfer tax for first time low and/or moderate income owner occupants; and reconsider establishing density bonuses for developments that include low and/or moderate income housing. Finally, subject to applicable Federal and State law, the Newark Housing Authority could develop local partnerships with non-governmental non-profit agencies that promote affordable housing including Habitat for Humanity, Rebuilding Together, and similar organizations.

Newark Housing Authority*

The Newark Housing Authority (NHA) was established under the provisions of the State of Delaware **Code** (Title 31, Chapter 43, approved April 24, 1934) following an initiative by the League of Women Voters. On September 24, 1960, the State Board of Housing issued a certificate of its determination to the Mayor of the City of Newark that there was a need for a Newark Housing Authority. Eventually the NHA was formed, under State requirements, with three of the Authority's six-member Board of Commissioners appointed by the Mayor and Council of the City of Newark. The remaining three appointments were made by the Governor.

Today, the NHA administers two federally-funded affordable housing programs within the City limits including Public Housing, and a Housing Choice Voucher Program. The Public Housing Program is required to provide decent and safe rental housing for eligible low-to moderate-income families, the elderly, and persons with disabilities. The Housing Choice Voucher Program, authorized by the Federal Housing and Community Development Act of 1974, gives eligible families the opportunity to rent from a private landlord. Because of the high payment standards and competition with students, the NHA is limited as to the number of participants that can be assisted. The NHA has authorization to provide 209 federally-subsidized housing vouchers, but is only able to assist 95 families at this time. Both programs currently have a waiting list.

The NHA owns 98 Public Housing units in the City of Newark. In 1962 the NHA purchased a 2.43 acre parcel on near the eastern end of E. Main Street for the NHA's administrative building at 313 E. Main Street and for 36 public housing units for elderly residents at Independence and Delaware Circles. The NHA's 42-unit, 5.56 acre parcel at Cleveland Heights was purchased in 1964 and was operated until 2008. The NHA received "disposition" approval -- that is, approval to sell the property -- from the U.S. Department of Housing and Urban Development (HUD) for the Cleveland Heights site in September 2007. The Authority's disposition application to HUD was based on several concerns. First, the Cleveland Heights site was 45 years old and located in an area isolated from other residences and surrounded primarily by automobile dealerships and related commercial uses. Secondly, the site had a high vacancy rate and problems with crime which, as a result, impacted the Authority's ability to adequately maintain the property. Finally, the Authority was very concerned about the results of an environmental study conducted by DNREC in 2003 that showed environmental contamination on the property resulting from its former use as a City

landfill. As a result, the Cleveland Heights Project is now undergoing environmental remediation as part of Delaware's Brownfields Program administered by DNREC's Site Investigation and Restoration Branch. Upon completion of the Brownfields Program, the NHA intends to sell the property and use the proceeds for public housing redevelopment in Newark.

In addition to the two public housing projects at Independence/Delaware Circle and Cleveland Heights, the NHA also operates 20 scattered site public housing units for families on properties that it has purchased since 1978.

Community Development

The Federal "Housing and Community Development Act" of 1974 established the United States Department of Housing and Urban Development's (HUD) Community Development Block Grant Program (CDBG). The primary objective of the program is to assist in the development of viable urban communities by providing decent housing, a suitable living environment, and expanding economic opportunities primarily for low and moderate income residents. The Community Development Program replaced several earlier Federal grant and loan programs like Model Cities and Urban Renewal. In 1977, Congress reauthorized the Community Development Program and added a new objective that linked economic development to the principal goal of improving housing conditions.

In 1986, City Council adopted a Revenue Sharing Program to continue to support social service agencies following the demise of the Federal Revenue Sharing Program. Several years later, after the functions of City's Human Services Department were dispersed to other City Departments, Revenue Sharing administration was assigned to the Planning and Development Department/s Community Development Advisory Committee with the task of reviewing requests from local social service and related non-profit agencies for local municipal funding assistance. Since that time, the renamed Committee (Community Development/Revenue Sharing Advisory Committee) has reviewed hundreds of requests for aid and, with staff support and administration of the funds by the Planning and Development Department, has made annual recommendations to City Council for both Programs.

In any case, Newark, as part of an "Urban County," receives CDBG funds through New Castle County under an entitlement formula based on population. Under the Entitlement Program, Newark must submit a yearly application to the County after holding public hearings on current and proposed programs. Newark's Community Development/Revenue Sharing Advisory Committee provides direct community participation in the CDBG program, and the final project decisions are made by City Council. The New Castle County's Department of Community Services and the Federal HUD area office make determinations, if necessary on program eligibility.

The Federal regulations stipulate the formulation of a local housing assistance plan as part of the CDBG application process. This plan, produced by the New Castle County Department of County Community Services, analyzes the physical conditions of the local housing stock, estimates the financial assistance needs of renter households, and sets housing assistance goals to be provided over a three year period, with updated annual goals for housing assistance. The housing assistance plan is also utilized by the Newark Housing Authority in its requests for Federal funding.

Over the past five years of the City's CDBG program Newark has received \$2,155,411 to conduct a variety of activities to benefit our community's low and moderate income persons; to aid in the prevention or elimination of deteriorating housing, to alleviate physical and economic distress by stimulating community revitalization, and to meet other Community Development needs having a particular urgency. These programs are designed to meet CDBG required long-range objectives as outlined below:

1. To insure an adequate decent, safe and sanitary housing for all City of Newark residents the City has utilized CDBG funds for:
 - A. Home Improvement Program
 - B. Newark Senior Home Repair Program
 - C. Newark Energy Watch (NEW) Program
 - D. Homeward Bound, Inc. Operation Assistance
 - E. Land Acquisition and Rehabilitation of Victoria Mews Apartments
 - F. Newark Housing Authority Improvements
 - G. New Ark United Housing Site Improvements
 - H. Newark Homebuyer Incentive Program
 - I. Apartment Security Program

2. To achieve a high quality of life for Newark residents through the provision of a suitable living environment the City has repaired, expanded or improved existing community facilities including:
 - A. College Park Service Road Rehabilitation
 - B. Dickey park Basketball Court Rehabilitation and Improvements
 - C. 'Camp Imagine' Art Camp
 - D. Curb cuts
 - E. George Read Park Improvements
 - F. Drainage Improvements
 - G. Fire Hydrants
 - H. George Wilson Community Center
 - I. Main Street Pedestrian Crosswalks
 - J. Senior Center Improvements
 - K. Newark Day Nursery Site Improvement
 - L. Delaware Mentoring Council

3. To provide limited support where necessary to eliminate detrimental living conditions and/or to assure continuity of essential community services for low income purposes the City has funded:
 - A. Day Care Scholarship Assistance
 - B. Relocation Assistance

4. To promote the development of economic opportunities for low and moderate income residents the City has sponsored:
 - A. Job training within the Youth Beautification Corps
 - B. YWCA Micro-enterprise Cooperative, "Gallery of Goods"
 - C. Newark Façade Improvement Program
 - D. Newark Economic Improvement Program

5. To effectively plan and administer Newark's Community Development Block Grant Program the City has utilized portions of its funds for planning administration to:
 - A. Accomplish the programs goals and objectives
 - B. Meet Federal requirements
 - C. Comply with County governing policies and accounting procedures
 - D. Provide technical assistance and staff support
 - E. Insure citizen's involvement
 - F. Provide appropriate public information

In terms of future CDBG program direction changes the City takes into account the likelihood for reduced funding by the federal government for grants of this type. More specifically, to help insure that the City continues to utilize whatever CDBG funds are available in the most cost effective manner, and to provide City Council with funding options for whatever level of continued community development and housing assistance Council decides to continue to provide, the Planning and Development Department and the Community Development/Revenue Sharing Advisory Committee, have operated under the following planning strategies:

1. Limiting the assumption of additional multi-year commitments.
2. Prioritizing funding requests to fund those activities that appear to meet the most critical needs.
3. Containing costs wherever possible.
4. Identifying supplemental resources.
5. "Leveraging" Community Development Block Grant funds with private capital.

The Newark Economy

Newark is one of the State of Delaware's principal economic, industrial and academic centers. The main campus of the University of Delaware is located within the City. The University is a leading scientific and research institution with a special focus on chemical engineering and composite materials. Approximately 21,000 full and part-time undergraduate and graduate students attend the University in Newark. Newark's largest manufacturer is the modern East Coast assembly plant for The Chrysler Corporation that currently produces a line of sport utility vehicles, including the Dodge Durango. Chrysler recently announced that this plant will be closed in 2009. E.I. DuPont de Nemours and Company (agricultural research), Rohm and Haas (silicone wafer polishing compounds), Lear Corporation (automobile components), Gore (GoreTex), FMC (biopolymers) and other major international firms have large facilities in and around the City. Newark is also the home for the state's

major hi-tech industrial center – the Delaware Technology Park – located south of the College Square Shopping Center between Library Avenue and Marrows Road. The Bank of America, one of the nation's leading credit card banks, has purchased all of MBNA's corporate campuses in the Newark area. While Newark's industrial sector remains relatively healthy, the Planning and Development Department works with area industrial park operators -- including the Delaware Technology Park, the recently established Greater Newark Network, the State and New Castle County Chambers of Commerce and the Delaware Development Office -- to bring new high quality low impact manufacturing firms to Newark. The City offers several tax and related benefits as incentives for high quality industrial growth and recently expanded this program by offering targeted electric rate discounts for new or enlarged industrial firms.

Regarding transportation, the nation's major East Coast roadway -- I-95 -- passes through the southern portion of the City. In addition, Amtrak provides limited intercity passenger rail service at the City owned and historic Newark Railroad Station. The CSX and Norfolk Southern freight lines pass through the community and provide freight rail connections to all major points along the eastern seaboard.

Beginning in the mid-1980's, to a considerable extent as a result of the implementation of previous planning and economic development initiatives recommended by the Planning and Development Department, reviewed by the Planning Commission and adopted by Council, Newark has experienced a downtown development boom. Thereafter, in 1998, as described in **CHAPTER II**, the City adopted the Downtown Newark Economic Enhancement Strategy, that while focusing primarily on downtown economic development efforts also contains considerable information applicable to the Newark economy in general. One of the key recommendations from the Enhancement Strategy -- the establishment of the tri-partite Downtown Newark Partnership -- has since its formation brought together the business community, the City and the University to continue the enhancement of Newark's Main Street. Formation of the Partnership has underscored an important aspect of the City's land use policy -- that is, to continue to review annexation and related development requests on the City's fringes for possible negative impacts on development downtown. While not the exclusive home for all of our local restaurants, retailers and offices, Main Street remains Newark's commercial heart and soul that embodies to a considerable extent what makes Newark unique.

As recommended in the Economic Enhancement Strategy and reflecting Newark's commitment to downtown, the Downtown Newark Partnership's committees maintain on-going programs directed, in the main, at expanding economic opportunities for existing commercial operators and recruiting new targeted businesses. In this regard, therefore, the Downtown Newark Economic Enhancement Strategy continues as the City's comprehensive plan for central Newark and, as noted in **CHAPTER II** is adopted and incorporated by reference into this Plan.

In any case regarding downtown, the City has successfully revitalized its traditional Main Street with an exciting and vibrant mixture of adaptively reused historic and new buildings occupied with street level commercial businesses and apartments on upper floors. The City has specifically targeted pedestrian rather than auto oriented businesses to limit the traffic impact on Main Street and the demand for off-street parking.

As noted here, these downtown mixed use projects have had a considerable positive impact downtown by helping to foster the adaptive reuse of existing buildings and strengthening the local market for Newark products and services. On the other hand, these projects also have to a considerable extent placed additional stress on the availability of off-street parking and have had public safety and related municipal service demand impacts. In this regard, the residential components of recent approved downtown projects are as follows:

<u>Development</u>	<u>Number of Units</u>	<u>Date</u>
209 E. Main St.	3	2007
Chessie Station	9	2007
Amstel Square	22	2006
Washington House (Stone Balloon)	54	2005
76 E. Main St.	3	2003
Pomeroy Station	15	2002
Madeleine Station	14	2002
Continental Court	41	1999
University Courtyard	266	1999
Centre Square	14	1999
Main Street Court	51	1998
Main Street Plaza	20	1997
Astra Plaza	12	1997

In 2001, one of the City's most acclaimed historic landmarks, the Deer Park Restaurant was fully restored and reopened under new management. This U.S. Department of Interior National Registered property dates from 1851 and has been operated continuously at this location since that time. The restored Deer Park Restaurant, reviewed and approved through the City's strict historic preservation ordinance, has drawn large crowds since reopening in early October 2001. In addition to being one of the City's most notable landmarks and a popular local entertainment center, the Deer Park is a significant business anchor at the west end of Main Street near the edge of the University campus.

Another significant, and somewhat more controversial project, the Washington House mixed use condominiums and commercial development, received Council approval in 2005. This now under construction facility, will bring 54 up-scale condominium apartments, commercial space and a two-story parking facility to the site of the Stone Balloon tavern and concert venue.

At the opposite end of Main Street, the University Courtyard was opened in August, 2001. This attractive garden apartment complex on a 22 acre abandoned brownfield factory site is the City's first privately financed "dormitory" intended to provide high quality apartment amenities for University of Delaware students seeking off-campus housing near University facilities and a short walk from downtown. In addition, the City's first luxury hotel was completed with the opening in March, 2000 of the Embassy Suites on South College Avenue across that roadway from the University of Delaware's sports complex. In 2002, two new hotels were approved by the City – a Homewood Suites adjoining the Embassy Suites and the Marriot Blue Hen Hotel on the University's north campus -- significantly adding to the City's stock of high quality hostelryes.

As a result of the business community's confidence in Newark and the progressive approach to quality downtown growth required by the Planning and Development Department, Planning Commission, DNP Board and Committees and the Mayor and City Council, new commercial development now spans the entire length of Main Street with successful new projects on every block beside traditional local businesses that have existed for generations.

Other important economic development initiatives occurred in 1999 and 2000 at the Delaware Technology Park with the addition of two facilities, totally 50,000 square feet and, shortly thereafter, when the City's last idle downtown industrial site -- the old National Vulcanized Fibre plant on White Clay Creek -- was successfully redeveloped with waterfront dining and shops, 40 apartments, and 107,000 square feet of commercial office space. The original mill at this location was constructed in the early eighteenth century and the current structure, built in 1853, operated as a woolen mill and later produced vulcanized fiber (a composite material) to the early 1990's. Many of the historic structures on the site have been preserved and renovated. The City's creative and flexible approach to planning and zoning that made the project possible were highlighted in the November 11, 2000 edition of the Sunday New York Times.

The local Newark economy is very resilient to a considerable extent because of the presence of the University of Delaware, with the eighth largest per capita endowment of any public university in the United States. The University is the City's single largest employer.

Beyond that, however, as this Newark economic profile and the Employment Characteristics and Economic Sector information in **Table Fourteen** and **Table Fifteen** illustrate, the diversity and size of the other businesses and industries in Newark and its environs help ensure relatively smooth and stable local economic growth. Moreover, these tables underscore Newark's role as an industrial, commercial and service hub for New Castle County and nearby counties in Pennsylvania and Maryland – in addition to our status as the State's principal home for higher education.

**Table Fourteen
City of Newark
EMPLOYMENT CHARACTERISTICS**

OCCUPATION * (1)	%
Management, professional, and related occupations	44.7
Service occupations	17.7
Sales and office occupations	25.9
Farming, fishing, and forestry occupations	0.2
Construction, extraction, and maintenance occupations	4.7
Production, transportation, and material moving occupations	6.9
 INDUSTRY * (1)	 %
Agriculture, forestry, fishing and hunting, and mining	0.2
Construction	3.1
Manufacturing	9.5
Wholesale trade	1.8
Retail trade	11.8
Transportation and warehousing, and utilities	2.8
Information	2.0
Finance, insurance, real estate, and rental and leasing	8.3
Professional, scientific, management, administrative, and waste management services	8.7
Educational, health and social services	32.4
Arts, entertainment, recreation, accommodation and food services	14.0
Other services (except public administration)	2.9
Public administration	2.5
 Unemployment Rate (2)	 2.1

** Employed civilian Newark residents 16 years and over.*

SOURCE: (1)U.S. Census Bureau, Census of Population 2000

(2) State of Delaware Department of Labor Office of Occupational and Labor Market Information, January 2008

**Table Fifteen
City of Newark
ECONOMIC SECTORS**

Industry Description	Number of Establishments	Number of Employees
Manufacturing	53	6227
Wholesale trade	46	529
Retail trade	178	3361
Information	20	NA
Real estate & rental & leasing	52	206
Professional, scientific, & technical services	116	NA
Administrative & support & waste management & remediation service	30	530
Educational services	9	NA
Health care & social assistance	163	1884
Arts, entertainment & recreation	17	122
Accommodation & food services	115	2803
Other services (except public administration)	86	749

NA: Not Available. Withheld by U.S. Census Bureau to avoid disclosing data for individual companies.

SOURCE: U.S. Census Bureau, 2002 Economic Census

New development and redevelopment continues to be the major focus of the Planning and Development Department, Planning Commission, and City Council. As noted above, the City has approved many new retail and commercial projects and additional residential units downtown and at other locations. Most of these projects include space for restaurants, pharmacies, banks and other retailers at the street level with apartments above. Other relatively large residential projects have been approved by the City, primarily through annexation. Some of these new facilities have been limited to adults, fifty-five years and older, as part of the City's effort to increase its available housing stock for older Newarkers. This land use goal is particularly important in a community that is very significantly impacted by the continued demand for off-campus housing.

The City, too, is now faced with the pending demise of its local Chrysler auto-assembly plant, a main stay of the regional and state economy for decades. Targeted electric rate business incentives that may be especially useful in this case are currently under review. Beyond that, a flexible approach to zoning and related City development requirements -- in ways similar to those developed specifically for the NVF site -- may need to be considered as Newark moves forward to exploit the obvious opportunities inherent in the addition to our local real estate market of a very large industrial tract in the midst of our community.*

As part of the City's efforts to plan for and promote economic development, the Planning and Development Department and the representative from City Council (Councilman Pomeroy) have begun to participate in a recently formed informal network of business, academic and community leaders -- the "Greater Newark Network." The mission of the network is to foster the expansion of employment centers in the greater Newark area, as well as to establish the Newark community as a central point for innovation and a premier destination for advanced research and high-tech 21st Century jobs. To accomplish the mission, the Network intends to work in partnership with the New Castle County Chamber of Commerce and its Economic Development Council, as well as the wider community to achieve the following:

1. Provide a forum where all stakeholders in the economic development process can come together, discuss priorities, develop goals and objectives, and implement plans to promote positive economic outcomes.*
2. Capitalize on the vast economic, academic and technology resources existing in the Greater Newark Area to build a strong, vibrant, diverse and sustainable 21st Century local economy.*
3. Promote the Greater Newark Area as a high-tech corridor.*

The Greater Newark Network has begun to hold monthly meetings with members of the New Castle County Economic Development Council with the intent of identifying issues and opportunities and establishing local work groups that will develop action plans in order to address these issues. Work groups will be examining areas including zoning, job retention, marketing to perspective employees and addressing existing roadblocks to responsible and sustainable economic growth.

As the Greater Network's plans move forward they will be integrated into the City of Newark's development review system, including the comprehensive planning process, as necessary. As part of this process, the City may also consider adopting new economic incentive programs targeted specifically at recruiting sustainable 21st high quality industrial growth.*

***Action Item Commentary:**

The City, as noted above, will need to continue reviewing and expanding its "tool kit" of economic development incentives. These may include considering additional flexibility in the City's zoning regulations; continuing to update and streamline the City's development review and building permit application and approval processes; working with the Greater Newark Network to provide on-going stakeholder forums to develop goals and objectives and implement plans for economic development and redevelopment; utilizing the existing resources in the greater Newark area – especially the University of Delaware – to expand the local economy; and to continue to promote greater Newark as a high tech corridor for future growth. Specific economic incentive programs, including the utilization of the recent Newark Charter amendment tax increment financing capability, have the potential to enhance the City's economic development programs especially in the area of high quality low impactive industrial development. Depending upon the City's financial capability, electric rate revisions, based on the recent economic development industrial incentive program rate changes, should also be considered.

Electricity

In terms of electricity, where necessary in **CHAPTER IV** the tables describing Planning Areas -- for areas outside the City -- and Districts – within the City -- include relevant comments regarding service availability or related special requirements. Based on Delaware Court decisions and City service delivery concerns regarding Planning Areas outside the City, however, the Planning and Development Department will continue to discourage annexation of relatively large developed tracts because of the significant costs to the landowners to disconnect from the private electric service and reconnect to the City of Newark and, in many cases, the difficulty of providing other municipal services to these areas.

The Electric Department, of course, participates in the annual development of City's Capital Improvements Program. The Department recommends specific system-wide capacity and capital maintenance projects for consideration by the Planning Commission and ultimate Council approval. To accomplish this task, the Department maintains a sophisticated GIS computer based system that records all transmission lines, transformers, substations, poles, street lights and aerial facilities. Project specific infrastructure recommendations are made through the Planning and Development Department coordinated development review process and where necessary incorporated into the City's development agreements.

Public Works

Regarding stormwater system capacity evaluation, the Public Works Department develops detailed recommendations for system expansion and capital maintenance projects through the City's

annual Capital Improvements Program. Utilizing the Capital Program departmental review system, the Planning Director and Planning Commission must review the proposed projects prior to Council's approval to evaluate Program recommendations in light of the City's short range land use and development projections. The Public Works Department maintains detailed records showing all storm drainage and stormwater management facilities.

Also regarding the City's stormwater and drainage system, the Public Works Department is responsible for Newark's participation in the United States Environmental Protection Agency's (EPA) National Pollutant Discharge Elimination System (NPDES). Newark has been designated a Phase II city under this program. The City has received a five year NPDES permit from the Delaware Department of Natural Resources and Environmental Control (DNREC) and is currently preparing a resubmittal for its next five year permit. The City intends to improve stormwater quality based on its submitted permit, addressing the six required EPA permit components. Once the requirements for Total Maximum Daily Loads (TMDLs) are finalized by DNREC, these requirements will be incorporated into the City's stormwater management quality program, as mandated by DNREC.

Under Section 303(d) of the 1972 Federal Clean Water Act (CWA), states are required to identify all impaired waters and establish total maximum daily loads to restore their beneficial uses. A TMDL defines the amount of a given pollutant that may be discharged to a water body from point, nonpoint, and natural background sources and still allows attainment or maintenance of the applicable narrative and numerical water quality standards. A TMDL is the sum of the individual Waste Load Applications (WLAs) for point sources and Load Allocations (LAs) for nonpoint sources and natural background sources of pollution. A TMDL may include a reasonable margin of safety (MOS) to account for uncertainties regarding the relationship between mass loading and resulting water quality. In simplistic terms, a TMDL matches the strength, location and timing of pollution sources within a watershed with the inherent ability of the receiving water to assimilate the pollutant without adverse impact. A Pollution Control Strategy (PCS) specifies actions necessary to systematically achieve pollutant load reductions specified by a Total Maximum Daily Road for a given water body, and must reduce pollutants to level specified by State Water Quality Standards.

The City of Newark is located within the Piedmont Drainage. Within the Piedmont Drainage bounding the City of Newark are two watersheds. These individual watersheds have specific stream segments with a range of assigned nutrient (nitrogen and phosphorus) and bacterial TMDL load reduction rates that must be met in order to comply with the State Water Quality Standards. The following table presents the range of nutrient and bacteria reduction requirements for each watershed (Information about loading rates for specific stream segments can be obtained from DNREC).

Piedmont Drainage	N-reduction requirements	P-reduction requirements	Bacteria-reduction requirements
White Clay Creek	0-62% High Flow	0-77% High Flow	29-95% High Flow
Christina River	0-62% High Flow	0-77% High Flow	29-95% High Flow

Concerning related Public Works environmental protection activities, the Department has program for the remediation of the three brownfield sites remaining in the City. A brownfield,

according to the EPA, is defined as, “. . . real property, the expansion, redevelopment, or reuse of which may be complicated by the presence or potential presence of a hazardous substance, pollutant or contaminant,” subject to certain legal exceptions and exclusions. In Newark, these three locations were former landfills. Under the City's DNREC “letter of compliance” for the University landfill, located west of the South Chapel Street Extended, this site is now in the process of testing and maintaining appropriate containment. Funds for part of the cost for future possible remedial action at Cleveland Heights, just north of Cleveland Avenue, have been included in the City's current five year Capital Improvements Program. If remediation is required at the Porter Auto dealership site, also north of Cleveland Avenue, funds for this project will need to be appropriated.

In addition regarding specific development projects, the Public Works Department continues to be responsible for reviewing all development plans for compliance with City and State stormwater management, drainage, erosion, and sediment control requirements. The Department is also responsible for providing residential trash collection services. Regarding the latter service, development proposals are evaluated on a case-by-case basis for their impact on trash collection service, including design layout for access to dumpsters (if applicable), as well as the need for additional equipment and manpower depending upon the size and scale of the project. Once again, project specific infrastructure recommendations are made through the Planning and Development Department's coordinated development review process and where necessary incorporated into the City's development agreements.

In light of the City's policy regarding the municipal responsibility for long term maintenance of stormwater management retention and/or detention basins in single family developments, the Department will continue to closely scrutinize these aspects of development proposals to insure that proposed site plans include adequate access for City maintenance and repair and, perhaps most importantly, maintenance free or low maintenance design.

Public Safety

The City of Newark Police Department is the primary agency responsible for the police services aspect of local public safety. The volunteer Aetna Fire Company continues to provide fire and ambulance service in the greater Newark community. The City development review process will continue to include Police Department evaluations of all proposals as they relate to impact on public safety.

The City Fire Marshal, through the Building Department, will continue to evaluate development proposals in terms of fire safety and State Fire Protection Regulations compliance.

CITY OF NEWARK
DELAWARE

COMPREHENSIVE PLAN IV

CHAPTER IV: LAND USE GUIDE

The following section of this **Plan** begins with a reiteration and update of our community's goals for land development based on an evaluation of existing physical and environmental conditions and anticipated trends in the City and the areas that might be considered for development. The next portion of this **CHAPTER** includes the portion of a typical comprehensive plan that most of us think of when we refer to the "Plan," that is, the updated recommended land uses by Planning Section, for lands inside the City, and Planning Areas, for lands that the City might consider for annexation. This section of the **Plan** also includes definitions of the land use designations. It should be noted and reiterated that the land use definitions are intended to be general and, although they may parallel the City's Zoning Code, they should not be interpreted to have the rigor, inclusiveness or legality of a Zoning Code.

Our Community's Land Development Goals

Our community's updated land development goals are listed below. Because these goals are not in priority order, they are intended to have relatively equal weight and should be considered together as Newark's vision for land areas included within this **Plan**. Most importantly, these goals underscore the City of Newark's commitment to sustainable development. By that we mean development intended to maintain and enhance economic opportunity and community well-being that protects and restores the natural environment upon which Newark's residents and our local economy depends. Sustainable development is intended to meet present needs without compromising the ability of future generations to meet theirs. The specific City of Newark Land Development Goals, intended to meet this overriding objective, are as follows:

- To preserve and protect our natural environment, including our streams and waterways.
- To protect, maintain and upgrade our existing residential neighborhoods.
- To expand housing opportunities for future Newarkers of all income levels; Newark should strive to become a "destination and culturally-rich city" for young families, couples and single individuals seeking permanent residences.
- To encourage high quality business and industrial growth.
- To provide employment opportunities for Newarkers.
- To improve all local modes of transportation; including to encourage improved pedestrian and bicycle access
- To provide open space and recreational opportunities.
- To encourage and foster civic beauty.
- To preserve historic properties.
- To ensure an adequate and safe water supply.

- To maintain municipal facilities.
- To maintain adequate municipal revenues.
- To encourage and foster citizen participation in the land use regulatory process.
- To limit, insofar possible, unattractive sprawl development that unnecessarily disperses services and utilities and increases traffic congestion.
- To carefully review multi-unit residential projects within the Downtown Districts described in **Chapter II** in terms of their impact on downtown traffic and parking; their compatibility with existing downtown buildings in terms of design, scale and intensity of development; the contribution of the overall project, including proposed apartments, to the quality of the downtown economic environment; and potential significant negative impacts on nearby established businesses and residential neighborhoods throughout the City.

Review Procedures

As noted above in this Plan's Introduction, development submittals conforming to the following land use recommended guidelines will be evaluated by the Planning and Development Department, with the assistance of the City management and operating departments, in terms of existing site conditions, utilities availability, impact on environmental quality, stormwater management, erosion and sediment control, traffic impact, site design, zoning requirements and, where applicable, architectural and historic building review. Because Newark is a full-service City, depending upon the nature and scope of the development, project review also will include an analysis of water availability, sanitary sewer capacity, electric service, ease of trash collection and site design for snow removal. Other City services, parks and recreation and police services, for example, may also be discussed. In addition, for large projects the Planning and Development Department utilizes its Fiscal Impact Model to measure the fiscal impact of the development on the City's finances.

Land Use Definitions

Comprehensive Development Plan IV makes use of several generalized land use categories. These categories and their definitions follow. Note that the definitions are not intended to reproduce each of the use groups and districts specified in the Newark Zoning Code. The land use definitions used in this **Plan** are intended to be more general, and although they parallel the Zoning Code wherever possible, they should not be interpreted to have the rigor, inclusiveness or legality of a zoning code. More precise use limitations for individual areas or parcel should and will be determined when and if the areas are considered for zoning changes. The land uses specified in this **Plan** are suggested primarily to guide the consideration of future land use development proposals. The definitions provided here are intended to avoid confusion or misinterpretation in applying the **Plan**. Note, as well, the inclusion of a special “definition,” to apply only to a special additional land use category – beyond the existing use – is intended only for the Chrysler automobile assembly plant and parts depot property.

RESIDENTIAL*

Single Family Residential (low density)

Areas designated for dwellings occupied by one family, primarily single family detached with overall densities of one to three dwelling units per acre. Single family detached and semi-detached cluster development, approved through our Site Plan Approval process, may be permitted, taking into account among other things, natural site features, improved access and circulation patterns, additional open space and recreation areas, and minimizing runoff and sedimentation. Where appropriate, Site Plan Approval cluster development, should be actively encouraged.

Single Family Residential (medium density)

Areas designated for dwellings occupied by one family, either detached, semi-detached, or townhouses, with overall densities of 4 to 10 dwelling units per acre. Cluster development may be permitted under the same circumstances as noted above.

Multi-Family Residential (medium to high density)

Areas designated for dwellings designed for and occupied by more than one family, living independently of each other in apartments, condominiums, townhouses, with a density of from 11 to 36 dwelling units per acre.

*Note that professional, administrative and medical offices, churches, schools, nursing homes, funeral parlors, community centers, day care centers, police and fire stations, office research facilities, and similar light industrial uses may be accommodated very satisfactorily along with, or adjacent to residential areas depending upon the specific use involved, site design considerations, proposed site amenities, and the availability of adequate services and facilities.

COMMERCIAL

Offices

Non-retail business activities, including administrative, professional and similar offices and small business offices. These are primarily auto oriented in suburban areas; residential development can be accommodated very satisfactorily along with, or adjacent to, such areas with appropriate landscaping and site design.

Light Commercial

Small nonfood retail stores (that is, not to include convenience stores), personal services, specialty retail shops, and sit-down low volume restaurants, and professional and business offices, which typically serve nearby residential areas.

Light Commercial (local shopping)

Administrative and professional offices, personal services and retail stores, restaurants and similar kinds of neighborhood shopping uses that may be found in limited business, business - residential, or neighborhood shopping districts.

Commercial (auto-oriented)

Shopping and commercial uses of all types including retail facilities for buying and selling of goods and services, administrative and professional offices, personal service establishments, eating establishments, and shopping centers ordinarily included in general business districts with customers, to a large extent, relying on the automobile to patronize these businesses.

Commercial (pedestrian-oriented)

Shopping and commercial uses of all types including retail facilities for buying and selling of goods and services, as well as administrative and professional offices, personal service establishments, eating establishments, and shopping centers typically included in central business districts with customers, to a lesser extent, relying on the automobile patronize these businesses. Residential uses, as noted in detail above and in **CHAPTER II**, may be permitted under certain limited circumstances.

INDUSTRIAL

Manufacturing/Office Research

Light and medium manufacturing, production, processing, fabrication assembly, treatment, and testing laboratories, academic research facilities and related “hi-tech” uses, including warehouse and packaging and warehouse sales, administrative offices, and limited food services. These facilities are regulated by under performance standards set by the City, the State, and the Federal government. Essentially, smoke, noise and other objectionable characteristics are synonymous with "heavy" industry, while "light" industry usually connotes contemporary one or two story buildings attractively landscaped, and rarely exhibiting the industrial processes they house. "Medium" industrial uses are somewhat more intensive than "light" industry and, in Newark, typically are those industrial processes permitted in Zoning Code district MI (General Industrial). The modern "medium" industrial facility, however, is normally quite similar to the "light" manufacturing plant in appearance, site design, and environmental impact.

Chrysler Opportunity Site

Because we are a “Home Rule” community, and because of the Chrysler plant’s location in the heart of our City, Newark will play the lead role in any possible redevelopment of this site. Through the City’s land use regulatory control tools, Newarkers will ultimately decide what kind of new uses are to be located here – if new uses are eventually proposed by the current or future land owners.

The land uses recommended for this site, in addition to the continuation of the current uses at the Chrysler auto assembly plant located at South College Avenue and the Christina Parkway, are described below. These uses derive from the potential unique opportunity presented by the future redevelopment of the property and are based on the following:

- The site's size and central location.
- The potential for new high paying and high quality employment.
- The potential for the site as a center of excellence for emerging and growing 21st century industries.
- The potential for the expansion of the City's tax and utility customer base [the City currently does not sell electricity or water to Chrysler at this time].
- The close proximity to a full range of land use types.
- The continued redevelopment of Newark as a prime location to live and work.

Based on these factors, and subject to the City's rezoning and development review process, any of the land use categories outlined in this **CHAPTER** should be permissible at the location, except that a regional or super regional shopping center, defined as a retail shopping area in excess of 30 acres containing at least one major retail store of 75,000 to 100,000 square feet, and related commercial establishments, or so-called "power centers" that could be developed with several large anchor, discount, or free standing big box retail establishments, intended to serve shoppers in a trade area in the region extending from ten to fifteen miles outside the City, would not be acceptable at the Chrysler site.

Obviously, changes in use at the Chrysler site would be subject to rigorous federal, state and local environmental review and all of the other applicable City development approval requirements. A mixed use project, for example, could be designed at this site for hi-tech research, development and educational facilities and, with the appropriate site design criteria – perhaps utilizing the City's "Site Plan Approval," neo-traditional planning specifications -- could include residential and commercial uses. These uses could, of course, also be considered on an individual basis. Moreover, the City – perhaps with State and County assistance – may also consider special incentive programs targeted for this location. On the other hand, any possible acquisition of portions of the site by the University of Delaware – which might remove the impacted parcels from City tax rolls (depending upon the use involved) -- should be closely scrutinized by the City.

In any case, the Chrysler site could be a show-case for a state of the art, sustainable mixed use community of one kind or another, depending upon how creative and progressive Newark's businesses, institutions, and residents chose to be. At this location, we are only limited by our own imaginations.

OPEN SPACE

Parkland

Non-floodplain land reserved for open and undeveloped for active or passive recreation. Note that within the Planning Sections in the City, parkland locations are specifically delineated and shown in green; in some instances these City owned parks are also located within the stream valleys designated as Open Floodway District (see below).

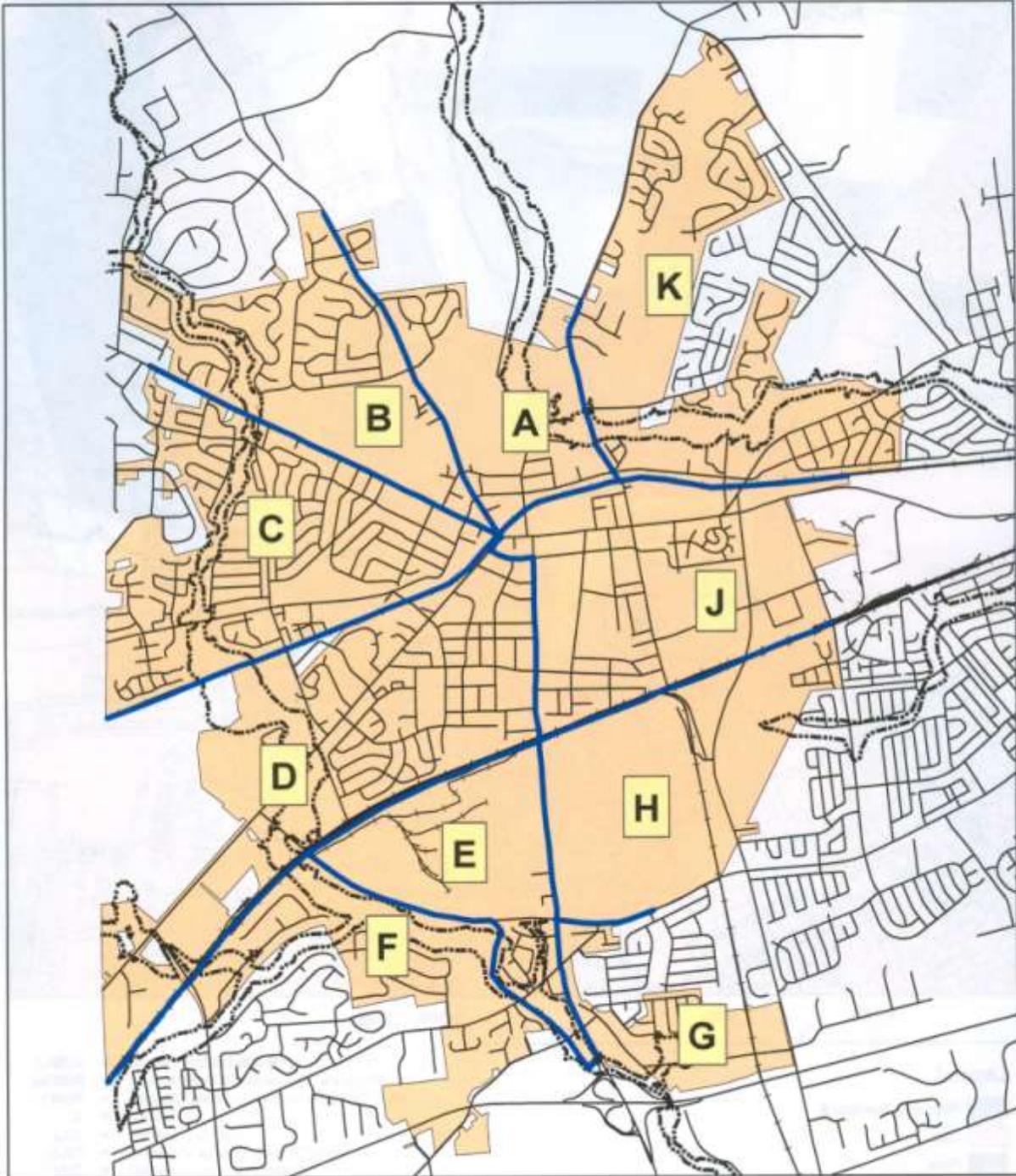
Stream Valleys

Areas located adjacent to the City's streams and creeks subject to poor drainage and/or occasional minor flooding. Such areas should be maintained as open space and carefully monitored regarding development decisions -- these areas coincide with the City Zoning Code's Open Floodway District. They are labeled "Flood Hazard Areas," on the following maps.

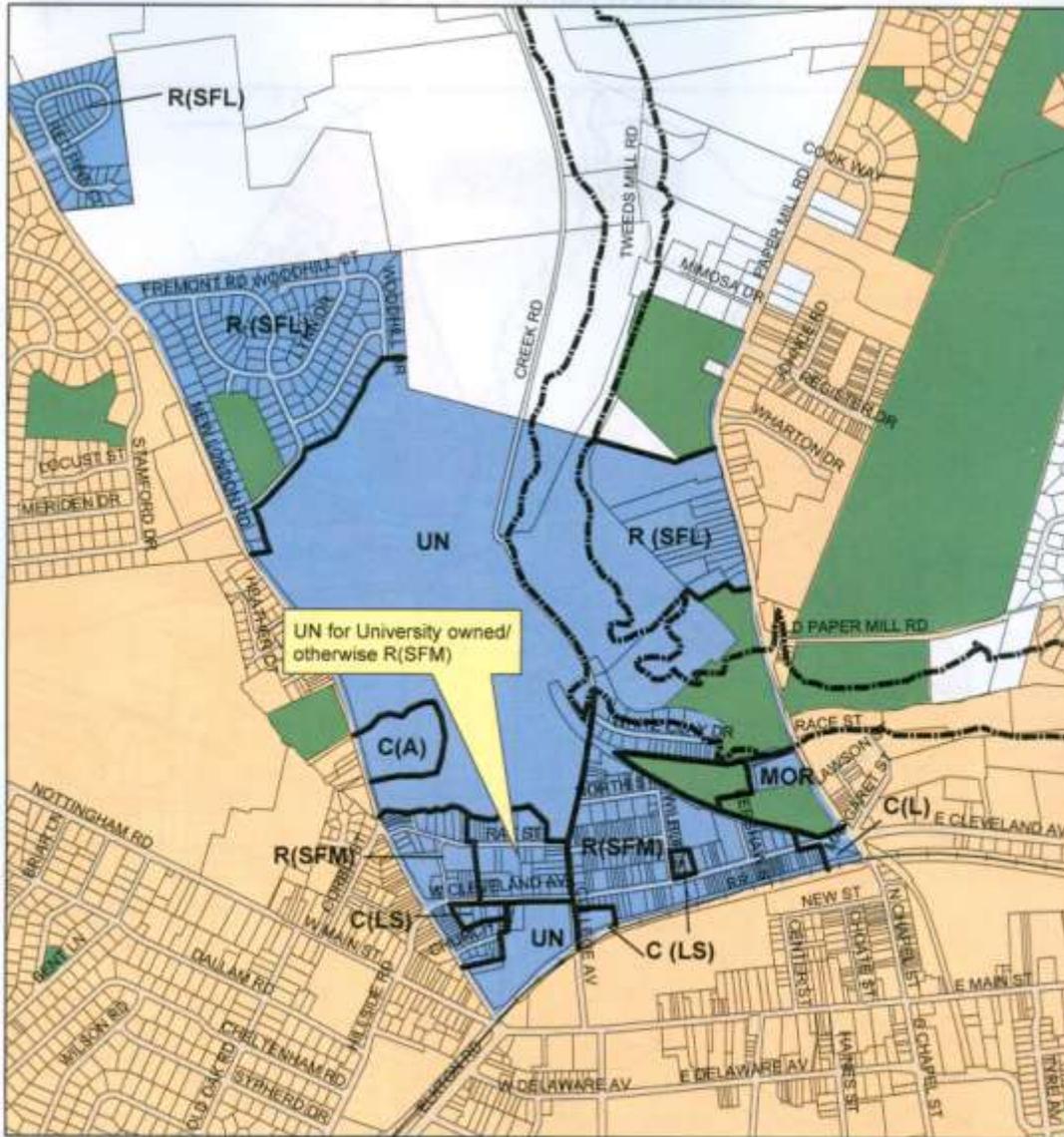
Using this Land Use Guide

The following **COMPREHENSIVE PLAN IV Land Use Guide** is divided into two parts – the first shows "Planning Sections" within current Newark boundaries with proposed land use categories and tables summarizing these uses; provides a rationale for the uses; describes existing uses; notes special conditions impacting development within the "Section;" and, most importantly, notes any land use category changes from the 2003 PLAN update. Similarly, this next part of this Chapter contains "Planning Areas," representing the City's Adjacent Areas Land Use Plan, for lands adjacent or proximate to the City. This "Planning Areas," portion also, of course, includes the same descriptive information for these lands outside the City as that provide for the "Planning Sections," in Newark. In other words, COMPREHENSIVE PLAN IV combines in one easy-to-use format revisions of two of the City's key comprehensive planning efforts – Newark's latest land use plan for lands inside the City and for lands adjacent and nearby that might be considered for annexation.

PLANNING SECTIONS



Planning Section A



0 1,150 2,300 4,600 Feet

Legend

- Planning Section A
- City
- Park

- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION A

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW AND MEDIUM DENSITY)
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- PARKLAND
- STREAM VALLEY

Location:

East side of New London Road (Route 896) to West Side of Curtis Mill Road. CSX Railroad Right-of-Way to Evergreen, Fairfield Crest, and Coverdale Park

Existing Use(s):

- University North Campus; Dormitories
- Single-Family Residential
- Apartments
- White Clay Creek Stream Valley
- Light Commercial and Hotel
- Parkland

Previous Plan:

- Single-Family Residential (Low and Medium Density)
- Multi-Family Residential
- Manufacturing Office/Research
- Light Commercial (Local Shopping)
- Parkland
- Stream Valley

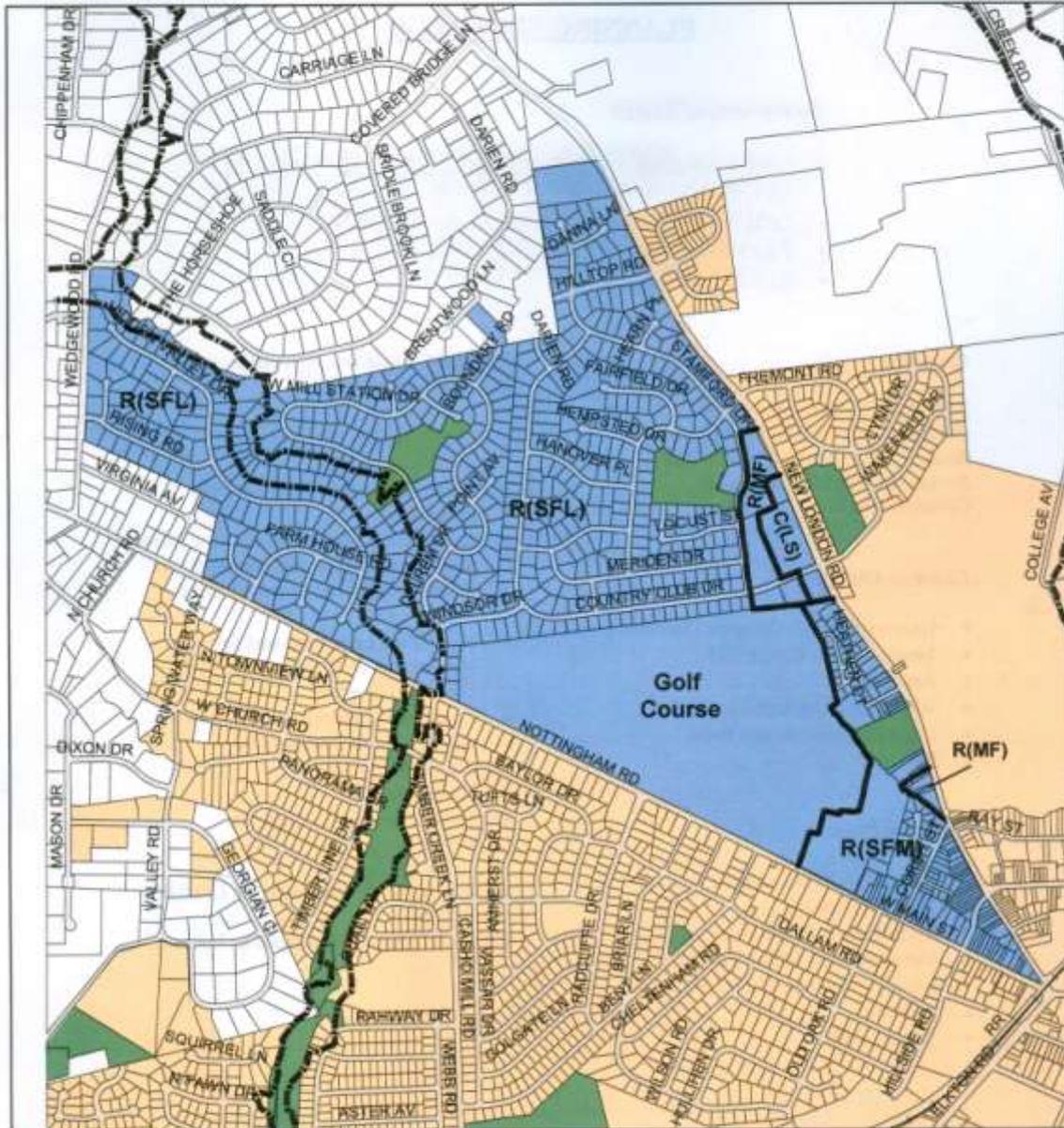
Special Conditions Affecting Development:

- Heavy Traffic Volumes on Cleveland Avenue
- Water Pressure in Fairfield Crest/ Evergreen
- Long Term Off-campus Housing Impact
- Significant Community Development Funding for Home Improvement in section
- Right Turn Lane Proposed for Northbound N. College Avenue to Cleveland Avenue
- Continued University Expansion between North Campus and Cleveland Avenue
- Stream Valley
- Sewer Conveyance Capacity
- Heavy traffic at New London/Hillside Rds. Intersection

Rationale for Recommended Use(s):

- Developing or Developed as Indicated

Planning Section B



0 950 1,900 3,800 Feet

Legend

- Planning Section B
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION B

Recommended Use(s):

- SINGLE FAMILY RESIDENTIAL (LOW AND MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL (MEDIUM TO HIGH DENSITY)
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- PARKLAND
- STREAM VALLEY

Location:

West Side of New London Road (Route 896) to Wedgewood Road, between Covered Bridge Farms and North Side of Nottingham Road.

Existing Uses(s):

- Single-Family Residential
- Townhouses
- Small Apartments
- Religious Institutions
- Newark Country Club
- Parkland
- Stream Valley
- Dormitories
- Commercial

Previous Plan:

- Single Family Residential (Low And Medium Density)
- Multi-Family Residential (Medium To High Density)
- Light Commercial (Local Shopping)
- Parkland
- Stream Valley

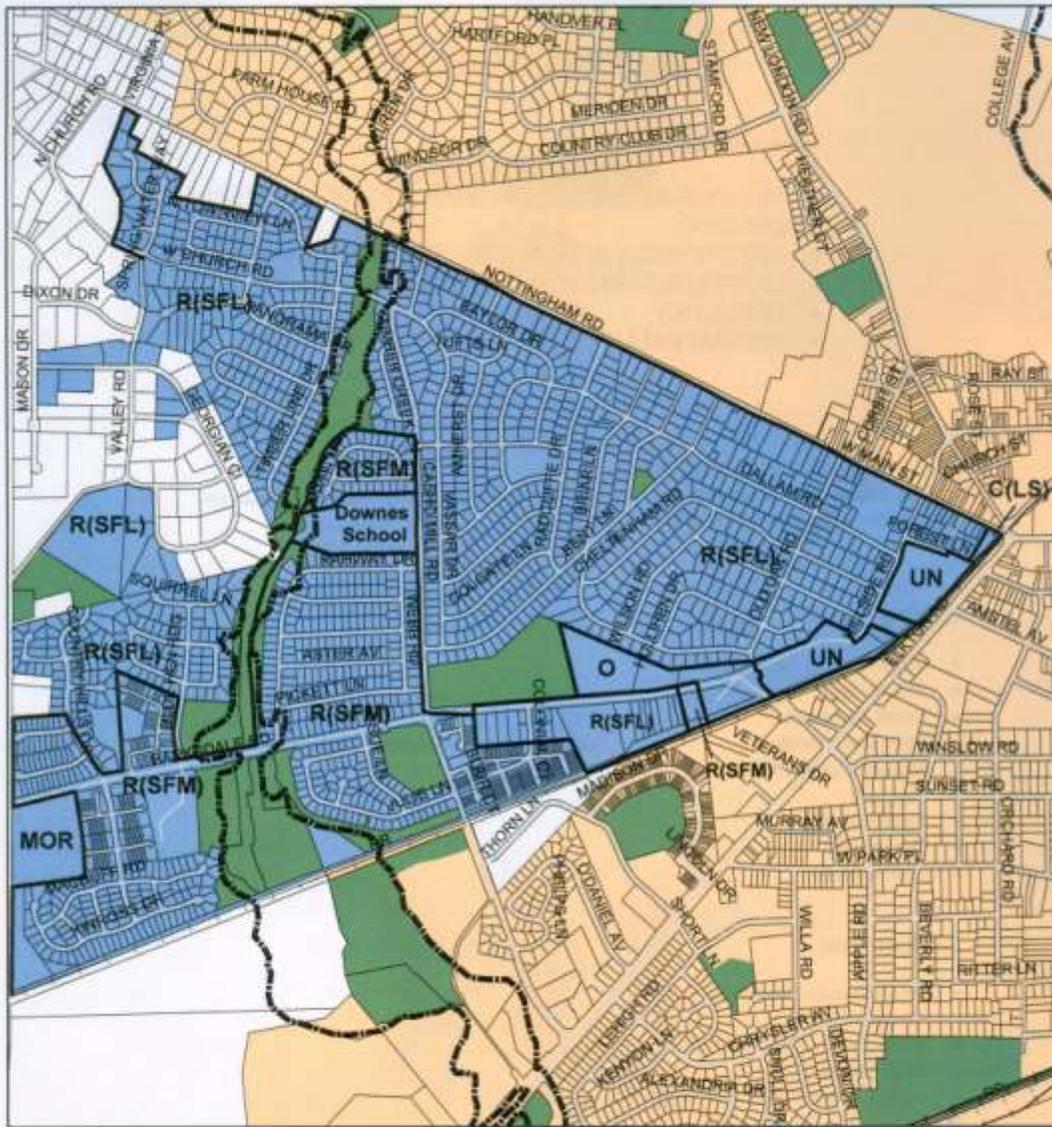
Special Conditions affecting Development

- Increasing Traffic Volumes on Nottingham Road and New London Road
- Stream Valley
- Water Pressure and Sewer Conveyance Capacity
- While the Newark Country Club site has been approved for development in conformity with the Plan's single family residential land use designation, the City hopes to minimize negative impacts from development on the site, including through extensive open space at the location

Rationale for Recommended Use(s):

- Developed as indicated

Planning Section C



0 1,100 2,200 4,400 Feet

Legend

- Planning Section C
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION C

Recommended Use(s):

- SINGLE FAMILY RESIDENTIAL (LOW-MEDIUM DENSITY)
- OFFICES
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- PARKLAND
- MANUFACTURING OFFICE/RESEARCH
- STREAM VALLEY

Location:

South Side of Nottingham Road
to CSX Railroad Right-of-Way, Bounded by
Christine Manor on the West

Existing Use(s):

- Single-Family Residential
- Townhouses
- Professional Offices
- Religious Institutions
- Dormitories
- Light Industrial
- School
- Parkland
- Stream Valley

Previous Plan:

- Single-Family Residential (Low-Medium Density)
- Offices
- Light Commercial (Local Shopping)
- Parkland
- Manufacturing Office/Research
- Stream Valley

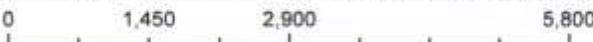
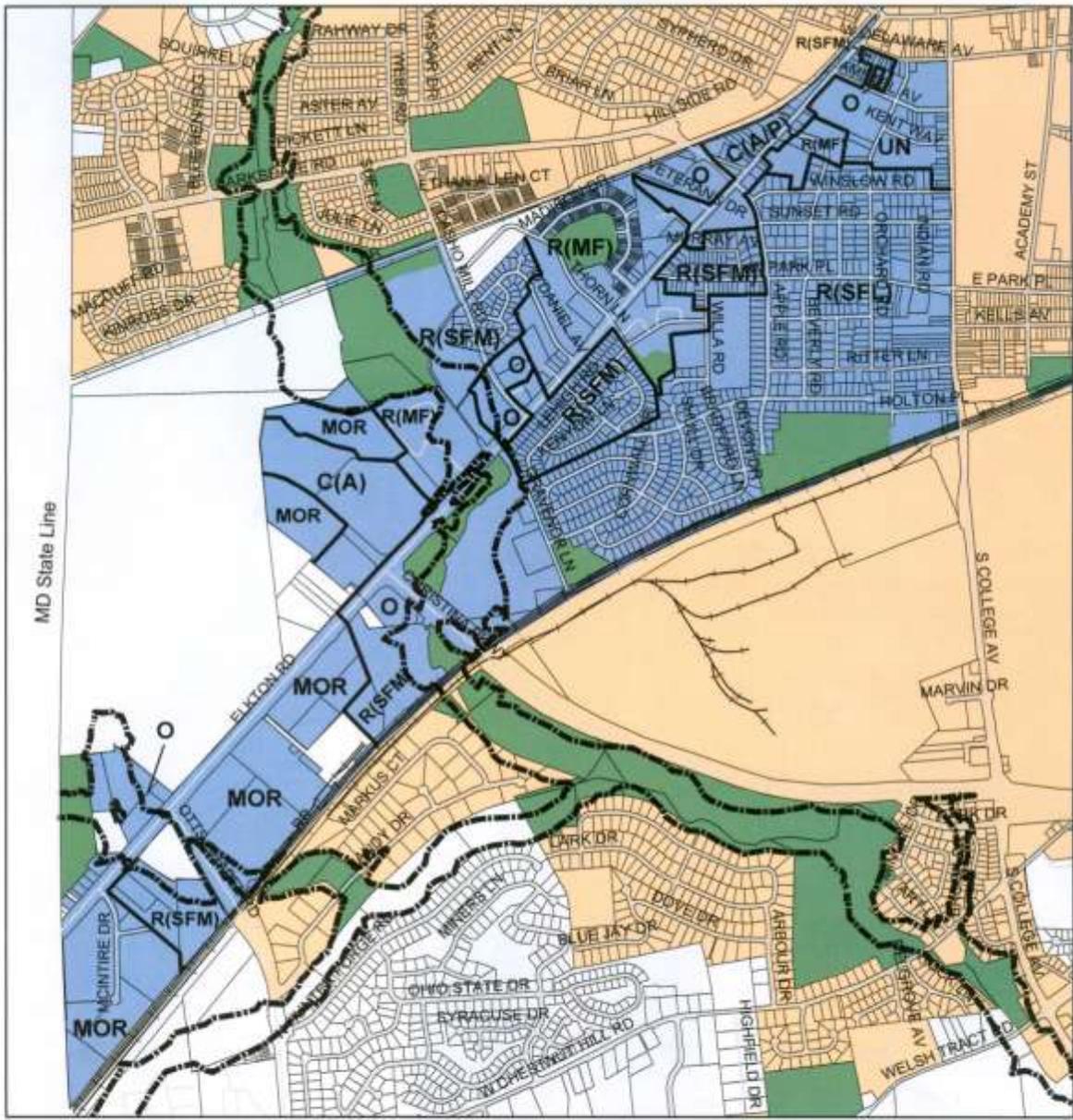
Special Conditions Affecting Development:

- Stream Valley
- Traffic Volumes of Proposed
Development Need to be Closely
Monitored
- Water Pressure and Sewer Conveyance
Capacity

Rationale for Recommended Use(s):

- Developed As Indicated

Planning Section D



Legend

- Planning Section D
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION D

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW-MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- OFFICES
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- LIGHT COMMERCIAL
- COMMERCIAL (AUTO-ORIENTED)
- PARKLAND
- MANUFACTURING OFFICE/RESEARCH
- STREAM VALLEY

Location:

South Side of CSX Railroad right-of-way to South College Avenue between West Delaware Avenue, the Christina Creek, and the Conrail/Amtrak Railroad right-of-way.

Existing Use(s):

- Single Family
- Townhouses
- Apartments
- Mixed Use Facilities
- Offices
- Businesses
- Schools
- Religious Institutions
- Public Facilities
- Parks
- Stream Valley

Previous Plan:

- Single-Family Residential (Low-Medium Density)
- Offices
- Light Commercial (Local Shopping)
- Parkland
- Manufacturing Office/Research
- Stream Valley

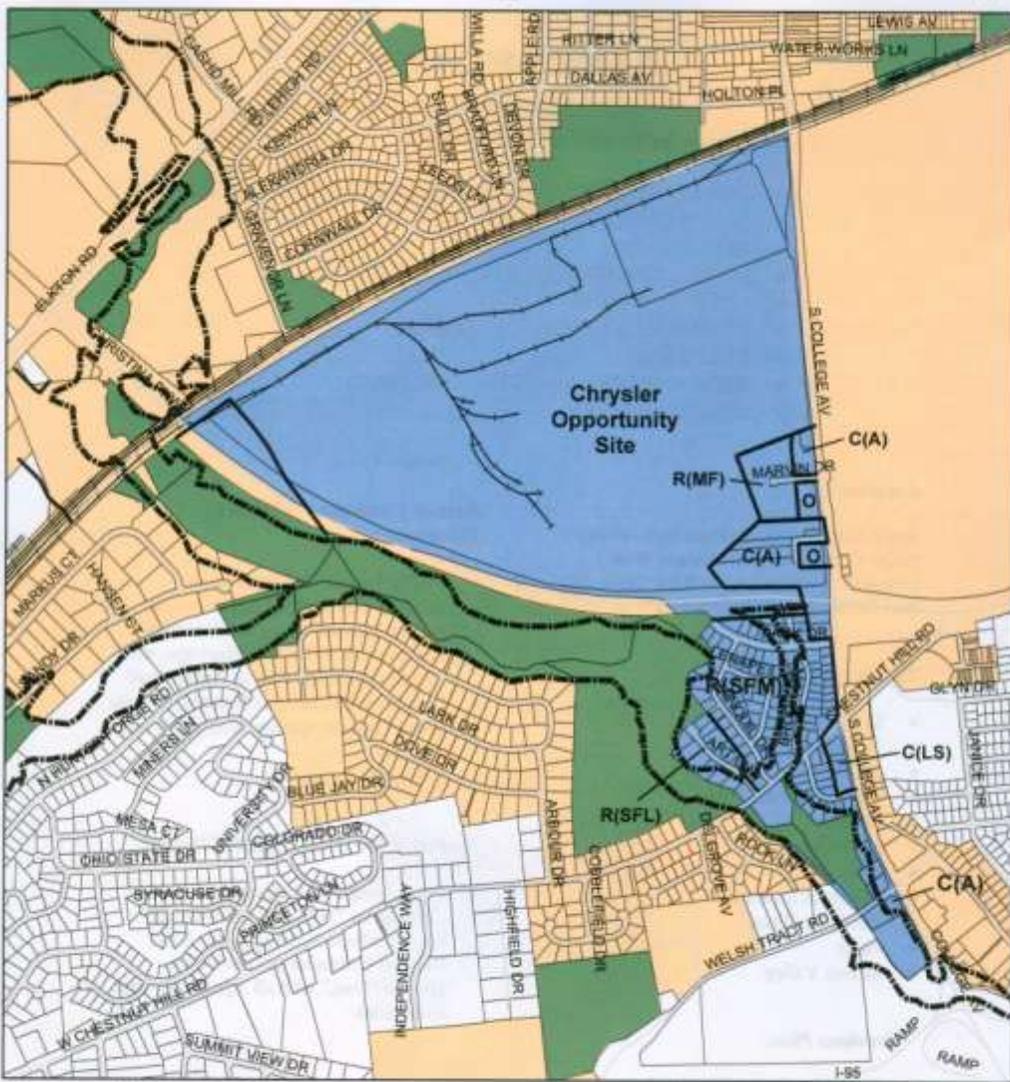
Special Conditions Affecting Development:

- Traffic volume on Elkton Road
- DelDOT Elkton Road Improvement Project Planned to upgrade Roadway, improve Sidewalks and Bikeways, with “Traffic Calming” East of Apple Road
- Long-term Off-campus Housing Impacts
- Sewer Capacity Conveyance and Water Pressure
- University Expansion

Rationale for Recommended Use(s):

- Developing or Developed as Indicated
- Update and “Mixed” Recommended Uses at Elkton Road to Apple Road Reflects Extension of Downtown District “One,” with all Applicable Text Comments

Planning Section E



0 1,150 2,300 4,600 Feet

- Legend**
- Planning Section E
 - City
 - Park
 - Flood Hazard Area (OFD)
 - Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

Chrysler Opportunity Site = See Text

PLANNING SECTION E

Recommended Use(s):

- MANUFACTURING OFFICE/RESEARCH; CHRYSLER OPPORTUNITY SITE
- SINGLE FAMILY RESIDENTIAL (LOW TO MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- OFFICES
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- COMMERCIAL (AUTO-ORIENTED)
- STREAM VALLEY
- PARKLAND

Location:

Conrail/Amtrak Railroad Right-of-Way to Christina Creek, West Side of Route 896

Existing Use(s):

- Chrysler Corporation
- Single Family
- Apartments
- Hotels
- Offices
- Businesses
- Stream Valley
- Railroad Station

Previous Plan:

- Single-Family Residential (Low To Medium Density)
- Multi-Family Residential
- Offices
- Light Commercial (Local Shopping)
- Commercial (Auto-Oriented)
- Stream Valley
- Parkland

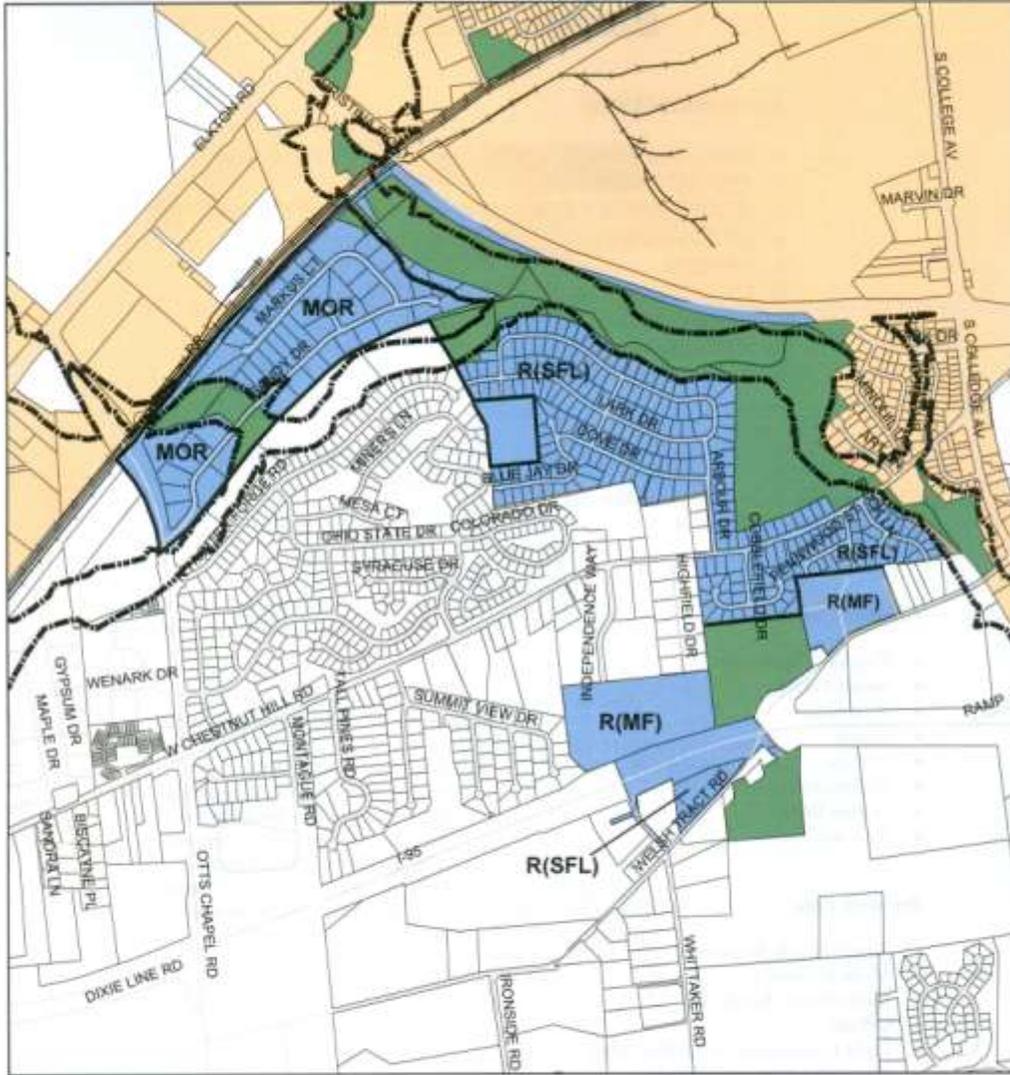
Special Conditions Affecting Development:

- Auto and Truck Traffic Volume on Christina Parkway
- Stream Valley
- Pending Chrysler Closing
- Cost to Provide City Electric could be High

Rationale for Recommended Use(s):

- Developed as Indicated
- Manufacturing; Office/Research at Chrysler Site Corresponds to Existing use; Chrysler Opportunity Site uses reflect Property's Size, Central Location, Proximity to Uses ranging from University, to Commercial, to Residential of all types

Planning Section F



Legend

- Planning Section F
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION F

Recommended Use(s):

- SINGLE-FAMILY (LOW DENSITY)
- MULTI-FAMILY RESIDENTIAL
- MANUFACTURING OFFICE/RESEARCH
- PARKLAND
- STREAM VALLEY

Location:

Christina Parkway South of Turnpike,
Southwest to Sandy Brae Road

Existing Use(s):

- Single-family
- Apartments
- Industrial Zoned Property (Vacant)
- Parks
- Stream Valley

Previous Plan:

- Single-Family (Low Density)
- Multi-Family Residential
- Manufacturing Office/Research
- Parkland
- Stream Valley

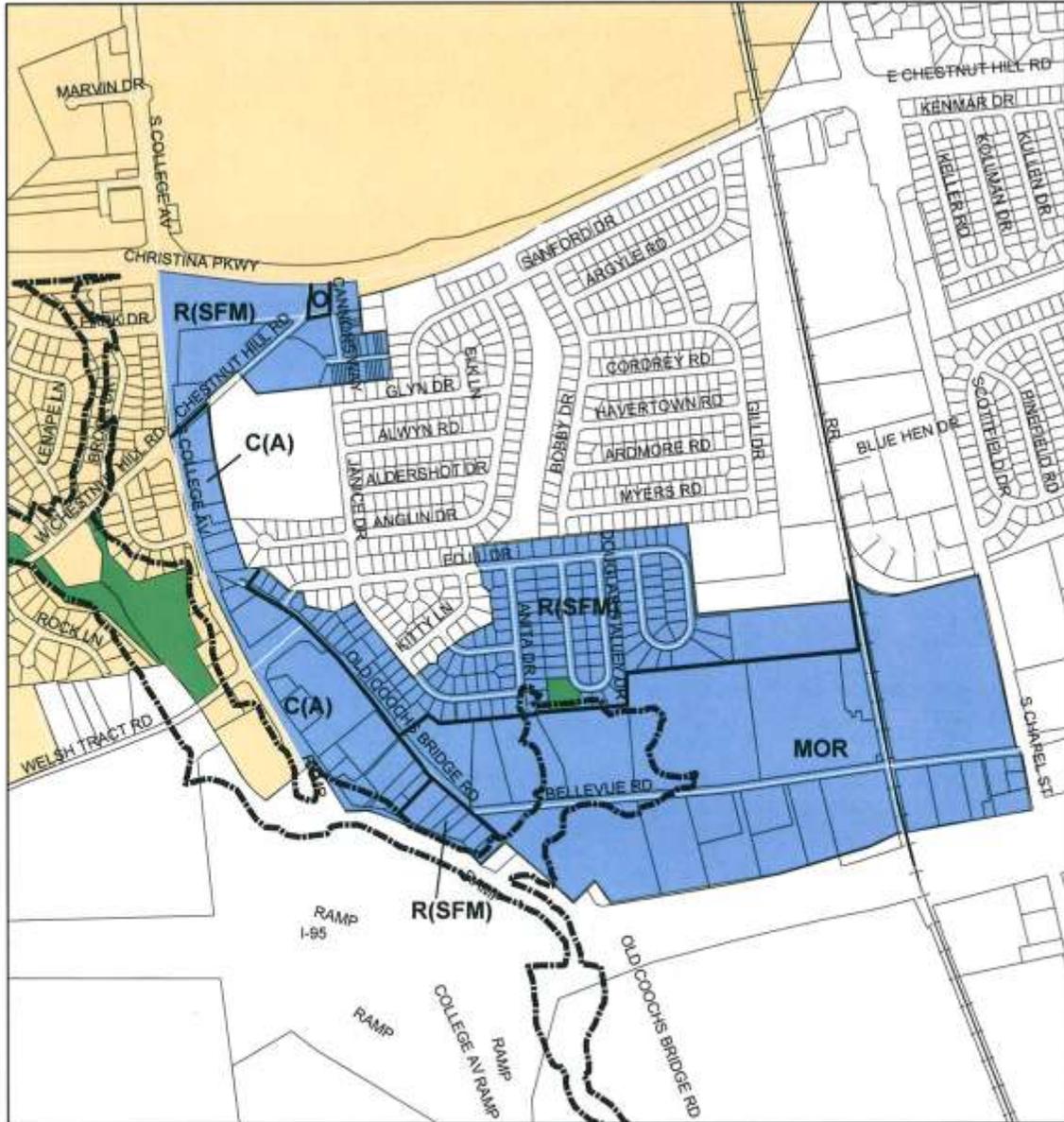
Special Conditions Affecting Development:

- Water Pressure at Chestnut Hill Road
- Stream Valley
- Truck Traffic at Christina Parkway
- Traffic Volume at Christina Parkway
- Water Pressure

Rationale for Recommended Use(s):

- Developed as Indicated

Planning Section G



0 800 1,600 3,200 Feet

Legend

- Planning Section G
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Offices/ Research = MOR
- University = UN

PLANNING SECTION G

Recommended Use(s):

- MANUFACTURING/OFFICE RESEARCH
- COMMERCIAL (AUTO-ORIENTED)
- OFFICES
- SINGLE FAMILY (MEDIUM DENSITY)
- STREAM VALLEY

Location:

John F. Kennedy Turnpike to Route 4, East of Route 896

Existing Use(s):

- Industrial
- Single Family
- Townhouses
- Commercial
- Religious Institutions

Previous Plan:

- Manufacturing/Office Research
- Commercial (Auto-Oriented)
- Offices
- Single Family (Medium Density)
- Stream Valley

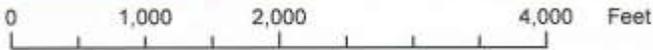
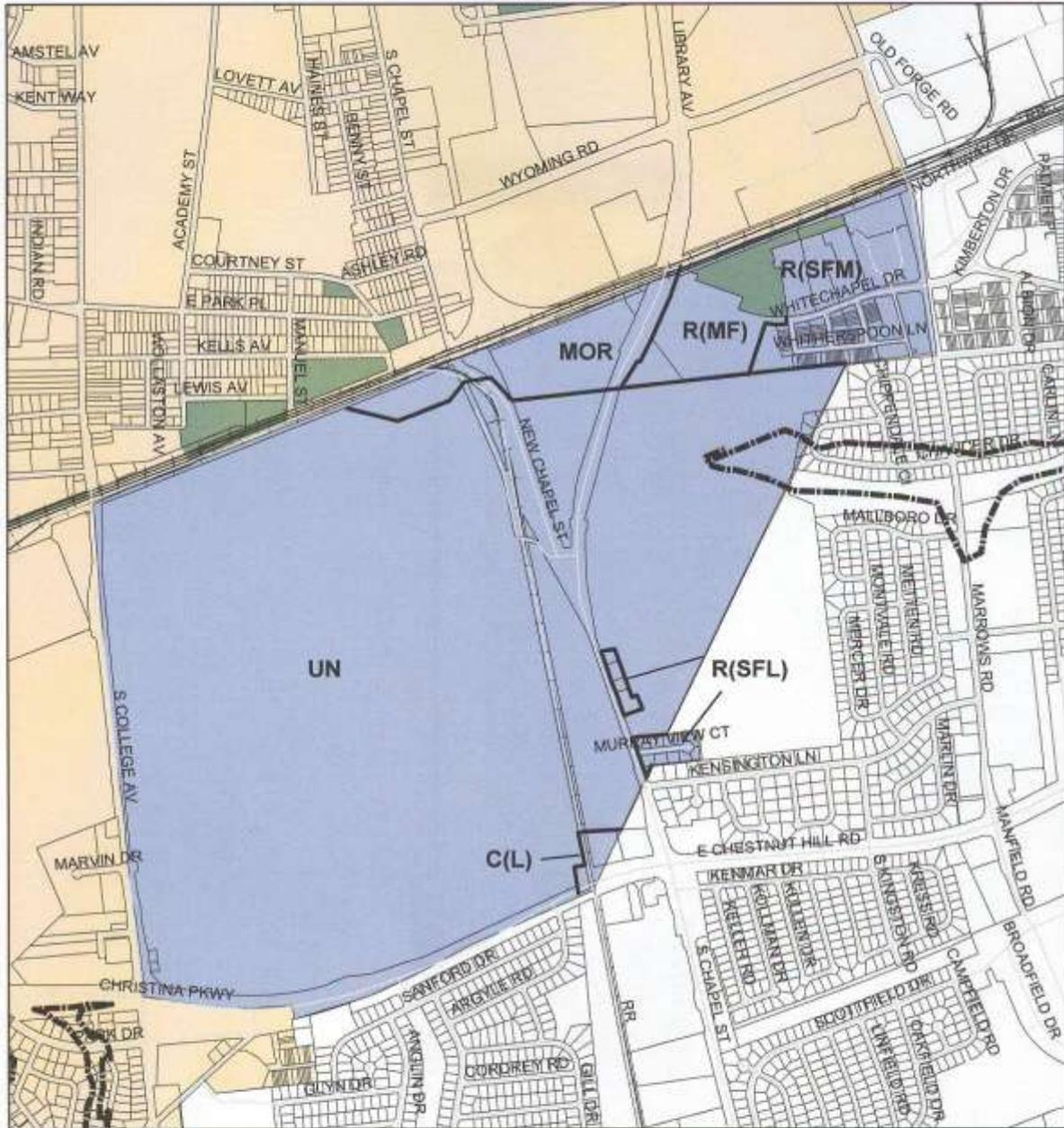
Special Conditions Affecting Development:

- Traffic Volume on Route 896, Christina Parkway and W. Chestnut Hill Road
- Stream Valley
- Sewer Capacity Conveyance

Rationale for Recommended Use(s):

- Developed As Indicated

Planning Section H



Legend

- Planning Section H
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION H

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW TO MEDIUM DENSITY)
- LIGHT COMMERCIAL
- MANUFACTURING OFFICE/RESEARCH

Location:

Chestnut Hill Road to South Side of
Conrail/Amtrak Railroad Right-of-Way,
Between South College Avenue and City
Limits

Existing Use(s):

- University Sports Facilities
- UD Farm and Agricultural School
- Townhouses
- Adult Communities
- Newark Senior Center
- Cement Plant

Previous Plan:

- Single-Family Residential (Low To
Medium Density)
- Light Commercial
- Manufacturing Office/Research

Special Conditions Affecting Development:

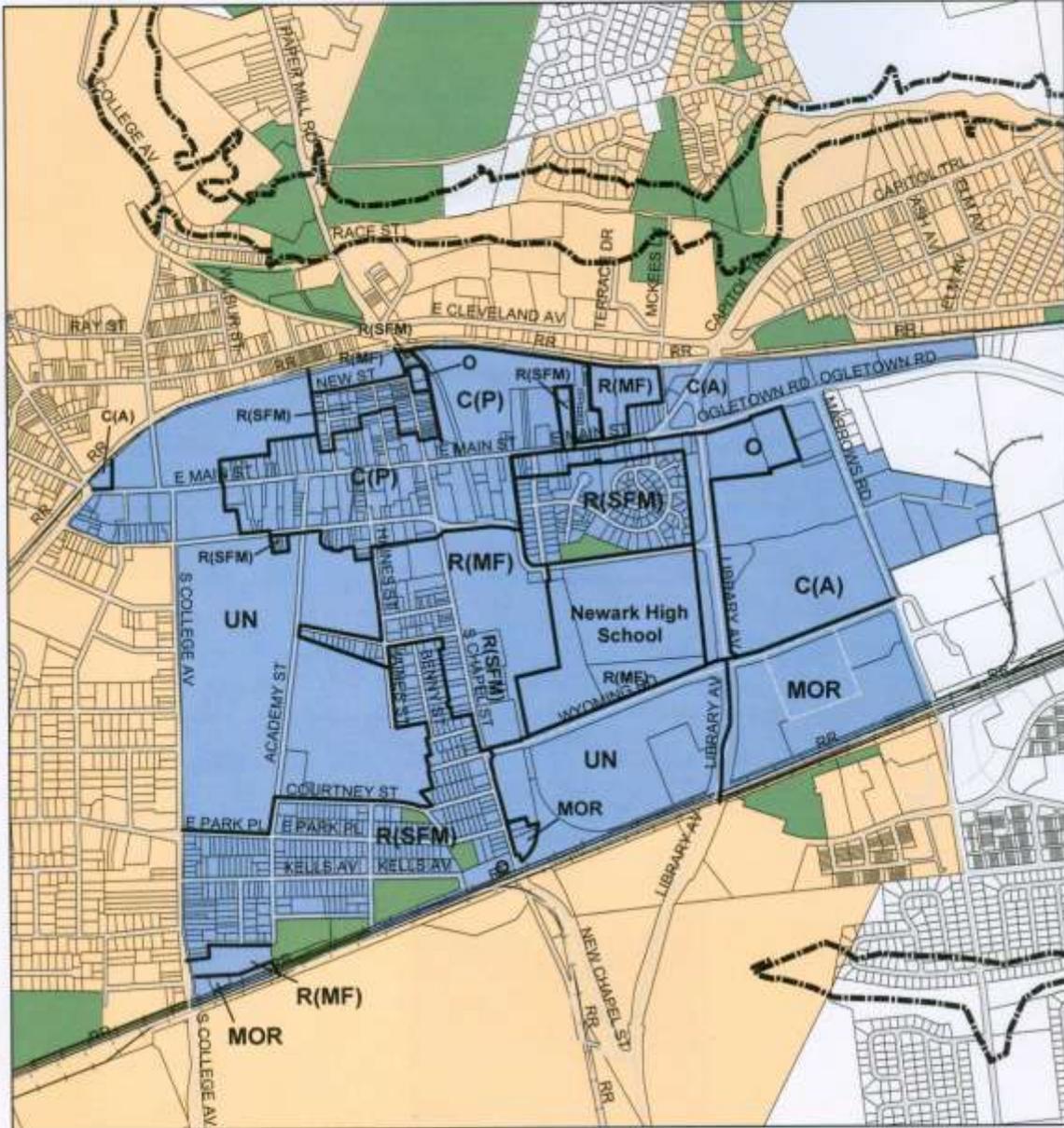
- University Property
- Limited Sewer and Water Infrastructure
- Cost to Provide Electric Service to
University Property could be High

Rationale for Recommended Use(s):

- Developed as indicated
- Relocated Passenger Rail Station not
recommended for old S. Chapel Street
Cement Plant Site. State proposal to
relocate the existing Newark Passenger
Rail Station would remove it from a
central pedestrian oriented area and
reduce accessibility.

Planning Section

J



0 1,200 2,400 4,800 Feet

Legend

- Planning Section J
- City
- Park
- Flood Hazard Area (OFD)
- Railroad

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION J

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- OFFICES
- LIGHT COMMERCIAL
- COMMERCIAL (PEDESTRIAN AND AUTO-ORIENTED)
- MANUFACTURING/OFFICE RESEARCH

Location:

Conrail/Amtrak Railroad Right-of-Way to South Side of CSX Railroad Right-of-Way, between Marrows Road and South College Avenue including between South College Avenue and Elkton Road North of Delaware Avenue

Special Conditions Affecting Development:

- Central Business District
- Older Infrastructure
- Traffic
- Long-Term Off-Campus Housing and University Impact

Existing Use(s):

- Single Family
- Apartments
- Central Business District
- Shopping Centers
- University “Green” and “Core” Campus
- Parks
- High School
- Religious Institutions
- Newark Free Library
- Dormitories

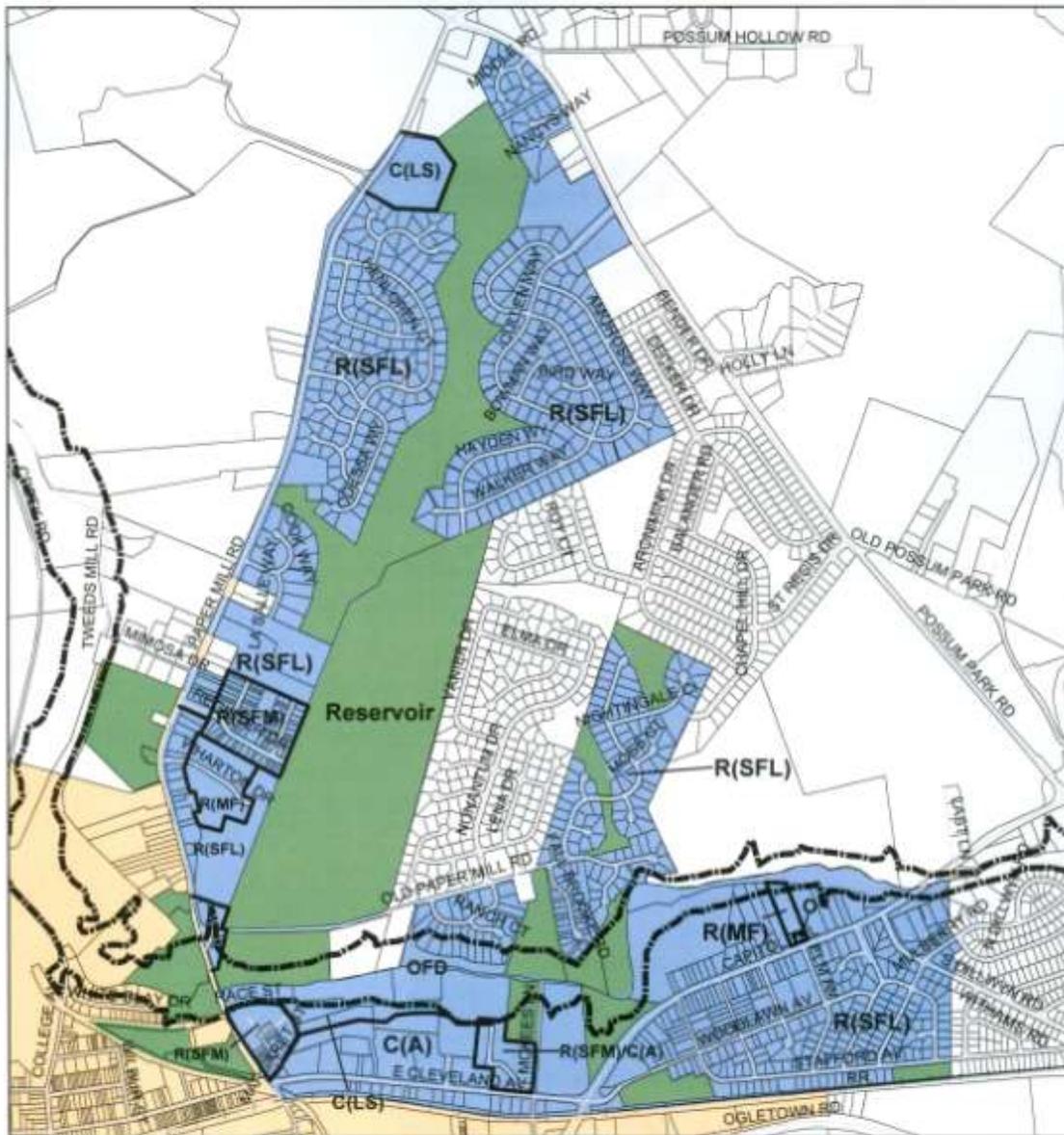
Rationale for Recommended Use(s):

- Developed as shown
- Downtown Districts within northern area of Section

Previous Plan:

- Single-Family Residential (Medium Density)
- Multi-Family Residential
- Light Commercial (Local Shopping)
- Offices
- Light Commercial

Planning Section K



0 1,350 2,700 5,400 Feet

Legend

- City
- Park
- Flood Hazard Area (OFD)
- Railroad
- Planning Section K

- Single Family Residential (low density) = R(SFL)
- Single Family Residential (med density) = R(SFM)
- Multi-Family Residential (med-high density) = R(MF)
- Offices = O
- Light Commercial = C(L)
- Light Commercial (local shopping) = C(LS)
- Commercial (auto oriented) = C(A)
- Commercial (pedestrian oriented) = C(P)
- Manufacturing Office/ Research = MOR
- University = UN

PLANNING SECTION K

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW TO MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- MANUFACTURING/OFFICE RESEARCH
- LIGHT COMMERCIAL (LOCAL SHOPPING)
- OFFICES
- COMMERCIAL (AUTO-ORIENTED)
- STREAM VALLEY
- PARKLAND

Location:

CSX Railroad Right-Of-Way To Northern City Boundary Between Windy Hills And Paper Mill Road

Existing Use(s):

- Apartments
- Single Family
- Commercial
- Offices
- Parks

Previous Plan:

- Single-Family Residential (Low To Medium Density)
- Multi-Family Residential
- Manufacturing/Office Research
- Light Commercial (Local Shopping)
- Offices
- Commercial (Auto-Oriented)
- Stream Valley
- Parkland

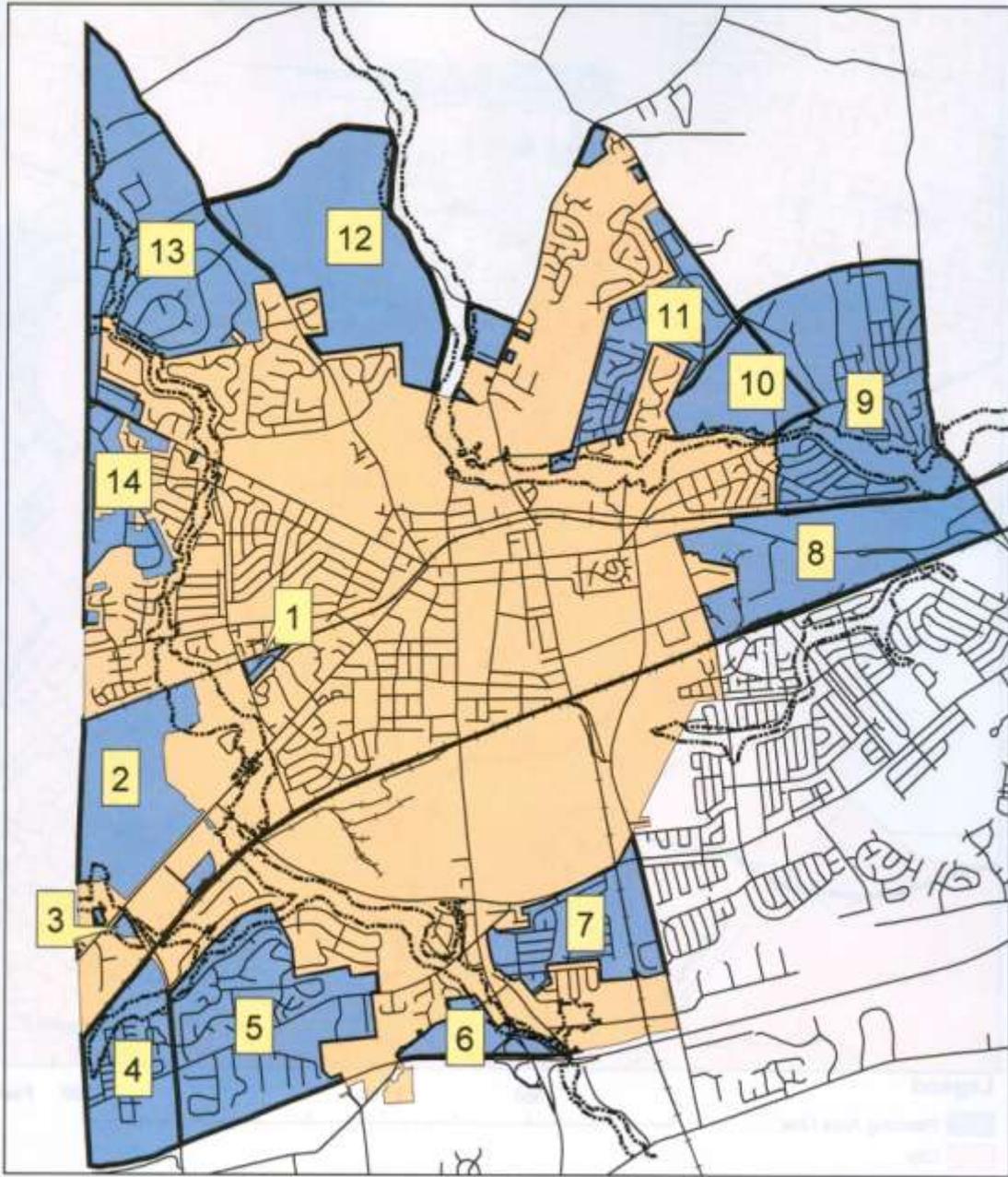
Special Conditions Affecting Development:

- Traffic on Capitol Trail
- Stream Valley
- Water Pressure

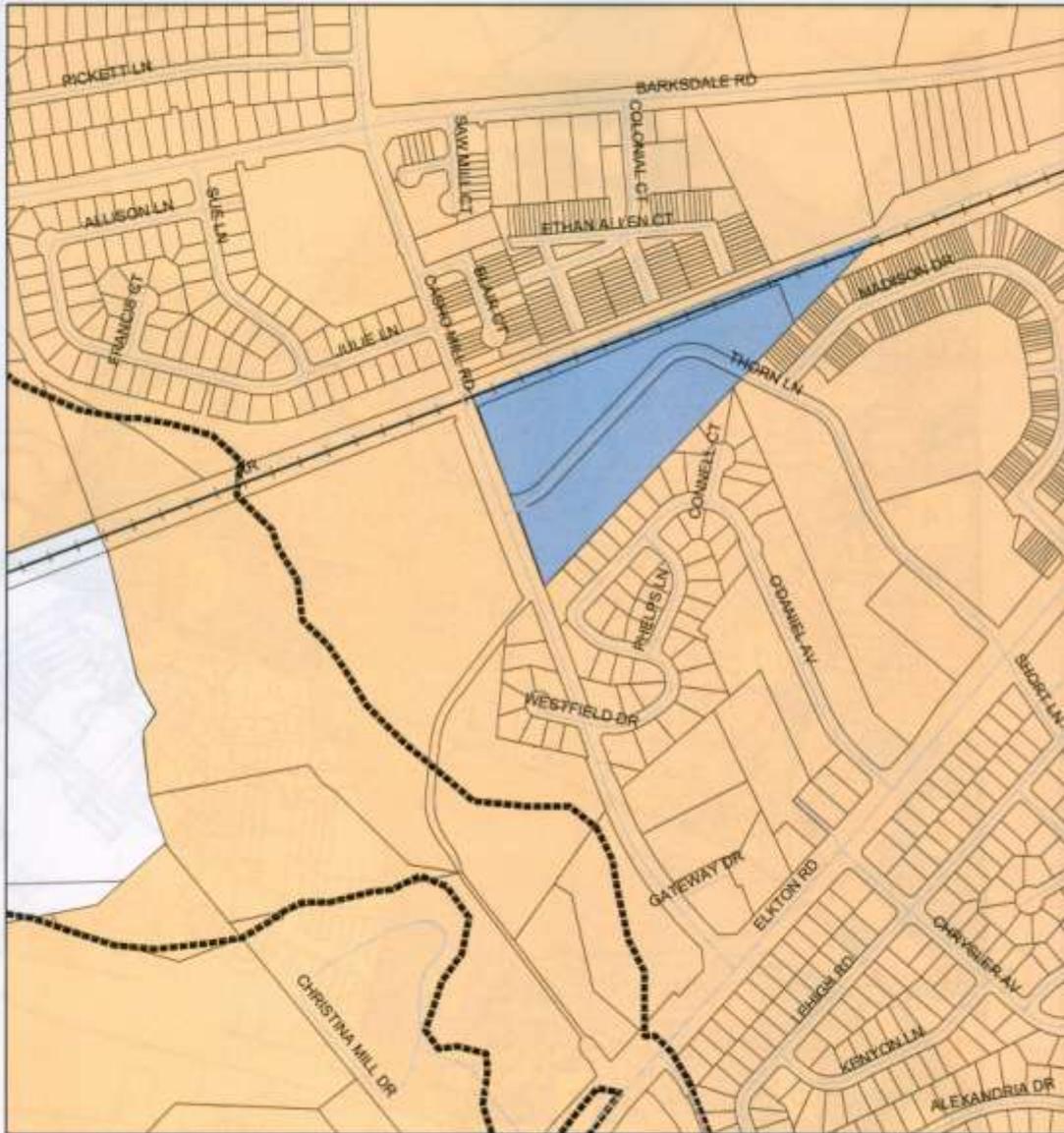
Rationale for Recommended Use(s):

- Developing or Developed as indicated
- Dual use at Housing Authority Location on E. Cleveland Avenue reflecting possible sale and demolition of site

ADJACENT PLANNING AREAS



Planning Area One



Legend

- Planning Area One
- City
- Flood Hazard Area
- Railroad

0 550 1,100 2,200 Feet

PLANNING AREA NO. ONE

Recommended Use(s):

- MULTI-FAMILY RESIDENTIAL (MEDIUM TO HIGH DENSITY)

Location:

Southwest of City Boundary, along Casho Mill Road; "Island," Surrounded by Land in City.

Special Conditions Affecting Development:

- None

Existing Use(s):

- Towne Court Apartments

Rationale for Recommended Use(s):

- Developed as Multi-family

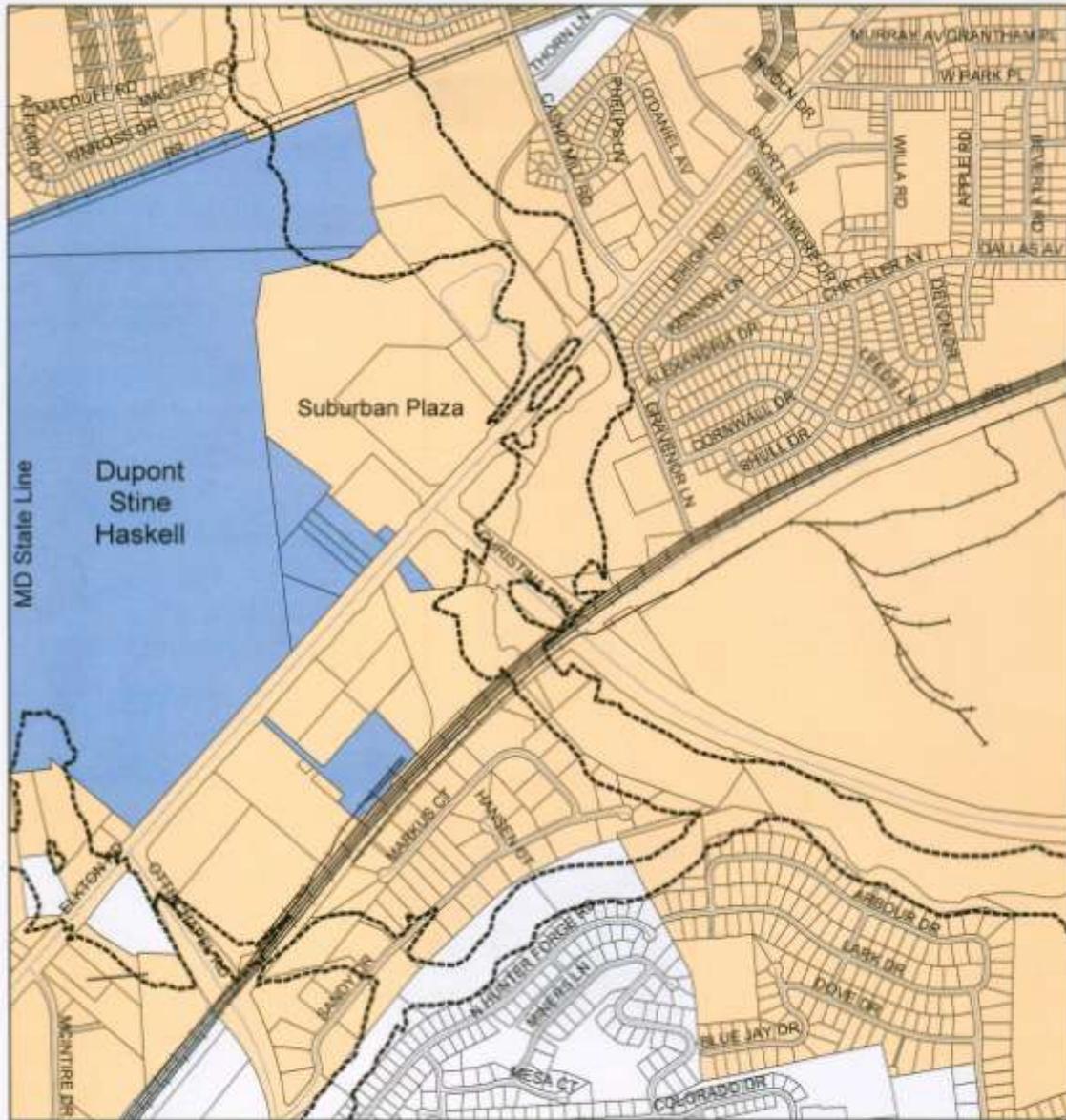
Previous Plan:

- Multi-Family Residential (Medium to High Density)

Generalized Current County Zoning:

- Apartments

Planning Area Two



Legend

- Planning Area Two
- City
- Flood Hazard Area
- Railroad

PLANNING AREA NO. TWO

Recommended Use(s):

- COMMERCIAL (AUTO-ORIENTED)
- MANUFACTURING/OFFICE RESEARCH
- STREAM VALLEY
- SINGLE FAMILY RESIDENTIAL (LOW DENSITY)¹

Location:

- Along Elkton Road to
- Maryland Line

Existing Use(s):

- Commercial
- DuPont – Stine Labs
- Industrial

Previous Plan

- Commercial (auto-oriented)
- Manufacturing/Office Research
- Stream Valley

Special Conditions Affecting Development:

- Increasing Traffic Volumes on
- Elkton Road
- Potential Route for Extension of Christina Parkway to Barksdale Road
- Limited Sewer Infrastructure
- May not be Cost Effective to Service with City Electric

Rationale for Recommended Use(s):

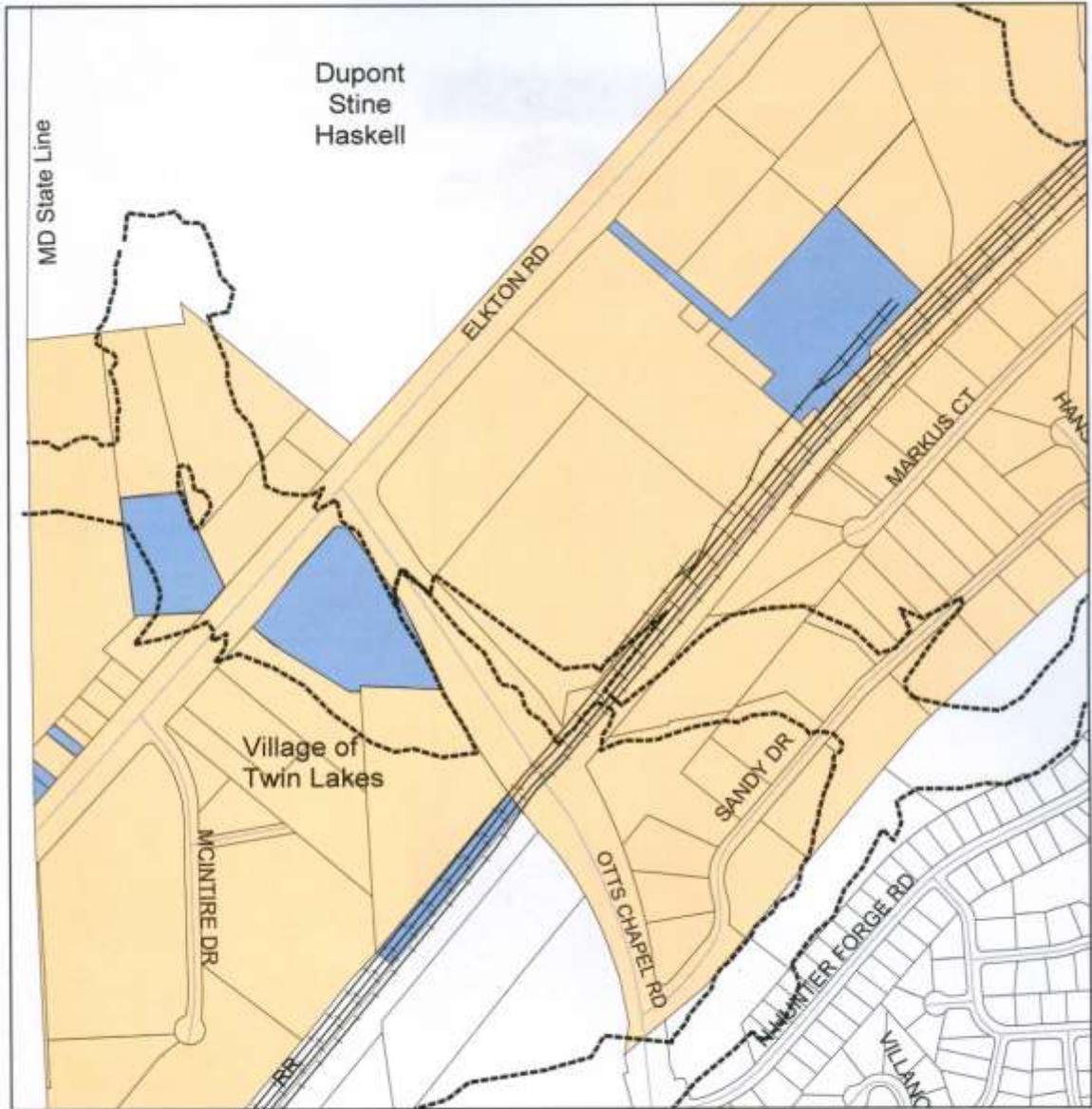
- Developed and Developing as Proposed
- Good Access to Turnpike
- Additional Commercial Development, Should be Closely Regulated to Minimize Traffic Impact
- Other Uses, Including Mixed Use [Medium to Medium-high Density] Residential, Appropriately Designed may be Considered, Taking into Account Site and Environmental Conditions

Generalized Current County Zoning:

- Industrial
- Neighborhood Commercial

¹ This use category is shown only to accommodate any future annexation of the properties immediately adjacent to the Newark Charter School, south and east of Elkton Road, for school uses [which are permitted in the residential category].

Planning Area Three



Legend

- Planning Area Three
- Flood Hazard Area
- Railroad
- city boundary

PLANNING AREA NO. THREE

Recommended Use(s):

- COMMERCIAL (AUTO-ORIENTED)
- MANUFACTURING/OFFICE RESEARCH
- SINGLE FAMILY RESIDENTIAL (MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL (MEDIUM TO HIGH DENSITY)
- STREAM VALLEY

Location:

Along Elkton Road, at and near
Otts Chapel Road

Existing Use(s):

- Commercial
- Residential
- Stream Valley

Previous Plan:

- Commercial (Auto-Oriented)
- Manufacturing/Office Research
- Single Family Residential (Medium Density)
- Multi-Family Residential (Medium To High Density)
- Stream Valley

Special Conditions Affecting Development:

- Increasing Traffic Volumes on Elkton Road
- Gateway to City
- Limited Sewer Infrastructure
- May not be Cost Effective to Serve with City Electric

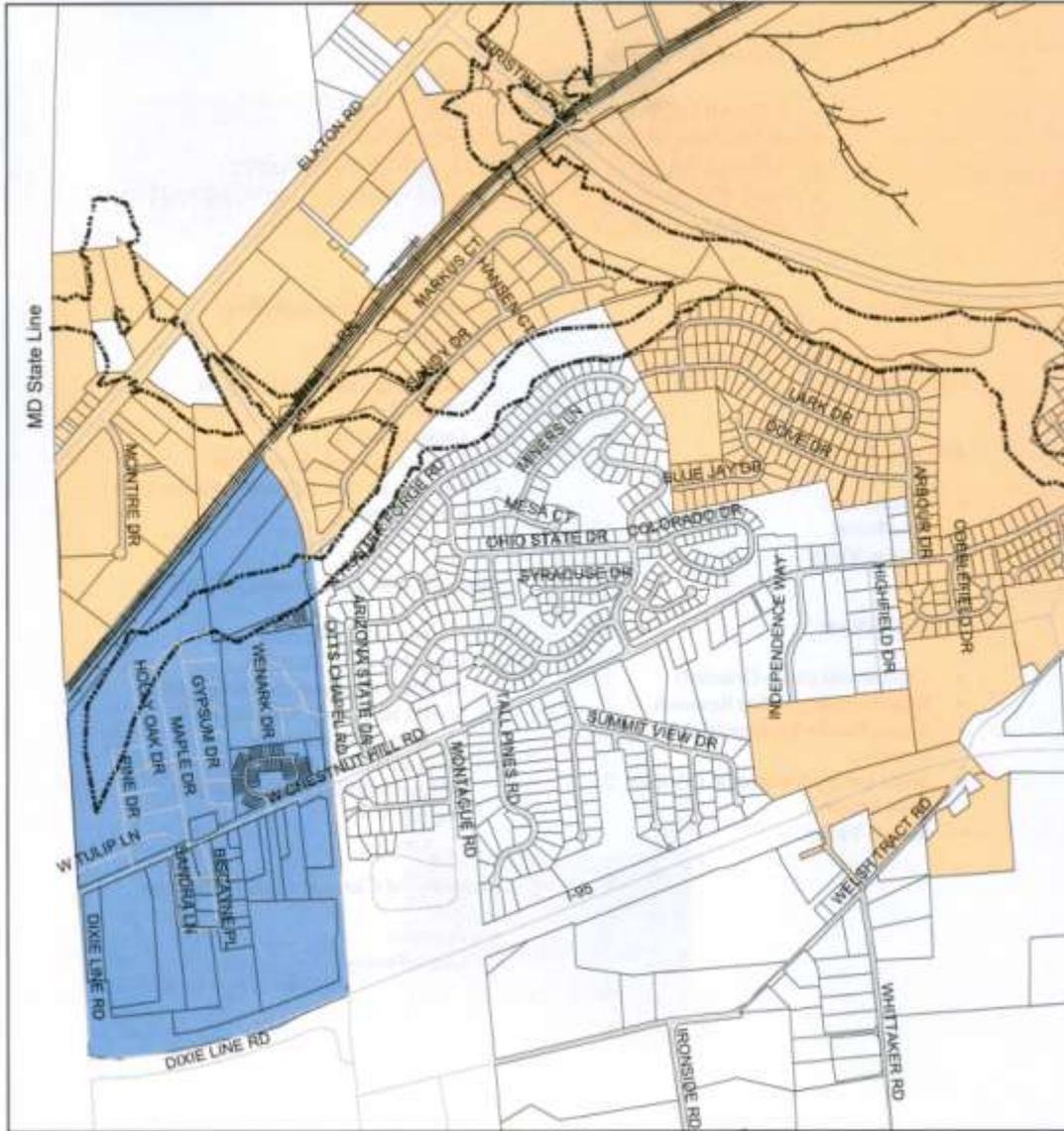
Rationale for Recommended Use(s):

- Developed as Proposed
- Good Access to Turnpike
- Additional Commercial Development Should be Closely Regulated to Minimize Traffic Impact
- Residential with Appropriate Safeguards for Community, Environment and Traffic Flow

Generalized Current County Zoning:

- Industrial
- Single-Family

Planning Area Four



Legend

- Planning Area Four
- City
- Flood Hazard Area
- Railroad

0 1,300 2,600 5,200 Feet

PLANNING AREA NO. FOUR

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW TO MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- STREAM VALLEY

Location:

West of Otts Chapel Road, South of NE Corridor RR, North of Turnpike; East of Maryland Line

Existing Use(s):

- Single-family and Multi-family Residential
- Oak Tree Apartments
- Gore

Previous Plan:

- Single-Family Residential (Low To Medium Density)
- Multi-Family Residential
- Stream Valley

Special Conditions Affecting Development:

- Floodplain at Tributary to Christina Creek
- May not be Cost Effective to serve with City Electric; City Public Works
- Gateway to City

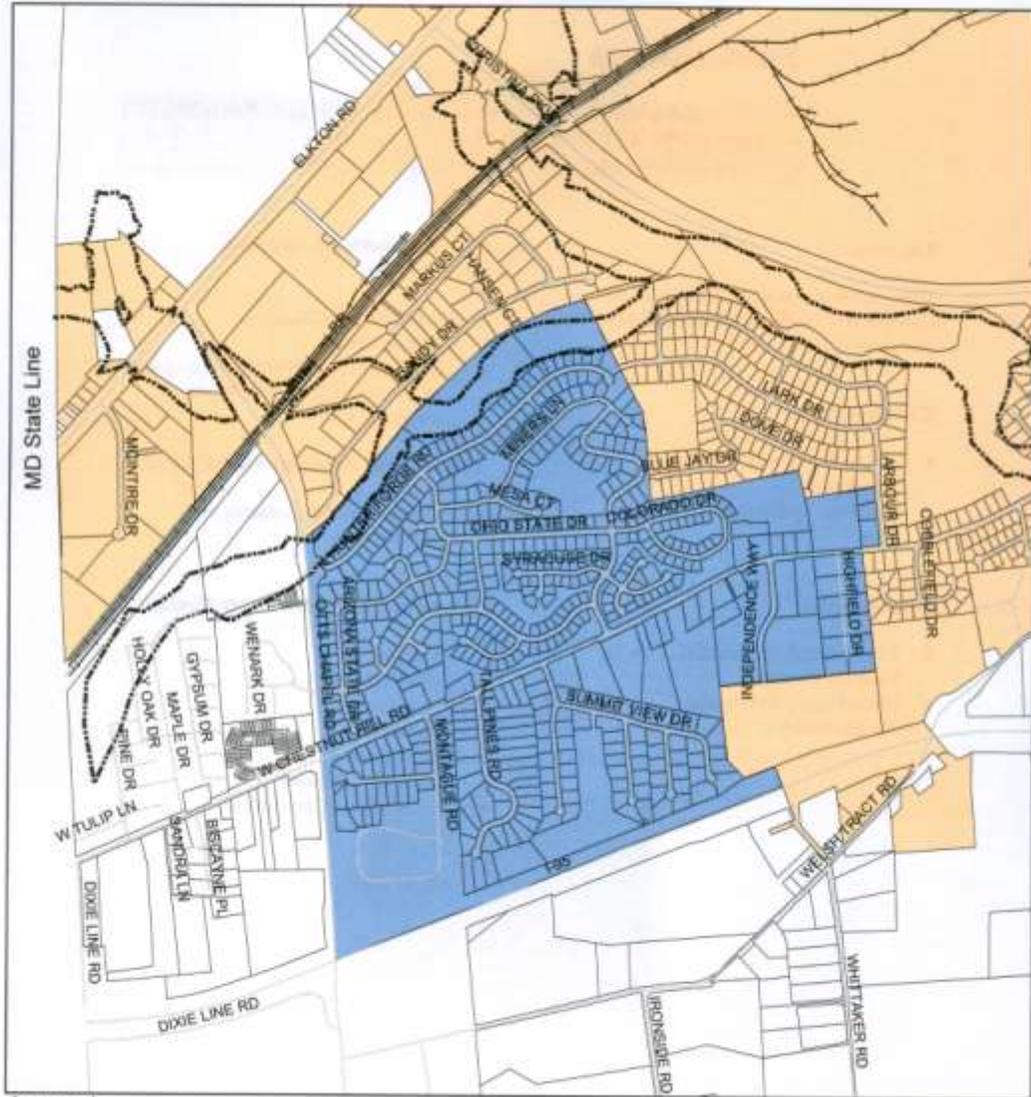
Rationale for Recommended Use(s):

- Developed as Single-family and Multi-family

Generalized Current County Zoning:

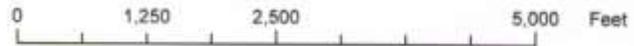
- Industrial
- Suburban
- Single Family
- Apartments
- Townhouses
- Manufacture/Mobile
- Neighborhood Commercial

Planning Area Five



Legend

- Planning Area Five
- City
- Flood Hazard Area
- + Railroad



PLANNING AREA NO. FIVE

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW DENSITY)
- STREAM VALLEY

Location:

West of Arbour Park to Sandy Brae Road,
South of Sandy Brae Industrial Park to I-95

Existing Use(s):

- Single-family Residential
- Church
- Vacant Head Injury Facility
- Anvil Park, Academy Hill,
Summit View

Previous Plan:

- Single-family Residential (low density)
- Stream Valley

Special Conditions affecting Development:

- Considerable Existing Development
- Severe Slopes
- Floodplain
- Traffic Limitations on
W. Chestnut Hill Road
- May Not be Cost Effective to Serve with
City Electric; City
Public Works
- Significant Christina Creek Floodplain –
Inappropriate for new Development

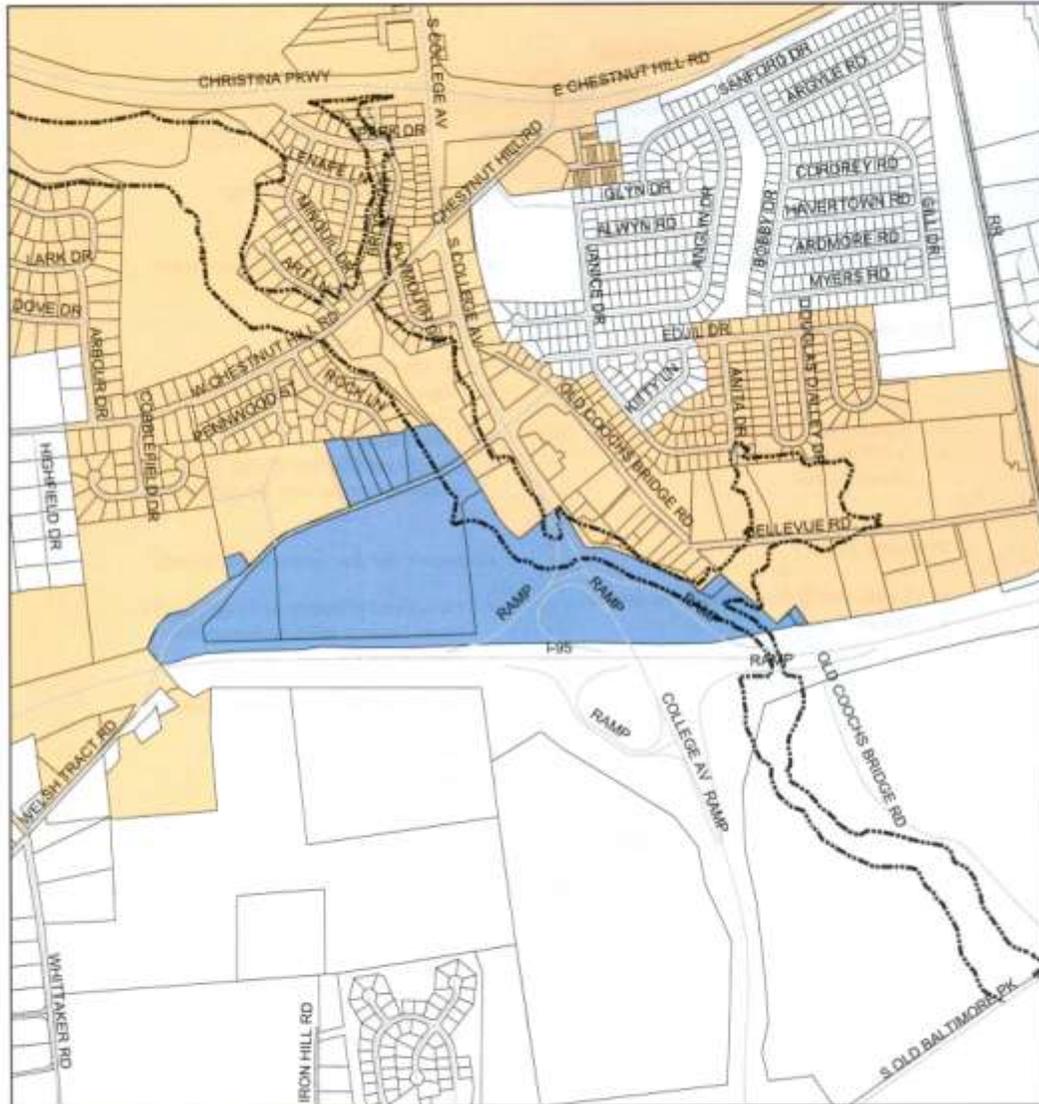
Rationale for Recommended Use(s):

- Developed primarily as Single-family –
Some Institutional Use Acceptable
- Gateway to City

Generalized Current County Zoning:

- Single-family
- Suburban

Planning Area Six



Legend

- Planning Area Six
- City
- Flood Hazard Area
- Railroad

0 1,150 2,300 4,600 Feet

PLANNING AREA NO. SIX

Recommended Use(s):

- SINGLE-FAMILY (LOW DENSITY)
- STREAM VALLEY
- PARKLAND

Location:

South of City, along Welsh Tract Road to Turnpike

Existing Use(s):

- Scattered Single-family
- Stream Valley

Previous Plan:

- Single-Family (Low Density)
- Stream Valley
- Parkland

Special Conditions Affecting Development:

- Floodplain
- Wooded Areas
- Proximity to Turnpike
- May Not be Cost Effective to Serve with City Electric, Water or Sewer

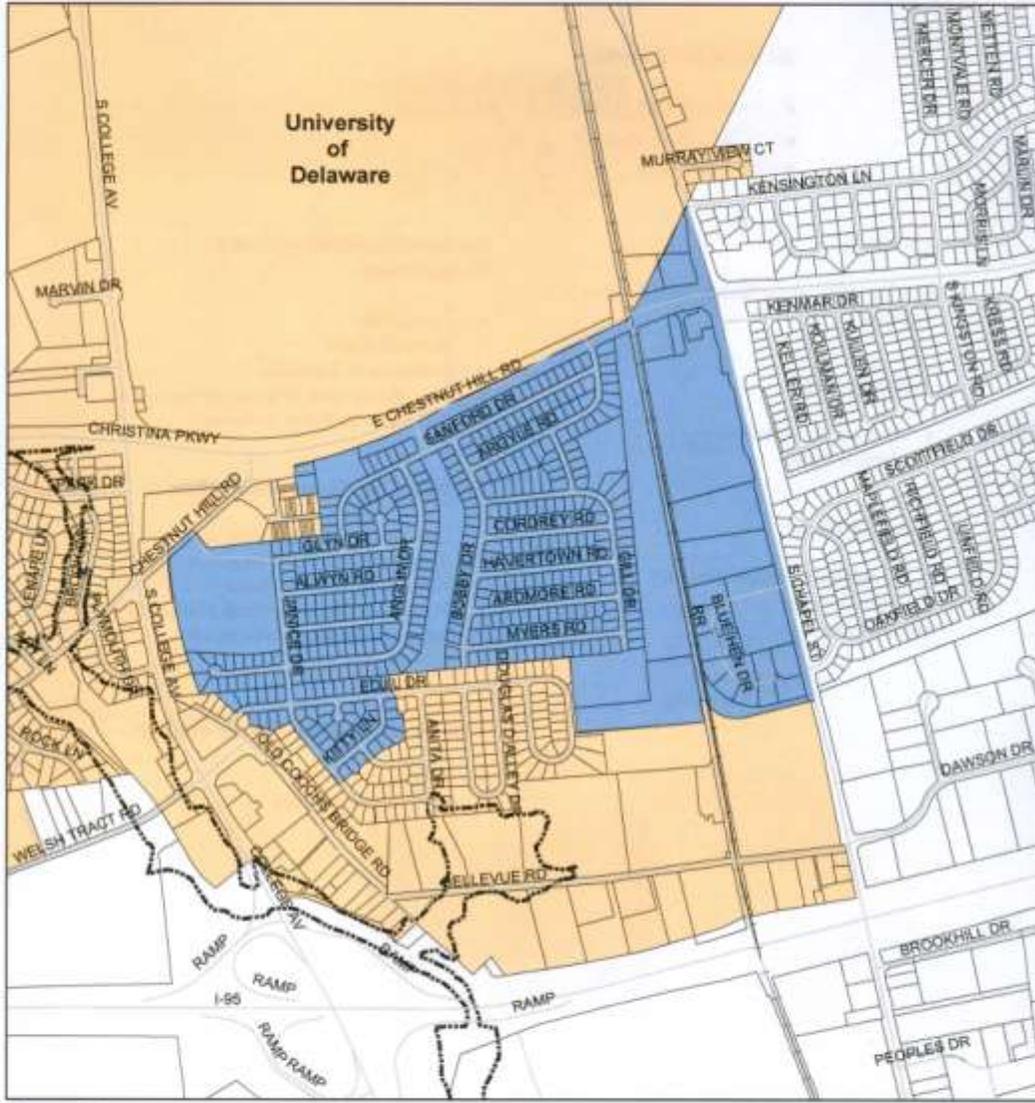
Rationale for Recommended Use(s):

- Low Density Single-family may be Acceptable with Low Impact on Floodplain, Wooded Areas
- Significant Christina Creek Floodplain – Inappropriate for Development
- Gateway to City

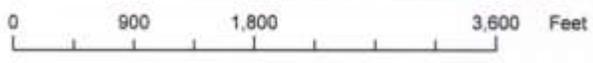
Generalized Current County Zoning:

- Suburban
- Historic Preservation

Planning Area Seven



- Legend**
- Planning Area Seven
 - City
 - Flood Hazard Area
 - Railroad



PLANNING AREA NO. SEVEN

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL
- COMMERCIAL (AUTO ORIENTED)
- MANUFACTURING/OFFICE RESEARCH

Location:

South and east of City between E. Chestnut Hill Road and Diamond State Industrial Park, and east of South Chapel Street

Existing Use(s):

- Single-family Residential
- Shopping Center
- Yorkshire
- Robscott Manor
- Industrial

Previous Plan:

- Single-Family Residential
- Commercial (Auto Oriented)
- Manufacturing/Office Research

Special Conditions Affecting Development:

- Considerable Existing Development
- Much of Area Receives County Sewer Service
- May not be Cost Effective to Serve with City Electric

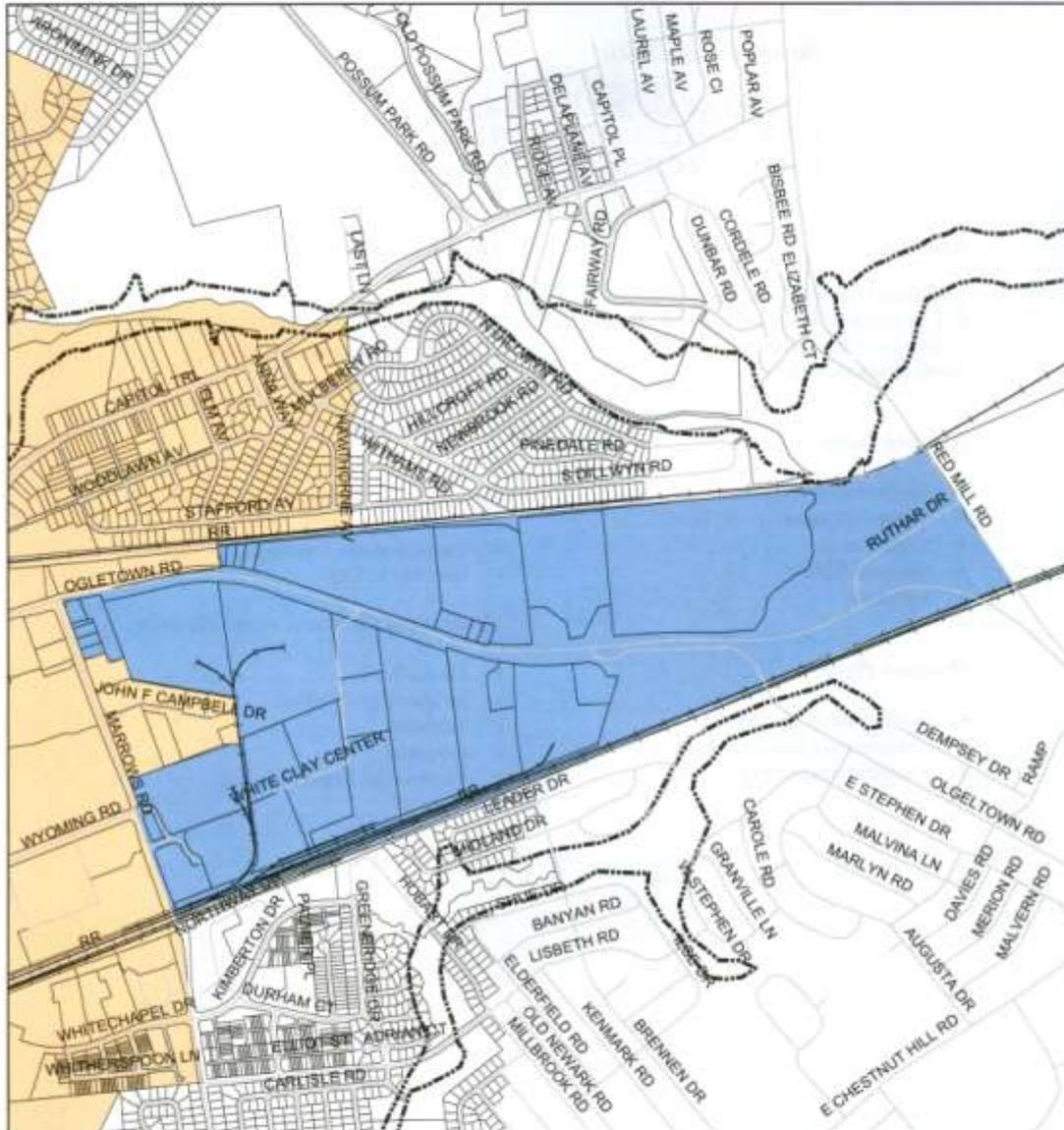
Rationale for Recommended Use(s):

- Developed and Developing as Proposed
- Gateway to City

Generalized Current County Zoning:

- Single-family
- Neighborhood Office
- Suburban
- Industrial
- Commercial Regional

Planning Area Eight



Legend

- Planning Area Eight
- City
- Flood Hazard Area
- Railroad



PLANNING AREA NO. EIGHT

Recommended Use(s):

- MANUFACTURING OFFICE/RESEARCH
- COMMERCIAL (AUTO ORIENTED)

Location:

East boundary of City at
Marrows Road to Red Mill Road between
CSX RR and NE Corridor RR

Existing Use(s):

- Industrial
- Commercial
- Avon
- FMC
- General Foods
- Lowe's

Previous Plan:

- Manufacturing Office/Research
- Commercial (Auto Oriented)

Special Conditions Affecting Development:

- Considerable Existing Development
- Much of Area Receives County Sewer Service
- Wet Soils Near Tributary
- May not be Cost Effective to Serve with City Electric and Public Works
- Commercial (Auto Oriented) to be Carefully Evaluated for Potential Negative Impacts on Downtown Commercial Uses
- Gateway to City

Rationale for Recommended Use(s):

- Developed and Developing as Proposed

Generalized Current County Zoning:

- Industrial
- Commercial Regional

PLANNING AREA NO. NINE

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (MEDIUM DENSITY)
- MULTI-FAMILY RESIDENTIAL
- COMMERCIAL (AUTO ORIENTED)
- STREAM VALLEY

Location:

East of City Boundary, South of Kirkwood Highway to CSX RR, West of White Clay Creek, Between Possum Park Road and Polly Drummond Hill Road

Existing Use(s):

- Commercial
- Single-family and Multi-family Residential
- Stream Valley

Previous Plan:

- Single-family Residential (Medium Density)
- Multi-family Residential
- Commercial (Auto Oriented)
- Stream Valley

Special Conditions Affecting Development:

- Traffic Congestion on Kirkwood Highway
- Floodplain
- Considerable Existing Development
- Much of Area Receives County Sewer Services
- May Not be Cost Effective to Serve with City Electric
- Significant White Clay Creek Floodplain – Inappropriate Development
- Water Pressure at Higher Elevation
- Gateway to City

Rationale for Recommended Use(s):

- Developed and Developing as Proposed

Generalized Current County Zoning:

- Single-family
- Suburban
- Commercial Neighborhood
- Apartments
- Commercial Regional
- Offices
- Suburban Reserve

PLANNING AREA NO. TEN

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW TO MEDIUM DENSITY)
- LIGHT COMMERCIAL
- PARKLAND
- STREAM VALLEY

Location:

Northeast of City, between White Clay Creek, Possum Park Road and Chapel Hill Subdivision

Existing Use(s):

- Vacant
- Small Commercial Nursery
- Stream Valley

Previous Plan:

- Single-Family Residential (Low To Medium Density)
- Light Commercial
- Parkland
- Stream Valley

Special Conditions Affecting Development:

- Traffic Congestion on Kirkwood Highway
- Floodplain; Environmentally Sensitive Area
- Water Infrastructure not Adequate
- May not be Cost Effective to Serve with City Electric
- Gateway to City

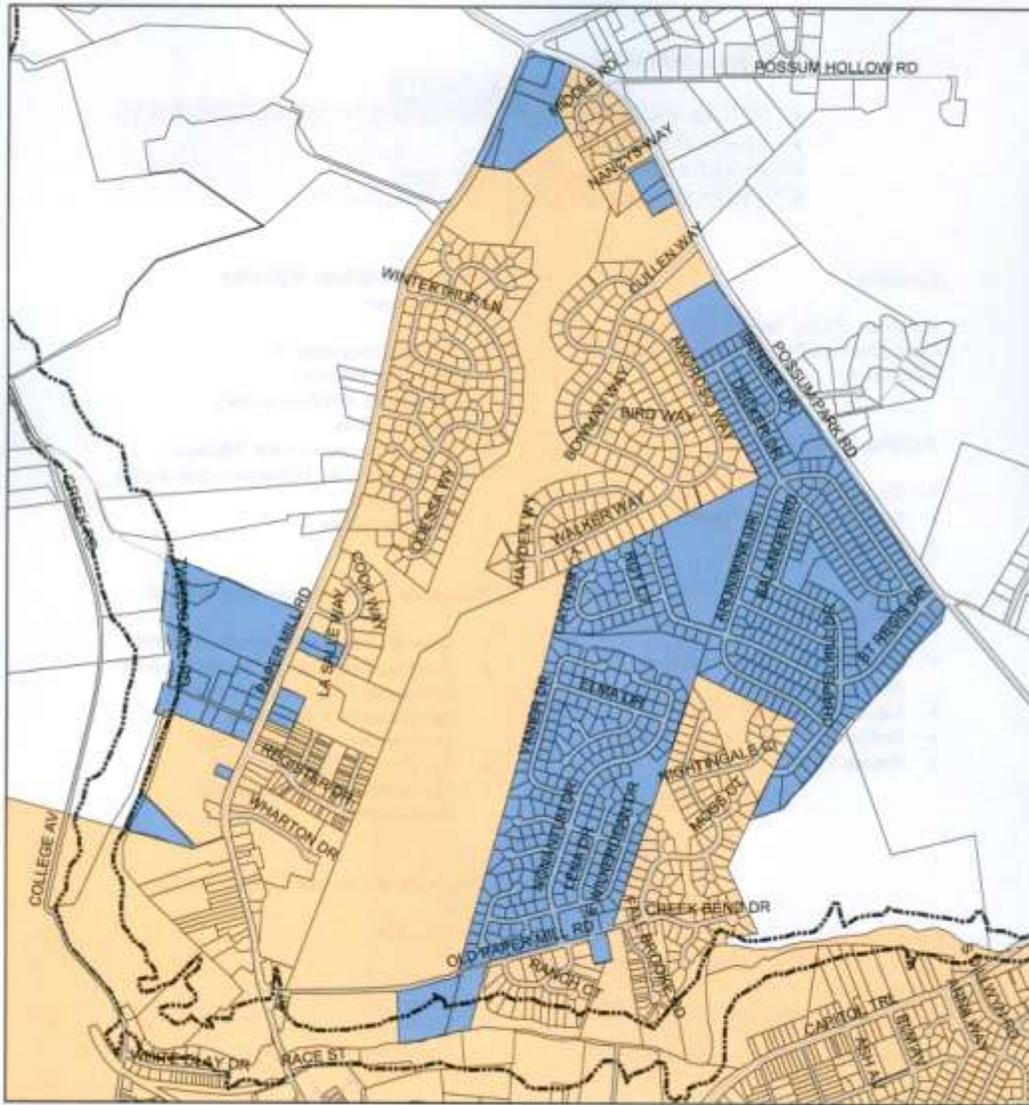
Rationale for Recommended Use(s):

- Adjacent Area Developed as Proposed
- Excellent Potential for “Neo-traditional” Residential Plan, with Appropriate Safeguards for Community, Environment, and Traffic Flow
- Significant White Clay Creek Floodplain – Inappropriate for Development

Generalized Current County Zoning:

- Suburban

Planning Area Eleven



Legend

- Planning Area Eleven
- City
- Flood Hazard Area
- Railroad

0 1,500 3,000 6,000 Feet

PLANNING AREA NO. ELEVEN

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW DENSITY)
- LIGHT COMMERCIAL
- PARKLAND
- STREAM VALLEY

Location:

Northeast of City to Milford Crossroads,
Bounded by Possum Park Road on East, and
White Clay Creek on South and West

Existing Use(s):

- Single-family Residential
- Commercial

Previous Plan:

- Single-Family Residential (Low Density)
- Light Commercial
- Parkland
- Stream Valley

Special Conditions Affecting Development:

- Considerable Existing Development
- Portions of Area receives County Sewer Service
- May Not be Cost Effective to Serve with City Electric and Public Works
- Gateway to City

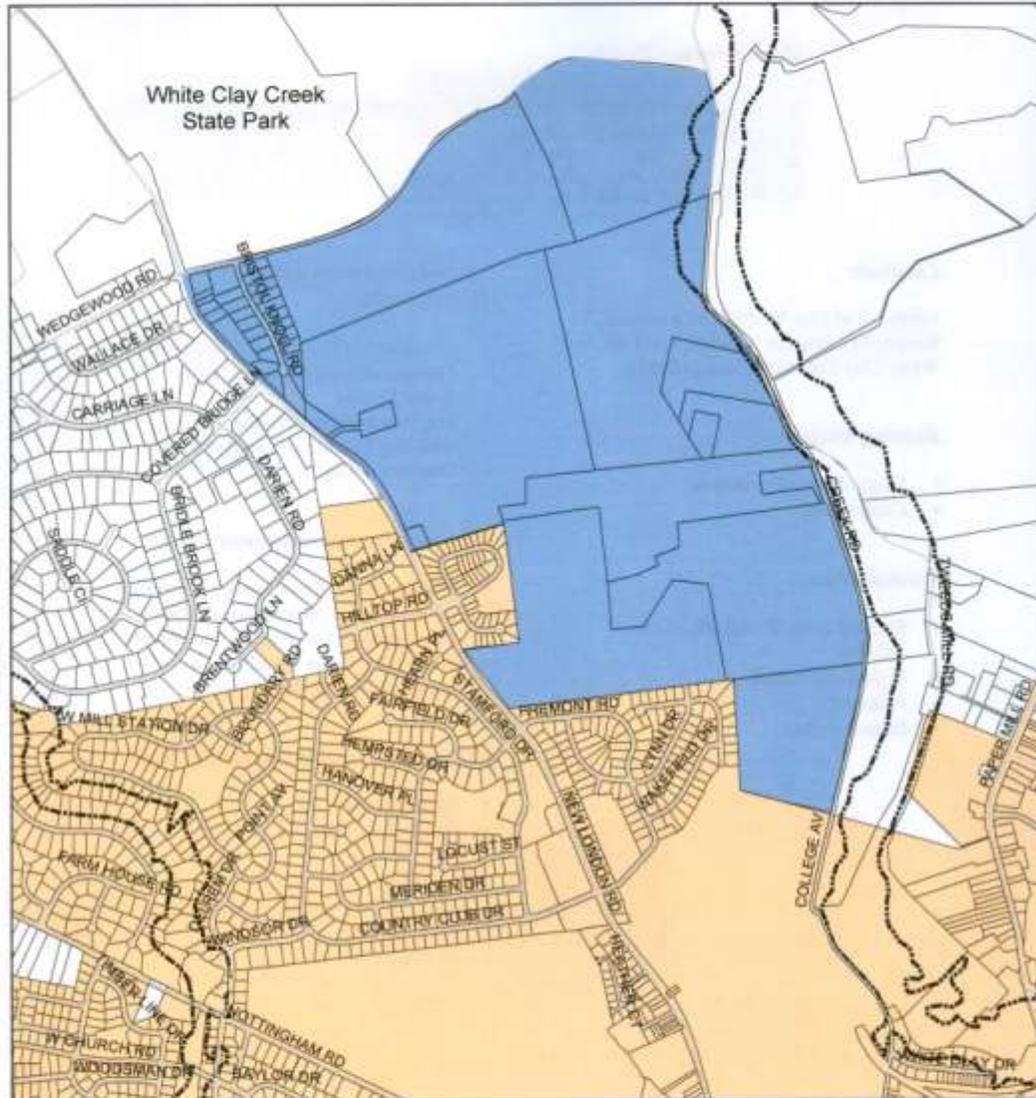
Rationale for Recommended Use(s):

- Developed and Developing as Proposed
- Existing light Commercial at Milford Crossroads and on Possum Park Road
- White Clay Creek Floodplain – Inappropriate for Development

Generalized Current County Zoning:

- Single-family
- Office Neighborhood

Planning Area Twelve



Legend

- Planning Area Twelve
- City
- Flood Hazard Area
- 125 Railroad



PLANNING AREA NO. TWELVE

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW DENSITY)
- STREAM VALLEY
- PARKLAND

Location:

North of City from Fairfield Crest to State Park, between New London and Creek Roads

Existing Use(s):

- Scattered Single-family Residential
- State Parkland

Previous Plan:

- Single-Family Residential (Low Density)
- Stream Valley
- Parkland

Special Conditions Affecting Development:

- Steep Slopes
- Floodplain
- Force Main Required for Sewer Service
- Gateway to City

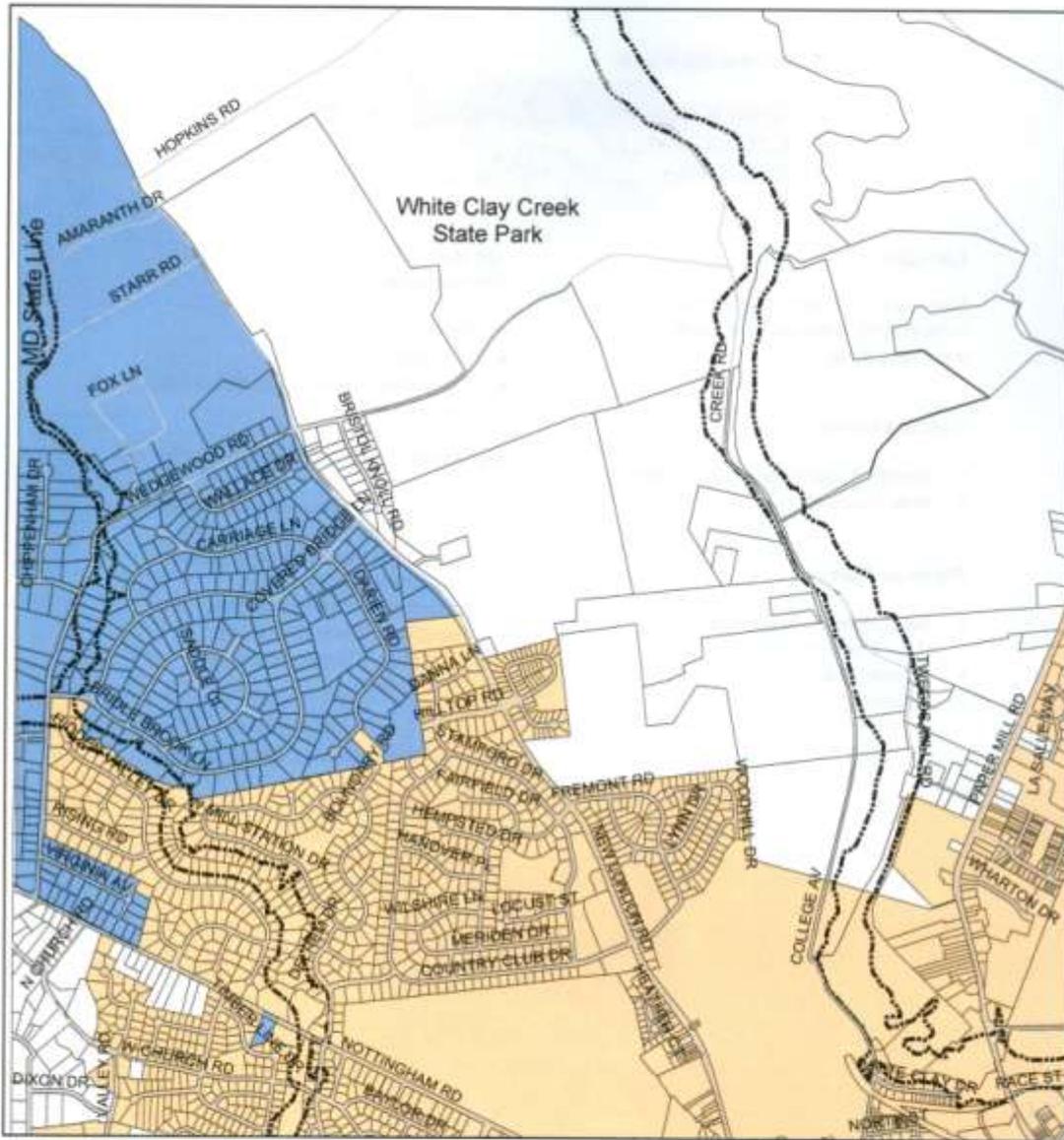
Rationale for Recommended Use(s):

- Adjacent Area Developed as Proposed
- Potential for “Neo-traditional” Residential Plan, with Appropriate Safeguards for Community, Environment and Traffic Flow
- Significant White Clay Creek Floodplain – Inappropriate for Development

Generalized Current County Zoning:

- Suburban Estate
- Suburban Reserve
- Office Neighborhood

Planning Area Thirteen



Legend

- Planning Area Thirteen
- City
- Flood Hazard Area
- Railroad

0 1,650 3,300 6,600 Feet

PLANNING AREA NO. THIRTEEN

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW DENSITY)
- STREAM VALLEY
- PARKLAND

Location:

Northwest of City from Christianstead to Maryland/PA Line

Existing Use(s):

- Single-family Residential
- Covered Bridge Farms
- Stream Valley

Previous Plan:

- Single-family Residential (Low Density)
- Stream Valley
- Parkland

Special Conditions Affecting Development:

- Floodplain
- Considerable Existing Development
- Some Problems with Existing Septic Systems
- Steep Slopes
- Narrow Roads-No Curbs
- Drainage Requirements
- May Not be Cost Effective to Serve with City Electric, Public Works, City Sanitary Sewer and Water
- Gateway to City

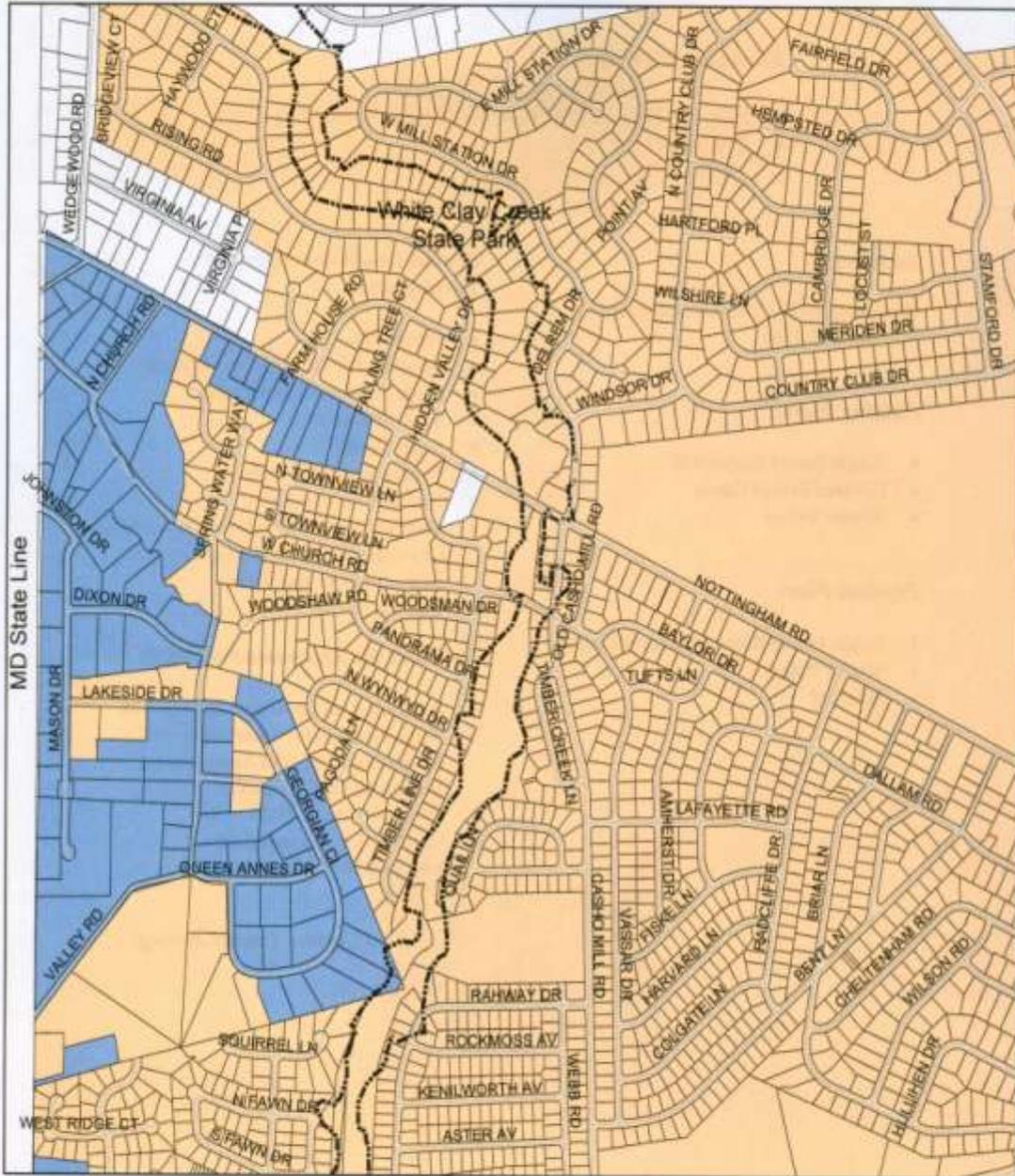
Rationale for Recommended Use(s):

- Adjacent Area Developed as Proposed
- Some Potential for “Neo-traditional” Residential Plan, with Appropriate Safeguards for Community, Environment and Traffic Flow
- Christina Creek Floodplain – Inappropriate for Development

Generalized Current County Zoning:

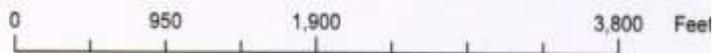
- Single-family

Planning Area Fourteen



Legend

- Planning Area Fourteen
- City
- Flood Hazard Area
- Railroad



129

PLANNING AREA NO. FOURTEEN

Recommended Use(s):

- SINGLE-FAMILY RESIDENTIAL (LOW DENSITY)

Location:

Christina Manor Area West of City Limits

Existing Use(s):

- Single-family Residential
- Light Commercial

Previous Plan:

- Single-family Residential (Low Density)

Special Conditions Affecting Development:

- Narrow Main Roadway (Valley Road); Other Narrow Roads- No Curbs
- Considerable Existing Development
- Steep Slopes
- Wet Soils
- May Not be Cost Effective to Serve with City Electric, Public Works, Water and Sanitary Sewer
- Some Problems with Existing Septic Systems
- Drainage Requirements
- Gateway to City

Rationale for Recommended Use(s):

- Developed and Developing as Proposed

Generalized Current County Zoning:

- Single-family

