2016

# City of Newark COMPREHENSIVE DEVELOPMENT PLAN V

Draft 01/05/16

**Adopted by Newark City Council, _____**

*This plan was prepared by*

**Michael Fortner**, AICP, Development Supervisor
Principal Author

*With the assistance of*

**Maureen Feeney Roser**, Planning and Development Director
**Ricky Nietubicz**, Planner
**Elizabeth Dowell**, Secretary, Typist
**Tyler Berl**, Graduate Research Assistant, University of Delaware
**Nicole Seymour**, Graduate Research Assistant, University of Delaware
**Stephen Thorpe**, Graduate Research Assistant, University of Delaware
**Deshon & Associates**
**Rachel Lee Cherry**, Proofreader, Last Syllable Communications
**Helga Huntley**, Community Volunteer

and the chair and members of the **Newark Planning Commission**

*Front cover*

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| | |
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| Michael Fortner, AICP | Development Supervisor |
| Thomas Fruehstorfer | Planner |
| Ricky Nietubicz | Planner/DNP Administrator |
| Steve Wilson | Code Enforcement Supervisor |
| Marvin Howard | Parking Administrator |
| Elizabeth Dowell | Planning Secretary |
| Tommy Atadan | Research Aide |
| Courtney Mulvanity | Parking Supervisor |

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| Thomas Coleman | Director of Public Works & Water Resources |

## University of Delaware Institute for Public Administration Technical Support

| | |
|---|---|
| Martin Wollaston | IPA Planning Services Manager |
| Nicole Minni | Associate Policy Scientist |
| Tyler Berl | Graduate Research Assistant |
| Nicole Seymour | Graduate Research Assistant |
| Stephen Thorpe | Graduate Research Assistant |

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| Heather Dunigan | Principal Planner, Wilmington Area Planning Council (WILMAPCO) |
| Dave Gula | Senior Planner, WILMAPCO |
| Karen Horton | Senior Planner, Delaware State Housing Authority (DSHA) |
| Bill Brockenbrough | County Coordinator, Delaware Department of Transportation (DelDOT) |
| Cathy Smith | Planning Manager, DART First State |
| Kevin Coyle | Principal Planner, Planning Section, Department of Natural Resources & Environmental Control |
| Mark Tutor | Assistant Director, Project Development, DelDOT |
| Mark Luszcz | Chief Traffic Engineer, DelDOT |

# City of Newark
# COMPREHENSIVE DEVELOPMENT PLAN V

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# PREFACE
## (1/05/16)
# WHY WE PLAN

> *"Who would invest in a corporation if it didn't have a business plan? …The same is true for a community if it doesn't have a plan. Every successful institution, whether a corporation or a community, needs a plan."*
>
> Ed McMahon
> Charles E. Fraser Chair on Sustainable Development at the Urban Land Institute (1)

At Newark Day, June 2, 2012, the City of Newark held its kickoff for public outreach on the fourth update to the City's *Comprehensive Development Plan*, a document adopted by the City that puts forward in words, maps, illustrations, and tables the City's goals, aspirations, policies, and guidelines intended to direct the City's future land use, as well as it's physical, environmental, social and economic development. The *Plan* is a blueprint for the City to achieve a vision, address short- and long-range planning concerns, and provide a rational basis for local land use decisions.

*Why are comprehensive plans important? Why do local governments need to plan?*

The City of Newark adopted its first formal *Comprehensive Development Plan* in 1969. Since 2001, the State of Delaware also requires municipalities to adopt a comprehensive plan (Title 22, Section 702). We plan first and foremost to create a foundation for decision making, but there are a variety of other reasons:

**We plan to establish a shared vision for the future.** A comprehensive plan looks at the "big picture" and how it relates to regional trends as well as to the community's "sense of place." Planning is an opportunity to take a broad look at issues including housing, economic development, transportation, public infrastructure, and environmental quality.

**We plan to think regionally and coordinate local decision making.** By adopting a series of goals and strategies that guide the City in its daily decisions, the comprehensive plan provides a basis for coordinating the actions of our City government with other local government agencies. Our city is small; City residents routinely use the services and amenities of surrounding

communities. We also rely on regional cooperation for the protection of the environment and for economic development.

**We plan to give guidance to landowners and developers.** The *Comprehensive Development Plan* is a statement of how the City intends to use public investment and land development controls. Therefore, the private sector can use the plan to get a sense of where the community's priorities are and the direction that it is headed in terms of the physical, social, economic, and transportation future.

**We plan to establish a sound basis in fact for decisions.** The *Comprehensive Development Plan* provides information and analysis that gives policy makers a factual basis for land-use decisions. As a result, the *Comprehensive Development Plan* supports consistency of government action and limits potential for arbitrariness. (2)

**We plan to involve a broad array of interests in a discussion about the future and vision for our City.** Citizen participation in planning is an essential part of a democratic system of government. The planning process involves outreach and active participation by a variety of stakeholders, including elected and appointed officials, city staff, business and civic leaders, and residents from all areas of the community to engage in a discussion about the community's major physical, environmental, social, and economic development priorities. The plan seeks to bring these varied interests together in a shared vision for the community they are trying to create. (3)

**We plan to build an informed constituency.** Planning workshops, meetings, surveys, and public hearings create a two-way dialogue between citizens and city officials regarding a vision of the community and how that vision is to be achieved, establishing a basis for collaborative implementation. By anticipating change and development, the community is in a better position to shape its future and address concerns to preserve its core values. (2)

Having defined what a comprehensive plan is, and why it is important, it is also useful to clarify *what a comprehensive plan is not*. (4)

**A Comprehensive Plan is not designed to prevent change.** Instead, a comprehensive plan serves as a means to control and direct a community's continuing evolution. Within the guidelines established by the Comprehensive Plan, elected and appointed officials will have to make decisions for the specific circumstances that will arise. As the needs and wants of the community evolve, the Comprehensive Plan itself and its land use prescriptions may have to be updated. Such changes, however, shall not be taken lightly since the Plan reflects the consensus derived from a lengthy process.

**A Comprehensive Plan is not a detailed prescription of future development.** A good plan is a guide, giving shape and direction to a city's anticipated future needs, particularly its physical

development. But what, where, and how to build within these guidelines is ultimately a decision of private businesses, individual landlords and investors, and the public through City government.

**A Comprehensive Plan is not zoning.** Zoning is one of many administrative tools that communities use to implement and refine a long-range plan. A zoning map must, under state law, be consistent with the general land uses indicated in the Comprehensive Plan. However, a Comprehensive Plan encompasses much more: It establishes the community's vision and goals that define appropriate land uses within the framework of Newark's physical, social, and economic environment.

This *Comprehensive Development Plan* is an officially adopted, legally required, and legally binding public document designed to establish strategies and guidelines for our community's growth over the next five to ten years. The *Plan* incorporates, expands, and updates previous planning efforts. It includes a detailed examination of the physical, environmental, demographic, and economic conditions that provide the parameters within which future growth will occur.

Under State of Delaware Law, the *Plan* is the legal planning document upon which our zoning code and zoning map are based. Specifically, *Delaware Code Title 22, §702*, stipulates 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."

> *"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."(4)*
>
> Roy H. Lopata
> City of Newark Planning & Development Director, 1975–2012
> *Comprehensive Development Plan IV*

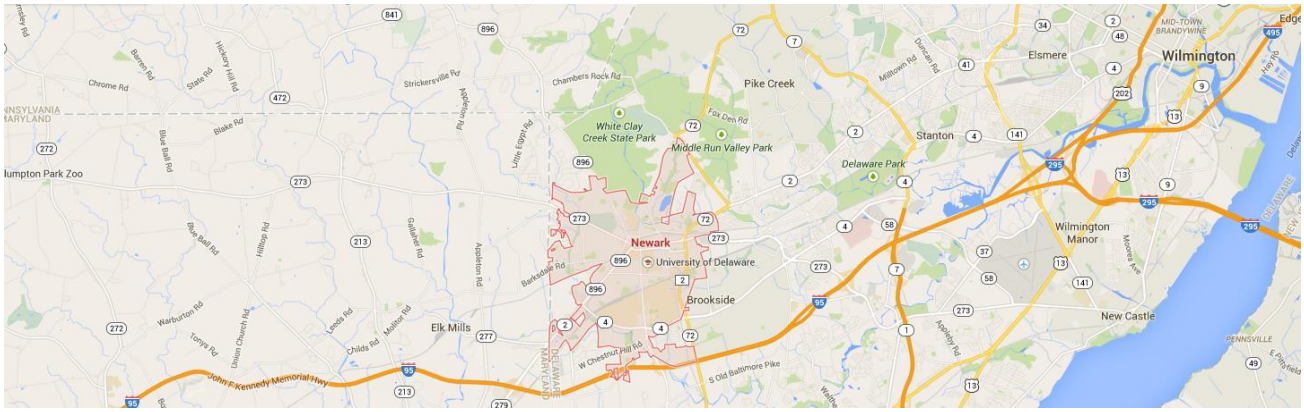
Sources:


1. Wayne Senville, "What's the Market Telling Us?"; PlannersWeb; 2012
2. John Wiley & Sons, *Planning and Urban Design Standards*; American Planning Association, 2004
3. Grabow, Killiker, Morkal; *Comprehensive Planning & Citizen Participation*; University of Wisconsin-Extension; Community, Natural Resource and Economic Development Programs; 2006
4. *Comprehensive Development Plan IV*, 2008

# Chapter 1
# INTRODUCTION
(01/05/16)

## ***The Setting***

Newark is located within the Northeast Corridor, which 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.




Source: Google Maps, 2015

Newark lies within two geologic regions: the Appalachian Piedmont and the Atlantic coastal plain. The two regions are divided by a "fall line", the interface where streams pass from rocky upland to the sandy and softer plain, often marked by rapids or waterfalls, hence the name. Because of the 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, 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 gently 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 Creek and Christina River 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 landform. 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 landform 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 and slopes ranging 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 Christina Creek flows eastward, eventually ending at the Brandywine River just before the Brandywine reaches the Delaware River, whereas the White Clay Creek stream valley acts as the termination of drainage basins running from Pennsylvania and Maryland to the Christina River near Newport. The associated floodplains of the White Clay and Christina Creeks contain wet soils and fall within the City's strictly regulated Special Flood Hazard Area (SFHA) zoning district. Development in this area is severely limited, restricted primarily to recreational and agricultural uses. While the White Clay Creek valley is considerably larger than that of the Christina in Newark, both creeks provide attractive, tranquil, and 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 typical January temperatures range from lows around 25° to highs around 40° Fahrenheit. Typical summer temperatures range from lows around 65° to highs around 85° Fahrenheit. Total precipitation for the Newark area averages 45 inches per year.

Newark evolved over the centuries from a very small community centered along Main Street and South College Avenues, physically dominated by surrounding farmland, to a much more varied landscape with larger commercial areas, industrial sites, and suburban tracts with much more extensive wooded areas in lands previously utilized for agriculture. The Newark reservoir has also become a dominant physical feature of the City's landscape.

## ***A Brief History of Newark*** (1)

Little is known of Newark's initial settlements. It appears that the community's early growth, like most villages of colonial America, owed much to its natural features and location. In Newark's case, in the early 1700s, a small English, Scots-Irish, and Welsh hamlet grew along two old Native American trails and the fall line where the Christina River and White Clay Creek turn sharply eastward toward the Delaware River. The area soon began to serve travelers moving between the Chesapeake Bay, 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 brickyard 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.

King George II (2)

While the village's history soon followed the typical late 18th and 19th century Mid-Atlantic development pattern of agriculturally based trade coupled with steam- and water-powered industry, Newark departed from this course in the 20th century as its primary driver for growth became the University of Delaware — now the City's largest landowner — as it evolved from a local private academy.

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.

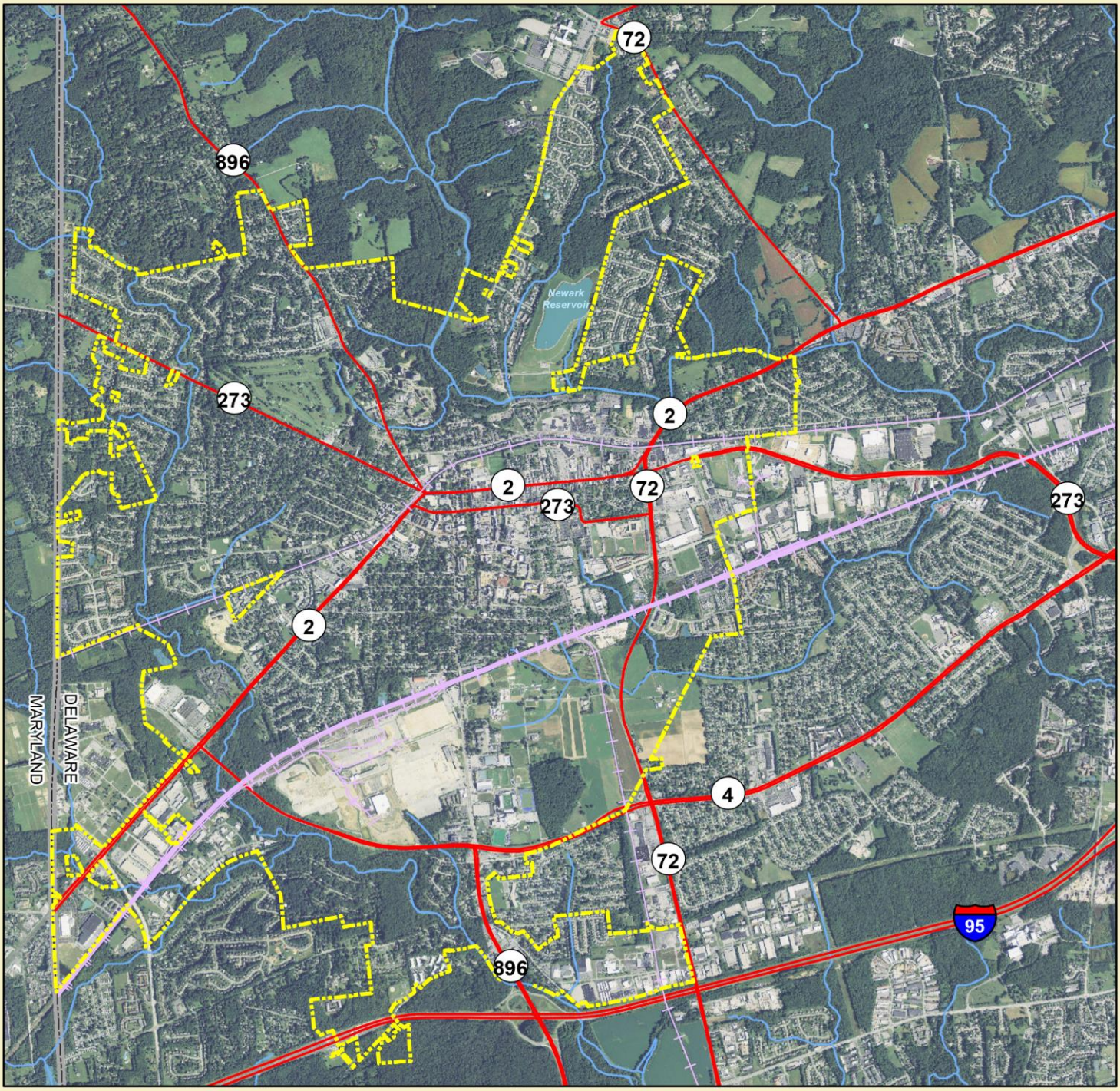
Following the Revolution, the Academy and the town grew slowly. In 1833, recognizing the need for local higher education, the State of Delaware granted a Charter to a new institution in the town, Newark College, later renamed Delaware College. The next year, the College merged with the Academy, and shortly 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 by federal funds. In 1914, a Women's College physically adjacent and linked administratively to the men's school began operations. The two institutions were not formally combined until 1944. Prior to that, in 1921, the men's 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 town around the college as well as a local crossroads market.

In 1837, the Philadelphia, Wilmington, and Baltimore railroads—today's Northeast Corridor Conrail/Amtrak line—linked Newark to points north and south. 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, 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 1920s, and a substantial retail market developed in conjunction with the 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 1940s, 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's 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 Laird Campus to the north, the Newark Country Club and the approximate location of Old Barksdale and Beverly Roads to 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 (Map 1-1).

Map 1-1

# City of Newark - Aerial View




State Boundary

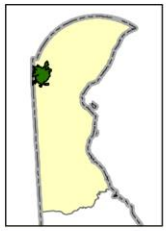
City of Newark

Major Routes

Railroads

Rivers and Streams

Bodies of Water



DRAFT - December 2013

0 0.2 0.4 0.8 1.2 1.6 Miles

*Sources:*
*Digital Orthophotography - USGS/Digital Aerial Solutions, March 2012*
*Municipal Boundaries - New Castle County, Delaware, 06/13.*
*Road and Railroad Network - Delaware Department of Transportation, 03/13.*
*Hydrology - National Hydrography Dataset (NHD), USGS and EPA.*

*Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.*

In 1965, the State of Delaware granted the current Charter to Newark, significantly strengthening its Council-Manager form of government. In that decade and earlier, in the 1950s, Newark's development pattern closely followed the postwar 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 residential tracts still provide excellent housing for Newark's citizens and expanded the City's boundaries. In addition, during the same time period, the Diamond State Industrial Park was annexed, providing the present home for DuPont, Dow Chemical, and other nationally known firms.

In the 1970s and early 1980s, as the national and regional economy suffered from oil-price shocks, Newark's growth stabilized. In the latter part of the 1980s, 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. The late 1980s also saw the City's first sustained initiatives to upgrade and improve its downtown area, including the issuance and adoption of the City's *Downtown Economic Development Plan*, the first of many annual Newark Nite events, the development of the downtown parking waiver system, and the active encouragement of mixed commercial/residential uses on Main Street.

Also in the late 1980s, in response to continued growth in the University's enrollment coupled with a shortage of on-campus housing, the City began to face increasing problems with students living in traditionally 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 limit as much as possible the impacts of the "conflict of life styles" between students living off-campus and 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 (now South Main Street) and downtown.

The early 1990s 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-1990s included the White Chapel Village 55-and-over cottages and assisted-living facility off Marrows Road, the Hunt at Louviers and Woods at Louviers large-lot single-family home developments off Paper Mill and Possum Park Roads, the Yorkshire Woods single-family home developments, the Paper Mill Falls 55+ community on Old Paper Mill Road, and the Southridge 55+ community off West Chestnut Hill Road.

The mid-1990s 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 of the original Iron Hill Inn (now the Iron Hill Brewery and Restaurant); the Main Street Galleria project, reflecting increased investment in Newark's 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 then represented the cutting edge in national downtown redevelopment planning; and the redevelopment of the old Newark Farm and Home site for commercial and upper-floor apartments. The decade culminated with approval of The Mill at White Clay project, which called for the redevelopment of the historic National Vulcanized Fibre (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 1990s culminated with the City's renewed commitment to downtown through the selection of the HyettPalma Consultants to perform a downtown market analysis, which resulted in the *Downtown Newark Economic Enhancement Strategy*, which is discussed further in Chapter 9. In 1998, 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. The Newark reservoir site acquisition, design, and construction began in 1998, and the facility was completed in 2006.

The 2000s 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 western end of our thriving Main Street. At the same time, the Planning and Development Department began aggressively improving existing parking with new automated equipment, the combination of the privately owned Wilmington Trust (now M&T Bank) parking lot with the existing public parking lot (#3) to create the City's largest municipal parking lot, 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. Other major development projects included the Fountainview 55+ community; the Newark Charter School (middle and elementary schools); and a major redevelopment effort on Main Street involving one of Newark's most well-known entertainment venues, the Stone Balloon Tavern and Night Club, which led to the construction of the City's first major downtown "upscale" condominium apartment project, the Washington House.

In 2007, Chrysler announced that its Newark automotive assembly plant, a mainstay in the regional and state economy since the early 1950s, would be closing in 2009. This meant that Newark would have new challenges in the future that would call for the kinds of careful and pragmatic planning that have been hallmarks of the City's successes in the past. In 2010, the University of Delaware announced its purchase of the site and coordinated with the City to develop a new STC (Science and Technology Campus) zoning classification, adopted in 2012, to develop the site into the Science, Technology, and Advanced Research (STAR) Campus. That year, Bloom

Energy agreed to locate its East Cost fuel cell manufacturing center at the site, opening its doors a year later. The STAR campus also hosts UD's Health Sciences Complex and eV2g project.

Since 2010, the City has received several important recognitions. In 2010 and 2014, the League of American Bicyclists designated the City of Newark as a "Bicycle Friendly Community" at the bronze level. This was largely a result of Newark Bicycle Committee's efforts to increase bicycle amenities throughout the City and improve bicycle safety. In 2011, Newark's downtown and the Downtown Newark Partnership's success in revitalizing our downtown was recognized with the Great American Main Street Award by the National Trust for Historic Preservation. Finally, in 2013, the City was recognized as a "Sterling Community" by the National Arbor Day Foundation for achieving the "Tree City USA Growth Award" ten years in a row.

The City's downtown district has expanded southward on the western end of Main Street. The portion of Elkton Road from West Main Street to West Park Place was renamed "South Main Street" in 2012 to reflect the City's intent for the street to continue to redevelop with downtown style, mixed-use, and pedestrian-friendly developments. Most recently, the City started seeing major expansion of existing housing stock with two new apartment complexes: the approved redevelopment and facelift of the existing Newark Shopping Center along with 220 two-bedroom apartments and the "Retreat at Newark" at Suburban Plaza with 168 new apartment units. Along with other infill projects that included apartments mostly targeted to students, the City approved more new apartment units within the first six months of 2013 than it had in the previous 12 years combined.

Over the course of its history, Newark has experienced much change, growing from a small hamlet between the creeks to the bustling small city it is today. Guiding documents like this *Comprehensive Development Plan* can help ensure that the change ahead of Newark will preserve what its stakeholders value most and transform it into an even better city consistent with their vision.

## ***Comprehensive Planning in Newark***

This document represents the fourth update to Newark's comprehensive development planning document since the City's first *Comprehensive Development Plan* of 1969. This *Comprehensive Development Plan V* (Plan V) builds on and revises the four previous plans. To put this plan in historical context, the history of comprehensive planning in Newark is provided below.

### *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 of 1969, the final draft was presented to City Council, who adopted it on September 29, 1970. The plan consisted of three parts. Part One, titled "Basic Studies," included a detailed analysis of population trends, the local economy, natural features, existing land uses, existing roadway-circulation problems, existing community facilities, city finances, and individual neighborhoods. Part Two included land use, traffic, community facilities, and development plans. It

also included an "area-wide generalized plan" for areas adjacent to the City that might be considered for development and annexation by the City or future development in New Castle County. Part Three proposed a plan for guiding improvements in Newark's downtown business area.

*Comprehensive Development 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, primarily because of the increase in development proposals that began in 1985. Moreover, fifteen years had passed since the original *Comprehensive Development Plan* was adopted. 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 had been grossly overestimated.

After gathering input from all City operating departments; regional, state, and federal agencies; and the public, the Planning Commission approved the *Comprehensive Development Plan II* (Plan II) on April 7, 1987, followed by City Council's public hearing and final adoption on June 22, 1987.

Plan II was divided into three chapters. Chapter One, the "Introduction," summarized comprehensive planning efforts in Newark, including the *Adjacent Areas Land Use Plan* (1979), the *Newark Beautification Plan* (1979), *Historic Preservation* (1980), *Water 2000* (1980–1984), *Open Space and Recreation Facilities* (1977), and the *UNICITY Bus System Five-Year Plan* (1983). Chapter Two, "Conditions Affecting Growth and Development," contained a brief history of Newark, existing land-use patterns, and population trends, as well as planning elements such as transportation, environmental quality, housing and community development, economic development, parks and recreation, and infrastructure. Finally, Chapter Three, "Land Use Guide," contained the community's land-development goals, land-use definitions, and planning section maps.

*Comprehensive Development Plan III (2003)*

Drafts of the *Comprehensive Plan III* (Plan III) were reviewed by the Office of State Planning Coordination and discussed in public meetings before the final version was adopted by City Council on May 12, 2003. Plan III updated information regarding community character, the City's economic profile, water and sewerage system, 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 also revised, and a section-by-section review of all "Planning Areas" was conducted. In addition, Plan III incorporated an updated *Adjacent Areas Land Use Plan*.

*Comprehensive Development Plan IV (2008)*

The Planning and Development Department began work on the *Comprehensive Development Plan IV* (Plan IV) in June 2007. Following staff review and a series of public meetings, amended copies were sent to the Office of State Planning Coordination for its PLUS

(Preliminary Land Use Service) process meeting on March 26, 2008. City Council adopted the final draft on October 27, 2008.

Plan IV was divided into four chapters. Chapter I, "Introduction—Purpose and Plan Design," detailed the planning process, intergovernmental and agency cooperation, and implementation. Chapter II, "The History of Comprehensive Planning in Newark," included the City's planning efforts, the *Old Newark Traffic Calming Plan* (2007), the Elkton Road Planning Study (2004–2007), the *Downtown Newark Economic Enhancement Strategy* (2007), and *Design Guidelines for Main Street* (2007). Chapter III, "Conditions Affecting Growth and Development," provided background and descriptive information regarding Newark's history, physical setting, existing land-use patterns, community character, transportation, community development and housing, environmental quality, infrastructure, and economic development (particularly downtown and the location of the former Chrysler plant, referred to then as the "Chrysler Opportunity Site"). And finally, Chapter IV, "Land Use Guide," contained proposed land-use recommendations in existing Newark communities and neighborhoods, as well as for Adjacent Planning Areas the City might consider for annexation.

## ***Comprehensive Development Plan V (2015)***

The Planning and Development Department began the process of updating Plan IV with exhibits at Newark Day on June 2, 2012, and Community Day on September 16, 2012, to alert and inform members of the community of the City's update of its comprehensive development plan. Throughout the process, input from a diverse range of stakeholders—including, first and foremost, the City's residents—has been sought.

### *Identification of City of Newark Stakeholders*

A "stakeholder" is considered to be any individual, group, organization, or agency that has a vested interest, present or future, in the outcomes of the planning process. The Planning and Development Department identified and engaged representatives from as diverse a range of stakeholders as possible.

These key stakeholders included:

1. Community residents, including those historically left out of the decision-making process, such as low-income residents, minority groups, and young people;
2. Business, industry, and civic leaders;
3. The development community, including real-estate professionals;
4. City staff and elected officials;
5. Churches, civic clubs, students, and service organizations; and
6. The University of Delaware.

*Public Participation*

The Public Participation Plan was designed to offer opportunities for all citizens, businesses, interest groups, relevant units of government, and other stakeholders to participate in a meaningful way throughout the entire planning process, with the primary purpose of addressing the ultimate planning question: "What is the vision stakeholders of Newark have for their community?"

The public participation process:

1. Ensures all comprehensive planning decisions are open to public comment;
2. Produces better planning decisions;
3. Supports and adds credibility to all City decision-making processes;
4. Provides opportunities to disseminate information about the *Comprehensive Plan* to the community;
5. Strengthens the relationship between our decision makers and citizens; and
6. Develops a shared vision for the future of the City of Newark. (3)

A series of public events was held, in addition to outreach via a monthly e-newsletter to more than 200 subscribers, a dedicated page on the City's website, and Twitter. More than 400 individuals participated in the public meetings, representing residents, elected and appointed officials, business owners, landlords, community and interest groups, and representatives from collaborative agencies such as DelDOT, WILMAPCO, the University of Delaware, New Castle County Departments of Land Use and of Community Services, the Newark Housing Authority, DNREC, the Downtown Newark Partnership, and the Greater Newark Economic Partnership.

***Plan Organization***

Plan V is organized around the following five questions:

- ***"Where have we been?"*** Analysis of past trends, key events, and decisions that were instrumental in the development of Newark's community

- ***"Where are we now?"*** Analysis of present conditions and the major issues facing the community and City

- ***"Where are we going?"*** Analysis of the likely future of the community and City if past trends and current conditions continue

- ***"Where do we want to go?"*** Analysis of what residents and stakeholders want their community to be and how it compares to analysis of the community's likely future, based on past trends and current conditions

- ***"How do we get there?"*** Analysis of what needs to happen, changes that need to be made, and the funding and assistance available to get to where the community wants to go

Chapter 1, Introduction, addresses the question "Where have we been?" by outlining the setting and a brief history of Newark and summarizing past comprehensive planning in the community. Chapter 2, Community Profile, covers both past and current trends to address the questions "Where are we now?" and "Where are we going?" Chapter 3, Vision, offers a proposal for "Where do we want to go?"

The remaining chapters expand on "Where do we want to go?" and cover "How do we get there?" Each chapter starts with the City's vision and how each element (Housing, Transportation, Economic Development, etc.) advances the vision. In that sense, Plan V is organized differently than previous plans. The intent is to create a more reader-friendly document, wherein information is organized by subject matter.

***Key Terms***

| | |
|---|---|
| Adaptive Reuse | Creating new uses for old buildings other than those for which they were designed. (6) |
| Annexation | The process by which unincorporated county land is incorporated into a municipality. (6) |
| Charrette | An intensive, multidisciplinary, collaborative planning process involving professional facilitators, planners, designers, and citizens, usually taking place over 1–3 days. The process includes developing alternative concepts, feedback loops with stakeholders, and adoption of a plan. (7) |
| Cohort | A group of persons sharing a particular statistical or demographic characteristic. (4) |
| Complete Streets | Streets and roadways to safely accommodate the needs of motorists, pedestrians, public transit, bicyclists, and commercial and emergency vehicles to offer a balanced transportation network for users of all ages and abilities. (5) |
| Family (U.S Census) | A family is a group of two people or more (one of whom is the householder) related by birth, marriage, or adoption and residing together; all such people (including related subfamily members) are considered as members of one family. Beginning with the 1980 Current Population Survey, unrelated subfamilies (referred to in the past as secondary families) are no longer included in the count of families, nor are the members of unrelated subfamilies included in the count of family members. The number of families is equal to the number of family households, however, the count of family members |

| | |
|---|---|
| | differs from the count of family household members because family household members include any non-relatives living in the household. |
| Housing: Multi-Unit Structure | Apartments or condominiums, managed collectively, with two or more units. (6) |
| Housing: Single-Unit Structure | One unit, detached, such as a single-family house, a duplex with one shared wall, and townhomes or row homes on individually owned lots. |
| Infill Development | Infill is the use of land within a built-up area for further construction. (7) |
| Master Plan | A land-use plan, created through a collaborative process involving stakeholders, government agencies, and decision makers, focused on one or more sites within an area, intended to coordinate growth and development in order to implement a comprehensive development plan. (10) |
| Parkland (active): | Parks that include recreation facilities for baseball, soccer, or other sports. (9) |
| Parkland (passive): | Parks that feature paths for walking and places to sit, as well as undisturbed or natural open space. (9) |
| "Sharrows" or Shared-Lane Markings | Pavement markings showing a bicycle and a chevron used on urban roads without sufficient width for bicycle lanes to indicate that bicyclists are permitted and expected to use a full traffic lane. (8) |
| SWOT Analysis | A study undertaken by an organization to identify its internal Strengths and Weaknesses, as well as its external Opportunities and Threats. (7) |
| Traffic Calming | The practice of slowing vehicle traffic and/or channeling traffic away from impacted neighborhoods in order to address concerns of volume, speed, and safety of traffic. (7) |
| Transit-Oriented Development (TOD) | Development that is ideal for transit by being higher density, pedestrian- and bicycle-friendly, and including mixed-use development near transit stops so that more people can use transit conveniently. (7) |
| Zoning | A legal device used to divide a community into separate districts and regulate land-use activity and intensity of uses. Used as an "exercise in police power" to protect the public health, safety, and welfare. (7) |

Sources:


1. *City of Newark Comprehensive Development Plan IV*, 2008
2. *George II*, Thomas Hudson, Wikimedia.org/Wikipedia/Commons, Web. 2014
3. John Wiley & Sons, *Planning and Urban Design Standards*; American Planning Association, 2004
4. *Random House Kernerman Webster's College Dictionary*, © 2010 K Dictionaries Ltd. Copyright 2005, 1997, 1991 by Random House, Inc.
5. Scott, Marcia s.; Beck, Claire M.; Rabidou, Brando; *Complete Streets in Delaware*, Institute for Public Administration; University of Delaware; 2011
6. United States Census Bureau, "Current Population Survey (CPS)-Definitions" Web. 2015
7. *AICP Exam Prep 1.0*; American Planning Association, 2005.
8. *Newark Bicycle Plan*, City of Newark, DE, 2014.
9. *Planning and Urban Design Standards*, American Planning Association, 2006
10. *Guide for Master Planning in Delaware;* Office of State Planning Coordination & the University of Delaware's Institute for Public Administration, 2012.

# Chapter 2
# COMMUNITY PROFILE
(01/05/16)

## Hometown
## College Town

**Memorial Hall** memorializes Delaware's World War I dead. It was dedicated on May 23, 1925, as a library between the Men's and Women's Colleges. Funds were raised for the building from the people of Delaware, including a parade of school children soliciting funds through the streets of Wilmington. Source: www.udel.edu/TheGreen/buildingN.html

In 2009, the City of Newark completed the Newark Resident Survey, which was sent out to approximately half the City's residents and, for the first time, included a community-visioning component. One of the questions asked residents to list up to three things they liked about living in the City of Newark. The most frequent response was that they liked that Newark was a "college town." Indeed, the City's strongest association is as the home of the University of Delaware. Approximately 21,000 people are enrolled in classes, several thousand people are employed at or retired from the University, and hundreds of thousands of people throughout the world are alumni of the University of Delaware.

A second theme to come out of the Newark Resident Survey was that residents viewed Newark as their "hometown." Indeed, many Newark residents have lived here all or much of their lives. Newark is a place where families raise their children; where children grow up, attend school, play in parks, participate in sports and educational activities, and hold jobs. Most "hometown" residents enjoy many of the aspects of living in a "college town," but their primary relationship to the community is built around the quality of life in their neighborhoods.

This chapter examines the demographics that contribute to Newark's "sense of place" and uniqueness. Although Newark is constantly evolving and continues to experience development pressure, the City is committed to protecting and enhancing those qualities that make Newark a wonderful place to live, study, work, raise a family, visit downtown, and enjoy recreation and the natural environment.

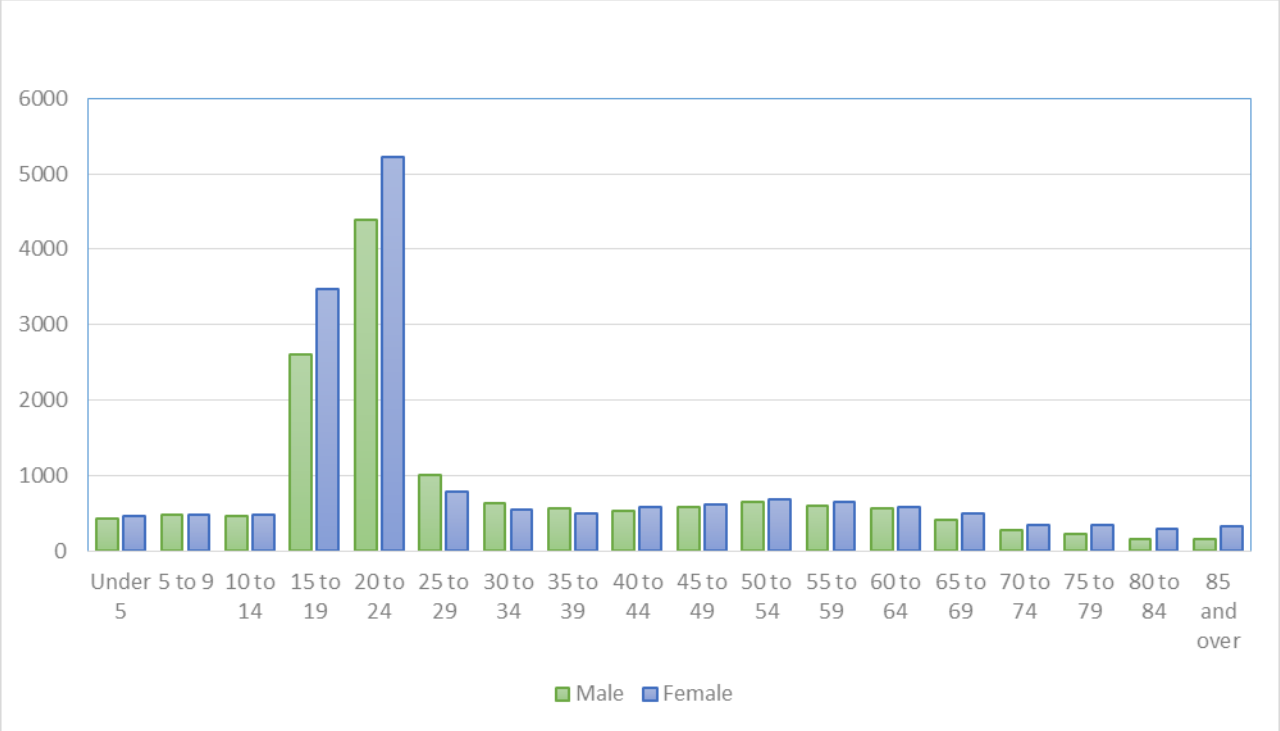
## ***College Town Attributes***

In his book *The American College Town* (2008), Blake Gumprecht identifies several distinguishing traits common in college towns that make them fundamentally different from comparative (non-college) towns in the United States. Among the common traits of college towns, that also characterize Newark, are the following:

### *College Towns Are Youthful Places*

During the school year, Newark's median age is 22; compare to the median age of the United States, 37.2. Nearly half of Newark's population (49.9%) is in the 15–24 age range (Chart 2-1). Chart 2-1 also shows that a significant majority of Newark's college-aged residents are female.

**Chart 2-1: City of Newark Population by Age**

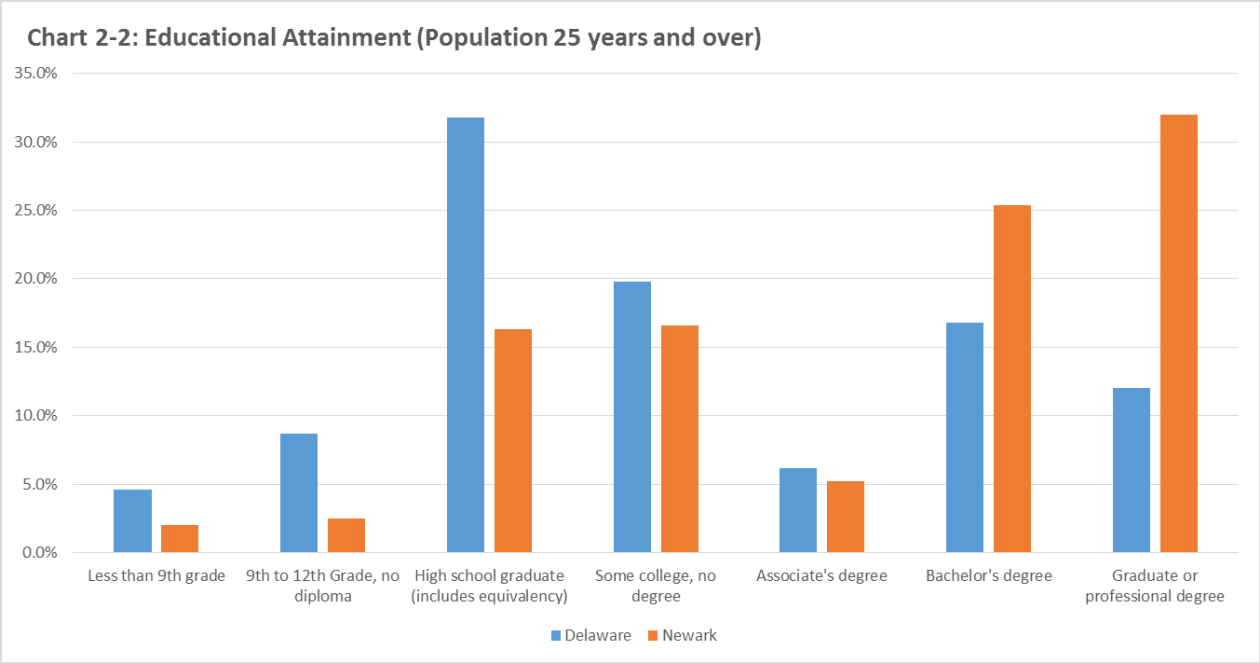



Source: 2010 Demographic Profile Data, American Fact Finder, U.S. Census

### *College Towns Have Highly Educated Residents*

Because many universities have a large graduate school enrollment and require faculty and some staff to have Ph.D.s, college towns have a high concentration of highly educated residents. Chart 2-2 shows a comparison of educational attainment of Newark residents compared to that of Delaware residents. Among adults 25 years of age or over, Newark has more than double the percentage of residents who have a "graduate or professional degree" (27.4% vs. 11.4%) and nearly double the percentage of residents with a bachelor's degree (29% vs 17.1%). Over 53% of Newark's population are college graduates, compared to approximately 28.5% of Delawareans. Likewise,

Newark has less than half of the State of Delaware's percentage of residents age 25 and over who do not have a high school diploma. (4.5% vs 12.3%).




Source: 2008-2012 American Community Survey 5-Year Estimates, U.S. Census

*College Towns Are Comparatively Affluent*

College towns tend to be more affluent and economically stable. Nonetheless, 28.1% of Newark residents actually have income levels *below* the federal poverty level. As shown in Table 2-1, the per capita income of Newark residents is $24,580, below that of both the United States and the State of Delaware. However, these figures are skewed by the high percentage of Newark residents who are full-time college students, who tend to either not work or work part-time in low-wage jobs. The difference becomes apparent when separating and examining median "family income" and "non-family income." Newark's median family income is $95,788, compared to the Delaware median family income of $71,133 and United States median family income of $64,293.

**Table 2-1: Newark Income Comparisons**

| | United States | Delaware | Newark |
|---|---|---|---|
| **Median Family Income** | $ 64,293.00 | $ 71,133.00 | **$ 95,788.00** |
| **Mean Family Income** | $ 84,422.00 | $ 88,505.00 | **$ 115,103.00** |
| **Median Non-Family Income** | $ 31,749.00 | $ 36,419.00 | **$ 23,761.00** |
| **Mean Non-Family Income** | $ 45,893.00 | $ 48,409.00 | **$ 34,035.00** |
| **Per Capita Income** | $ 27,915.00 | $ 29,659.00 | **$ 24,580.00** |

Source: 2008-2012 American Community Survey 5-Year Estimates, U.S. Census

Because of the economic stability brought by universities and supported by state appropriations, endowment income, and tuition revenues, college towns are more insulated from economic recessions than other cities and towns. In addition, residents of college towns tend to be more highly educated, be more stably employed, and make more conservative investment choices that foster slow but steady prosperity.

*College Towns Are Cosmopolitan*

The University of Delaware attracts students and faculty from all over the world. As a result, Newark tends to be more diverse than other municipalities its size. Table 2-2 shows the percentage of Newark's population who are foreign-born.

**Table 2-2: Foreign-Born Residents Newark**

| | % Foreign-Born |
|---|---|
| New York, New York | **37%** |
| United States | **13%** |
| **Newark, Delaware** | **12%** |
| Philadelphia, Pennsylvania | **12%** |
| New Castle County | **10%** |
| Delaware | **8%** |
| Middletown, Delaware | **8%** |
| Wilmington, Delaware | **7%** |
| Dover, Delaware | **6%** |
| Effingham, Illinois | **2%** |

Source: 2008-2012 American Community Survey 5-Year Estimates, U.S. Census

By this metric, Newark is the most diverse area within the State of Delaware. The percentage of Newark's population who are foreign-born (12%) surpasses those of New Castle County, the State of Delaware, and Wilmington. Dover, a small city only slightly larger than Newark, has less than half the percentage of foreign-born residents. Perhaps surprisingly, Newark's percentage of foreign-born residents equals that of Philadelphia and is slightly less than that of the United States. By contrast, one of the most cosmopolitan cities in the United States is New York City, with 37% of its population having been born outside the U.S. Only 2% of the population of Effingham, Illinois, a Newark-sized small city without a major university, were born outside the U.S.

***Newark's Population Trends***

When Newark received one of its early charters from the State of Delaware in 1852, it was estimated that the town comprised 700 inhabitants. As shown in Table 2-3, during the latter half of the 19th 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 half century, from 1900 to 1950, the City's population quadrupled to a total of 6,731 persons. These decades were marked by considerable population growth, largely as a result of the impact of additional industrialization and the development of the City as a center of trade. When the pace of industrial growth slowed—for example, during the Great Depression of the 1930s—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 1930s 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, which were 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 1970s and early 1980s, associated primarily with the increases in the cost of oil, slowed Newark's post–World War II population boom. More recently, the City's rate of increase in population has followed the relatively slow growth that began in the 1980s.

**Table 2-3: City of Newark Population, 1860-2012**

| 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 | 11,404 | 4673 | 69.4% | **Postwar Expansion** |
| 1970 | 20,757 | 9353 | 82.0% | **The Go-Go Years** |
| 1980 | 25,247 | 4490 | 21.6% | **Oil Price Shocks** |
| 1990 | 26,463 | 1216 | 4.8% | **Recession/Recovery** |
| 2000 | 28,547 | 2084 | 7.9% | **Prosperity/Internet "Bubble"** |
| 2010 | 30,375 | 1828 | 6.4% | **Great Recession/Recovery** |
| 2012* | 32,367 | 1992 | 6.6% | |

Source: U.S. Census Bureau, Census of Population 1860–2010

Source*: 2008-2012 American Community Survey 5-Year Estimates, U.S. Census

As Table 2-3 implies, the ebb and flow of Newark's population since the Civil War has been linked generally 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 in order to determine the kinds of housing and community services needed in Newark. Table 2-4 and Table 2-5 show important population trends over the past 20 years.

1. The proportion of Newark's population less than 5 years of age has fallen from almost 4% in 1990 to less than 3% in 2010. Similar trends can be seen among other pre-college age groups.

2. Approximately 40% of the total 2010 City population were between the ages of 20–34, the childbearing cohort. Such a high percentage of the population within prime childbearing age might indicate a surge in births over the next 10 years in Newark; however, since a significant portion of this population are University of Delaware students, many of whom will relocate after they complete their studies and before they start families, Newark's birthrate is anticipated to remain comparable to the national average over the next 10 years.

3. The college-age cohort (highlighted in yellow in Tables 2-4 and 2-5), primarily represented in the U.S. Census in the age groups 15–19 and 20–24, has increased from a combined 13,105 residents in 2000 to a combined 15,683 in 2010, a net gain of 2,578 residents. This accounts for nearly 88% of Newark's population growth over that census period. During this period, the University of Delaware increased its undergraduate enrollment by 390 students. While UD did not significantly increase its housing capacity, however, much of the new rental housing developed over that period, especially in downtown Newark, was targeted for University students. This indicates, at least to a certain extent, that more students are choosing to live in Newark as more "student housing" becomes available.

4. The "baby boom" cohort (highlighted in blue in Tables 2-4 and 2-5), primarily represented by the age groups 35–44 and 45–54 in the 1990 Census, represented approximately 17% of the City's population with 4,274 residents. By the 2000 Census, these baby-boomers were primarily represented by the age groups 45–54 and 55–64. While their population totals stayed approximately the same from 1990 to 2000 (down slightly to 4,252 residents), their overall percentage of Newark's population decreased to 14.9%. By the 2010 Census, these baby-boomers were primarily represented by the age groups 55–64 and 65–74, their total population decreased to 3,902 residents (a loss of 350 residents), and they now make up approximately 12.4% of Newark's population. Their group's relative decrease in the overall portion of Newark's population is mostly due to the increase in the number of college-aged residents and is *not* due to baby-boomers moving away from our community in any large way. To the contrary; the baby-boomer population has been very stable in Newark and seems to be "aging in place."

**Table 2-4: City of Newark Population, 1990–2000**

**City of Newark**
**POPULATION CHANGE BY AGE GROUP**

| Age Group | 1990 | 1990 | 2000 | 2000 | % Change 1990–2000 |
|---|---|---|---|---|---|
| 0–4 | 988 | 3.9% | 857 | 3.0% | –13% |
| 5–9 | 944 | 3.8% | 1003 | 3.5% | 6% |
| 10–14 | 982 | 3.9% | 1072 | 3.8% | 9% |
| 15–19 | 4845 | 19.3% | 5379 | 18.8% | 11% |
| 20–24 | 6581 | 26.2% | 7726 | 27.1% | 17% |
| 25–34 | 2821 | 11.2% | 3187 | 11.2% | 13% |
| 35–44 | 2491 | 9.9% | 2477 | 8.7% | –1% |
| 45–54 | 1783 | 7.1% | 2557 | 9.0% | 43% |
| 55–64 | 1531 | 6.1% | 1695 | 5.9% | 11% |
| 65–74 | 1299 | 5.2% | 1321 | 4.6% | 2% |
| 75+ | 833 | 3.3% | 1273 | 4.5% | 53% |
| Total | 25,098 | | 28,547 | | 7.3% |

Source: U.S. Census Bureau, Census of Population 1990, 2000

**Table 2-5: City of Newark Population, 2000–2010**

**City of Newark**
**POPULATION CHANGE BY AGE GROUP**

| Age Group | 2000 | 2000 | 2010 | 2010 | % Change 2000–2010 |
|---|---|---|---|---|---|
| 0–4 | 857 | 3.0% | 886 | 2.8% | 3% |
| 5–9 | 1003 | 3.5% | 956 | 3.0% | –5% |
| 10–14 | 1072 | 3.8% | 926 | 2.9% | –14% |
| 15–19 | 5379 | 18.8% | 6072 | 19.3% | 13% |
| 20–24 | 7726 | 27.1% | 9611 | 30.6% | 24% |
| 25–34 | 3187 | 11.2% | 2947 | 9.4% | –8% |
| 35–44 | 2477 | 8.7% | 2167 | 6.9% | –13% |
| 45–54 | 2557 | 9.0% | 2528 | 8.0% | –1% |
| 55–64 | 1695 | 5.9% | 2393 | 7.6% | 41% |
| 65–74 | 1321 | 4.6% | 1509 | 4.8% | 14% |
| 75+ | 1273 | 4.5% | 1459 | 4.6% | 15% |
| Total | 28,547 | | 31,454 | | 7.3% |

Source: U.S. Census Bureau, Census of Population 2000, 2010

5. The age group 75+ has been increasing in Newark since the 1990 Census in both population and as an overall percentage of Newark residents. In 1990, the population of Newark residents age 75 and over was 833 (3.3% of the population). By 2000, Newark residents 75 and over totaled 1,273, and they made up approximately 4.5% of Newark's population. This trend continued for the 2010 Census, with the 1,459 Newark residents who are 75 years of age or over making up approximately 4.6% of Newark's population. This trend is likely due to two factors. First, since this age group includes everyone age 75 till the end of life, Newarkers are living longer (like people nationwide), and this age group is increasing in number. Second, Newark, like many "college towns" in the United States, is a favorable destination place for people to retire and live a culture-filled life. As the baby-boomer cohort ages, it is also anticipated over the next decade that this age group will continue to grow in number and increase as a portion of Newark's overall population.

*University Population*

The University of Delaware (UD) is an integral part of Newark's economic, social, and population profiles. The students living within Newark boundaries, on- or off-campus, are *included* in the U.S. Census population counts, as well as those of the Delaware Population Consortium, as Newark residents.

In 1950, the University student body living in Newark was estimated to represent approximately 29.5% of the population. By 1960, that percentage had dropped to 24.4%. This decrease occurred as a result of the City's rapid growth during that same period, including annexations. While full-time University undergraduate enrollment remained as low as 6,500 in 1968, enrollment jumped to 9,000 by 1970 and to 12,000 by 1974. As Table 2-6 illustrates, the total number of undergraduates at UD as a percentage of Newark's population increased dramatically between 1970 and 1995 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 the late-night noise and disorderly conduct sometimes associated with off-campus living. The combination of students in off-campus housing, especially downtown, and the daily influx of University faculty and staff commuters also impacts off- and on-street parking throughout the City. Beyond that, hourly class changes significantly impact automobile traffic flows on roadways near UD, and University special events (such as football games and graduation ceremonies) tax the local transportation system. On the other hand, the University student population, faculty, and staff provide a ready market for local businesses, and the University provides employment for many Newarkers. Finally, the University expansion has obvious and direct impacts on the City's land-use patterns, utilities, and tax base. UD has announced plans to keep its undergraduate enrollment steady, but the slow growth seen in the last few years is likely to continue.

**Table 2-6: City of Newark Population and UD Enrollment**

| | 1970 | 1995 | 2000 | 2005 | 2012 |
|---|---|---|---|---|---|
| UD Undergrads Newark Campus(1)(2) | 9,000 | 14,668 | 15,463 | 15,498 | 16,709 |
| Total City Population(2)(3) | 20,757 | 27,777 | 28,547 | 30,009 | 32,367 |
| UD Enrollment as a Percentage of City Population | 43.4% | 52.8% | 53.3% | 51.6% | 51.6% |

(1) Source: University of Delaware,.udel.edu/ir/facts-figures/
(2) Source: Comprehensive Development Plan IV
(3) Source: 2008-2012 American Community Survey 5-Year Estimates, U.S. Census;

*Racial Composition*

In 1950, as shown in Table 2-7, 93,1% of Newark's population were reported by the U.S. Bureau of Census to be white, while 6.9% of the population were non-white, almost all of them black/African-American (see Table 2-7). Between 1950 and 2010, all racial groups consistently increased each decade. The racial patterns remained similar for the first few of those decades, with slowly rising representation of non-white, non-black races, accompanied by a slow decline in the proportion of black residents. Since 1980, however, as total population growth in Newark has slowed (Table 2-3), racial diversity has increased, leading to races other than white or black making up more than 10% and blacks/African-Americans once again representing 6.7% of the population in 2010. Also significantly, Newark residents indicating that they were of Hispanic origin rose from 1.6% of the population in 1990 to 4.8% of the population in 2010.

**Table 2-7: Racial Mix of the City of Newark, 1950-2010**

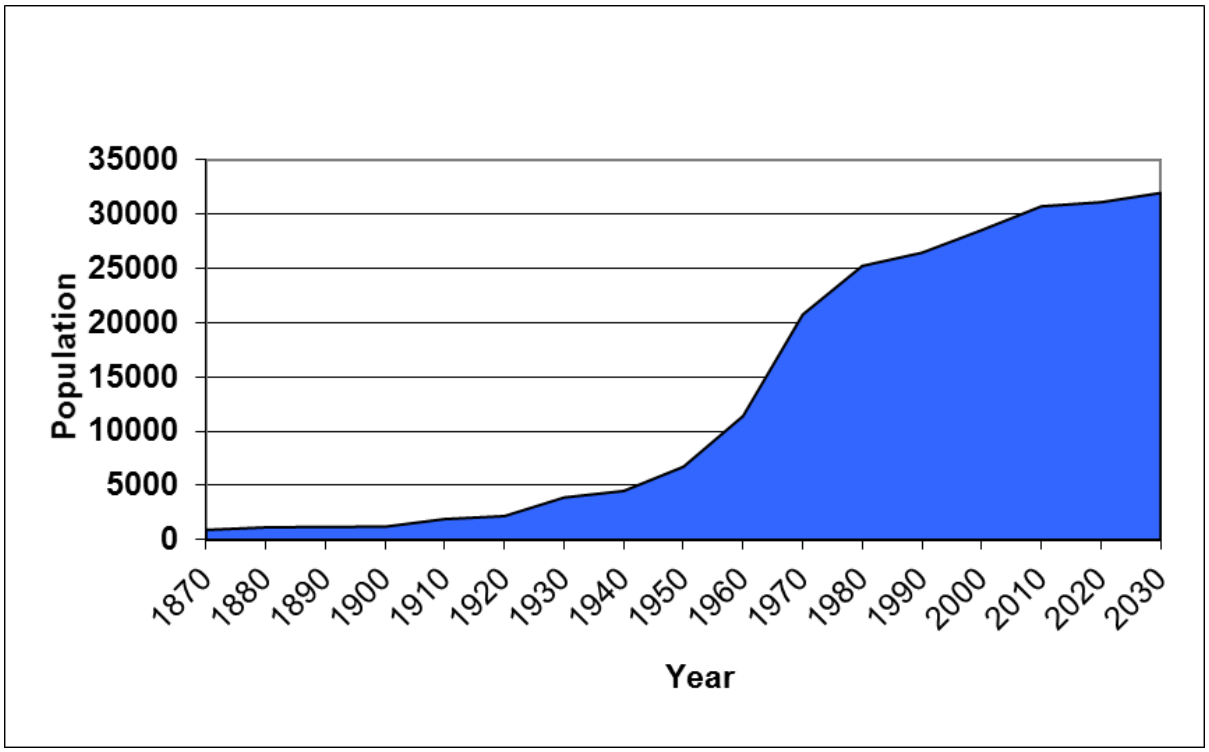
| | 1950 % | 1960 % | 1970 % | 1980 % | 1990 % | 2000 % | 2010 % |
|---|---|---|---|---|---|---|---|
| **White** | 93.1 | 93.2 | 94.8 | 93.2 | 90.4 | 87.2 | 82.4 |
| **Black** | 6.7 | 6.5 | 4.3 | 4.5 | 5.7 | 6.0 | 6.7 |
| **Other** | 0.2 | 0.3 | 0.9 | 2.3 | 3.9 | 6.8 | 10.9 |
| ..... | ..... | ..... | ..... | ..... | ..... | ..... | ..... |
| **Hispanic Origin*** | N/A | N/A | N/A | N/A | 1.6 | 2.5 | 4.8 |

*Of any race (as a result, some totals exceed 100%)
Source: U.S. Census Bureau; Census of Population 1950, 1960, 1970, 1980, 1990, 2000, 2010

***Growth Estimates for the Future***

Newark population projections for the years 2008–2030 (see Chart 2-3) 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, including the major drive in Newark's current growth - UD enrollment. The accuracy of the projections, of course, is dependent upon the soundness of these assumptions.

**Chart 2-3: Total Population Changes and Projections (1870–2030)**




Source: Delaware Population Consortium, October 31, 2013

Present projections, based on the assumption that current demographics and employment trends will continue, forecast a continued very slow rate of population growth. However, the City should continue to monitor growth in UD's enrollment. Consequently, this *Plan* designates the City's existing single-family neighborhoods for low-density land use. Higher densities continue to be shown in the areas with existing apartment complexes. The Population Consortium projects that Newark's population will increase by only 2843 persons by 2040 (see Table 2-8), and the land-use recommendations in Chapter 10 reflect that trend. Note that these projections do not take into account any substantial annexations or economic development activity by the City in the future.

**Table 2-8: Population Growth Projections: 2013 to 2043**

| | 30-Year Total Population Increase | 30-Year Growth Rate |
|---|---|---|
| Delaware | 168,804 | 18.8% |
| New Castle County | 67,634 | 7.5% |
| Wilmington, Delaware | 4889 | 0.5% |
| Dover, Delaware | 11,244 | 1.2% |
| Newark, Delaware | 2,843 | 0.3% |

Source: Delaware Population Consortium, October 31, 2013

Source: City of Newark. The Newark Opera House, built in 1885, is located at East Main Street and Academy Street, Newark, DE. Date unknown.

# Chapter 3
# VISION
(01/05/16)

A community's *vision* is a set of shared aspirations for how the community wants to evolve. It illustrates the values of its residents, sets the purpose of the town, and provides a foundation for other community plans, policies, and decisions. It guides public investment and private development decisions and describes the community's goals.

The City of Newark's Comprehensive Development Plan V (Plan V) is a vision-based, community-driven plan. Its vision, goals, and strategies are based on an extensive public-participation process, including a variety of stakeholders and residents.

The visioning process began with a SWOT analysis: **Strengths**, **Weaknesses**, **Opportunities**, and **Threats**. A SWOT analysis is a study undertaken by an organization to identify its internal strengths and weaknesses, as well as its external opportunities and threats, defined as follows:

***Strengths:*** Characteristics of Newark that give the City an advantage over others communities

***Weaknesses:*** Characteristics of Newark that are a disadvantage relative to other communities

***Opportunities:*** Elements of what the community/City could exploit to its advantage

***Threats:*** Elements in the environment that could cause trouble for the community in the future

Source: Xhienne; Wikimedia Commons; September 30, 2007

The following major elements were common responses (in order of frequency) from the 2008 Newark Resident Survey and the SWOT Analysis completed at six Comprehensive Development Plan Workshops:

***Strengths:*** City's parks and trails; natural environment; community events; good selection of restaurants; college town; downtown Main Street; city services (responsive city employees/elected officials, Parks and Recreation programs, garbage pick-up, etc.); location near major cities; excellent place for senior citizens to live; downtown events; near I-95; pedestrian- and bicycle-friendly; attractive neighborhoods; excellent police presence; affordability/low taxes

***Weaknesses:*** Downtown Main Street parking; traffic; some poorly performing K-12 public schools; behavior issues with of some UD student behavior problems; no grocery stores downtown; Main Street too student-oriented; poorly timed traffic lights; lack of frequency/reliability of transit service; half-filled/unattractive shopping centers

***Opportunities:*** Better train service; bury power lines downtown; decrease traffic congestion; diverse and growing international business community; University STAR campus; improve bike/pedestrian facilities; more cultural events; green energy

***Threats:*** Crime; city revenue tied to electric sales; student rentals in single-family neighborhoods; big box stores (poor architecture); apathy of residents; sprawl

The following vision grew out of this and similar analyses.

***Newark's Vision***

Newark's future growth and development will seek to advance the following vision elements:

- **Healthy and Active Community:** A community that provides safe infrastructure and amenities to allow opportunities for a healthy and active lifestyle, to include aspirations such as these:
    - Bicycle and pedestrian accessibility to encourage exercise
    - "Complete streets" to support all transportation options, including walking or bicycling
    - Ample parks and open space to provide opportunities for active and passive recreation
    - Compact and mixed-use development for a pedestrian-friendly environment
    - Access to healthy foods

- **Sustainable Community:** A community that will be sustainable, both economically and environmentally, for generations to come, to include aspirations such as these:
    - Promoting transit and other alternative transportation modes for reduced dependence on fossil fuels
    - Stream valley/watershed protection
    - Energy conservation and recycling
    - High air and water quality
    - Diverse economic base and welcoming business climate
    - Preserving historical resources
    - Maintaining and improving basic infrastructure
    - Efficient use of public resources.

- **Inclusive Community:** A community that embraces diversity and enables different lifestyles, to include aspirations such as these:
    - Access to transit and other alternative transportation modes for increased choice
    - Range of housing choices and affordability levels
    - Fair housing
    - Access to a variety of options for employment, commerce, and entertainment
    - Access to good schools
    - Parks and open spaces that offer a range of passive and active recreational activities
    - Support services such as dependent care, health care, and retrofitting houses

Newark's community vision defines the aspirations for the individual elements of this *Comprehensive Development Plan*. Each of the following chapters addresses strategic issues facing the City of Newark for one of these elements through a series of goals and associated action items.

*Public Utilities and Infrastructure (Chapter 4)*

Provide high-quality services to residents and businesses, as well as to efficiently accommodate future growth.

**Strategic Issues:**

- Management and funding of electric infrastructure to accommodate future growth and the development of the STAR Campus.
- Management and funding of stormwater infrastructure to address flooding issues.
- Source water protection to ensure the quality and supply of surface water and groundwater.
- Meeting new state and federal environmental quality regulations.

*Housing and Community Development (Chapter 5)*

Encourage diverse housing choices that contribute to attractive and unique places to live, work, play, and attend school.

**Strategic Issues:**

- Supply and demand for rental and owner-occupied housing.
- Recognizing of the rights of tenants and landlords to ensure safe and attractive housing stock while balancing quality-of-life issues.
- Preservation of existing housing stock.
- Pathways to homeownership.
- Impediments to fair housing. (See page 52)

*Transportation (Chapter 6)*

Provide feasible and attractive transportation choices for all citizens through an efficient transportation network that encourages a healthy lifestyle and promotes environmental and economic sustainability

**Strategic Issues:**

- Balancing the needs of automobile, transit, bicycle, and pedestrian traffic for a multimodal transportation network.
- Traffic congestion, safety, and mobility.
- Adequate parking for automobiles and bicycles to support local businesses.
- Methods to evaluate the relationship between transportation and land uses.

*Environmental Quality and Natural Resources (Chapter 7)*

Preserve and protect Newark's natural resources and wildlife for current and future generations.

**Strategic Issues:**

- Balancing environmental protection with economic and physical development.
- Resident cooperation in City initiatives to reduce environmental impact such as conservation, recycling, and reuse.
- Protection of the natural environment, water and air quality, habitats, and stream valleys.
- Clean and sustainable energy.
- Environmentally friendly design.

*Parks, Recreation, and Open Space (Chapter 8)*

Ensure abundant safe, attractive, and well-maintained city parks, trails, and indoor recreation facilities for active and passive recreation opportunities and protect natural areas, all of which enhance the community's quality of life and sense of place.

**Strategic Issues:**

- Parks and recreation programs catering to diverse ages, interests, and abilities.
- Recreational tourism.
- Connectivity, safety, and accessibility of City parks and trails.
- City beautification and preservation of the natural environment.

*Economic Development (Chapter 9)*

Promote a sustainable economic future for the City by encouraging a diversified local economy, creating a quality place for people to live and work, and attracting a highly qualified workforce.

**Strategic Issues:**

- Business diversification.
- Physical and economic vitality.
- Leveraging the asset of the University of Delaware.

*Land Development (Chapter 10)*

Effectively manage neighborhood preservation and high-quality development and redevelopment that meet the City's housing, employment, transportation, and recreational needs.

**Strategic Issues:**

- Adequate options for housing, employment, recreation, commerce, and entertainment.
- Plan for sites expected to develop or redevelop to anticipate environmental, housing, transportation, and growth issues and opportunities.

*Growth and Annexation (Chapter 11)*

Restrict growth to orderly annexations that protect the environment and minimize the financial burden on the city, residents, and businesses.

**Strategic Issues:**

- Coordination between the City and all relevant state and county agencies with any proposed expansion of the City's municipal boundaries.
- Prioritizing environmental and financial sustainability when making annexation decisions.
- Keeping the long-term interests of the City and its current constituents as paramount considerations for any annexation plans.

# Chapter 4
# PUBLIC UTILITIES AND INFRASTRUCTURE
**(01/05/16)**

The City of Newark is a full-service utility provider, overseeing water, wastewater, and electricity to residents, businesses, industry, and the University of Delaware. The City also maintains and manages a stormwater-sewer system that channels and carries stormwater runoff from City streets to surface water or stormwater management facilities.

Newark Reservoir by Mel Brooks, Jr.

## ***Water Quality and Supply***

Because clean and safe water is a basic requirement for public health now and in the future, Newark's 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." The Water Resources Agency (WRA), originating from Section 208 of the Federal Water Pollution Control Act, was charged with the responsibility for implementing the law's provisions. Since then, 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 2020*, which included plans for ensuring 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 (EPA) analytical quality-assurance program. These laboratories are well equipped and use the latest available instrumentation and state-of-the-art-procedures. Other water samplings from 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 eight "full-record" and 12 "partial-record" stations at streams throughout New Castle County.

The City's Public Works and Water Resources (PWWR) Department oversees all water and wastewater operations throughout the City (and to a limited extent outside of its corporate limits) including water treatment, water distribution, and wastewater. Our water supply is derived from our

surface water allocation from the White Clay Creek, ground water wells from the South Wellfield and stored water from the Newark reservoir which is fed from the White Clay Creek.

*Water Treatment*

The department is responsible for the maintenance and operations of all the equipment and facilities for surface water treatment, nine active water supply wells, and a groundwater-treatment plant to ensure that the water quality meets the standards of the State of Delaware Division of Public Health. The water-treatment process includes aeration, filtration, chlorination, lime addition, iron sequestering, and fluoridation. Water 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, the City draws its water from the Newark Reservoir. The reservoir holds approximately 318 million gallons and is designed to supply Newarkers during a 90-day drought—the longest drought on record.

*Water Distribution*

The water distribution system provides water services to more than 34,210 customers, including 31,454 full time residents and University students. More than 1.24 billion gallons of water is pumped by six booster pumping stations through 150 miles of pipe and nine finish water tanks annually to serve more than 10,000 water-service connections, of which there are more than 1,300 commercial and industrial accounts. Average daily water usage in the city is approximately 3.5 million gallons per day (mgd). The City's maximum daily production is approximately 6 mgd. A 2008 project at the Newark Water Treatment Plant brought the total capacity of that plant to 5 mgd. When this project was completed, the total system capacity, including the South Well Field and backup wells in the Laird tract, provided a total production capacity in excess of 8.5 mgd—well above current daily usage.

Flow and pressure in the city is good, with few exceptions. The sum of groundwater allocations for the City is more than 1.5 billion gallons per year, enough to cover the expected demand over 20 years without relying on any surface water supply. While water availability for future development is clearly adequate, new projects may require system improvements to convey water to the site in some cases. Developers, of course, are responsible for all improvements associated with and made necessary by their projects.

However, the City continues to investigate contamination in certain wells within the South well field for remediation and to meet future demands. In 2014, only five wells were used, and only 31% of the total water supply was groundwater.

*Wastewater*

The department transports over 2.2 billion gallons of wastewater annually through the city's 95 miles of sewer-distribution lines. 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 the City's agreement with New Castle County, which transmits sewage to Wilmington, City of Newark sewage is regulated for quality. The majority of Newark's 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.

*Water Supply*

In 2014, the City used 767 million gallons from its White Clay Creek intake, exceeding the allocation of 648 million gallons but staying under the Delaware River Basin Commission's (DRBC) allocation of 3.8 billion gallons per year. The City of Newark PWWR Department is in discussions with DNREC to determine why the DNREC allocation was not updated at the same time as the DRBC allocation when the reservoir was constructed. This overuse was necessary because of the contamination issues in the well field. However, the allocation was calculated based on stream flow and protection of species in White Clay Creek, and this volume may not be available during dry years. Future water use must make use of a greater number of the City's facilities and not rely so heavily on a few sources.

As seen in the City's 2014 water usage, there is not a considerable amount of expansion of supply that needs to be done to be able to meet future demand. Although it is fortunate that very slow growth of resident population is expected, the proposed plan does not address water used by students, who compose approximately 34% of the City's total population when they are present.

The PWWR Department continually monitors water supply lines and water quality. Moreover, City regulations prohibit the discharge of harmful and toxic liquids, vapors, and materials into Newark's sanitary sewers. Heavy metal concentration is also specifically limited by ordinance; pretreatment standards and facilities are also specified. In addition, new septic systems are not permitted in the city. Newark's *Subdivision and Development Regulations* also include strict erosion- and sediment-control standards, which are designed to minimize land disturbance, runoff, and erosion during construction. Uncontrolled runoff and erosion can have obvious and direct negative impacts on Newark's creeks and streams. The *Subdivision and Development Regulations* also include specific standards to ensure that new developments have properly designed and installed water systems and sanitary sewer systems that will not result in discharges into Newark's streams. The PWWR Department also monitors new development proposals in terms of their impact on the City's water-supply aquifers, located in the southeastern and northern portions of the City, based on Newark's *Water Resources Area Protection Regulations*, which were adopted in 1991. In addition, the Department reviews development proposals to assure compliance with all the applicable provisions of the *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 Newark's water-supply system and the water quality of its local streams. In addition to its obvious importance in terms of municipal water supply, water quality is also crucial for the protection of stream habitat for fish and wildlife. Finally, because of the direct correlation between impervious cover and protecting the

watersheds' water quality, the City will consider expanding Newark's current impervious cover limitations.

***Stormwater Management***

The PWWR Department oversees the stormwater system–capacity evaluation and 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 and Development 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 and Water Resources Department maintains detailed records showing all storm-drainage and stormwater management facilities.

Also regarding the City's stormwater and drainage system, the Public Works and Water Resources Department is responsible for Newark's compliance with the EPA's National Pollutant Discharge Elimination System (NPDES) Permit Program. Newark has been designated a Phase II city under this program based on its population. The City has received a five-year NPDES permit from DNREC and is currently preparing to receive a draft of its next five-year permit. The City intends to improve stormwater quality based on its submitted permit, addressing the six required EPA permit Minimum Control Measures (MCM). 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.

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.

The *Delaware Sediment and Stormwater Regulations* have been revised and became effective on January 1, 2014. A three-step plan review process is now prescribed in the regulations. Proposed development projects must submit a Stormwater Assessment Study for the project limits of disturbance and hold a project application meeting with the reviewing delegation agency as the first step, prior to submitting stormwater calculations or construction drawings, which are the second and third steps, respectively. Resulting from the project application meeting, a Stormwater Assessment Report will be completed by the reviewing agency and the developer and forwarded to the City. This Stormwater Assessment Report will rate the anticipated engineering effort necessary to overcome certain stormwater assessment items such as soils, drainage outlets, and impervious cover. The Sediment and Stormwater Program recommends that the City consider the ratings from the Stormwater Assessment Report in making a decision to issue preliminary approval for any development request by incorporating the Stormwater Assessment Report as a required element when a plan is submitted into the municipal preliminary plan approval process.

***Electric Utility Service***

The City operates its own electric distribution utility to provide electric services to commercial and residential customers within the city limits. Power is purchased on the wholesale power market through the Delaware Municipal Electric Corporation (DEMEC) of which Newark is one of eight full requirements municipal members within the state of Delaware. Several outgoing distribution circuits at 34.5 kv, 12.5 kv and 4 kv (being phased out) distribute power throughout the city. Over 12,000 customers are supplied power through these lines from distribution transformers, which reduce the voltage to levels appropriate for end users. The responsibilities of the Electric Department include the maintenance of substation sites, substation units, circuit breakers, transformers, and more than 165 miles of electric distribution lines. In addition to maintenance requirements, new power lines, substations, and underground electric utilities are constructed and installed to expand services to new customers. All of the City's electricity originates at one substation. While back up transformers and circuits serve to reduce the incidence, frequency and duration of outages, the city is currently focused on developing a separate substation connected to the regional transmission system for additional redundancy and reliability.

By operating its own electric service, the City is able to provide a reliable, efficient service at rates that are typically lower than the rates of private power companies. The average estimated monthly electric utility payment for Newark utility customers is $149. By comparison, the average estimated monthly utility payment for residents in all surrounding areas of northern New Castle County and Wilmington is $159 (1).

In addition, electric revenues account for about 36% of the City's net revenue, while Electric Department operations use only about 9% of the city budget. Therefore, the extra revenues stay in the community by means of a general fund margin transfer which heavily offsets the need for higher taxes. This hometown power model provides great advantages when compared to for profit utility providers where the substantial margin funds would go to stockholders instead of the local community in the form of services. Newark also benefits from the opportunity to self-serve city facilities such as street lights, pump stations, traffic signal, etc. at its wholesale rate.

A new 15-year Electric Service Agreement (ESA) was entered into with the University of Delaware in 2013 providing long-term revenue stability from our largest customer and some rate relief to the University associated with subsidies of residential customers identified in our most recent cost of service rate study. While we fully expect to maintain the current ESA relationship with the University following the term of the current agreement, the city's electric revenue concentration risk (UD accounts for approximately 28%, or about $14 million of our annual electric utility revenue) is mitigated by its ownership and investment in distribution assets. Newark will remain the owner of the retail distribution system.

The Electric Department 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's coordinated development-review process and, where necessary, are incorporated into the City's development agreements.

***Plan Goals and Action Items: Public Utilities***

Provide high-quality services to residents and businesses, as well as to efficiently accommodate future growth.

**Strategic Issues:**

- Management and funding of electric infrastructure to accommodate future growth and the development of the STAR Campus.
- Management and funding of stormwater infrastructure to address flooding issues.
- Source water protection to ensure the quality and supply of surface water and groundwater.
- Meeting new state and federal environmental quality regulations.

***Community Vision:*** **Sustainable**

| | |
|---|---|
| **Goal** | **Maintain and improve the City's existing utility and infrastructure system (water, wastewater, electric, and stormwater) so it will adequately meet the needs of current and future residents and businesses as well as the University.** Maximizing the existing utility and infrastructure systems for water, wastewater, electric, and stormwater is the most environmentally and economically *sustainabl*e approach to providing reliable service. |

*Action Item 1*

**Develop a Full Asset Inventory and Management System of existing treatment and distribution resources to proactively address aging infrastructure and impacts of future developments.** A comprehensive inventory and management system would advance Newark as a "Sustainable Community" by creating a systematic approach to replacing aging infrastructure and a predictive model for how growth and development will affect existing conditions.

*Partnering agencies*:
Department of Public Works and Water Resources
University of Delaware Water Resources Agency

*Action Item 2*

**Leverage partnerships to improve water quality and reduce flooding.** The City advances its vision as a "Sustainable Community" by coordinating with local, state, federal, and regional planning agencies to address water-quality and flooding issues regionally and to improve conditions within the City.

*Partnering agencies:*
Department of Public Works and Water Resources
University of Delaware Water Resources Agency
United Water

DNREC
Brandywine Conservancy
New Castle County Conservation District
State of Maryland
Commonwealth of Pennsylvania
United States Department of Agriculture (USDA)

*Action Item 3*

**Develop a sustainable funding source to manage stormwater infrastructure.** The City should evaluate approaches to create a sustainable funding source in order to optimize resources to reduce damage and inconvenience from flooding, promote aquifer recharge, and minimize degradation.

*Partnering agencies:*
Department of Public Works and Water Resources
University of Delaware Water Resources Agency
The development community

*Action Item 4*

**Create a centralized database in a GIS Mapping System for all utilities.** Using the data recorded through the full asset inventory, GIS mapping creates a visual model that enables the City to more effectively manage its existing resources, focus on problem areas, and better predict future development needs.

*Partnering agencies:*
Department of Public Works and Water Resources
University of Delaware Water Resources Agency
The development community

***Community Vision:* Sustainable**

| | |
|---|---|
| **Goal 2** | **Ensure that City utilities meet or exceed all federal and state environmental-quality demands.** Meet all federal and state environmental-quality regulations and, where feasible, implement best practices that go beyond what is required. |

*Action Item 5*

**Meet or exceed new state and federal requirements of the National Pollutant Discharge Elimination System (NPDES) permit and Stormwater Management Plan.** As authorized by the Clean Water Act, the NPDES permit program controls water pollution by regulating point sources that discharge pollutants into waters of the United States. Point sources are discrete conveyances such as pipes or manmade ditches. Individual homes that are connected to a municipal system, use a septic system, or do not have a surface discharge do not need an NPDES permit; however, industrial, municipal, and other facilities must obtain permits if their discharges go directly to surface waters. The NPDES permit program is administered by the State of Delaware.

*Partnering agencies:*
Department of Public Works and Water Resources
Delaware Water Resources Agency
DNREC

*Action Item 6*

**Meet or exceed Delaware's new Sediment and Stormwater regulations.** The revised *Delaware Sediment and Stormwater Regulations* have a goal of reducing stormwater runoff for the rainfall events up to the equivalent one-year storm, 2.7 inches of rainfall in 24 hours. Runoff reduction encourages runoff to infiltrate back into the soil as in the natural predevelopment system and results in pollutant removal and stream protection. Best management practices that encourage infiltration or reuse of runoff, such as porous pavements, rain gardens, rain barrels and cisterns, green roofs, open vegetation swales, and infiltration systems should continue/expand for new development sites with the City. Furthermore, the City may wish to consider policies such as limiting land disturbance on new development projects, limiting impervious surfaces by allowing narrower street widths, reducing parking requirements, and allowing pervious sidewalk materials.

*Partnering agencies:*
Department of Public Works and Water Resources
Delaware Water Resources Agency
DNREC

Notes:

1. Electric rates reflect a seasonal average of monthly rates for residential customers consuming 1,000 kWh per month.

# Chapter 5
# HOUSING AND COMMUNITY DEVELOPMENT
(01/05/16)

Photo: Newark Preserves

This chapter anticipates the effects of City services, incentives, and policies on housing needs, goals, and strategies to provide safe, affordable, and quality housing to Newark's current and future population. Newark is a home where people grow up, raise families, attend university, work, play, and retire. Housing is an essential element of the City's vision as a "Healthy and Active Community," a "Sustainable Community," and an "Inclusive Community."

**Healthy and Active Community:** Ensure that existing and future housing developments are built to safely accommodate pedestrian and bicycle traffic, including connectivity to parks, commercial and employment centers, and other residential areas.

**Sustainable Community:** Provide safe and sanitary housing that preserves quality housing stock; protect against blight; and improve the appearance and function of older housing stock through rehabilitation and redevelopment.

**Inclusive Community:** Ensure policies that support a varied supply of housing choices and styles, eliminate impediments to fair housing, and implement programs that create opportunities for more affordable housing.

The *2009 Newark Resident Survey* and Planning Commission Workshops identified several key findings:

- Newark is an "excellent place for senior citizens to live," based on variety and affordability of housing, as well as the available AC zoning, which age-restricts occupants to 55 and older.
- While residents express a high level of satisfaction with the attractiveness of their neighborhood, they also express concern about property maintenance and the proliferation of single-family dwellings into student rentals.
- Mix of housing types, choices, and affordability levels were cited as strengths; however, the "student housing market" was blamed for inflating housing costs and creating a lack of housing choices for low- to moderate-income households/families to buy or rent.
- Strong support for City programs that promote owner occupancy by providing financial incentives to first-time and low- to moderate-income homebuyers.

- Strong concerns regarding the conversion of single-family homes into student rentals, as well as frustration about a perceived lack of code enforcement on single-family homes used as student rentals.
- Concern regarding the "overdevelopment" of apartment housing targeted as student rentals, particularly downtown, where there is a desire to see more owner-occupied housing.

The complete report is available online:
http://cityofnewarkde.us/index.aspx?nid=641

***Housing Inventory and Assessment***

U.S. Census data show shifts in new housing construction in Newark over the past 20 years. Table 5-1 shows housing figures for Newark from the 1990 Census and 2000 Census and estimates from the 2008-2012 American Community Survey.

**Table 5-1: Increased Construction of Multi-Unit Structures**

| Types of Housing Structures City of Newark | 1990 | 2000 | # Increase | % Increase | 2008-2012 Est. | # increase | % Increase |
|---|---|---|---|---|---|---|---|
| Single-unit structures | 5,167 | 6,052 | 885 | 17.1 | 6,928 | 876 | 14.5 |
| Multi-unit structures | 2,639 | 3,252 | 613 | 23.2 | 4,205 | 953 | 29.3 |

Source: U.S. Census, 1990, 2000, and 2008-2012 American Community Survey

From 1990 to 2012, there was a shift in the types of new housing construction from a majority of single-unit structures to a majority of multi-unit structures. In 1990, the City of Newark contained approximately 7,806 housing units, of which 66.2% were single-unit structures and 33.8% were multi-unit structures. Between 1990 and 2000, 1,498 housing units were constructed, of which 59.1% were single-unit structures (885 additional units/17.1% increase) and 40.9% were multifamily structures (613 additional units/23.2% increase). From 2000 to 2012, an estimated total of 1,829 new housing units were constructed, of which 47.9% were single-unit structures (876 additional units/14.5% increase) and 52.1% were multi-unit structures (953 additional units/29.3% increase). Changes in new housing construction have caused a shift in the overall makeup of our housing stock. Table 5-2 shows that by 2012, approximately 62.2% of the City's housing was single-unit structures and 37.8% was multi-unit structures.

Table 5-3 shows a comparison of Newark's housing stock. The City of Newark has approximately the same percentage of multi-unit structures as Dover and Wilmington and a higher percentage of housing in multi-unit structures than Middletown, New Castle County, the State of Delaware, and the United States.

**Table 5-2: Shift in the Overall Makeup of Housing Stock**

| Types of Housing Structures City of Newark | 1990 | 2000 | 2008-2012 Estimates |
|---|---|---|---|
| % Single-unit structures | 66.2 | 65 | 62.2 |
| % Multi-unit structures | 33.8 | 35 | 37.8 |

Source: U.S. Census 1990, 2000, and 2008-2012 American Community Survey

**Table 5-3: Delaware Housing Comparison**

| | | |
|---|---|---|
| **Middletown, Delaware** | | |
| **Total Housing Units** | 6,629 | |
| **Single-unit structures** | 5,635 | **85%** |
| **Multi-unit structures** | 994 | **15%** |
| **Delaware** | | |
| **Total Housing Units** | 403,095 | |
| **Single-unit structures** | 332,307 | **82%** |
| **Multi-unit structures** | 70,681 | **18%** |
| **New Castle County** | | |
| **Total Housing Units** | 216,801 | |
| **Single-unit structures** | 162,229 | **75%** |
| **Multi-unit structures** | 54,494 | **25%** |
| **United States** | | |
| **Total Housing Units** | 131,034,946 | |
| **Single-unit structures** | 97,015,806 | **74%** |
| **Multi-unit structures** | 33,910,368 | **26%** |
| **City of Newark** | | |
| **Total Housing Units** | 11,133 | |
| **Single-unit structures** | 6,928 | **62%** |
| **Multi-unit structures** | 4,205 | **38%** |
| **Dover, Delaware** | | |
| **Total Housing Units** | 14,338 | |
| **Single-unit structures** | 8,977 | **63%** |
| **Multi-unit structures** | 5,361 | **37%** |
| **Wilmington, Delaware** | | |
| **Total Housing Units** | 34,029 | |
| **Single-unit structures** | 21,872 | **64%** |
| **Multi-unit structures** | 12,157 | **36%** |

Source: 2008-2012 American Community Survey 5-Year Estimates

Newark residents are less likely to own their homes compared to the rest of the state and the country. Table 5-4 shows that approximately 54.3% of Newark housing units are owner-occupied, compared to New Castle County (70%), the State of Delaware (72.7%), and the United States (65.5%). Because Newark is a "college town" with a larger percentage of the population who are transient, Newark's home ownership rate is more comparable to metropolitan areas such as Wilmington, Delaware (47.9%) and Dover, Delaware (55.1%).

Among owner-occupied units, Newark homes tend to be more valuable, and Newark homeowners tend to be better positioned to afford them. Table 5-4 shows the median value of an owner-occupied unit in Newark is approximately 10.7% higher than those in New Castle County and 14.3% higher than those in Delaware. Yet, among owner-occupied units with a mortgage, the median monthly owner costs are only 4% higher than those in Delaware and approximately the same as in New Castle County. An important measure of housing affordability is the monthly owner cost as a percentage of household income. Among the sample in our region, Newark has the lowest percentage of households who pay 30% or more of their income for housing costs. The comparisons in Table 5-4 suggest that Newark homeowners are affluent enough to afford more expensive housing and tend to make more conservative and long-term mortgage choices, which keep their housing costs affordable over time.

**Table 5-4: Newark Home Ownership Comparison**

| | Newark | United States | Delaware | Wilmington, Delaware | New Castle County | Dover, Delaware |
|---|---|---|---|---|---|---|
| **% Owner-Occupied** | 54.3% | 65.5% | 72.7% | 47.9% | 70.2% | 55.1% |
| **Median Value** (Owner-occupied units) | $281,400 | $181,400 | $241,100 | $179,300 | $251,200 | $187,500 |
| **Median Monthly Owner Costs** (Housing units with mortgage) | $1,681 | $1,618 | $1,617 | $1,419 | $1,685 | $1,558 |
| **% of owners with monthly housing costs ≥ 30% of household income**. | 21.1% | 35.3% | 36.2% | 34.8% | 32.9% | 39.9% |

Source: 2008-2012 American Community Survey 5-Year Estimates

The Census data on Newark renters are slightly different. Table 5-5 shows that the median rent in Newark is higher than those of other jurisdictions. The median rent in Newark is nearly equal to that of New Castle County, 3.3% higher than that of Delaware, 5.3% higher than that of Dover, and 11.7% higher than that of Wilmington. The percentage of Newark renters who pay 30% or more of their household income on rent is 67.9%, compared to that of Wilmington renters (57.2%), Delaware renters (53%), and New Castle County renters (51.5%). These figures are skewed by the high percentage of Newark residents who are full-time college students and who either tend to not work or work part-time in low-wage jobs.

**Table 5-5: Median Rent Comparison**

| | Newark | United States | Delaware | Wilmington, Delaware | New Castle County | Dover, Delaware |
|---|---|---|---|---|---|---|
| **Median Rent** | $1,008 | $889 | $975 | $890 | $1,003 | $955 |
| **% of renters with monthly gross rent ≥ 30% of household income.** | 67.9% | 52.1% | 53.0% | 57.2% | 51.5% | 53.6% |

Source: 2008-2012 American Community Survey 5-Year Estimates

***Existing Land Use and Density***

According to the 2010 Census, Newark's population is 31,454 with an average density of 3,424 residents per square mile. As shown in Table 5-6, the City's population density exceeds the densities of Dover, Middletown, and New Castle County. In Delaware, only the City of Wilmington's population density exceeds Newark's. For the purpose of comparison, the population density of the City of Philadelphia was included to contrast Newark with a major urbanized area. The comparison shows that Newark's population density is more comparable to a small city such as Wilmington than it is to more "suburban" Delaware towns or cities such as Middletown and Dover.

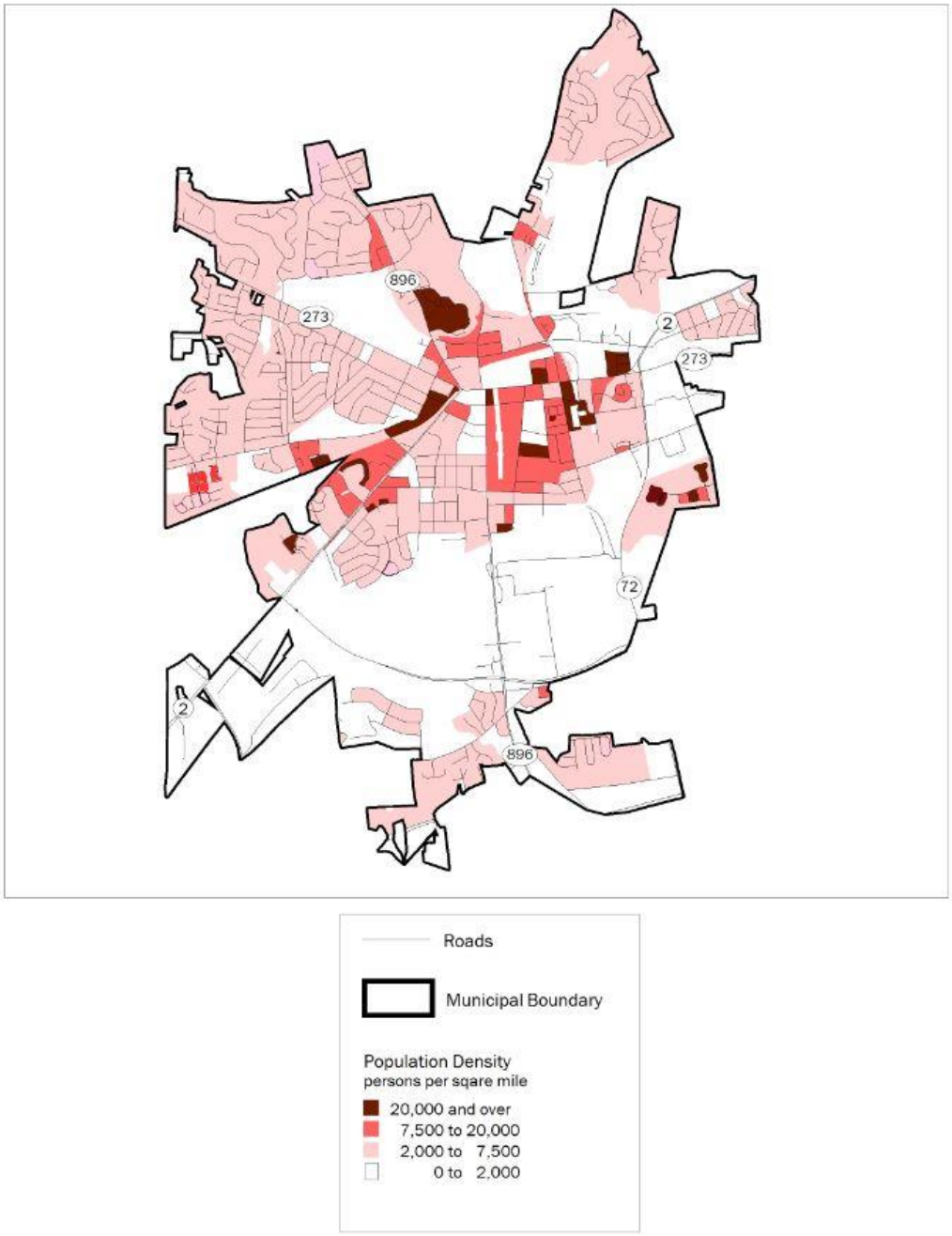
**Table 5-6: Population Density**

| | Population per Square Mile |
|---|---|
| **Philadelphia, Pennsylvania** | **10,693** |
| **Wilmington, Delaware** | **4,181** |
| **Newark** | **3,424** |
| **Middletown, Delaware** | **1,617** |
| **Dover, Delaware** | **1,558** |
| **New Castle County** | **1,090** |
| **Delaware** | **361** |
| **United States** | **81** |

Map 5-1 shows Newark's population density by Census block group and illustrates where the City's residents are living. The map shows area densities ranging from 20,000 and over per square mile to under 2,000 per square mile, with most residential districts having between 2,000 and 7,500 people per square mile. The pockets of the City with the highest density (20,000+) are shown in dark red and include major University of Delaware–owned housing complexes on the Laird Campus, West Campus, and South Central Campus, as well as some privately owned student apartment complexes, such as University Courtyard. These areas are zoned UN for University or RA for high-rise apartments. Some townhome areas, such as College Park, White Chapel, and Blair

Court, are also included as higher density and have RR zoning, which allows row homes. Most of downtown Newark, between East Main Street and Delaware Avenue, with its mixed-use development, shows population density between 7,500 to 20,000 persons per square mile. Finally, areas shown in white tend to be open space, commercial and industrial areas, and the University of Delaware's athletic fields and farmland.

**Map 5-1: Population Density in Newark**




Source: WILMAPCO; U.S. Census; 2010 Census

The second densest areas, shown in a medium red with densities between 7,500 to 20,000 residents per square mile, make up a large portion of the City's downtown core, which includes mixed-use redevelopment, the central portion of the University's Campus with dormitories around "The Green," as well as older Newark areas that were built with a more traditional (and denser) neighborhood design.

Finally, areas shaded in a light red represent densities between 2,000 and 7,500. This includes most of the suburban-style single-family housing developments, which make up most of the residential districts in the City, with lot sizes ranging from 6,250 square feet to more than half an acre.

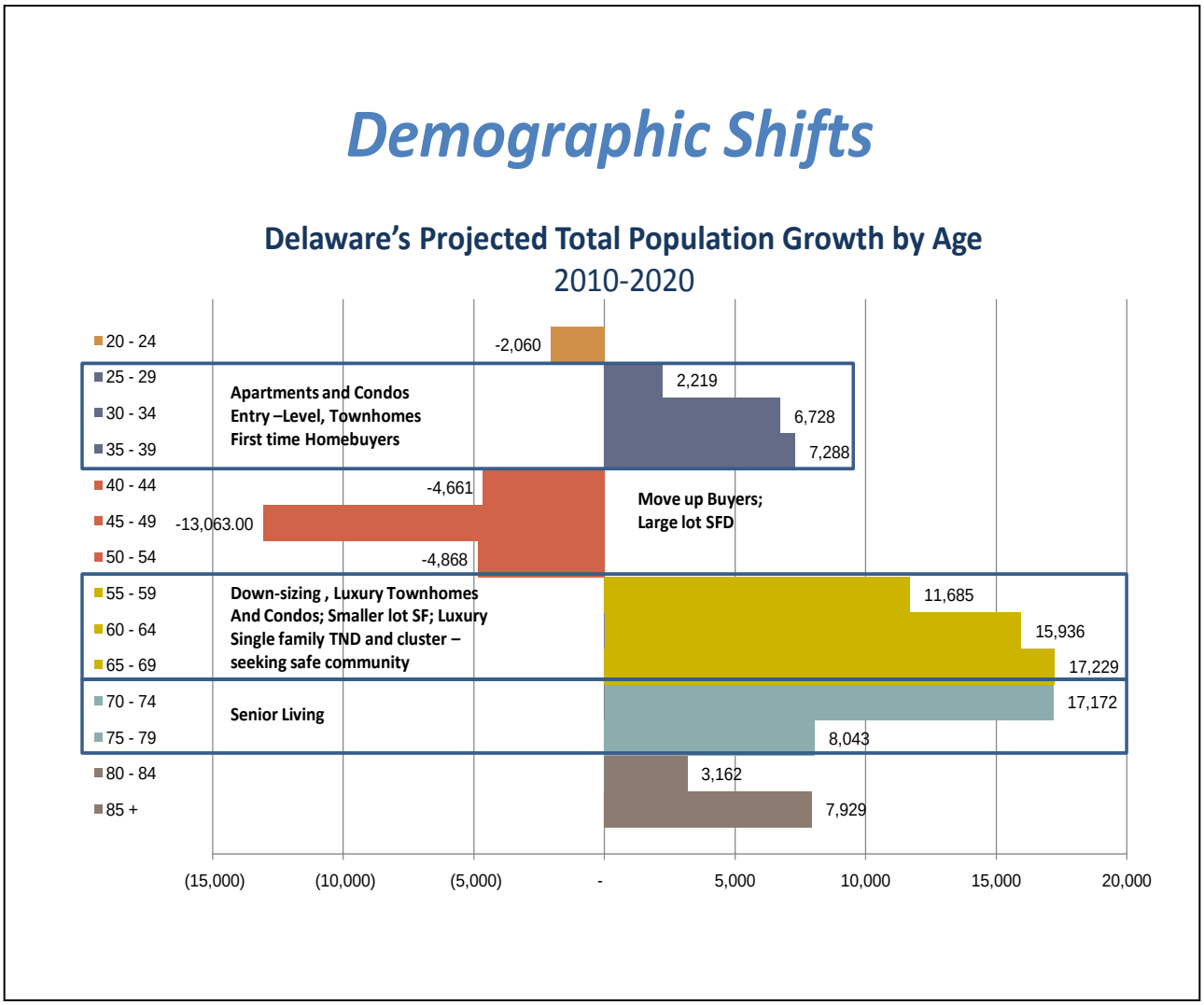
***Housing Needs and Trends***

Numerous publications and studies indicate that Delaware, like the rest of the nation, is in the midst of a demographic and market shift that will significantly change consumer demand for various styles and types of housing over the next 20 years. This market shift is being driven by two population cohorts: the baby-boomers, generally considered persons born between the years 1946 and 1964, and the millennials, generally considered persons born between the years 1984 and 2002.

Baby-boomers were once the prime market for the single-family houses in the suburbs. Today, this cohort is looking to downsize into more manageable housing and is moving to communities that are walkable and transit-oriented in order to be less dependent on their automobiles. Millennials, on the other hand, were the first American generation in which the majority had grown up in suburban neighborhoods. Market research indicates that this generation is less interested in purchasing a home or automobile and wants to live in places that are pedestrian- and bicycle-oriented and that offer a wide variety of entertainment and lifestyle choices. In other words, millennials are not interested in living in the suburbs in which they grew up. The population cohort in between, often referred to as Gen X, persons born between the years 1964 and 1983, are now the primary market for single-family houses in the suburbs. However, this is a smaller cohort than the baby-boomers and millennials. As a result, Delaware Population Consortium (DPC) projections indicate that there will be a large number of suburban homes placed on the market by baby-boomers and that there will be a decline in the number of buyers who typically seek larger homes.

Chart 5-1 illustrates these demographic shifts and the types of housing choices the respective population cohorts are making.

**Chart 5-1: Demographic Shifts**




Source: Delaware Population Consortium Population Projections by 5-Year Age Cohorts. October 28, 2010, Version 2010.0

*University Housing*

As of its Fall 2013 academic year, the University of Delaware's enrollment was approximately 17,500 undergraduates (full- and part-time) and 3,500 graduate students at its Newark campus. These numbers have increased slightly over the past few years due to UD's Commitment to Delawareans program; however, University administration states that it has no plans to drastically increase the size of incoming classes. The University's strategy is to replace or rehabilitate its existing housing stock. Residence halls such as Dickinson and Rodney are viewed as "removed" from campus and a less desirable location for students to live. Therefore, the University is seeking to centralize on-campus housing by moving residential units closer to The Green and making the Laird Campus more accessible and student-friendly.

Campus housing projects include the following:

- Completion of an East Campus residence hall complex will replace the Gilbert Hall complex.
- Construction of a residence hall across Academy Street from the Perkins Student Center is set to be completed by 2015. The new building will phase out the use of Rodney and Dickinson as residence halls by 2016.
- Harrington Residence Hall complex will undergo major renovations.

*Rental Housing*

The City of Newark has experienced significant growth in multifamily off-campus units targeted for students of the University of Delaware. Since the 1980s, the City's strategy has been to limit the conversion of single-family homes into student rentals while encouraging the development of mixed-use buildings with apartments in the downtown business district, as well as allowing greater densities for infill projects in locations around the University campus. This strategy has been instrumental in revitalizing Newark's downtown into a vibrant mixed-use commercial district with upper-floor apartments or condominiums. Other projects involving infill or redevelopment and consisting largely of apartments have been approved in areas within walking distance of the campus. Much of this redevelopment has been the result of the demonstrated demand and success of the student-rental market.

However, the City's strategy has not been without controversy. First, the City is concerned that the surge in proposals for new developments for student housing could result in an oversupply and high vacancy rate among existing apartment units. During 2013, City Council considered nine subdivisions totaling 476 apartments. This is nearly equal to the number of new apartment units that had been approved from 2000–2012 (482 units) and 150 units more than what had been approved from 1990–1999 (329 units). The surge of proposals has continued with, as of June 2014, 100 new rental units approved and 79 new rental units pending.

Second, the City's regulation and restrictions on rentals of single-family houses has strained relations with some landlords. The City is considering changes to how it inspects apartments and single-family rental properties and to regulations concerning the number of unrelated tenants allowed in single-family rental units.

The City is also evaluating the size and type of apartment units that will best meet the rental housing needs of the future and where those units should be located. Proposals for very large townhouse-style apartments (5–6 bedrooms each) are targeted to undergraduate students; however, while the market for student rentals is high currently, new multi-unit housing is being constructed "condo ready," to include adequate firewalls and utility hook-ups so that the apartment units could be sold individually as condominiums, should demand increase for such housing types. Given demographic trends with baby-boomers looking to downsize and millennials looking for more compact, urban living, Newark housing stock seems well positioned.

The City has also implemented density bonuses for one- and two-bedroom apartment units in the downtown district in hopes of attracting graduate students, young professionals, and couples.

The effort has resulted in a large number of newly approved two-bedroom units in the downtown core, with larger townhouse-style apartment units on the outskirts of downtown, most within walking distance of the UD campus.

Rental Market Needs Assessment

As a result, the City hired an outside consultant to study and evaluate the City's housing needs, particularly as they relate to rental housing. The study was divided into two phases. Phase one of the study, a Rental Housing Needs Assessment, was completed on January 13, 2015, and analyzes the question of "How much is too much?" rental housing for this community. Summary findings include the following:

- Despite the stated policy of keeping a steady enrollment number, the University of Delaware has added over 1,450 students (undergrads and full-time grads) between 2005 and 2013. This represents a 1% annual growth rate. The additional UD students have increased demand by 50 units per year from 2005-2013.

- Based on Urban Partners' polling of property owners and management companies, the vacancy rate for Newark's rental housing market as of December 2014 is estimated at 2.9%. The vacancy rate for the apartment complexes with more than 50 units is 3.5%.

- Landlords with newly built units report very strong demand with rents as high as $750 to $850 per bedroom. Most of these newer units are off the market by October-November for the following academic year.

- The vacancy rate is currently impacted by the "lease-up" process at the Retreat. The Retreat was completed in the summer of 2014 and missed the window when a large proportion of UD students made housing arrangements for the academic year (2014-2015). As of December 2014, the Retreat had a 40% vacancy rate. It is likely that by Fall 2015, the Retreat will absorb the demand generated by the incremental annual growth in UD students population and, as a result, have a vacancy rate of no more than 10%. The overall vacancy rate in the Fall 2015 for the City of Newark is projected at 1.9%.

- At any given session, there are approximately 800 students (or approximately 2,200 unique students per year) enrolled in the English Language Institute (ELI). The consultant estimates that approximately 200 units of rental apartments in Newark are occupied by ELI students.

The complete report is available online:
http://cityofnewarkde.us/index.aspx?NID=876

Phase two of the study will assess the City's home ownership–assistance programs and its single-family rental-occupancy and maintenance controls, as well as recommend best practices from other University communities. Topics to be addressed in Phase two include the following:

- Should there be additional rental housing availability for the market-rate, non-student community? If so, what household or family sizes should be encouraged?

- Should there be additional rental housing availability for low-and-moderate income households? If so, what household or family sizes should be encouraged?
- Are there certain neighborhoods where the market should be shifted to non-student renters or owner-occupants?
- Should Newark continue its policy to concentrate student rental housing as close to campus as possible? How does that change the parking requirements for Downtown?
- What are the best practices in rental housing code enforcement?
- Are our occupancy restrictions, including the student home ordinance, effective.

***Community Development and Revenue Sharing***

The Federal Housing and Community Development Act of 1974 established the U.S. 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, providing a suitable living environment, and expanding economic opportunities primarily for low- and moderate-income residents. The CDBG replaced several earlier federal grant and loan programs like Model Cities and Urban Renewal. In 1977, Congress reauthorized the CDBG and added a new objective that linked economic development to the principal goal of improving housing conditions.

In addition, 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. The Community Development/Revenue Sharing Advisory Committee, with staff and administration support from the Planning and Development Department, reviews requests from local social service and related nonprofit agencies for local municipal-funding assistance and makes annual recommendations to City Council for both programs.

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 HUD local-area office make determinations, if necessary, on program eligibility.

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, presents analyses of the physical conditions of the local housing stock, provides estimates of 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, Newark has received approximately $1.4 million. Taking into account the likelihood of reduced federal funding for grants of this type, the Planning and Development Department and the Community Development/Revenue Sharing Advisory Committee continue to utilize whatever CDBG funds are available in the most cost-effective manner by implementing the following planning strategies:

1. Limiting the assumption of additional multiyear 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 CDBG funds with private capital

*Public and Subsidized Housing*

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, NHA was formed under state requirements.

NHA is the smallest of four housing authorities in Delaware whose primary source of funding is federal. NHA receives no state funds. As a result of the Joint Sunset Review in 2010, the Board was recently expanded from six members to seven. The Mayor has the ability to appoint four Board members at his or her discretion, three of which are approved by City Council. The Governor of the State of Delaware appoints the remaining three.

NHA administers two federally funded affordable-housing programs within the City limits, including Low-Income Public Housing (LIPH) and a Housing Choice Voucher Program (Section 8). The LIPH program, authorized by the U.S. Housing Act of 1937, provides rental housing for eligible families making less than 80% of the area median income, including 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 high rents, payment standards, and competition with student housing, NHA is limited as to the number of participants it can assist. NHA has 209 vouchers associated with the Section 8 program but is only able to assist approximately 100 families. NHA owns and manages 98 LIPH units, including 20 scattered sites, 36 units for the elderly, and 56 multifamily units (to be constructed in 2015). Both programs have waiting lists with a combination of approximately 1,500 families in need of affordable housing.

In 2011, NHA was ranked a "high performer" in both the LIPH and Section 8 programs. Under the LIPH program, NHA was evaluated under the Public Housing Assessment System (PHAS). Under the Section 8 program, the Section 8 Management Assessment Program (SEMAP) enables HUD to better manage the voucher program by identifying NHA's capabilities and deficiencies related to the administration of the program. In both of these programs, NHA was

scored by individual indicators that include, but are not limited to, lease-ups, property selection from the waiting list, recertifications, annual inspections, capital-fund obligation, and expenditure of funds and financials.

NHA is faced with some financial challenges moving forward. Recently, it had its operating reserves offset by $80,000 as a result of federal cutbacks. The buildup of reserves was designated for the Cleveland Heights project, and NHA will no longer receive any phase-down operating subsidy for that project. Instead, NHA will be forced to use funds set aside for Cleveland Heights to continue to meet the day-to-day routine expenses of the agency.

From 2008 to 2015, the City of Newark provided more than $250,000 through its Community Development Block Grant (CDBG) program to NHA for assistance in rehabilitating public housing units in Newark.

*Cleveland Heights Redevelopment (Alder Creek)*

In September 2013, the Planning and Development Department received an application from the NHA and Newark Housing Redevelopment, LLC, for the redevelopment of 6.77-acre property located at McKees Lane and Cleveland Avenue, also known as Cleveland Heights. The application requested development approval to demolish the existing structures on the site and build 13 new three-story buildings containing a total of 56 apartments, along with other site amenities and improvements, as part of an affordable-housing project. To accommodate the development, the applicant requested the City vacate Terrace Drive, a City-owned and -maintained street, in favor of a privately owned and maintained access way. The project also included a 3,500-sq. ft. community center for social activities and community services, including after-school and day care programs, for the residents of the new development and other NHA-managed properties in the City. The project was approved by Newark City Council in 2014. Construction is expected to be completed in 2015.

Rendering of Alder Creek

*Special-Needs Housing*

The City of Newark recognizes that individuals and families who are homeless or at risk of being homeless, as well as persons with disabilities, face significant obstacles accessing affordable housing. Through the City's CDBG and Revenue Sharing Program, the City has assisted in the rehabilitation of group homes and provided services for persons with disabilities.

Most of the group homes are operated by Chimes of Delaware and the Arc of Delaware. Newark follows Delaware State Law c.22 309(a), which states:

> *For purposes of all local zoning ordinances, a residential facility licensed or approved by a state agency serving 10 or fewer persons with disabilities on a 24 hour-per-day basis shall be construed to be a permitted single-family residential use of such property.*

As a result, group homes are allowed "by right," without need of a special-use permit, in any residential district.

***Fair Housing***

Equal access to residential housing is an essential human need in pursuing personal, educational, employment, or other goals. Because housing is so important, fair housing is a goal that government, public officials, and private citizens must achieve if equality of opportunity is to become a reality. Under federal law, fair housing choice is defined as "the ability of persons, regardless of race, color, religion, sex, disability, familial status, or national origin, of similar income levels to have available to them the same housing choices." Persons who are protected from discrimination by fair housing laws are referred to as members of the "protected classes." HUD defines an impediment to fair housing choice as "any actions, omissions, or decisions that restrict, or have the effect of restricting, the availability of housing choices, based on race, color, religion, sex, disability, familial status, or national origin."

In 2011, the City of Newark cooperated in the *Analysis of Impediments to Fair Housing Choice*, required for all HUD entitlement communities that receive federal funds for housing and community-development activities. The analysis includes a list of impediments (or barriers) to fair-housing choice for members of protected classes, as well as specific plans consisting of strategic actions to be taken to eliminate housing discrimination across Delaware.

While the analysis contained no findings on the City of Newark, it included the following recommendations for local jurisdictions:

- Local government entities should reduce and/or waive their respective sewer, water, and/or public facilities and service impact fees for area developers and nonprofit organizations seeking to build affordable housing units, both for rental and owner-occupied units.
- The City of Newark does not have a definition encompassing the "group home" use, and this use is not listed as a permitted use in any zoning district. In practice, the City relies on the jurisdiction of state law to define a group home, a definition that is consistent with the Fair Housing Act. However, to promote consistency and clarity, the City of Newark should

amend its zoning ordinance to include the definition of group homes as cited under state law.

- Ease zoning and other regulatory barriers to affordable rental housing for families.
- Area localities should encourage members of appointed boards and commissions, elected officials, and municipal staff who deal with housing, community development, zoning, and code-enforcement issues to attend an annual fair-housing training.

The complete report is available online:
*www.destatehousing.com/FormsAndInformation/pubs.php*

***Affordable Housing***

The Delaware State Housing Authority's *Delaware Housing Needs Assessment 2015-2020* concluded the following for the City of Newark:

1. Given the demand for rental housing, rents are disproportionately high. Only 8% of units have contract rents less than $500 per month; 26% of units cost more than $1000 per month, making Newark's rental market the second most expensive in the state after South New Castle.

2. While rental housing is more expensive, the homes for sale are moderately priced, with 66% of units valued below $300,000 (compared to 67% statewide).

The City of Newark's Affordable Housing Plan has three aspects. First, the City provides programs and incentives that help qualified applicants become homeowners in the City. For Newark homeowners who have low to moderate income (those who make 80% or below of the area median income), the City offers a variety of programs to help repair homes. And, finally, the City supports agencies and efforts to help make renting in Newark more affordable to low- and moderate-income households.

The complete report is available online:
*http://www.destatehousing.com/FormsAndInformation/needs.php*

*Home Ownership/Home Repair Programs*

The City of Newark's Home Ownership Programs help qualified applicants, particularly first-time homebuyers, to purchase a home in Newark. Existing programs include the following:

- *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-payment loans up to $5,000 to be used for settlement/closing costs and up to 50% of the 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 either upon title transfer of the residence or if the homeowner converts the property into a rental.

- *Promoting Owner Occupancy of Homes (POOH)*

  The City's pioneering "shared equity" POOH Program promotes and encourages owner occupancy of homes in Newark by providing interest-free, deferred-payment loans of up to $30,000 toward the purchase of any single-family home 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.

The City of Newark had two other programs to make purchasing a home more affordable, but they were discontinued during the financial difficulty starting in 2008. When feasible, it is recommended that funding for these programs should resume.

- *Live Near Your Work Program*

  The Live Near Your Work (LNYW) Program is a partnership among 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.

- *Home Buyer Assistance Program*

  The Home Buyer Assistance program provides low-interest monthly payback loans, up to $15,000 at 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, homebuyers must be willing to buy a house within target areas of the City and remain owner occupants for at least six years.

The City also funds, through its CDBG program, three programs to help low- to moderate-income residents who own their homes to make minor (and sometimes significant) repairs. These programs include the following:

- *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 occupants with home-improvement grants and loans since 1974.

- *Senior Home Repair Program (60+)*

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

- *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 a home's energy efficiency.

***Plan Goals and Action Items: Housing and Community Development***

Encourage diverse housing choices that contribute to attractive and unique places to live, work, play, and attend school.

**Strategic Issues:**

- Supply and demand for rental and owner-occupied housing.
- Recognizing of the rights of tenants and landlords to ensure safe and attractive housing stock while balancing quality-of-life issues.
- Preservation of existing housing stock.
- Pathways to homeownership.
- Impediments to fair housing. (See page 52)

***Community Vision:*** **Inclusive**

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| **Goal 1** | **Encourage affordable and safe housing choices for home ownership and rentals through zoning, incentive programs, and investments.** The City advances its vision as an "Inclusive Community" by investing and supporting safe and affordable housing choices for residents of diverse ages and income levels. The City supports programs that help people purchase homes, affordably repair their homes, and have choices for renting. |

*Action Item 1*

**Complete a comprehensive analysis through a Housing Needs Assessment (HNA) to evaluate the City's housing needs with regard to the supply of rental housing and approaches to encourage home ownership.** The HNA would have two phases. The first phase would include an assessment of student housing needs, including the current student-rental inventory and a determination of the number of additional units needed to ensure the economic feasibility of the market. This phase would also include recommendations on the number of additional units needed to meet current and future demand, including the type and location of the units necessary and strategies to update the determination of need as development continues. The second phase would include an assessment of the current homeowner assistance programs, single-family occupancy and maintenance controls, and downtown mixed-use development strategy as a tool to balance the impacts associated with off-campus student-rental housing growth and provide examples of successful programs for the City to investigate with regard to promotion of owner occupancy. The HNA would be presented to the Planning Commission and City Council for review, and policy addenda could be added to the *Comprehensive Development Plan V*.

*Participating agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
New Castle County Department of Community Services
Delaware State Housing Authority
Newark Housing Authority
Nonprofits and organizations focused on housing issues

*Policy and program recommendations:*

- Continue to provide funding for programs such as the Home Buyer Incentive Program and the Promoting Owner Occupancy of Homes (POOH), that provide opportunities for affordable home ownership.
- Consider resuming funding for the Live Near Your Work Program and the Home Buyer Assistance Program, which provide opportunities for affordable home ownership in targeted locations in Newark.
- Continue to fund the Home Improvement Program and the Senior Home Repair Program, which make owning a home more affordable for low- to moderate-income (below 80% of the area median income) households.
- Encourage nonprofits and affordable housing providers to develop housing in Newark.

***Community Vision:* Sustainable and Inclusive**

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| **Goal 2** | **Promote and remove impediments to fair housing for a racially, ethnically, and socioeconomically diverse community.** An economically "Sustainable Community" must have residents of all ages and income levels, from low-wage earners to higher-wage professionals and from young professionals and families to retired persons, to help make a complete community. The City advances its vision as an "Inclusive Community" by ensuring fair housing and promoting diversity. |

*Policy and program recommendations from Analysis of Impediments to Fair Housing Choice, the Delaware State Housing Authority, and the New Castle County Department of Community Services:*

- Encourage the development of affordable housing by considering incentives such as reducing or waiving sewer, water, and/or public facilities and service impact fees for developers and nonprofit organizations seeking to build affordable housing units for renters or owner occupants.
- Amend the *City of Newark Zoning Code* to include a definition of "group home" to match the definition under state law. Include "group home" as a by-right use under all residential zoning districts to clarify existing city policy.
- Encourage and promote opportunities for members of appointed boards and commissioners, elected officials, and city staff who deal with housing, community development, zoning, and code enforcement to attend training on fair housing and other housing-related planning issues.
- Review zoning ordinances and consider opportunities and appropriate zoning best practices to reduce barriers to affordable housing for families, promote greater housing choice, and ensure consistency with the Fair Housing Act.
- Encourage diversity on appointed volunteer boards.

***Community Vision:*** **Sustainable**

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| **Goal 3** | **Encourage housing built and renovated to be highly energy efficient and reduce the environmental impact.** The City's vision as a "Sustainable Community" is advanced by encouraging that the City's new housing stock be constructed to a high standard of environmental practice and that older housing stock is retrofitted to reduce the environmental impact. |

*Policy and program recommendations:*

- Continue the City of Newark's Energy Conservation Program, adopted in 2010, based on the United States Green Building Council's Leadership in Energy and Environmental Design (LEED) rating system for all new construction, including new single-family and multifamily residential units.
- Continue to provide assistance through the Newark Energy Watch program (NEW) to provide 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, which increase the home's energy efficiency.
- Continue to provide assistance through the Home Improvement Program to provide low-interest, interest-free, and deferred-payment loans for qualified repairs, such as more energy-efficient heaters, air conditioning units, and windows.

# Chapter 6
# TRANSPORTATION
**(01/05/16)**

Newark is a multimodal transportation community. Newarkers use automobiles, use bicycles, take public transit, use wheelchairs, and just plain walk or run. Table 6-1 shows the 2009-2013 American Community Survey 5-year estimates, by mode, of the City of Newark's "Commuting to Work" of workers 16 years of age and over:

**Table 6-1: Commuting to Work in Newark**

| COMMUTING TO WORK (Workers 16 Years and Over) | |
|---|---|
| **Car, truck, or van: Drove alone** | 63.70% |
| **Walked** | 15.00% |
| **Car, truck, or van: Carpooled** | 9.80% |
| **Worked at home** | 4.70% |
| **Public transportation (excluding taxicab)** | 4.40% |
| **Bike** | 2.10% |
| **Other** | 0.30% |

Source: 2009-2013 American Community Survey

Of course, the City of Newark's transportation network is about more than commuting to work, and its conditions impact on our "active living" quality of life. This chapter is meant to align Newark's vision for a "Healthy and Active Community," a "Sustainable Community," and an "Inclusive Community" with its transportation goals and objectives.

## ***Key Focus Areas***

With assistance from the Wilmington Area Planning Council (WILMAPCO) and in conjunction with DelDOT, the Delaware Transit Corporation, and the University of Delaware, the City of Newark developed the *2011 Newark Transportation Plan* as an update to the *Newark/Elkton Intermodal Transportation Plan*. The purpose was to re-examine the City's transportation system, gather a renewed round of agency and public input, and develop a set of updated system-wide recommendations. Through a variety of Advisory Committee meetings, public workshops, and traffic analyses and planning analyses, the plan identified key transportation issues based on existing conditions:

- Congestion, safety, and mobility
- Bicycles and pedestrians
- Parking
- Transit

Each focus area will consist of goals, objectives, and analysis of its place within the City's vision of a "Healthy and Active Community," a "Sustainable Community," and an "Inclusive Community."

*Current Trends*

DelDOT traffic volume data for the *2011 Newark Transportation Plan* (Table 6-2) show that traffic has generally increased at an average rate of 0.72% per year within the City's major roads.

**Table 6-2: Historical Traffic Data**

| Main Roadway | From | To | 2001 ADT* | 2009 ADT* | % Change |
|---|---|---|---|---|---|
| Capitol Trail | Newark Christina Rd. | E. Cleveland Ave. | 38,642 | 39,186 | 1.4% |
| Main/Delaware Ave. | DE 2, Elkton Rd. | DE 896, S. College Ave. | 27,724 | 27,408 | –1.1% |
| E. Cleveland Ave. | N. Chapel St. | DE 2, Capitol Trail | 24,062 | 26,585 | 10.5% |
| DE 4, Christina Pkwy. | DE 2, Elkton Rd. | DE 896, S. College Ave. | 22,109 | 23,158 | 4.7% |
| W. Cleveland Ave. | DE 896, New London Rd. | N. Chapel St. | 22,200 | 21,953 | –1.1% |
| Elkton Road | Newark Limits | Apple Rd. | 20,010 | 19,087 | –4.6% |
| New London Rd. | DE 2, Main St. | Country Club Drive | 15,769 | 17,828 | 13.1% |
| S. College Ave. | DE 4, Christina Pkwy. | Park Place | 11,889 | 12,807 | 7.7% |
| W. Main St. | W. Newark Limits | Hillside Rd. | 9,204 | 11,414 | 24.0% |
| N. College Ave. | DE 2, Main St. | Cleveland Ave. | 6,876 | 10,426 | 51.6% |
| | | | **198,485** | **209,852** | |
| | | Difference | | 11,367 | |
| | | % Growth over 8 years | | 5.73% | |
| *ADT = Average Daily Traffic | | % Growth per year | | 0.72% | |

Source: Newark Transportation Plan (2011)

Based on the recent data showing a 1.2% annual population growth rate and a 0.72% average annual traffic growth rate, the *2011 Newark Transportation Plan* assumes a 1% annual growth rate as a basis for developing traffic projections through 2030.

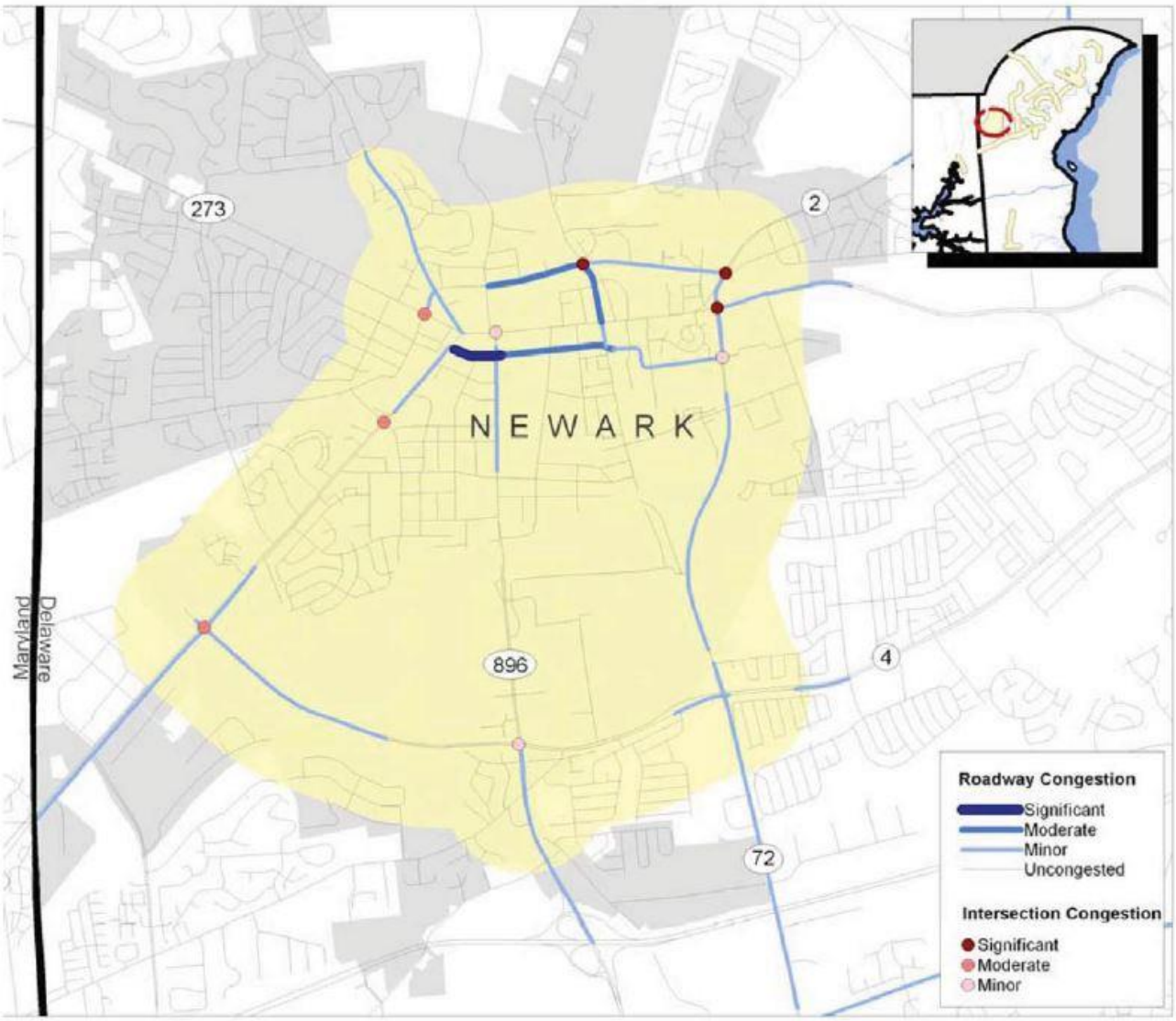
There are distinct areas in the City with recurring congestion that continue to operate with poor levels of service. The *Congestion Management System* developed by WILMAPCO has identified intersections experiencing "significant" congestion along Library Avenue and Cleveland Avenue, as well as other locations highlighted in Map 6-1.

***Congestion, Safety, and Mobility***

As the Newark Resident Survey indicates, traffic remains one of Newark's leading public concerns. Indeed, results from the 2009 Resident Survey and from numerous public workshops indicate that "reducing traffic congestion" and "improving traffic-signal timing" were top

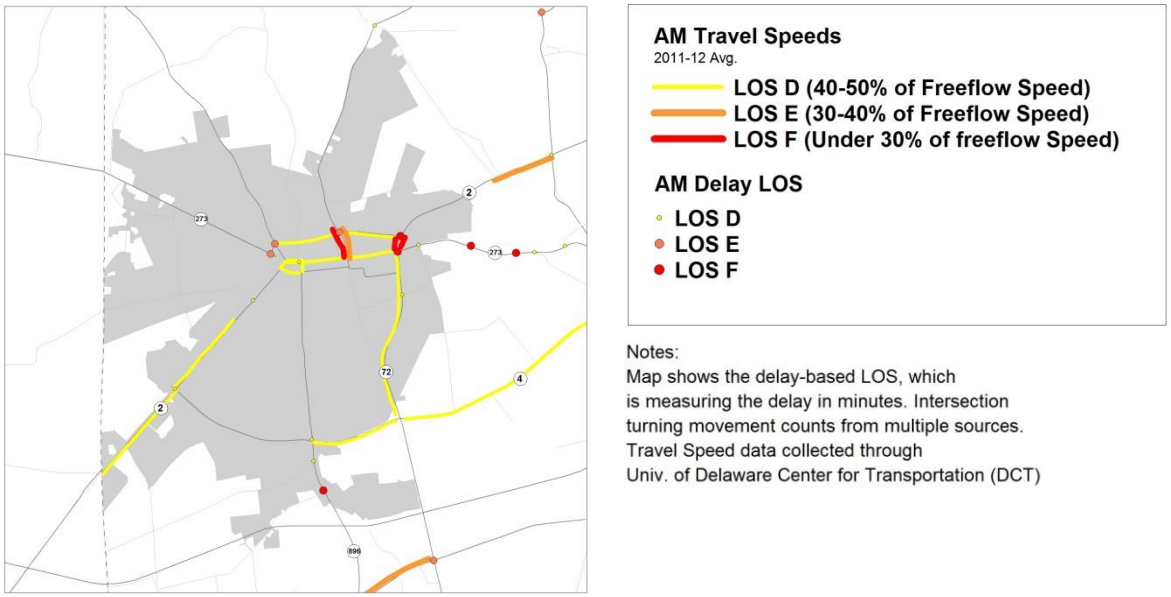
transportation priorities from city residents. For residents, the issue of traffic congestion is a quality-of-life issue. As a result, any change in land development that might negatively impact present or future levels of roadway service must receive close scrutiny from the Planning and Development Department, City staff, the Planning Commission and City Council. In developed communities such as Newark, the need for added roadway capacity is often limited by the value and density of adjacent land uses. WILMAPCO's *2011 Congestion Management System Summary* (CMS) in Map 6-1, Map 6-2, and Map 6-3 shows that areas throughout the city experience significant and recurring congestion, especially in the city's core, which includes many intersections with poor levels of service, particularly during peak travel times in the afternoon (Map 6-3).

**Map 6-1: WILMAPCO Congestion Management System**



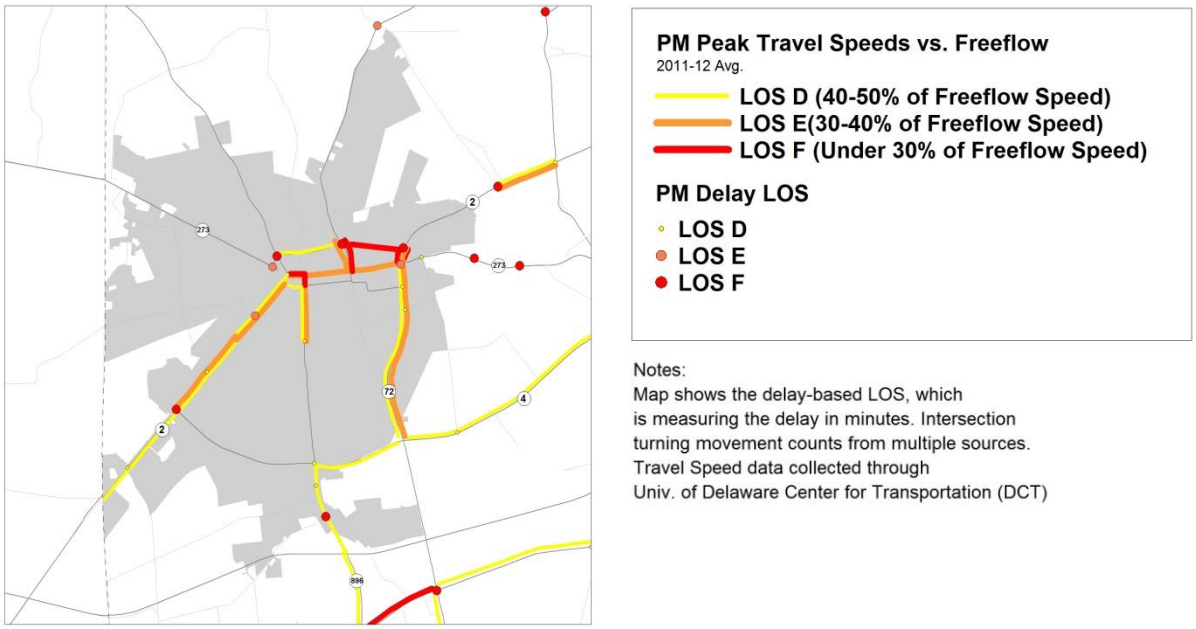

Source: City of Newark Transportation Plan (2011); WILMAPCO

## Map 6-2: Early Morning Congestion




Source: WILMAPCO, DelDOT

## Map 6-3: Late Afternoon Congestion




Source: WILMAPCO, DelDOT

The City has also grown up alongside railroads and, as a result, there are homes, University buildings, and businesses directly adjacent to these heavily traveled Eastern Seaboard lines. Because it runs through the heart of Newark's downtown, the CSX rail line has especially significant impacts on our community. The CSX rail line has three at-grade crossings that are utilized by thousands of pedestrians each day, including substantial numbers of University students, faculty, and staff. These at-grade crossings often disrupt downtown traffic and emergency-vehicle access. The proximity of the CSX rail line to homes, offices, businesses, and institutions means that a derailment and/or possible release of harmful materials, could have catastrophic results for Newark. As a result, the City's *Emergency Operations Plan* was developed in part to deal with the hazards associated with the CSX line. The City participates with the Railroad and the University in CSX's periodic efforts at safety upgrades and related public information and safety awareness programs.

*Recommendations to address congestion, safety, and mobility:*

1. **Create a corridor-optimization program.** An optimization program seeks to make the most efficient use of traffic signals by inspecting and modernizing signal equipment and taking advantage of new technologies. The City of Newark should coordinate with DelDOT on a corridor-optimization program for Newark's 56 signalized locations. To maximize its effectiveness, optimization should focus on four main corridors:
    a. *South Main Street/Elkton Road:* Includes 10 signals within the City.
    b. *Cleveland Avenue:* Includes 6 signals within the City.
    c. *Library Avenue:* Includes 4 signals within the City.
    d. *South College Avenue:* Includes 10 signals within the City.

2. **Promote mixed-use development for downtown.** Newark's downtown, which includes development along East Main Street, Delaware Avenue, and South Main Street, experiences traffic congestion due to the vibrancy and success of Newark's commercial district. Accomplishing mixed-use development, as well as pedestrian, bicycle, and transit improvements recommended later in this chapter, will help reduce the demand for driving to the downtown area.

3. **Add road capacity to targeted areas to accommodate future growth.** Limited opportunities were identified to add capacity and future access to accommodate the University of Delaware's STAR Campus, and shift housing facilities to the eastern side of campus. These corridors are outlined in the *2011 Newark Transportation Plan* and include the following:
    a. *Access Management at Wyoming Road and Marrows Road Corridor* so as not to make land-use decisions that preclude the long-term possibility of providing two lanes in each direction or adding left-turn lanes.
    b. *Extension of Delaware Avenue to Marrows Road* for future redevelopment of the College Square shopping area.
    c. *Intersection improvements to North Chapel Street underpass and Cleveland Avenue.*
    d. *Intersection improvements to Ogletown Road (Route 273) at Marrows Road.*
    e. *Intersection improvements at Cleveland Avenue and North College Avenue.*

4. **Implement "complete streets" and "traffic calming."** Complete streets and traffic-calming designs make roads safer and balance the needs of drivers, pedestrians, bicyclists, and transit users. Focus should be along corridors where crash clusters are present. The Newark Transportation Plan identifies three corridors in which to focus traffic-calming efforts:
    a. *West Park Place from Elkton Road to South College Avenue*
    b. *South College Avenue from Main Street to the Newark Train Station*
    c. *Cleveland Avenue from Capitol Trail (Del. Route 2) to North Chapel Street/Pomeroy Trail.*

    For more specifics, please refer to the *2011 Newark Transportation Plan*.
    www.wilmapco.org/newark

    In addition, the Comprehensive Development Plan V identified four corridors in which to focus traffic-calming efforts:
    a. New London Road from Andrews Way to Cleveland Ave.
    b. Corbit Street.
    c. Barksdale Road from Casho Mill Road to Nottingham Road
    d. Country Club Drive from Windsor Drive to New London Road.

## ***Bicycles and Pedestrians***

Bicycling and walking are important forms of transportation in Newark. By promoting development, urban design, and land uses that are bicycle- and pedestrian-friendly, the City advances its aspirations of providing opportunities for a healthy and active lifestyle, promotes sustainability by reducing dependence on fossil fuels, and makes a community inclusive for children, seniors, and any resident desiring or needing transportation alternatives to automobiles.

According to the American Community Survey (page 59), 17.4% of Newark residents report that they walk or bicycle to work, while the average in New Castle County is approximately 3%. Moreover, Newark is a college town wherein safety for bicycling and walking are key issues.

### *Bicycling in Newark*

Approximately 2.1% of Newark's commuters bicycle to work, which ranks Newark with many of the most successful bicycle-friendly communities. Newark was recognized nationally by the League of American Cyclists as a "Bicycle Friendly Community" at the Bronze level in 2010 and again in 2014. The Newark Bicycle Committee (NBC) has continued to work toward identifying opportunities for enhancing facilities as well as developing and sponsoring programs to promote bicycle safety and encouraging greater use of bicycling for transportation and recreation. In conjunction with updating the Newark *Comprehensive Development Plan*, the NBC has updated the *Newark Bicycle Plan*, which sets a series of short-term and long-term goals.

Newark has made tremendous advances over the past 10 years in becoming a more bicycle-friendly community. Major improvement projects include the completion of the James Hall Trail

and the Pomeroy Trail, the rehabilitation of a portion of Elkton Road that is now called South Main Street, revising our City code to require new development to increase the number of bicycle parking facilities, and adding shared-lane markings ("sharrows") to Main Street and other streets as recommended by the NBC.

Building on the *2011 Newark Transportation Plan*, key recommendations for bicycle improvements include the following:

1. **Improve signalized detection systems at intersections.** Recommends improvements to bicycle detection at signalized locations through increasing the use of aboveground video detection or adjusting the position and sensitivity of traditional loop detectors.

2. **Use bicycle lanes and shared-lane markings (sharrows).** Use and mark bicycle lanes where appropriate and, where space is limited for bicycle lanes, use the newly approved Manual on Uniform Traffic Control Devices (MUTCD) shared-lane (sharrow) markings. Improved pavement markings should be coordinated with paving projects.

3. **Install a two-way bicycle lane (cycle track) on Delaware Avenue.** Recommend the reconfiguring of Delaware Avenue to include a two-way separated bike lane, known as a cycle track, from Tyre Avenue to Orchard Road. Designs have recently been approved by the National Association of City Transportation Officials (NACTO) *Urban Bikeway Design Guide*. For more information, refer to the *2011 Newark Transportation Plan*.

*Walking in Newark*

Newark has pioneered in planning for pedestrian safety and accessibility. For instance, the City's mid-block "pedestrian peninsula" or "bulb-out", installed in spite of objections from the Delaware Department of Transportation in 1981, was spearheaded by the Planning and Development Department in an effort to assist pedestrians crossing Newark's heavily traveled Main Street between the long block from Academy Street to South College Avenue. The City has also spent more than $250,000 in federal community development funds to upgrade handicap access ramps throughout Newark and has upgraded its downtown sidewalks with an attractive and distinctive ribbon of red brick.

Since 2002, the Design Committee of the Downtown Newark Partnership (DNP) has worked on master plans for upgrading the Main Street streetscape and pedestrian way. As a result, in 2006, the DNP and City sponsored significant improvements to the downtown crosswalks, including the addition 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. The James F. Hall Trail and the Pomeroy Trail are also open to pedestrians. These facilities provide a network of off-road and peaceful walkways.

To make Newark a more pedestrian-friendly place, the *2011 Newark Transportation Plan* identified areas where pedestrian improvements would be made:

1. **Streetscape improvements to East and South Main Streets.** The DNP's Design Committee is developing plans to include adding bump-outs near parking lot entrances and crosswalks on Main Street. Bump-outs at these locations would reduce crosswalk length, discourage illegal parking at corners, and provide additional locations for benches, trash cans, and bicycle racks.

2. **Mid-block crossing with improved median for Library Avenue between Delaware Avenue and East Main Street.** Routine mid-block crossings occur on the busy four-lane road between the Newark Free Library, the College Square Shopping Center, and the DART First State bus stop. However, there is a lack of pedestrian amenities at this location. The mid-block crossing would include a marked crosswalk and a center median to serve as a pedestrian refuge area. Additional signage would also be necessary.

3. **Citywide initiatives for walkability.** These initiatives would include the following:
    a. Maintenance operations focusing on providing well-defined crosswalks with uniform markings and signage throughout the city.
    b. Convert all pedestrian signal indications to include countdown timers.
    c. Design crosswalk locations to accommodate pedestrians with disabilities.
    d. Utilize curb extensions and medians for pedestrian refuge to make crossings shorter.

For more specifics, please refer to the *2011 Newark Transportation Plan*.
www.wilmapco.org/newark

***Parking***

Downtown Newark has a mix of both on- and off-street parking opportunities. On-street parking spaces are managed either by meters to encourage short-term parking or residential parking permit restrictions. Off-street parking facilities include six municipally run parking lots providing unrestricted public parking for monthly and hourly/daily users, several private parking lots restricted for use by the owners' employees and customers, and two University–run parking garages.

Due to the combination of relatively high-density commercial and residential development and the nearby University of Delaware drawing a large influx of students and visitors, parking in the Downtown District (see map on page 127) remains an issue of concern for the community. The City commissioned two parking studies in the last two decades, one conducted by Desman Associates in 2006-2007, and later updated in 2011; and another, not yet approved, study conducted by Tim Haahs and Associates in 2015 to document the use of parking options in downtown Newark and to examine the need for a parking structure proposed for Municipal Lot 1 at the western end of East Main Street. Both studies concluded that the City has an adequate supply of parking at present, but cautioned that ongoing development within the commercial core could require additional parking supply.

The 2011 Newark Transportation Plan, prepared for WILMAPCO (Wilmington Metropolitan Area Planning Council) by Orth-Rodgers & Associates, Inc., with participation from the Delaware Department of Transportation, the Delaware Transit Corporation, the University of Delaware and

the City of Newark also addressed parking. It recommended the implementation of a parking garage in Lot 1 for long-term parking supply management, pending the outcome of a financial feasibility assessment.

The short-term recommendations of the 2011 Newark Transportation Plan concerning parking were:

1. **Consolidate parking lots and entrances.** Opportunities for linkages between exits and entrances of existing lots and opportunities to merge private lots into larger, adjacent public lots should be explored. Following this recommendation, a new entrance/exit on Center Street was completed in 2013, and a project to connect two municipal lots through a private lot was completed this fall.

2. **Maximize space in existing lots.** Recommendations included consolidating dumpsters and/or replacing them with trash compactors to reduce space needed for trash services and to increase space in existing lots available for parking. The Planning and Development Department and the Parking Office are actively working with downtown business on this issue.

3. **Improve wayfinding to parking entrances.** Since much of Downtown's off-street parking supply is located behind businesses, visitors unfamiliar with Main Street may be unaware of available parking areas. It was recommended to use banners and more visible signs to advertise municipal lots. The new wayfinding and locational signage installed in 2012 have improved but not eliminated the problem. Street markings were also added directly on the driving lanes of East Main Street in 2015. Efforts continue to optimize signage.

4. **Add bicycle parking downtown.** In 2012, the City installed 16 dual-bike bicycle racks along Main Street and continues to monitor the need for additional racks, especially in light of better accessibility of the downtown area for bicyclists through the completion of the Pomeroy Trail in 2012, as well as the anticipated construction of a cycle track along Delaware Avenue. The City has also amended the Zoning Code to require increased bicycle parking facilities for all new developments.

In line with these efforts, the City intends to review the parking waiver program to assess its impact on the parking supply and a potential future shortage.

Previous studies have relied on consultants to determine parking occupancy. With the installation of sensors at on-street meters and new parking equipment in Lots 1, 3 and 4 this fall, the City may develop its own capability to understand parking inventory and use. The ability to accurately measure parking inventory and usage patterns will allow the City to provide the best possible parking experience for visitors and residents.

***Transit***

Public transportation in the City of Newark consists of both train and bus service. Bus service is offered through three separate agencies.

- **UNICITY:** The City of Newark's UNICITY bus system, initiated in 1980 and funded primarily by the State of Delaware through the Delaware Transit Corporation, provides a free bus service to local points in Newark. In terms of frequency, the service is relatively limited, with a daily (Monday through Friday) loop route and twice-daily morning and evening commuter service. Because UNICITY is administered locally by the Planning and Development Department with University of Delaware bus drivers and bus supervisors, the City can quickly respond to community requests for route changes and new service demand, and the City can even try experimental services like weekend and evening routes in the summer. UNICITY has been the key component of our local transit system for transit-dependent riders.

- **University of Delaware Shuttle:** The University shuttle bus system provides local transit for students and staff when the University is in session and operates several routes oriented to the campus. While service is free for students and University staff, other residents or visitors are not permitted to ride these buses.

- **DART First State:** DART First State links Newark to Wilmington and other portions of New Castle County. The focal part of DART routes is the Newark Transit Hub, which is located between East Main Street and Delaware Avenue and is connected to the Pomeroy Trail. The Newark Transit Hub provides bus loading areas, shelters, and transit information.

Other bus services include **Greyhound** and **MegaBus**. Both of these intercity bus providers pick up passengers at the University of Delaware's Laird Campus (Lot 6), off New London Road, for daily express service to points south to Washington, D.C., and Hampton, Virginia, and points north to New York City.

Newark is also served by two rail services:

- **SEPTA:** The commuter rail service operated by SEPTA is an arrangement with DART First State. It offers limited service to points north through Wilmington and Philadelphia. Further connections through NJ Transit to New York City can be made in Philadelphia.

- **Amtrak:** Newark receives very limited service, with stops once a day for directions going to Washington, D.C., and points south, and New York City and points north.

***Transit-Oriented Development at the University of Delaware's STAR Campus***

The City of Newark's *Comprehensive Development Plan IV* (2008) called for the redevelopment of the former Chrysler site in a mixed-use manner that included "high-tech research and educational facilities" as well as light manufacturing and commercial development. Since then, the University of Delaware purchased the 272-acre former Chrysler site to redevelop into the STAR Campus. The long-term economic benefits of the STAR Campus are uniquely supported by transit-oriented development and a multimodal transportation center.

The STAR Campus's first major tenant, Bloom Energy Corporation, a manufacturer of solid-oxide fuel cells, located its East Coast manufacturing, management, and research facilities on 50 acres of the site. Bloom Energy opened its facility in the spring of 2013 and is anticipated to employ 900 individuals when at full capacity. The STAR Campus's proximity to other research centers is leading to collaborations that will have major benefits to the local economy. For example, as a direct result of the federal Base Realignment and Closure (BRAC) program, Aberdeen Proving Ground has emerged as one of the leading science and technology centers in the United States. A Cooperative Research and Development Agreement (CRADA) was signed between the University of Delaware and the U.S Army for collaboration on research and educational projects that focus on national security and defense, both in Aberdeen, Maryland, and at the STAR Campus.

In preparation for development of the *Comprehensive Development Plan V*, a key "Opportunity" from SWOT data gathered at public workshops is the feasibility of improving services in Newark as a result of the redevelopment of the Newark Chrysler Assembly Plant into the University's STAR Campus. In partnership with the University of Delaware, DelDOT, and WILMAPCO, the STAR Campus will include a *Newark Regional Transportation Center* that includes relocating the Newark Train Station as an expanded facility.

Part of the plan's development from the *Newark Train Station Study* was an engineering and feasibility study to examine conflicts between freight and commuter train service, as well as how to accommodate expansion of passenger rail services. The study's partnership received a TIGER IV Grant from the U.S. Department of Transportation to complete the *Newark Regional Transporation Center*. Construction is slated to be completed by January 2017.

More information on the *Newark Train Station Study* and the *Newark Regional Transporation Center* is available at: http://www.wilmapco.org/newarktrain/

**Map 6-4: STAR Campus Master Plan (2014)**

Image: Framework for STAR Campus development; STAR Campus Master Plan, 2014

The University of Delaware's site-development plan for the STAR Campus includes an integrated transportation system incorporating transit-oriented development (TOD), rail service systems, and the reconfiguring of current transit service and bus routes to better serve the facility. Along with rail and bus service, the STAR Campus will also include a network of multimodal transporation links to include bicycle and pedestrian connections to other areas of Newark.

For more specifics, please refer to the University of Delaware's STAR Campus website:
*www.udel.edu/star/downloads.html*

The *University of Delaware's Phase One Conceptual Development Plan* (August 9, 2010) indicates the expectation that approximately 15% of the STAR Campus workforce will use commutuer rail. The STAR Campus will include the following features, cited in Table 6-3, consistent with transit-oriented development:

The *2011 Newark Transportation Plan* contains the following recommendations to improve transit service in Newark:

1. **Transit hub improvements:** The plan recommends reorienting the transit facility to better establish connections from DART First State buses to UNICITY and Unversity shuttle bus routes. This would include features such as increased signage, real-time schedule information, and improved passenger-waiting shelters.

2. **Citywide amenities and features that identify the transit system:** Recommendations from the plan include bus-stop signs at all UNICITY and University shuttle stops and coordinated schedule information. Other recommendations include greater use of shelters and benches at City bus stops and bicycle racks on all UNICITY and University buses.

3. **Improved marketing within the City:** Because the City has such a diverse array of bus and train services, it has been difficult to communicate with the public on the services available. The City is currently developing a user guide titled *Car-Free Newark*. The guide will include schedule information and list bus routes for common destinations. In addition, the guide will be a reference for bicycling and walking in Newark.

4. **Service modifications to University bus service and UNICITY:** The plan recommends that the University bus service should be expanded to provide at least a minimum level of service when school is not in session. Also, utilizing the Newark Transit Hub could improve connections for University students and staff with DART First State bus routes. Likewise, UNICITY could revise its routes to focus on key destinations and improve frequencies.

For more specifics, please refer to the *2011 Newark Transportation Plan*.
*www.wilmapco.org/newark*

***Transportation-Improvement Districts (TID)***

A transportation-improvement district (TID) is defined in DelDOT's *Standards and Regulations for Subdivision Streets and State Highway Access* as a "geographic area defined for the purpose of securing required improvements to transportation facilities in that area" by comprehensively coordinating, with transportation-planning partners, land-use and transportation decisions. TIDs are created through an agreement by the local government, DelDOT, and WILMAPCO. The agreement would establish the TID's boundaries, the time frame (TIDs typically project 20 years from the previous Census), a criteria and standard for adequate transportation and the facilities needed, and the roles of each participating agency. The participating agencies develop a land-use and transportation plan for the TID, identifying a projected build-out plan, and a fee formula to fund the improvements, as well as a monitoring program to track the need for new projects. As projects are completed, they are incorporated into the TID agreement.

The benefit for local governments is that the TID creates a comprehensive land-use and transportation plan for the established district. For developers, as long as the proposed development is consistent with the planning done for the TID, it eliminates the need for traffic-impact studies (TIS) and, thereby, accelerates the plan-approval process.

***Plan Goals and Action Items: Transportation***

Provide feasible and attractive transportation choices for all citizens through an efficient transportation network that encourages a healthy lifestyle and promotes environmental and economic sustainability

**Strategic Issues:**

- Balancing the needs of automobile, transit, bicycle, and pedestrian traffic for a multimodal transportation network.
- Traffic congestion, safety, and mobility.
- Adequate parking for automobiles and bicycles to support local businesses.
- Methods to evaluate the relationship between land use and transportation.

***Community Vision:*** **Sustainable**

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| **Goal 1** | **Reduce traffic congestion and prepare for future infill development by maximizing the efficiency of the existing transportation network.** Maximizing the efficiency of the City's existing transportation network advances the City's vision as a "Sustainable Community" by reducing both traffic-idling time, thereby improving air quality, and the need to widen or construct new roads, which is not only cost-efficient but also preserves open space. |

*Action Item 1*

**Work with DelDOT to establish an area in Newark's downtown core to create a TID.** The TID should include East Main Street, Delaware Avenue, and Cleveland Avenue from New London Road to Library Avenue. The WILMAPCO Congestion Management System has identified these major roads and their connectors as experiencing "moderate" to "significant" traffic congestion. Furthermore, the TID should consider connectors west of the downtown core (West Main Street, New London Road, and Hillside/Barksdale Road) in anticipation of possible redevelopment of the Newark Country Club. To the east of the Downtown core, the TID should include Wyoming Road, Marrows Road, and Ogletown Road to accommodate redevelopment of University Plaza and expansion of the STAR Campus.

*Partnering agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
City of Newark Department of Public Works and Water Resources
WILMAPCO
New Castle County Department of Land Use
Delaware Department of Transportation

*Action Item 2*

**Conduct a corridor-optimization program.** The City will work with partnering transportation agencies to maintain the most efficient use of traffic signals at key corridors identified in the *Newark Transportation Plan (2011)* by inspecting and modernizing signal equipment and taking advantage of new technologies. Key corridors include the following:

a. *South Main Street/Elkton Road:* Includes 10 signals within the City
b. *Cleveland Avenue:* Includes 6 signals within the City
c. *Library Avenue:* Includes 4 signals within the City
d. *South College Avenue:* Includes 10 signals within the City

*Participating agencies:*
City of Newark Planning Commission
City of Newark Department of Planning and Development
WILMAPCO
Delaware Department of Transportation

*Policy and program recommendations:*

- Consider restrictions to development and redevelopment on congested roadways with a Level of Service (LOS) of D, E, and F.
- Consider pedestrian crosswalk signals to be used on congested roadways which have been designated with LOS of D, E, and F.

***Community Vision:* Health/Active, Sustainable, and Inclusive**

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| **Goal 2** | **Advance Newark as a bicycle- and pedestrian-friendly community by creating facilities that support bicycle and pedestrian safety and reduce conflicts with automobiles.** Creating facilities that support bicycle and pedestrian safety and reduce conflicts with automobiles advances the City's vision of being a "Healthy and Active Community," a "Sustainable Community," and an "Inclusive Community." A bicycle- and pedestrian-friendly transportation network encourages a healthy lifestyle and provides transportation alternatives that reduce fuel consumption, carbon emissions, and traffic congestion. Furthermore, for residents who are unable to drive, such as children and many senior citizens, bicycling and walking are the most feasible transportation choices. |

*Action Item 3*

**Create a "Downtown Newark Pedestrian and Streetscape Plan" to focus on pedestrian safety, reduce pedestrian/automobile conflicts, and improve bicycle and transit facilities downtown.** The purpose is to evaluate and reduce areas of pedestrian and automobile conflict in Downtown Newark by implementing appropriate traffic-calming and pedestrian safety methods to reduce jaywalking and better coordinate pedestrian crossings that affect traffic congestion. The plan will identify opportunities for expanded sidewalks for better utilization of benches, streetlights, and bicycle racks, as well as for improving facilities for public transit.

*Participating agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
City of Newark Department Public Works and Water Resources
WILMAPCO
Downtown Newark Partnership's Design Committee
Newark Transit Subcommittee
Newark Bicycle Committee
Delaware Department of Transportation

*Action Item 4*

**Adopt, as an addendum to the *Comprehensive Development Plan V*, the recommendations of the updated *Newark Bicycle Plan* (2014).** The Newark Bicycle Committee has worked in conjunction with the City of Newark's planning process for the development of the *Comprehensive Development Plan V* to include the City's *Newark Bicycle Plan*. The *Newark Bicycle Plan*'s recommendations adopts the bicycle-improvement projects outlined in the *Newark Transportation Plan (2011)* and outlines the key policy preferences and initiatives consistent with the "Five E's" from the League of American Bicyclists:

- **Engineering:** Creating safe and convenient places to ride and park
- **Education:** Giving people of all ages and abilities the skills and confidence to ride
- **Encouragement:** Creating a strong bike culture that welcomes and celebrates bicycling
- **Enforcement:** Ensuring safe roads for all users
- **Evaluation and Planning:** Planning for bicycling as a safe and viable transportation option

*Partnering agencies have included the following:*
City of Newark Department of Planning and Development
City of Newark Department of Public Works and Water Resources
City of Newark Department of Parks and Recreation
Newark Police Department
University of Delaware
WILMAPCO
Delaware Department of Transportation

***Community Vision:* Sustainable**

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| **Goal 3** | **Improve the supply and user experience of automobile parking in and near downtown Newark.** An effectively managed and customer-friendly parking system will provide for a more "Sustainable Community" business environment for existing and future downtown businesses. While it is feasible for many residents to walk or bicycle to Downtown, a significant portion of Downtown's customer base chooses to drive to and park downtown, and the City's parking service should take those potential customers into consideration. |

*Action Item 5*

**Use a data-driven approach to manage downtown parking and evaluate the need to build a municipal parking garage in the downtown area.** The City may identify a location, such as an existing municipal surface lot, to construct a municipal parking garage. Opportunities for a public/private partnership and mixed use may also make the costs more feasible.

*Action Item 6*

**Pursue opportunities through redevelopment to add to the City's downtown parking supply.** The City will continue to look for other opportunities to increase the parking supply through lot reconfiguration and opportunities created by redevelopment (e.g., ground-floor parking).

*Action Item 7*

**Research and implement new technologies to allow for better management of the current parking system and improved customer experience.** The Planning and Development Department, along with the Downtown Newark Partnership's Parking Committee, continues to research and implement better technologies that assist with the better management of the downtown parking supply and improve service to the customers. A current example is a pilot project of on-street parking meters that accept credit card payment, allowing customers greater flexibility in purchasing. New technologies offer a variety of improved approaches to managing downtown parking and City and partnering agencies will continue to research and evaluate their practicality for downtown.

*Participating agencies:*
City of Newark Planning Commission
City of Newark Department of Planning and Development
Downtown Newark Partnership
Newark Parking Office
Private-sector partners

***Community Vision:* Sustainable and Inclusive**

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| **Goal 4** | **Maximize existing transit resources to allow for increased opportunity for use of transit services.** Increasing opportunities for using transit services advances the City's vision of being a "Sustainable Community" and an "Inclusive Community" by providing reliable transportation alternatives for residents who either cannot or choose not to drive and reducing dependency on the automobile. |

*Action Item 8*

**Develop and distribute a user guide titled *Car-Free Newark*.** The purpose of the user guide is to better coordinate information of transportation choices in Newark to create a more user-friendly approach. In addition to transit options, the guide will also outline the bicycle and pedestrian facilities network.

*Participating agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
WILMAPCO
Downtown Newark Partnership's Design Committee
Newark Transit Subcommittee

Newark Bicycle Committee
DART First State

*Action Item 9*

**Establish partnership among the City of Newark, the University of Delaware, DART First State, and transit users to improve coordination and enhance the services and facilities of DART, UNICITY, and UD Transit, which all serve the Newark area.** The partnership is to create a "working committee" to evaluate and recommend policies and service modifications for the three bus services operating in Newark, as well as commuter train services and private bus services, with the intent of improving coordination, linkages, and services to provide a more comprehensive, dependable, and frequent transit network. Recommendations should also include improvements to transit facilities.

*Participating agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
University of Delaware
WILMAPCO
Newark Transit Subcommittee
Newark Bicycle Committee
DART First State

Notes:

1. Downtown Parking Garage Study, Phase I Final Report, August 2006, page 33.
2. Newark Transportation Plan, approved October 10, 2011, by Newark City Council and November 2, 2011, by WILMAPCO Council.

# Chapter 7
# ENVIRONMENTAL QUALITY AND NATURAL RESOURCES
***(01/05/16)***

Because the City of Newark's environment is the sum of all external conditions and influences affecting life, preserving and protecting environmental quality is essential for the continued well-being of the community. Therefore, of paramount concern in planning for the City's future growth must be a refusal to permit such growth to negatively impact the local and regional environment.

The City of Newark's past efforts and current practice underscore its environmental plan for the future—to protect and conserve Newark's land, water, and air in both Newark and the surrounding region, and to encourage local energy conservation while preserving natural resources. With continued monitoring and management of development by the City and with the assistance of the responsible state and federal authorities, the City's natural heritage can be preserved for current and future generations of Newarkers.

Environmental quality is a key element in achieving the City's vision of being a "Healthy and Sustainable" community. While this chapter focuses on the City's efforts, goals, and objectives for protecting water, air, and land, as well as encouraging green energy and conservation, other sections of Newark's *Comprehensive Development Plan V* address environmental quality policies and goals for public utilities (Chapter 4), transportation (Chapter 6), parks and open space (Chapter 8), and land use (Chapter 10) that are not necessarily referenced in this chapter.

## ***Water***

### *Wetlands*

The City's *Subdivision and Development Regulations* include specific wetlands delineations and wetlands reporting requirements for subdivision and development review by 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 those associated with streams and ditches, are accorded additional regulatory protection under Title 7, Chapter 66 and Title 7, Chapter 72 provisions of the *Delaware Code*, respectively. Compliance with these statutes may require a U.S. Army Corps of Engineers–approved field-wetlands delineation and/or an official DNREC wetlands jurisdictional determination.

### *Stormwater*

Under Section 303(d) of the 1972 federal Clean Water Act, states are required to identify all impaired waters and establish total maximum daily loads (TMDL) to restore the waters' beneficial uses (e.g., swimming, fishing, drinking water, shellfish harvesting). A TMDL defines the amount of a given pollutant (or the pollutant-loading-rate reduction for a given pollutant) that may be discharged to a water body from all point, nonpoint, and natural background sources, thus enabling the water body to meet or attain all applicable narrative and numerical water-quality criteria (i.e., nutrient/bacteria concentrations, dissolved oxygen, and temperature) specified in the State of Delaware's *Water Quality*

*Standards*. 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 simple 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. The realization of these TMDL pollutant-load reductions will be through a Pollution Control Strategy (PCS). A PCS identifies the specifies strategies and actions necessary for reducing pollutants in a given water body (or watershed), thus realizing the water-quality criteria or standards set forth in the State of Delaware's *Water Quality Standards*, ultimately leading to the restoration of a given water body's designated beneficial use(s). Currently, the PCS for the Christina River Basin contains only nonregulatory recommendations.

The City of Newark is located within the Piedmont drainage, specifically within the greater Christina River Basin. The Christina River Basin includes the Christina River Sub-basin and the White Clay Creek Sub-basin. Within this basin, there are specific-designated nutrient (nitrogen and phosphorus) and bacterial TMDL load-reduction requirements, displayed in Table 7-1.

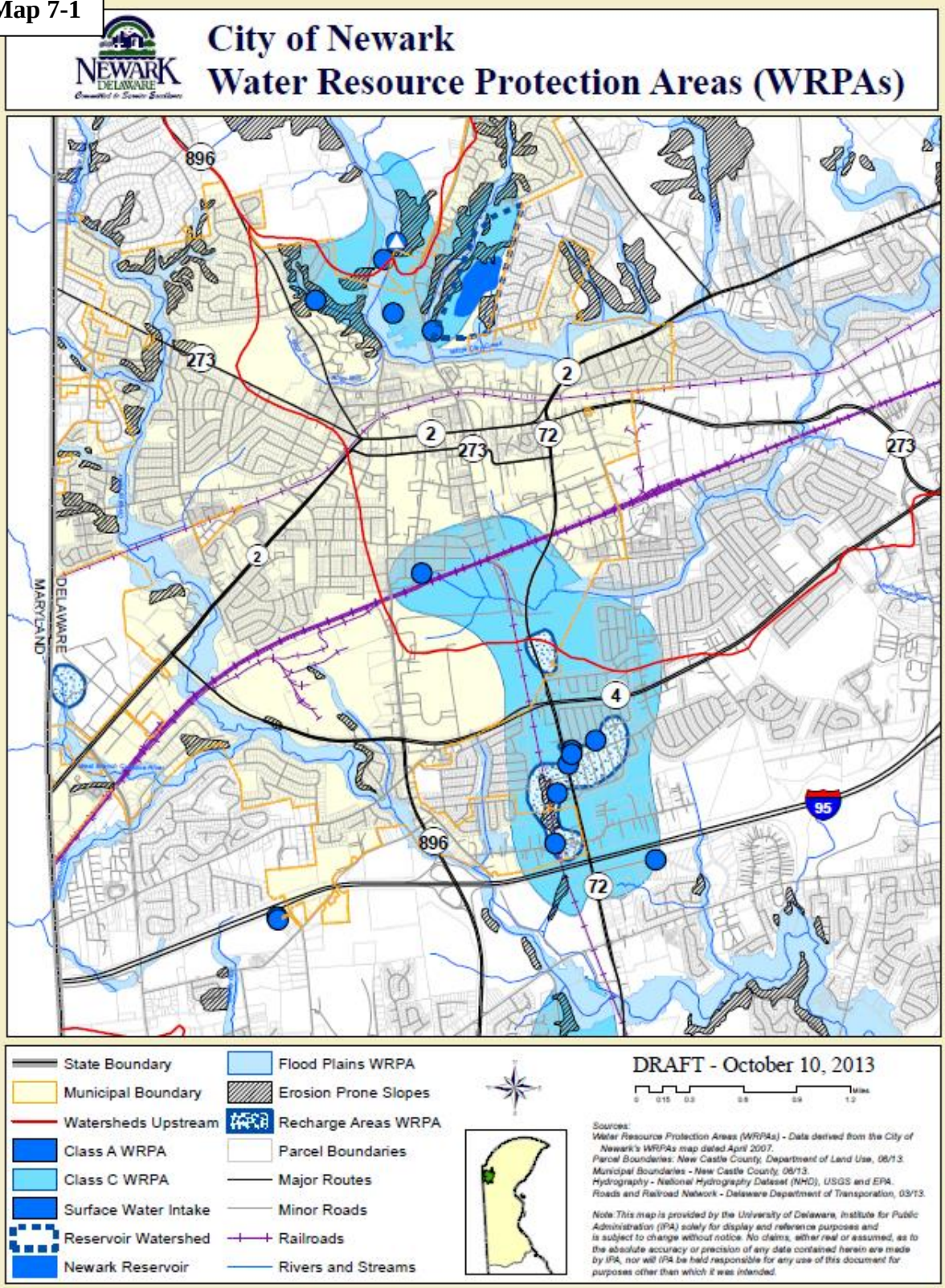
**Table 7-1: TMDL Reduction Requirements for the Christina River Basin**

| **Piedmont Drainage** | **Nitrogen** | **Phosphorus** | **Bacteria** |
|---|---|---|---|
| Christina River Basin | Capped at pre-development baseline (0% increase allowed) | Capped at pre-development baseline (0% increase allowed) | 29-95% high flow |

Source: Delaware Department of Natural Resources and Environmental Control

Map 7-1 shows the Water Resource Protection Areas (WRPAs) in the City of Newark, which includes the Special Flood Hazard Areas (SFHA), the watersheds, and the WRPA Recharge Areas. These areas are delineated by the Water Resources Agency for New Castle County, in conjunction with the City of Newark Public Works and Water Resources Department. Additional restrictions apply to these areas in order to protect drinking water supply from pollution that may be associated with inappropriate land uses.

**Map 7-1**


City of Newark
Water Resource Protection Areas (WRPAs)
NEWARK DELAWARE
896
273
2
72
4
95
MARYLAND
DELAWARE
State Boundary
Municipal Boundary
Watersheds Upstream
Class A WRPA
Class C WRPA
Surface Water Intake
Reservoir Watershed
Newark Reservoir
Flood Plains WRPA
Erosion Prone Slopes
Recharge Areas WRPA
Parcel Boundaries
Major Routes
Minor Roads
Railroads
Rivers and Streams
DRAFT - October 10, 2013
Sources:
Water Resource Protection Areas (WRPAs) - Data derived from the City of Newark's WRPAs map dated April 2007.
Parcel Boundaries: New Castle County, Department of Land Use, 06/13.
Municipal Boundaries - New Castle County, 06/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
Roads and Railroad Network - Delaware Department of Transporation, 03/13.
Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

## ***Air***

The monitoring of air quality in Delaware is the responsibility of DNREC and the U.S. 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, Environmental Control, 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 Newark's air resources.

Permits for emissions into the atmosphere are reviewed for compliance with state and federal regulations through 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 statewide 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 emissions testing at the state Division of Motor Vehicles' 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.

In addition, the City of Newark reserves the ability to review current and future sources of air pollution. For example, in 2009, the City of Newark passed an Anti-Idling Ordinance that restricted idling of personal motor vehicles within city limits. The ordinance was part of the City's effort to reduce its carbon footprint and make a positive impact on air quality. The Newark Conservation Advisory Commission (CAC) designed and coordinated Newark's Anti-Idling Campaign with a $15,000 grant through DNREC's Greenhouse Gas Reduction Projects Fund. The Campaign included signage posted at locations throughout the City, public service announcements, brochures, flyers, mailers, and videos explaining and promoting the law.

## ***Land***

### *Protection of Floodplains and Lands Adjoining Floodplains*

The City *Zoning Code* Floodplains and Lands Adjoining Floodplains ordinance, as well as Newark's newly adopted *Chapter 14A: Floodplains*, provides Newark's first line of defense for protecting the fragile beauty and environmental resource of the White Clay and Christina Creeks. This ordinance specifies that all land within the Special Flood Hazard Area (SFHA)—areas defined by the United States Army Corps of Engineers as being subject to inundation by floods having an average occurrence frequency of once every 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 importantly, 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 the building of any homes or commercial development in potentially hazardous areas (i.e., areas susceptible to flooding) and has contributed to significant public land donation through the approval of subdivisions adjacent to (but not in) the SFHA.

Beyond that, the City Floodplain ordinance also includes provisions for the protection of the lands immediately adjoining the SFHA, known as the "Floodway Fringe," in Newark and is 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 event, or 0.2% chance of occurrence in any one year). The ordinance stipulates that development in the Floodway Fringe cannot begin without the Director of Planning and Development and the Director of Public Works and Water Resources 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.

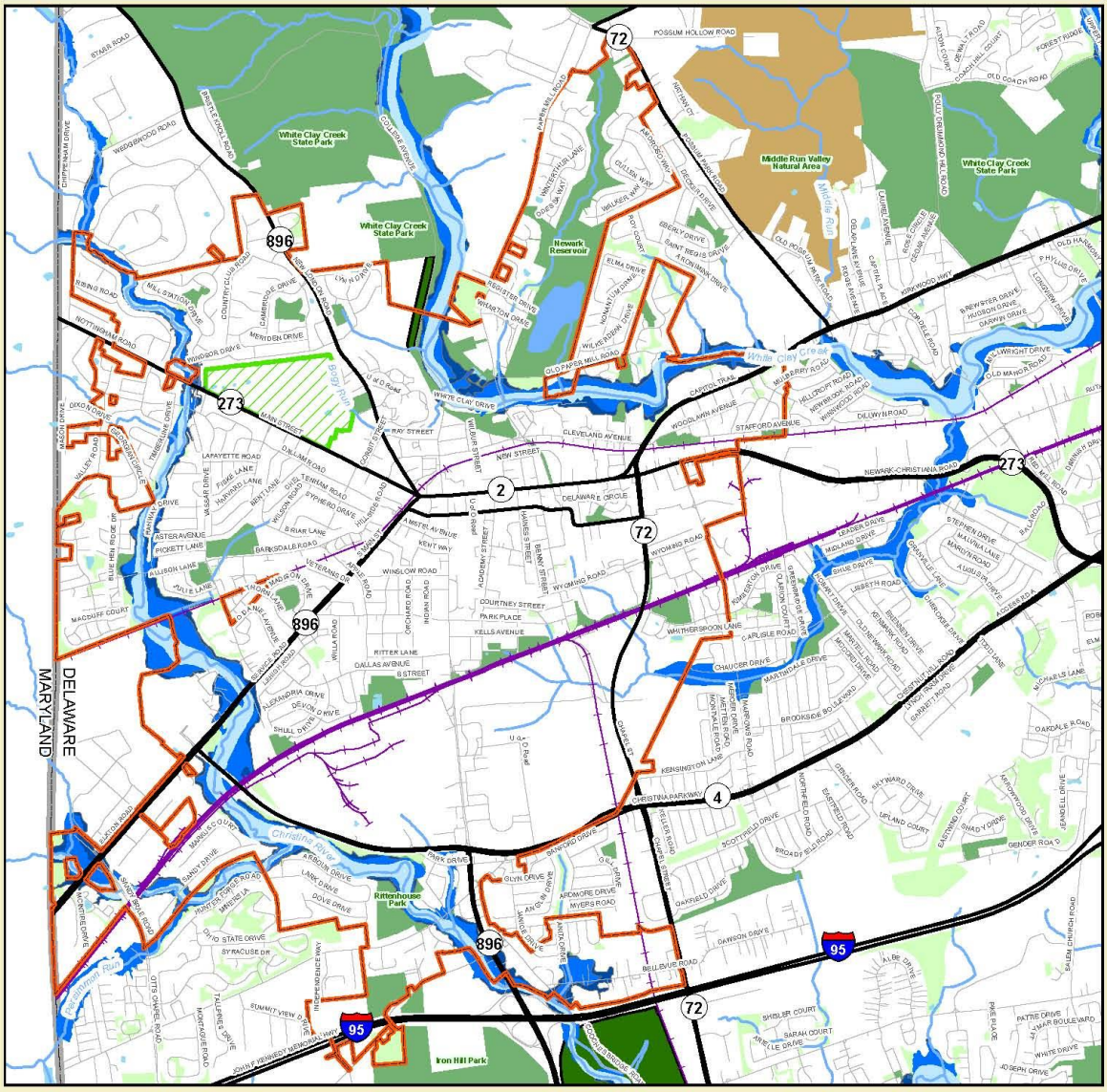
The City's aggressive pursuit of stream-valley land donations has been a major factor in its floodplain-protection program. Requiring developers to dedicate their stream-valley property in exchange for development approval has helped ensure the preservation of these scenic and environmentally sensitive 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 a 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 regulations, the City periodically updates its floodplain regulations to insure it meets the latest national standards and specifications.

In 2014, FEMA revised the Flood Insurance Rate Map (FIRM) and Flood Insurance Study (FIS) report for New Castle County and its incorporated areas. The FIRM and FIS became effective on February 4, 2015, and replaced the FIRM panels that were in effect prior to that date. Along with the revised FIRM and FIS report, FEMA required all communities in Delaware that participate in the National Flood Insurance Program (NFIP) to adopt updated floodplain regulatory language to comply with NFIP requirements prior to the updated FIRM and FIS becoming effective. The standards were the minimum requirements and did not supersede any state or local requirements that exceeded these NFIP standards.

**Map 7-2**

# City of Newark - Environmental Features




State Boundary
City of Newark
**FEMA floodplains**
floodway
1% annual chance floodplain areas
0.2% annual chance floodplain areas
**Outdoor Resource Inventory**
Conservation Easement
Parks
Natural Area
Open Space
Newark Country Club Golf Course
City of Newark Reservoir
Major Routes
Railroads
Minor Roads
Rivers and Streams
Bodies of Water

DRAFT - October 2013

0 1,150 2,300 4,600 6,900 9,200 Feet

*Sources:*
*Municipal Boundaries - Delaware Office of State Planning Coordination, 04/13.*
*Road and Rail Network - Delaware Department of Transportation, 03/13.*
*Outdoor Resource Inventory - DNREC, Division of Parks & Recreation, 05/13.*
*Floodplains - FEMA, 2010.*
*Hydrography - National Hydrography Dataset (NHD), USGS and EPA.*

*Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.*

The City of Newark cooperated with DNREC to adopt a "model" floodplain ordinance, reviewed and approved by FEMA. City staff incorporated the DNREC model and preserved the City's more stringent standards on floodplain management in Section 32-96, *Use Regulations for Floodplain*, of the City of Newark *Zoning Code*. The revised ordinance, known as *Chapter 14A: Floodplains*, was approved by City Council on January 12, 2015. The ordinance formally adopted the updated FIRMs, designated a Floodplain Administrator, and established administrative procedures that coordinate with the City of Newark *Building Code*.

In the future, as discussed from time to time by the City's CAC and City Staff, 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.

*Rare Species and Wildlife Habitat*

Much of the land area within the City, outside its 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 the state's designated Natural or Resource Areas. Connectivity among and preservation of such areas is crucial to protect these important wildlife habitats.

Regarding impervious-cover limitations, wetlands, riparian buffers, and rare species and wildlife habitat, 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. Map 7-2 shows the environmental features of Newark, including parks and open space, conservation easements, and natural areas.

***Green Energy***

Since 2007, the City of Newark has offered its residents the opportunity to subscribe to blocks of "green energy." This popular, voluntary program promotes the use of electricity produced from non-carbon-based and renewable resources. Subscriptions are offered in blocks of 100 kWh, and qualified residents may purchase up to 10 blocks or a maximum number of blocks equal to their lowest monthly consumption.

*McKees Park Solar Project*

McKees Park is a 3.91-acre brownfield site off East Cleveland Avenue that was redeveloped into a 244.8-kilowatt solar farm. This behind-the-meter renewable power source serves all residents by reducing the City's peak power demand, lowering the wholesale cost of power,

generating solar renewable energy credits, bringing locally produced green energy to the City's electric users, and reducing the City's carbon footprint. The 900-panel array produces enough electricity to power approximately 26 to 36 homes, depending on the season.

In 2013, City Council voted to enter into a contract with Delaware-based solar-energy contractor Solair, LLC, to construct the solar facility. Funding assistance was also provided by the Delaware Municipal Electric Corp (DEMEC) to finance the project through purchasing the system's Solar Renewable Energy Certificates (SRECs) for a 20-year term. The *Delaware Renewable Portfolio Standard* requires every retail seller of electricity in Delaware to meet an annually escalating percentage of electricity needs from renewable resources. By 2026, the City of Newark will be required to obtain 25% of its electricity through renewable resources.

## ***Conservation***

### *Energy Conservation*

Because conservation is the cleanest and cheapest source of preserving Newark's energy supplies, the City of Newark has an energy conservation program involving municipal operations, administrative policy, and land-use and development regulations. Initiated by the City, these conservation efforts were intended to foster reasonable means of limiting energy demands or usage through operational effectiveness and improved cooperation to encourage the private sector to also adopt energy efficiency measures.

The City launched a Green Energy Program as part of its municipal electric service. Under the program, all Newark customers pay a small surcharge, which is added to their monthly payment. For a typical residential customer using 1,000 kilowatts per month, the surcharge is 21 cents. Funds from this surcharge are collected in a state program and redistributed to applicants to offset up to 50% of the cost of the installation of solar panels or other similar qualifying renewable-energy technologies.

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. The Planning and Development Department recommended changes to the *Subdivision Regulations*, which included new standards providing site-design construction guidelines that encouraged development of more energy-efficient buildings. Newark's land-use changes are in response to the national effort to encourage energy conservation and were the first of their kind in Delaware.

### *Newark's Energy Conservation Program*

Beginning in 2003, the City's CAC started compiling information regarding an energy-efficient buildings program for new construction in Newark. In 2005, the Commission hosted a public workshop on energy conservation requirements for new buildings, which focused 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. In 2010, the Mayor and Council approved the Planning and Development Department and Newark citizens' CAC set of amendments to the City's *Building Code* that required all new major subdivisions to meet mandatory energy conservation standards derived from portions of the LEED program. All new major subdivision constructions – commercial and industrial projects with buildings 20,000 square feet or larger and residential subdivisions with six or more dwelling units – are required to meet new energy efficiency and related standards above and beyond those called for in the City's *Building Code*.

The City's Site Plan Approval process, which provides alternatives for new development and redevelopment proposals to encourage variety and energy-efficient land use by permitting reasonable variations from the use and area regulations on the *Zoning Code*, provide for residential density and commercial square footage bonuses based on LEED certification.

The City's adoption of the updated *Building Code* requirements, utilizing aspects of the LEED program, places Newark in the forefront of communities striving for a green future.

*Recycling and Reuse*

For more than 30 years, the City has been a leader in recycling. In 2009, the City implemented a curbside-recycling program. City Council allocated funding in its *2009–2013 Capital Improvements Program* to implement the curbside-recycling program and provide for the purchase of required carts for recyclables. If they choose to participate in the City's recycling system, program-eligible residents receive collection service twice a week (one day for refuse and one day for recyclables). Those who do not participate will receive collection service once a week. The service has not been made available at this time to apartment owners and others with dwelling units that have inherent logistical difficulties for such a program.

In addition, the City has, on an annual basis for the past 30–40 years, collected and utilized tons of leaves, grass, bulk materials, and holiday-season trees that would have otherwise been transferred to state landfills. Over the past 15 years, the City has been collecting and diverting used tires and construction materials through the Public Works and Water Resources operations so that these materials are also not sent to a 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 statewide recycling locations. As a result, the City has a "diversion rate" of 26%, meaning that more than a quarter of the total amount of refuse materials collected in the City of Newark is being recycled.

*UDon't Need It?*

Based on suggestions from the Town and Gown Committee, the City began a diversion and reuse program associated with University of Delaware students' move-out each spring. The "UDon't Need It?" program successfully diverts more than 50 tons of used furnishings and household goods from public landfills each year. Between 1990 and 2014, it is estimated that more than 40,000 tons have been diverted from public landfills as a result of the recycle and reuse program.

***Plan Goals and Action Items: Environmental Quality and Natural Resources***

Preserve and protect Newark's natural resources and wildlife for current and future generations.

**Strategic Issues:**

- Balancing environmental protection with economic and physical development.
- Resident cooperation in City initiatives to reduce environmental impact such as conservation, recycling, and reuse.
- Protection of the natural environment, water and air quality, habitats, and stream valleys.
- Clean and sustainable energy.
- Environmentally friendly design.

***Community Vision:*** **Sustainable**

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| **Goal 1** | **Protect the natural environment and wildlife.** The City advances its vision as a "Sustainable Community" through conservation of significant ecological systems that naturally work to enhance the quality of life for residents. |

***Community Vision:*** **Sustainable**

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|---|---|
| **Goal 2** | **Improve watershed quality.** The City advances its vision as a "Sustainable Community" through continuing to work with DNREC to minimize flood risk and improve water quality in the White Clay Creek and Christina Creek. |

*Action Item 1*

**Review code and enforcement to improve wetland riparian buffers.**

Policy recommendations:

- Within the 50-foot buffer on streams, include a minimum 25-foot forested zone followed by shrub transition and grass zones.
- Require the planting of noninvasive species in riparian buffers.

*Participating agencies*:
City of Newark Department of Parks and Recreation
City of Newark Department of Public Works and Water Resources
City of Newark Department of Planning and Development
City of Newark Conservation Advisory Commission

*Action Item 2*

**Develop a baseline water-quality database of surface water.**

*Participating agencies:*
City of Newark Department of Public Works and Water Resources
City of Newark Conservation Advisory Commission

***Community Vision:*** **Sustainable**

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|---|---|
| **Goal 3** | **Encourage green development and conservation practices.** The City advances its vision as a "Sustainable Community" by continuing to evaluate and adjust City codes, policies, and programs such that it can adopt feasible practices and emerging "green" trends to encourage environmentally sensitive development and conservation. |

*Action Item 3*

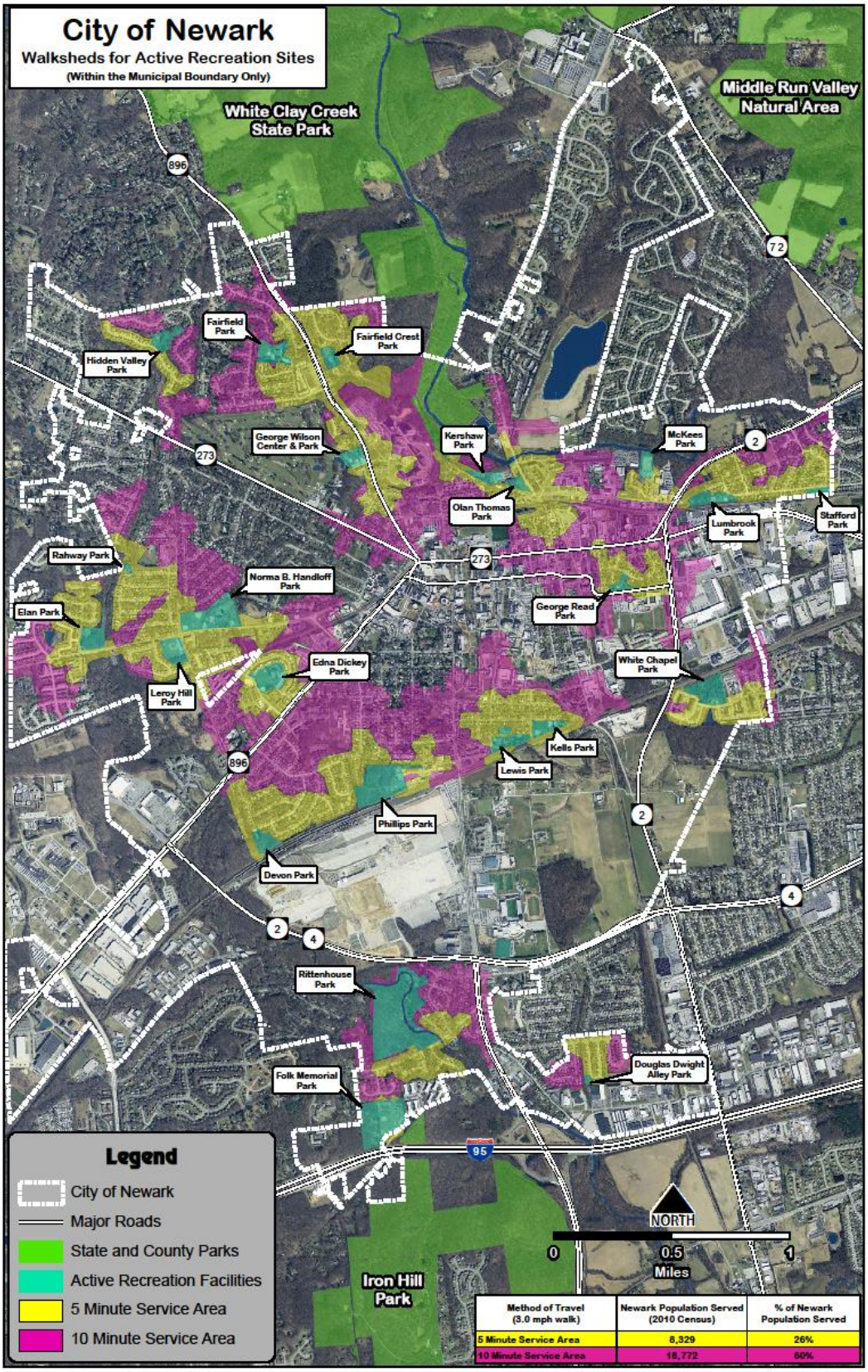
**Provide encouragement, information, technical support, and incentives to Newark households and businesses on sustainable landscaping and conservation practices.** Sustainable practices include but are not limited to the use of rain barrels, rain gardens, mulching leaves and yard waste, and use of native canopy. City staff, partnering with the CAC, will provide information through community workshops, brochures, and the City's Web page on sustainable practices, and provide technical support when requested.

Policy recommendations:

- Continue the "UDon't Need It?" program to reuse discarded furniture and household goods from University of Delaware students moving at summer break and graduation.
- Complete the development of the McKees Park site to construct a 244.8-kilowatt solar facility.
- Evaluate the City's LEED-like Program and consider recommendations for improvements.
- Provide more information to residents on ways they can help reduce stormwater runoff by using rain gardens and rain barrels.

*Participating agencies:*
City of Newark Department of Parks and Recreation
City of Newark Department of Public Works and Water Resources
City of Newark Department of Planning and Development
City of Newark Conservation Advisory Commission

**Map 8-1: City of Newark "Walksheds" to Active Recreation Sites**



# Chapter 8
# PARKS, RECREATION, AND OPEN SPACE
**(01/05/16)**

The City's resident surveys and public workshops show that Newark residents value the City's parks and open space highly for enhancing the attractiveness of neighborhoods and its recreation programs as an essential service. Parks, recreation programs, and open space provide a diverse and quantifiable range of benefits that immeasurably improve residents' quality of life and support Newark's vision of a "Healthy, Sustainable, and Inclusive" community.

**Healthy Community:** Parks, recreation, and open space provide residents and visitors with both active and passive recreational opportunities, which promote a healthy lifestyle, fight obesity, and prevent chronic conditions that lead to coronary disease, high blood pressure, and diabetes. Strong evidence shows that people are more likely to exercise if they are in close proximity to a park. According to GIS analysis from the Delaware Department of Natural Resources and Environmental Control (DNREC), most Newark residents live within a ten-minute walk of a park. (See Map 8-1, which shows walking time to active recreation sites located in Newark.)

**Sustainable Community—Environmental:** Newark's parks and open space keep our living surroundings healthy and provide essential green space in a developed community. They serve as groundwater-recharge areas, floodplain protection, natural sound barriers, and stormwater protection from wetlands. Abundant trees and vegetation reduce the "heat-island effect" and carbon emissions. Furthermore, the network of parks in our City, as well as in New Castle County and the region, provides an important wildlife habitat that protects numerous indigenous and migratory wildlife species, fosters enjoyment, and provides educational opportunities for people to observe and coexist with wildlife.

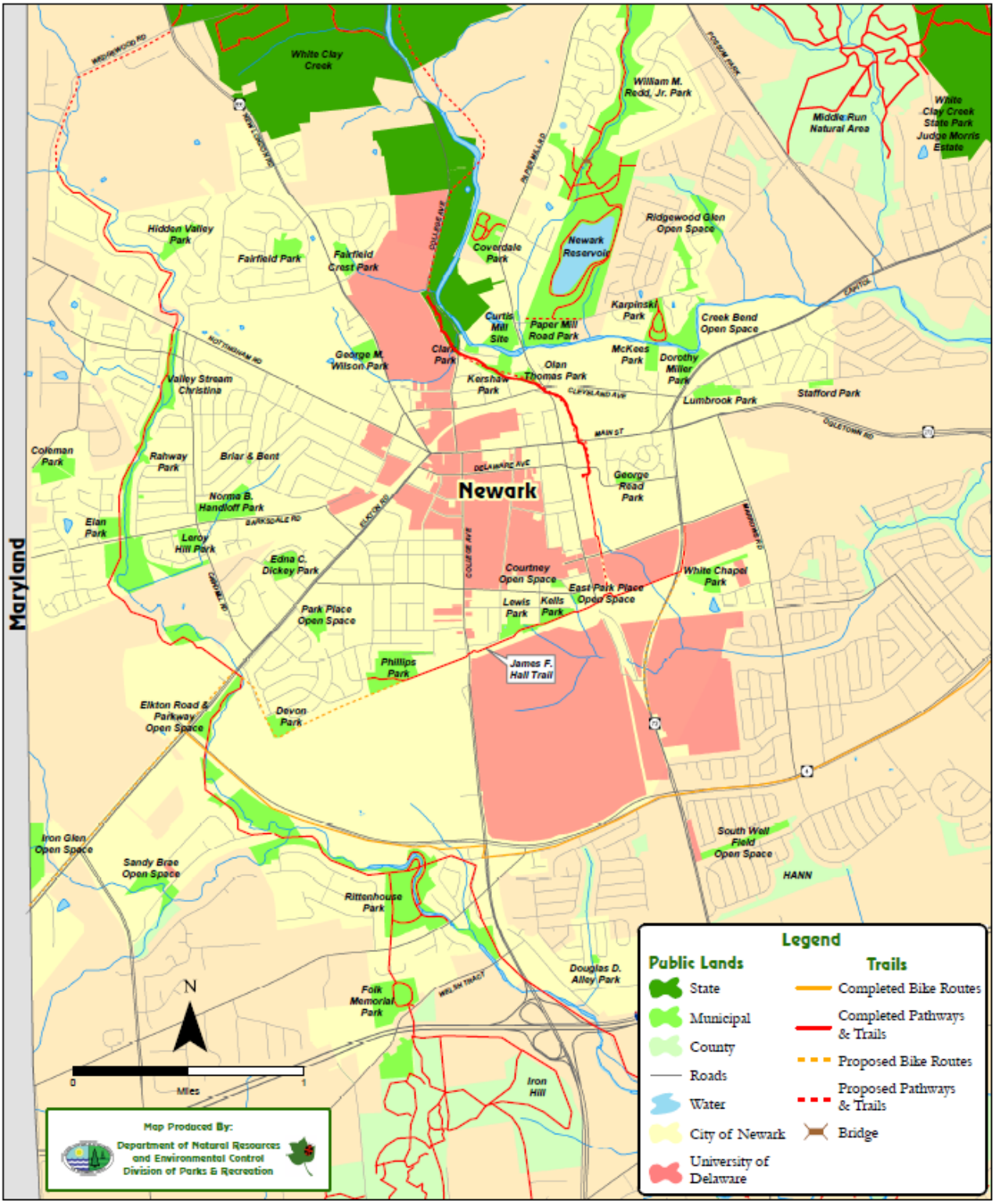
**Sustainable Community—Economic:** Numerous studies show that residential areas in close proximity to a park have increased property values and a higher tax base. The availability of recreation opportunities and park amenities is an important quality-of-life factor for businesses choosing where to locate and for individuals choosing where to live. Furthermore, the City's parks and trails, specifically the James Hall and Pomeroy Trails, and the City's close proximity to numerous mountain-biking trails provide tremendous opportunity for "recreational tourism," which benefits our shops, hotels, and restaurants.

**Inclusive Community:** Parks encourage social interaction in a community or neighborhood. It's a place to meet, socialize, relax, and play for children, teenagers, college students, and young and older adults. Park amenities include playgrounds, bicycle and walking trails, skateboard parks, baseball fields, and basketball and tennis courts. Newark's recreational programs provide a diverse range of enjoyable, structured activities for people of all ages and abilities, including sports, dance, crafts, social activities, and community events.

## ***Land-Use Planning for Parks and Open Space***

The City's *Zoning Code* and *Subdivision Development Regulations* provisions of land dedication of areas for active and passive recreation have helped the City of Newark Parks and Recreation

**Map 8-2:** City of Newark - Public Lands and Trails



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 space for active and passive recreation. 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 its sites do not contain lands appropriate for active recreational facilities.

The City's long-term policy of requesting that 100-year-floodplain stream-valley land dedications (where applicable) accompany development projects also has added significantly to the City's stock of acreage for passive recreation 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 threat of development) at a total cost of $3,193,012. These land acquisitions added to the City's inventory of open-space acreage for active and passive recreation (see Table 8-1 and Map 8-2, which shows the City's current open-space inventory). Regarding certain privately held portions of the Christina Creek and White Clay Creek stream valleys, the City has pursued land dedication of these areas to add to Newark's open-space landholdings.

The City's decision to demolish the old and severely deteriorated Curtis Paper Mill, a relatively large and now-cleared open-space area adjoining the White Clay Creek, has made this area 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 recreation uses at the location. The City hired a consultant to coordinate a public outreach that was intended to provide as much community information as possible concerning uses for the Curtis Paper Mill site. That effort resulted in the completion of a master plan for the Curtis Mill Park site and Old Paper Mill Road Park property. City Council approved the master plan in 2011, and, currently, the Curtis Mill Park site is being developed as a passive recreation area. The Old Paper Mill Road Park property is included in the City's Capital Improvements Program for development as an active-recreation park to serve the residents of District Six in the coming years, presuming funding availability and continued Council approval.

In addition, regarding stream-valley preservation and protection, the City will continue to rely on DNREC and the USDA Natural Resources Conservation Service's 1993 *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 *Comprehensive Development Plan V*.

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

**Table 8-1: Publicly Owned and Managed Parks and Open Spaces**

| Property | | Classification | Acreage | Estimated Forested Acre(s) |
|---|---|---|---|---|
| 1 | Alley, Douglas D. | Park (Active) | 0.9 | 0.4 |
| 2 | Apple Road & Barksdale Road | Open Space | 0.6 | 0.0 |
| 3 | Barksdale Estates | Open Space | 5.3 | 5.0 |
| 4 | Briar & Bent | Open Space | 0.4 | 0.4 |
| 5 | Christina Creek Properties | Christina Valley Stream | 137.54 | 137.14 |
| 6 | Clark, Orville | White Clay Valley Stream | 0.8 | 0.8 |
| 7 | Coleman (includes Briar Creek) | Park (Passive) | 8.57 | 8.27 |
| 8 | Country Hills Pond | Open Space | 2.3 | 0.0 |
| 9 | Courtney Street | Open Space | 1.6 | 0.0 |
| 10 | Coverdale, William M. | Park (Passive) | 16.8 | 14.8 |
| 11 | Creek Bend | Open Space | 6.1 | 5.5 |
| 12 | Curtis Paper Mill | Park(Passive) | 7.0 | 4.6 |
| 13 | Devon | Park (Active) | 4.6 | 3.0 |
| 14 | Dicky, Edna C. | Park (Active) | 8.2 | 0.0 |
| 15 | Elkton Road & Parkway | Open Space | 9.6 | 6.0 |
| 16 | Elan | Park (Active) | 6.7 | 5.9 |
| 17 | Fairfield | Park (Active) | 7.0 | 0.0 |
| 18 | Fairfield Crest | Park (Active) | 3.7 | 0.7 |
| 19 | Folk Memorial | Park (Active/Passive) | 34.6 | 28.5 |
| 20 | Handloff, Norma B. | Park (Active) | 15.8 | 0.25 |
| 21 | Hidden Valley | Park (Active/Passive) | 6.5 | 2.0 |
| 22 | Hill, LeRoy C., Jr. | Park (Active) | 6.3 | 1.3 |
| 23 | Iron Glen | Park (Passive) | 12.4 | 7.0 |
| 24 | James F. Hall Trail | Greenway | 7.62 | 3.0 |
| 25 | Karpinski | Park (Passive) | 8.0 | 2.25 |
| 26 | Kells | Park (Active) | 5.2 | 0.0 |
| 27 | Kershaw | Park (Active) | 3.8 | 2.0 |
| 28 | Laura's Glen | Open Space | 1.59 | 1.0 |
| 29 | Lewis | Park (Active) | 4.2 | 1.5 |
| 30 | Lumbrook | Park (Active) | 5.9 | 2.25 |
| 31 | Miller, Dorothy | Open Space | 7.2 | 6.7 |
| 32 | Newark Reservoir | Reservoir Site | 113.0 | 4.0 |
| 33 | Old Paper Mill Road | Park (Passive) | 12.3 | 0.7 |
| 34 | Paper Mill Falls | White Clay Valley Stream | 3.2 | 3.2 |
| 35 | Paper Mill Rd. & Old Paper Mill Rd. | Open Space | 0.5 | 0.5 |

| Property | | Classification | Acreage | Estimated Forested Acre(s) |
|---|---|---|---|---|
| 36 | Park Place (next to apartments) | Open Space | 1.4 | 0.5 |
| 37 | Park Place East | Open Space | 1.2 | 0.07 |
| 38 | Phillips | Park (Active/Passive) | 13.7 | 5.5 |
| 39 | Rahway | Park (Active) | 0.9 | 0.3 |
| 40 | Rahway (945) | Open Space | 0.2 | 0.1 |
| 41 | Rahway (968) | Open Space | 0.2 | 0.2 |
| 42 | Read, George | Park (Active) | 2.8 | 0.0 |
| 43 | Redd, Williams M., Jr. | Park (Passive) | 68.5 | 64.5 |
| 44 | Ridgewood Glen | Open Space | 12.4 | 10.75 |
| 45 | Rittenhouse | Park (Active/Passive) | 45.9 | 43.0 |
| 46 | South Well Field | Open Space | 4.3 | 4.3 |
| 47 | Stafford | Park (Active) | 1.8 | 0.0 |
| 48 | Sue Lane | Open Space | 0.1 | 0.0 |
| 49 | Thomas, Olan R. | Park (Passive) | 4.3 | 0.4 |
| 50 | White Chapel (Incl. 1/2 NSC Site) | Park (Active) | 13.0 | 7.0 |
| 51 | Wilson, George M. | Park/Center (Active) | 4.8 | 0.0 |
| 52 | Wyncliff | Open Space | 1.9 | 1.9 |
| | | **Total (Acres)** | **653.22** | **397.18** |

As reflected in Table 8-1, approximately 60% of City-owned and -managed parks and open space is forested.

***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 citywide tree inventory completed to provide Newark with an up-to-date picture of the City of Newark's tree population. Based on this information, the Parks Department is working to diversify Newark's urban tree canopy in two ways: first, with its own forestry projects, and second, the Parks and Recreation and Planning and Development Departments work with developers of new subdivisions to ensure compliance with the City's detailed existing-tree preservation, tree-planting, and landscaping requirements.

In 2008, the Delaware Forest Service completed a study of the Urban Tree Canopy (UTC) for each of the 57 municipalities in Delaware. From that study, Newark was one of four communities selected for a pilot project to enhance its UTC. The study determined that Newark's UTC covered approximately 25% of the city. According to the U.S. and Delaware Forest Services, a healthy

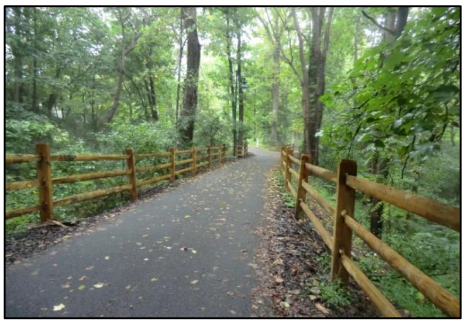
percentage of tree cover within an urban area should be a minimum of 30%. In 2010, Newark agreed to take part in the pilot program and set a goal of attaining 30% tree cover by the year 2021. In the first two years of the program (2011 and 2012), Newark increased its UTC to 27.5% and is well on its way to achieving, and likely surpassing, this goal.

In 2013, the City was recognized as a "Sterling Community" by the National Arbor Day Foundation for achieving the "Tree City USA Growth Award" ten years in a row.

***Aesthetics***

The City has a variety of regulatory tools and programs to improve Newark's overall physical attractiveness. These include a detailed landscape ordinance that provides for the preservation of large trees within proposed subdivisions, street trees along new residential subdivision roadways, substantial screening that separates 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 program and the Parks and Recreation Department's ongoing road-median and traffic-island beautification program have dramatically improved Newark's main arteries for the better. Its once barren and unsightly state highways and intersections are now attractive gateways to Newark. These oases of green and bursts of in-season flowers 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.

***City of Newark Parks and Regional Trails***

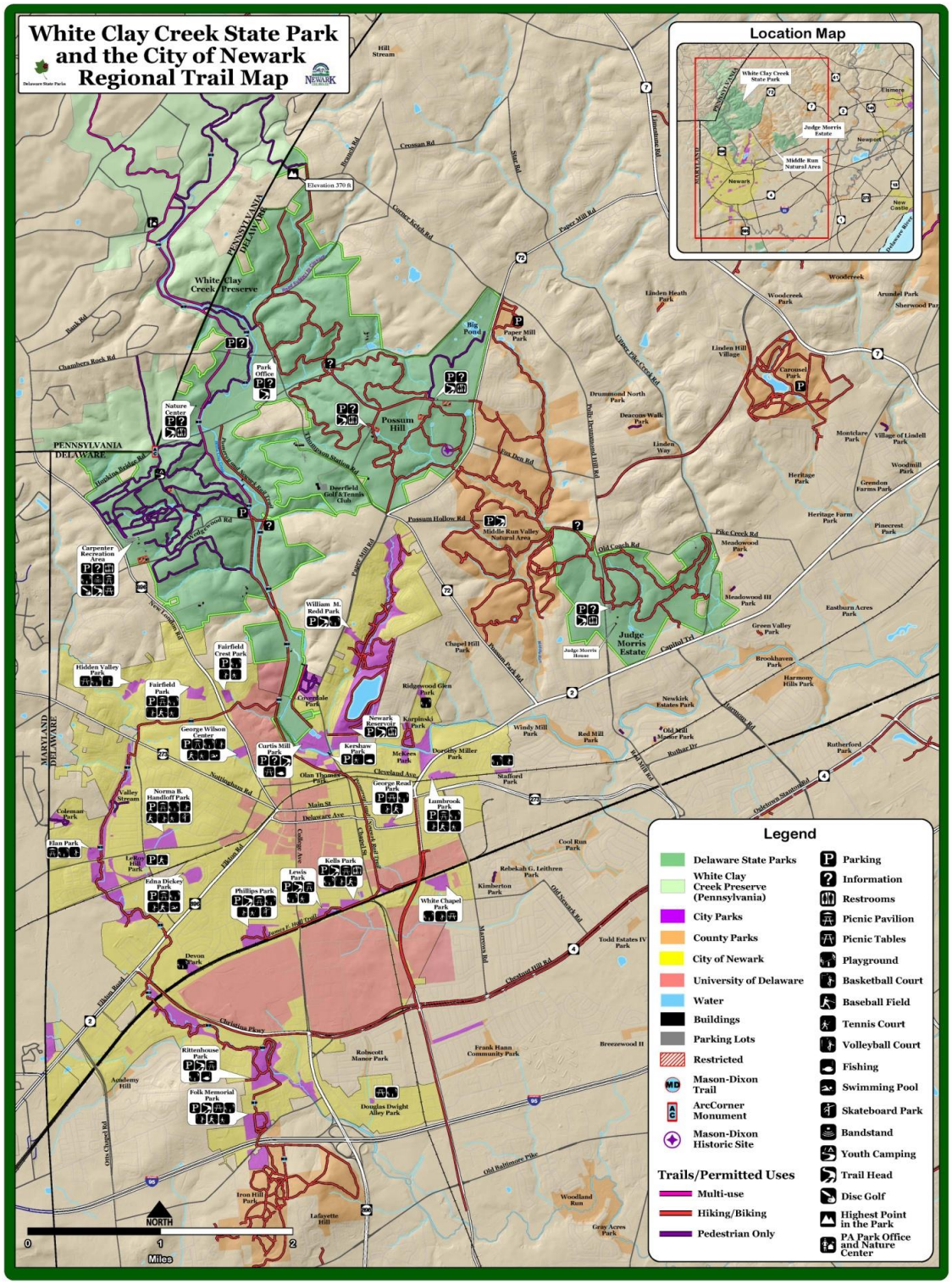


There are 16.8 miles of trails within the City of Newark. Moreover, there are more than 85 miles of trails in the Newark region, including those in nearby county and state parks. The network consists of trails designed with single-track natural surfaces, crushed stone, and asphalt surfaces. The trails serve as active-recreation facilities as well as transportation links that connect residential neighborhoods, city, county, and state parks, University of Delaware facilities, and student housing, and Downtown Newark and area shopping and business centers. Combined with its expansive sidewalk system and bike lanes (on many roadways), the region's trails provide an extensive non-motorized transportation network in and around Newark. The James F. Hall Trail and Pomeroy and Newark Rail Trail have been designated as National Preservation Trails by the U.S. Department of the Interior.

**Table 8-2: Trails in Newark Parks**

| | Distance (Miles) |
|---|---|
| Alley Park | 0.1 |
| Christina Valley Stream (Persimmon Creek Swim Club to Nottingham Rd.) | 4.08 |
| Coleman Park | 0.25 |
| Coverdale Park | 0.7 |
| Folk Park | 0.41 |
| James F. Hall Trail | 1.76 |
| Iron Glen Park | 0.43 |
| Karpinski Park | 0.43 |
| Kershaw Park | 0.13 |
| Phillips Park | 0.35 |
| Pomeroy and Newark | 1.6 |
| Redd Park | 2.47 |
| Reservoir Site | 2.08 |
| Rittenhouse Park (West Chestnut Hill Rd. to Persimmon Creek Swim Club) | 1.95 |
| **Total (Miles)** | **16.74** |

**Map 8-3: City of Newark Regional Parks and Trails**




Please refer to the link below for an interactive map, information on park locations, and facilities contained within each park: http://cityofnewarkde.us/index.aspx?NID=165

***Newark Outdoor Recreation Demand and Priorities***

In 2011, the Delaware Division of Parks and Recreation did a statewide telephone survey as part of the development of the *2013 Statewide Outdoor Recreation Plan*. Key findings from Newark residents who participated in the survey include the following:

- 91% of respondents indicated that outdoor recreation is very important or somewhat important to them personally.
- 64% of respondents stated that the most important reason they participated in outdoor recreation activities was for their physical fitness. Other popular reasons included being with family and friends (23%), relaxation (19%), being close to nature (19%), mental well-being (14%), enjoying the scenery (14%), and fun and entertainment (11%).
- 54% of respondents wanted more outdoor facilities/opportunities close to home.
- 38% of respondents desired more opportunities to participate in organized activities.
- The most participated in activities for Newark residents are walking or jogging (84%), gardening (67%), bicycling (65%), swimming at a beach (64%), swimming at a pool (62%), hiking (56%), and visiting historic sites (56%).

Newark respondents were also asked if they would like to see facilities added to their community park. When the respondent's answer was yes, he or she was given the opportunity to identify specific facilities that he or she would like to have available. Results from questions identifying household participation, personal participation, and added facilities were combined to demonstrate demand for specific outdoor recreation opportunities/facilities and identified as high, medium, and low priorities for outdoor recreation facilities (see Table 8-3).

**Table 8-3: Newark Outdoor Recreation Facility Needs**

**Newark Outdoor Recreation Facility Needs**

| High Priorities | Moderate Priorities | Low Priorities |
|---|---|---|
| Walking or Jogging Paths | Nature Programs | Skate Parks |
| Bike Paths | Basketball Courts | Powerboat Access |
| Hiking Trails | Baseball/Softball Fields | Equestrian Trails |
| Playgrounds | Camping Areas | Disc Golf Courses |
| Swimming Pools | Golf Courses | Lacrosse Fields |
| Open Space/Passive Recreation | Tennis Courts | Hunting Areas |
| Access to Historic Sites | Soccer Fields | ATV Trails |
| Beach Access | Canoe/Kayak Access | Roller Hockey Areas |
| Picnic Areas | Football Fields | Dog Parks |
| Fishing Access | Volleyball Courts | |
| | Mountain Bike Trials | |
| | Rollerblading/Rollerskating Areas | |

The complete *2013 Statewide Outdoor Recreation Plan* is available online:
*www.dnrec.delaware.gov/parks/Information/Documents/2009-2011_SCORP.pdf*

***Community Events***

The Newark Parks and Recreation Department fosters community engagement by a variety of community events throughout the year.

**Winter/Spring**

- Winterfest
- Egg Hunt
- Memorial Day Parade
- Nefosky Police Memorial Walk/Run
- Spring Clean-Up
- Spring Concert Series
- Newark Day/Newark Nite

**Summer/Fall**

- Fourth of July Fireworks
- Community Day
- Fall Community Clean-Up
- Fall Flea Markets
- Halloween Parade and Trick-or-Treat on Main Street
- Thanksgiving Day Breakfast
- Turkey Trot

***George Wilson Center***

The George Wilson Center and Park, located at 303 New London Road (across from Clayton Hall), is one of Newark's historical buildings. It originally served as the community's only segregated school for kindergarten to eighth grade from 1922–1958. (After eighth grade during those years, the City's African-American residents had to travel to Howard High School in Wilmington.) The building became a community center named after George "Inky" Wilson, the first elected African-American councilman, and is preserved by the City's Parks and Recreation Department to serve the community as a gathering place. The facility and park offer a wide variety of recreational activities as well as a multipurpose meeting space. Amenities include a lighted basketball and tennis court, a youth baseball (T-ball) field, a swimming pool, a picnic pavilion, playground equipment, picnic tables, and a horseshoe pit. The center is open seven days a week and is available to be rented for family or group outings such as wedding receptions, graduation parties, meetings, and training sessions.

***Recreation Programs***

The City of Newark Parks and Recreation Department offers a wide range of recreation programs at a reasonable cost to participants. Fee assistance is available for participants from low- to moderate-income households, funded through the City's Community Development Block Grant (CDBG) program and the James F. Hall Scholarship fund. Programs areas include the following:

**Arts—Performance and Visual:** Includes youth dance classes, drawing, painting, pottery classes for all ages, and theatre/acting classes.

**Fitness and Adult Leagues:** Includes leagues or classes for volleyball, basketball, softball, yoga, and Zumba.

**Before- and After-School Care:** Available for students at Downes and West Park Elementary Schools.

**Sports and Aquatics:** Includes classes in archery, swimming, soccer, skateboarding, and tennis.

**Community Garden:** The first Newark Community Garden took root in 2015 at Fairfield Park to offer a variety of gardening opportunities for individuals and families. Services provided includes the initial grading of the garden area, water sources, composting facilities, tool shed, and an ADA-accessible 10' × 4' garden plot.

More information on these programs can be obtained on the City's website or in the City newsletter.

***Plan Goals and Action Items: Parks, Recreation, and Open Space***

Ensure abundant safe, attractive, and well-maintained city parks, trails, and indoor recreation facilities for active and passive recreation opportunities and protect natural areas, all of which enhance the community's quality of life and sense of place.

**Strategic Issues:**

- Parks and recreation programs catering to diverse ages, interests, and abilities.
- Recreational tourism.
- Connectivity, safety, and accessibility of City parks and trails.
- City beautification and preservation of the natural environment.

***Community Vision:*** **Healthy/Active and Sustainable**

| | |
|---|---|
| **Goal 1** | **Develop opportunities to establish Newark as a destination place for recreational tourism.** |

Create, maintain, and promote recreational tourism in Newark, provide opportunities for Newark residents to live a healthy lifestyle, and enhance economic sustainability by increasing the customer base for Newark businesses.

*Action Item 1*

**Apply to the International Mountain Bicycling Association (IMBA) to designate Newark and the surrounding areas a "Ride Center" for mountain bicycling tourism.** The City of Newark is well positioned to be classified as a "Ride Center" by the IMBA. In addition to a network of off-road trails within the city, the surrounding areas of White Clay Creek State Park, Iron Hill Park, and the Middle Run Valley Natural Area provide ample mountain bicycling trails that are well known regionally. Just as attractive is Newark's vibrant downtown and Main Street with numerous restaurants and shops, which has significant appeal to the mountain bicycling community. In the United States, recreational tourism creates approximately $140 billion in economic output annually. (1)

*Participating agencies:*
City of Newark Department of Parks and Recreation
City of Newark Department of Planning and Development
Downtown Newark Partnership
State of Delaware Division of State Parks and Recreation
Delaware Trail Spinners
New Castle County Department of Community Services
Delaware Economic Development Office

***Community Vision:*** **Healthy/Active and Inclusive**

| | |
|---|---|
| **Goal 2** | **Expand the accessibility and appeal of Newark's parks and recreational programs.** |

Newark's parks advance the City's vision as an "Inclusive Community" by offering amenities that appeal to visitors of various ages, diverse interests, and varying abilities. For example, when the City installed skateboarding facilities at selected parks, it enhanced the appeal of its parks to a new group of potential users. Other park amenities (tennis courts, picnic areas, walking trails, playgrounds, etc.) have appeal to other groups of potential users.

*Action Item 2*

**Improve connectivity of City parks to other City parks and to the surrounding county and state parks.** Enhanced connectivity improves access to the City's parks and expands their potential user base. For example, the James F. Hall Trail and Pomeroy Trail connect several small parks, which creates more exposure to the variety of park facilities. Similar benefits could be achieved by improved wayfinding signage and mapping.

*Participating agencies:*
City of Newark Department of Parks and Recreation
City of Newark Department of Planning and Development
State of Delaware Division of State Parks and Recreation
New Castle County Department of Community Services

*Action Item 3*

**Increase the number of outdoor recreation facilities that are compliant with ADA regulations.**

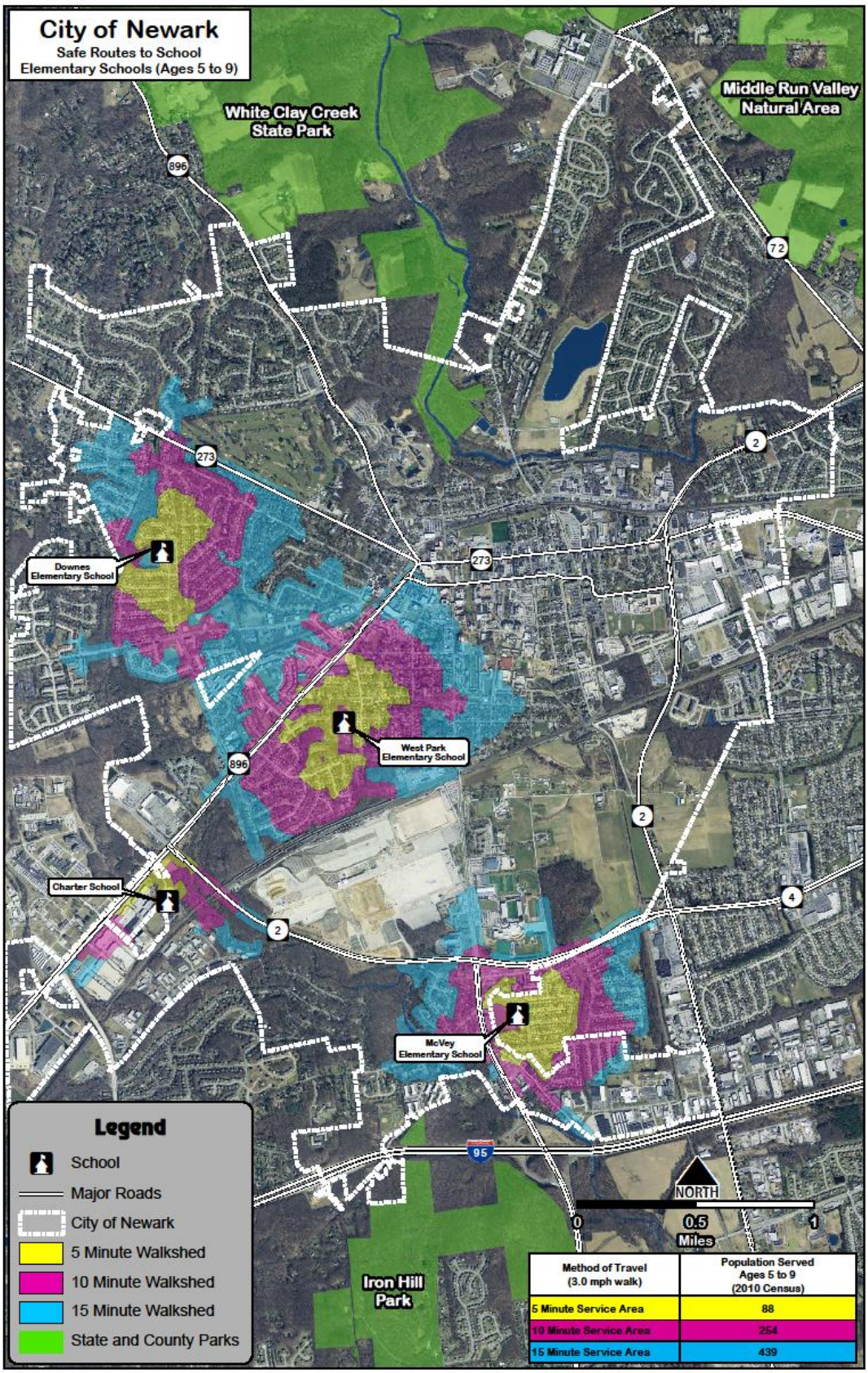
*Participating agencies:*
City of Newark Department of Parks and Recreation

*Action Item 4*

**Work with school districts and state partners to enhance the "Safe Routes to School" program.** The Delaware Department of Transportation's Safe Routes to School (SRTS) works with elementary and middle schools to makes it safe, convenient and fun for children to walk or bicycle to school. SRTS identifies the safest routes from children's homes to their schools and identifies safety concerns along the routes for local agencies to investigate and determine potential improvement measures. Map 8-3 shows approximately 439 Newark students between the ages of 5 to 9 live within a 15-minute walk to school.

*Participating agencies:*
City of Newark Department of Parks and Recreation
City of Newark Department of Planning and Development
Newark Bicycle Committee
Christina School District

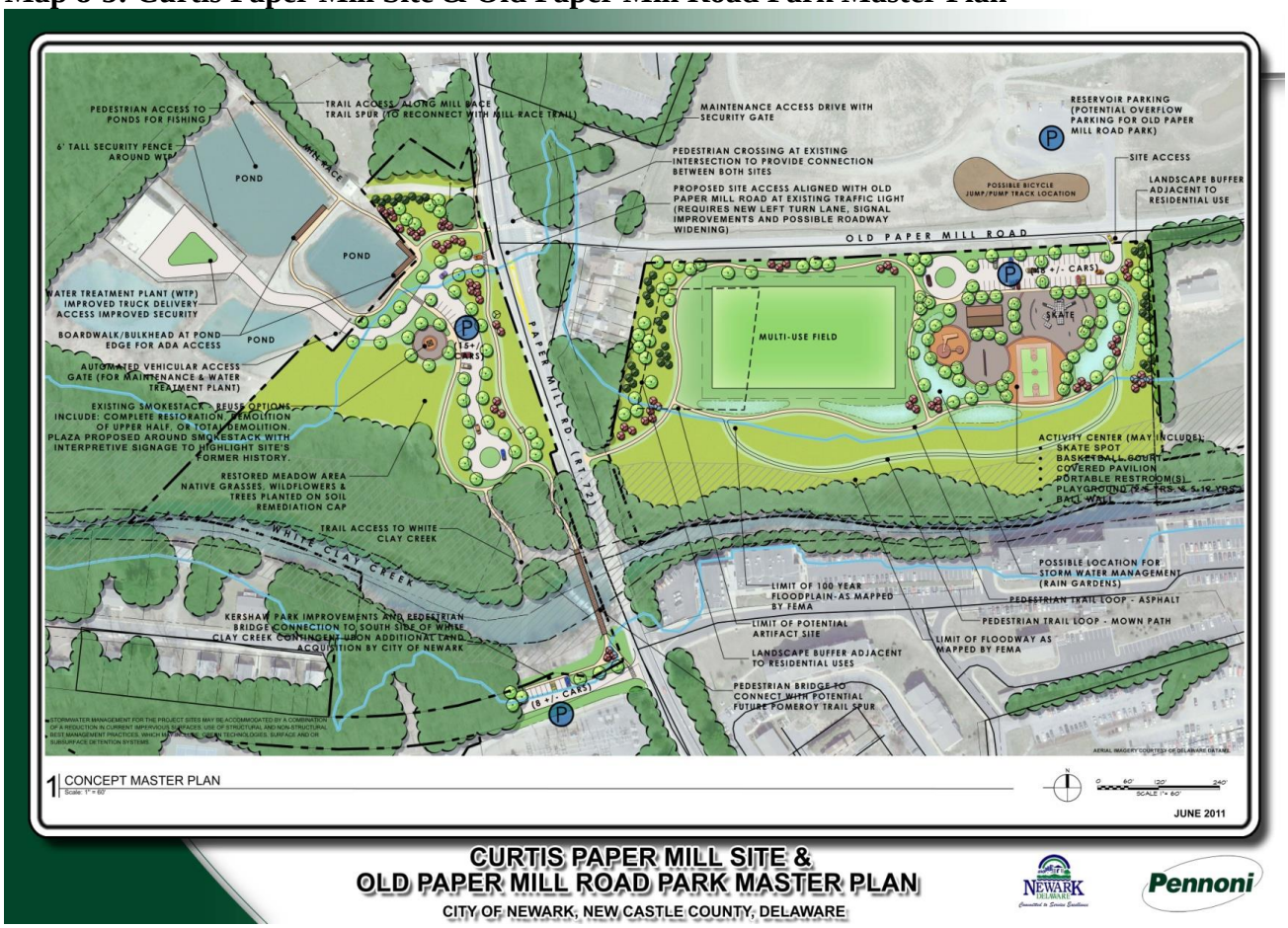
**Map 8-4: City of Newark "Walksheds" to Elementary Schools**



*Action Item 5*

**Continue progress on the master plan for the Curtis Mill Park site and Old Paper Mill Road Park property.** The City of Newark made the Curtis Paper Mill available as open space. The City hired a consultant hold a series of public workshops public intended to collect as much community input as possible concerning uses for the Curtis Paper Mill site. City Council approved the master plan in 2011. The Old Paper Mill Road Park property is included in the City's Capital Improvements Program for development as an active-recreation park to serve the residents of District Six in the coming years, presuming funding availability and continued Council approval.

**Map 8-5: Curtis Paper Mill Site & Old Paper Mill Road Park Master Plan**




*Participating agencies:*
City of Newark Department of Parks and Recreation
Penonni & Associates (project consultant)

***Community Vision:*** **Sustainable**

| | |
|---|---|
| **Goal 3** | **Enhance the City's natural environment by using the City parks and open space to preserve natural areas and wildlife habitat.** |

The City's parks and open space represent a key opportunity to advance the City's vision as an environmentally "Sustainable Community" by preserving our natural environment and wildlife habitats. Policy recommendations include:

- Explore policies and regulations that preserve open spaces for larger undeveloped parcels.
- Incorporate the use of native plants.

*Action Item 6*

**Meet or exceed the U.S. and Delaware Forest Services' calculation of 30% as minimum healthy tree canopy coverage within an urban area.** The 2008 Delaware Forest Service study of the UTC determined that Newark's coverage was approximately 25% of the city. According to the U.S. and Delaware Forest Services, a healthy percentage of tree cover within an urban area should be a minimum of 30%. Newark agreed to take part in the pilot program and set a goal of attaining 30% tree cover by the year 2021.

*Participating agencies:*
City of Newark Department of Parks and Recreation
Delaware State Forest Service

Notes:

1. *SelectUSA*, 2011.

# Chapter 9
# ECONOMIC DEVELOPMENT
(01/05/16)

A sustainable community is a place that uses its resources responsibly to develop and maintain a high quality of life for current and future residents. This requires a healthy and vibrant local economy that provides all residents with the opportunity to share in prosperity, enjoy the benefits of a clean environment, and ensure the fiscal health of the municipality. Characteristics of an economically sustainable community include the following:

- Offers a mix of employment, housing, and retail options that fosters growth, development, and creative opportunities for individuals, businesses, and industries
- Creates and maintains neighborhoods that are safe, stable, and attractive, as well as opportunities for transit, bicycling, and walking
- Provides innovative education opportunities for current and future residents
- Manages municipal and population growth in a way that is sufficient to sustain and extend services.

In summary, an economically sustainable community establishes a setting for a healthy, active, environmentally sustainable, and inclusive community.

## ***Newark's Economy***

Newark is one of Delaware's principal economic, industrial, and academic centers. The local Newark economy is resilient to a considerable extent because of the presence of the University of Delaware, the City's largest employer, with the eighth largest per-capita endowment of any public university in the United States. Adjacent to I-95, Newark is within easy access of Wilmington, Philadelphia, Baltimore, New York City, and Washington, D.C. The City is also connected to the region by rail with SEPTA and Amtrak service and enjoys convenient access to two major international airports—Philadelphia and Baltimore/Washington—as well as a national airport in New Castle, Delaware. The CSX and Norfolk Southern freight lines traverse the City and provide freight rail connections to all major points along the eastern seaboard.

The main campus of the University of Delaware, a leading scientific and research institution on the East Coast, services approximately 21,000 full- and part-time undergraduate and graduate students. In 2009, the University purchased the 272-acre site of the former Newark Chrysler Assembly plant with the vision of establishing a science and technology campus, now known as the Science, Technology, and Advanced Research (STAR) Campus, with up to 5 million square feet of multiuse space. The space's planned uses include labs, health science, housing, retail, offices, and an overall plan for transit-oriented development. Construction of the STAR Campus has begun, and its first tenant, Bloom Energy, opened a manufacturing center in 2013 to build fuel cells known as "energy servers." Newark is also the home for the state's major high-tech industrial center—Delaware Technology Park, located south of the College Square Shopping Center between Library Avenue and Marrows Road. Other major employers operating in Newark or in the surrounding area

include W.L. Gore & Associates, Inc, DuPont (agricultural research), Dow Chemical (silicone-wafer-polishing compounds), Siemens, Air Liquide, FMC Corp (biopolymers), Barclaycard (financial), Christiana Care Health Systems, AstraZeneca (biopharmaceutical), Delasoft, Inc. (software services), and Hallmark Global Technologies Inc. (IT services).

**Table 9-1: Newark Area Major Employers (Top 10 by Employment)**

| Name | Employment | Primary Product or Service |
|---|---|---|
| Christiana Care Health System | 7000 | General medical and surgical hospital |
| University of Delaware | 4000 | Education services |
| Delaware Division of Aging and Adults | 2500 | Resources |
| Siemens Healthcare Diagnostics | 1500 | Manufacturing |
| AstraZeneca | 1000 | Manufacturing |
| Computer Sciences Materials | 700 | Custom computer programming |
| Dow Electronic Materials | 700 | Chemical manufacturing |
| JP Morgan Chase | 697 | Banking |
| A & P Bohinski | 252 | Farm supplies |
| BF Rich Co. | 250 | Window manufacturing |

Source: Reference USA, 2010

In addition, in March 2000, the Embassy Suites opened on South College Avenue across that roadway from the University of Delaware's sports complex. In 2002, two new hotels opened—a Homewood Suites, adjoining the Embassy Suites, and the Courtyard by Marriott/University of Delaware, on the University's Laird Campus—significantly adding to the City's stock of high-quality hostelries.

Other important economic-development initiatives occurred in 1999 and 2000 at the Delaware Technology Park with the addition of two facilities totaling 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 18th century, and the current structure, built in 1853, operated as a woolen mill and later produced vulcanized fiber (a composite material) to the early 1990s. Many of the historic structures on the site have been preserved and renovated.

New development and redevelopment continue to be a major focus of the Planning and Development Department, Planning Commission, and City Council. The City has approved many new retail and commercial projects and additional residential units downtown and at other locations. Most of these projects follow a mixed-use, new-urbanism style of development that includes 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. Some of these new facilities have been limited to adults 55 years of age 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.

Table 9-2 shows a comparison of employment characteristics of Newark with New Castle County, Delaware, and the United States. A higher percentage of Newark residents work in management and education professions.

**Table 9-2: City of Newark Employment Characteristics**

| **Occupation*** | **United States** | **Delaware** | **New Castle County** | **Newark** |
|---|---|---|---|---|
| Management, business, science, and arts occupations | 36.2% | 37.8% | 41.8% | **48.5%** |
| Service occupations | 18.1% | 18.4% | 17.0% | **18.8%** |
| Sales and office occupations | 24.6% | 24.5% | 24.8% | **25.7%** |
| Natural resources, construction, and maintenance occupations | 9.1% | 8.6% | 7.1% | **3.1%** |
| Production, transportation, and material moving occupations | 12.0% | 10.7% | 9.2% | **3.9%** |
| **Industry*** | **United States** | **Delaware** | **New Castle County** | **Newark** |
| Education, health care, social services | 23.2% | 24.3% | 25.0% | **36.5%** |
| Arts, entertainment, recreation, and accommodation and food services | 9.3% | 8.9% | 8.4% | **13.7%** |
| Retail trade | 11.6% | 11.9% | 10.5% | **10.6%** |
| Professional, scientific, management, and administrative and waste management services | 10.8% | 9.9% | 11.2% | **8.3%** |
| Finance and insurance; real estate and rental and leasing | 6.7% | 9.9% | 12.6% | **8.7%** |
| Manufacturing | 10.8% | 9.6% | 9.4% | **5.8%** |
| Transportation and warehousing; utilities | 4.9% | 4.7% | 4.8% | **1.9%** |
| Public administration | 5.0% | 5.7% | 4.4% | **3.4%** |
| Other services, except public administration | 5.0% | 4.5% | 4.1% | **3.2%** |
| Construction | 6.2% | 6.2% | 5.1% | **2.3%** |
| Information | 2.2% | 1.6% | 1.8% | **1.7%** |
| Wholesale trade | 2.8% | 2.0% | 2.1% | **1.4%** |
| Agriculture, forestry, fishing, hunting, mining | 1.9% | 1.1% | 0.5% | **0.4%** |

*Civilian-employed population 16 years and over

Source: 2009-2013 American Community Survey 5-Year Estimates

While Newark's industrial sector remains relatively healthy, the Planning and Development Department collaborates with area industrial-park operators, including the Delaware Technology Park, 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 (for properties zoned MI, ML, MOR, and STC).

***Downtown Development***

The City and the development community have successfully revitalized Newark's traditional Main Street and downtown 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-oriented, rather than auto-oriented, businesses to limit the traffic impact on Main Street and the demand for off-street parking without impacting the businesses customer base. 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.

Key developments in downtown include the following:

- The Deer Park Restaurant, one of the City's most acclaimed historic landmarks, was fully restored and reopened under new management in 2001. This U.S. Department of Interior National Registered Property dates from 1851 and has been operated continuously at this location since that time. 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.
- University Courtyard was also opened in 2001, which was the culmination of redevelopment of a 22-acre abandoned brownfield site into an attractive garden-apartment complex a short walk from downtown.
- The Washington House, approved in 2005, brought 54 upscale condominium apartments, commercial space, and a two-story parking facility to the site of the former Stone Balloon tavern. The project was an achievement of the goal to bring more owner-occupied housing to downtown.
- The Barnes & Noble/UD Bookstore was approved in 2010, the project for which included the refurbishing of the historic Christina School District Building originally built in 1884. The building added more than 60,000 square feet of office and retail space to downtown.
- The Newark Shopping Center redevelopment project was approved in 2013 and refurbished an old suburban-style shopping center. The project was completed in May 2015 and included façade improvements to the most of the existing buildings, improved amenities for bicyclists and pedestrians, and the addition of a 220-unit apartment building.

**Downtown Newark Economic Enhancement Strategy *(1998)***

Beginning in the mid-1980s, Newark experienced a downtown development boom. In 1998 the City adopted the *Downtown Newark Economic Enhancement Strategy*, developed by the consulting firm HyettPalma, Inc. This strategy provided a detailed market analysis and market opportunities for Downtown Newark, analyzed Downtown's economic growth potential for retail, office, and housing space, and recommended specific strategies to meet the goals outlined in the strategy. One of the key recommendations, adopted by City Council in 1998, was to establish a tripartite Downtown Newark Partnership (DNP) to bring together the business community, the City, and the University for the mutual goal of enhancing Newark's Main Street. The formation of the DNP has underscored an important aspect of the City's quality of life—Main Street is Newark's commercial heart and soul and embodies what makes Newark unique.

The *Downtown Newark Economic Enhancement Strategy*, therefore, became the City's principal central business district economic development–planning document that underscored 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," with total of six specific development districts. These districts are briefly described below and shown in Map 9-1 and Map 9-2, which was revised and from the *Downtown Newark Economic Enhancement Strategy*.

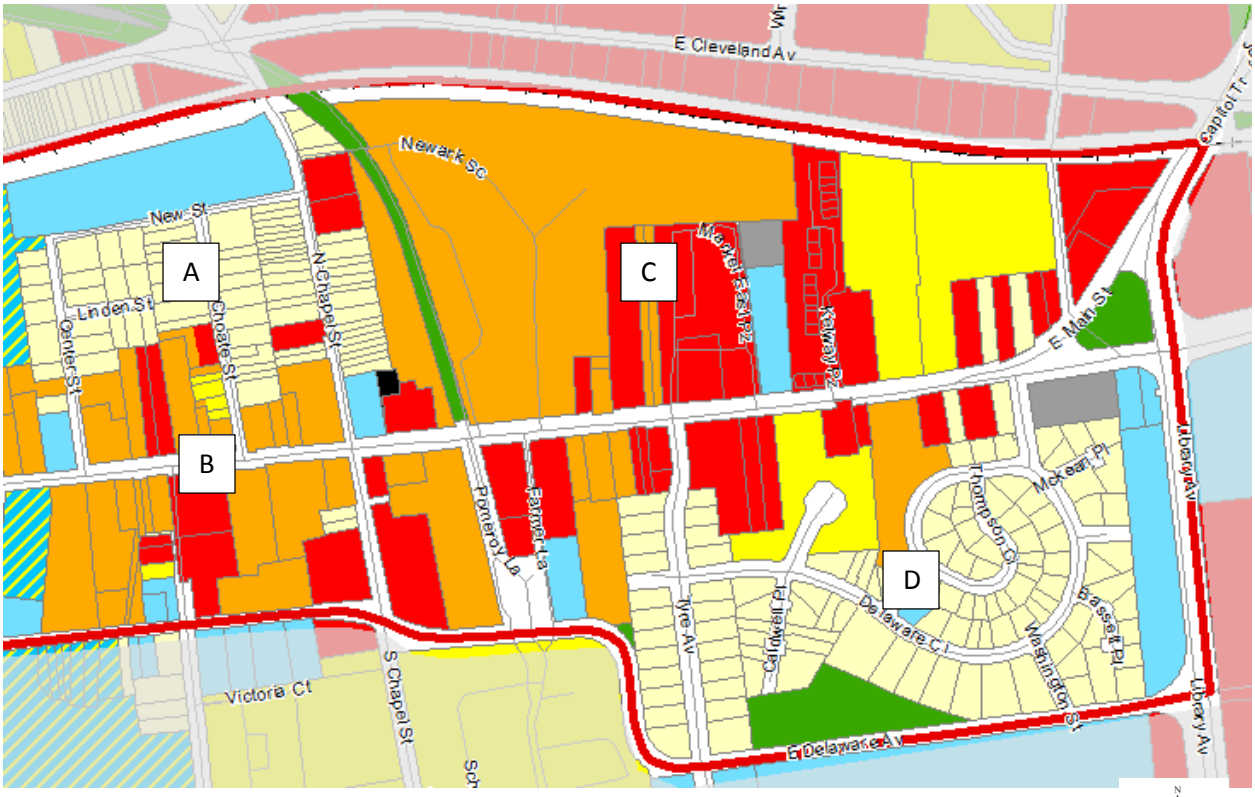
*Areas "A" and "D": Housing Rehab Districts (Map 9-1)*

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.

*Area "B": Downtown Core District (Map 9-1 and Map 9-2)*

This is the center of Newark's central business district, which is intended as an area to be redeveloped with first-floor specialty and traditional retail shops with a balanced concentration of food and entertainment. Off-street parking is also permitted on the ground floor. Apartments and offices are proposed for upper floors. 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.

**Map 9-1: Downtown Newark Redevelopment District (East)**




**Map 9-2: Downtown Newark Redevelopment District (West)**

*Area "C": Mixed-Use Redevelopment District (Map 9-1)*

This area encompasses the northeast corner of the Downtown Development Framework plus the now-replaced "Delchapel" brownfield site. This is a prime location for mixed-use redevelopment, integrating convenience retail, services, office and residential uses (both student and nonstudent housing as well as 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.

*Area "E": University (Map 9-2)*

This area includes mostly University of Delaware–owned lands with other properties, which 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 DNP.

*Area "F": Downtown Extended, South Main Street to West Park Place (Map 9-2)*

While the original 1998 strategy suggested convenience retail, offices, and light services as appropriate for this area along Elkton Road, in a 2007 meeting City Council approved a recommendation from the DNP to extend DNP's downtown target area to coincide with the full size of the strategy's recommended Downtown Development Districts. In 2011, Council changed the name of the segment of Elkton Road from East Main Street to West Park Place to "South Main Street" and further extended the downtown boundary. As a result, District Six'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.

In addition to the Area "F" expansion described above, in 2007 the DNP Board 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. Together, they intended to update the board's downtown vision elements and market-based strategies selected to achieve that vision. The resulting vision elements, based on a key stakeholder survey, a visioning session conducted by the Main Street Program and Retail Market Answers, and Planning Commission review and comment, and the market-based strategies are as follows.

A copy of the *Downtown Newark Economic Enhancement Strategy* is available in the Planning and Development Department.

***Downtown Newark Partnership***

The DNP, established in 1998, is a public/private partnership bringing together the City of Newark, businesses, residents, and the University of Delaware to promote the economic enhancement of downtown Newark. It is governed by an 18-member policy board from a variety of positions in the community. The board works to chart the course for downtown enrichment and provide a directional framework for each of the following working committees:

**Design:** Focuses on maintaining and enhancing the visual appeal of downtown, with emphasis on pedestrian-scale qualities

**Economic Enhancement:** Focuses on recruiting new businesses for downtown, as well as retaining current downtown businesses

**Events:** Focuses on organizing events and festivals for downtown to create economic opportunities for existing businesses

**Merchants:** Focuses on opening and maintaining lines of communication among downtown merchants and the rest of the DNP, the City, University, and citizenry

**Parking:** Focuses on improving off-street parking downtown for a more user-friendly and cost-effective service

As a result of the business community's confidence in Newark and the progressive approach to quality downtown growth, new commercial development now spans the entire length of Main Street with successful new projects on every block alongside traditional local businesses that have existed for generations.

***Downtown Design***

As part of its participation in the Delaware Main Street Program, the Newark Business Association's Design Committee—the predecessor to DNP'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, City Council amended the City's Subdivision and Development Regulations to include downtown design-review requirements based on the Design Committee's façade-improvement guidelines. The guidelines soon became an important tool in the City's package of regulations that helped fuel the ongoing renaissance on Main Street. Thereafter, in 2007 and again in 2012, DNP's Design Committee updated and reissued the guidelines to ensure that the City's commercial façade–enhancement program and requirements continued to meet the latest standards.

The Downtown Design Committee's *Design Guidelines for Downtown Newark*, as updated in 2012, are intended to sustain and strengthen downtown Newark's small-town uniqueness by encouraging flexibility and creativity in design while, at the same time, enhancing the architectural character and overall visual appearance of downtown Newark. In addition, 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.

Other initiatives as part of Newark's overall aesthetic improvement and upgrade program included the initiation in 2000 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 an anti-graffiti program, which has been successful in helping to limit unsightly graffiti downtown and at other locations throughout the community.

**Economic Development Strategy and Action Plan *(2011)***

In 2010, the City of Newark hired the Wadley-Donovan Group to complete an economic development–opportunities analysis and a strengths, weakness, opportunities, and threats (SWOT) assessment of the City. The resulting *Economic Development Strategy and Action Plan* provided information leading to the understanding of Newark's marketable strengths, cost-effective recommendations for improvements, development opportunities, and obstacles to development. Some of the findings are listed below.

*Assets*

- Excellent central location between major metropolitan areas, with access to train service and international airports
- In the greater Newark area, a large, high-quality, diverse, educated, and young labor market with a middle- to upper-income household profile
- Employment clusters in business and financial services, biomedical/biotechnical (life sciences) fields, computer and electronic production manufacturing, and information technology and telecommunications
- Opportunities with the BRAC initiative and the expansion of the Aberdeen Proving Ground
- An attractive and vibrant downtown
- Ten area colleges and universities, with the University of Delaware being the largest. Its professors are free to consult and partner with area companies. The University's Office of Economic Innovation and Partnerships seeks to establish the University as a renowned center for innovation, invention, entrepreneurship, partnering, and economic development.
- The 270-acre site of the former Chrysler plant to be transformed into the STAR Campus, devoted to three business clusters—health and life sciences, energy and environmental technology, and operations related to Aberdeen Proving Ground
- A full network of utility and telecommunications services and more-than-adequate water, sewer, telecom, natural gas, and electric capacity to meet future opportunities

*Challenges*

- New Castle County's employment base has been concentrating into fewer sectors and, while employment has been stable for the past five years and county employers are increasing, it is hiring fewer employees.

- The Christina School District shows unfavorable statistics. Interviewed employers report that many of their managers and professional employees prefer to live in southern Chester County, Pennsylvania, and other locations within New Castle County, such as Bear and Middletown, for access to what they think are better public schools.
- A shortage of office, R&D, industrial, and flex space to meet the needs of new and expanding companies
- No centralized inventory of available business real estate other than downtown
- Downtown parking shortage and traffic congestion that adversely affect current downtown business and affect Downtown's ability to attract new business activity
- Traffic congestion caused by having only three east/west routes through Newark
- High industrial/commercial electric power rates, coupled with service quality issues
- Limited passenger rail service into Newark (improvements are planned)

Through an intensive stakeholder process, the *Economic Development Strategy and Action Plan* proposed the following Economic Development Vision Statement:

> *In 2020, Newark, Delaware, will be internationally recognized as a regional hub of science, technology, and higher education. Its research, science, and technology sector will be the core of a diversified economy providing well-paying jobs for workers from a multistate area. Downtown Newark and its shopping and entertainment opportunities will be a destination for both regional residents and global visitors as well as a sought-after business location. Newark's economic sector will be a key component of its highly desirable quality of life.*

The *Economic Development Strategy and Action Plan* recommended 11 "Economic Strategy Initiatives":

1. Establish a Greater Newark Development Corporation as a public/private partnership to promote economic development in the region.
2. Create and manage an economic-development website for the greater Newark area.
3. Create an inventory of available real estate for business and industrial uses.
4. Reposition the City's Department of Planning and Development to emphasize its economic development mission.
5. Use a marketing program to create a "Newark brand" as a regional technology and innovation hub.
6. Conduct and encourage efforts to improve the Christina School District, including a focus on science, technology, engineering, and mathematics.
7. Prepare an analysis of the cost of doing business in Newark compared to other competing locations.

8. Identify and correct issues with the City's regulations and procedures for permits and approval reviews.
9. Identify land in the City of Newark with development and redevelopment potential for industrial, office, and R&D operations.
10. Develop, fund, and implement aggressive and effective business-attraction, business-retention/expansion, and business-startup programs for targeted industries.
11. Create a strategy for housing business prospects visiting the City.

The complete report on the City of Newark's *Economic Development Strategy and Action Plan* is available online:

*www.cityofnewarkde.us/DocumentCenter/Home/View/1850*

***Plan Goals and Action Items: Economic Development***

Promote a sustainable economic future for the City by encouraging a diversified local economy, creating a quality place for people to live and work, and attracting a highly qualified workforce.

**Strategic Issues:**

- Business diversification.
- Physical and economic vitality.
- Leveraging the asset of the University of Delaware.

***Community Vision:* Sustainable and Inclusive**

| | |
|---|---|
| **Goal 1** | **Attract and retain a diverse range of large and small high-quality business and industrial firms.** Attracting and retaining a diverse employment base advances the City's vision as a "Sustainable Community," one that is better able to adjust to a changing economy. |

*Action Item 1*

**Continue to dedicate staff time and support for advancing and implementing the Economic Strategy Initiatives of the *Economic Development Strategy and Action Plan* (2011).** The City should work with partnering agencies in implementing the 11 initiatives outlined earlier in this chapter with the intent of making Newark a regional hub of science, technology, and higher education.

*Partnering agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
New Castle County Chamber of Commerce

*Action Item 2*

**Create a consolidated reference guide to help potential businesses navigate the City processes and regulations to opening a business in Newark.** This publication would consolidate several existing publications and be available on the City's website.

***Community Vision:* Healthy/Active, Sustainable and Inclusive**

| | |
|---|---|
| **Goal 2** | **Continue to enhance Downtown Newark's physical and economic vitality.** Downtown Newark is the City's cultural and economic heart. Enhance by continuing to develop and redevelop the downtown physical environment and attracting and retaining a diverse range of shopping, entertainment, restaurant, and housing opportunities. Expand the revitalization of mixed-use structures to include the refurbishment, renovation, and redevelopment of residential neighborhoods adjacent to the central business district. |

*Action Item 3*

**Explore and evaluate proposals to enhance the physical environment downtown, such as desirable locations for "green space," a public park downtown, or the burying of utility lines.**

*Action Item 4*

**Identify residential neighborhoods surrounding the central business district to constitute a Downtown Development District (DDD), and apply to the Delaware State Housing Authority for "District Designation."** The City seeks to incentivize and create affordable home-ownership opportunities in residential areas surrounding Newark's downtown through the creation of a DDD. Other local incentives to leverage funds could include the POOH program, Home Improvement Program, Senior Home Repair Program, Homebuyers' Incentive Program, Newark Energy Watch, and other home-ownership programs. In addition, the City would partner with developers to leverage the New Center Village Overlay zoning district to construct affordable, high-quality, owner-occupied housing as well as affordable rentals for low- to moderate-income households.

*Participating agencies*:
City of Newark Planning and Development Department
Downtown Newark Partnership
Delaware State Housing Authority

***Community Vision:*** **Sustainable**

| | |
|---|---|
| **Goal 3** | **Ensure that zoning requirements encourage the uses desired and do not create impediments to desired business growth.** In order to maintain a "Sustainable Community" economy, it is important to make adjustments in a constantly changing and competitive economy. Newark will ensure that the City's zoning and regulations are meeting the best practices in planning and land use. |

*Action Item 5*

**Update the City of Newark's Sign Ordinance for downtown businesses to improve the quality and types of signage.**

# Chapter 10
# LAND DEVELOPMENT
**(01/05/16)**

This chapter connects the City's vision and goals from preceding chapters to its principles and goals for land development. It begins by outlining the City's core land-development principles, which are aligned to advance the City's vision as a "Healthy, Sustainable, and Inclusive Community." Next, the chapter divides the City into six planning sections to examine existing and future land uses, evaluate conditions affecting development, and designate "Focus Areas" for strategic planning efforts for land within the City limits.

While the chapter outlines the factors affecting growth and development, it does not mean that these factors control it. Rather, a good comprehensive development 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 factors of change nor the plans for change necessarily come first: Good plans should reflect real-world conditions and past and anticipated trends. At the same time, a plan 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.

## ***Land-Development Core Principles***

The City of Newark land-development principles are listed below.

- Appropriate infill and redevelopment are the most efficient and sustainable uses of land to preserve and protect natural and cultural resources as well as limit the need for new infrastructure.
- Complement the existing transportation network through street connectivity, transit accessibility, and pedestrian and bicycle amenities.
- Encourage a mix of housing choices, both in styles and affordability levels, for new residential developments that is inclusive of people of different ages and income levels.
- Encourage that new developments meet high standards for site and architectural design in order to provide opportunities for active lifestyles, environmental sustainability, and establish unique Newark "places."
- Provide appropriate areas for business and industrial development to encourage sustainable economic growth.

***Existing Land-Use Pattern***

Most of the City of Newark is used residentially, with associated uses such as green spaces, churches, and schools interspersed. A large swath through the center of town is occupied by the University of Delaware, including its academic buildings, operations, residence halls, performance spaces, and athletic facilities. Industrial sites are concentrated primarily along Elkton Road, Christiana Parkway, and I-95. The commercial heart of Newark is the downtown district along South Main Street, East Main Street, and Delaware Avenue. Two large shopping centers anchor the City's east and west sides, with smaller shopping centers serving local neighborhoods. The stretch of Cleveland Avenue between Chapel Street and Kirkwood Highway, with the notable exception of McKees Solar Park and the Alder Creek development, is almost entirely dedicated to car dealerships.

***Using This Land-Use Guide***

In preparing the Land Development portion of the plan, a detailed *Land Use Survey* of every parcel in the City was developed. The existing land use represents a snapshot of the City's current development pattern. The Planning Commission and City staff reviewed the City as a whole, examining the existing land patterns and their relationship to current zoning, then developed a Land Development Plan to identify future uses. This *Comprehensive Development Plan V* makes use of several generalized land-use categories (defined in Table 10-1). The land-use definitions are intended to be 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.

**Table 10-1: Land Use Designations**

| Land Use | Description |
|---|---|
| **Residential** | Areas developed with any type of dwelling unit. For the purposes of this plan, residential has been divided into "Low Density" and "High Density." Professional, administrative and medical offices, churches, schools, nursing homes, funeral parlors, community centers, day care centers, police and fire stations, and office research facilities 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. |
| • **Low-Density** | Residential dwelling units that include single-family detached and semidetached row or town homes with densities of 10 or fewer dwelling units per acre. |
| • **High-Density** | Multifamily residential dwelling units with densities between 11 and up to 36 units per acre. Housing types include garden apartments, townhouse apartments, and condominiums but do not include dormitories, or mixed urban developments. |
| **Mixed Urban** | A parcel with use of commercial and residential uses. Parking is also permitted on the ground floor. |

| Land Use | Description |
|---|---|
| **Parks/Open Space** | A parcel used as public and/or private open space preserved from development, including parks with passive recreation facilities (trails, benches, picnic tables, etc.) and stream valley and stormwater-management facilities. |
| **Active Recreation** | Public parkland or private outdoor facilities that contain facilities for active recreation, such as golf courses, tennis courts, swimming pools, baseball fields, basketball courts, and skateboard parks. |
| **Commercial** | A parcel with retail, restaurant, office, services, gas stations, and similar uses, excluding utilities and government facilities such as post offices and libraries and large manufacturing uses. |
| **Industrial** | A parcel used for any manufacturing, processing, or similar use. |
| **STAR Campus** | A parcel used for the University of Delaware's *Science, Technology and Advanced Research Campus*. |
| **Institutional** | A parcel used for government facilities such as federal, state, and city offices, libraries, schools, and post offices. Also includes fire stations, churches, and community centers. |
| **University** | A parcel having institutional use but distinguished for use as part of the University of Delaware or public university campus, including classrooms, dormitories, laboratories, University offices, and University recreation and commercial facilities, but excluding off-campus University owned single-family homes having residential uses. |
| **Utilities** | A parcel used for facilities providing electric, water-pumping, or other utility public or private. |
| **Vacant** | A parcel that is privately owned, undeveloped, and not actively used for any land use. |

***Zoning***

Zoning is "an exercise of police power, which means the government's right to impose regulations to protect public health, safety, and welfare" (1). The City of Newark's *Zoning Code* is the legal device that establishes zoning regulations, divides the municipality into zones or districts, each with its own specific regulations, and is precedent in land use decisions.

The Zoning Code regulates the following:

- The types of land uses permitted
- The intensity or density of development
- The height, bulk, and placement of buildings or structures
- The amount of off-street parking required
- Other regulations deemed necessary to direct development

The City of Newark's Zoning Code consists of the following zoning districts (for a complete list of permitted uses and conditions, please refer to the Newark *Zoning Code*).

**Table 10-2: Zoning Districts**

| ZONING DISTRICT | DESCRIPTION |
|---|---|
| Residential Districts | |
| **RH** Single-family Residential | Single-family, detached residential dwelling with **one-half acre** minimum lot size; variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| **RT** Single-Family Residential | Single-family, detached residential dwelling with **15,000 sq. ft.** minimum lot size; variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| **RS** Single-Family Residential | Single-family, detached residential dwelling with **9,000 sq. ft.** minimum lot size; variety of institutional uses; parkland and open space; accessory uses. |
| **RD** Single-Family Residential | Single-family, detached residential dwelling with **6,250 sq. ft.** minimum lot size; variety of institutional uses; parkland and open space; accessory uses. |
| **RR** Town or Row Homes | All permitted uses under RH, RT, RS, and RD. Single-family dwellings such as **row or town houses, single-family dwellings detached and semidetached.** Under site plan approval, **garden apartments;** variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| **RM** Garden Apartments | All permitted uses under RH, RT, RS, RD, and RR. Garden apartments up to **16 units per acre;** variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| **RA** High-Rise Apartments | All permitted uses under RH, RT, RS, RD, RR, and RM. High-rise apartments, up to **36 units per acre;** variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| **AC** Adult Community | Adult community garden apartment dwelling. Variety of institutional uses; parkland, active recreation, and open space; accessory uses. |
| Business Districts | |
| **BB** Central Business District | Mix of commercial, residential, and institutional uses; residential uses allowed up to 50 units per acre under conditions. Apartments above nonresidential uses. |
| **BN** Neighborhood Shopping | Neighborhood shopping center, retail, laundromats, personal service establishments, trade schools, offices for professional uses, financial institutions, restaurants, utilities. |
| **BC** General Business | All permitted commercial uses under BN. Automobile sales and rental, warehousing, veterinary hospital, automobile repair and wash, drive-in restaurants. |
| **BL** Business Limited | Office for professional service, financial institutions, undertakers, barbershops and beauty parlors; variety of institutional uses; parkland and open space; accessory uses. |

| ZONING DISTRICT | DESCRIPTION |
|---|---|
| Business Districts | |
| **BLR** Business Limited-Residential | All permitted uses under BL. Apartments are permitted with any nonresidential use permitted in district. |
| Industrial Districts | |
| **ML** Limited Manufacturing | Process involving cleaning, distribution, manufacture, production, warehousing, or testing. |
| **MI** General Industrial | All permitted uses under ML. Subsidiary retail sales, oil storage, railroads/freight yard, public transit facilities, accessory uses. |
| **MOR** Manufacturing Office Research | All permitted uses under MI. Offices for professional services, utilities, retail and specialty retail, commercial indoor recreation, accessory uses. |
| University District | |
| **UN** University or College | State college or university, accessory uses customarily incidental to a college or university. |
| **STC** Science and Technology Campus | Process involving cleaning, distribution, manufacture, production, warehousing, testing, laboratories, hospitals and medical clinics, offices for professional services, technology-dependent or computer-based facilities, day care centers, restaurants, recreation facilities, hotels/motels with conference facilities, public transportation facilities, accessory uses and accessory buildings, residential uses, retail, restaurants, commercial indoor recreation and indoor theaters. |
| Parkland/Open Space | |
| **PL** Parkland | Park, conservation area, bikeway, trail, athletic field, recreation building, accessory uses, open space. |
| **SFHA** Special Flood Hazard Area | The land in the floodplain subject flood hazards and shown on a Flood Insurance Rate Map, having a one percent chance of being equaled or exceeded in any given year the base flood elevation, also is referred to as the 100-year flood (or the 1%-annual-chance flood). |

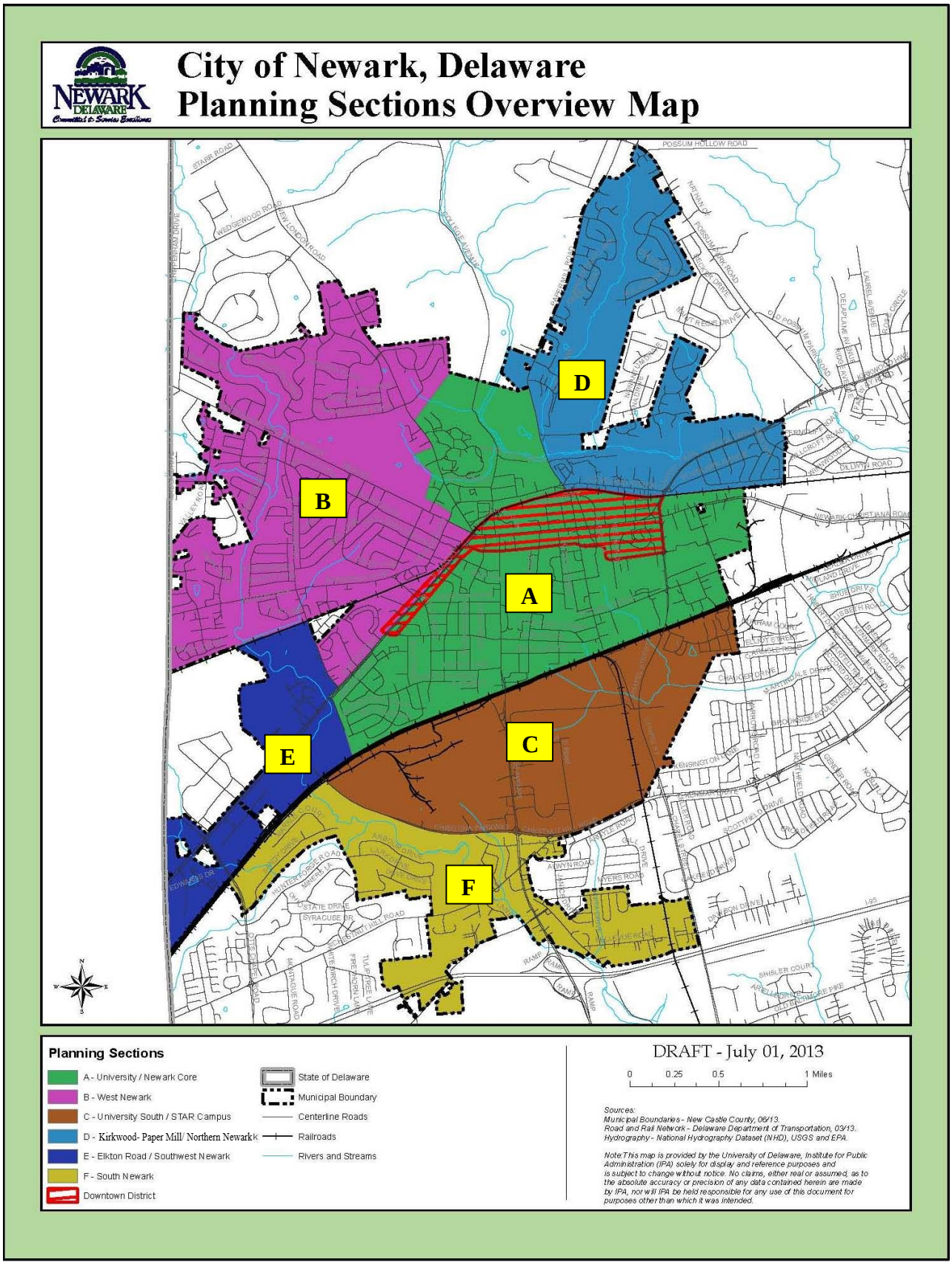
***Land Use and Zoning Link***

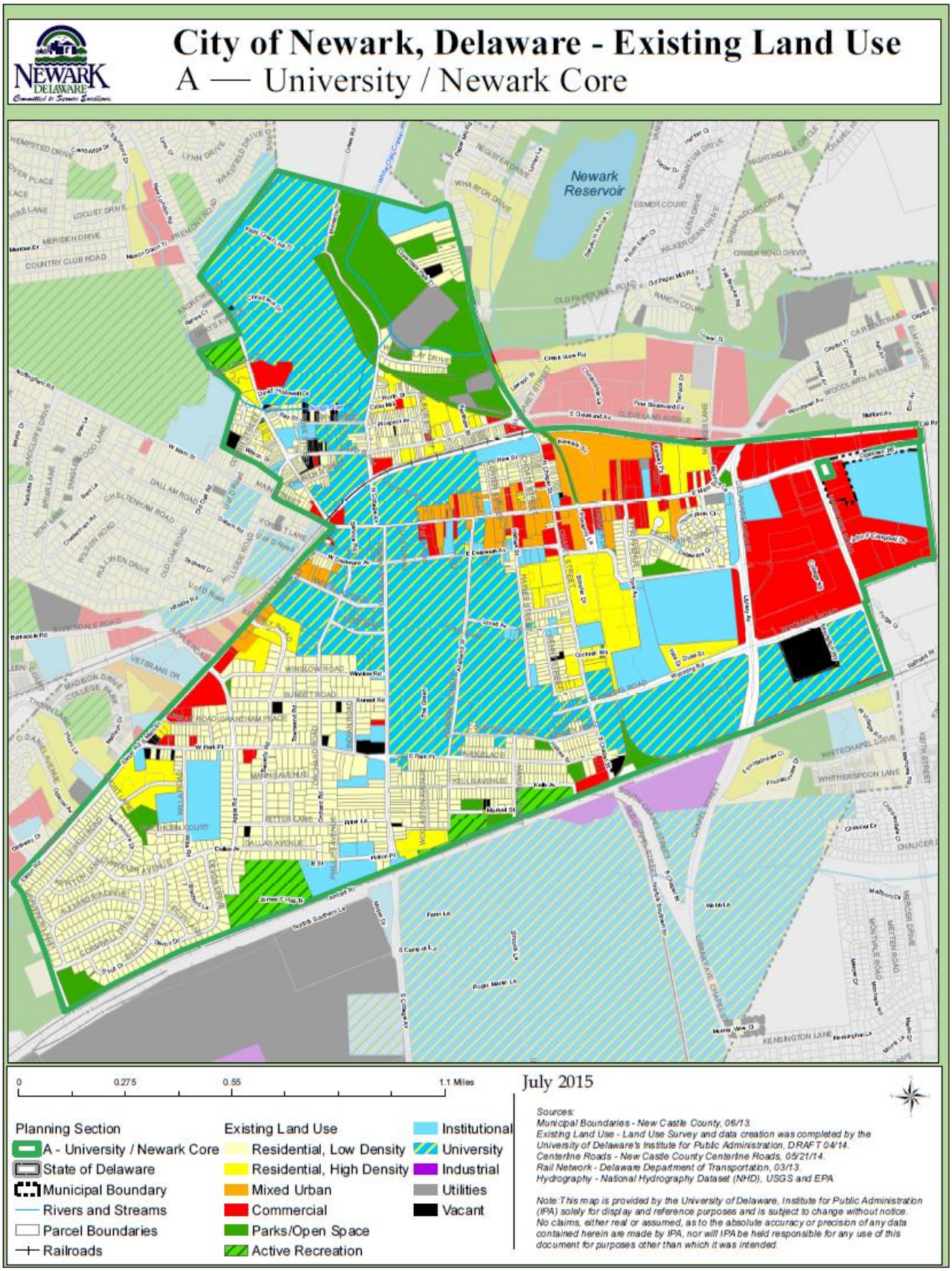
The link between future land use and zoning is important, because Title 22, Section 702(c) of the Delaware Code requires that the City "within 18 months of the adoption of a comprehensive development plan or revision thereof, amend its official zoning map to rezone all lands within the municipality in accordance with the uses of land provided for in the comprehensive development plan."

Table 10-3 shows the link between the land use in Table 10-1 and the zoning summaries in Table 10-2 and provides guidance as to the zoning districts that would be considered appropriate with each land-use designation.

**Table 10-3: Land Use and Compatible Zoning Districts**

| LAND USE | COMPATIBLE ZONING |
|---|---|
| Residential | |
| • Low-Density | RH, RT, RS, RD, RR, RM, AC, STC |
| • High-Density | RM, RA, RR, AC, STC |
| Mixed Urban | BB, BLR, STC |
| Parks/Open Space | PL, SFHA, RH, RT, RS, RD, RM, AC, RA |
| • Active Recreation | PL, RH, RT, RS, RD, RM, AC, RA, RR, STC |
| Commercial | BC, BB, BL, BN, STC, BLR |
| Industrial | MOR, MI, ML, STC |
| STAR Campus | STC |
| Institutional | RH, RT, RS, RD, RR, RM, RA, BC, BB, BL, BN, AC, STC, BLR, STC |
| • University | UN, STC |
| Utilities | All zoning classifications |
| Vacant | All zoning classifications |


City of Newark, Delaware
Planning Sections Overview Map
A
B
C
D
E
F
Planning Sections
A - University / Newark Core
B - West Newark
C - University South / STAR Campus
D - Kirkwood- Paper Mill/ Northern Newark
E - Elkton Road / Southwest Newark
F - South Newark
Downtown District
State of Delaware
Municipal Boundary
Centerline Roads
Railroads
Rivers and Streams
DRAFT - July 01, 2013
0 0.25 0.5 1 Miles
Sources:
Municipal Boundaries - New Castle County, 06/13.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
Note:This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.


City of Newark, Delaware - Existing Land Use
A — University / Newark Core
Newark Reservoir
0
0.275
0.55
1.1 Miles
July 2015
Planning Section
A - University / Newark Core
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Active Recreation
Institutional
University
Industrial
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 06/13.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "A"
# EXISTING LAND USE
# UNIVERSITY/NEWARK CORE

## LOCATION DESCRIPTION

University of Delaware's Laird Campus to the north, West Cleveland Avenue and New London Road community, South Main Street (formerly Elkton Road) on the west; CSX Railroad right-of-way to the south, and Marrows Road

## EXISTING LAND USE(S)

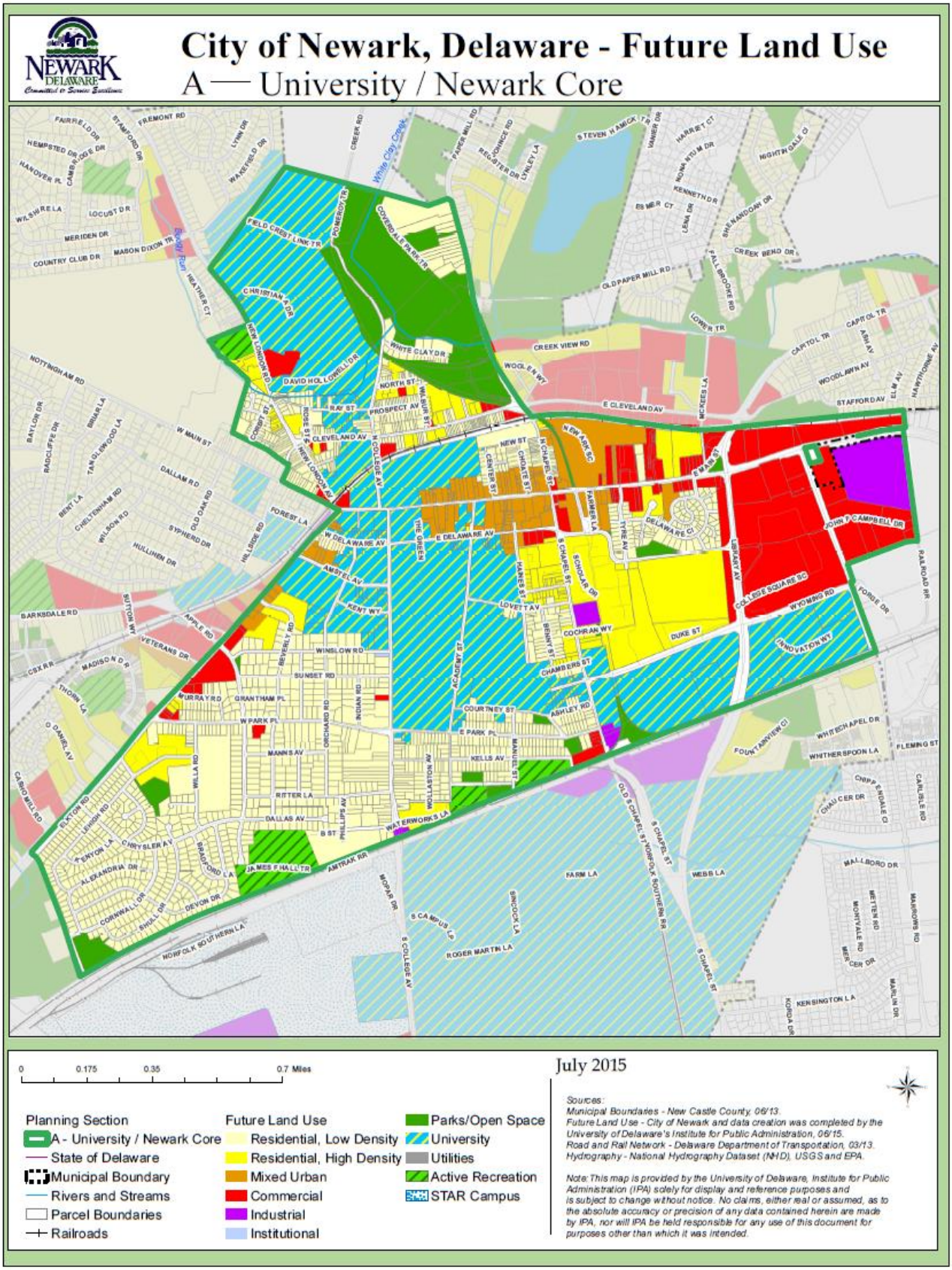
Residential, University Campus; Central Business District; Shopping Centers; Active and Passive Recreation; High School; Religious Institutions; Newark Free Library

## PREVIOUS PLAN (2008)

- Residential, Low-Density
- Residential, High-Density
- Offices
- Commercial (pedestrian and auto-oriented)
- Parkland
- Stream Valley
- Manufacturing/Office Research

## CONDITIONS AFFECTING DEVELOPMENT

- Central Business District
- Older infrastructure
- Traffic: Heavy traffic volumes on West Cleveland Avenue and Hillside/New London Road intersection, West and East Main Streets, and Delaware Avenue
- Long-term off-campus housing impact and University impact
- Targeted area for CDBG funding for Home Improvement Program
- Stream Valley
- Sewer conveyance capacity and water pressure
- A TID proposed for areas including Downtown Newark, West Cleveland Avenue, and New London Road (see page 75)
- Locations ideal for senior housing and "Levels of Care" residential
- Transit-oriented development in the Central Business District


City of Newark, Delaware - Future Land Use
A — University / Newark Core
July 2015
0 0.175 0.35 0.7 Miles
Planning Section
A - University / Newark Core
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Future Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
STAR Campus
Sources:
Municipal Boundaries - New Castle County, 06/13.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "A"
# FUTURE LAND USE
# UNIVERSITY/NEWARK CORE

**RECOMMENDED USE(S)**
Residential, Low and High-Density
Mixed Urban
Commercial
Active and Passive Recreation
Stream Valley

**RATIONALE**
Developing or Developed as indicated.

Mixed Urban recommended for Downtown along East Main Street, South Main west to West Park Place, and Delaware Avenue.

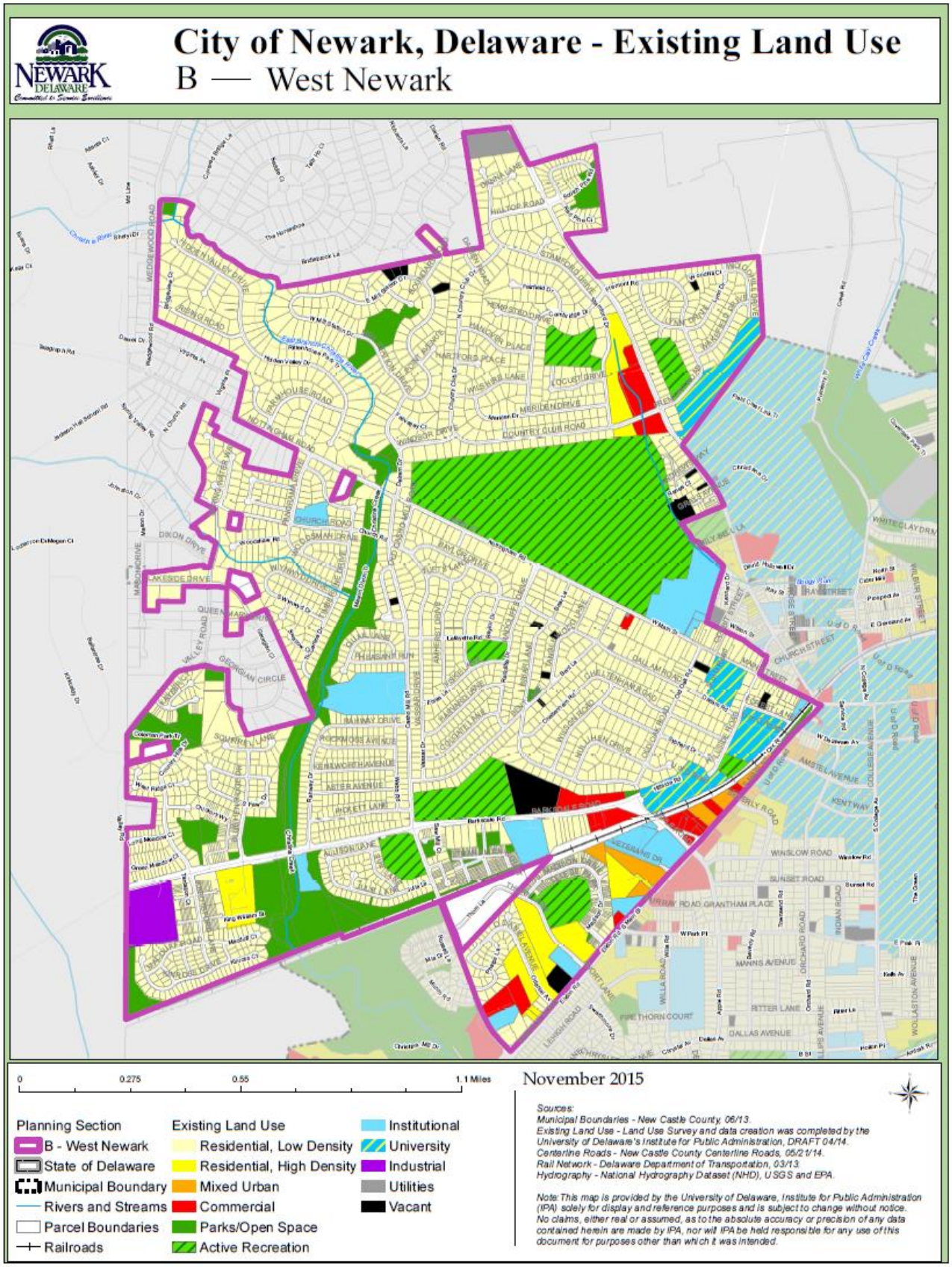
**FOCUS AREAS**

**College Square**
*Current use:* Auto-oriented, suburban shopping center; vacant parcel to the south is owned by the University of Delaware.
*Recommendations:* Extend Delaware Avenue to Marrows Road. Mixed use and transit-oriented, pedestrian- and bicycle-friendly.
*Rationale:* Consistent with redevelopment of Downtown and South Main Street.
*Zoning:* College Square is zoned BB and is appropriate for the recommended uses.

**UD Technology Park**
Vacant parcel is zoned UN and is appropriate for University-supported development.

**Vacant Parcels in residential, low density areas.**
*Current use:* Vacant parcels in a residential, low-density area.
*Recommendations:* Residential, low-density, or compatible institutional uses.
*Rationale:* Consistent with surrounding development.
*Zoning:* RS and RD are appropriate for the recommended uses.

**New London Road Community**
Historic African-American community. Redevelopment is heavily impacted by off-campus student housing. Significant traffic issues on New London Road and West Cleveland Avenue. Significant pedestrian traffic.
*Current use:* Older housing stock, some of which are not eligible for mortgages because they do not meet current building codes. Recent redevelopment of housing to for student rentals.
*Recommendations:* Residential, low- or high-density, compatible with density and architecture of the surrounding residential area, as well as compatible institutional uses. Traffic impact must also be evaluated for new developments.
*Rationale:* Consistent with surrounding development.
*Zoning:* Properties zoned RD or RM are appropriate for the recommended uses.


City of Newark, Delaware - Existing Land Use
B — West Newark
0
0.275
0.55
1.1 Miles
November 2015
Planning Section
B - West Newark
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Active Recreation
Institutional
University
Industrial
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 06/13.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "B"
# EXISTING LAND USE
# WEST NEWARK

## LOCATION DESCRIPTION

Includes the residential areas of Christianstead, West Branch, Fairfield, Evergreen, Fairfield Crest, Briar Creek, Abbotsford, College Park, and west and north of South Main Street, as well as the Newark Country Club

## EXISTING LAND USE(S)

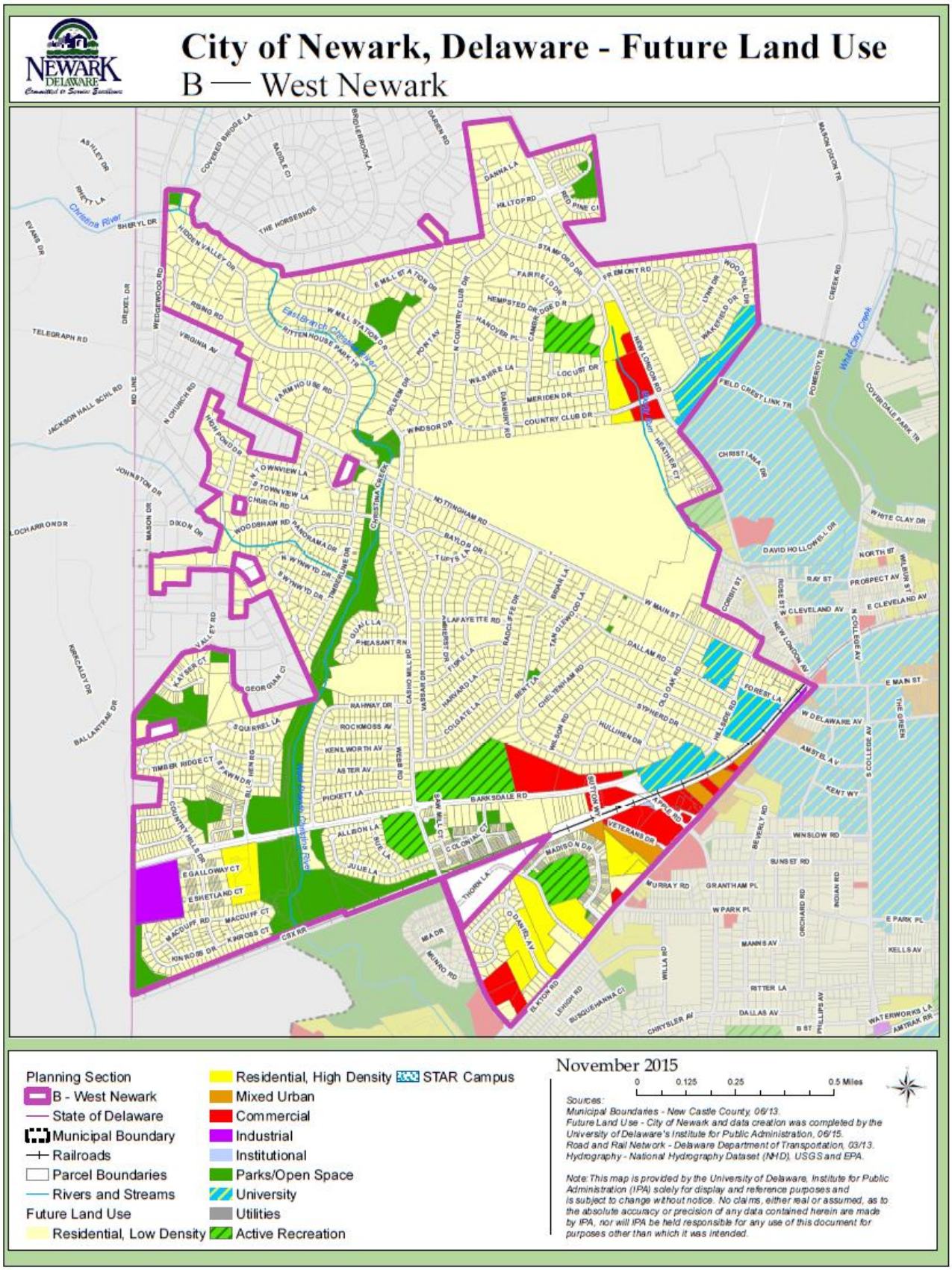
Residential, Low- and High-Density; Active and Passive Recreation; Commercial; Mixed Urban; Religious Institutions; Campus Housing; School, Industrial

## PREVIOUS PLAN (2008)

- Residential, Low-Density
- Residential, High-Density
- Offices
- Commercial (pedestrian and auto-oriented)
- Parkland
- Stream Valley
- Manufacturing/Office Research

## CONDITIONS AFFECTING DEVELOPMENT

- Expansion of Mixed Urban on South Main Street west to West Park Place
- Traffic: Increased volumes on Nottingham Road and Barksdale Road; traffic volumes of proposed development need to be closely monitored
- College Park, Cherry Hill Manor, Abbotsford, Williamsburg Village, and Barksdale Estates area targeted for CDBG funding for Home Improvement Program and Home Ownership programs
- Stream Valley
- Sewer conveyance capacity and water pressure
- A TID proposed for areas including Nottingham Road/West Main Street and New London Road (see page 75)
- Locations ideal for senior housing and "Levels of Care" residential
- Transit-oriented development along South Main Street
- Anticipated change-of-use proposal for the Newark Country Club site


City of Newark, Delaware - Future Land Use
B — West Newark
Planning Section
B - West Newark
State of Delaware
Municipal Boundary
Railroads
Parcel Boundaries
Rivers and Streams
Future Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
STAR Campus
November 2015
0 0.125 0.25 0.5 Miles
Sources:
Municipal Boundaries - New Castle County, 06/13.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "B"
# FUTURE LAND USE
# WEST NEWARK

| RECOMMENDED USE(S) | RATIONALE |
|---|---|
| Residential, Low-Density | Developing or Developed as indicated. |
| Mixed Urban | |
| Commercial | Mixed Urban recommended for Downtown along South Main Street west to West Park Place. |
| Active and Passive Recreation | |
| Stream Valley | |

## FOCUS AREAS

### Newark Country Club

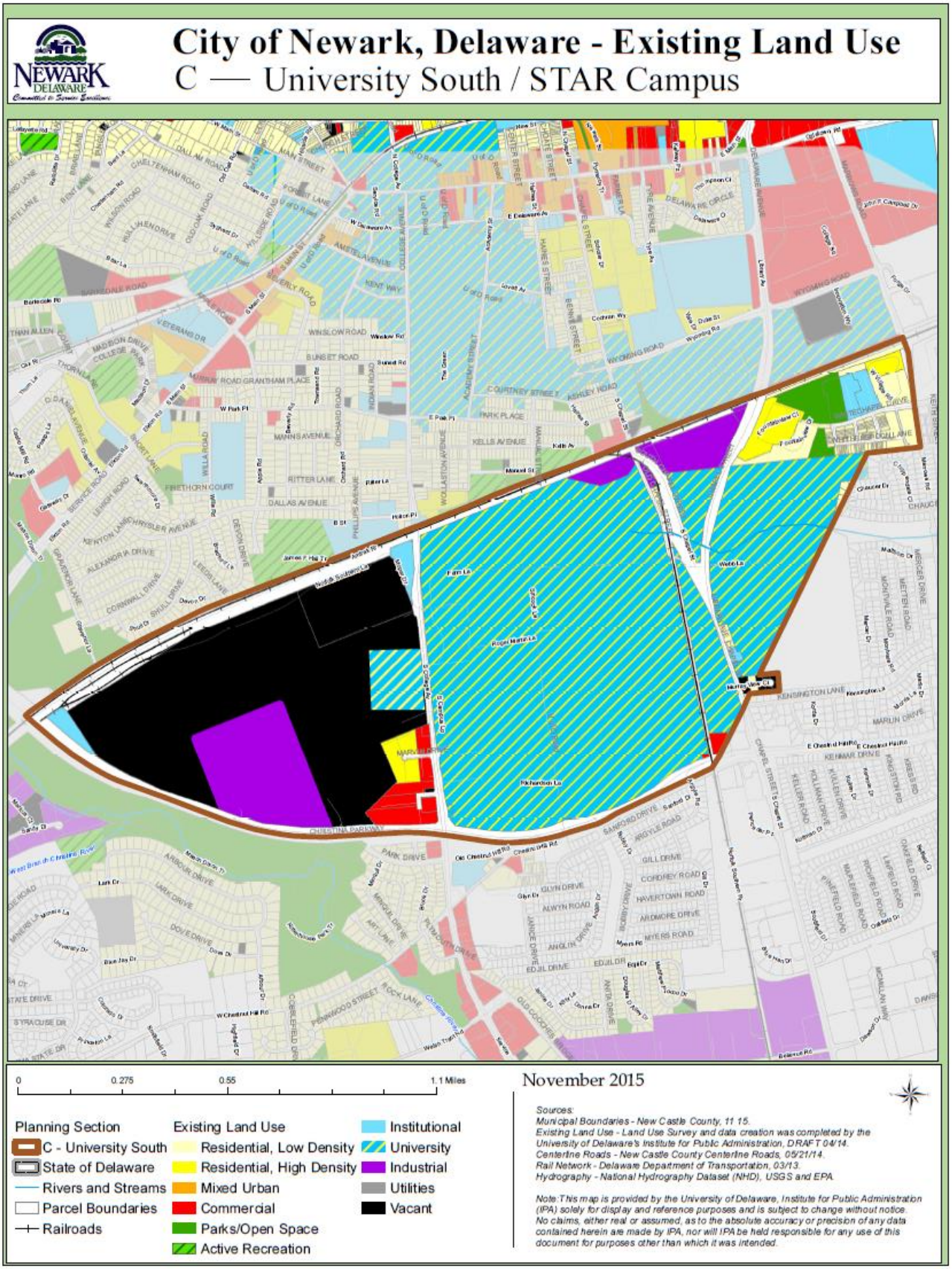
The Newark Country Club was founded at this location on March 1, 1921. In 2008, the Country Club site was approved for development of 270 single-family houses, consistent with its current zoning. The approved plan was not constructed and was sunsetted as of February 2013.
*Current use:* Golf course and country club.
*Recommendations:* Collaborate with community stakeholders to develop a *Master Plan* for the site that identifies options, community needs, access, general improvements, and needed infrastructure, as well as the impact of any developments to the surrounding areas.
*Rationale:* The site is of significant size and in a centralized location that would impact the City's traffic and environmental quality
*Zoning:* The site is currently zoned RS for residential, low-density, and compatible institutional uses.

### West Campus and English Language Institute (ELI) properties

The John Dickinson and Caesar Rodney Residence Hall Complexes closed at the end of the 2015 spring semester, and eliminated the entire West Campus. The nearby ELI facility located at 189 West Main Street may also be relocated.
***Current use***: University dormitories (Rodney and Dickerson) and English language learning center and offices.
***Recommendations****:* Collaborate with community stakeholders to develop a **Master Plan** for the site that identifies options, community needs, access, general improvements and needed infrastructure, as well as the impact of any developments to the surrounding areas.
***Rationale*:** The sites are of significant size and in a centralized location that would impact the City's traffic and quality of life of adjacent residential areas
***Zoning****:* The properties are currently zoned UN for state college or university, and accessory uses customarily incidental to a college or university.

**Vacant Residential Parcels in Planning Section B**
*Current use*: Vacant parcels are in residential, low-density areas.
*Recommendations:* Residential, low-density, or compatible institutional uses.
*Rationale*: Consistent with surrounding development.
*Zoning:* RH, RT, RS, RD, and RR are appropriate for the recommended uses.

**924 Barksdale Road**
The International Literacy Association purchased the parcel in 2000.
*Current use:* Vacant. Parcel is zoned BL.
*Recommendations:* Light commercial and office use.
*Rationale:* Consistent with surrounding development.
*Zoning:* BL is appropriate for the recommended uses.


City of Newark, Delaware - Existing Land Use
C — University South / STAR Campus
NEWARK DELAWARE
0
0.275
0.55
1.1 Miles
November 2015
Planning Section
C - University South
State of Delaware
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Active Recreation
Institutional
University
Industrial
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 11 15.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA
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# PLANNING SECTION "C"
# EXISTING LAND USE
# UNIVERSITY SOUTH/STAR CAMPUS

## LOCATION DESCRIPTION

South of the Amtrak/Conrail Railroad right-of-way; North of Christina Parkway/Chestnut Hill Road to City limits

## EXISTING LAND USE(S)

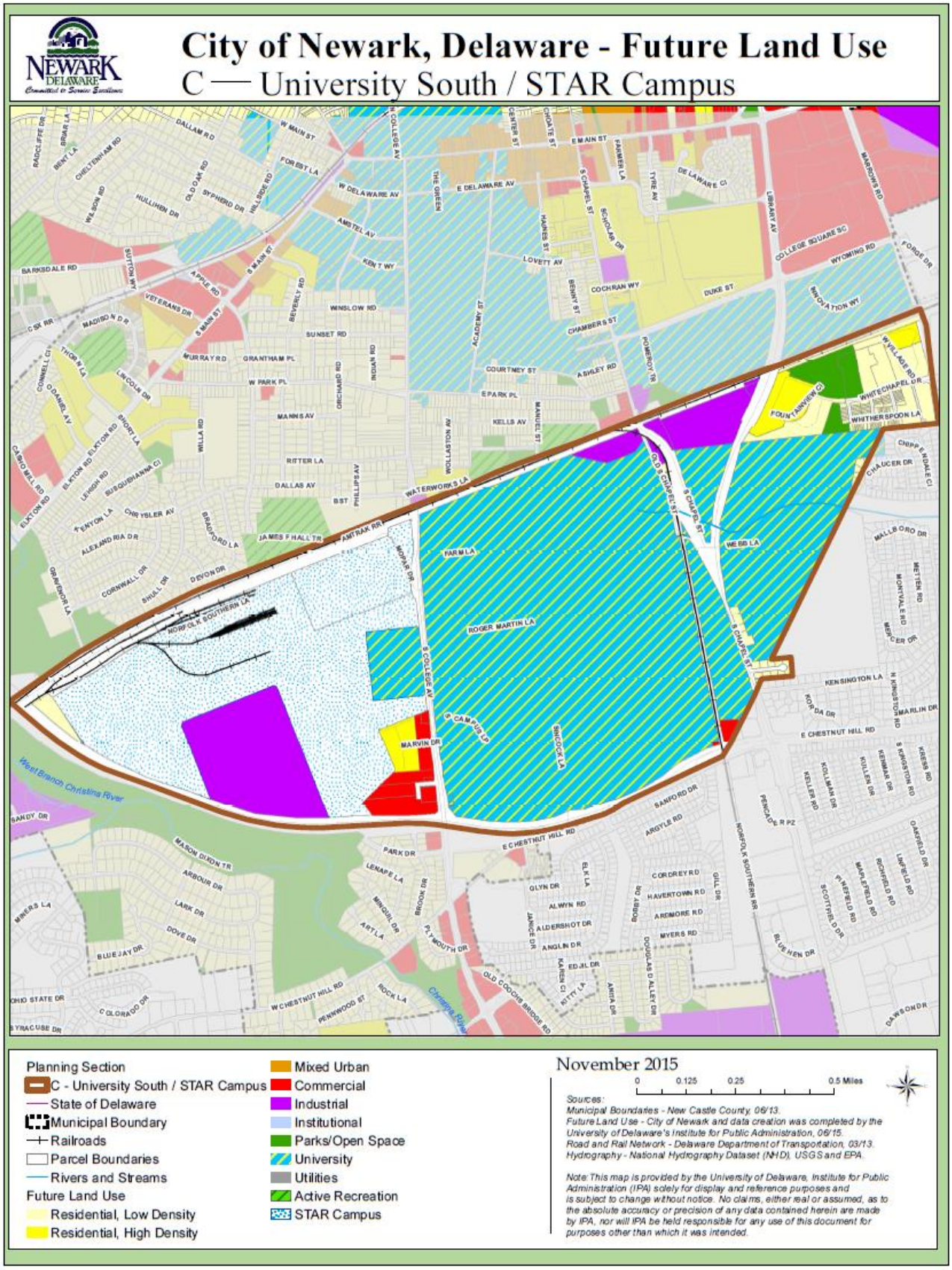
Science, Technology, and Advanced Research (STAR) Campus; University Sports Facilities, UD Farm and Agriculture School; Newark Senior Center; Adult Communities; Cement Plant; Hotels; Apartments; Commercial

## PREVIOUS PLAN (2008)

- Manufacturing Office/Research ("Chrysler Opportunity Site")
- Offices
- Light Commercial (auto-oriented)
- Parkland
- Stream Valley
- Manufacturing/Office Research
- Residential, Low- to High-Density

## CONDITIONS AFFECTING DEVELOPMENT

- Redevelopment of the Chrysler site into the University of Delaware's STAR Campus (see page 71)
- Transit-oriented development at STAR Campus, including the redevelopment of the Newark Train Station, estimated to be completed by 2017 (see page 72)
- Traffic: Automobile and truck volume on Christina Parkway
- Stream Valley
- Cost to provide City electric to South Campus could be high
- Limited sewer and water infrastructure
- Locations ideal for senior housing and "Levels of Care" residential
- Lack of amenities for pedestrian and bicycle connectivity


City of Newark, Delaware - Future Land Use
C — University South / STAR Campus
Planning Section
C - University South / STAR Campus
State of Delaware
Municipal Boundary
Railroads
Parcel Boundaries
Rivers and Streams
Future Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
STAR Campus
November 2015
0 0.125 0.25 0.5 Miles
Sources:
Municipal Boundaries - New Castle County, 06/13.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "C"
# FUTURE LAND USE
# UNIVERSITY SOUTH/STAR CAMPUS

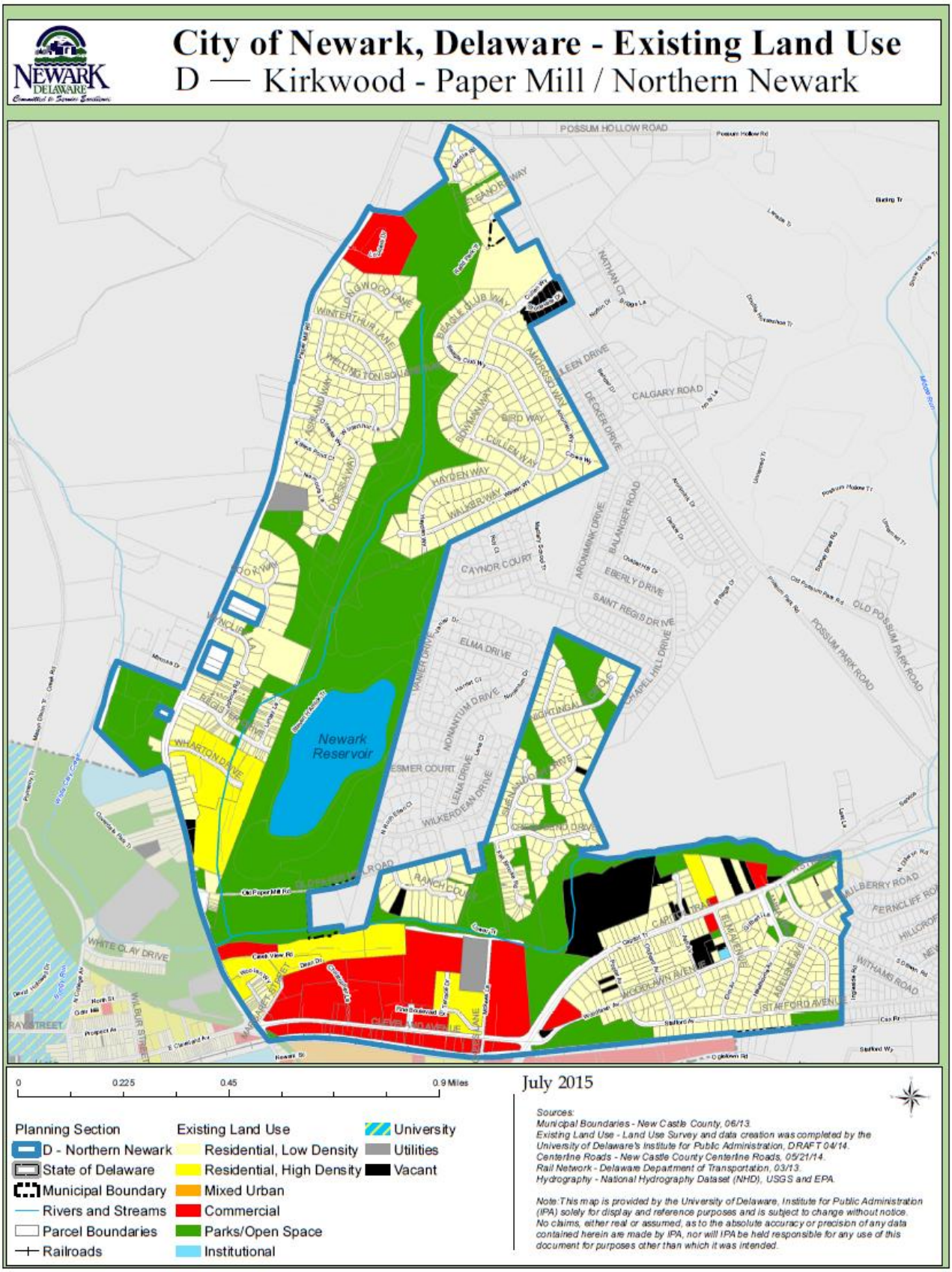
**RECOMMENDED USE(S)**
STAR Campus
Industrial
Mixed Urban
Commercial
Residential, Low- and High-Density

**RATIONALE**
Developing or Developed as indicated.

STAR Campus uses reflect the properties' size, central location, proximity of uses ranging from University, Industrial, Commercial, and Residential.

**FOCUS AREAS**

**STAR Campus**
The University of Delaware purchased the 272-acre site to redevelop the former Chrysler site into the STAR Campus. The University envisioned a science and technology campus with up to 5 million square feet of multi-use space, including labs, health-science, housing, retail, office, and transit spaces.
*Current use:* The STAR Campus's first major tenant, Bloom Energy Corporation, a manufacturer of solid oxide fuel cells, located its East Coast manufacturing, management, and research facilities on 50 acres of the site. Bloom Energy opened its facility in the spring of 2013 and is anticipated to employ 900 individuals when at full capacity. The University also located its College of Health Sciences at the site.
*Recommendations:* Continued redevelopment of the site with mixed uses to include "high-tech research and educational facilities" as well as light manufacturing and commercial development.
*Rationale:* The properties' size, central location, and proximity of uses include University, Industrial, Commercial, and Residential.
*Zoning:* STC zoning is appropriate for the recommended uses.


City of Newark, Delaware - Existing Land Use
D — Kirkwood - Paper Mill / Northern Newark
Newark Reservoir
POSSUM HOLLOW ROAD
CALGARY ROAD
POSSUM PARK ROAD
OLD POSSUM PARK ROAD
WHITE CLAY DRIVE
0
0.225
0.45
0.9 Miles
July 2015
Planning Section
D - Northern Newark
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Institutional
University
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 06/13.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "D"
# EXISTING LAND USE
# KIRKWOOD–PAPER MILL/NORTHERN NEWARK

## LOCATION DESCRIPTION

CSX Railroad right-of-way to Northern City Boundary between Windy Hills and Paper Mill Road

## EXISTING LAND USE(S)

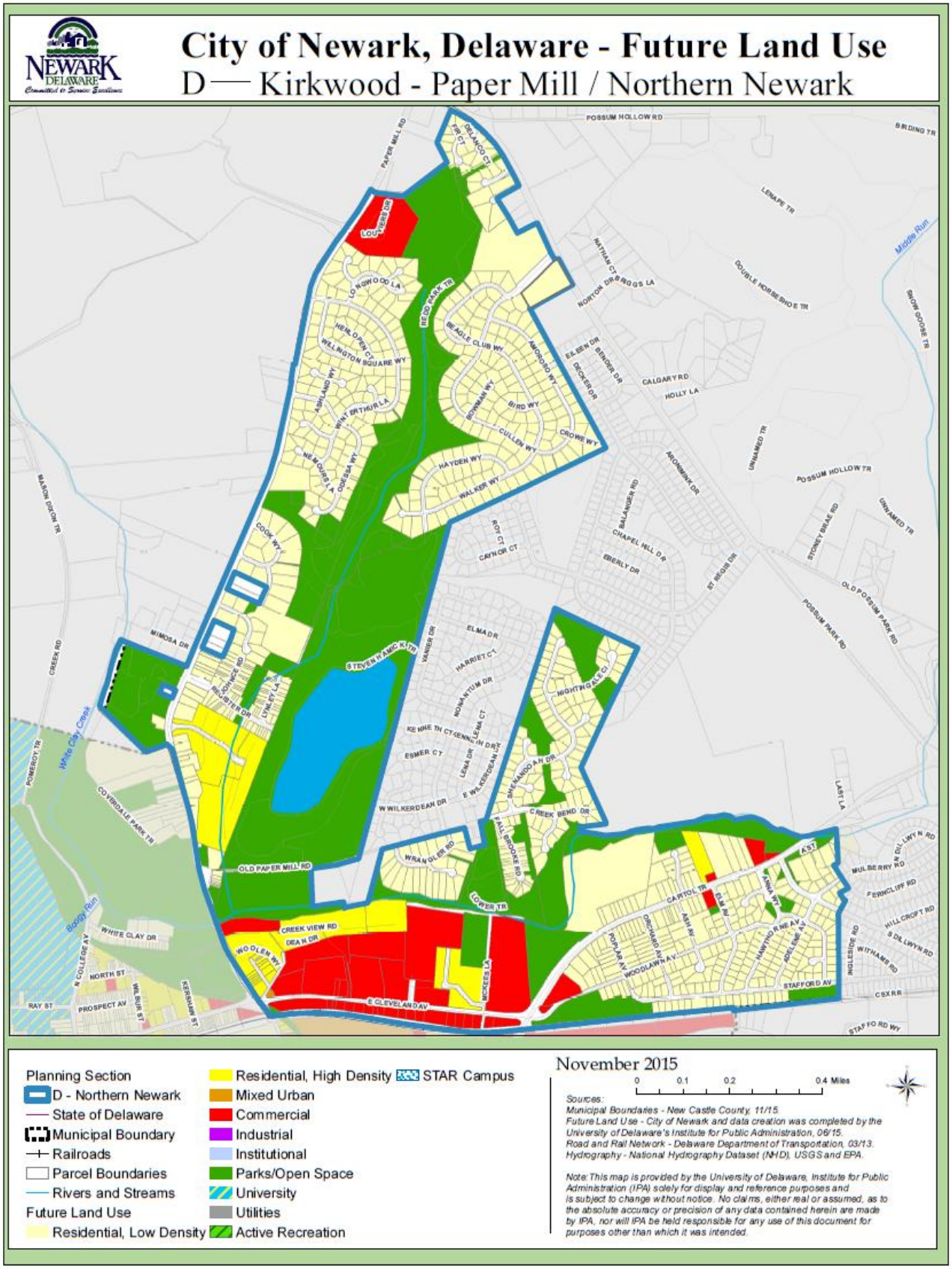
Residential, Low- and High-Density; Commercial; Stream Valley; Passive and Active Recreation; Newark Reservoir, Newark Housing Authority

## PREVIOUS PLAN (2008)

- Residential, Low- and High-Density
- Manufacturing/Office Research
- Light Commercial (local shopping)
- Offices
- Commercial (auto-oriented)
- Parkland

## CONDITIONS AFFECTING DEVELOPMENT

- Traffic on Capital Trail
- Stream Valley
- Water Pressure


City of Newark, Delaware - Future Land Use
D — Kirkwood - Paper Mill / Northern Newark
NEWARK DELAWARE
Planning Section
D - Northern Newark
State of Delaware
Municipal Boundary
Railroads
Parcel Boundaries
Rivers and Streams
Future Land Use
Residential, Low Density
Residential, High Density
STAR Campus
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
November 2015
0 0.1 0.2 0.4 Miles
Sources:
Municipal Boundaries - New Castle County, 11/15.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "D"
# FUTURE LAND USE
# KIRKWOOD–PAPER MILL/NORTHERN NEWARK

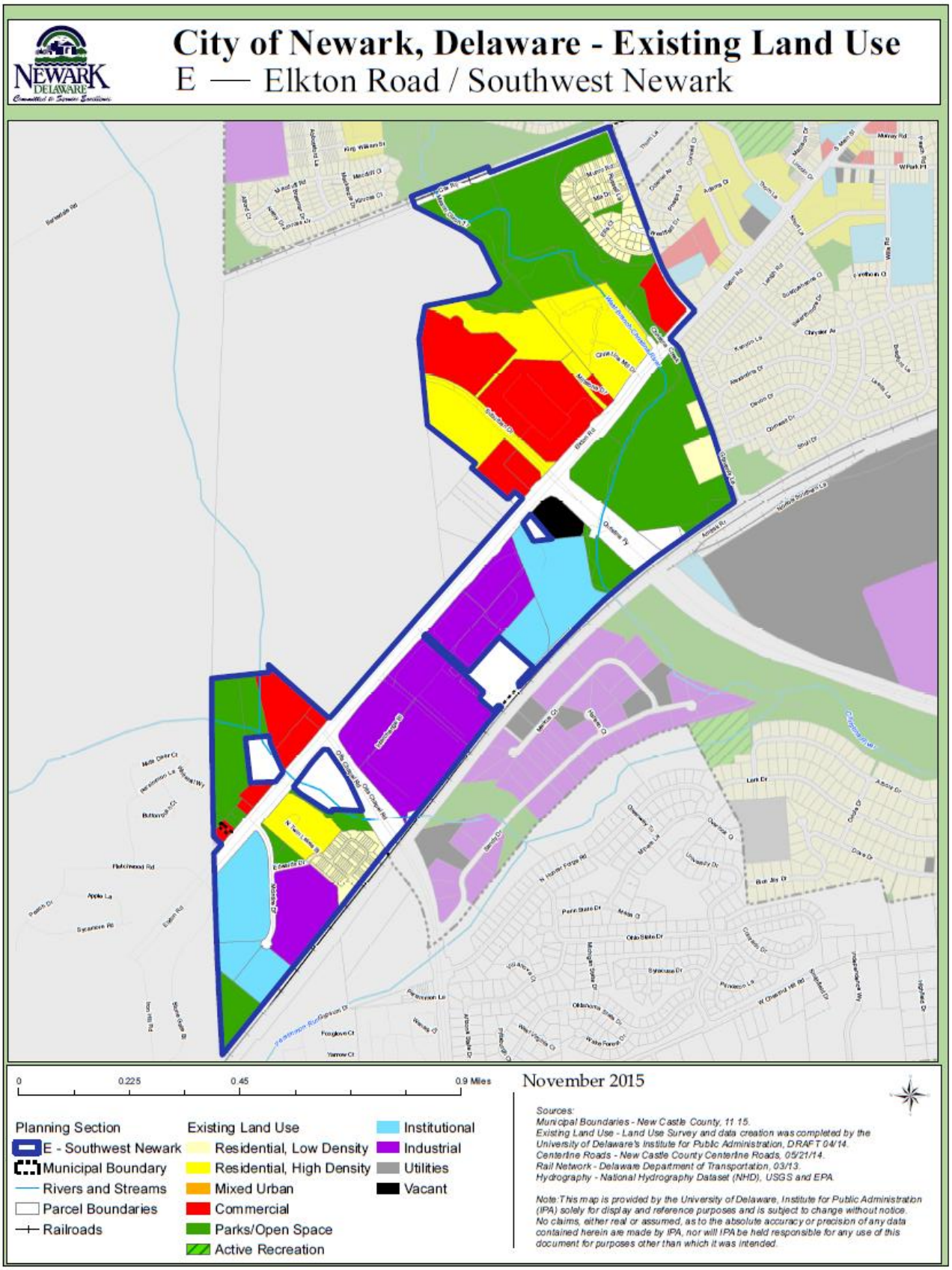
**RECOMMENDED USE(S)**
Residential, Low- and High-Density
Mixed Urban
Commercial
Active and Passive Recreation
Stream Valley

**RATIONALE**
Developing or Developed as indicated.

**FOCUS AREAS**

**151 Capitol Trail**
Parcel on the north side of Capitol Trail is 16.39 acres and zoned RS for single-family detached, 9,000 sq. ft. minimum lot size.
*Current use:* Vacant, Stream Valley.
*Recommendations:* Residential, low-density/OFD to be used for open space and passive recreation.
*Rationale:* Consistent with surrounding development
*Zoning:* The site is currently zoned RS for residential, low-density, and compatible institutional uses. OFD on the west and north sides of the parcel.

**Vacant Residential Parcels in Planning Section D**
*Current use:* Vacant parcels are in residential, low-density areas.
*Recommendations:* Residential, low-density, or compatible institutional uses.
*Rationale:* Consistent with surrounding development.
*Zoning:* RS, RT, and RH are appropriate for the recommended uses.


City of Newark, Delaware - Existing Land Use
E — Elkton Road / Southwest Newark
0
0.225
0.45
0.9 Miles
November 2015
Planning Section
E - Southwest Newark
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Active Recreation
Institutional
Industrial
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 11.15.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

# PLANNING SECTION "E"
# EXISTING LAND USE
# ELKTON ROAD/SOUTHWEST NEWARK

## LOCATION DESCRIPTION

South side of CSX Railroad right-of-way to Casho Mill Road; west of Casho Mill Road and Gravenor Lane to the City boundaries

## EXISTING LAND USE(S)

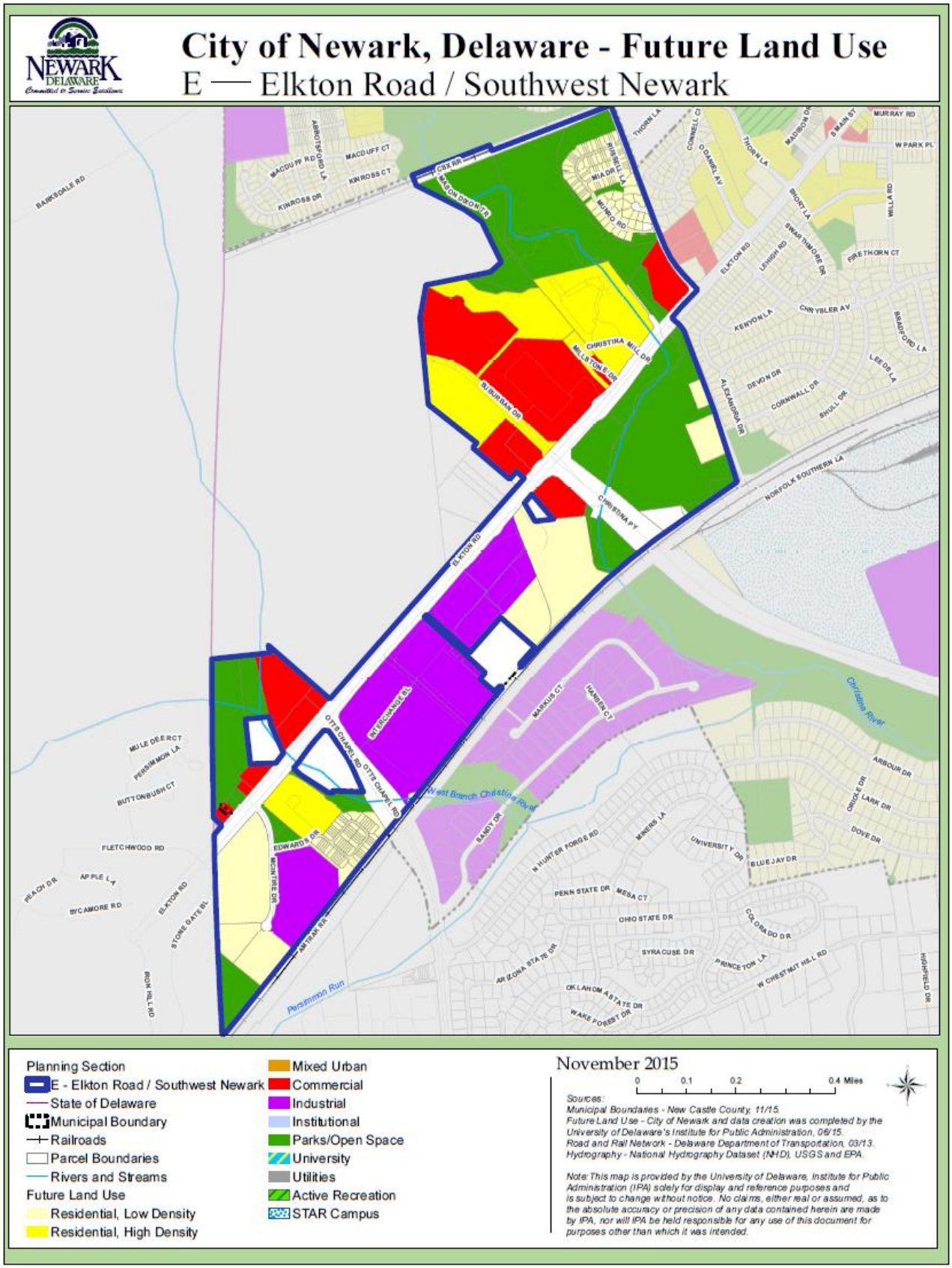
Industrial; Residential, Low- and High-Density; Commercial; Stream Valley; Passive Recreation; Newark Charter School

## PREVIOUS PLAN (2008)

- Residential, Low- and High-Density
- Manufacturing/Office Research
- Commercial
- Offices
- Stream Valley
- Parkland

## CONDITIONS AFFECTING DEVELOPMENT

- Traffic volume on Elkton Road
- Sewer capacity conveyance and water pressure
- Stream Valley
- "Cottages at the Plaza" (now known as "The Retreat") at Suburban Plaza required a change to the 2008 *Comprehensive Development Plan* and inserted luxury apartments onto a site once designated as Commercial (auto-oriented) and Manufacturing Office/Research. While the developer is targeting the units to University students, the site might also have appeal to young professionals and seniors.


City of Newark, Delaware - Future Land Use
E — Elkton Road / Southwest Newark
Planning Section
E - Elkton Road / Southwest Newark
State of Delaware
Municipal Boundary
Railroads
Parcel Boundaries
Rivers and Streams
Future Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
STAR Campus
November 2015
0 0.1 0.2 0.4 Miles
Sources:
Municipal Boundaries - New Castle County, 11/15.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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ELKTON RD
CHRISTINA PY
NORFOLK SOUTHERN LA
OTTS CHAPEL RD
INTERCHANGE BL
West Branch Christina River
Christina River
Persimmon Run
AMTRAK RR
EDWARDS DR
MONTBELLO DR
MARKUS CT
HANSEN CT
SANDY DR
N HUNTER FORGE RD
MINERS LA
UNIVERSITY DR
BLUE JAY DR
PENN STATE DR
MESA CT
OHIO STATE DR
SYRACUSE DR
COLORADO DR
PRINCETON LA
W CHESTNUT HILL RD
ARIZONA STATE DR
OKLAHOMA STATE DR
WAKE FOREST DR
HIGHFIELD DR
ARBOUR DR
ORIOLE DR
LARK DR
DOVE DR
CHRISTINA MILL DR
MILLSTONE DR
BURBANK DR
ALEXANDRA DR
DEVON DR
CORNWALL DR
SHULL DR
KENYON LA
CHRYSLER AV
BRADFORD LA
LEE DR LA
ELKTON RD
LEHIGH RD
SHORT LA
WILLA RD
FIRETHORN CT
THORN LA
MADISON DR
S MAIN ST
MURRAY RD
W PARK PL
O DANIEL AV
CORNELL CT
RUSSELL LA
MIA DR
MUNRO RD
CSX RR
MARION DRON DR
ABROTSFORD LA
MACDUFF RD
MACDUFF CT
KINROSS CT
KINROSS DR
BARKSDALE RD
MULE DEER CT
PERSIMMON LA
BUTTONBUSH CT
FLETCHWOOD RD
PEACH DR
APPLE LN
SYCAMORE RD
ELKTON RD
STONE GATE BL
IRON HILL RD

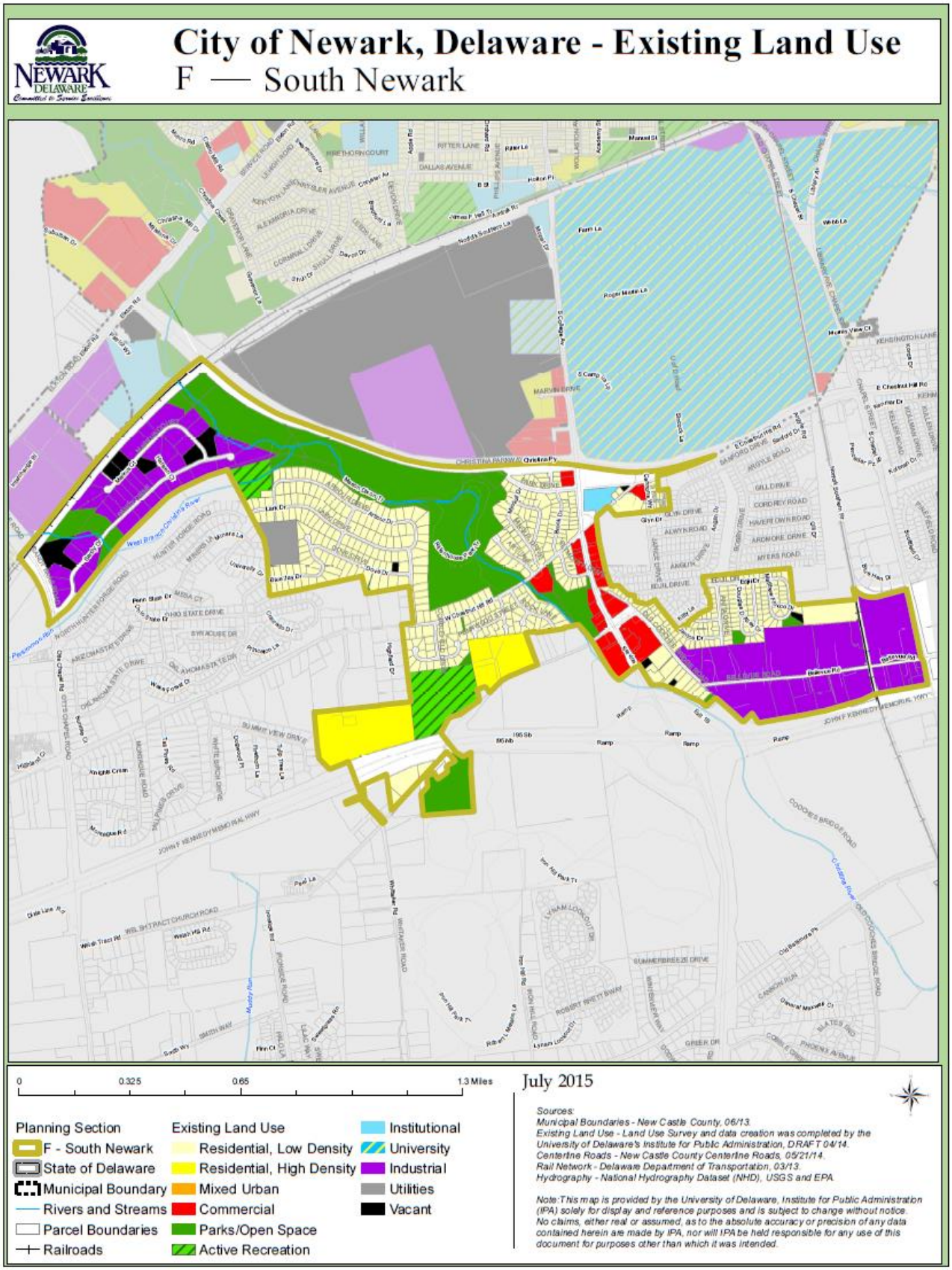
# PLANNING SECTION "E"
## FUTURE LAND USE
## ELKTON ROAD/SOUTHWEST NEWARK

**RECOMMENDED USE(S)**
Industrial
Mixed Urban
Commercial
Passive Recreation
Stream Valley

**RATIONALE**
Developing or Developed as indicated.

**FOCUS AREAS**

**Vacant Parcel at south corner of Elkton Road and Christina Parkway**
*Current use:* Vacant. Contains some Stream Valley in 3.83 acres.
*Recommendations:* Light commercial; protection of Stream Valley.
*Rationale:* Consistent with surrounding development.
*Zoning:* BL and OFD appropriate for the recommended uses.


City of Newark, Delaware - Existing Land Use
F — South Newark
0
0.325
0.65
1.3 Miles
July 2015
Planning Section
F - South Newark
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Existing Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Parks/Open Space
Active Recreation
Institutional
University
Industrial
Utilities
Vacant
Sources:
Municipal Boundaries - New Castle County, 06/13.
Existing Land Use - Land Use Survey and data creation was completed by the University of Delaware's Institute for Public Administration, DRAFT 04/14.
Centerline Roads - New Castle County Centerline Roads, 05/21/14.
Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
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# PLANNING SECTION "F"
# EXISTING LAND USE
# SOUTH NEWARK

## LOCATION DESCRIPTION

South of the Christina Parkway to the City boundary from Amtrak Railroad Right-of-Way to Library Avenue

## EXISTING LAND USE(S)

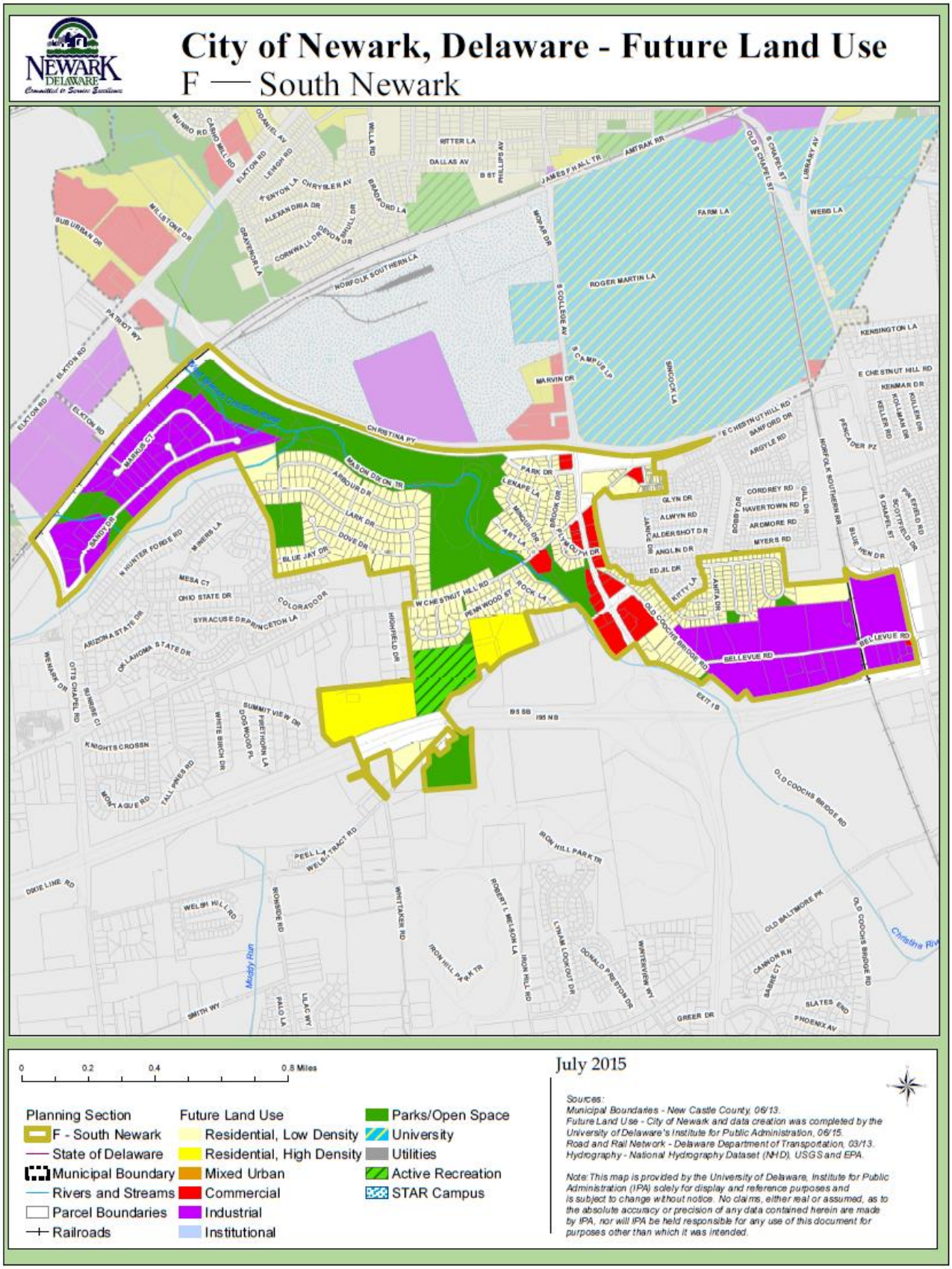
Residential, Low- and High-Density; Industrial; Commercial; Stream Valley; Passive and Active Recreation

## PREVIOUS PLAN (2008)

- Residential, Low- and High-Density
- Manufacturing/Office Research
- Commercial (auto-oriented)
- Offices
- Stream Valley
- Parkland

## CONDITIONS AFFECTING DEVELOPMENT

- Traffic and trucks on Route 896, Christina Parkway, and West Chestnut Hill Road
- Stream Valley
- Water pressure
- Sewer capacity conveyance


City of Newark, Delaware - Future Land Use
F — South Newark
July 2015
0 0.2 0.4 0.8 Miles
Planning Section
F - South Newark
State of Delaware
Municipal Boundary
Rivers and Streams
Parcel Boundaries
Railroads
Future Land Use
Residential, Low Density
Residential, High Density
Mixed Urban
Commercial
Industrial
Institutional
Parks/Open Space
University
Utilities
Active Recreation
STAR Campus
Sources:
Municipal Boundaries - New Castle County, 06/13.
Future Land Use - City of Newark and data creation was completed by the University of Delaware's Institute for Public Administration, 06/15.
Road and Rail Network - Delaware Department of Transportation, 03/13.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

# PLANNING SECTION "F"
# FUTURE LAND USE
# SOUTH NEWARK

**RECOMMENDED USE(S)**
Residential, Low- and High-Density
Industrial
Commercial
Active and Passive Recreation
Stream Valley

**RATIONALE**
Developing or Developed as indicated.

**FOCUS AREAS**

**Vacant Residential Parcels in Planning Section F**
*Current use:* Vacant parcels in residential, low-density areas.
*Recommendations:* Residential, low-density, or compatible institutional uses.
*Rationale:* Consistent with surrounding development.
*Zoning:* RD, RS, RT, and RH are appropriate for the recommended uses.

**Vacant Industrial Parcels in Planning Section F**
*Current use:* Vacant parcels in industrial areas
*Recommendations:* Industrial or compatible institutional uses.
*Rationale:* Consistent with surrounding development.
*Zoning:* MI, ML, and MOR are appropriate for the recommended uses.

***Plan Goals and Action Items: Land Development***

Effectively manage neighborhood preservation and high-quality development and redevelopment that meet the City's housing, employment, transportation, and recreational needs.

**Strategic Issues:**

- Adequate options for housing, employment, recreation, commerce, and entertainment.
- Plan for sites expected to develop or redevelop to anticipate environmental, housing, transportation, and growth issues and opportunities.

| | |
|---|---|
| **Goal 1** | **Promote infill, redevelopment, and where appropriate, mixed use.** Infill and redevelopment are the most efficient and sustainable use of land to preserve and protect natural and cultural resources and to limit the need for new infrastructure. |

*Action Item 1*

**Review *Zoning Code* and evaluate appropriate applications of *Form-Based Codes* (FBC).** FBC employ pictures and diagrams to easily describe the types and layout of development, redevelopment, parking, buildings, streets, design, and open space that broadly lay out the type, size, and scale of desired development. FBC are intended to be easier to use and understand and to enable streamlining layers of old regulations and overlapping districts.

*Partnering agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
Delaware Office of State Planning Coordination
Development community

| | |
|---|---|
| **Goal 2** | **Proactively plan for future growth and development by targeting and evaluating areas likely to develop or redevelop so that the future impact can be evaluated.** Ensure that new development meets high standards for site and architectural design; provide opportunities for a healthy, active lifestyle, be environmentally sustainable, and create unique Newark neighborhoods. |

*Action Item 2*

**Develop a proactive *Master Plan* of the Newark Country Club site through a collaborative effort with stakeholders and the public to examine and evaluate potential options and development scenarios.** Master plans are more detailed than comprehensive development plans because they include build-out calculations, identify infrastructure needs and costs, and can engage stakeholders and the community in exploring a broad range of options and opportunities. A master plan would be beneficial to the City's planning efforts because a change of use at the site could have a significant impact on traffic, infrastructure, and environmental quality. The completed

*Master Plan* would be vetted by all stakeholders and the public, which would advance the implementation of the City's *Comprehensive Development Plan*.

*Partnering agencies*:
City of Newark Planning Commission
City of Newark Department of Planning and Development
Delaware Office of State Planning Coordination
Delaware Department of Transportation
WILMAPCO
Delaware Department of Natural Resources and Environmental Control (DNREC)
New Castle County Department of Land Use

| | |
|---|---|
| **Goal 3** | **Maintain existing development and encourage new development with a mix of housing choices in styles, size, affordability, and density levels that integrate into the surrounding community.** |

*Policy recommendations:*

- Encourage residential high-density development in infill areas that are near essential services, public transit, the University, and employment opportunities.
- Separate residential areas from incompatible uses through buffering distances, landscaping, and transitional zoning.
- Utilize *Site Plan Approve* for "cluster developments," which allow greater flexibility in housing styles and types while regulating gross density within residential developments.
- Require linkages to streets and sidewalks between adjoining residential subdivisions and street right-of-way stubs to adjoining vacant developable land.
- Ensure adequate access to active and passive recreational opportunities for residential developments.
- Encourage adaptive reuse of historic structures.

| | |
|---|---|
| **Goal 4** | **Ensure adequate zoning and appropriate areas for business and industrial development to encourage sustainable economic growth.** |

*Policy recommendations:*

- Encourage the preservation, redevelopment, and adaptive reuse of existing commercial developments and buildings.
- Encourage shared-use entrances and cross-access easements along adjoining commercial properties to limit the frequency of site entrances along arterial roadways.
- Promote improved pedestrian and bicycle facilities to connect existing and proposed developments to residential and commercial uses.
- Promote improved transit amenities, such as bus shelters and bicycle racks, to accommodate alternative means of access to commercial centers.
- Promote the use of private trash compactors on public lots downtown.

| | |
|---|---|
| **Goal 5** | **Effectively plan infrastructure improvements in coordination with future land-use planning to ensure that any expansion is beneficial and cost-effective.** Future growth should be compact, efficient, and orderly so that the expansion of City utilities and infrastructure is cost-effective for the City. |

Notes:

1. APA, 2005.

# Chapter 11
# GROWTH AND ANNEXATION
**(01/05/16)**

Annexation is a process by which a municipality expands its corporate boundaries by incorporating unincorporated county land. The City only considers annexation when a property owner petitions for it. As stated in the *City of Newark Charter*, Section 103, "Annexation":

> *The council of the City of Newark shall have power to annex, by ordinance, any territory contiguous to the City of Newark 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 in which of the six (6) districts, hereinafter mentioned, the annexed territory shall become a part* (62 Del. Laws, Ch. 363; 63 Del. Laws, Ch. 139).

Title 22, Section 101(2) of the *Delaware Code* defines "contiguous" as some part of the parcel proposed for annexation having a shared border with the boundaries of the annexing municipality. Roads or rights-of-way cannot be used to create a "corridor" annexation.

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 complicating factor to City expansion remains: A three-quarters vote of the City Council—that is, at least 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 of Delaware'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, the 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 the 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, it 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, it believes, would discourage some developers from approaching the City and County simultaneously in search of the best zoning "offer." Beginning in that year, the Planning and Development Department devised worksheets 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, and 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 that have been proposed for the lands as presented in the 1969 *Comprehensive Development Plan* as well as 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 affecting 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, the City's ability to provide basic services, and the extent of Newark's water service area (which is beyond City boundaries).

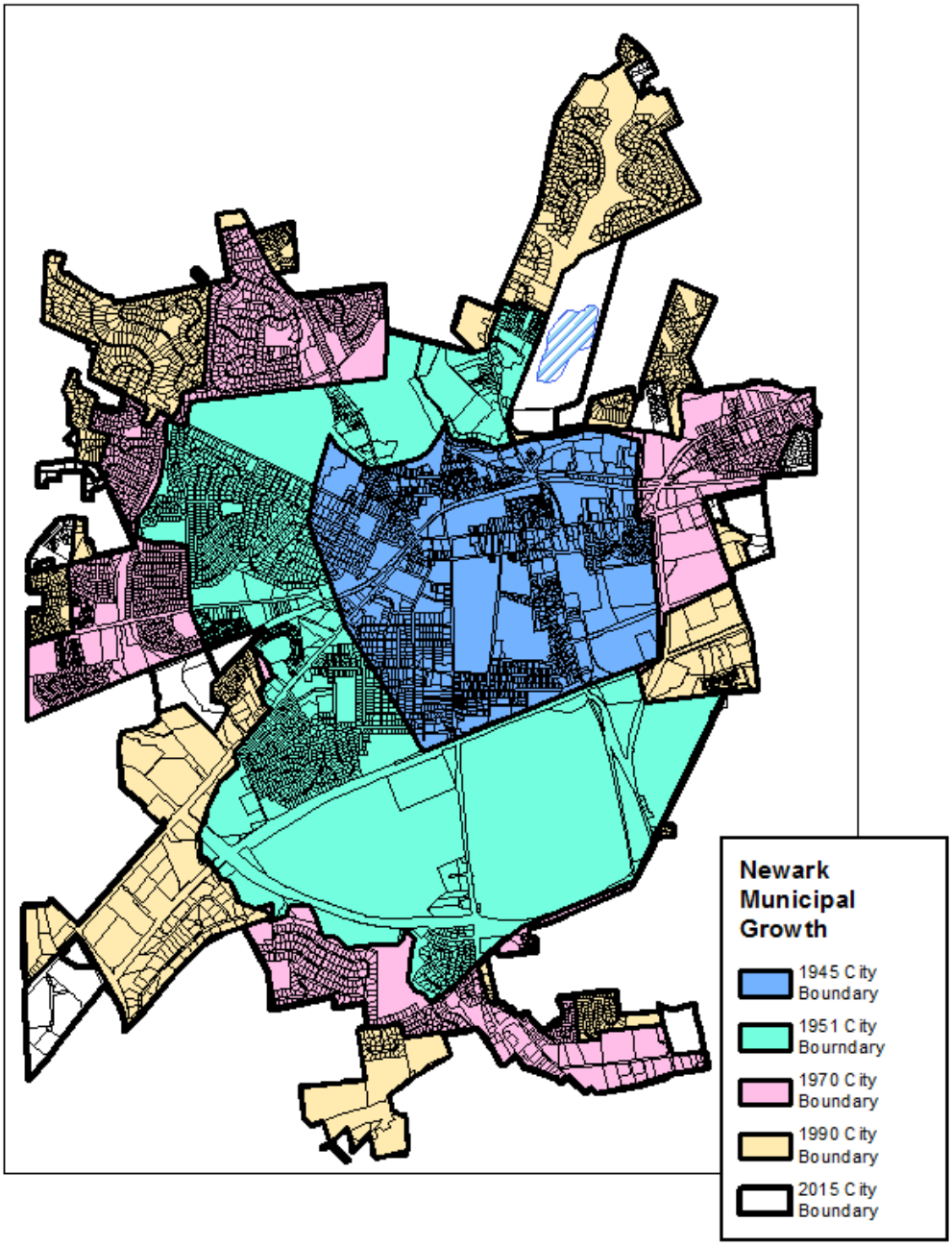
The Planning and Development Department presented a complete draft of the proposed *Adjacent Areas Land Use Plan* to the Planning Commission for final review and recommendation in September 1978 and on February 6, 1979. On March 23, 1979, after a series of minor amendments, the City Council adopted the *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 workshops and regularly 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.

***General Policy Statement***

The City of Newark has a long history of responsible growth through annexation. The maps below outline the City's growth pattern over the past 70 years. When a property is annexed, it gains access to municipal services and the property's owners gain a political voice with the City government that is providing them with services and utilities. Indeed, municipal growth can be good land-use policy when a core element of "smart growth" is applied to direct development in or around existing towns and developed areas.

**Map 11-1: Newark City Boundary 1945, 1951, 1970, 1990, and 2015**



**Strategies for State Policies and Spending**

*Strategies for State Policies and Spending* is a document and accompanying map that outline the State's policy on land-use development. The document was updated in 2010 and identifies land as one of four levels of appropriateness for development. (Map 11-2)

Level 1 is indicated in red on the following map and represents the highest priority for State investment and spending for infrastructure, public facilities, employment, and social services. Most of the City of Newark and much of the contiguous areas are designated as Level 1.

Level 2 is indicated in orange. Most of these areas are contiguous to the municipal boundary and are slated to be less developed. Spending strategies in Level 2 areas are to be used for promoting development that is less dense, well-designed for a variety of housing types and user-friendly transportation, open space, and recreational facilities.

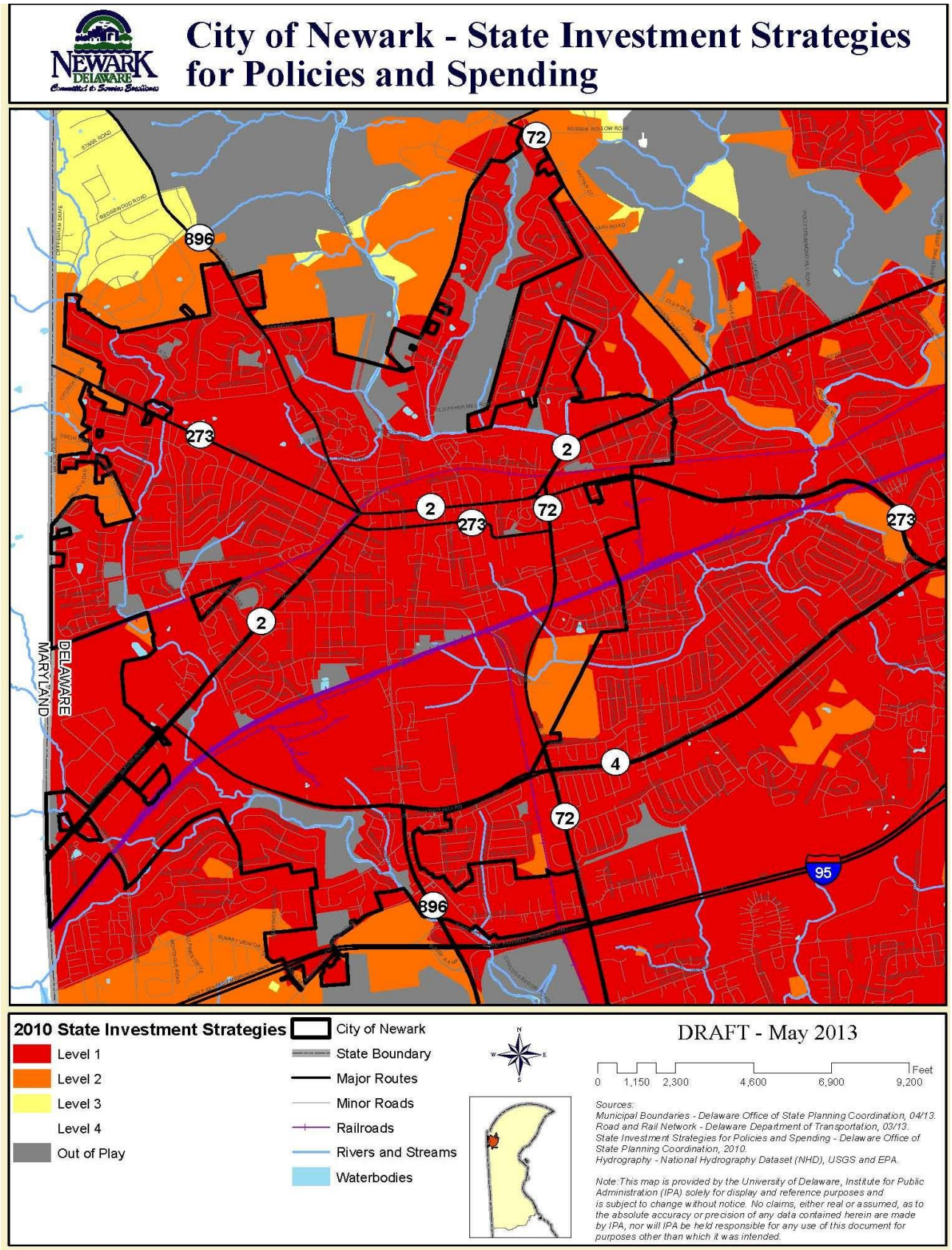
Level 3 and Level 4, indicated in yellow and white, respectively, are located on the very outskirts of the greater Newark area and are designated for agriculture preservation and rural densities.

A final classification, called *Out of Play*, is designated for Newark's parks, open space, and waterways. Out of Play indicates areas that are to be preserved from development.

In considering the City's Growth and Annexation Plan, areas identified for potential annexation during the five-year horizon are largely consistent with Level 1, 2, and 3 areas.

The complete report is available online:
http://stateplanning.delaware.gov/strategies/

**Map 11-2**


City of Newark - State Investment Strategies for Policies and Spending
NEWARK DELAWARE
Committed to Service Excellence
72
896
273
2
4
95
DELAWARE
MARYLAND
2010 State Investment Strategies
Level 1
Level 2
Level 3
Level 4
Out of Play
City of Newark
State Boundary
Major Routes
Minor Roads
Railroads
Rivers and Streams
Waterbodies
DRAFT - May 2013
0 1,150 2,300 4,600 6,900 9,200 Feet
Sources:
Municipal Boundaries - Delaware Office of State Planning Coordination, 04/13.
Road and Rail Network - Delaware Department of Transportation, 03/13.
State Investment Strategies for Policies and Spending - Delaware Office of State Planning Coordination, 2010.
Hydrography - National Hydrography Dataset (NHD), USGS and EPA.
Note: This map is provided by the University of Delaware, Institute for Public Administration (IPA) solely for display and reference purposes and is subject to change without notice. No claims, either real or assumed, as to the absolute accuracy or precision of any data contained herein are made by IPA, nor will IPA be held responsible for any use of this document for purposes other than which it was intended.

***City of Newark Planning Areas***

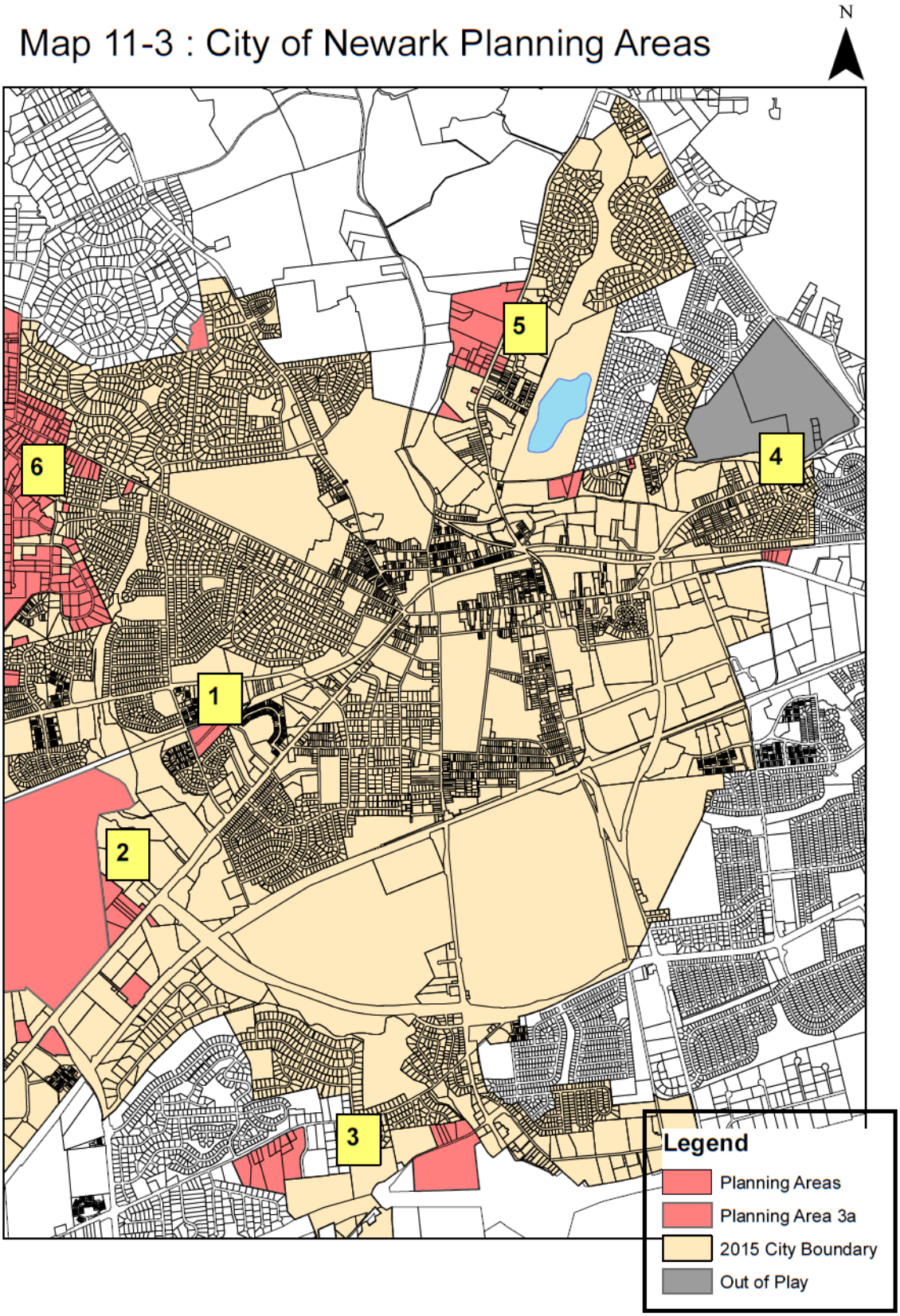
The City of Newark Planning Areas (Map 11-3) represents the plan for lands adjacent or proximate to the City that might be considered for annexation. Each planning area provides a rational for recommended uses, describes existing uses, notes special conditions impacting development within the area, and notes any land-use changes from the previous plan.

***Plan Goals and Action Items: Growth and Annexation***

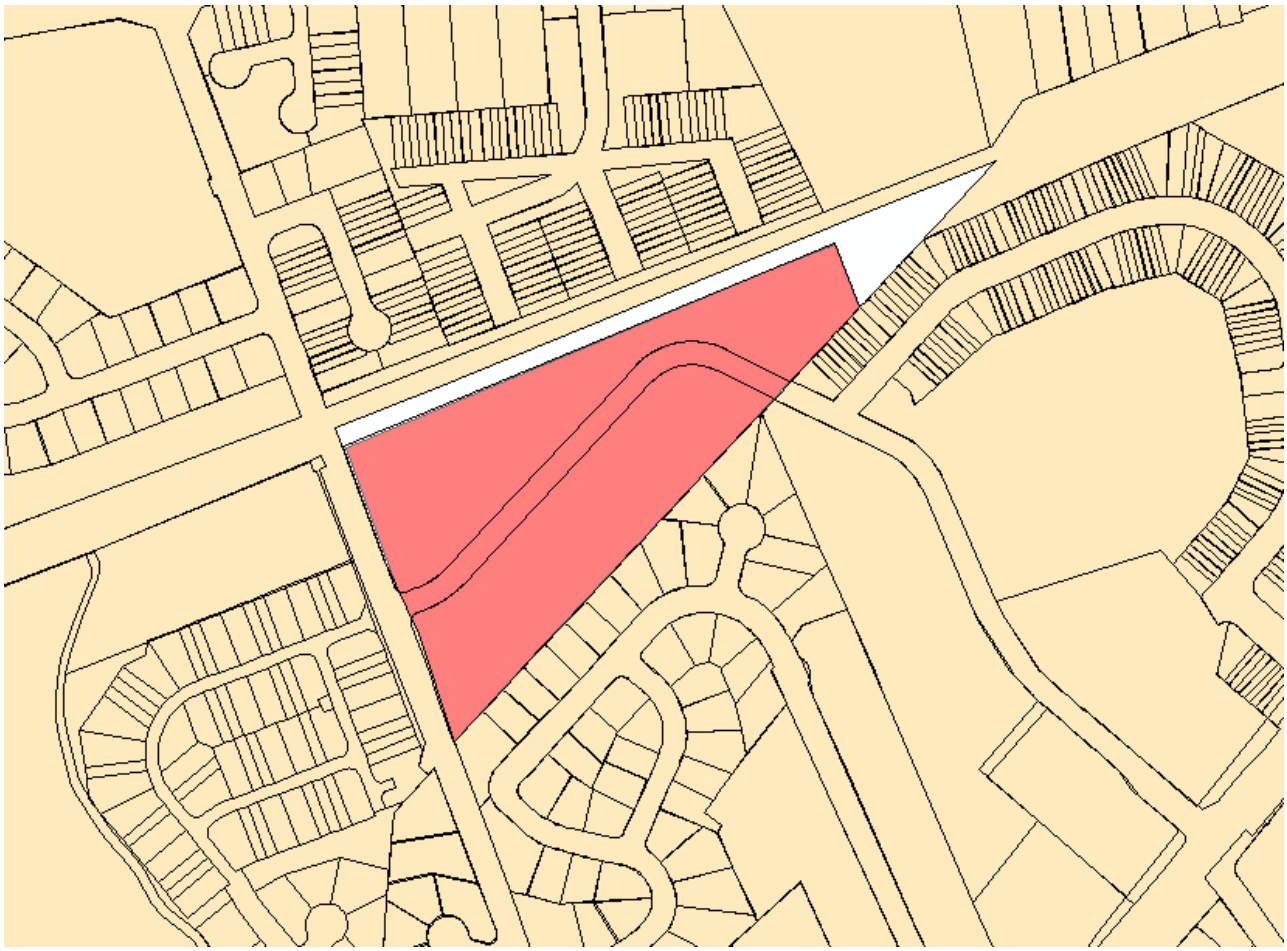
Restrict growth to orderly annexations that protect the environment and minimize the financial burden on the city, residents, and businesses.

**Strategic Issues:**

- Coordination between the City and all relevant state and county agencies with any proposed expansion of the City's municipal boundaries.
- Prioritizing environmental and financial sustainability when making annexation decisions.
- Keeping the long-term interests of the City and its current constituents as paramount considerations for any annexation plans.


Map 11-3 : City of Newark Planning Areas
N
1
2
3
4
5
6
Legend
Planning Areas
Planning Area 3a
2015 City Boundary
Out of Play

## Planning Area 1



**Recommended Use(s)**

Residential, High-Density

**Location:** Southwest of City boundary, along Casho Mill Road; "Island" surrounded by land in City

**Existing Use(s):** Apartments

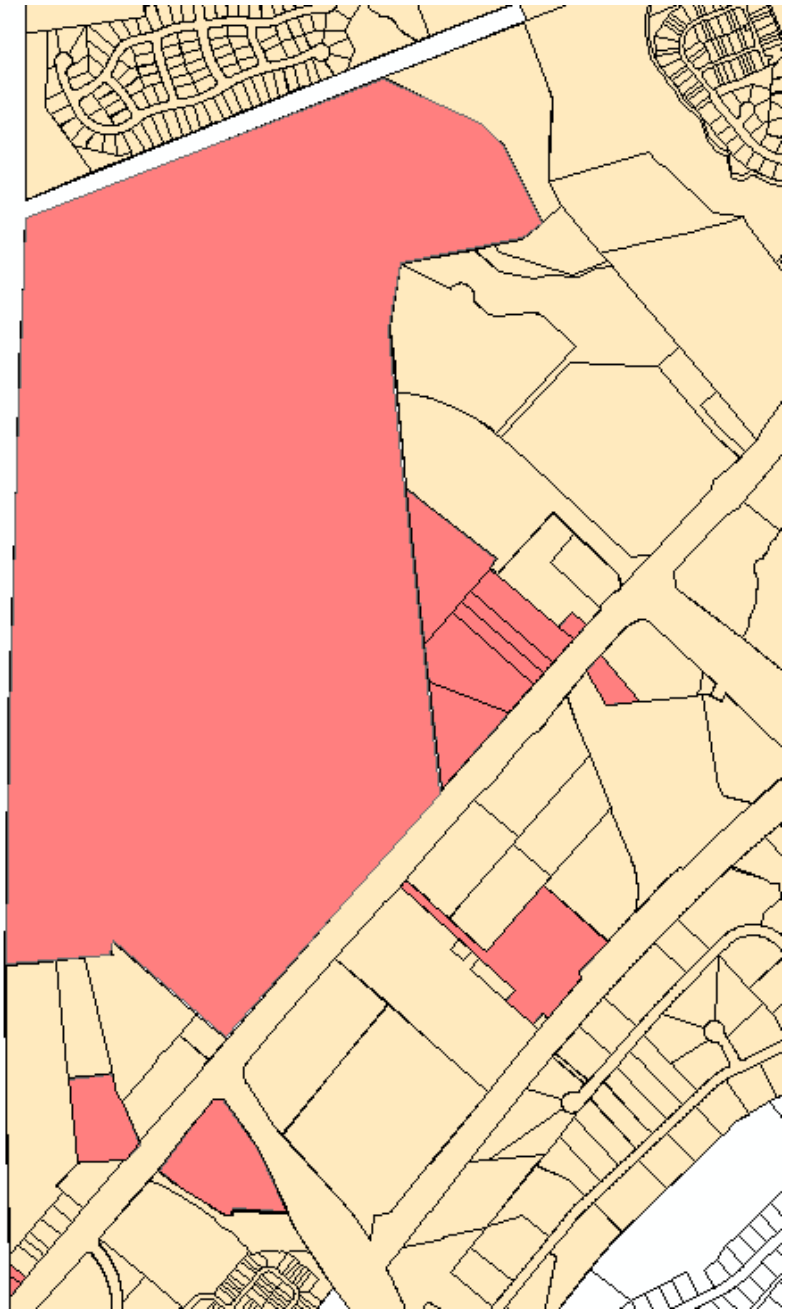
**Previous Plan:** Multi-Family Residential (Medium- to High-Density)

**Special Conditions Affecting Development:** None

**Rationale for Recommended Uses(s):** Developed as Residential, High-Density

**Generalized Current County Zoning:** Residential

## Planning Area 2



**Recommended Use(s)**

Commercial • Industrial • Urban Mixed Use • Institutional • Parks/Open Space

**Location:** Around Elkton Road to the Maryland State Line

**Existing Use(s):** Industrial; Commercial; Residential

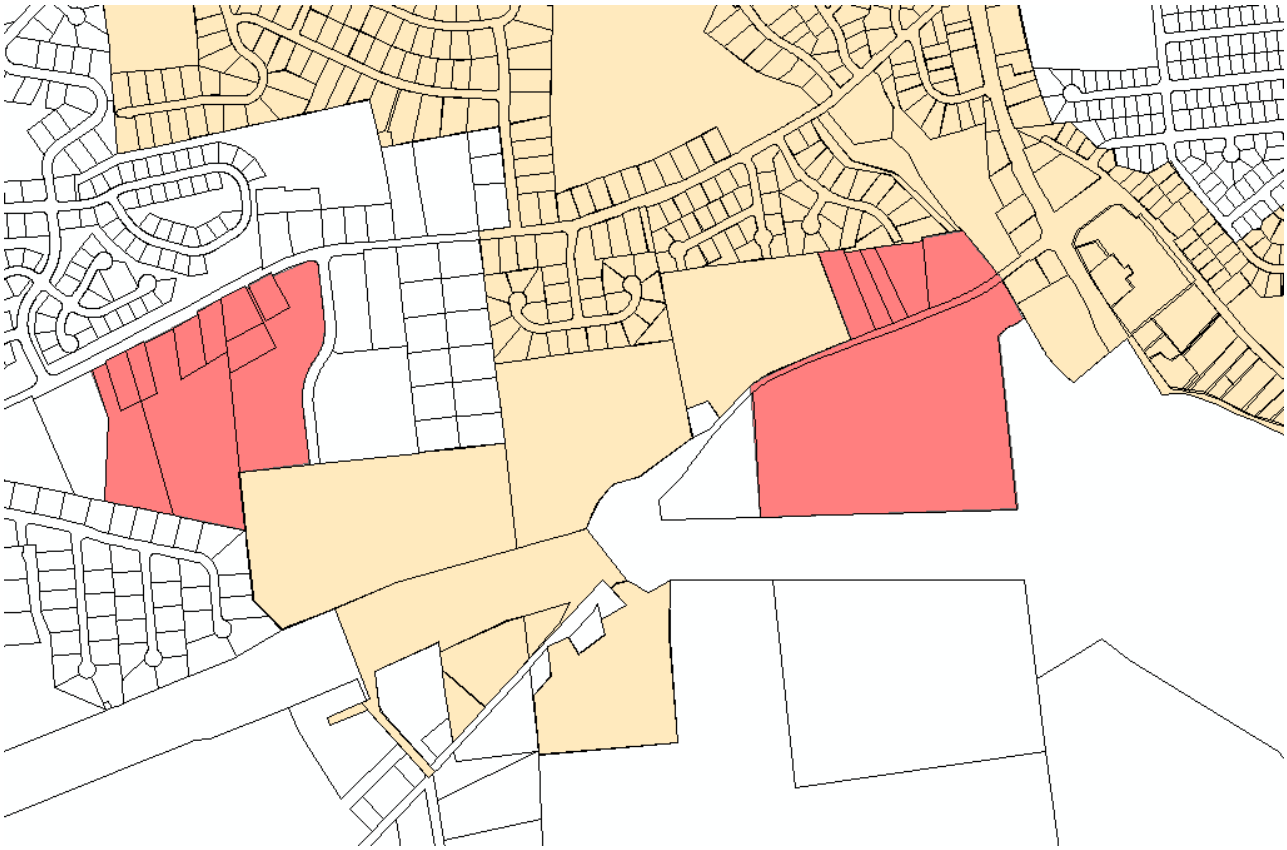
**Previous Plan:** Commercial; Industrial; Stream Valley

**Special Conditions Affecting Development:**
Annexation of the DuPont Stine Haskell Research Center to be considered for industrial uses if the site redevelops.
Limited sewer infrastructure
May not be cost-effective to service with City electric

**Rationale for Recommended Uses(s):**
Developed and developing as proposed
Access to I-95
Mixed Urban considered appropriate design; institutional uses should be compatible with surrounding uses

**Generalized Current County Zoning:**
Industrial
Neighborhood commercial

## Planning Area 3



**Recommended Use(s)**

Residential, Low-Density • Parks/Open Space • Institutional

**Location:** South of City, along Welsh Tract Road to I-95

**Existing Use(s):** Residential, Low-Density; Institutional (church); Park/Open Space; I-95; Stream Valley

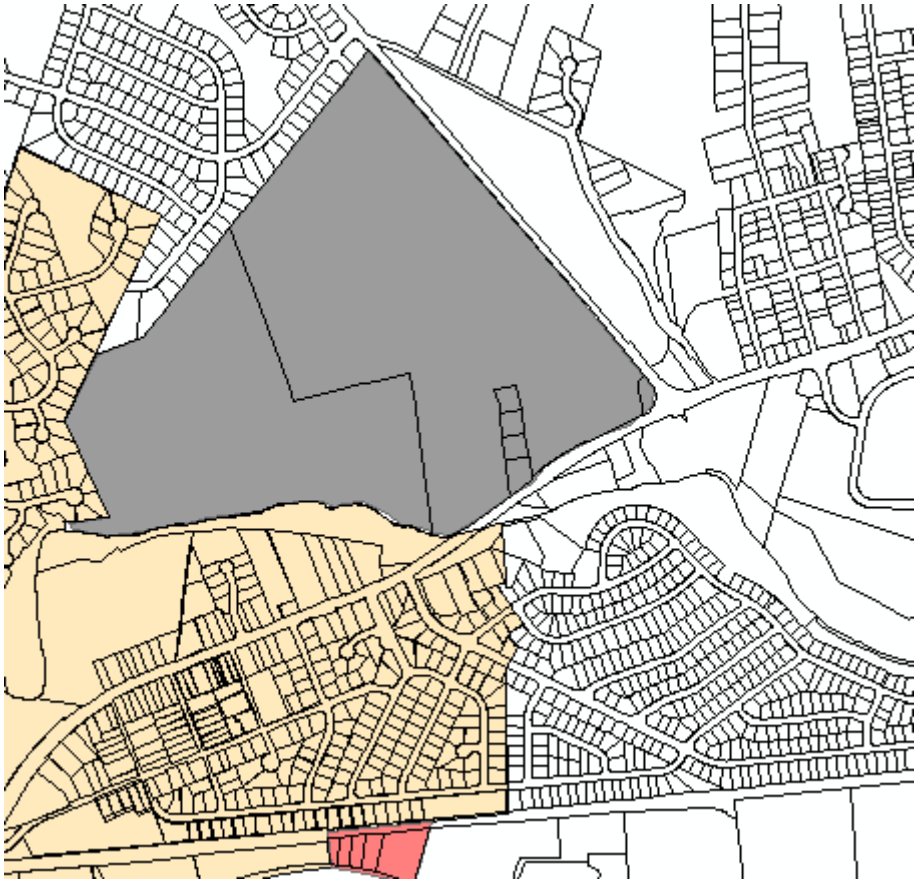
**Previous Plan:** Residential, Low-Density; Stream Valley; Parkland

**Special Conditions Affecting Development:**
Floodplain
Wooded areas
Proximity to I-95
May not be cost-effective to serve with City electric, water, and sewer

**Rationale for Recommended Uses(s):**
Residential, Low-Density may be acceptable with low impact on floodplain and wooded areas

**Generalized Current County Zoning:**
Suburban; Historic Preservation

## Planning Area 4



**Recommended Use(s)**

Commercial • Industrial

**Location:** East boundary of City, between the CSX railroad and Newark-Christiana Road

**Existing Use(s):** Commercial; Industrial

**Previous Plan:** Manufacturing Office/ Research; Commercial (Auto-Oriented)

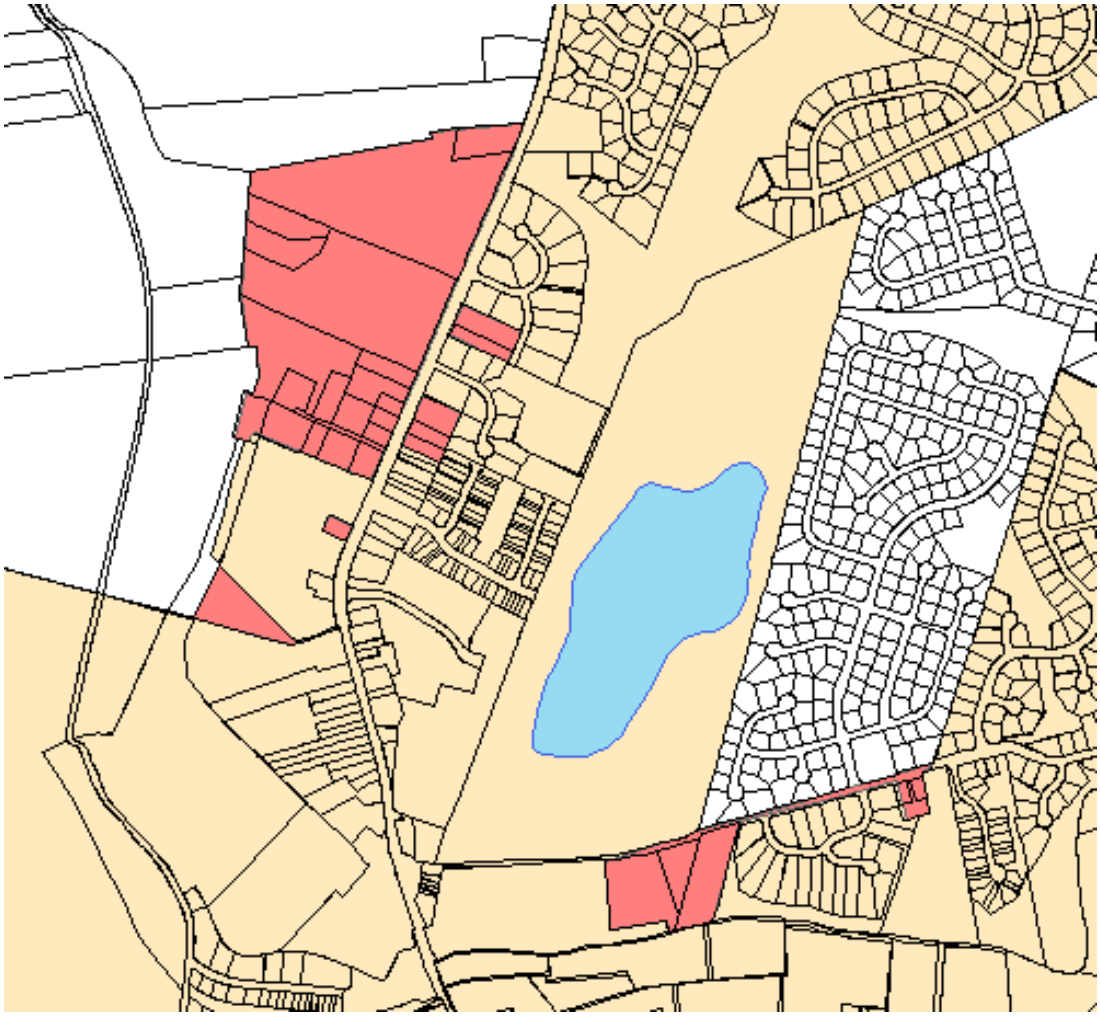
601 and 601½ Capitol Trail is designated "Out of Play" for annexation as long as legislation exists that would require the City to pay the State back $3.4 million in connection with the Newark Reservoir.

**Special Conditions Affecting Development:**
Wet soils near tributary
May not be cost-effective to serve with City electric, water, or sewer
Commercial to be carefully evaluated for potential negative impacts on Downtown Commercial uses.
Gateway to city

**Rationale for Recommended Uses(s):**
Developed and developing as proposed

**Generalized Current County Zoning:**
Industrial
Commercial Regional

# Planning Area 5



**Recommended Use(s)**

Residential, Low Density

**Location:** Northeast of City on west side of Paper Mill Road and "Island" areas

**Existing Use(s):** Residential, Low-Density

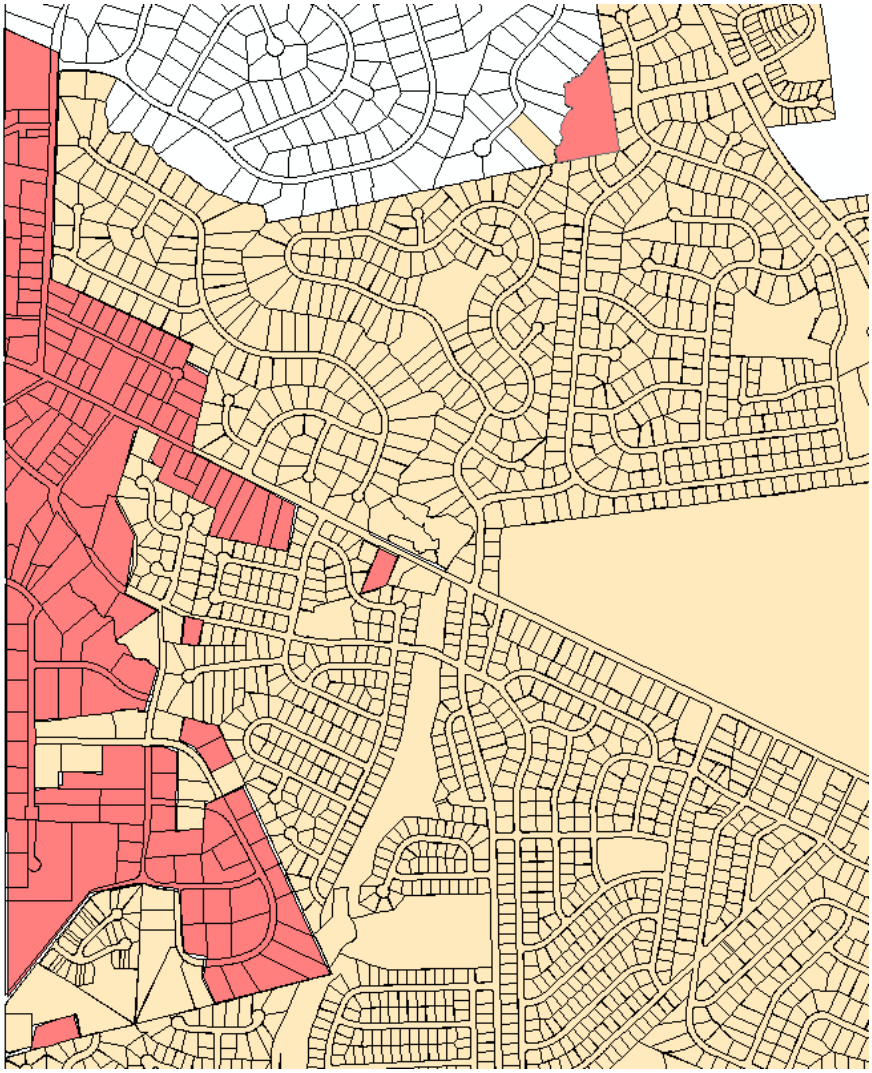
**Previous Plan:** Residential, Low-Density

**Special Conditions Affecting Development:**
Gateway to City on Paper Mill Road
May not be cost-effective to serve with City electric, water, and sewer

**Rationale for Recommended Uses(s):**
Developed and developing as proposed

**Generalized Current County Zoning:**
Residential

## Planning Area 6



**Recommended Use(s)**

Residential, Low Density • Parkland • Institutional

**Location:** Christina Manor area west of City limits

**Existing Use(s):**
Residential, Low-Density; Light Commercial

**Previous Plan:**
Residential, Low-Density

**Special Conditions Affecting Development:**
Narrow main roadway (Valley Road); other narrow roads have no curb
Considerable existing development
Steep slopes
Wet soils
May not be cost-effective to serve with City electric, water, or sewer
Drainage requirements

**Rationale for Recommended Uses(s):**
Developed and developing as proposed

**Generalized Current County Zoning:**
Residential